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## ABSTRACT

Cultural and socioeconomic barriers to girls' and women's education are reflected in the female literacy rate, average wage, and girls' enrollment, dropout, attainment, and participation rates in formal education. Development of national education has been given top priority in the Indonesian national development. The education system is organized via these two different channels: school education and out-of-school education. Operational strategies to improve the status of women are to plan and implement government policies and coordinate all activities and programs dealing with enhancement of the role of women. The State Ministry for the Role of Women is responsible as the policy coordinator for all programs related to women's affairs. The Five-Year Development Plan (1994-99) has these five program areas for enhancing the status of women: education and training for women; enhancing the role of women in improving family welfare; increasing the status and role of women workers; development of a sociocultural environment conducive to advancement of women; and strengthening the mechanism for the advancement of women. The continuing lack of awareness of gender issues and gender and development is directly linked to the mostly male decision makers and planners whose discriminative attitude must be changed. A case study on the education for girls and women in Yogyakarta Special Territory is the second part of this report. (Contains 11 tables.) (YLB)

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TO THE EDUCATIONAL RESOURCES  
INFORMATION CENTER (ERIC)

# GIRLS' AND WOMEN'S EDUCATION in Indonesia

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## A. National Study on Girls' and Women's Education

### I. Background

Located in Southeast Asia, Indonesia consists of more than 17,000 islands and islets, 6,000 of which are inhabited. As the third most populous country among developing countries, after China and India, this country is a multi-ethnic nation with about 583 language and dialect groups. With a land mass of 1,9 million sq.km., Indonesia is the fourth largest country in the Asian region after China, Australia and India. The average population density is slightly over 100 persons per sq.km. However, there is wide variation in population density, ranging from a few people per sq.km. in Irian Jaya province, to nearly 1000 per sq.km. in densely populated provinces on Java. The inner islands of Java, Madura, Bali and Lombok, although accounting for about seven per cent of total land area, accommodate about two-thirds of the nation's population.

The population structure for females in 1996 consists of 33 per cent 0-14 years of age, 62.6 per cent in the productive-aged category of 15-64 years old, and 4.4 per cent 65 years old and older (Table 1, Attachment A). Over a period of 20 years, the population living below the poverty line was reduced from over 40 per cent (54.2 million) in 1976 to 11.4 per cent (22.6 million) by 1996. Of those living below the poverty line, 8 million live in urban areas and 14.6 million in rural areas.

Data presented in Table 1 (Attachment A) indicates that in 1996, 64 per cent of the Indonesian population and 64 per cent of the total female population live in rural areas. As rural areas accommodate 64.6 per cent of the population living below the poverty line, it is clear that the Ministry of Education and Culture (MOEC) and other related institutions responsible for formal and nonformal education should give highest priority to educate rural people.

Although there was a significant improvement in the literacy rate and level of education of the working population between 1980-1996 (Table 2, Attachment A), there is still a big gap in the literacy rate and level of education between males and females. As education is considered a strategic vehicle to empower people to develop themselves, to improve their quality of life, to function in their daily life and in community development, the educational discrepancy between the male and female population should be addressed specifically in national policies and implementation mechanisms for girls' and women's education.

Several efforts have been conducted to close the educational gap between males and females. However, there are still hindrances deeply-rooted in the socio-cultural values and norms of Indonesian society. Although there is no legislation which discriminates against women in Indonesia, including the matter of education, cultural traditions have militated against girls and women, particularly in rural areas.

Since men are expected to be the bread-winners and responsible for the public domain, and women are responsible for the domestic domain, the society rates boys and men higher than girls and women. This cultural norm makes parents skeptical about the value of education for girls. Other factors reinforcing this norm include poverty and geographic isolation. These cultural and socio-economic hindrances against girls' and women's education are reflected in the female literacy rate (Table 2, Attachment A), the average female wage (Table 5, Attachment A), and in enrollment, drop-out, attainment, and participation rates of girls in formal education (Table 4, Attachment A).

### II. General Policy on Equality Between Men and Women

Development policies in Indonesia are based on the principle of equality between men and women. Article 27 of the 1945 Indonesian Constitution states

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that . . . *without any exception, all citizens shall have equal status in law and government, and shall be obliged to uphold that law and government.* Pancasila as the state philosophy and the nation's way of life, and the 1945 Constitution as the constitutional basis, have placed women in highest esteem and dignity. This equality principle is reflected in the inclusion of a special chapter on the role of women in nation-building in the Broad Guidelines of the State Policy (Garis-garis Besar Haluan Negara/ GBHN) of 1978 which has subsequently been adopted every five years by the People's Consultative Assembly.

The Government's political will and commitment to the welfare of women was clearly institutionalized by the appointment of an Associate Minister for the Role of Women in 1978 who was elevated to State Minister in 1983. Increasing the level of women's education and skills, and developing a socio-cultural climate more conducive to the advancement of women are two of five priority areas of the Office of the Ministry for the Role of Women. Further, the ratification of the UN Convention on the Elimination of All Forms of Discrimination Against Women was enacted by Law No. 7 in July 1984. The ratification of this Law resulted from the strong support by the State Minister of the Role of Women.

The strong commitment of the Indonesian government to education comes from an interpretation of the 1945 Constitution which stipulates that one of the State obligations is to develop the intellectual life of the nation. The 1998 Broad Guidelines of the State Policy (GBHN) states that . . . *Women as citizens as well as human resources for national development have equal rights, duties and opportunities like men in all fields of life of the nation and in all development activities. Therefore, women's position in the community and their role in development should be improved and directed towards enabling them to give the greatest possible contribution to the nation's development, in accordance with their destiny, dignity and their status.* In this respect, girls and boys should have equal opportunities for education at all levels.

### III. Education System in Indonesia

The development of national education has been given top priority in the Indonesian national development. This commitment is in accordance

with Article 31 of the 1945 Constitution which stipulates that: 1) every citizen has the right to obtain education; and 2) the Government provides one national education system that is supported by law. This provision appears in the GBHN and in Education Law No. 2/1989 which provide direction and guidelines for the implementation of the national education system in the national development programme.

The educational system in Indonesia is operated through two channels: school education and out-of-school education. The structure of the educational system in Indonesia is presented in Figure 1 (Attachment A). The school educational levels are as follows: a) two years for kindergarten; b) six years for primary education; c) three years for lower secondary school (LSS); d) three years for upper secondary school (USS); e) four years for the first university degree; f) two years for the second university degree; and g) two years for the third university degree. The programmes for out-of-school education are: a) day care centres; b) play groups; c) *Packet A and Packet B*; d) income-generating programmes and apprenticeships, and e) private courses.

The agencies primarily responsible for school education in Indonesia are the Ministry of Education and Culture (MOEC), the Ministry of Home Affairs and the Ministry of Religious Affairs. The educational levels in the ministries mentioned above are similar due to the similarity of curricula. The only difference in curricula is the additional religious discipline in the educational system under the Ministry of Religious Affairs. The organizational structure of the Ministry of Education and Culture (MOEC) at the national and provincial levels is presented in Figure 2 (Attachment A). The organizational structure of the MOEC is as follows:

- a) At the central level, the MOEC consists of seven principal working units which are:
  - Secretariat-General
  - Inspectorate-General
  - Agency for Educational and Cultural Research and Development
  - Directorate-General for Basic and Secondary Education
  - Directorate-General for Higher Education
  - Directorate-General for Out-of-School Education, Youth and Sport
  - Directorate-General of Culture

- b) At the lower level, the MOEC is represented by a Provincial Office of Education and Culture in each of the 27 provinces, and by a District Office of Education and Culture in each of the 305 districts in Indonesia.

The major task of the provincial and district Education and Culture Offices is to operationalize, manage, adapt, and implement ministerial policies on education and culture with respect to each of their distinctive features of local and environmental needs.

### III.1. School Education System

According to the Law on National Education System of 1989, the education system is organized via two different channels, i.e. school education (formal education) and out-of-school (non-formal education). School education is organized in school through teaching and learning activities which are gradual, hierarchical, and continuous. Out-of-school education is organized outside of formal schooling through teaching and learning activities which may or may not be hierarchical and continuous. It can be provided by government and non-government institutions; however, out-of-school education is largely organized and run by communities. The legal basis for out-of-school education is the Government Regulation No.73/1991.

#### III.1.1. Primary Education

In 1973, the government launched a special programme through a Presidential Instruction on Primary Education. This programme was provided a special budget allocated for: a) building new schools throughout Indonesia; b) renovating existing schools; c) building additional classrooms; d) recruiting and training teachers; e) building houses for school principals and custodians; f) providing library books; g) provision of textbooks and other learning materials; h) providing science and mathematics practicum equipment; and i) subsidizing private schools.

Eleven years after the implementation of the Presidential Instruction referred to above, the government launched a compulsory initiative for children of 7-12 years of age to attend primary schools. Even though compulsory education in Indonesia offers no punishment for parents who do

not send their children to school, this educational strategy resulted in a 93.5 per cent participation rate for children 7-12 years of age by 1994. Rates of intake, enrollment, drop-out, and completion in primary education are presented in Table 6 (Attachment A). It is encouraging to note that gross enrollment ratios at the primary level show a tendency for gender equity.

Based on the achievement attained in compulsory primary education, the government implemented the Education Law of 1989 for compulsory basic education including six years of primary school and three years of lower secondary school. This nine-year compulsory basic education was started in 1994 through a Presidential Decree and is considered to be the minimum education for all Indonesian citizens. The expected impact of this nine-year compulsory education upon girls is a prolongation of girls' education to avoid early marriage. However, data in Table 6 (Attachment A) show the high drop-out and repetition rates among female pupils at the primary school level.

#### III.1.2. Secondary Education

Secondary education covers three years and consists of four categories: general, vocational, special and religious education. In the period of 1980-1989, the total gross enrollment rate (boys and girls) grew by eight per cent, while that of girls grew by 11 per cent. An increase in the girls' gross enrollment rate from 36 to 45 per cent resulted in an encouraging reduction of the gender gap. Although this increase is encouraging, disparities persist in the choice of subjects for study.

### III.2. Out-of-School Education System/Adult Education

The government regulation No.73/1991 on out-of-school regulation states that out-of-school education is aimed at: a) meeting the educational needs of the community which cannot be met by the school education system; b) helping learners to develop themselves at their earliest age to uplift their standard of living and their self-esteem; c) providing learners with the knowledge, skills, and attitudes needed to develop themselves; d) providing knowledge and skills to get jobs and income; and e) preparing learners to continue education at higher levels. In this respect, the 1945 constitution states that . . . *every citizen*

*has the right to attain education in order to have knowledge, capability and skills at least equal to knowledge, capability and skills of basic education graduates.*

There are four types of out-of-school education in Indonesia:

a) literacy programmes;

b) basic education in the form of :

Packet A Programme which is equivalent to primary school, and Packet B Programme which is equivalent to lower secondary school;

c) continuing education in the form of:

- private courses;
- income-generating programmes, and
- apprenticeship programmes

The income-generating and apprenticeship programmes are integrated into post-literacy and basic education programmes in order to motivate learners to continue their study; and

d) Early childhood education in the form of play groups and child-care centres.

