THE ROLE OF UNESCO TOWARDS LITERACY PROGRAM IN INDONESIA
(2006 - 2011)

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This thesis entitled “The Role of UNESCO towards Literacy Program in Indonesia (2006 – 2011)” prepared and submitted by Diah Mustika Rahayu in partial fulfillment of the requirements for the degree of Bachelor in the Faculty of Business and International Relations has been reviewed and found to have satisfied the requirements for a thesis fit to be examined. I therefore recommend this thesis for Oral Defense.

Cikarang, Indonesia, February, 5th 2013

Munawar Fuad
DECLARATION OF ORIGINALITY

I declare that this thesis, entitled “The Role of UNESCO towards Literacy Program in Indonesia (2006 – 2011)” is, to the best of my knowledge and belief, an original piece of work that has not been submitted, either in whole or in part, to another university to obtain a degree.

Cikarang, Indonesia, February, 5th 2013

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ABSTRACT

The Issue of Education is a domestic problem which needs global cooperation in overcoming the problem. Education is assumed plays a great role in country’s development, thus countries in the world agreed to improve the quality of education within an international cooperation. UNESCO as the International Organization which concerns its objective in education leads the movement of member countries to disseminate the important of education and provides member countries a forum to discuss further about education. Literacy is the minor problem of education which consider as the basic needs to have wider education.

Literacy is the ability of people in literature, which is to read and write. Definition of literacy in each country will be different so as the standard of literacy. But every country believes by eradicating illiteracy, a better life will be received. Literacy is considered as the basic human right because by being literate, people will capable to involve in broader society. In practice, literate society is not easy. Problems such as economic, culture and geographical are factors that hinder the progress to literate people.

Countries realize the importance of literacy for their people and future, thus - through UNESCO - countries bind their commitment into a movement to eradicate illiteracy. Related to literacy movement in Indonesia, UNESCO provides strategic policy, target and goal under the Education for All and Literacy Initiative. UNESCO tries to strengthen the commitment of Indonesia in combating illiteracy by monitoring the progress of illiteracy eradication and also provides forum for member-countries including Indonesia to share experiences and knowledge about literacy movement in each country thus each country could learn from each other to implement the best way to combat illiterate people. The role of UNESCO towards literacy movement in Indonesia is not that much, but it gives significant influence towards the eradication of illiterate people.

Key words: Education, Literacy, UNESCO, Education for All, Literacy Initiative for Empowerment and Indonesia
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CHAPTER I

INTRODUCTION

1.1 Background of the Study

Today, the world has been growing a lot. Modernity has dominated all aspects in the daily life of human being. These all happened as the impact of the so-called- Globalization. According to Thomas Friedman, globalization is the integration of capital, technology and information across national borders, in a way that is creating a single global market and, to some degree, a global village.\(^1\) In the other word, globalization makes the world becomes flatter and borderless. People are free to access about other people, other countries and any information just by searching in internet, people are easy to enter a country and even live and work in the other countries, communication becomes simple and faster. Globalization is narrowing the distance and place and shorting the time. It is surely not just a phenomenon and a passing trend. According to Thomas Friedman in his book The Lexus and the Olive Tree, Globalization is the International System that replaced The Cold War system.

For more than a decade, globalization has applied in the world. The world has changed to be more flexible. People in the world no longer compete in the national level but international. It requires people to gain knowledge and skill, improve quality of their self therefore they could survive in competing in

International level. Education then becomes very much important for today’s life. Educated generations will enhance lives, they have capability in solving problem, decision making, innovating and discover new thing that will be the new hope for humankind. Government in each country really understands the role and the important of education for people and for the country in the future. It is then becomes background of the intention of government in every country in the world to improve the quality of education.

United Nations Educational, Scientific and Cultural Organization (UNESCO) is the International Institutions/International Organization that lead international community (either state actor or non-state actor which are government of countries, international and local NGO \(^2\), Multinational Corporations\(^3\), International Media and Religious Community), in addressing and overcoming global issue related to education, social and culture. This International Organization plays an important role in assuring the commitment of all countries to improve the education quality due to the spreading of Globalization. UNESCO has many discussions about the issue of education in the world and formulates goals for education and its strategy to achieve the goals. From all conferences related to education, the most important that lead to a global

\(^2\) Non – Governmental Organization. It is a legally constituted organization created by natural or legal persons that operates independently from any form of government.

\(^3\) Corporation enterprise that manages production or delivers services in more than one country.
movement of education and they become the guideline for countries in dealing with educational problem is Dakar Framework which resulted Education for All. For the last 2 decades, countries in the world had been involving in the international cooperation which concern in the global movement for education. This first was signed by the World Conference on Education for All (EFA) which held in Jomtien, Thailand 1990. This conference brought the idea of universalize primary education and massively reduce illiteracy by the end of the decade which hopefully could be reached by the upcoming 2000. Unfortunately, when the deadline of EFA came, many countries had not reached nor progressed far from the goal set in 1990. Therefore, those countries agreed to make the next round of world declaration on education which held in Dakar and resulting the-so-called Dakar Framework of Action. Dakar Framework of Actions is a force for states to reaffirm the commitment to achieve Education for All by the end 2015 and this identified the six measurable indicators for meeting the needs of Education for children, youth and adults by 2015.

These six goals of Education for All are: (1) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children, (2) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to, and complete, free and compulsory primary education.

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of good quality, (3) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes, (4) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults, (5) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls’ full and equal access to and achievement in basic education of good quality, (6) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

UNESCO as the leading committee plays many important roles such as policy, monitoring, advocacy, mobilization of funding and capacity development. UNESCO has its own Institute for Statistic and the EFA Global Monitoring Report as the annual publication which stated progress of the goals each country achieved and analyzing global challenges towards the deadline of EFA goals by the year of 2015. However, the capability of each country is different one another to achieve this EFA goals by 2015. The block position rise up to be developing countries and developed countries. It is very much obvious that most even all of developed countries have already achieved the target of EFA and it makes them become the donor countries for those countries who have not

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reached the target, in this case, developing countries. Here, UNESCO as the leading committee has to support each country in achieving EFA goals and has to capable to support country in solving problem faced in the way of reaching the goals.

In the same year Dakar framework was held, world leaders came together at United Nations Headquarters in New York to adopt the United Nations Millennium Declaration. Summit which held in September 6 – 8, 2000 was a continuity of the resolution 53/202 made by General Assembly with purpose to convene the Millennium Summit of the United Nations as an integral part of the Millennium Assembly of the United Nations. 9 This summit united the commitment of all nations to reduce extreme poverty and setting out the deadline of the target achievement in 2015 that have become known as Millennium Development Goals. The overall goals of Millennium Development Goals are 10:


Millennium Development Goals achievement is monitored by United Nations. In implementing the goals, United Nations plays its role to assure the national policy taken by a country will relevant with the international regulations. United Nations supports countries in implementing program to achieve MDGs by

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2015, UN also is collaborating with other International Organizations, Intergovernmental Organizations, World Trade Organization and Regional Organizations to support country achieve the Millennium Development Goals.\textsuperscript{11} United Nations as the leading committee of the Millennium Development Goals achievement, it provides forum to discuss the problem and challenges faced in achieving MDGs and also examines the possibility obstacle and the problem solving that could harm global effort to achieve the goals.

