The Impact of Indonesia's Economic Crisis on Basic Education: Findings from a survey of schools[1]

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Executive Summary

This survey of 600 primary and junior secondary schools in five provinces in Indonesia reveals that schools, parents and children are feeling the effect of the crisis one year into the economic downturn. It also reveals that GOI's education safety net programs (scholarships and school grants) to alleviate the impact of the crisis on poor parents and schools are starting to take effect even though they are still in the early stages of implementation. While the survey results do not show overall enrollment declines on the order of 20-24%, as often quoted in the press, they do indicate significant effects on certain groups and regions particularly at the junior secondary level.

The *main findings* of the survey are:

- Overall enrollments at the *primary* level fell by 1.6% in 1998 but do not appear to be deviating from their past trend. There are some more troubling results, however: grade 1 enrollment for boys in poorer areas in Jakarta fell by 8.3%, which could indicate that parents are either delaying enrollment of boys or that the boys will never go to school.

- Overall enrollments at the *junior secondary* level fell by 1.6% in 1998/99, but a much larger decline (which had puzzlingly started the year before) of 6.3% is noticed in urban areas. Enrollments for girls entering grade 1 of junior secondary school in Jakarta saw even larger declines (19%), as did poorer rural areas.

- At both the primary and junior secondary levels, there is a substantially larger decline in enrollments among *private schools* relative to public schools. In urban areas, the decline could be the result of the higher fees charged by private schools. In rural areas, which saw a 7.3% decline in private junior secondary enrollment, an additional factor could be because children are switching from private schools to newly built public schools nearby.

- *Regional variations* are evident especially at the junior secondary level: Jakarta, urban Central Java, and urban Maluku saw large enrollment declines (8.6%, 5.7%, and 5.8%, respectively); while rural South Sulawesi saw an 8.1% increase (a fact which may be associated with the cash crop nature of its economy). Jakarta also saw a higher increase in student absenteeism than rural areas.

- Entry into the junior secondary school cycle continues to be an obstacle for children as grade one enrollments fell more than overall junior secondary enrollments fell. The reverse is true at the primary level, however, as grade one enrollments increased compared to overall primary enrollments indicating a drop-off at higher primary grades.

- There has been an overall decrease in the average entry fees charged in 1998, and among public junior secondary schools fees fell by 50% in nominal terms. This is good news for parents and correlates with the increased enrollment seen in public junior secondary schools. It also indicates increased compliance with government policy of abolishing entry fees in all public schools, even though still 65% of public junior secondary schools charge entry fees.

- But the picture is not as good when considering all fees together: entry, monthly, and exam fees taken together have increased in most schools especially in private schools but also in public junior secondary schools. The latter have to a large extent offset the reduction or abolishment of entry fees by increasing monthly fees.

- The school *block grant program* has been well publicized at the school level, with almost all schools having heard of it, even though at the time of the survey few schools have actually received the grants. This could partly explain the increases in monthly fees seen in many schools.

- The percentage of junior secondary students who received *scholarships* has increased especially in urban areas, even though the level is still low (3.8% overall compared to the 17% target). The low level is primarily due to the start up time required for the program (training, etc.).

Recommendations. These findings are a cause for concern particularly given that this is the first year of the economic crisis. From past experience (mid to late 1980s) in Indonesia enrollments continued to decline for several years even after economic recovery set in. Therefore, there is need to continue to monitor the situation through rapid turnaround surveys and be prepared to adjust policy interventions accordingly for several years ahead. This type of quick turnaround and low cost survey is a useful tool to monitor the impact of the crisis. In addition:

- GOI's education safety net interventions (scholarship/grants) should be maintained and their implementation strengthened. Measures to promote student entry and enrollment at the junior secondary level especially will most likely need to be expanded.

- Public interventions need to be targeted more heavily to poor urban areas especially at the junior secondary level. The regional targeting criteria used for the scholarship/grants programs (which relied on pre-crisis poverty rates) should be revised as soon as additional data from the independent monitoring team of the scholarships/grants programs and other survey results are available.

- This survey should be repeated every six months or thereabouts (beginning and end of school year). The results should be assessed in conjunction with those from the annual household socio-economic survey (SUSENAS). In addition, it is

recommended that selected schools and communities be revisited to investigate more deeply the reasons behind the observed changes.

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I. Background

Indonesia's economic crisis is expected to affect basic education outcomes in a number of interrelated ways, including effects on students' enrollment and their families' ability to pay for school; on schools and their ability to provide adequate resources for quality education; and on the overall budget available for education. This expectation is partly based on Indonesia's experience more than a decade ago when enrollment rates declined especially for the poor, despite this being a time of overall reduction in poverty rates.[2] This time around the Government of Indonesia (GOI) acted quickly. In July 1998, a large effort to keep children in school and poor schools operational was launched by GOI with support from the World Bank and the Asian Development Bank. This consisted of a major "stay in school" media campaign, a program to provide block grants to schools to offset the shortfalls they may experience from parents' lessened ability to pay fees, and a program to provide scholarships to poor students to offset the direct costs of schooling.

At the time of the launching of these programs, there was little quantitative information on the magnitude of the effect of the crisis on education and on whom the impact was strongest. In an effort to gather such information and as part of a larger effort to monitor the impact of the crisis on social sectors, GOI and the World Bank jointly undertook a survey of 600 primary and junior secondary schools in five provinces.[3] The survey was fielded between October 5-23, 1998, approximately two-and-a-half months after schools opened to take into account the extended registration period.

This report presents the main findings of the survey. Section II provides information on the data and survey methodology. Section III reports on enrollment trends since 1994 and decompositions of changes by public/private, gender, poverty, and grade 1 intakes. Section IV presents findings on changes in school fees. We provide the first available information on the implementation of the scholarship and school grants program in Section V. Finally, Section VI presents information on student absenteeism.

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[2] For more details on what happened in the mid-1980's, see *Education in Indonesia: From Crisis to Recovery*, World Bank Report (December 9, 1998).

[3] Several other surveys which assess the impact of the economic crisis on poverty and social sectors overall have been carried out by the World Bank, BPS, RAND and other organizations. The main findings from these surveys with respect to education indicators are summarized in Annex 1.

II. Data and Methodology

The results presented here are derived from an analysis of data collected from a survey of primary and junior secondary schools carried out between October 5 and October 25 1998 (with over 95 percent of schools surveyed between October 5 and October 17). The sampling frame was selected to be schools in five provinces: North Sumatra, DKI Jakarta, Central Java, South Sulawesi, and Maluku.[4] Within each province three districts, two rural (Kabupaten) and one urban (Kotamadya), were randomly selected with probability proportional to population size. In the case of Jakarta, three Kotamadya were selected. At the district level, four sub-districts (Kecamatan) were randomly selected with probability proportional to population size. A full enumeration of schools by type (SD, MI, SLTP, MTs) was done for these four sub-districts. For each group of four sub-districts, forty schools were randomly selected by type in proportion to their actual distribution in the four sub-districts. The resulting targeted sample consists of 40 schools per district, 120 per province, and 600 schools in total.[5] A full listing of the number of schools surveyed per Kecamatan is presented in Annex 2. The sampled schools included approximately 136,000 students (94,000 primary and 42,000 junior secondary).

The primary purpose of the survey instrument was to collect information on changes in patterns of enrollment, changes in the structure of fees, and to get an early assessment of the reach of the school block grant and scholarship programs. More precisely, the number of students enrolled at each grade for the current and past four academic years was collected. In addition, schools were asked directly about students who had dropped out in the past academic years and about absences (and especially long absences) in the current academic year. Various sections of the questionnaire covered aspects of school fees – particularly entrance fees, monthly fees, and exam fees.

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[4] These provinces were chosen purposively to ensure an off-Java/Java representation and the eastern islands. In addition, provinces were chosen from those where new World Bank basic education projects will be implemented.

[5] The actual sample consists of 599 schools. In the carrying out of the survey, 6 schools were replaced with new selections because the selected schools had closed. One of these schools is in urban North Sumatra, one in rural Central Java, two in rural South Sulawesi, and two in urban South Sulawesi. In one case in Jakarta the data collector was unable to collect the required data.

Moreover schools were asked about the number of students who were receiving a scholarship (regardless of the source) and whether the respondents had ever heard of the block grant program.

The results presented here are derived by averaging over the types of schools at the primary (SD and MI) and junior secondary (SLTP and MTs) levels for urban and rural areas of the 5 provinces.[6] Results for Jakarta are also reported separately (although Jakarta is also included in the overall average for urban areas).[7]

III. Enrollment

Overall Trends

Schools were asked to report the number of students listed as being enrolled in July (the first month of the school year) of the year under consideration, for school years 1994/95 to 1998/99.[8] In order to allow for the extended registration period mandated for the current academic year, the enrollment number for 1998 has been updated to October using the number of students who reported to have migrated in or out of the area, and the number who have been absent for more than four weeks since the beginning of the year.[9] Based on these numbers we derive the percentage change in enrollment from each year to the next (Figure 1 and Table 1) and create an index of overall enrollment in each year (with enrollment in 1994 indexed to 100, Figure 2).

Overall enrollments at the *primary level* fell by 1.6 percent in 1998 ("crisis impact" year), but do not appear to be deviating from their past trend (Figure 1 and Table 1). [10] In both rural and urban areas, there has been an annual decline of between –0.6 and –2.6 percent per year (Figure 3 and Table 1). The decrease in the crisis year is largest in Central Java (-2.5 percent) and urban North Sumatra (-3.3).

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[6] In averaging across school types and provinces, weights were used to map the distribution of schools in the sample to the actual distribution of schools at the provincial level. Details on the weights used are presented in Annex 2.

[7] Because of the large numbers of tables of provincial breakdowns, these are not presented in the report but can be requested from the authors.

[8] Although the school year straddles two calendar years, in the remainder of this report we refer to a school year by the year in which it begins, for example school year 1994/95 is referred to as 1994.