The agency responsible for the out-of-school programmes is the Directorate of Community Education (Pendidikan Masyarakat/DIKMAS), Directorate-General for Out-of-School Education, Youth and Sports, which is responsible for developing the programmes mentioned above. All programmes under the Directorate of Community Education are geared towards the objective of increasing the quality of human resources. To carry out this function, the Directorate of Community Education is divided into five subdirectorates and one administrative office as follows:

- Subdirectorate of Women, in charge of all programmes concerning women and girls.
- Subdirectorate of Basic Education, in charge of basic education programmes.
- Subdirectorate of Private Courses, in charge of private course programmes.
- Subdirectorate of Learning Materials and Training, in charge of learning materials development needed by all programmes under the Directorate of Community Education.
- Administrative Office, in charge of the administrative matters of all programmes.

Characteristics of out-of-school education programmes can be described as follows:

- Out-of-school programme activities are implemented through learning groups.
- Each group consists of a maximum 40 learners assisted by tutors. The number of tutors depends on the needs of each programme. The selection and recruitment of tutors are conducted based on the criteria required by each programme. All of the tutors receive honoraria in amounts decided by the local government.
- The learning process is assisted by an institution or an organization, with a programme manager appointed from that institution/organization to help organize the classes. Tutors and managers receive a monthly financial incentive. The financial resources of the programmes may come from the state income and expenditure budget, the provincial income and expenditure budget, grants or loans from abroad, or community self-financing.
- The learning activity is held three times a week depending on the consensus made by the learners, tutors, manager, and organizer. The learners are assisted by their tutors in the learning process, but they should also study by themselves or in small groups outside the class.
- The learning content is decided by learners in cooperation with the tutors, except for the core curriculum of basic education, which should follow the formal curriculum.
- The modular system is used for basic education. The learners are evaluated through a multiple-choice test on each subject at the end of each semester to determine if they can move on to the next set of modules. At the end of three years, the Packet B learners write a test similar to the one taken by formal lower secondary education students. The achievement exams are nationally organized. Through this system, Packet A graduates have the same quality as formal primary school graduates, and Packet B graduates possess the same quality as the lower secondary education graduates. Packet A and Packet B graduates receive certificates with equal rights in both pursuing further education and applying for jobs.



### III.2.1. Literacy Programmes

In Indonesia, the number of illiterates among women is still very high despite many literacy campaigns and literacy programmes conducted by both the government and NGOs. This happens because many girls do not have access to primary education or drop out from primary school. The socio-cultural system still considers women inferior to men. These illiterate women tend to ignore health, nutrition and sanitation, thus contributing to the high infant mortality rate and high maternal mortality. Therefore, educational programmes and training for women in Indonesia have focused on education, health and employment opportunities in various fields in order to give women a greater role and responsibility in national development. The beneficiaries of programmes specifically designed for girls and women should: a) be 10-44 years of age; b) possess a low educational background; c) belong to a low income group; and d) live at the grass-roots level in either urban or rural areas.

The number of illiterate people, including girls and women, was greatly reduced after the implementation of six-year compulsory education in 1984. The implementation was quite successful due to the provision of adequate funds derived from the increase in the oil price.

The Presidential Instruction in 1978 for the development of primary schools (mentioned previously) resulted in a great decrease in the number of illiterates in Indonesia. For example, during 1980-1990 the most significant reduction among illiterates was in the age group of 10-44 years of age, who are the target group of the illiteracy eradication programme. The number of illiterates decreased to 8.6 million in 1990, and 6.9 million in 1996. The programme, along with the expansion of the conventional primary school system, has significantly narrowed gender disparity in the 10-44 years category. Data presented in Table 2 (Attachment A) indicate that the disparity in 1990 was down to 5.4 per cent (the literacy rates were 89 per cent and 94.5 per cent for females and males respectively) when compared to 1980, when the disparity was 12.5 per cent (the female literacy rate was 74 per cent compared with 86 per cent for males). The use of functional literacy and the involvement of the Armed Forces in the programme has added to its effectiveness.

### III.2.2. Basic Education Programmes

During the Second Long-Term National Development Plan (SLTNDP), starting from the sixth Five-Year National Development Plan (*Repelita* VI, 1994/95-1998/99) to the tenth (*Repelita* X, 2014/15-2018/19), more attention will be given to the nine-year basic education programme. The emphasis of this programme, however, is on enrolling all children belonging to the lower secondary level (13-15 years of age). This is a universal programme that started in the middle of 1994, and it is expected that the programme will be completed by the end of *Repelita* VII (1999/2000-2003/2004). There are three reasons why primary school leavers do not continue to lower secondary schools: a) the low economic status of their parents; b) the location of their school far from home; and c) the negative attitudes of their parents toward schooling.

The use of new approaches to achieve full participation in lower secondary education should be implemented in order to encourage primary school graduates to continue their education for three more years, and to provide a new access for lower secondary students who drop out of school. The following approaches have been made: a) a social approach providing adequate information to raise parental awareness of the benefits of education to improve the current and future family level of well-being; b) an economic approach providing fellowships through the National Foster Parent Family (*Gerakan Nasional Orang Tua Asuh/GNOTA*); and c) a cultural approach providing a concrete model that shows the benefits of education in real life. Since 1994, the policy of out-of-school education has been emphasized in basic education through *Packet A* equivalent to primary school and *Packet B* equivalent to lower secondary school.

*Packet A* is an out-of-school education programme equivalent to primary education. The idea of the development of this packet is to help the primary school drop-outs to gain access to a non-formal education programme.

*Packet B* is an out-of-school education programme developed to meet the needs of community members, especially to assist the drop-out students who intend to acquire knowledge, skills and attitudes equivalent to lower secondary school graduates. The objective of the programme is to support the nine-year basic education through the out-of-school education channel, in order that all children 13-15

years of age attain education equal to lower secondary education level. *Packet B* students are not expected to continue their schooling after graduation, but if they intend to do so, they can write the state equivalency examination and obtain a regular lower secondary school certificate. Therefore, the vocational component of *Packet B* is considered an important part of the programme, to ensure that after graduation the students already possess some skills for employment or self-employment.

Originally, *Packet B* was implemented to serve the school-age children 13-15 years old. However, at present *Packet B* also serves those who are over 15 years old. The number of drop-outs from lower secondary education is 400,000 persons per year, and those who have finished primary education and do not continue to lower secondary education are around one million youngsters per year, most of whom are girls.

Since 1994, the Directorate of Community Education has accommodated 123,000 learners to join *Packet B* each year. The budget provided is about US\$25 per learner. The methods used are face-to-face instruction, self-study and peer group work using a modular system consisting of 54 modules for each grade. The curriculum used was the 1994 formal education curriculum consisting of the following nine subjects: mathematics, English, natural science, social science, Indonesian language, civic education (*Pancasila*), physical education, health, and vocational skills according to the local context. There are at least five to six tutors to help each class of *Packet B*. One manager who is usually the organizer is assigned to implement the teaching-learning activities with an honorarium of US\$10. Each of the tutors is paid US \$5 monthly. Most of the learning activities are conducted at the primary school buildings, secondary school buildings or district learning centres. The minimum allocated for learning is three times a week for three hours per day.

### III.2.3. Continuing Education Programmes

There are three types of continuing education programmes: a) apprenticeships; b) income-generating programmes; and c) private courses. Apprenticeship and income-generating programmes are integrated into non formal basic education and post-literacy programmes. Private course programmes are implemented by private training institutes/ organizations.

There are almost 20,000 private course institutions/ organizations offering over 100 different course programmes. The Directorate of Community Education tries to improve these private courses in order that learners can master the knowledge, skills, and practical experience which is linked to the needs of the real world. This strategy of link-and-match is implemented through the improvement of curricula and learning materials, the teaching-learning process, training facilities and equipment, examination and certification. At present, the focus of private course programmes is in these areas: computers, accountancy, hotel management, cooking, electronics, automotive mechanics, secretarial, beautician, clothing and textiles. However, most girls participate in sewing, cooking, secretarial, beautician, and clothing and textiles courses. It is very rare that girls participate in electronics and automotive courses.

### *Training programmes targeting girls and women*

The facilitators for training programmes targeting girls and women are government personnel as well as NGOs, especially women NGOs. Women NGOs in Indonesia are coordinated by the Indonesian Women's Congress (*Kongres Wanita Indonesia/ KOWANI*) organizing its 50 members of national women's organizations. The current programmes intended for girls and women are as follows: a) Training on Health Counseling; b) Training for Village Health Services; c) Gender Analysis Training; d) Training in Science and Technology; e) Training for Women Leaders; f) Training on Family Education; g) Establishment of Resource Centres for Women Entrepreneurs; h) Training for Out-of-School Village Youths; and i) Training in Family Planning and Family Welfare.

### **Training on Health Counseling**

In Indonesia maternal mortality is still very high, around 11 per one thousand, and the infant mortality rate is about 68 per one thousand. Women and children in particular are victims of bad living conditions. One major effort is to enhance public awareness of women's rights for reproductive health by imposing international laws and national legislation on reproductive health. The follow-up action is in the form of counseling activities on women's rights for reproductive health which are linked with these programmes: a) women's reproductive health and the reduction of maternal

mortality; b) women's education and maternal welfare; c) women's rights in the workplace; d) reproductive health in marriage; e) reproductive health in Indonesian culture; and f) a recent national movement, *Gerakan Sayang Ibu*, which literally means a *Movement to Care for Mothers* in order to accelerate the reduction of the maternal mortality rate.

### **Training for Village Health Services**

The government has set up an Integrated Health Services (*Pos Pelayanan Terpadu/POS YANDU*) at the village level for the purpose of providing information on the importance of immunization, a family nutrition improvement programme, information on the importance of breast-feeding, and health services to mothers and children under five years of age.

### **Gender Analysis training**

The gender analysis (GA) training for trainers of development project staff is intended to increase the role of women in various sectors of development. The GA training material is designed to increase the trainees' awareness of the important roles and contribution of women to household survival, and to enable trainees to analyze the position of men and women in the project location in order to identify their specific potential and needs.

### **Training in Science and Technology**

Most training in science and technology is intended to help women farmers apply science and technology in their farming practices of planting, fertilizer application, harvesting and marketing. Up to now 995,416 women farmers have been trained. After completing training, they are given access to a micro-credit scheme to start income-generating activities in agriculture. The amount of credit can be increased according to the increase in their savings.

### **Training for Women Leaders**

In order to increase the status of women, the Directorate of Community Education has trained 1,280 village women leaders to become change agents in their respective villages. The training is designed to increase knowledge, skills and attitudes in the area of leadership in order to increase the capability to motivate women's participation in the village

community. The training includes income generating, leadership, and gender and development. Table 7 (Attachment A) shows the provinces and the number of women leaders trained in the period of 1994-1998. Regarding training in income-generation, the Directorate of Community Education conducted a week's training on small business development for poor women who are literate, the number of women who have been trained up to 1998 is 13,930 (Table 7, Attachment A). The women who have completed training are provided with a small amount of credit to start a small business. Up to 1998, 803 groups of women have received credit (Table 7, Attachment A).