According to the six goals of Education for All (EFA), literacy is the common thread that running through these goals. Beside, in Millennium Development Goals number two, the universal primary education, the measurable indicator of this goal achievement is the literacy rate.\textsuperscript{12} In the other word, by making sure literacy skills are gained by all countries, it could ensure more people could actively involve in higher education and wider learning opportunities in their life. United Nations has made the United Nations Literacy Decade (UNLD) to plan and ensure that literacy could be gaining every year until the deadline of EFA goals arrived in 2015. “Literacy for All” at the heart of “Education for All” is the vision of UNLD which means Education for All has a very strong relation with literacy.\textsuperscript{13} By gaining the literacy skill, which is the basic need of education, it is hoped that could also gain the awareness of people to have education.

\textsuperscript{12} Achieve Universal Primary Education. Retrieved on February 7\textsuperscript{th} 2013 from http://www.mdgmonitor.org/goal2.cfm
Because of current condition which reflect poorness in literacy: within a ration of one in five adults can not read nor write and two third of them are women, seems unacceptable and need to be fixed, therefore the point of the establishment of UNLD is for promoting and devoting Universal Declaration of Human Rights to provide basic education, making people literate, inadequate level of effort at national and international forced The Decade as a hope for a sustained collective effort, urgent target for UNLD are the poorest and most marginal social groups (women) and poverty reduction. This research will only focus about the issue of literacy in Indonesia, the role of UNESCO towards Indonesia in combating adult illiteracy.

1.2 Problems Identification

Education is a very big issue in Indonesia. After 67 years of having independence, there are still Indonesian people who are not capable to go to school. For Indonesia, the intention of this country for education and educated people is clearly stated in The Preamble to The 1945 Constitution. Indonesia also has made many policies to improve education quality in the country but all those things seem have not given much improvisation. However, dealing with education problem is not an easy thing, there are two major problems that become the background of educational problem in Indonesia, they are financial problem and lack of access to education.

14 Subsequent thereto, to form a government of the state of Indonesia which shall protect all the people of Indonesia and all independence and the land that has been struggled for, and to improve public welfare, to educate the life of the people and to participate toward the establishment of a world order based on freedom, perpetual peace and social justice.
Financial problem will always be a big barrier for everyone in doing anything, not exceptionally education. As the globalization spreads, the world becomes much better and also much even worse. The rich becomes richer and the poor becomes poorer. The life-price is getting higher in everyday and it is felt so difficult for people who live bellow the average with only $1 per day or even less. For people in that level, the priority is how to survive their life until the end of this day therefore they could look for another dollar for living tomorrow. For people like them, education is not something thinkable. Education is always be their beautiful dream that might one day becomes true.

Unfortunately, most of that people are living in developing and less-developing countries which really need to have educated generations to improve the country in the future. Indonesia is one of the examples of the developing country. In order to develop this country to be-hopefully developed country, this country needs high quality generations with could only be achieved by giving high quality education. Problem then arise, many Indonesia people live bellow average. They find difficulties to enroll their children to school. Assistance comes from government, called as School Operational Assistance (Bantuan Operasional Sekolah), which enable poor people to enroll to 1 – 9 grade in public school.\(^{15}\)

Then even assistance released by the government, many people is still finding difficulties to enroll to school. Sometimes, although assistance is coming and school fee is free, they still have to buy books which are not cheap. Beside that, because they could not enroll to school close to their residence, those children

\(^{15}\) Bantuan Operasional Sekolah. Retrieved on February 7\(^{th}\) 2013 from http://bos.kemdikbud.go.id/home/about
have to go to school which is farther then they find difficulties to pay for transportation. Again and again, although the school fee is free, there is still problem related to financial that push them to choose not enrolling to school or ending their school.

According to the researcher, related to the lack of access to education, there are three main factors which reflect this issue. The first is the existence of school building. People in rural areas still find difficulties to find schools because the number of school in their area is very limit. They have to take hours and heavy routes just for attending school. This phenomenon makes people choose not to go to school rather than attend school. Secondly, it is about the quality and quantity of school building. There are still many improper school building that out of government concerned that cause people can not continue their school. In this case, there is school near those people residence, but the building has already been improper that could harm their life if they do not cautious or they could not study when rain comes because there are so much leaks in the roof or might be they could not continue their next grade because of the limitation of school’s room. The last is about the quantity of teacher. This becomes one of major problem in the lack of access to education. There is case, again and again occasionally found in rural area, when several grades only have one teacher. The number of students is high but the number of people who handle and teach the children is low. This however, sooner or later could stop learning process because the teacher is no longer feels capable to teach all of those children.
Those three major problems however cause Indonesian people find difficulties to have education and it will affect the number of literate people in Indonesia. People who are not attending school mostly can not read nor write nor calculate. People who had school before but dropped out in 4 or 5 grades and never practice their ability to read and write will also lose their literate skill. According to Education for All and Millennium Development Goals, literacy is very crucial for education. This is the basic need for further learning.

Literacy rate in Indonesia is relatively high. It is about 93% in 2009, equal to Malaysia but still cannot equate Singapore which is in the level of 95%. Although the percentage of illiteracy rate is low but when it comes to the real number, it will represent a huge number of people with no literacy skill. In 2004, about 9.6% Indonesian still in illiteracy or about 15.04 million Indonesian could not read nor write in Bahasa Indonesia.

The government set goal to decrease illiteracy rate by 50% in 2009. In 2008, the number of illiteracy rate had become 6.95% or about 10.87 million Indonesian people had not literate yet. The First Lady of Indonesia said in her speech that the progress to eradicate illiteracy started since 1945 where illiteracy rate reached to 97% but the illiteracy number drastically fell down since the Presidential Instruction No. 5/2006 which then became the year of eradicating
illiteracy in this country. In 2012, in the celebration of Literacy Day, August 8\textsuperscript{th}, 2012, Indonesia was awarded by UNESCO due to the successful project to eradicate illiteracy to be 5\% in 2010.\textsuperscript{20} This research will takes 2006 – 2011 periods in discussing the succession of literacy programs in Indonesia since the issuance of Presidential Instruction in 2006.

Indonesia government understands very well the issue of literacy in this country and the effect to the country if this problem is not solved yet. Actions have been taken by Indonesia in overcoming this problem through vertical and horizontal approaches.\textsuperscript{21} Vertical approach is the effort of Indonesia government to implement program by using government structure. Horizontal approach is the effort of Indonesia government to implement program by collaborating with organization outside the government, for example: International Organizations, local and international NGOs, private sectors or universities.

In this research, the object of the research is the actions that have been taken by UNESCO to support Indonesia in overcoming literacy problem. In 2007, The Director General of UNESCO, Koichiro Matsuura stated that Indonesia is one of the success countries in accelerating the eradication of illiteracy, thus UNESCO has given special attention to Indonesia since this country has provided many kind of literacy programs as a moral responsibility that should be done by every government. “Indonesia, China and Papua New Guinea are countries who

\textsuperscript{20} Jumlah Buta Huruf di Indonesia 5\%. Retrieved on February 8\textsuperscript{th} 2013 from http://kampus.okezone.com/read/2011/10/20/373/518071/jumlah-buta-huruf-di-indonesia-5

success in implementing literacy program and become the pioneers in Asia Pacific Region,” Koichiro Matsuura in his speech on UNESCO Regional Conference in Support of Global Literacy.  The reason why the research is concern more about literacy is because literacy is the way to experience any other learning process and system. Literacy is the basic need of the people to involve in education. By being literate, it opens more opportunities to have better life in the future.