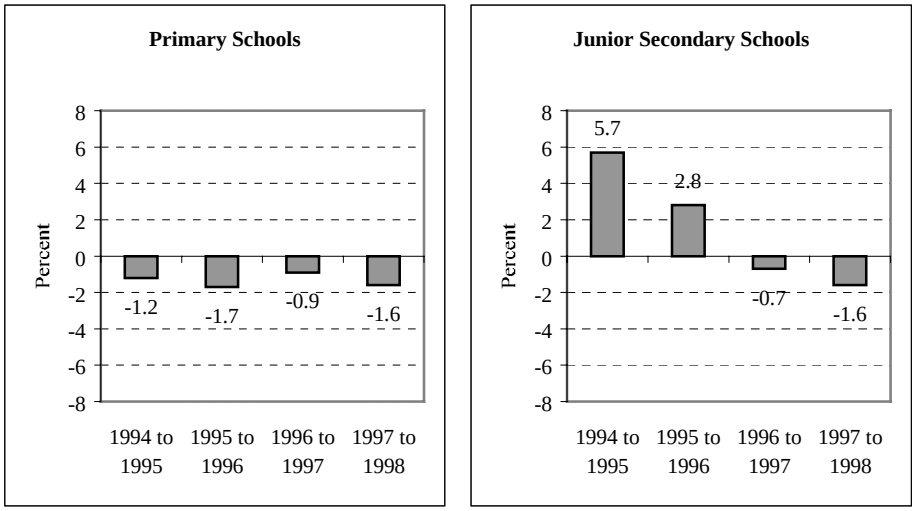
[9] Although the instructions stipulated that enrollments were to be reported for July, it is possible that the number of students enrolled at a different point in time during the year was reported.

Table 1: Percentage change in the number of students enrolled

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
1994 to 1995	-1.2	-1.0	-1.6	-1.2	7.8	0.6	-0.8	5.7
1995 to 1996	-1.5	-2.3	-2.6	-1.7	5.2	-3.1	-4.5	2.8
1996 to 1997	-0.6	-2.1	-2.2	-0.9	1.3	-6.2	-5.1	-0.7
1997 to 1998*	-1.7	-1.1	-0.1	-1.6	0.0	-6.3	-8.6	-1.6

Notes: * "crisis impact" year. Jakarta is included in the urban average.

Figure 1: Percentage change in the number of students enrolled

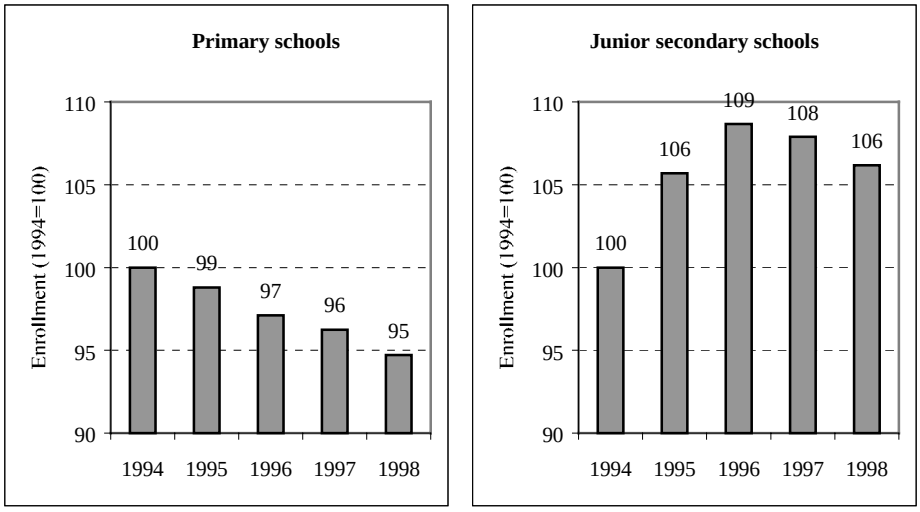


Overall at the *junior secondary* level there has been a decline in the number of students enrolled in the crisis year of 1.6 percent, following a decline of 0.7 percent the year before.

This information is presented in a slightly different way in Figure 2 which shows an overall index of enrollment at each level (indexing enrollment in 1994 to 100). As can be seen from the figure, the cumulative effect of the year-to-year changes has resulted in a an enrollment at the primary level in 1998 of about 95 percent of that in 1994. At the junior secondary level, the cumulative effect has resulted in 1998 in an overall enrollment that is higher than that in 1994, but lower than that in 1996.

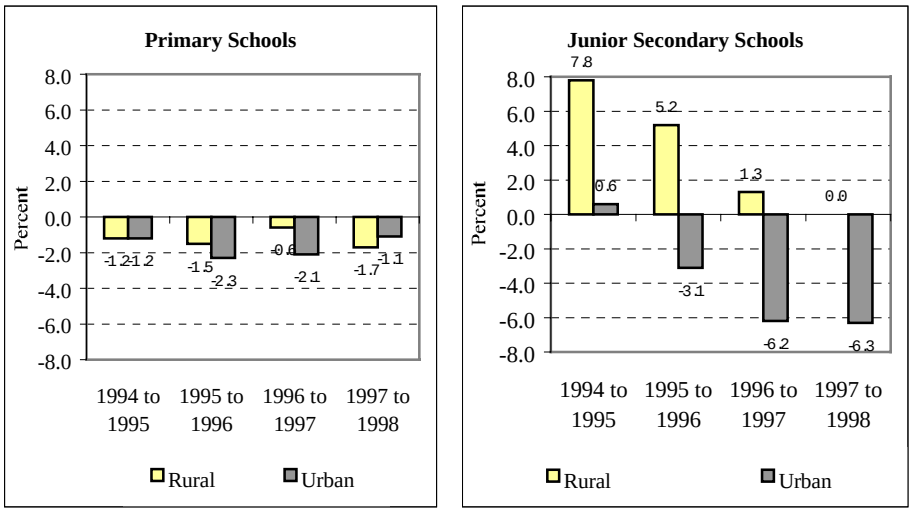
[10] The percentage change in enrollment was calculated from each year to the next using the change in the total (weighted) number of students in schools for which data was not missing in either of the two years.

Figure 2: Enrollment trends, 1994 = 100



The patterns are different in the urban and rural areas, however, with larger enrollment declines in the urban areas (Figure 3). In rural areas, whereas the change in the number of students enrolled in junior secondary schools was positive in prior years, the change from 1997 to 1998 was equal to zero. Provincial variations are evident: rural enrollments fell in North Sumatra (-2.4 percent), were close to zero in Central Java and Maluku, and were highly positive in South Sulawesi (+8.1 percent). These regional patterns are consistent with those described in an review of the results of a qualitative assessment of the social impact of the crisis on all Kecamatan in Indonesia (Sumarto and others, 1998).

Figure 3: Percentage change in the number of students enrolled in rural and urban areas



In urban areas, the change in the total number of students at junior secondary schools has been negative for the past two years (at –6.2 and –6.3 percent in each year respectively). The change in the crisis year was negative in all of the provinces, but largest in Jakarta (-8.6 percent) and urban Central Java (–5.7). It is puzzling that the number should be as largely negative for the year before the crisis as for the crisis year.[11]

Decompositions of changes in enrollment from 1997 to 1998

Public/private differences. The first distinction analyzed in order to investigate where in the school system changes may be occurring is that between public and private schools. At both the primary and junior secondary levels, there is a substantially larger decline in enrollments among private schools relative to public ones (Table 2 and Figure 4). At the junior secondary level there is even a slight increase in public school enrollments (+1.9 percent), but the decrease in private schools is large (-8.3 percent).

[11] One possible explanation for the decline in enrollments in urban areas before the crisis could be that as the Government's rural school building program was expanded before the crisis, students who had been coming to urban schools from rural areas switched to rural schools close by. Further investigation of the reasons for this decline is needed.

Figure 4: Percentage change in the number of students enrolled in public and private schools between 1997 and 1998

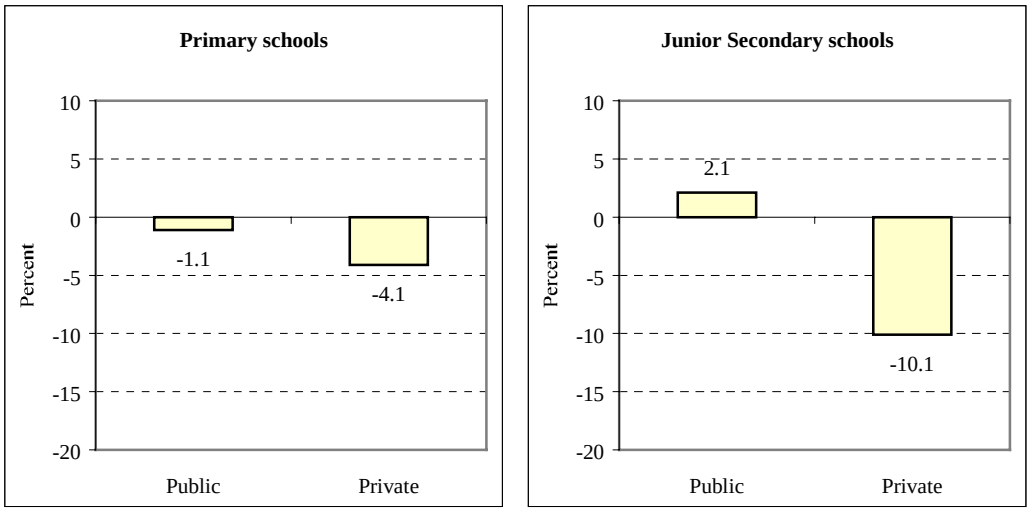


Table 2: Percentage change in the number of students enrolled from 1997 to 1998

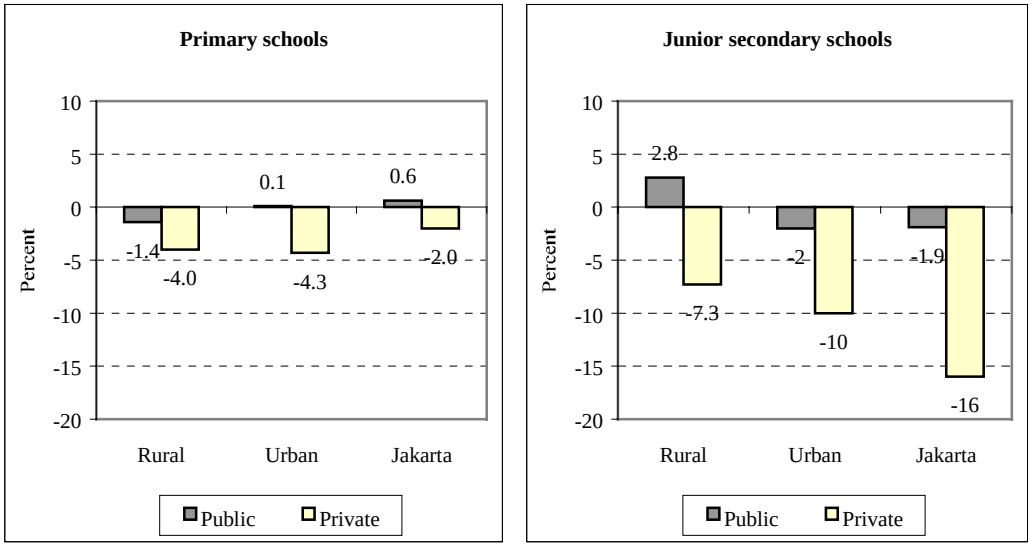
	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All	-1.7	-1.1	-0.1	-1.6	0.0	-6.3	-8.6	-1.6
Public	-1.4	0.1	0.6	-1.1	2.8	-2.0	-1.9	1.9
Private	-4.0	-4.3	-2.0	-4.1	-7.3	-10.0	-16.0	-8.3

Note: Jakarta is included in the urban average.