### **Training in Family Education**

The National Law on Education System of 1989 (No.2, Article 10) states that family education is a part of out-of-school education. Family education is a conscious educational effort to direct the community through learning activities in the areas of primary education, health, gender awareness and sensitivity, child rearing and skill development. Family education consists of 23 modules that enable a family to provide a better education for their children in the areas of religion, moral and cultural values, and income-generating education to improve their quality of life. The training is organized by the Directorate of Community Education in cooperation with women NGOs.

### **Establishment of Resource Centres for Women Entrepreneurs**

The establishment of resource centres for women entrepreneurs is intended to develop an educational model for poor literate women who do not have incomes. These women are trained in small business, marketing and enterprise skills designed to raise incomes to improve their quality of life. The centre is expected to help unemployed women in the neighbourhood.

### **Training for Out-of-School Village Youths**

The out-of-school training for girls and boys at the village level is the responsibility of the Ministry of Social Affairs. Karang Taruna (Organization for Youth Welfare Development) is an out-of-school organization at the village level for youngsters 15-21 years of age. Its objective is to develop the social and occupational skills of village youths. The number of



organizations is the same as the number of villages (66,000 organizations). The content of training includes agriculture, fisheries, animal husbandry, agribusiness and income-generating.

### **Family Planning and Family Welfare Training**

The Family Welfare Movement (*Pembinaan Keluarga Sejahtera/PKK*) is a movement run by members of the community to promote the development of just and prosperous families. The PKK is a nation-wide organization dealing with various family welfare programmes in rural and urban areas. The chairperson of the organization at the national level is the wife of the Minister of Home Affairs, and at the village level the chairperson is the wife of the Village Chief. In cooperation with the National Family Planning Agency (*Badan Koordinasi Keluarga Berencana Nasional/BKKBN*), the PKK has been active in assisting the Family Planning Programme in Indonesia through the formation of family planning groups, motivating women to adopt the family planning concept, and providing family planning information for fertile couples.

The family planning programme is quite successful in Indonesia, and could bring the birth rate down to 1.2 %. The PKK is also very active in assisting public health programmes, particularly in conducting training for community cadres in the area of family nutrition, providing additional feeding for children under five years of age, and providing nutritious food for pregnant mothers. In short, its programmes include illiteracy eradication as a prerequisite to the effort of increasing women's welfare and ensuring that the community possesses knowledge concerning ten aspects of family welfare and practice them in daily life. The ten aspects of family welfare are: a) the practice of *Pancasila* principles in daily life; b) fostering the spirit of mutual assistance (*gotong-royong*); c) having adequate food; d) having adequate clothing; e) having proper housing; f) having education geared to employment; g) having good health; h) joining a cooperative movement; i) practising good planning in daily life; and j) maintaining and improving the environment.

## **IV. Approach and Operational Strategies to Enhance Roles of Women**

### **IV.1. The Approach to Enhance Roles of Women**

A holistic approach is pursued in efforts to raise the status of women in various dimensions, among which are:

- Efforts to enhance the role of women in development, both as agents and beneficiaries. The efforts are directed not only to ensure equal opportunities for women, but also to enable them to take advantage of the available opportunities to participate in and acquire benefits from development.
- In line with the GBHN, efforts are directed at enhancing the harmonious gender partnership between women and men in the family and in society.
- Due to the multi-dimensional nature of women's issues, measures in social, cultural, economic and political aspects are carried out in complementary and mutually supporting ways.

In short, the approach could be formulated as follows:

- Women in Development (WID) with programmes designed to specifically target women;
- Gender and Development (GAD) with programmes designed for both men and women;
- In order to close the gender gap, the government has launched a National Movement on the Harmonious Partnership Between Men and Women in Development. This movement is an effort to increase the participation, involvement and integration of women into the mainstream of development programmes. Among other things, it involves in-service training for decision makers and planners to increase their gender awareness and sensitivity.

### **IV.2. Operational Strategies to Enhance Roles of Women**

Based on the approaches mentioned above, the following operational strategies are formulated to improve the status of women:

- To prepare, plan and implement government policies pertaining to the enhancement of the role of women in various fields of development;
- To coordinate all activities dealing with the enhancement of the role of women to achieve comprehensive, balanced and integrated efforts in its overall implementation;
- To coordinate the operational activities of various government institutions and agencies concerning programmes on the enhancement of the role of women in various fields of development;
- To submit to the President reports, information and recommendations on matters concerning the enhancement of the role of women in development; and
- To implement strategies and programmes to enhance the status of women.

#### **IV.3. 1998 Broad Guidelines of the State Policy on the Role of Women**

The State Ministry for the Role of Women is the coordinating ministry of all agencies and working units of ministries and organizations involved in women's affairs. The ministry's plan of action is based on the Broad Guidelines of the State Policy (GBHN) which provides guidance and direction for the formulation of each five-year development plan.

The 1998 Broad Guidelines of the State Policy on the role of women emphasize:

- Equal rights, obligations, and opportunities for women and men in all aspects of civic life and in all development activities;
- Women's harmonious role in the family and society;
- Respect for women's dignity, and protection of women's specific biological characteristics/reproductive function;
- A favorable socio-cultural climate for the wider participation of women in development; and
- The participation of NGOs such as the Family Welfare Movement/PKK and KOWANI.

#### **IV.4. Responsible Agencies and NGOs for the Education and Training of Women**

Responsible agencies and NGOs for conducting education and training for women are:

- Ministry of Agriculture, for conducting empowerment programmes for women farmers through provision of training in agriculture and small agribusiness development.
- Ministry of Industry and Trade, for providing skills training in home industry and business management as well as marketing.
- Ministry of Education and Culture, for providing training in leadership and income-generating programmes, reinforcement programmes for women's literacy and numeracy.
- Ministry of Cooperatives, for providing skill training in this area.
- Ministry of Social Affairs, for providing skill training in family and child welfare.
- Indonesian Institute of Science and Technology, for providing skill training in the improvement of the quality of products through the use of low cost but modern technology.
- Ministry of Manpower, for providing various vocational training and apprenticeships.
- National Bureau of Planning (BAPPENAS), for providing skill training for facilitators in villages and small business development training at subdistrict level.
- NGOs such as trade unions, APINDO, KOWANI (Indonesian Women's Congress), SPSI (Labour Association), *Bina Swadaya*, *Bangun Mitra Sejati*, for various skills training for women based on existing needs such as training of trainers, new business opportunities, and recently unemployed women due to the monetary crisis, through short-term training in collaboration with the national/local government or through collaboration with donor agencies.

#### **IV.5. The State Ministry for the Role of Women as the Policy Coordinator for Networking between Government and NGOs**

The State Ministry for the Role of Women is responsible as the policy coordinator for all programmes related to women's affairs. To carry out its functions, the Ministry sets up several working groups as networks with other government agencies and NGOs. In the area of education, the network consists of representatives of relevant ministries, Women NGOs (particularly the Family Welfare Movement/PKK), and representatives from higher education and research institutions. The organizational structure of the State Ministry for the Role of Women is attached (Figure 3, Attachment A).

The educational programmes are aimed at achieving harmony in life, and unity, welfare, happiness, survival and progress of the family and society for the quality of future generations of Indonesian people. The programmes are designed to improve nutrition and health, access to literacy and basic education, and access to information in order to enhance the participation of women in national development, particularly in economic activities through leadership training and income-generating programmes to increase family welfare.

In the socio-economic area, the programmes are designed to expand employment and entrepreneurship opportunities by enhancing the participation of women in economic activities. The educational programmes take the form of skills training for women in the informal sector such as leadership training in cooperation with the *Serikat Pekerja Seluruh Indonesia/SPSI* (labour organization), managerial skills training for women workers in cooperation with the Centre for Women's Studies in Yogyakarta, or small business training for women in traditional markets in cooperation with local governments.

#### **IV.6. The 1994-1999 Work Plan of Action and Programmes for Enhancement of the Role of Women**

##### **Work Plan of Action**

Based on the 1993 Broad Guidelines of the State Policy (GBHN), the national policies on the enhancement of the role of women in the sixth Five-Year Development Plan (1994-1999) identified the following work plan:

- Improving the quality of women as human resources in development;
- Improving the quality of women's roles, and protection for women workers;
- Enhancing the multi-functional roles of women and men in the family and society;
- Developing a socio-cultural climate conducive to the advancement of women; and
- Promoting guidelines to national institutions on the advancement of women and women's organizations.

##### **Programme Activities**

The five programme areas for enhancing the status of women in the sixth Five-Year Development Plan are as follows: a) education and training of women; b) enhancing the role of women in improving family welfare; c) increasing the status and role of women workers; d) development of a socio-cultural environment conducive to the advancement of women; and e) strengthening the mechanism for the advancement of women.

Programme activities in the area of education and training of women in the sixth Five-Year Development Plan (1994-1999) are: a) increasing formal and non-formal education for women, especially the eradication of illiteracy among women; b) leadership and management training for women; c) gender analysis training for planners and programme managers; d) integration of the needs and aspirations of women in educational and training materials; e) enhancing the role of women in a comprehensive child development programme; and f) the inculcation of *Pancasila* values among women.

#### **IV.7. Working Mechanism of the State Ministry for the Role of Women at the National and Provincial Levels**

##### **At the National Level**

In line with the inclusion of a chapter on the role of women in nation-building in the Broad Guidelines of State Policy (GBHN), the Indonesian government appointed a Junior Minister for the Role of Women as a member of the cabinet in 1978. The status was elevated to Minister of State in 1983. The organizational structure of the Office of the State Minister for the Role of Women and the mechanism for the enhancement of the role of women in development at national and subnational levels are presented in Figure 3 and Figure 4 (Attachment A) respectively.

The functions of the State Ministry for the Role of Women, among others, are: policy formulation, planning, coordination, advocacy, and monitoring of the programmes and activities dealing with the enhancement of the role of women in development. The State Minister for the Role of Women is assisted by one executive secretary and four assistants to the Minister, each of whom are responsible for the enhancement of the family welfare, women workers, women's education and training, and the development of socio-cultural programmes. Each assistant to the Minister has three assistants who are responsible for the implementation of programmes. The State Ministry for the Role of Women is assisted by working groups in planning, executing, controlling, monitoring, evaluating and reporting the efforts to enhance the role of women.

##### **At the Provincial Level**

As the extension of the Office of the State Minister for the Role of Women, a Management Team for the Advancement of Women has been established at provincial and district levels. This action is based on the Presidential Instruction No.5/1995 on the Enhancement of the Role of Women at the Provincial Level, and the Instruction of the Minister of Home Affairs No.17/1996 on the Technical Guidance of the implementation of the programme management. The members of the Management Team consist of sectoral agencies, Centre for Women's Studies at the provincial level, planning bureaus of all sectoral ministries and Provincial Development Planning Agencies (Badan Pembangunan Daerah/BAPPEDA).