1.3 Statement of the Problem

This research is about examining the role of UNESCO towards the Government of Indonesia in addressing the issue of literacy (2006 – 2011).

How UNESCO played its role in assisting Indonesia to increase adult literacy rate from 2006 – 2011?

1.4 Research Objectives

This research will require the qualitative method which is try to examine problems by using existing data which will be analyze deeper and being interpreted. The data will be obtained through literature study, books, journals, newspapers, and internet. Beside, interviewing people that deal with the situation

or the expert will be very much needed in order to answering the research question and accomplishing the research. The research methodology that this thesis will use is the descriptive methodology in the timely order.

This research has aim to understand deeper actions taken by UNESCO regarding to assist Government of Indonesia towards literacy programs in attempt to achieve literacy goal issue from 2006 - 2011, since the issuance of Presidential Instruction No. 5/2006 to accelerate the eradication of illiteracy.

### 1.5 Significance of the Study

This research has several key areas or points of study that hopefully can give contribution to the society and also the academic community. The first one is about Literacy as one of the Education for All goals that has to be achieved as the support to achieve another goals. Not many people know what literacy is, the impact to the country. This research will explain about literacy first, so that the reader will be aware of the topic that being discussed.

The second key area is UNESCO. People know what UNESCO is and what is the organization was made for but many people did not clearly know the role of UNESCO and how this international institution works in doing its purpose and duties. This research will examine deeper about UNESCO and how the involvement of UNESCO, what the role of UNESCO is looked like in dealing
with global issue that requires global movement for achieving the goals, in this very occasion, the issue of literacy.

The third one will be more specific in the research question which is the role of UNESCO towards Government of Indonesia in overcoming illiteracy problem from 2006 - 2011. This research is written to dig more deeply on how did UNESCO support literacy programs in Indonesia especially in 2006 – 2011.

1.6 Theoretical Framework

Education becomes a crucial issue for today’s life. Since the world becomes older, population is growing much faster, the need of technology and information is getting higher, those all things will be nothing without being balanced by education and educated people. As the world and international relations grow, problem will also be arising. The world requires for more intelligent and innovative people and those could only be achieved by having education. Education is the real capital for building a country specifically, and the world, generally, to have better future than what is exist today. Without educated people, there will be no capability to manage political stability, economic stability, security, recovering from disaster, solving any conflicts and those all of things will lead to what we called chaos situation.\(^{23}\) Then, International Community began to start action by holding meetings, conferences, agreements

that resulted framework, guideline to assure commitment from all the countries to increase the quality of education.

However, to achieve the goals that have been agreed, International Community needs a formal organization, to manage, lead, control and monitor the progress of international cooperation, commitment and goals achievement. Here, the role of international organization is very important. International organization is the coordination of group activities so as to conduct the public business, and the particular feature distinguishing international government was taken to lie in the necessity that it be consistent with national sovereignty.  

Other opinion regarding to international organization came from Robert O. Keohane together with P. Haas and M. Levy (1993b: 405-7). They explained the definition of international institution which is in the term of international organization. International institution might plays, namely the role of increasing national capacity to protect the quality of the global environment. National capacity refers to capability of a country in utilizing its potential and the international organization supports the country by transferring information, skills and expertise necessary for assisting the implementation of domestic programs and deliver outright aid. This naturally is more relevant when speaking of less developed country, but in generally, the role of formal organization in international area which is just like mentioned above will apply to all countries in the world.

International organization and international institution is basically having different meaning but in some extent could be interpreted in similar way. The term institution is typically used by scholars to mean persistent sets of rules and norms that constrain human behavior. North (1989:1321) defines institutions as rules, enforcement characteristic of rules, and norms of behavior that structure repeated human interaction. Institution can also be formal organizations, or they can be regimes, which Keohane (1988:384) defines as complexes of rules and organization. In the other words, international organization is part of international institution since international institution has many forms, such as rules, norms, and organizations. Two characteristics distinguish International Organization from other international institution are centralization (a concrete and stable organizational structure and an administrative apparatus managing collective activities) and independence (the authority to act with a degree of autonomy, and often with neutrality, in defined spares).

Centralization is aimed to efficient the activities. First, International organization provides neutral, depoliticized or specialized forums for states to have interactions. It also manages the behavior and norms for states in interacting each other within the International forum. International organization enables states to have forum in political coalition and strengthening cooperation in certain issues facing by certain states. Second, international organization supports intergovernmental organization by managing the operational activities. It is not

only provides forum for interactions, international organization also supports states in the forum to take actions or collective activities regarding to the issues they are facing together.

Independence is aimed to neutral all the involvement of international organization in providing forums and actions for states. The participation of an international organization as an independent, neutral actor can transform relations among states, enhancing the efficiency and legitimacy of collective and individual actions. These functions required a delicate balance among short and long term collective and distributional interests.\(^{28}\) Independence makes international organization could be professional in doing their tasks. It also leads to the proactive discussion in cooperation among state. With independence, international organization gets their legitimacy to push negotiation, and it will be more acceptable for states because international organization is neutral actor. For many substantives international organization operations, however, it is the existence of a truly independent third party, not the absence of bias per se, that enables states to achieve their ends.\(^{29}\) Neutrality which is brought by characteristic of independence of international organizations, enable the IOs in spreading information which is free of national biased, to be trusted in holding assets belonging until the transaction is completed, allocating scarce resources among claimants to avoid paralyzing negotiating standoffs and lingering resentment, and legally binding decisions among states and members with all consent of the parties. These two characteristics enable International Organization


\(^{29}\) *Ibid*, p.254
to be a leading committee - monitor states in the right track - in achieving collective goals made by states.

International organization is clearly created by states with purpose to assist them in doing international relations and international cooperation. Neo-liberalism or commonly known as neo-liberal institutionalism sees International organization as an important actor beside state. Neo-liberals claim that states are concerned in maximizing their ‘absolute gain’. According to neo-liberal, cooperation among states is needed and international organization plays an important role. States is the most important actor in cooperation which together achieves the goals under the coordination of international organization. International organizations which centralized and independent possible states to have relations among others in the proper ways because international organizations manage the way of cooperation, monitor the cooperation and once problem comes, international organization becomes the leader in discussing problem solving and sometimes also giving sanction for actors who violates the rules. By creating international organizations, it just like having governance in international area which manage and monitor the relation and cooperation between states. International governance is whatever international organizations do and the formal attributes of international organizations, such as their charters, voting procedures, committee structures, and the like, account for what they do.

All international organizations exist in the conceptual and legal space between

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state sovereignty and legal obligation. They are created by the commitment made by sovereign states, and their purpose is to bind those states to their commitments.  

According to Anak Agung Banyu Perwita and Yanyan Mochamad Yani in their book Pengantar Ilmu Hubungan Internasional, International Organization based on membership and objectives are defined in to:  

1. **Global Membership and General Purpose**
   Inter-governmental International Organization with global membership and objective of this organization is general, e.g. United Nations.

2. **Global Membership and Limited Purpose**
   Inter-governmental International Organization with global membership but with specific objectives or known as functional International Organization, e.g. UNESCO.

3. **Regional Membership and General Purpose**
   Inter-governmental International Organization with regional/territory-based membership with general objectives. This organization usually plays a wide field such as security, social, economic, etc. e.g. ASEAN.