Distinguishing further between rural and urban areas (and separating out Jakarta—although it remains in the urban average) reveals additional patterns (Table 2 and Figure 5). In rural areas there has been a large decline in private junior secondary enrollments which has largely been compensated for by an increase in enrollment among public schools.

In urban areas there is a decline in both private and public schools (although that in private schools is much higher) which results in the overall decrease in urban enrollments. In Jakarta the change in enrollments in private schools junior secondary is extremely high (-16 percent) and drives much of the overall decline. As will be discussed in Section IV, the large decline in private enrollments corresponds to high fees and a large increase in fees at these schools.

Figure 5: Percentage change in the number of students enrolled in public and private schools by rural and urban location between 1997 and 1998



Gender differences. There is no apparent disadvantage for girls in the overall changes in enrollment numbers (Table 3). The fall in the number of girls enrolled in the rural primary schools is about 0.8 percentage points larger than that for boys (–2.1 versus –1.3 percent). This differential is reversed (indicating a female "advantage") and equal to 0.4, 0.5 and 1.5 percentage points for urban primary, rural junior secondary and junior secondary schools (–0.9 versus –1.3 percent in urban primary schools, +0..2 versus –0.3 for rural junior secondary and –5.4 versus –6.9 in urban junior secondary schools).

Table 3: Percentage change in the number of students enrolled from 1997 to 1998

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All	-1.7	-1.1	-0.1	-1.6	0.0	-6.3	-8.6	-1.6
Boys	-1.3	-1.3	-0.4	-1.3	-0.3	-7.0	-8.9	-2.0
Girls	-2.1	-0.9	0.2	-1.8	0.2	-5.5	-8.2	-1.2

Note: Jakarta is included in the urban average.

Poverty. In order to investigate the degree to which the results might be different in poorer areas, the analysis was carried out on a sub-sample of poorer Kecamatan. Poorer Kecamatan are defined as those with more than 5 percent of the population living below a poverty line based on the food share in expenditures, based on an analysis which aggregated data from SUSENAS surveys between 1993 and 1996 (see Molyneaux, 1998).

Approximately 55 percent of the sample Kecamatan satisfy this condition. Across all Kecamatan in the country, about 70 percent satisfy the condition – indicating that it is not a cutoff that identifies the very poor areas well. However, a more stringent cutoff would reduce the number of schools that could be included in the analysis to a very small number.

When restricting the sample to only those schools that lie in the poorer Kecamatan, enrollments in urban primary schools and junior secondary schools (both rural and urban) decrease by about one to two percentage points for schools in the poorer Kecamatan as compared to all Kecamatan: from –0.4 to –2.3 percent for urban primary, from 0 to –1.6 percent for rural junior secondary, and from –6.3 to –7.3 percent for urban junior secondary (Tables 3 and 4).

Table 4: Percentage change in the number of students enrolled from 1997 to 1998, in schools in poorer Kecamatan only

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All	-1.9	-2.3	-1.9	-1.9	-1.6	-7.3	-10.8	-2.7
Boys	-1.2	-2.4	-2.2	-1.4	-1.5	-7.6	-10.8	-2.7
Girls	-2.6	-2.2	-1.5	-2.5	-1.7	-6.9	-10.7	-2.6

Note: Jakarta is included in the urban average.

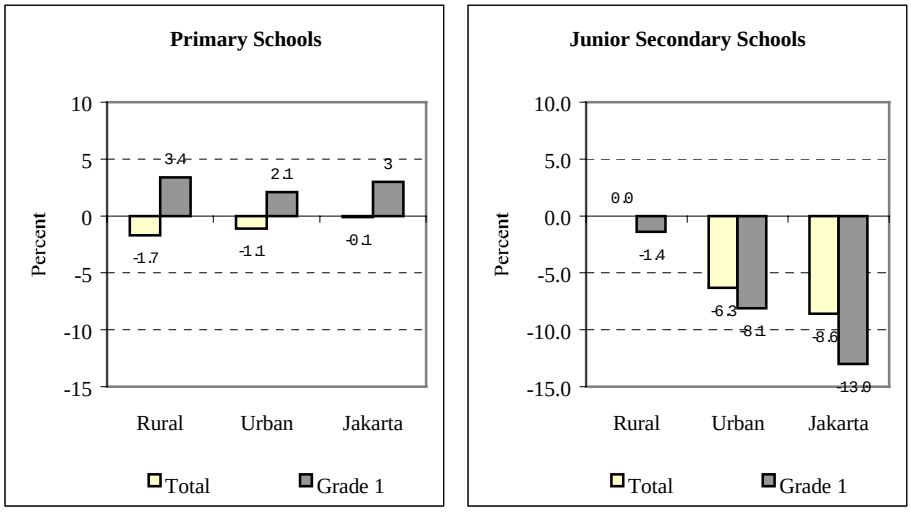
In terms of the gender differential the picture does not change dramatically when restricting the sample to the schools in poorer Kecamatan. In rural areas where there was a disadvantage for girls in the full sample, the disadvantage grows slightly in the restricted sample. In urban areas where there was an advantage for girls, the advantage decreases slightly or becomes a small disadvantage.

Intake into schools: Changes in enrollment in grade 1. In order to investigate where in the school system changes may be occurring, the previous analysis was repeated but focusing only on the number of students enrolled in grade 1 of primary school (referred to here as grade P-1) and in grade 1 of junior secondary school (referred to here as grade JS-1). If the fall in the number of students enrolled is larger for grade 1 than for

enrollment as a whole then this indicates that it is intake into the school level that is the cause for the fall in enrollments.

At the primary level, there has been about a 3 percent increase in grade P-1 enrollments in both rural and urban areas, but overall enrollment has fallen somewhat indicating that the drop-off occurred at higher grades. In the prior year the differential was in the other direction in rural areas, with grade P-1 enrollments falling by a greater percentage than overall enrollment. In urban areas the story is similar to that in the previous year (Annex 5).

Figure 6: Percentage change in total enrollment and enrollment in grade 1 from 1997 to 1998



Note: Jakarta is included in the urban average

For urban junior secondary schools, the story is different. There is a reduction in enrollments in grade JS-1 that is larger than that for all grades indicating the difficulty children face in starting the junior secondary school cycle. The reduction in the number of students enrolled in grade JS-1 was 1.8 percentage points larger than the reduction in overall enrollments, –8.1 percent for grade JS-1 versus –6.3 overall (Figure 6, Tables 3 and 5).

Table 5: Percentage change in the number of students enrolled in grade 1 from 1997 to 1998

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All Schools								
Grade 1 only – All	3.4	2.1	3.0	3.1	-1.4	-8.1	-13.0	-3.1
Grade 1 only – Boys	5.9	2.1	0.7	6.0	-0.5	-8.8	-11.6	-2.6
Grade 1 only – Girls	0.7	2.1	5.6	1.1	-2.4	-7.2	-14.5	-3.5
Schools in poorer Kecamatan only								
Grade 1 only – All	3.9	-0.9	-3.1	3.0	-4.9	-9.3	-16.8	-5.7
Grade 1 only – Boys	6.5	-2.0	-8.3	4.9	-4.7	-9.7	-14.4	-5.6
Grade 1 only – Girls	1.0	0.2	2.6	0.8	-5.1	-8.8	-19.4	-5.7

Note: Jakarta is included in the urban average.

The differential between overall and grade JS-1 changes is particularly marked in Jakarta where the overall reduction at the junior secondary level is –8.6 but that in grade JS-1 is –13.0 percent, a difference of 4.4 percentage points. This differential was close to zero in the previous year, and close to 2 percentage points in the year prior to that suggesting that this year is indeed a break from the trend (Annex 5).

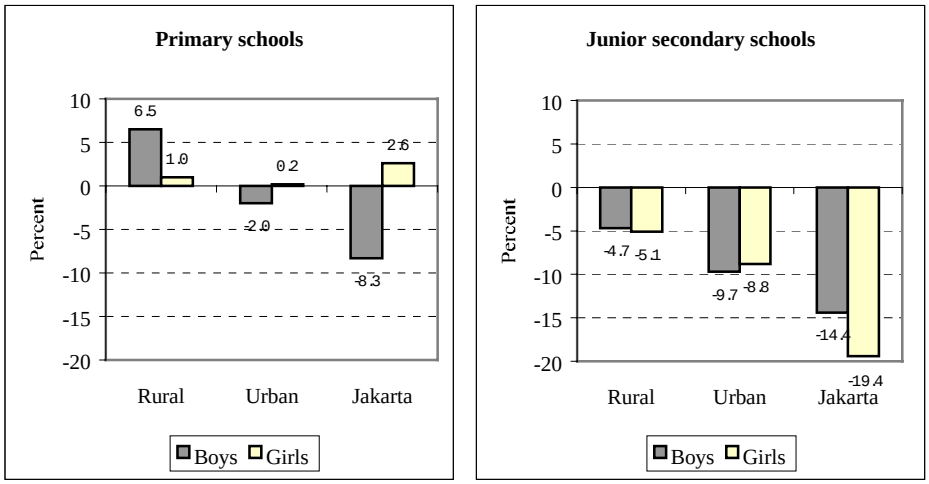
The difficulty children are facing in enrolling in junior secondary school in Jakarta could be explained by the large increase in entrance fees there (see next section) and the fact that there were virtually no schools who stopped charging entrance fees.