#### **V. Planning, Monitoring and Evaluation of Women's Education Programmes**

##### **Planning of Women's Education**

Indonesia implements the Five-Year Development Plan in terms of the 25-Year Long-Term Development Plan. All programmes related to women's education are coordinated by the Ministry for the Role of Women. The National Planning Bureau (Badan Pembangunan Nasional/BAPPENAS) allocates the budget based on the programme proposals submitted by the Ministry for the Role of Women. However, planning of education within each ministry is formulated by the planning bureau of the respective ministry. For example, within the MOEC the programmes are formulated by the Bureau of Planning. The working units which have a women's component should propose their programmes to this planning bureau.

##### **Monitoring and Evaluation of Women's Education**

The monitoring and evaluation of the education programmes for women are carried out by the State Ministry for the Role of Women in collaboration with the task forces established in each province. Furthermore, each of the respective ministries which implements the programme also carries out its own monitoring and evaluation to assess the progress and achievement of the programme implementation.

#### **VI. Sources of Financing for Women's Education Programmes**

Through its networking established with relevant ministries and institutions/NGOs, the Ministry for the Role of Women coordinates all programmes dealing with women's education and other development programmes related to women's affairs. The National Planning Bureau (BAPPENAS) allocates a budget directly to the relevant ministries and/or through the State Ministry for the Role of Women.

Besides funding from the national development budget, the State Ministry for the Role of Women receives external funding aid from AUSAID and CIDA to foster access for women to skills training and employment opportunities. The aid from CIDA

is used to train development planners in gender sensitivity and to encourage them to use gender analysis results in planning development. The funds from AUSAID are used for training trainers in skills training for women.

In the efforts to improve the welfare of women and children, UNICEF provides grants for the National Welfare Movement (PKK) and some of the sectoral ministries such as the Ministry of Education and Culture, Ministry of Health and Ministry of Social Welfare. The UNICEF grant for the MOEC which directly benefits women is allocated to seven provinces (East Nusa Tenggara, West Nusa Tenggara, Central Java, East Java, West Java, South Sulawesi, and East Timor).

## **VII. Additional Future Policy on Girls' and Women's Education**

### **Literacy Resource Centre for Girls and Women**

Starting in 1998, Indonesia will establish a Literacy Resource Centre for Girls and Women in Bandung, West Java, in cooperation with ACCU (the Asian Cultural Center for UNESCO) and Studio Driya Media (an NGO dealing with education and training). The Studio Driya Media will be the organizer of the programme in Indonesia in cooperation with other national NGOs, and it is also projected as a training center to strengthen manpower capability of other NGOs. This centre will be the national contact point for the literacy programme and continuing education for girls and women in Indonesia.

### **Empowering Women Farmers**

In the area of education, women farmers are the most disadvantaged group among the Indonesian population. Therefore, Indonesia together with China and Pakistan in cooperation with UNESCO will implement a multi-channel learning programme for empowering women farmers. The programme will emphasize developing multi-packaged learning materials for empowering women farmers.

### **Training for Household Management**

In cooperation with UNICEF and UNESCO, the MOEC has prepared a set of modules for training

trainers in household management. The training emphasizes the division of tasks at home among family members, budget planning, arranging daily menus for increasing health, and ways to spend money effectively to improve family welfare. The training of trainers was held in July 1998 for 40 trainers covering the seven UNICEF regions in cooperation with UNESCO Jakarta. The follow-up training on the same subject will be carried out in the regions mentioned above after the revision of the modules, carried out in cooperation with UNESCO.

## **VIII. Problems in Enhancing Education for Girls and Women**

The Indonesian government has not had specific national policies for girls' and women's education. The implementation mechanisms for girls' and women's education are conducted through the formal school system for formal education and through various programmes and projects in ministries dealing with non-formal or out-of-school education for girls and women. There is weak coordination among the ministries in regard to the operation of these programmes and projects. Within the school system, there is no differential approach to the education of girls and boys. The differences in education levels, school participation rates, drop-outs, and educational attainment between females and males are primarily caused by poverty and by the socio-cultural values and norms of Indonesian society.

The lack of awareness of gender issues and gender and development among decision makers and planners (who are mostly men) has resulted in gender insensitive development programmes. As an illustration, in the 1996/1997 fiscal year only 0.03 per cent of the MOEC total budget, which was more than 6 billion rupiah, was targeted directly for women's education. However, the third phase of the Non-Formal Education Project supported by the World Bank, which started in 1992, is directly targeted for poor women. The project will terminate in 1999.

The organizational structure of the State Ministry for the Role of Women (Figure 3, Attachment A) is not that of an executing agency, but mainly that of a coordinating agency. Thus, the effectiveness of this ministry greatly depends on the performance of its



coordinating networks, management teams and task forces established to implement its programmes. In this respect, the capacity/quality and the commitment of the collaborating agencies/working units/organizations become determinant factors in the performance of programme implementation. Nevertheless, and in spite of the economic crisis, one of the educational objectives of the State Ministry for the Role of Women is the educational attainment up to the completion of lower secondary school for girls by the end of the seventh Five-Year Development Plan (in 2004). The procedures to reach this objective are still in the process of being formulated by the Ministry of Education and Culture and the State Ministry for the Role of Women.

KOWANI, which is the coordinator organization for women NGOs, so far does not get political and financial support from the government. Some of its functions overlap with the PKK's functions which receive adequate political and financial support from the government. As the PKK is an embedded women NGO within the Ministry of Home Affairs, this organization becomes an "easy" linking channel to the bureaucrats/decision makers in the provincial and district levels. This situation has degraded the coordinating function of KOWANI. However, in Yogyakarta this problem is solved by appointing the PKK chairperson to the Advisory Board of KOWANI.

The basic hindrances to opening up formal and non-formal education to girls and women, which are deeply rooted in the socio-cultural system and values of Indonesian society, have not been adequately addressed. As an illustration, women from the participating households of an integrated agricultural development project (the Eastern Island Smallholder Farming System and Livestock Development Project) do not get access to extension services and farmer training, although they contribute significantly in managing the project activities; only their husbands are considered project participants (Sulaiman and Leniston, 1998). Changing this discriminative attitude toward women, particularly among decision makers/planners/-individuals dealing with development and among both formal and informal leaders, requires serious and systematic effort and intervention in all aspects of development. Otherwise, not only will women become the *losers*, but society as a whole will lose an opportunity to benefit from greater contribution based on the optimum potential of one-half of its population.

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## **B. Case Study on the Education for Girls and Women in Yogyakarta Special Territory**

### **I. Introduction**

Yogyakarta is an area of 1,600 sq miles (3,185 sq km), with a population of more than three million, it is one of the most densely populated regions at 359/sq mile. It consists of five regencies: Yogyakarta (Kodya), the capital of the province, Sleman, Bantul, Kulonprogo, and Gunung Kidul. Before Indonesia got its independence, it was a kingdom (sultanate) of Sri Sultan Hamengkubowono. Being a sultanate, Yogyakarta has historical antiquities, customs and traditions that support the development of tourism. Candi Borobudur, the world's largest Buddhist shrine, declared as a UNESCO World Heritage site, is located in Yogyakarta. The admission of Yogyakarta as a special territory dates from the reign of the former Sri Sultan Hamengkubowono IX up to the present Sri Sultan Hamengkubowono X.

It is known as a city of education, traditional arts and revolution, as well as a city of tourism. During the Dutch colonial period, the women in Yogyakarta joined the struggle for freedom. They united themselves into a strong organization, PPPI (the Indonesian Women's Union Association), which was then known as the Indonesian Women's Congress (KOWANI) established in Yogyakarta on 22 December 1928.

Yogyakarta is also known as a *city of education* because the father and pioneer of education, Ki Hajar Dewantara, was born in Yogyakarta. His school *Taman Siswa* was the first school to teach both boys and girls in the same class. Yogyakarta attracts so many students from outside the city to continue their education that at present it has 40 academic institutes and universities. The most well-known and oldest university is Gajah Mada University, which was built in 1949. In addition, Yogyakarta is considered the *barometer* of girls' and women's education in Indonesia. The area had the highest scores of any province for indicators used to assess the condition of girls' and women's education.

In spite of the successful co-educational system implemented in Yogyakarta, there is another reason instilled in the culture which differentiates the

education of girls and boys. All of the cultural mores of this special region originated from the Palace of Yogyakarta (Kesultanan) which has unique tradition and customs for the members of the palace and their families. We can quote some of the written advice of the Queen (Serat Wulangreh) to one of her daughters quoted by Darsiti Suratmen (1989) which reads as follows:

*This is my advice to my daughter. You have to obey your husband; do not disobey your husband even if you are the daughter of a king.*

Another recorded piece of advice is as follows: *Women should not make any mistake. Women should obey and be loyal to their husbands. Women should not follow advice from other persons except their husbands.*

Those traditions passed down from generation to generation and were deeply rooted in the life of the people in the palace as well as its surroundings, especially among women. Therefore, women regard themselves as second class and subordinate to men in all fields of life, including the right to education.

The following case study will describe the factors influencing women's education and the persisting inequalities, as well as efforts and measures taken by the Central Government and the Provincial Office of Education and Culture of the Special Territory of Yogyakarta.

## **II. Indicators of Girls' and Women's Education**

### **Illiteracy Rate**

The most basic and important factor in analyzing women's welfare in respect to education is the number of illiterates among women. Looking at the school-age (7-18) population nationwide, we see that the school participation rate is highest in Yogyakarta, second highest in Jakarta, and third highest in North Sumatera (Central Bureau of Statistics, Indonesian Women's Social Indicator, 1995). The number of illiterates among women in the rural areas was 33.63% and for men only 15.17%. In the urban areas illiteracy among women was 15.10% and for men was 4.77%. According to 1996 SUSENAS for DIY Yogyakarta, the number of illiterates among the population over 10 years old totalled 448,580, consisting of 124,438 men and 324,141 women. The

largest number of illiterates (154,404) was in the poorest region (Gunung Kidul) and the smallest number (21,965) in Yogyakarta city (according to the 1996 Statistics on People's Welfare of DIY Yogyakarta).

### **School Participation Rate**

To determine the school participation rate according to the Central Bureau of Statistics, we look at three categories: those who never attend school, those who are still in school, and those who drop out of school. For the first category, the total population over 10 years of age who never attended school or were already out-of-school in 1996 was 430,690, consisting of 114,992 boys and 315,698 girls. For the second category, the total population over 10 years of age who were in school in 1996 was 611,154, consisting of 329,780 boys and 281,374 girls. And in the third category, the total population over 10 years of age who dropped out of school was 1,440,556, consisting of 774,264 boys and 666,292 girls (Susenas DIY Province 1996). The number of girls who never go to school is three times more than that of boys, while for those who are still in school the number of boys is greater than that of girls. By region, the biggest number of those who never go to school is found in Gunung Kidul, the poorest region (150,378) and the smallest number is found in Yogyakarta city (20,819). For those who are still in school, the biggest number is found in the Sleman region (201,169) and the smallest number is found in Kulonprogo (66,390). All this information is found in Table 4, Attachment B.