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33 Perwita, A. A. B., & Yani, Y. M. (2005), *Pengantar Ilmu Hubungan Internasional*, Bandung: PT. Remaja Rosdakarya, p. 95
4. Regional Membership and Limited Purpose

Inter-governmental International Organization with regional membership and having specific objectives and limited. This organization usually plays in military and defense, economic, social, etc. e.g. NATO.

The role of International Organization is divided into three aspects according to Clive Archer on his book International Organizations:

a. Instrument: International Organization is used by its member to achieve specific goal based on their foreign policy’s objective.

b. Arena: International Organization is a place to meet for its member to discuss the facing problem. International Organization even frequently is used to bring out own or other domestic problem to attract the world’s attention.

c. Independent Actor: International Organization could make own decision without influenced by authority/enforcement from outside organization party.

United Nations is one of many international organizations in the world which classified as International Organization with Global Membership and General Purpose. This international organization is free for states, which means every nation-state could join this organization. United Nations is also an international organization which free for discussion. This organization is not for

34 *ibid*, p.96
specific issue or problem but all member states could share their issue and
problem related to their state in UN forum. United Nations headquarter is in New
York with 192 states as the members. United Nations first was created to end
international war, at that time, World War II and prevent for any international war
in the future. United Nations is also aimed to promote social and economic
development for all member states so that the world could be a better world. As
any other international organizations, United Nations has its blueprint which
called as UN Charter. The UN Charter creates both a formal organizations with its
own powers and set of basic rules of conduct for governments.\textsuperscript{35} As a formal
organization, United Nations is a system of many constituent sub-organizations of
varying degrees of independence and authority and all of the sub-organizations,
there are five principal organs that considered as the central core of the system.
Those five principal organs are General Assembly, the Security Council, the
International Court and Justice, the Economic and Social Council, and the
Secretariat.

General Assembly is a UN body which has a broad discussion within the
jurisdiction of the UN, including beyond international peace and security, but its
authority extends only to making recommendations to states and to other parts of
the UN rather than making decisions.\textsuperscript{36} The powers of General Assembly are
clearly stated out in the UN Charter Article 10 through 13 which stated that
General Assembly may discuss any questions pr any matters within the scope of
present Charter. Each state has the same rights in the Assembly, they have one

\textsuperscript{35} Hurd, Ian. International Organizations: Politics, Law, Practice. Cambridge University Press, p.2
\textsuperscript{36} \textit{ibid}, p.100
vote only each in taking decision and needs two-third of member presents and voting to support the decision to be executed. Although every discussion is valid in the Assembly but according to Article 10, the General Assembly authorities are only limited in discussing the issue, giving recommendation to states or Secretary General, issuing reports, and launching studies. 37 The General Assembly resolution is a recommendation rather than legally binding.

The Security Council is responsible for responding to threats to international peace and security and has the authority to force states to change their policies through military enforcement if necessary.38 The power of Security Council is different from any other UN body. Their power is stated in the Article 25 and 49 which said that “The member of United Nations agree to accept and carry out the decision of the Security Council in accordance with the present charter” and “The Members of the United Nations shall join in affording mutual assistance in carrying out the measures decided upon by the Security Council.” According to those two rules, states are legally binding to the decision made by Security Council, whether they agree or not and whether they are the member of Security Council or not. The council has fifteen members which five are permanent members who are listed by name in Article 23 (1) and they are the Republic of China, France, the Soviet Union, the UK and the US. Those five permanent members have special power related to voting that called as veto. The other ten members are chosen from General Assembly for two-year terms. The non-permanent members are elected to the council by their regional caucuses so

37 ibid, p.104
38 ibid, p.100
that five states come from the African and Asian group, one from Eastern Europe, two from Latin America and the Caribbean, and two from Western Europe and Other. The regulation to choose the permanent members is stated in the Articles 23 (1) and (2) and in the procedural rules of Assembly.

The International Court of Justice is a judicial body where states bring complaints that other states have failed to live up to their obligations under international law. The statement means that ICJ has a very powerful political influence outside of its formal and legal authority. The judgments made by ICJ are important source of political legitimation and delegitimation, states used this as a power to reinforce their own positions and undermine those of other opponents. This is an important element in the legal architecture of international relations. This fulfills the role of institution in legal dispute among countries, beside that its decisions are final and binding on states which means states have to accept and commit to the decision made by this body.

The Economic and Social Council (ECOSOC) contains a subset of GA members and has the power to undertake studies and make recommendations on a range of non-security topics. This clearly shows that ECOSOC is a subsidiary body of General Assembly. This body has the power to initiate studies and reports with respect to international economic, social, culture, educational, health and related matters and may make recommendations with respect to any such matters to the General Assembly, to the member of the United Nations, and to the

39 ibid
40 ibid, p.206
41 ibid, p.100
specialized agencies concerned. ECOSOC has no power to tell to the government what to do because its power is limited only in recommendation. It is also a coordinating body for varied programs and agencies that are work in the topics they deal with. It can be politically influential when it uses its administrative capacity to launch high-profile conferences or to publicize a topic that its members believe is important.

The Secretariat is the bureaucratic staff of the UN, headed by the Secretary General. The staff is drawn from member states but they are formal employees of the international organization and so owe their loyalty to the UN rather than to their home governments.

Based on the theme of this research which discuss about literacy, this research will examine the role of international organizations, which is in the UN system, part of ECOSOC and commonly known as United Nations Educational, Scientific and Cultural Organization (UNESCO). According to International Organization classification by (), UNESCO is in the group of Global Membership and Limited Purpose. This organization’s member is all nation-states in the world which intent to join and objective of this organization is education and culture. In fact, dealing with quality of education improvement is not easy. There are many problems and issues related to education, the problems and issues faced in each country and region is different for one another. That is because each country and region has different background, culture and history that affect the educational

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42 United Nations Charter Article 61 (1)
44 ibid, p.100
problem and this also means there will be different actions taken to solve problems and issues. However, literacy always the most issue imposed by UNESCO to be the most priority problem to be concerned and handled by all countries. Literacy is believed to be the heart of education. By having literacy skill, it will open the way to a wider learning opportunities. Jessica Hjarrand stated, “Literacy is at the core of the human rights to education.”45 The Director – General of UNESCO, Irina Bokova stated on the occasion of The International Literacy Day, “Lasting peace depends on the development of literate citizenship and access to education for all. Amidst political upheaval and escalating violence in many parts of the world, literacy must be the priority in the peace-building agenda of all nations.”46 From those two statements, it could be assured that literacy is the fundamental rights for all humankind and by having literacy skills, people will be motivated to have more education that will exactly bring the world to a better condition. There are three main treaties that effectively being the guidance for global world to increase the literacy rate, they are The Education for All, Millennium Development Goals, and United Nations Literacy Decade.

The first is Education for All. Education for All (EFA) movement is a global commitment to provide quality basic education for all children, youth and

adults. That means the educational programs that will be implemented refers to all the people, in all range of ages, for all races, tribes and religions, no gender discrimination, because this is the rights of all human being, therefore this belongs to all human being. Among the six goals of Education for All, examining and addressing literacy problem is emphasized on Goal (3) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programs, (4) Achieving a 50 percent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults, (5) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girl’s full and equal access to and achievement in basic education of good quality, and (6) Improving all aspects of the quality of education and ensuring excellence of all so that recognized and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life-skills.