Focusing on poorer Kecamatan highlights several facts, most notably substantial falls in enrollments in grade P-1 at the primary level in Jakarta for boys (–8.3 percent compared to +2.6 percent for girls) (Table 5). This finding could indicate that parents are either delaying enrollment of boys or that the boys will never go to school which would be especially troubling (again, this finding is consistent with findings in Sumarto and others, 1998). The fall at this level is only for boys in Jakarta: in North Sumatra and Central Java where poor urban areas can be identified in the sample, there is an increase in the enrollment of boys in grade P-1.

At the junior secondary level, the focus on poorer Kecamatan reveals substantial falls in enrollments in grade JS-1, with the difference being particularly large in rural areas (–1.4 for all schools versus –4.9 for those in poorer areas) (Table 5). In urban areas the fall is larger for the poorer areas but the difference is smaller (–8.1 for all schools versus –9.3 for those in poorer areas). In Jakarta however, the decrease for all schools is

large but there is still a large differential when focusing on poorer areas (–13.0 for all Kecamatan versus –16.8 for poorer ones). The fall in junior secondary grade JS-1 enrollments in Jakarta is high for both boys and girls (especially so for girls) at –14.4 percent for boys and –19.4 percent for girls.

Figure 7: Percentage change in enrollment in grade 1 from 1997 to 1998, in poorer Kecamatan.



Note: Jakarta is included in the urban average

In summary, the results on enrollment contain both encouraging and troubling findings. On the encouraging side, overall enrollments at the primary level do not appear to be deviating from their past trend, although there are indications of substantial drop-off at the higher grades of primary. An especially troubling result at the primary level is a fall in grade P-1 enrollments in Jakarta among boys. At the junior secondary level, there are indications that in both urban and rural areas the increase in enrollments had been slowing for some years now, and there was a substantial decline in the past year (or two) in urban areas. In the past year, the fall in enrollments at the junior secondary level has been marked in urban areas, particularly in grade JS-1 in Jakarta, in private schools, and in the poorer rural areas.

IV. School Fees

As the effects of the crisis are felt by schools, there is the potential that they will increase the various fees that they charge, which may lead to future enrollment falls. As discussed in World Bank (1998) high fees have long been considered a potential problem in promoting enrollment in junior secondary schools in Indonesia. This survey sought to investigate how these fees may have changed in the past year by asking about three main types of fees: entrance fees, monthly fees, and exam fees.

Table 6 reports the average entrance fee and/or "voluntary contribution" (sometimes called contribution to building maintenance) that schools charge at the beginning of the school cycle, i.e. at grade P-1 and JS-.[12] Entrance fees at the junior secondary level were over four times as high as those at the primary level in 1998 (about Rp. 24,000 versus Rp. 4,600). Entrance fees are on average higher in urban areas than in rural areas—almost 20 times higher at the primary level and 5 times higher at the junior secondary level, and the fees in Jakarta are especially high. The overall pattern of fees does not change when focusing on poorer Kecamatan. Entrance fees in schools in poorer areas are about the same or slightly lower at the primary level, and somewhat higher at the junior secondary level.

Table 6: Average entrance fee for a grade 1 student -- school fee plus "voluntary contribution" (Rupiah)

	Primary schools				Junior secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997 (Rp.)	1769	25491	37372	5505	19020	53818	78802	27844
1998 (Rp.)	1215	22862	35987	4613	13464	55715	86032	24179
Percent change	*-31.3*	*-10.3*	*-3.7*	*-16.2*	*-29.2*	*3.5*	*9.2*	*-13.2*
Schools in poorer Kecamatan								
1997 (Rp.)	2039	23385	31199	5034	24056	66639	102276	32631
1998 (Rp.)	1492	18472	25766	3871	17728	62091	106656	26661
Percent change	*-26.8*	*-21.0*	*-17.4*	*-23.1*	*-26.3*	*-6.8*	*4.3*	*-18.3*

Note: Includes schools that charge no fee. Jakarta is included in the urban average.

[12] In the rest of this report "entrance fee" refers to entrance/registration fee plus the "voluntary contribution"

Between 1997 and 1998 there has been an overall decrease in the average entrance fees charged (as we'll discuss below this is partly because some schools have abolished entrance fees). The most dramatic fall is among schools in the rural areas where the average entrance fees charged by primary schools fell by 31 percent and those charged by junior secondary schools fell by 29 percent. The only group of schools identified here where average entrance fees increased are junior secondary schools in Jakarta where entrance fees increased by 9 percent. In poorer Kecamatan, the fall in average fees was slightly larger than that for all schools (except in rural areas).

Table 7 reports the change in the average entrance fee charged between 1997 and 1998 by public and private schools. Among public schools at both the primary and junior secondary levels average fees have been reduced (by 36 percent and 58 percent respectively). Among private schools the situation is more mixed with average fees falling for rural primary schools (by 44 percent) and remaining about the same among urban primary schools, and increasing (by between 10 percent and 15 percent) among junior secondary schools. This pattern is consistent with the changes in enrollments outlined in the previous section. However, the structure of fees is complicated because, as discussed below, there are many types of fees that can be changed.

Table 7: Average entrance fee for a grade 1 student -- school fee plus "voluntary contribution" (Rupiah)

	Primary schools				Junior secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
Public schools								
1997 (Rp.)	1465	8460	8569	2343	29514	35298	39429	30347
1998 (Rp.)	1077	4439	5987	1497	17088	15259	30321	15295
Percent change	*-26.5*	*-47.5*	*-30.1*	*-36.1*	*-42.1*	*-56.8*	*-23.1*	*-49.6*
Private schools								
1997 (Rp.)	3889	60307	88076	22456	9117	59679	89883	26007
1998 (Rp.)	2183	60524	88798	21383	10045	68509	101711	29574
Percent change	*-43.9*	*0.4*	*0.8*	*-4.8*	+10.2	+14.8	+13.2	+13.7

Note: Jakarta is included in the urban average.

In order to stop fees from being a barrier to school enrollment, the Government of Indonesia issued a decree abolishing entry fees at public primary and junior secondary schools for the 1998 school year (and reaffirmed its earlier policy of not school tuition for

the poor). Table 8 reports that the percentage of public schools with no entrance fees has increased for both primary and junior secondary schools (except junior secondary schools in Jakarta), most notably for rural primary schools where the percentage was already high to begin with (from 64.9 percent to 83.7 percent) and for urban junior secondary schools (outside of Jakarta as the proportion did not increase for junior secondary schools in Jakarta). The proportion with no entrance fee is especially low among junior secondary schools in Jakarta (among schools in the poorer Kecamatan in Jakarta *none* reported having no entrance fees) which could partly explain the 13 percent decline in Jakarta for JS-1 entrants.

Table 8: Percentage of public schools with no entrance fee for a grade 1 student (school fee plus "voluntary contribution")

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997 (%)	64.9	49.7	53.9	63.0	20.8	29.7	14.3	22.1
1998 (%)	83.7	66.4	58.0	81.5	33.6	49.4	14.3	35.8
Change	*18.8*	*16.7*	*4.1*	*18.5*	*12.8*	*19.7*	*0.0*	*13.7*

Note: Jakarta is included in the urban average.

The positive news from Table 8 is that in many cases the proportion of schools without entrance fees has increased. This is tempered, however, by the fact that for some schools, particularly junior secondary schools in Jakarta, there has been no change. Another cause for concern is that even when the levels have increased somewhat, they are still quite low especially among junior secondary schools. For example, among public junior secondary schools in rural areas, only about 35 percent have no entrance fees.

Another way of looking at these changes is by analyzing more carefully the change in the structure of fees, disaggregating between public and private schools and by a finer distinction of the change from one year to the next. Table 9 reports the percentage of schools who charged no entrance fee in the past and current years, the percentage who instituted an entrance fee, the percentage who abolished a school fee, and the percentage who had an entrance fee in both years by public/private status.

At the primary level, the majority of public schools did not charge an entrance fee in 1997 and 1998 (61 percent) and among public primary schools that did have an

entrance fee in 1997 slightly over half abolished those fees. As a result, the vast majority of public primary schools had no entrance fee in 1998 (82 percent). In contrast, most private primary schools charged fees in both years (61 percent). Of private primary schools that charged an entrance fee in 1997 only 11 percent abolished those fees in 1998, although private schools were not covered by the government's abolishing of entrance fees so this low number is perhaps not surprising. At the junior secondary level the pattern is similar although far fewer public schools do not charge fees. In particular, only 18 percent of those that charged a fee in 1997 abolished those fees in 1998. Among private schools, almost no schools changed their policy on entrance fees.

Table 9: Percentage of schools according to whether or not the school required an entrance fee for the 1997 and 1998 school years

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years
Public primary schools (%)	61.3	1.8	20.3	16.7
Private primary schools (%)	29.1	2.4	7.9	60.6
Public junior secondary schools (%)	22.1	0.0	13.8	64.2
Private junior secondary schools (%)	24.2	0.0	6.3	69.5

Whether or not schools make up the lost revenue from decreased entrance fees by increasing the other fees they charge is frequently raised as a concern. Table 10 reports the percentage change in the amounts charged for entrance fees, monthly fees (BP3 plus SPP for private schools) and quarterly exam fees, according to whether or not the schools charged entrance fees in 1997 and 1998 (since the percentage of schools that instituted an entrance fee was so small this category was dropped for Table 10). Several patterns emerge from these results.[13]

At the primary level there is a sharp distinction between public and private schools that abolished entrance fees. Among these public schools monthly fees fell by almost 29 percent, among private schools monthly fees increased by almost 20 percent (average entrance fees in these schools were about Rp. 5,400 and Rp. 28,000

respectively). Clearly parents of children in the private schools are under increased financial pressure. Among schools that retained an entrance fee, these fees, as well as monthly fees, increased in both public and private schools.