### **School Drop-outs**

School drop-outs average less than one per cent, except for upper secondary school, which was 1.29 per cent in 1997/1998. This number increased a little bit compared to 1996/1997 (0.88 per cent). There is no indication of the number of boys and girls in the drop-outs. But economic problems are the most frequent reason for dropping out.

### **Educational Attainment**

Another indicator of girls' participation in education is the level of schooling attained. The 1996 statistics showed that the number of girls who have not yet finished primary school is smaller than that of boys. However, the number of girls who finished primary

school, lower secondary school and upper secondary school up to the university level is also smaller than that of boys. By region, the number of girls who have not yet finished primary school in Bantul and Yogyakarta is greater than that of boys. On the other hand, in Sleman and Yogyakarta, the number of girls who have finished primary school is bigger than that of boys. In Yogyakarta, the number of girls who have graduated from lower secondary school and upper secondary school is greater than that of boys. However, at the university level the number of boys who have graduated is bigger than that of girls in all districts. In short, we can conclude that girls' participation in education is still lower than that of boys, especially at higher levels.

### **Participation of Women in Higher Education**

The issue of participation of women in higher education refers both to their choice of subjects as well as their achievement. Although it cannot be denied that women and men have similar intellectual capability, differences still persist in the choice of subjects. For example, at Gajah Mada University, women tend to choose health science subjects such as medicine, dentistry, biology and pharmacy. In the Faculty of Social Sciences, most women choose literature and psychology. This trend has represented the national tendency that most women in higher education prefer psychology, dentistry and literature over other subjects. On the contrary, most often men choose engineering, forestry and mathematics as their preference in higher education. In this respect, we can conclude that women's choice to be educators, mothers and health care professionals is still influenced very much by traditional chores at home.

### **III. Lecturers or Teachers**

The teachers' profile is very much connected with the extension of women's chores at home. It is not surprising that women find good careers in teaching. According to the 1996 statistical report of DIY Yogyakarta, the higher the educational levels, there were fewer available women teachers. For example, for the primary level the number of women teachers is 9,746 while there are 10,249 men teachers. At the secondary level, the number of women teachers is 4,469 and men teachers is 5,951. At the upper secondary level, however, the men teachers

outnumber the women. Men teachers in higher education exceed women teachers in all faculties of higher education at both private and public universities. Even in the departments of Literature, Psychology and Dentistry where women as students are still predominant, there are more men teachers than women. There is no study revealing the fact that women are not encouraged to be teachers at the university level. There are, however, two possibilities. One is that women do not want to be temporary teachers at this level due to their involvement with the family and household after graduation. The second possibility is that they do not want to compete with men.

#### **IV. Educational Policies and Strategies**

The Central Government and the government of Yogyakarta have recognized the problem and have taken some measures to close the gap between men and women in education.

The following are some measures provided in all fields to close this gap.

##### **Policies in the Field of Education, Culture and Welfare**

Women's education is very much related to women's welfare. Culture is the most relevant issue causing the gap between women and men in education. Therefore, taking the three factors together, the government has taken the following measures:

- To encourage more women to have access to education and training in various fields especially in leadership, management, and science and technology.
- To develop curricula, learning materials and teaching equipment to promote a harmonious partnership between men and women.
- To develop the culture of equal status, rights and responsibilities, and the equal role of men and women in the family, community and world of work as a condition to create social justice and harmonious partnership between men and women.
- To change the present value system that differentiates boys and girls in the family.

- To decrease infant and maternal mortality.
- To increase health services, nutrition status and health care.
- To empower women to improve their self-health care, their family and their environment.

##### **The Policy on Women's Participation in Science and Technology**

- To encourage and empower women in the use and mastery of science and technology needed to increase their welfare and that of the nation in capacity building.
- To increase the access of young women to vocational training and technology.

The following programme activities are carried out:

- Advocacy and guidance targeting women's organizations and other NGOs in education, management, leadership and skill development in science and technology.
- Cooperation with the world of education and with the world of work.
- The use of family education especially in the education of children and youth.
- Guidance on harmonious partnership between men and women.
- Parenting education.
- Health service facilities to villages and remote areas.
- Health guidance and family nutrition.
- Guidance and advocacy to girls to encourage them to join science and technology faculties.
- Guidance and advocacy to parents to change their negative attitudes to girls' participation in science and technology.
- Providing examples of applied technology for daily use to facilitate women's work.

## V. Strategies to Accelerate Girls' and Women's Participation in Education

The following strategies have been taken to accelerate girls' and women's participation in education:

### 1) Participation of girls in preschools and primary schools:

- To increase the development of kindergartens through teacher training, provision of books, and provision of educational facilities.
- To provide guidance for kindergartens in every district.
- To increase the community role in the development of kindergartens.
- To develop primary schools through school clusters.
- To motivate school-age children who are out-of-school to join schools.
- To provide scholarships for poor children.
- To organize integrated schools.
- To provide school services to handicapped children and visiting teachers to remote areas.

### 2) Participation of girls in lower secondary schools:

- To increase the development of lower secondary schools through teacher training, provision of books and provision of educational facilities.
- To increase access to lower secondary schools.
- To increase the community role in the management of lower secondary schools.
- To motivate primary school graduates to continue to lower secondary schools.
- To organize open lower secondary schools.
- To increase the quality of lower secondary schools.
- To provide scholarships for poor children.

### 3) Participation of girls in out-of-school educational programmes:

- Provision of books in libraries.
- Provision of books for out-of-school children.
- Provision of scholarships for private courses.
- Organization of out-of-school programmes such as: equivalency programmes, literacy programmes integrated with income-generating programmes.

### 4) To introduce the *Learning Hour* for School-Age Children:

The idea behind introducing the learning hour for school-age children is to encourage parents to set aside some time for children to study at home from 19.00-21.00 every day. The learning hour for children was decreed by the Governor of Yogyakarta in order to get children to stay at home during those hours. This started three years ago.

### 5) To increase women's participation through women's organizations:

There are several women's organizations such as the Family Welfare Movement (PKK), Association of Women's Organizations (BKOW) which organizes education for women such as leadership training, household management and family education.

It is important to motivate women to participate in such organizations.

## VI. Problems Faced in the Access of Girls and Women to Education

Aside from the impact of the current financial crisis, the following factors hinder the participation of girls and women in education in Yogyakarta:

- Limited family income especially in the rural areas cause families to send only their sons rather than their daughters to school.
- The distance of school from home causes families to send only their sons to school. The schools in the villages are only up to primary level. Therefore, most girls do not continue on to secondary education.
- When the male child grows up, he is expected to help increase his parents' income; thus boys are provided more chances to get to higher levels of schooling.
- Scholarships are provided for poor children; however, boys have more access to scholarships than girls.



# Attachment A

**Table 1: Percentages of Population by Age, Sex, and Location  
(Urban & Rural), Indonesia, 1986 and 1996**

No Age Category	Urban				Rural				Total			
	1986		1996		1986		1996		1986		1996	
	M	F	M	F	M	F	M	F	M	F	M	F
1. Population Percentage	26.3	26.2	35.8	36.0	73.7	73.8	64.2	64.0	49.7	50.3	49.8	50.2
2. Percentage by Age category:												
a. Young (0-14)	37.1	35.5	31.6	30.3	41.9	39.0	36.4	34.6	40.6	38.1	34.7	33.3
b. Productive (15-64 year)	60.3	61.3	65.1	66.0	54.7	57.2	59.2	60.7	56.2	58.3	61.3	62.6
c. Old (65 year & older)	2.6	3.2	3.3	3.7	3.4	3.7	4.4	4.7	3.2	3.6	4.0	4.4
<b>Total (000 person)</b>	<b>21.436</b>	<b>21.594</b>	<b>34.722</b>	<b>35.215</b>	<b>60.208</b>	<b>60.809</b>	<b>62.217</b>	<b>62.610</b>	<b>81.644</b>	<b>82.403</b>	<b>96.930</b>	<b>97.825</b>

Note: M = Male F = Female

Adapted from: Baharsjah, Justika S., 1997. Proceedings of Workshop on Women Empowerment Through Agribusiness Development in Rural Areas Indonesian Agronomist Association

Source: Central Bureau of Statistics, 1989, 1990, 1997

**Table 2: Illiteracy Among Population of 10 Years of Age and Older  
By Age Category and Sex, 1980-1990 and 1996**

Age Category and Sex	1980		1990		1996	
	Number of illiterates (000)	%	Number of illiterates (000)	%	Number of illiterates (000)	%
<b>10-44 years</b>						
Male	5.481	13.7	2.835	5.5	2.260	3.9
Female	10.794	26.2	5.736	10.9	4.643	7.75
Male + Female	16.275	20.0	8.571	8.2	6.903	5.9
<b>45 years and Older</b>						
Male	4.859	43.4	4.093	33.9	3.868	21.39
Female	8.952	76.2	8.830	56.4	8.754	47.42
Male + Female	13.811	59.8	12.923	45.2	12.622	34.4
<b>10 Years and Older</b>						
Male	10.340	20.2	6.928	10.4	6.128	8.1
Female	19.746	37.2	14.566	21.3	13.397	17.1
Male + Female	30.086	28.7	21.494	15.9	19.525	12.6

Sources: Central Bureau of Statistic (CBS), Census 1980, 1990, 1996

**Table 3: Percentages of Working Population by Level of Education, Location (Urban & Rural), and Sex, 1986 and 1996**

No Age Category	Urban				Rural				Total			
	1986		1996		1986		1996		1986		1996	
	M	F	M	F	M	F	M	F	M	F	M	F
1 No Schooling	6.0	17.1	2.3	7.4	15.2	29.8	9.1	18.9	13.2	27.7	6.8	15.1
2 Primary School Drop-out	15.3	21.7	9.5	13.6	33.2	34.4	23.0	27.0	29.3	32.3	18.4	23.0
3 Primary School	31.2	28.6	28.0	30.0	38.1	29.1	44.9	40.3	36.6	29.0	39.2	37.2
4 Junior High School	8.0	9.4	8.4	13.9	7.5	3.6	12.2	7.7	8.1	5.0	14.3	9.5
5 Senior High School	24.5	17.6	33.0	27.2	5.3	2.8	9.6	5.9	9.5	5.3	17.5	12.3
6 Community College/ University	5.1	3.1	8.8	7.9	0.7	0.3	1.2	0.7	3.3	0.7	3.8	2.9
<b>Total (1000 person)</b>	<b>9082</b>	<b>4526</b>	<b>7832</b>	<b>982</b>	<b>3236</b>	<b>2237</b>	<b>3515</b>	<b>22892</b>	<b>4144</b>	<b>26897</b>	<b>52990</b>	<b>32712</b>

Note: M = Male F = Female

Adapted from: Baharsjah, Justika S., 1997. Proceedings of Workshop on Women Empowerment Through Agribusiness Development in Rural Areas Indonesian Agronomist Association