The second is Millennium Development Goals. Millennium Development Goals (MDGs) is aimed to commit the International community in addressing eight crucial humanitarian crises with concrete deadline in 2015. The summit which held in New York 2000, emphasizing on the goal (2) Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of

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primary schooling. There are three measurable indicators for the goal (2), they are net enrollment ratio in primary education, proportion of pupils starting grade 1 who reach last grade of primary, and literacy rate of 15-24 year-olds, women and men.49

The last is United Nations Literacy Decade. United Nations Literacy Decade (UNLD, 2003-2012) is a United Nations initiative that provides both a platform and an impetus for achieving the six EFA goals as well as for increasing literacy levels and developing literate environments worldwide.50 The idea of United Nations Literacy Decade (UNLD) is aimed to assure that Education for All is on the right track, fulfilling the right basic of education, which is literacy. By declaring the Decade with slogan of “Literacy as Freedom”, the international community recognized literacy as a human right to be actively promoted and defended.51 United Nations Literacy Decade has its framework in implementing UNLD programs in around the world. The global strategic framework called as Literacy Initiative for Empowerment (LIFE), which first launched in 2005 with aim to focus on adult literacy and out-of-school children. LIFE targets 35 countries that have a literacy rate of less than 50 percent or a population of more

51 ibid
than 10 million people who can not read nor write, eighty-five percent of the world’s non-literate population in these countries and two-thirds are women.\(^{52}\)

Literacy, as elaborated before, is taking a crucial role in the lifelong learning. It is fully essential to social and human development in its ability to transform lives.\(^{53}\) Literacy could improve one’s health, income and relationship with the world. It is also evolving the exchange of knowledge along with advances in technology. Illiteracy is an obstacle for community to have better quality of life and can even lead to conflict and violence.

There are many causes lead to illiteracy. They are classified to be two big major factors, the first is never attending school the second is drop out from school. Never attending school for children could be caused by the incapacity of parents to finance the educational fee. For public school, students are not supposed to pay their tuition fee because it has already covered by government but for books, uniform and transportation, those kinds of things have not been yet a concern of government. Drop out for students means those children have ever enrolled to school but due to problems such as financial problem, they could not continue their education.

Illiteracy however does not only harm the life of the illiterate people itself, but also threaten the sustainable development of the country and the world. This problem could not be solved in only short term of time. In fact, for almost 25


years the world struggle to overcome illiteracy problem, but the problem is still there, illiteracy is still everywhere. It gives good progress, literacy rate of the world is increasing every year, but there are still a lot of duties left as the effort to deal with literacy. Literacy and illiteracy is not problem that faced by a country, it is faced by many countries in the world. It is no longer a national agenda, but also international agenda. Therefore, in dealing with literacy problem, it requires cooperation from many actors. Cooperation to eradicate illiteracy in the world requires soft power rather than hard power. Soft power is used by formulating and making the so-called policy. By formulating policy related to the issue of literacy, government then could take actions such as implementing programs or events which purpose to decrease the number of illiterate people in Indonesia. UNESCO’s role in Indonesia is providing Indonesia a strategic policy under LIFE to eradicate illiteracy. Under LIFE, Indonesia made policy, strategy and programs which are re-contextualized with those two frameworks to bring succession to the progress on eradicating illiterate people. UNESCO monitors literacy progress in Indonesia every year by requiring report submission from Indonesia regarding on the progress of EFA achievement. UNESCO, under LIFE, also monitors the progress of Indonesia in increasing literacy rate, marked with the existence of LIFE mid-term evaluation which publishes the literacy progress of LIFE countries. UNESCO also concern in building capacity to Indonesia by providing forum for Indonesia and other UNESCO member-countries to share knowledge, experiences and innovations regarding to the literacy progress to find the most effective way to achieve literacy goal.
The diagram above shows the relations between UNESCO and Indonesia due to eradicating illiteracy in this country. UNESCO as an International Organization is centralized and independence, and was made by countries to support their interests and goals achievement. UNESCO also plays its role as instrument, arena and independent actor to assist member countries without violating the so called state sovereignty. UNESCO made forum for discussing global issue in education which resulted global movement – Education for All – where one of the goal is combating illiteracy. Then UNESCO becomes the leader of this movement to achieve the goal where the duty is supporting countries to make sure them achieve EFA goals in 2015.
1.7 Scope and Limitations of the Study

The scope and limitation in this research is the year of the literacy growth progress in Indonesia which is being assisted by UNESCO as the effort to support this country to achieve Education for All goals by the year 2015. The time framework is during 2006 – 2011. The reason is because in 2006, The President of Indonesia issuance the Presidential Instruction to accelerate the eradication of illiteracy. This is the starting point for Indonesia to focus in increasing adult literacy rate by 50% in 2015. Since the Presidential Instruction, Indonesia made a lot of progress in eradicating illiteracy. Age of 15 years old up dominate the number of illiterate people in this country and also the concern of the EFA goal no. 4. That is the reason why this research also considers the range of age to limit the research.

1.8 Structure of The Research

This research will be divided in to five chapters. The first chapter will be the introduction chapter. This chapter will introduce the reader about the topic to be discussed in the research. It is included the background, problem identification, statement of the problem, research objectives, significance of the study, theoretical framework, scope and limitations of the study and structure of the research.

On the second chapter, this research will be much more concentrated on the core of this research, which is literacy. This chapter will discuss about
definition of literacy, literacy in the world, literacy in Indonesia and initiative to promote literacy in the world.

Chapter three will be focused on the role of UNESCO in support Indonesia in increasing literacy rate. This chapter will be the introduction, explanation and the overview role of UNESCO in increasing literacy rate in the world. The subchapter in chapter 3 will contain about the elaboration of UNESCO’s role in Indonesia, including policy, monitor and capacity building and the elaboration of each role in Indonesia.

Chapter four will be the last chapter on this research. It contains of the conclusion of the research.
CHAPTER II

LITERACY

International relations take a great role for state actors and non-state actors in pursuing their own interest upon an issue in international scope. In pursuing their interest, they need power to support their achievement of interest, and power is divided into two types, soft power and hard power. International relations is a range of interactions between people, groups, firms, associations, parties, nations or state or between these and (non) governmental international organization.\(^5\) As previous discussion in chapter 1 about the definition of soft power and hard power, could be figured out that the form of soft power is diplomacy and hard power itself is war. In several decades ago, International world might full of actors that using hard power to stress their interest upon another, which was choosing to use war, but today, war is no longer a trend topic that becomes a prior choice for actors. War might be effective to achieve goal and interest but cost paid for war itself is not cheap. There are another ways for actors in International community to stress their interest and goal, which is through improvement and development.

Since the world requires for perpetual peace, war is no longer an absolute solution for actors to pursue their interest, but improvement and development are. Today, actors tend to use soft power rather than hard power, and it is proved soft power is much more effective than hard power.

\(^5\) Salmon, Trevor C. and Imber, Mark F. (ed.) Issues In International Relations. New York: Routledge, p.3
In order to resolve these disagreements it is necessary that states and international organizations can come up with a way of resolving differences. Although such ideals have been difficult to establish across the board it has become the case that there are non-violent options available to states. Politics is about maintaining order. But that order has to be maintained in an anarchical world.55

Statement above said that violent action such as war is no longer an option to solve problem, countries choose to use soft power like diplomacy that could solve differences in a peaceful ways. People in the world require for a welfare life with freedom, feeling to trust other and be trusted by other and also the feeling of safe while those can not be achieved when violent actions are taking role. The study of contemporary international relations encompasses much more than war and conflict, but preserving life, justice and sustainability remains a key ingredient.56

This old world is no longer need more war, this world today needs what we called development that could only matters if war is vanished and cooperation is built among nations. Based on the basic of human needs, individuals share their needs in everyday life, since those individuals are infinite varieties, they could not fulfill their needs by their own self, thus individuals need to cooperate, that causes individuals become social creature, they are interdependent. Since individuals are interdependent, this makes the world needs a more cooperation, a strong international cooperation to solve problem, to fulfill needs and developing a better world together.