Table 10: Percentage change in average fees according to whether or not the school required an entrance fee 1997 and 1998

	Schools that had no entrance fee in both years	Schools that abolished an entrance fee	Schools that had an entrance fee in both years
Public primary schools			
Percent change in average entrance fee			+17.5
Percent change in average monthly fee	-1.7	-28.7	+8.9
Percent change in average quarterly exam fee	-15.1	-0.1	-3.2
Private primary schools			
Percent change in average entrance fee			+4.6
Percent change in average monthly fee	+3.0	+19.9	+21.8
Percent change in average quarterly exam fee	+2.6	+3.0	+14.9
Public junior secondary schools			
Percent change in average entrance fee			-38.3
Percent change in average monthly fee	+8.9	0.0	+10.8
Percent change in average quarterly exam fee	+25.1	N/A	+12.6
Private junior secondary schools			
Percent change in average entrance fee			+15.8
Percent change in average monthly fee	+8.7	+29.1	+18.8
Percent change in average quarterly exam fee	+17.9	-6.1	+19.7

Among junior secondary schools, there are three main patterns. First among schools with no entrance fees in both years, the monthly and exam fees increased in both public and private schools. Second, while the majority of public schools retained fees, the average fee for these schools fell by 38 percent. Last, most private junior secondary schools increased all the different fees charged.

How do these changes impact school finances overall? In several cases there are offsetting effects: a decline (or abolishing) in entrance fees coupled with an increase in the other fees charged. The most dramatic case is that of public junior secondary schools which reduced entrance fees by almost 38 percent from about Rp. 42,000 to Rp. 26,000. With an average of 200 students in grade 1 this means a loss of Rp. 16,000 * 200 = Rp. 3,200,000. However, these same schools raised monthly fees by 11 percent from about

[13] See Annex 6 for full set of results, including the average fees charged for each of these types of schools.

Rp. 4300 to Rp. 4700 yielding an additional Rp. 400 * 600 = Rp. 240,000. On the basis of a ten month paying period for monthly fees this makes up to a large extent for the shortfall in entrance fees. Adding the fact that quarterly exam fees increased by 13 percent these schools are close to not changing the overall fees that they take in.[14]

For the majority of schools therefore (most private primary schools and most public and private junior secondary schools) overall fees have increased although at the public junior secondary level this has taken the form of a switch from high up-front entrance fee to monthly fees. Among the majority of public primary schools, there are no entrance fees, and monthly and quarterly fees have decreased.[15] Again, these increases are consistent with the falls in overall enrollment occurring predominantly among private schools.

Regardless of whether or not fees have increased, there is an across the board trend that parents are having difficulty paying monthly fees. Table 11 reports the number of parents who are late in paying their monthly fees as derived by consulting payment records for October this year, and last year, and calculating the percentage of parents who have not paid their fees for September. Overall there has been an increase in the number of parents who are late, particularly at the junior secondary level where fees are generally higher. Whereas in 1997 the percentage who were late was between 10 and 20 percent, the number is now between 20 and 30 percent, indicating that more families are having a difficult time making these payments.

[14] Another case is that of private primary schools that abolished entrance fees. A primary school with thirty students in each grade would loose about Rp. 30,000 * 30 = Rp. 900,000 annually. However, by increasing monthly fees from Rp. 8000 to 10,000 for all students they gain about Rp. 2000 * 180 = Rp. 360,000 monthly or Rp. 3,600,000 annually (if parents pay monthly fees for ten months). Overall these schools are charging more to students.

[15] In addition, almost 17 percent of rural primary schools charged no monthly fees in 1998, up from 10 percent in 1997. Among other types of schools, waiving monthly fees is extremely rare and does not appear to have increased in 1998 (see Annex 6).

Table 11: Percentage of parents who are late in paying the monthly fees for September (Parent association – BP3- plus school fees -SPP- for private schools)

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997/98	21	17	13	20	13	14	13	13
1998/99	28	25	19	27	28	26	26	27
Change	*+7*	*+8*	*+6*	*+7*	*+15*	*+12*	*+13*	*+14*
Schools in poorer Kecamatan								
1997/98	20	17	11	19	10	13	13	11
1998/99	28	24	18	27	26	26	23	26
Change	*+8*	*+7*	*+7*	*+8*	*+16*	*+13*	*+10*	*+15*

Note: Jakarta is included in the urban average.

In summary, there are some changes in fees charged this year. On the encouraging side, there are many cases of a reduction or abolishing of entrance fees, and for many public primary schools a reduction in monthly fees. On the troubling side, many schools have increased all fees, and many schools which have reduced or abolished entrance fees have offset this by increasing monthly fees. An indicator of the hardship that this is placing on parents is that the percentage who are having difficulty paying monthly fees on time has increased.

V. Scholarships and the Block Grant Program

In anticipation of potentially negative effects of the economic crisis on basic education, a major "stay in school" media campaign, a program of block grants to schools, and a program to provide scholarships to poor students was launched in July 1998. While it is too early to assess the impacts of the interventions, or even to fully assess its reach, this survey provides a first indication of how the programs were working in the initial stages of implementation.[16] First, school head-teachers were asked if they had ever heard of the block grant program for schools and almost 85 percent of them had (Table 12). The numbers are consistently high across urban and rural areas of the survey provinces, although they are lowest among urban primary schools in North Sumatra (68

[16] A separate and independent effort to monitor the implementation, targeting and effect of the scholarship

percent), rural primary schools in Maluku (70 percent), and urban junior secondary schools in Maluku (72 percent).

Table 12: Percentage of respondents (head-teachers) who have heard of the block grant program, by province

	Primary schools			Junior Secondary schools		
	Rural	Urban	Total	Rural	Urban	Total
North Sumatra	77.6	67.3	76.1	91.8	90.7	91.6
Jakarta		74.7	74.7		87.5	87.5
Central Java	94.5	90.3	94.2	78.5	77.5	78.4
South Sulawesi	91.2	79.2	90.3	81.9	78.3	81.4
Maluku	70.3	90.6	71.7	92.7	72.1	89.1
All	88.9	77.5	87.1	83.0	85.8	83.7

Second, head-teachers were asked where they first heard of the block grant program. As reported in Table 13, most head-teachers in primary schools had heard of the program from either the Kandep or the Kancam (district and sub-district education) office, or as in the case of Jakarta and Central Java many had heard about it from Dinas (department of home affairs local office). At the junior secondary level, virtually all of the head-teachers had heard of the block grant from the Kandep or Kancam office.[17]

Table 13: Of the respondents who had heard of the block grant program, the distribution of where they first heard about the program

	North Sumatra	Jakarta	Central Java	South Sulawesi	Maluku	Total
Primary schools						
Kanwil	1.6	0.0	0.0	0.3	1.9	0.4
Kandep/cam	70.2	34.7	22.7	44.6	32.9	36.1
Dinas	14.3	35.8	69.3	15.7	7.0	45.4
Supervisor	3.2	12.0	1.0	7.5	8.9	3.6
Newspaper	1.6	2.9	0.2	0.0	1.9	0.7
Radio	0.0	0.0	0.0	6.0	1.9	1.1
TV	2.9	4.4	4.2	9.0	14.4	5.2
Other (often Kancam)	4.7	7.3	2.7	15.5	29.2	6.7
Missing response	1.6	2.9	0.0	1.5	1.9	0.8
Total	100	100	100	100	100	100
Junior Secondary schools						

and grants program nationally is currently underway.

[17] Kancam was not included as a separate item on the questionnaire. Many of the data collectors checked off "Kandep" and hand wrote in Kancam on the form while others checked off "other" and hand wrote Kancam on the form.

Kanwil	8.4	14.3	5.4	2.0	5.9	7.1
Kandep/cam	79.0	78.5	82.6	94.2	74.2	82.3
Dinas	0.0	3.6	5.4	2.0	0.0	3.0
Supervisor	5.6	0.0	0.0	0.0	0.0	1.5
TV	7.0	3.6	0.0	0.0	3.4	2.5
Other (often Kancam)	0.0	0.0	6.6	2.0	16.5	3.6
Total	100	100	100	100	100	100

Last, head teachers were asked whether they had been promised a block grant or not. As reported in Table 14, about 50 percent and 60 percent of the primary schools and junior secondary schools surveyed had been promised a block grant, with Jakarta having the lowest rate of positive answers (only 24 percent of primary schools and 31 percent of junior secondary schools).[18]

Table 14: Percentage of schools that have been promised a block grant, by province

	Primary schools			Junior Secondary schools		
	Yes	Haven't heard of block grant	Don't know/ missing	Yes	Haven't heard of block grant	Don't know/ Missing
North Sumatra	54.9	23.5	6.5	75.2	8.4	2.1
Jakarta	23.5	25.3	4.4	31.3	12.5	0.0
Central Java	52.4	5.6	28.2	54.3	21.6	22.4
South Sulawesi	36.4	9.6	2.3	40.1	18.6	3.2
Maluku	39.7	27.9	6.0	54.3	8.2	26.3
All	*47.6*	*12.1*	*16.4*	*54.3*	*16.2*	*11.9*
Poorer Kecamatan only						
North Sumatra	66.7	9.8	7.2	91.2	0.0	0.0
Jakarta	20.4	23.3	6.4	23.6	11.6	0.0
Central Java	58.8	6.0	21.1	59.4	23.9	15.1
South Sulawesi	28.8	11.5	0.0	50.0	50.0	0.0
Maluku	42.7	26.5	4.7	61.6	6.0	17.7
All	*55.2*	*9.3*	*15.1*	*62.2*	*16.8*	*10.0*

Slightly more schools in the poorer areas than overall report that they have been promised a block grant: 55 versus 48 for primary schools, 62 versus 54 percent for junior secondary schools (Table 14) – indicating that the targeting of poorer schools may be working. This finding does not hold for schools in Jakarta and for primary schools in

[18] The program is designed to cover the poorest 60% of all schools.

South Sulawesi, however, where fewer schools in the poorer areas report that they have been promised a grant.

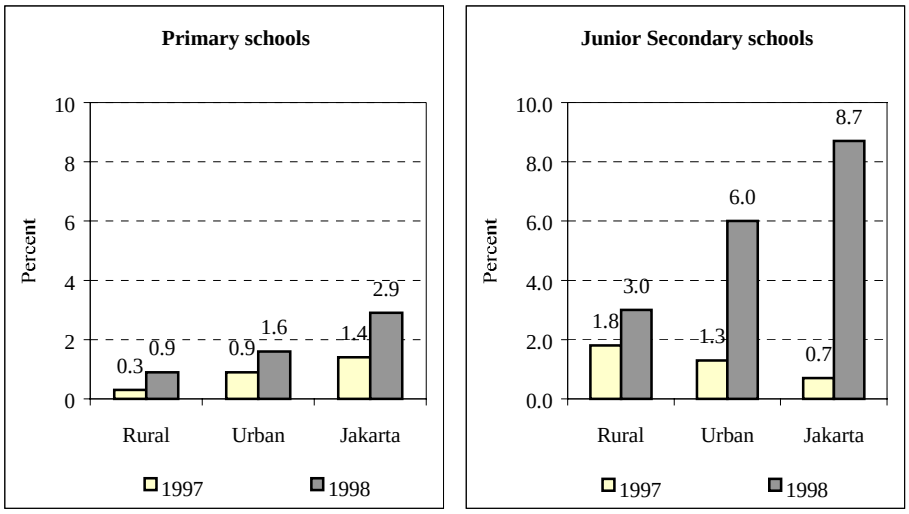
Schools that had been promised a block grant were asked how much money they had already received. Virtually none had actually received any of the money: only two of the primary schools and 10 of the junior secondary schools had. This is not surprising, however, since by early October when the survey was fielded, training was still ongoing for government and school administrators, a prerequisite for distribution of the grants.