Source: Central Bureau of Statistics, 1989, 1997

**Table 4: Percentage of Working Population by Occupation, Sex in Indonesia, 1980-1990 and 1996**

No. Main Occupation	1980		1990		1996	
	Male	Female	Male	Female	Male	Female
1 Agriculture	57.0	53.8	50.5	48.9	43.4	45.0
2 Mining	0.9	0.4	1.3	0.5	1.2	0.5
3 Industry	7.5	12.4	9.8	14.4	11.1	15.0
4 Electricity, Gas, Water	0.2	0.0	0.3	0.0	0.3	0.1
5 Construction	4.7	0.2	6.2	0.3	6.9	0.4
6 Trading	10.0	18.9	11.8	19.9	14.9	25.2
7 Transportation	4.2	0.1	5.6	0.2	7.3	0.3
8 Finance	0.7	0.3	1.1	0.6	0.9	0.6
9 Services	4.2	13.1	12.7	13.7	14.0	13.1
10 Other	0.0	0.0	0.0	0.1	0.0	0.2
11 Non Agriculture	43.0	46.0	49.5	51.1	56.6	55.0
<b>Total (000)</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>	<b>100.0</b>
	<b>34619</b>	<b>16935</b>	<b>46084</b>	<b>25486</b>	<b>52990</b>	<b>32712</b>

Note: Ratio is the proportion of number of working women per 100 working men by sector

Adapted from: Baharsjah, Justika S., 1997. Proceedings of Workshop on Women Empowerment Through Agribusiness Development in Rural Areas, Indonesian Agronomist Association

Source: Central Bureau of Statistics, 1981, 1991, and 1997

**Table 5: Labor Wage Average (Rp/hour) in Indonesia by Sex, Occupation, and Location, 1991 and 1996**

No Main Occupation	Urban				Rural				Total			
	1991		1996		1991		1996		1991		1996	
	M	F	M	F	M	F	M	F	M	F	M	F
1 Agriculture	480	266	863	667	358	269	730	517	382	271	750	528
2 Mining	1450	1413	2413	1601	577	440	1112	374	1020	1001	160	6641
3 Industry	624	381	1325	807	405	262	864	584	537	333	1128	715
4 Electricity, Gas, and Water	874	617	1794	1192	719	645	1229	876	839	619	1648	1129
5 Construction	615	735	1794	1484	475	400	918	818	538	587	1040	1228
6 Trading	630	481	1178	864	349	247	794	567	553	424	1092	798
7 Transportation	693	1160	1160	1497	485	393	987	1157	614	955	1196	1400
8 Finance	1389	1246	1246	2324	539	331	1573	1513	1149	1061	2298	2224
9 Services	812	409	409	994	693	462	1410	1085	755	427	1477	1030
10 Others	675	308	308	-	443	189	706	733	546	297	1565	733
11 Average	728	439	439	968	484	335	988	717	600	394	1202	869

Note: M = Male. F = Female

Adapted from: Baharsjah, Justika S., 1997. Proceedings of Workshop on Women Empowerment Through Agribusiness Development in Rural Areas, Indonesian Agronomist Association

Source: Central Bureau of Statistics, 1992 and 1997

**Table 6: Primary Level Education: Intakes, Enrollments, Drop-outs And Graduates, 1973- 1995**

No.	Description	1973	1980	1985	1988	1994
1	Annual intake (New entrants to grade 1)					
	a) PS	2.5	4.4	4.2	4.5	4.2
	b) MI	0.7	0.6	4.2	0.6	0.6
	c) PS + MI	3.2	5.0	4.7	5.1	4.8
2	Total enrollments (grade 1-6)					
	a) PS	13.1	22.5	26.5	26.7	26.3
	b) MI	2.7	3.2	3.4	3.4	8.4
	c) PS + MI	15.8	25.7	29.9	30.1	34.7
3	Annual graduates					
	a) PS	1.1	2.0	3.4	3.6	3.5
	b) MI	0.2	0.3	0.2	0.2	0.3
	c) PS + MI	1.3	2.3	3.6	3.8	3.8
4	Annual drop-outs (PS pupils only)	NA	1.1	1.1	1.2	1.1
5	Graduates continuing to lower secondary level (PS graduates only)	0.7	1.3	2.1	2.2	2.1
6	Percentage of net enrollment rate (PS and MI)	64.6%	81.9%	87.8%	91.0%	93.5%
7	Percentage of gross enrollment rate (PS and MI)	105.0%	115.0%	121.0%	116.3%	110.3%
8	Percentage of drop-outs rate (PS only)	NA	4.9%	41%	116.3%	3.9%
9	Percentage of completion rate (critical survival rate) (PS only)	NA	NA	78.0%	80.0%	80.0%
10	Percentage of continuation rate (PS only)	59.0%	74.0%	65.0%	62%	62%

PS : Primary School

MI : Madrasah Ibtida'iyah

Source: Appendix to Presidential State Address at the Session of the People's Representative Council (DPR), 1982; Table XVI-1,2 and 3; 1985, Table-XVI-1,2 and 3; 1989, Table-XVI-1; and Education and Cultural Research and Development Agency of the Departement of Education and Culture, Primary School Statistics, 1989/1990, 1993/1994.

NA: not available

**Table 7: Realization of WID in the Sixth Five Year Development Plan (1994-1998) in 17 Provinces\***

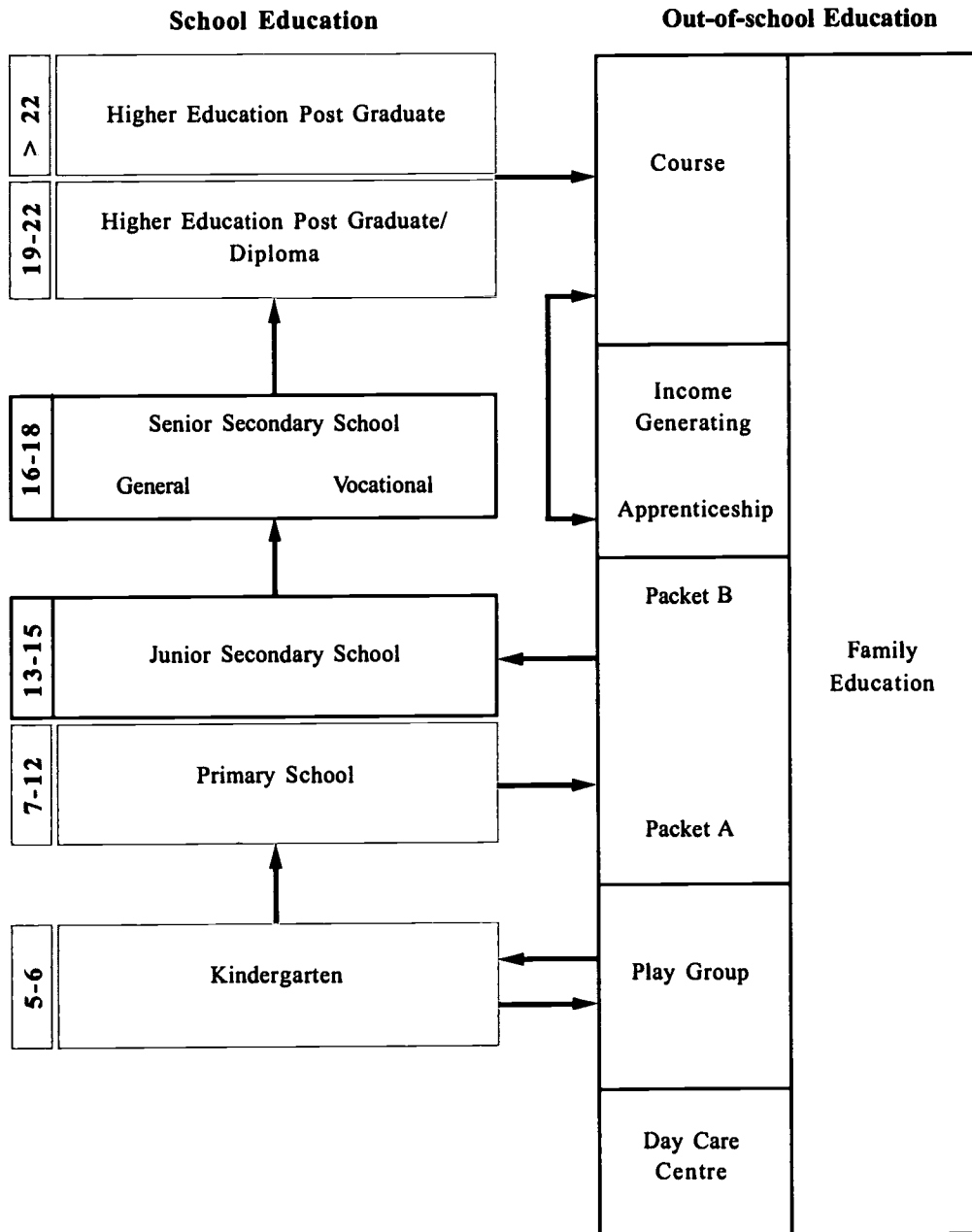
No.	Title of Training	Fiscal Year				Number of Participant (Person**/Group***)
		1994/1995	1995/1996	1996/1997	1997/1998	
1	Management Training for Women Programme	None	None	680	600	1,280 P
2	Vocational Training Programme	4,500	4,500	3,000	2,260	14,260 P
3	Income-Generating Programme	225	225	217	136	803 P
4	Leadership Training			680	600	1,280 P
5	Skill Training in Business	4,500	4,500	3,000	2,260	13,930 P
6	Skill Training in Income-Generating	225	225	217	136	803 G

\*The provinces are : Aceh, Riau, Jambi, Bengkulu, Lampung, West Nusa Tenggara, East Nusa Tenggara, East Timor, West Kalimantan, Central Kalimantan, South Kalimantan, East Kalimantan, North Sulawesi, Central Sulawesi, South East Sulawesi, Maluku, and Irian Jaya