55 Salmon, Trevor C. and Imber, Mark F. (ed.) Issues In International Relations. New York: Routledge, p.9
56 Salmon, Trevor C. and Imber, Mark F. (ed.) Issues In International Relations. New York: Routledge, p.4
Talking about cooperation in international scope will also lead to the existence of institution. Cooperation ‘requires that the actions of separate individuals or institutions – which are not in pre-existent harmony – be brought into conformity with one another through a process of policy coordination’ (Keohane 1984: 51).\(^{57}\)

In the other word, cooperation refers to relation between parties which requires them to adjust their behavior to one another so that cooperation could be matter. However, states do cooperate due to the sharing of interests, norms, values, ideals, belief systems that beneficial in their side and felt could assist them in achieving their purposes and goals.

However, cooperation is not merely about institution. Bilateral cooperation does not need the existence of institution or organization which control and rule them in doing cooperation, but in some extent, there are global issues that needs international cooperation which also be rule, controlled and monitored by international institutions, for example the issue of literacy.

### 2.1. Definition of Literacy

Literacy has become a hot topic in international relations. International institutions/organizations now together unite the commitment of nations to increase the world literacy by 2015. For most of its history in English, the word ‘literate’ meant to be ‘familiar with literature’ or, more generally, ‘well educated, learned’.\(^{58}\) In the other words, literacy is the ability of people in literature, which

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\(^{57}\) Salmon, Trevor C. and Imber , Mark F. (ed.) Issues In International Relations. New York: Routledge, p.122

is to read and to write. Since the mid-twentieth century, scholars began to become interested in literacy, thus they were defining literacy and their works gave a big influence in to practices and policies related to literacy. Debate came up from scholars in the world due to literacy definition and meaning, thus UNESCO presents four discrete understanding of literacy: 59

1. Literacy as an autonomous set of skills
2. Literacy as applied, practiced and situated
3. Literacy as a learning process
4. Literacy as text

According to Indonesia, literacy is defined as having three levels of competencies: (a) Level 1 pertains to basic reading and writing, and numeracy skills; (b) Functional Level which is Level 1 plus life skills; and (c) Advanced Level which Level 1 plus academic and professional skills. 60 Literacy is measured through equivalency tests for certification not in the formal education, since those who have completed formal education are automatically assumed to have acquired literacy skill. It should be noted that literacy refers only to the official language, which is an ability to read, write, calculate, listen and speak to communicate text both in oral and written in Bahasa Indonesia. 61

This definition is relevant with literacy as an autonomous set of skills which are defined as a set of skills – particularly the cognitive skills of reading and

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writing. Scholars continue to disagree on the best way to acquire literacy, with some advocating the ‘phonetic’ approach and others ‘reading for meaning’, resulting in what has sometimes been called the ‘reading wars’ (Adams, 1993; Goodman, 1996; and see discussion in Street, 2004). Based on the scholars debate then world became emphasize the meaning of literacy in the recognition of phonetics, words, spelling and vocabulary. It is appropriate with the meaning of literacy in Indonesia. Indonesian will be considered as literate if they could recognize the phonetic, words, spelling and vocabulary in Bahasa Indonesia to support their daily life and daily activity.

Besides reading and writing, Numeracy skills are considered to be a part of literacy skills. Numeracy has been used to refer to the ability to process, interpret and communicate numerical, quantitative, spatial, statistical and even mathematical information in ways that are appropriate for a variety of contexts. Numeracy also becomes one of the measurements to be recognized as literate people in Indonesia. As The United Kingdom Ministry of Education stated, numeracy is the mirror image of literacy which means numeracy skills will complete the ability to read and write and it will be difficult and almost impossible to separate the ability to read and write with the ability to count.

Scholars distinguish between concepts of numeracy with narrowly defined learning outcomes, which they characterize as approaching numeracy from a human resources perspective, and approaches that would allow for development of critical citizenship (Johnston et al., 2002, cited in Coben et al., 2003).

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63 ibid
Numeracy skills possible human to have critical thinking, since they could count, it allow them to make prediction, manipulation, processing data, and determining an action due to the presence of conflicting goals, constraints or uncertainty by calculating the risks and predicting their chances. In short, reading and writing skills will be completed if human also learn how to count. Scholars have suggested that a useful concept would be that of multiple literacy. 64

Literacy was assumed to be the instrument for economic growth, progress and the transition from oral to literate culture (Goody, 1977; Ong, 1982; Olson, 1977, 1994). In the other word, literacy is expected to assist the economic growth of the country and also could preserve the existing culture and language of the country to avoid the risk of extinction thus younger generation could learn the origin culture and language of country although globalization comes and bring many cultures and languages to be learned. Since literacy is considered as one of the instrument for economic growth, literacy becomes important for a country to be concerned. The Government of Indonesia is aware that literacy could support the economic growth of the country and economic ability of the people by giving literacy learning which could gain people’s ability in supporting them in increasing their welfare.

The interpretation of literacy is different in one country to another. There is no standard language for literacy since every country has their own language to measure their own people’s ability in literacy and this becomes the basic of the Doronilla approach that assume there is no literate and illiterate individual because every communities has their own way to be literate and no one can push

64 ibid
anyone to be literate in other people’s way. But this theory is assumed to overemphasize to the exigencies and less considers external forces (colonial administrations, missionaries, international communication and economic globalization) that have impinged the local experiences upon specific communities (Brandt and Clinton, 2002; Collins and Blot, 2003). Stromquist (2004) question the reluctant of the advocates of this approach to examine the potential of literacy to help people move out of local positions into fuller economic, social and political participation. Stromquist believes with being literate, people could participate more in economic, social and politics but this only happened once the individual knows the language of the majority people, how they interact each other how they calculate with their system and this is the reason of each country has their own standard and rule about literacy. There is no international standard of language, phonetic or numeric for literacy but each country knows how to measure literacy for their people by determining standard based on language, phonetic and numeric applied and recognized in the country.

2.2. Literacy in The World

2.2.1 History of Literacy

The origins of literacy can be traced back thousand of years through a multiplicity of civilizations and institutions (Collins, 2000). In ancient Mesopotamia, the Sumerian and Babylonian cultures developed cuneiform script for administrative purpose. Religious brotherhood such as Pythagoreans and Epicureans emerged as a close brotherhood in ancient Greece. The Sophists were the first who introduced teaching as a profession, including fee payments for
teaching and a short term relationship with students. In the sixth century BCE, the Chinese Confucian movement spawned communities of devotees with a distinctive identity, known as ju (meaning scholars).65 In Chinese society, we found not only literati but also custodians of valued books or teaching. The Brahmin priest in ancient India created guilds in which texts were recited in the ceremonies, later under the Buddhism and Jainism, these guilds of priest became framework where teachers and apprentices studied and commented on the ancient Veda texts. Jewish communities in the diaspora, cut off from the leadership of temple priest, developed a class of educated leaders or rabbis, who possessed knowledge of the Torah and growing body of interpretative texts, which later was codified as Talmud.