In addition to information on block grants, schools were asked how many students are currently receiving a scholarship, and how many received a scholarship in the past academic year, regardless of the source of the scholarship. The instructions to data collectors were to treat students who had been notified that they had been approved for a scholarship as "currently receiving" even if they had not yet actually received any money, however students who had only been nominated to receive a scholarship were not to be included.

The percentage of students on scholarship has increased in all schools, although the increase at the primary level is very small resulting in only 1.1 percent of primary students receiving a scholarship (Table 15 and Figure 8).[19] At the junior secondary level the percentage of students on scholarships increased from 1.7 percent to 3.8 percent overall, although in Jakarta the increase was by 8 percentage point resulting in 8.7 percent of students being on scholarship. Increases in the poorer areas were not substantially larger than those overall, and in several cases were actually lower. Poorer areas are not being particularly well targeted, although it may still be that poorer students in all schools are being well targeted.

[19] The Stay-in-School program aims at giving scholarships to 6 percent and 17 percent of primary and junior secondary students respectively.

Figure 8: Percentage of student receiving a scholarship in 1997 and 1998



Note: Jakarta is included in the urban average

In summary, the block grant program appears to be widely known by head-teachers around the country (at least in the survey provinces), and most of them first heard about the program through the district or sub-district education offices. Moreover, about 50 to 60 percent of schools report that they have been promised a block grant although very few had received any money by the time of the survey. As for scholarships, the percentage of students who are receiving scholarships has clearly increased in the past year, especially in urban areas, although the levels are far from those targeted by the intervention.

Table 15: Percentage of students reported as receiving a scholarship (regardless of source)

		Primary schools				Junior Secondary schools			
		Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools									
1997		0.3	0.9	1.4	0.4	1.8	1.3	0.7	1.7
1998		0.9	1.6	2.9	1.1	3.0	6.0	8.7	3.8
Change		+0.6	+0.7	+1.5	+0.7	+1.2	+4.7	+8.0	+2.1
	Boys	0.8	1.6	2.9	1.0	2.3	6.0	8.8	3.2
	Girls	1.1	1.6	2.8	1.2	3.6	6.1	8.6	4.2
Schools in poorer Kecamatan									
1997		0.3	1.0	2.1	0.4	3.3	1.5	0.9	2.1
1998		0.8	2.0	3.8	1.1	3.2	5.0	7.7	3.5
Change		+0.5	+1.0	+1.7	+0.7	+0.9	+3.5	+6.8	+1.4
	Boys	0.7	2.0	4.0	1.0	2.2	5.1	8.0	2.8
	Girls	0.9	2.0	3.6	1.1	4.0	4.9	7.4	4.2

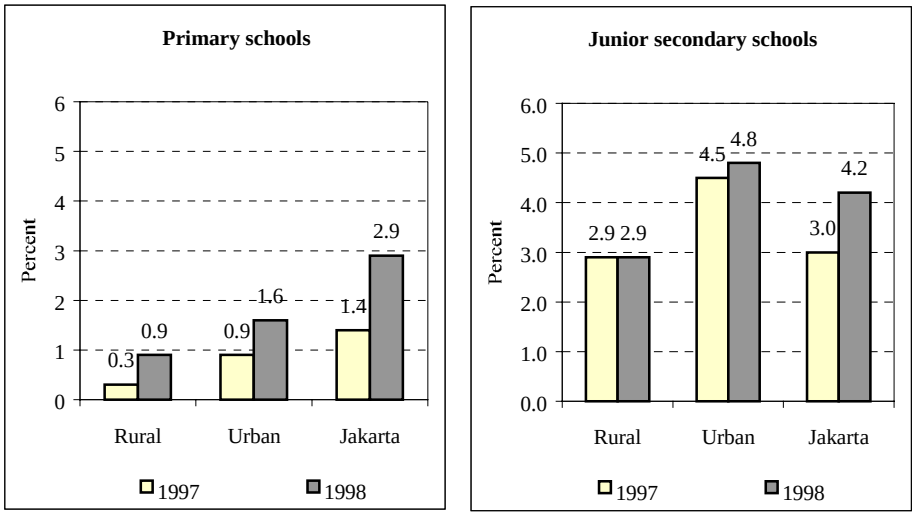
Note: Jakarta is included in the urban average.

VI. Student absenteeism

In addition to information on enrollment, fees, and block grants and scholarships, the survey asked about the number of students absent on a Monday prior to the school visit, as well as on a comparison Monday one year before. This information was gathered from reviewing the absentee books for both days (so the records for the past year needed to be located). The percentage of students absent for grade 3 at the primary level and all grades at the junior secondary level are reported in Table 16 and Figure 9.[20]

[20] The data on absences may be invalid if teachers do not fill out accurate information in the absence books. To the extent that the incentives to over- or under-report absences have not changed from last year to this year the analysis of the change in the rate of absenteeism is valid, even if the levels are mis-reported.

Figure 9: Percentage of student reported as absent on a given day in 1997 and 1998



Note: Jakarta is included in the urban average

Table 16: Percentage of students reported as being absent on October 5 1998, and on October 6 1997

		Primary schools (grade 3)				Junior Secondary schools			
	Year	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools									
	1997	3.1	2.2	1.8	2.9	2.9	4.5	3.0	3.3
	1998	3.2	2.9	3.1	3.1	2.9	4.8	4.2	3.3
Schools in poorer Kecamatan									
	1997	2.6	1.7	1.4	2.5	2.5	3.6	2.4	2.7
	1998	2.6	2.2	2.8	2.5	2.4	4.2	4.2	2.8

Note: Jakarta is included in the urban average.

Overall, there is a substantial increase in absences in Jakarta, at both the primary and secondary levels. At grade 3 of the primary level in Jakarta, the rate has almost doubled (from 1.8 to 3.1 percent) and at the junior secondary level it has increased by a third (from 3.0 to 4.2 percent) and in both cases the increase is evenly shared between boys and girls. Restricting the sample to schools in poorer Kecamatan changes neither the patterns nor the levels of absenteeism. Outside of Jakarta, the increase in the percentage of students absent has been much smaller, in particular there has been practically no increase in rural areas.

For the current year, schools were asked to report the number of students who are listed as being absent for more than two weeks (Table 17). The percentage is highest at the primary level in rural areas, and higher for boys than for girls, 3.3 versus 2.4 percent respectively. The next highest group is rural junior secondary schools where the percentage for boys and girls is 1.9 and 1.0 percent respectively. The only other group that reaches levels such as these are boys at the primary level in Jakarta where the percentage is 1.6.

Table 17: Percentage of students reported as being absent for more than two weeks in the current year

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools	2.9	0.6	0.9	2.4	1.2	0.6	0.4	1.1
Boys	3.3	0.7	1.0	2.7	1.6	0.9	0.7	1.4
Girls	2.4	0.6	0.8	2	0.8	0.3	0.1	0.7
Schools in poorer Kecamatan	3.3	0.8	1.4	2.8	0.7	0.7	0.1	0.7
Boys	3.7	0.9	1.6	3.1	1.0	1.0	0.1	1.0
Girls	2.9	0.7	1.2	2.5	0.5	0.4	0	0.5

Note: Jakarta is included in the urban average.

VII. Conclusions

The results of this survey, consistent to a large degree with other surveys conducted recently, reveal that the impact of the crisis has been varied on parents, types of schools (public/private), level of schooling (primary/junior secondary), and urban versus rural areas. Overall, parents in poorer areas are finding more difficulty in sending their children to school and more parents are having difficulty making timely monthly school payments. Private schools are seeing larger declines in enrollments than public schools, and the main reductions of enrollment are seen at the junior secondary level. This is not surprising given that junior secondary schools are much more expensive for families compared to primary schools. Urban areas have been more hard-hit by the crisis than rural areas and this is seen in the larger enrollment declines in urban schools than rural ones, and especially for grade JS-1. In addition, absences have increased in both primary and junior secondary schools among children in Jakarta.

GOI's education safety net programs (scholarships, block grants) to alleviate the impact of the crisis on poor parents and schools are starting to take effect. The programs are widely known already, many schools have abolished entry fees, and the number of students receiving scholarships has increased. Not all target groups had been reached yet at the time of the survey, and further implementation of the safety net programs is currently underway.

This survey, carried out in a short period of time (approximately 2 weeks), has been useful in providing a close look at how schools, parents and children are being affected by and reacting to the crisis in its first year. It has also provided an indication of the effect of government policy. Two additional steps should be carried out: follow-up visits to some schools should be conducted to investigate more deeply the reaction of the schools and the surrounding community; and a similar repeat survey should be conducted every six months (beginning and end of school year) or thereabouts to more closely monitor changes on the ground. Such sample based surveys can be more useful (timely and cost-effective) than school census surveys, especially when complemented by household-level surveys such as Indonesia's SUSENAS.