\*\*P : Person

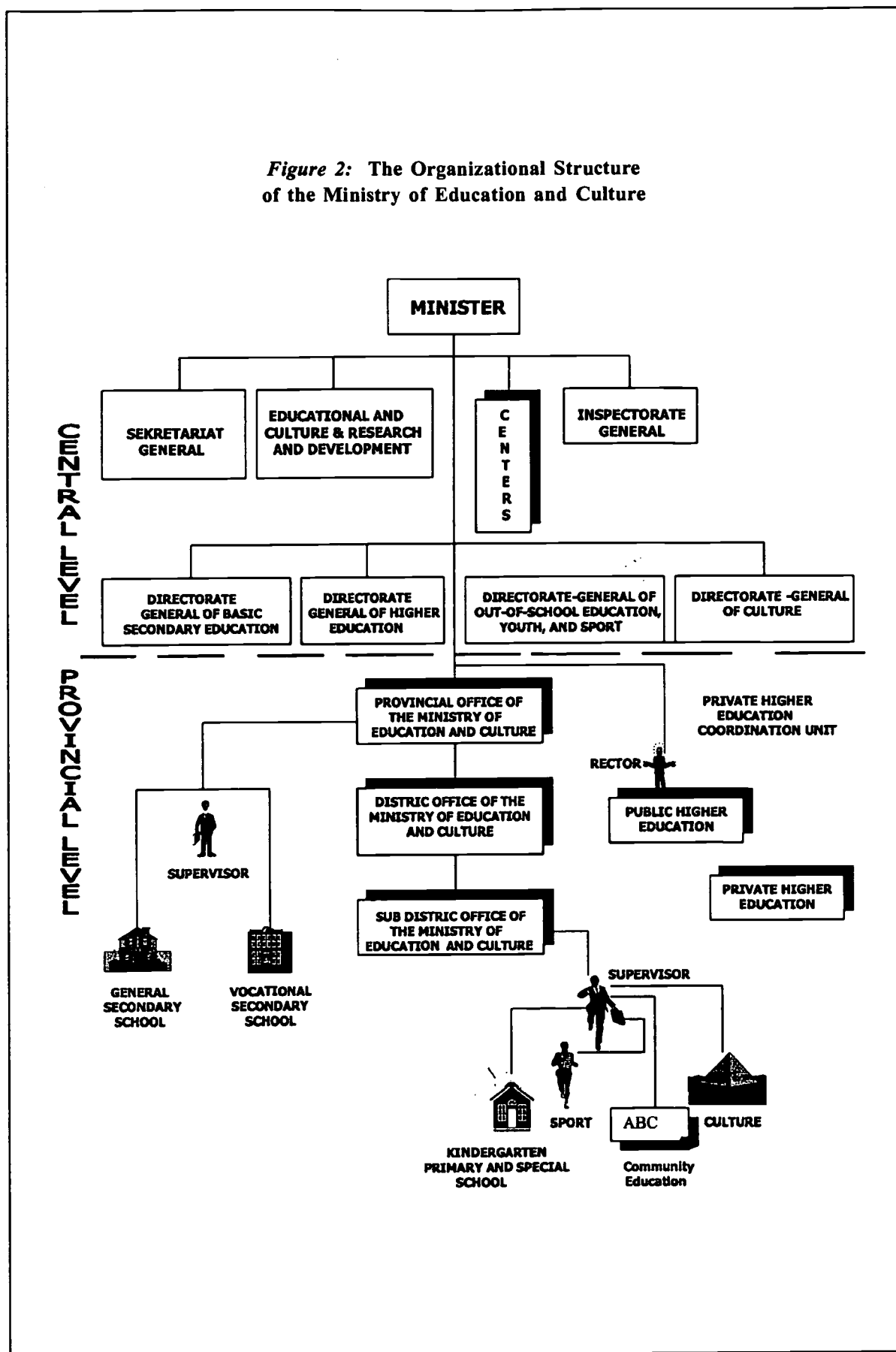
\*\*\*G : Group

**Figure 1: Educational System in Indonesia**

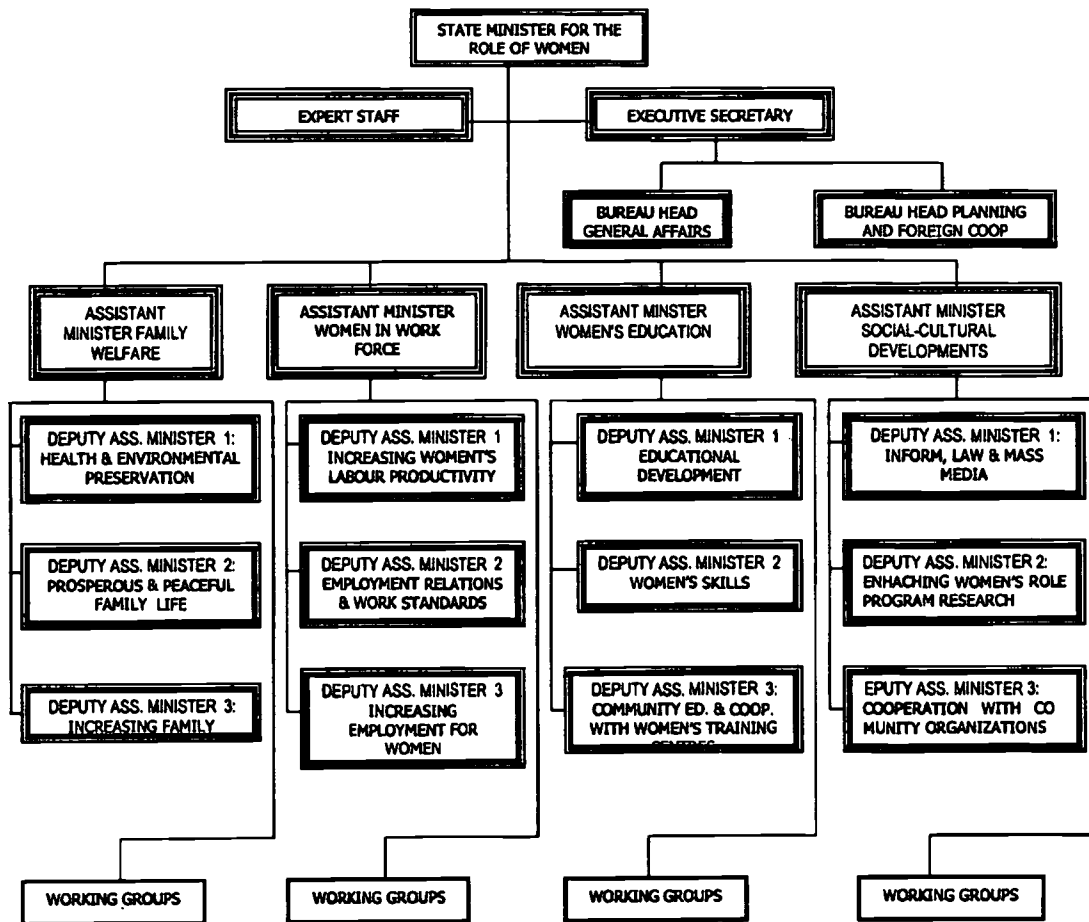




**Figure 2: The Organizational Structure of the Ministry of Education and Culture**



**Figure 3: The Organizational Structure of the Office of the State Ministry for the Role of Women**

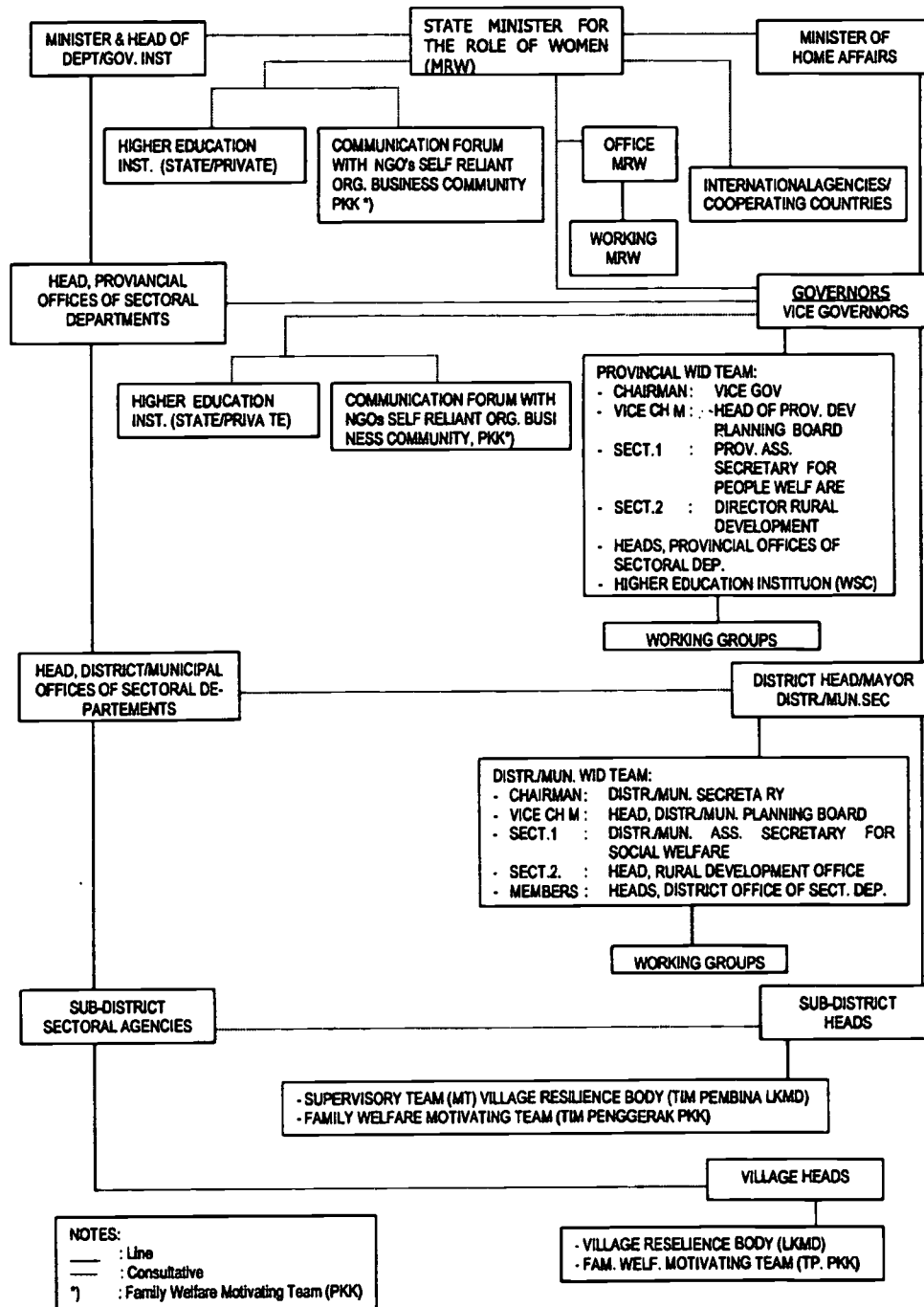


NOTE:

ECHELON I

ECHELON II

**Figure 4: Mechanism for the Enhancement of the Role of Women in Development (WID) at the National and Sub National Levels**



## Attachment B

**Table 1: Total of Illiterate Population over 10 years old by Region and Sex (Special Territory of Yogyakarta, 1996)**

District and Municipality	Sex				Total
	Female	%	Male	%	
Kulonprogo	39,702	71.70	15,668	28.30	55,370
Bantul	82,420	76.50	25,324	23.50	107,744
Gunung Kidul	104,714	67.82	49,690	32.18	154,404
Sleman	80,497	73.78	28,600	26.22	109,097
Kodya Yogyakarta	16,808	76.52	5,157	23.48	21,965
<b>Total</b>	<b>324,141</b>	<b>72.26</b>	<b>124,439</b>	<b>27.74</b>	<b>448,580</b>