As the Islamic civilization expanded, centre for higher learning, known as madrasas were established. These madrasas provided deeper knowledge, especially in Islamic law, Arabic language and literature. In some extent, these also gave secular subjects, for instance mathematics and science. In 11th century, collective of Christian teachers in Europe, acquired monopolistic rights to teach certain profession. By 1600, a lot of universities founded, including those at Bologna, Paris, Oxford, Cambridge, Salamanca, Padua, Toulouse, Coimbra, Krakow and Leipzig. From the fifteenth century onwards, degree-granting universities were also established in Turkey (1453), Santo Domingo (1538), Peru (1551) and the Philippines (1661).66 Those universities then not only gave

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66 ibid
professional license but also became the centre of higher learning on law, religion, public administration, philosophy, and also scientific fields.\textsuperscript{67}

In earliest times, literacy was highly restricted and a relatively unprestigious craft; it carried little of the association with wealth, power, status and knowledge that it later acquired. It was a tool, useful firstly to the needs of state and bureaucracy, church and trade (Graff, 1987b).

The statement reflects that despite the spreading of literacy activities and growing interest in scholar, the spread of reading, writing and calculating remained limited. Those happened because many prominent actors, such as religious leaders, state servants, far-travelling traders, members of specialized guilds and certain nobility had little involvement in literacy. Transition of illiterate society to be literate, first happened in Europe and North America. According to Graff (1987b) and Vincent (2000), there are three historical periods of literacy spreading and three groups of countries to discuss the history of literacy transitions.

Prior to 1800, reading (though not always writing) skills were widespread in several northern European countries (e.g. Denmark, Finland, Iceland, Scotland, Sweden and Prussia), as well as in parts of England, France and Belgium.\textsuperscript{68} In Belgium, Ireland, the Netherlands and the remaining parts of England, France and Switzerland, literacy skills were used by higher social classes and limited for among others social strata, except in household, monasteries or scattered community and other printed matter. Beside countries which familiar with literacy already, there were countries in eastern and southern Europe such as

\textsuperscript{67} Other institutions of higher learning that did not originally grant university degrees also founded in China (Nanjing) and Egypt (Al-Azhar).

Russia, the Balkans, the eastern Austro-Hungarian empire, the Iberian Peninsula and southern Italy, illiteracy was widespread, literacy skills were rarely founded, proved by the non-existent of writing materials at that time, especially outside the cities and towns. Gender disparities in literacy were the important issue related to norm, which limited people to have access to be literate.

In the decades later, in 1900s, literacy was spread widely and extensively. In some countries, like Belgium and Ireland, three-quarters of all males could sign their full names. Literacy levels in countries such as Hungary, Italy, Russia, Spain and the Balkan were below those in other parts of Europe. During World War 1, literacy spread even more extensive. Literacy skills became one of the hot issues during this period. Many European countries determined literacy as a-must-skill in military. The purpose of this action is because military recruits should be able to read instructions for weaponry use and to correspond with their families (Limage, 2005b). Literacy developed very well in nineteenth century, but disparities in literacy by gender, age, social class, ethnicity and area remained continued. For example, in urban areas, books and social institutions were more prevalent rather than in rural areas. Beside, the availability of religious, secular, professional and private form of learning were tent to be more in urban residents, that was also an impact of the availability of print media for urban communities. Those all of things, then led to the development of urban market and economic. Labor market and commercial transaction was increasing as the literacy spreads dominantly in urban society. Thus, the dynamics of literacy acquisition and the forces of industrialization and urbanization tended to reinforce one another (Limage, 2005b).
While literacy developed very well in western and northern Europe in nineteenth century, the condition was changing during twentieth century. Several countries were changing their rank over literacy rates. By mid century, central and northern Europe were reported to have achieved 95% literacy; western Europe over 80%; Austria and Hungary over 70%; and Italy, Poland and Spain over 50% literacy; in Portugal and the eastern Orthodox countries, adult literacy rates were not above 25%; only after 1945 did the ability to use written languages extend to the masses (Johnson, cited Graff, 1987b; Vincent, 2000). Different with literacy development in Europe, United States and Canada could maintain their literacy rates steadily during nineteenth and early twentieth century. Disparities such as region, race, labor force participation, economic status and foreign birth remained, yet in 1960s those disparities has lessened, except for those with disabilities and Native Americans. In the United States, 80% of adults were estimated to be literate in 1870 and over 95% in 1940; in Canada, the literacy rate rose from 83% in 1901 to 95% in 1931 (UNESCO, 1957). The literacy gaps between early and late industrializers only began to close during the twentieth century, with growing popular demand for, and increased public supply of literacy (Mitch, 1992).

In another part of the world, excluded Europe and North America, there was limited historical record for literacy development. This is because the era of under colonial in nineteenth and early twentieth century. Population censuses - a major source of literacy data - were usually conducted in the wake of national independence (Barrett and Frank, 1999). Thus, literacy data are only available for certain part in Africa, Middle East, Asia and Latin America.
Figure 2.1: Trends in Literacy rates in developing countries, 1900-1950

Graphic above reflects the literacy rates movement in several developing countries during nineteenth and early twentieth century. Countries such as India, Egypt, Turkey and Union of South Africa showed minimum progress in literacy development. It was better in Honduras and Burma, literacy rate there increased slightly and had higher rate compared to those four countries with lowest literacy levels. Mexico, Sri Lanka and Brazil had higher levels in literacy rates although in World War I, they had problem in literacy rate, yet they could maintain their progress to increase literacy rate during interwar. Philippines and Columbia seemed to develop also during interwar period, but their rates movement did not show significant number and they tent to move slightly. In this period, the fastest countries showed progress in literacy rates development were Cuba, Chile and...
Argentina. They were countries with the highest literacy rates at that time among other developing countries in the data. Their rate’s escalation was stable, incrementally and steadily.

Despite literacy rates were increasing, it does not mean illiteracy rates were lower. This can be happened because of the strong of population growth. Population growth increased, literate people were higher, but illiterate communities were also much bigger. Example for this case is while adult literacy rate rose from 47% to 65% in Argentina between 1895 and 1914, the number of illiterate increased by over 450,000 during the same period.69 The increasing of literacy rates in a country which also reducing illiterate people will only be seen in countries with rate movement more than 25%.

Picture 1.170 is another graphic for literacy rates in the world which was provided by UNESCO (1957), presented compilations of adult literacy rates which showed great strides in increasing literacy rates in the world by mid-century. According to the graphic provided by UNESCO, after 1950 literacy rates in countries such as Japan, Israel, Trinidad/Tobago, Chile, Cuba, Costa Rica, Argentina, British Guiana (Guyana) and Barbados were above 75%. Other countries such as Belgian Congo, Mauritius, Cyprus, Korean Peninsula, Malaysia, China, Thailand, Myanmar, Philippines, Fiji, Ceylon (Sri Lanka), Honduras, Nicaragua, El Salvador, Dominican Republic, Brazil, Peru, Venezuela, Colombia, Ecuador, Mexico, Paraguay and Panama were in the middle rates which is

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70 Appendix
between 35% - 75%, while Indonesia, which was just got freedom after colonization, only had literacy rate in 20%.


a. Adult literacy rates were almost invariably higher among men than among women. On average, gender disparities were smaller in Latin America than in Africa and Asia.

b. The prevalence of literacy, and the rate at which it increased, tended to be higher in urban areas than in rural areas.

c. In developing countries for which sub-national literacy rates were available, significant disparities in literacy levels were found between different linguistic, ethnic, religious and racial groups. For example, in the Union of South Africa, in 1904, only 5% of the black population was literate, in contrast to 95% of the white population.