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Annex 1: Principal findings from other recent surveys on the impact of the crisis on basic education

Name	Methodology	Main findings on changes between 1997 and 1998
Indonesia Family Life Survey 2+ (interim report dated 12/26/98) – RAND	Panel of households surveyed. Fielded in late August 1998.	**Ages 7-14:** Change in enrollment *rate* of –4.2 percent for males and –4.9 percent for females (with a very large fall of –8.6 percent among the poorest quartile)
Kecamatan rapid poverty assessment	Qualitative assessment from 3 community respondents including the sub-district primary school supervisor. Fielded in Sept/Oct. 1998.	Respondents claimed that taking children out of primary school was not a common response to the crisis. Most school supervisors reported no increase in dropout between grades 3 and 4 of primary. Some indication of delayed grade P-1 enrollment for boys.
Survey of schools in poorer areas (primarily rural) – UNICEF/GOI	School surveys of 365 schools in 5 provinces. Fielded early August 1998.	Decrease in total enrollments at the primary level, increase in total enrollments at the junior secondary level.
100 villages surveys	Household survey repeated in the same villages. Fielded early 1998	**Ages 7-12:** change in enrollment *rate* of -2.9 percent (-2.5 percent in urban areas and –3.0 percent in rural areas) **Ages 13-15:** change in enrollment *rate* of +3.3 percent (-2.8 percent in urban areas and -4.2 percent in rural areas)
SUSENAS*	Household survey for all provinces. Fielded Jan/Feb. 1998	**Ages 7-12:** change in enrollment *rate* of –0.39 percent (-0.34 percent in urban areas and –0.42 percent in rural areas) **Ages 13-15:** change in enrollment *rate* of 0.04 percent (-0.92 percent in urban areas and +0.56 percent in rural areas)
Compiled from: Sumarto, Sudarno, 1998. "Indonesia Crisis Update: *Preliminary Survey Results*". EACIF. The World Bank. Jakarta, Indonesia. Note dated 5 November 1998. Sumarto, Sudarno, Anna Wetterberg, and Lant Pritchett. "The Social Impact of the Crisis in Indonesia: Results from a Nationwide Kecamatan Survey," mimeo, EACIF. The World Bank. Jakarta, Indonesia. UNICEF/GOI, 1998. Preliminary results from a Survey of Schools.		

* Additional detailed analysis is underway in EASED.

Annex 2: Number of surveyed schools by Kecamatan

Province	Kabupaten/Kotamadya	Kecamatan	Number of primary schools	Number of junior secondary schools
North Sumatra	Tapanuli Utara	Sipoholon	4	1
North Sumatra	Tapanuli Utara	Siborong-Borong	14	1
North Sumatra	Tapanuli Utara	Balige	7	1
North Sumatra	Tapanuli Utara	Onan Runggu	11	1
North Sumatra	Deli Serdang	Sibolangit	3	1
North Sumatra	Deli Serdang	Tebingtinggi	9	2
North Sumatra	Deli Serdang	Tanjung Morawa	8	2
North Sumatra	Deli Serdang	Percut Sei Tuan	11	4
North Sumatra	Medan (urban)	Medan Denai	8	2
North Sumatra	Medan (urban)	Medan Polonia	7	2
North Sumatra	Medan (urban)	Medan Timur	7	4
North Sumatra	Medan (urban)	Medan Kota Belawan	7	3
Jakarta	Jakarta Timur (urban)	Ciracas	4	2
Jakarta	Jakarta Timur (urban)	Jatinegara	8	1
Jakarta	Jakarta Timur (urban)	Duren Sawit	9	4
Jakarta	Jakarta Timur (urban)	Pulo Gadung	9	2
Jakarta	Jakarta Pusat (urban)	Tanah Abang	7	4
Jakarta	Jakarta Pusat (urban)	Senen	6	2
Jakarta	Jakarta Pusat (urban)	Kemayoran	10	4
Jakarta	Jakarta Pusat (urban)	Sawah Besar	6	1
Jakarta	Jakarta Utara (urban)	Pademangan	3	1
Jakarta	Jakarta Utara (urban)	Tanjung Priok	9	4
Jakarta	Jakarta Utara (urban)	Koja	8	4
Jakarta	Jakarta Utara (urban)	Cilincing	8	3
Central Java	Purbalingga	Bukateja	9	2
Central Java	Purbalingga	Purbalingga	4	3
Central Java	Purbalingga	Bojongsari	8	1
Central Java	Purbalingga	Karanganyar	11	2
Central Java	Pati	Pucakwangi	7	1
Central Java	Pati	Pati	10	3
Central Java	Pati	Trangkil	8	2
Central Java	Pati	Dukuhseti	8	1
Central Java	Tegal (urban)	Tegal Selatan	11	1
Central Java	Tegal (urban)	Tegal Timur	4	2
Central Java	Tegal (urban)	Tegal Barat	11	4
Central Java	Tegal (urban)	Margadana	5	2
South Sulawesi	Bulukumba	Gantarang Kindang	3	3
South Sulawesi	Bulukumba	Ujung Bulu	9	2
South Sulawesi	Bulukumba	Kajang	7	2
South Sulawesi	Bulukumba	Bulukumba	12	2
South Sulawesi	Wajo	Sabbang Paru	8	1
South Sulawesi	Wajo	Pammana	8	0
South Sulawesi	Wajo	Majauleng	12	2
South Sulawesi	Wajo	Moniang Pajo	9	0
South Sulawesi	Ujung Pandang (urban)	Mamajang	4	1
South Sulawesi	Ujung Pandang (urban)	Makassar	8	2
South Sulawesi	Ujung Pandang (urban)	Ujung Tanah	5	2
South Sulawesi	Ujung Pandang (urban)	Panakkukang	13	5
Maluku	Maluku Tengah	Banda	4	1
Maluku	Maluku Tengah	Sala Hutu	4	0
Maluku	Maluku Tengah	Seram Barat	13	4
Maluku	Maluku Tengah	Seram Utara	12	2
Maluku	Maluku Utara	Taliabu Barat	10	2
Maluku	Maluku Utara	Gane Barat	9	1
Maluku	Maluku Utara	Kao	8	0
Maluku	Maluku Utara	Morotai Selatan	9	1
Maluku	Ambon (urban)	Nusaniwe	9	2
Maluku	Ambon (urban)	Sirimau	12	3
Maluku	Ambon (urban)	Teluk Ambon Baguala	11	3
Total			478	121

Annex 3: Weights

The results derived from this survey are calculated using weights. The weights are designed to map the sample distribution of schools by urban/rural status and type (SD/MI or SLPT/MTs) into the actual distribution of schools at the *provincial* level. The weights used are given in Table A3.

Table A3: Actual number of schools, sample number of schools, and implied weights

	RURAL				URBAN			
	SD	MI	SLTP	MTs	SD	MI	SLTP	MTs
ACTUAL NUMBER OF SCHOOLS								
North Sumatra	8060	786	1128	401	1374	133	404	30
Jakarta					3347	547	976	135
Central Java	20350	3426	2191	1050	1557	171	257	28
South Sulawesi	6854	578	612	314	575	38	155	4
Maluku	2544	128	255	30	191	6	42	1
SAMPLE NUMBER OF SCHOOLS								
North Sumatra	66	1	9	4	26	3	10	1
Jakarta					79	8	28	4
Central Java	50	15	8	7	28	3	8	1
South Sulawesi	64	4	5	7	27	3	9	1
Maluku	65	4	7	4	31	1	7	1
IMPLIED WEIGHT (ratio)								
North Sumatra	122.12	786.00	125.33	100.25	52.85	44.33	40.40	30.00
Jakarta					42.37	68.38	34.86	33.75
Central Java	407.00	228.40	273.88	150.00	55.61	57.00	32.13	28.00
South Sulawesi	107.09	144.50	122.40	44.86	21.30	12.67	17.22	4.00
Maluku	39.14	32.00	36.43	7.50	6.16	6.00	6.00	1.00

Annex 4: Reported number of dropouts

School reported dropouts generally need to be treated with caution as schools are often reluctant to admit to having had students drop out. Moreover, in many cases schools report a student as having dropped out only if they did so during the school year and not if they did so between grades. However, as a comparison of the enrollment statistics, schools in this survey were asked about the number of students who had dropped out in the past three years (Table A4).

Table A4: Percentage of students reported as having dropped out

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
1995/96	0.8	1.0	0.4	0.9	1.9	2.0	1.5	2.0
1996/97	0.8	0.9	0.3	0.8	1.7	1.9	1.4	1.8
1997/98								
All schools	0.8	1.0	0.2	0.9	2.0	2.0	1.7	2.0
All schools – boys	1.2	1.2	0.3	1.2	2.4	2.7	2.3	2.5
All schools – girls	0.6	0.9	0.2	0.6	1.5	1.3	1.2	1.4
Schools in poorer Kecamatan	0.7	1.3	0.3	0.8	1.4	2.7	2.0	1.6
Schools in poorer Kecamatan – boys	1.0	1.5	0.4	1.0	1.6	3.4	2.7	1.9
Schools in poorer Kecamatan – girls	0.4	1.2	0.3	0.5	1.2	1.9	1.4	1.3

Note: Jakarta is included in the urban average.

The percentage of students reported to have dropped out does not appear to have been higher in the last academic year, when compared to the two years prior. The only increase appears to be a minor one in junior secondary schools in Jakarta.

The decomposition of reported dropouts reveals that the percentage is consistently higher for boys than for girls at the junior secondary level. The reported percentages do not appear to be higher in the poorer Kecamatan.

Annex 5: Comparison of trends in changes in overall and grade 1 enrollment

Table A5-1: Percentage change in the number of students enrolled

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
1994 to 1995	-1.2	-1.0	-1.6	-1.2	7.8	0.6	-0.8	5.7
1995 to 1996	-1.5	-2.3	-2.6	-1.7	5.2	-3.1	-4.5	2.8
1996 to 1997	-0.6	-2.1	-2.2	-0.9	1.3	-6.2	-5.1	-0.7
1997 to 1998*	-1.7	-1.1	-0.1	-1.6	0.0	-6.3	-8.6	-1.6

Note: Jakarta is included in the urban average. * "crisis impact" year

Table A5-2: Percentage change in the number of students enrolled in grade 1

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
1994 to 1995	-4.0	1.1	-0.7	-2.8	2.9	-6	-0.9	0.3
1995 to 1996	1.6	-0.6	-3.0	1.1	4.8	-4.8	-6.8	2.2
1996 to 1997	-3.2	0.5	3.3	-2.3	-2.8	-5.9	-5.7	-3.6
1997 to 1998*	3.4	2.1	3.0	3.1	-1.4	-8.1	-13	-3.1

Note: Jakarta is included in the urban average. * "crisis impact" year

Annex 6: Changes in the structure of fees

Table A6-1: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Public Primary schools