Sources: Susenas Province of DI Yogyakarta 1996

**Table 2: Total Packet A Equivalent to Primary School by Class and Sex 1997/1998**

District	Equivalent to 4th Class		Equivalent to 5th Class		Equivalent to 6th Class		Number	
	Male	Female	Male	Female	Male	Female	Male	Female
1. Kulon Progo	133	227	147	153	222	215	502	595
2. Bantul	145	187	182	224	244	359	571	770
3. Gunung Kidul	0	0	101	319	336	701	437	1020
4. Sleman	14	26	0	0	24	36	38	62
5. Yogyakarta	0	0	0	0	16	44	16	44
<b>Total</b>	<b>292</b>	<b>440</b>	<b>430</b>	<b>696</b>	<b>842</b>	<b>1355</b>	<b>1564</b>	<b>2491</b>

**Table 3: Total Packet B Equivalent to Lower Secondary Learner by Class and Sex 1997/1998**

District	Equivalent to 1st Class		Equivalent to 2nd Class		Equivalent to 3rd Class		Number	
	Male	Female	Male	Female	Male	Female	Male	Female
1. Kulon Progo	380	214	151	49	549	348	1080	611
2. Bantul	323	252	61	138	752	392	1136	782
3. Gunung Kidul	624	896	130	150	1430	1265	2184	2311
4. Sleman	13	27	60	60	53	27	126	114
5. Yogyakarta	190	170	210	320	113	127	513	617
<b>Total</b>	<b>1530</b>	<b>1559</b>	<b>612</b>	<b>717</b>	<b>2897</b>	<b>2159</b>	<b>5039</b>	<b>4435</b>

**Table 4: Total of Population Over 10 Years Old  
by Participation rate, region and sex (Special Territory of Yogyakarta, 1996)**

District and Municipality	Sex				Total
	Female	%	Male	%	
<b>Kulonprogo</b>					
Never attend school	35,558	72.00	13,840	28.00	49,428
Attend school	29,364	64.84	37,026	35.16	66,390
<b>Bantul</b>					
Never attend school	81,162	77.08	24,132	22.92	105,294
Attend school	59,018	46.03	69,199	53.97	128,217
<b>Gunung Kidul</b>					
Never attend school	102,592	68.22	47,786	31.78	150,374
Attend school	49,648	49.26	51,130	50.74	100,778
<b>Sleman</b>					
Never attend school	80,121	76.47	24,650	23.53	104,771
Attend school	89,482	44.48	111,687	55.52	201,169
<b>Kodya Yogyakarta</b>					
Never attend school	16,235	77.98	4,584	22.02	20,819
Attend school	53,862	47.00	60,738	53.00	114,600
<b>Total</b>	<b>597,072</b>	<b>54.04</b>	<b>444,772</b>	<b>45.96</b>	<b>1,104,849</b>

Sources: Susenas Province of DI Yogyakarta 1996

**Table 5: Total of Population by Levels and Sex  
(Special Territory of Yogyakarta, 1996)**

Levels of Education	Sex				Total
	Female	%	Male	%	
<b>Never Graduate from</b>					
Primary School	219,410	48.00	237,736	52.00	457,146
<b>Graduate from Primary School</b>	<b>316,409</b>	<b>48.15</b>	<b>340,724</b>	<b>51.85</b>	<b>657,133</b>
<b>Graduate from General Lower</b>					
Secondary School	148,389	45.75	175,978	54.25	324,367
<b>Graduate from Vocational</b>					
Lower Secondary School	13,149	44.75	16,232	55.25	29,381
<b>Graduate from General</b>					
Senior Secondary School	117,107	42.16	160,667	57.84	277,774
<b>Graduate from Vocational</b>					
Senior Secondary School	85,717	44.30	107,778	55.70	193,495
<b>D1 and D2</b>	<b>7,420</b>	<b>43.53</b>	<b>9,627</b>	<b>56.47</b>	<b>17,047</b>
<b>University Degree</b>	<b>40,065</b>	<b>42.01</b>	<b>55,302</b>	<b>57.99</b>	<b>95,367</b>
<b>Total</b>	<b>1,263,364</b>	<b>50.89</b>	<b>1,219,0036</b>	<b>49.11</b>	<b>2,482,400</b>

Sources: Susenas Province of DI Yogyakarta 1996



**Table 6: Total of Population Over 10 Years Old and Participation rate by Region and Sex (Special Territory of Yogyakarta, 1996)**

Region and Sex	Never Attended School	Do not Finish Primary School	Graduate from Primary School	Graduate from General Lower Secondary School	Graduate from Vocational Lower Secondary School
<b>Kulonprogo</b>					
Male	13,840	33,488	54,802	19,640	2,744
Female	35,588	29,234	48,534	16,432	152
<b>Bantul</b>					
Male	24,132	59,708	92,875	45,184	2,440
Female	81,162	60,393	74,044	29,925	1,253
<b>Gunung Kidul</b>					
Male	47,786	63,178	83,510	29,140	2,558
Female	102,592	57,364	77,260	25,624	1,410
<b>Sleman</b>					
Male	24,650	58,633	77,640	55,274	5,625
Female	80,121	48,162	77,989	45,466	4,604
<b>Kodya Yogyakarta</b>					
Male	4,584	22,729	31,897	26,740	2,955
Female	16,235	24,257	38,582	30,945	5,730
<b>Total</b>	<b>430,690</b>	<b>457,146</b>	<b>657,133</b>	<b>324,367</b>	<b>29,381</b>

Sources: Susenas Province of DI Yogyakarta 1996

**Table 7: Total of Population Over 10 Years Old and Participation rate by Region and Sex (Special Territory of Yogyakarta, 1996)**

Region and Sex	Graduates from General High School	Graduates from Vocational High School	Graduates from D1/D2	Graduates from University Degree
<b>Kulonprogo</b>				
Male	11,894	11,882	1,372	3,204
Female	6,560	9,446	1,220	3,052
<b>Bantul</b>				
Male	27,997	24,852	3,551	7,873
Female	20,885	21,453	2,019	6,341
<b>Gunung Kidul</b>				
Male	12,238	11,206	814	2,718
Female	4,024	5,538	596	436
<b>Sleman</b>				
Male	56,968	43,603	3,126	20,306
Female	43,998	31,708	1,675	15,720
<b>Kodya Yogyakarta</b>				
Male	51,570	16,235	764	21,201
Female	41,638	17,572	1,910	14,516
<b>Total</b>	<b>277,774</b>	<b>193,495</b>	<b>17,047</b>	<b>95,367</b>

Sources: Susenas Province of DI Yogyakarta 1996

**Table 8: Number of Students and Graduates from Gajah Mada University  
by Faculty and Sex, 1995**

Faculty	Students		Graduates	
	Female	Male	Female	Male
<b>Natural Science</b>				
Biology	533	405	71	48
Pharmacy	413	209	56	37
Geography	319	625	27	78
Medical Science	607	620	79	87
Dentistry	643	222	114	39
Veterinarian	309	344	47	43
Husbandry	156	581	23	111
Mathematics & Natural Science	445	994	78	158
Agriculture	578	671	110	997
Poultry	290	551	54	78
Engineering	685	3873	61	541
Agricultural Technology	503	649	59	82
<b>Number</b>	<b>5481</b>	<b>9645</b>	<b>779</b>	<b>1399</b>
<b>Social Science</b>				
Economics	707	1154	132	191
Philosophy	119	343	25	41
Laws	627	848	112	136
Sociology	1231	1463	189	286
Psychology	569	259	128	47
Literature	1168	1043	151	100
<b>Number</b>	<b>9902</b>	<b>14755</b>	<b>2200</b>	<b>1516</b>

Sources: Province of DI Yogyakarta 1995

**Table 9: Number of Students of Teacher Training College (IKIP) Yogyakarta by Faculties and Sex (1995)**

Faculties chosen	Students	
	Female	Male
<b>Educational Science</b>	1542	755
Guidance and Counseling	221	79
Educational Handicapped	222	87
Educational Administration	228	88
Non Formal Education	210	105
Educational Technology	166	137
Curriculum Development	0	3
Primary School Teaching	440	215
Teachers for Handicapped	28	19
Master Degree	27	20
<b>Literature And Education</b>	1945	1156
Indonesian Literature	392	136
English Literature	423	160
Foreign Literature	367	98
Regional Literature	148	91
Fine Arts	488	518
Master Degree	126	154
<b>Exact Science/Natural Science</b>	790	619
Mathematics	155	128
Physics	128	199
Chemistry	195	92
Biology	225	101
Master Degree	86	100

Sources: Province of DI Yogyakarta, 1995

**Table 10: Total of Teachers and Lecturers by to Level and Sex (Special Territory of Yogyakarta ,1995)**

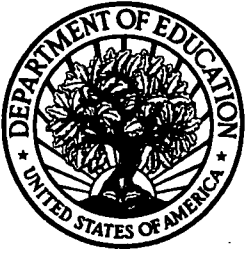
Level and Status of School	Sex				Total
	Female	%	Male	%	
<b>Educational and Cultural Status</b>					
Private and Public Primary School	9,499	47.96	10,309	52.04	19,808
Private and Public Lower Secondary School	3,804	44.63	4,720	55.37	8,524
Private and Public High School	2,750	36.95	4,692	63.05	7,442
<b>No Education al and Cultural Status</b>					
Private and Public Primary School	377	24.49	999	75.51	1,376
Private and Public Lower Secondary School	571	30.21	1,319	69.79	1,890
Private and Public High School	465	35.02	863	64.98	1,328
Government Lecturers	1,581	44.64	2,134	55.36	3,542
Government Lecturers Honoraria	489	29.07	1,582	70.93	1,682
Private Lecturers	---		---		2,393
Private Lecturers Honoraria	---		---		2,986

Sources: Province of DI Yogyakarta, 1995

**Table 11: Number of Educational Staff in Gajah Mada University  
by Faculty and Sex (1995)**

Faculty of Natural Science and Social Science	Full Lecturer		Part Time Lecturer	
	Female	Male	Female	Male
<b>Natural Science</b>				
Biology	33	34	12	40
Pharmacy	23	52	45	95
Geography	8	65	3	25
Medical science	65	191	22	66
Dentistry	56	63	23	60
Veterinarian	30	63	20	74
Husbandry	15	57	4	28
Mathematics & Natural Science	22	112	3	20
Agriculture	29	128	19	63
Poultry	16	60	12	24
Engineering	36	267	12	82
Agricultural Technology	18	71	7	28
<b>Total</b>	<b>351</b>	<b>1163</b>	<b>182</b>	<b>605</b>
<b>Social Science</b>				
Economics	16	123	4	17
Philosophy	11	44	3	25
Laws	20	58	4	23
Sociology	18	76	13	72
Psychology	30	41	28	43
Literature	36	109	16	47
<b>Total</b>	<b>131</b>	<b>451</b>	<b>68</b>	<b>227</b>

Sources: Province of DI Yogyakarta, 1995



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