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	61.3	1.8	20.3	16.7	100.0
(unweighted number of schools)	(195)	(5)	(85)	(66)	(351)
Average entrance fee in 1997/98	0	0	5420	7450	2343
Average entrance fee in 1998/99	0	2216	0	8757	1502
Percent change				*+17.5*	*-35.9*
Average monthly fee in 1997/98	1020	1237	1082	1423	1105
Average monthly fee in 1998/99	1003	1378	772	1549	1057
Percent change	*-1.7*	*+11.4*	*-28.7*	*+8.9*	*-4.3*
Average quarterly exam fee in 1997/98	1018	897	894	1385	1053
Average quarterly exam fee in 1998/99	864	1090	893	1341	955
Percent change	*-15.1*	*+21.5*	*-0.1*	*-3.2*	*-9.3*
Percent promised a block grant	63.2	16.7	45.9	67.8	58.8

Table A6-2: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Public Primary schools – Poorer Kecamatan only

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	65.9	1.6	16.4	16.0	100.0
(unweighted number of schools)	(112)	(2)	(43)	(36)	(193)
Average entrance fee in 1997/98	0	0	7685	7014	2387
Average entrance fee in 1998/99	0	1614	0	9609	1565
Percent change				*+37.0*	*-34.4*
Average monthly fee in 1997/98	1032	909	1202	1419	1122
Average monthly fee in 1998/99	1082	1387	1111	1462	1154
Percent change	*+4.8*	*+52.6*	*-7.6*	*+3.0*	*+2.9*
Average quarterly exam fee in 1997/98	1033	912	965	1275	1059
Average quarterly exam fee in 1998/99	870	1095	919	1201	935
Percent change	*-15.8*	*+20.1*	*-4.8*	*-5.8*	*-11.7*
Percent promised a block grant	70.1	0.0	51.5	75.7	65.9

Table A6-3: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Private Primary schools

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	29.1	2.4	7.9	60.6	100.0
(unweighted number of schools)	(20)	(2)	(7)	(64)	(93)
Average entrance fee in 1997/98	0	0	28003	33415	22456
Average entrance fee in 1998/99	0	7988	0	34952	21383
Percent change				*+4.6*	*-4.8*
Average monthly fee in 1997/98	1954	1360	8380	5958	5025
Average monthly fee in 1998/99	2012	1701	10044	7258	6022
Percent change	*+3.0*	*+25.1*	*+19.9*	*+21.8*	*+19.8*
Average quarterly exam fee in 1997/98	1363	2907	1770	2939	2387
Average quarterly exam fee in 1998/99	1398	1360	1823	3378	2609
Percent change	*+2.6*	*-53.2*	*+3.0*	*+14.9*	*+9.3*
Percent promised a block grant	53.8	77.3	73.3	36.4	46.3

Table A6-4: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Private Primary schools – Poorer Kecamatan only

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	29.0	0.9	12.1	58.0	100.0
(unweighted number of schools)	(11)	(1)	(4)	(34)	(50)
Average entrance fee in 1997/98	0	0	30632	30300	21264
Average entrance fee in 1998/99	0	25000	0	30714	18043
Percent change				*+1.4*	*-15.1*
Average monthly fee in 1997/98	1189	6000	9287	5500	4935
Average monthly fee in 1998/99	1334	7500	11025	6332	5723
Percent change	*+12.2*	*+25.0*	*+18.7*	*+15.1*	*+16.0*
Average quarterly exam fee in 1997/98	1382	6000	1788	2441	2089
Average quarterly exam fee in 1998/99	1323	6000	1729	2885	2291
Percent change	*-4.3*	*0.0*	*-3.3*	*+18.2*	*+9.7*
Percent promised a block grant	74.1	0.0	46.3	46.3	59.7

Table A6-5: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Public Junior Secondary schools

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	22.1	0.0	13.8	64.2	100.0
(unweighted number of schools)	(13)	(0)	(6)	(18)	(37)
Average entrance fee in 1997/98	0		22485	42486	30347
Average entrance fee in 1998/99	0		0	26235	16830
Percent change				*-38.3*	*-44.5*
Average monthly fee in 1997/98	1271		1926	4265	3282
Average monthly fee in 1998/99	1384		1926	4724	3601
Percent change	*8.9*		*0.0*	*10.8*	*9.7*
Average quarterly exam fee in 1997/98	558		0	998	790
Average quarterly exam fee in 1998/99	698		0	1124	905
Percent change	*25.1*			*12.6*	*14.6*
Percent promised a block grant	*71.2*		*61.6*	*75.4*	*72.6*

Table A6-6: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Public Junior Secondary schools – Schools in Poorer Kecamatan

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	10.3	0.0	4.2	85.5	100.0
(unweighted number of schools)	(4)	(0)	(3)	(14)	(21)
Average entrance fee in 1997/98	0		78333	41880	39080
Average entrance fee in 1998/99	0		0	25932	22177
Percent change				*-38.1*	*-43.3*
Average monthly fee in 1997/98	1012		4167	4188	3859
Average monthly fee in 1998/99	1135		4167	4609	4232
Percent change	*12.2*		*0.0*	*10.1*	*9.7*
Average quarterly exam fee in 1997/98	0		0	795	678
Average quarterly exam fee in 1998/99	0		0	912	778
Percent change				*14.7*	*14.7*
Percent promised a block grant	84.7		0	79.8	79.1

Table A6-7: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Private Junior Secondary schools

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	24.7	0.0	6.3	69.5	100.0
(unweighted number of schools)	(17)	(0)	(5)	(62)	(84)
Average entrance fee in 1997/98	0		7349	36750	26007
Average entrance fee in 1998/99	0		0	42542	29574
Percent change				*15.8*	*13.7*
Average monthly fee in 1997/98	7152		2824	9568	8490
Average monthly fee in 1998/99	7774		3646	11366	9916
Percent change	*8.7*		*29.1*	*18.8*	*16.8*
Average quarterly exam fee in 1997/98	6377		5900	7112	6858
Average quarterly exam fee in 1998/99	7518		5539	8516	8085
Percent change	*17.9*		*-6.1*	*19.7*	*17.9*
Percent promised a block grant	30.2		35.3	63.7	53.5

Table A6-8: Average fees according to whether or not the school required an entrance fee for the 1997/98 and 1998/99 school years: Private Junior Secondary schools – Schools in Poorer Kecamatan

	Schools that had no entrance fee in both years	Schools that instituted an entrance fee	Schools that abolished an entrance fee	Schools that had an entrance fee in both years	All schools
ALL					
Percentage of schools	24.6	0.0	5.0	70.4	100.0
(unweighted number of schools)	(9)	(0)	(1)	(33)	(43)
Average entrance fee in 1997/98	0		10000	38541	27635
Average entrance fee in 1998/99	0		0	42805	30135
Percent change				*11.1*	*9.0*
Average monthly fee in 1997/98	5859		5000	8780	7767
Average monthly fee in 1998/99	6951		6500	10692	9432
Percent change	*18.6*		*30.0*	*21.8*	*21.4*
Average quarterly exam fee in 1997/98	6472		6000	6220	6271
Average quarterly exam fee in 1998/99	7581		6800	7210	7281
Percent change	*17.1*		*13.3*	*15.9*	*16.1*
Percent promised a block grant	29.7			73.7	62.1

Table A6-9: Percentage of schools with no monthly fees (Parent association –BP3- plus school fees -SPP- for private schools)

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997/98	9.7	1.0	0.0	8.6	0.0	0.0	0.0	0.0
1998/99	16.8	2.3	0.0	14.9	1.5	0.3	0.0	1.2
Percentage point change	*+7.1*	*+1.3*	*+0.0*	*+6.3*	*+1.5*	*+0.3*	*+0.0*	*+1.2*
Schools in poorer Kecamatan								
1997/98	6.4	0.0	0.0	5.7	0.0	0.0	0.0	0.0
1998/99	10.0	0.1	0.0	8.9	0.0	0.0	0.0	0.0
Percentage point change	*+3.6*	*+0.1*	*+0.0*	*+3.2*	*+0.0*	*+0.0*	*+0.0*	*+0.0*

Note: Jakarta is included in the urban average.

Table A6-10: Average monthly fees (Parent association –BP3- plus school fees -SPP- for private schools)

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997/98	1069	5099	6782	1603	3974	12547	15161	6197
1998/99	1062	5880	7902	1707	4619	14326	17479	7136
Percent change	*-0.7*	*+15.3*	*+16.5*	*+6.5*	*+16.2*	*+14.2*	*+15.3*	*+15.2*
Schools in poorer Kecamatan								
1997/98	1078	5265	7169	1571	4376	12016	15853	5956
1998/99	1146	5841	8041	1700	5192	14037	18749	7022
Percent change	*+6.3*	*+10.9*	*+12.2*	*+8.2*	*+18.6*	*+16.8*	*+18.3*	*+17.9*

Note: Jakarta is included in the urban average.

Table A6-11: Percentage of parents exempt from paying monthly fees (Parent association –BP3- plus school fees -SPP- for private schools)

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
All schools								
1997/98	2.1	4.3	4.6	2.5	1.8	2.1	1.7	1.9
1998/99	2.7	5.1	5.8	3.2	2.8	2.4	2.4	2.7
Percentage point change	*+0.6*	*+0.8*	*+1.2*	*+0.7*	*+1.0*	*+0.3*	*0.7*	*0.8*
Schools in poorer Kecamatan								
1997/98	1.9	3.8	5.0	2.2	1.6	1.7	0.9	1.6
1998/99	2.5	4.6	6.1	2.8	2.7	1.9	1.2	2.6
Percentage point change	*+0.6*	*+0.8*	*+1.1*	*+0.6*	*+1.1*	*+0.2*	*+0.3*	*+1.0*

Note: Jakarta is included in the urban average.

Table A6-12: Fees for quarterly tests (EHB)

	Primary schools				Junior Secondary schools			
	Rural	Urban	Jakarta	Total	Rural	Urban	Jakarta	Total
1997/98	973	3028	3595	1243	2771	8913	13511	4360
1998/99	904	3162	4032	1200	3099	11027	16892	5119
Percentage change	*-7.1*	*+4.4*	*+12.2*	*-3.5*	*+11.8*	*+23.7*	*+25.0*	*+17.4*
Schools in poorer Kecamatan								
1997/98	954	2932	3623	1183	2738	8228	13202	3851
1998/99	856	2995	3985	1101	3157	9699	15469	4449
Percentage change	*-10.3*	*+2.1*	*+10.0*	*-6.9*	*+15.3*	*+17.9*	*+17.2*	*+15.5*

Note: Jakarta is included in the urban average.