Literacy movements after 1950 in developing countries showed a big progress and had released a quite satisfied outcome considered also the condition of developing countries right after The First World War. Despite this big stride of movement, disparities remained continue. Disparities in literacy were caused by culture in the countries, beliefs, religious thought, race and geographical condition.

From 1985 – 1994 to 1995 – 2004, the number of people were not literate declined by 90 million. This was caused by the literacy trends which spread widely in East Asia, especially China. This country has managed to reduce the
number of illiterate adults by 66%, from 183 million to 62 million which move literacy rate from 78% to 94%. The largest increase of literacy rates occurred in Arab States, South and West Asia but it did not mean the number of illiterate people there declined. As discussed before, although literacy rates increase, because of population growth, the number of illiterate does not declined. Moreover, South and West Asia and Sub – Saharan Africa still had the larger number of adults denied the right to literacy.

In the other word, the succession of bringing literacy is not reflected by the literacy rates but the number of illiteracy reduction. World has to concentrate more in declining the number of adults literacy because reality that bring literacy to adult is more difficult than youth. Youth could be provided by schools to teach them literacy skills, but adults, beside the willingness to learn declined by the age older, the opportunities to learn also decrease. Almost three-quarters of adult illiterates live in ten countries: Bangladesh, Brazil, China, D.R Congo, Egypt, Ethiopia, India, Indonesia, Nigeria and Pakistan. Despite the number of illiterate adults remained a lot, Indonesia is considered as success country in improving its literacy rate from 82% to 93% and reducing the number of illiterate adults by 9 million.

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2.2.2 Global Literacy Challenge

Look out from the long way to bring literacy for all, how difficult to make a literate society, this could be said that literacy finds many obstacle to be spread in all over the world. Problem for making literate society is different in every region that makes effort to deal with the problem also different. There are several problems that become the challenges to bring literacy for all in the world; they are gender, socio-economic status, geographical, conflict, ethnicity and disabilities.

It has been an issue that two-third of adult illiterates in the world are woman. In each country, men literacy rate is higher than woman. This shows that gender is very much influence to the access of literacy. Commonly, the thing that
cause women have lower literacy rate is because the culture and beliefs within the country. For example in Indonesia, the women illiterate rate is higher than men. It is because the culture that taught women does not need to have higher education. Women should be a housewife and taking care of children, thus high education is not that important. For women illiterate in age 15 above, most of them do not have high education or even never have education, dismissed their school, rarely using their literacy skills because they have nothing to do with something that required them to practice their literacy skills everyday, thus although they were capable to read and write before, their skills will be vanished as the time goes by. It is different with men. Men is working, in their working activities, most of them will require literacy skills or at least they find alphabet and number everyday that keep their literacy skills remained.

Economic status is very much influence the ability of people to read and write. Adult literacy rates by household wealth quintiles in thirty developing countries show that literacy rates are lower in the poorer quintiles (Carr-Hill, 2005a). This is not only happened in household but also in country. Poor country will have lower literacy rate than rich country. This is because the chance to have access to education and becomes literate is limited by cost. Those poor households, which could be said living their life for today, will concentrate in looking for money rather than thinking about education. Poor country will also concentrate more in improving economic condition rather than literacy, beside, the funds for funding literacy programs will be more limited in poorer countries rather than in richer countries. In the United Kingdom, among people born in 1970 who were in the lowest literacy category, 30% had fathers who were
working in unskilled or partly skilled manual jobs when they were born compared with only 17% for those in the highest literacy category (Parsons and Bynner, 2007).

Rural area will have lower literacy rate than those in urban area, whether it is measured by census or household data. The different of literacy rate between rural and urban areas was very much felt in poor countries which noted also as having lower literacy rate. The different of literacy skills for people in rural are and in urban resident happened because of the influence of urbanization which very rare happened in rural community. This led urban people to have more access in formal schooling, higher education, non-formal education programs and also activities which required people in urban area have to be able to read and also write.

Conflict is also the cause of the making illiterate society. Whether conflict it self comes from inside the country for instance political crisis, economic crisis, revolution, conflict between tribes or people, or conflict between two countries which cause uncomfortable environment to be lived. When conflict happened, it could lead to the unsafe environment, where people will feel safer inside home rather than outside. This phenomenon will cause people find difficulties to go to school or to go to work, even they could not sleep well in night. Such economic or political shocks result in irreversible literacy looses for an entire generation (UNESCO, 2000a). Arm conflict could result in school building being damaged, qualified teacher being displaced and parents will prevent their children to go to school because of the lack of security. In Somalia in 2000, only 21% of school-age boys and 13% of girls were enrolled in primary school; among those enrolled,
80% never reached grade 5 (Sommers, 2000). Prolonged armed conflict and the fear of persecution have pushed millions of families to flee their homes and seek safety in refugee or displaced persons camps coordinated by the international community (Hanemann and Mauch, 2005; Sommers, 2002; Waters and Leblanc, 2005). In the other word, because of lack of security within their home country, immigration and displacement become the solution to look for another safety and comfortable environment to grow their families. Yet, another problem arises due to the trend of immigration and displacement; immigrants were likely to have very poor literacy skills in the assessment language than native-born people. A literate people from one country could be illiterate in another country where mother tongue and the assessment language are different.

In Netherlands and the United States almost half the immigrants whose native tongue was not the assessment language scored at level 1.  

Ethnic, native and other minority groups may have faced discrimination in the access to education and labor market so that reducing their opportunity to have literacy skills. Their schooling experiences have often been marred by poor quality and culturally inappropriate education, leading to low achievement and high dropout rates. Notably, throughout much of Europe, conventional illiteracy rates among the Roma have been estimated to be very high; 11% in Poland and 35% in Greece cannot read nor write at all (European Union Agency for Fundamental Rights, 2009).

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74 Ibid, p.101
Figure 2.3: In Canada, indigenous people have lower literacy skills


There are approximately 300 to 500 million indigenous people in the world, who speak between 4000 and 5000 languages, live in more than 70 countries and account for 5% of the world population (UNDP, 2004a). Over 60% of indigenous or tribal people live in Asia, about 17% in Latin America and remainder in Africa, Europe and North America (UNDP, 2004a). India for example, is home to 90 million indigenous people (about 8% of its population), who belong to some 400 tribal groups (UIE, 1999). Large indigenous populations reside particularly in Mexico, Bolivia, Peru, Ecuador, Guatemala, Canada and the United States (UNDP, 2004a). No or limited access to formal schooling becomes one of the reasons why indigenous people have lower literacy rate compare to non-indigenous society.
Certain learning, vision and hearing impairments have direct implications for literacy.\textsuperscript{75} Over 600 million people (about 10\% of the world’s population) – two thirds of whom live in low income countries – have a disability of one form or another.\textsuperscript{76} The World Health Organization stated that health risks such as poverty, malnutrition, armed conflict and natural disasters – together with increased life expectancy in industrial countries – will increase the number of people with disabilities (WHO, 2005). The OECD has elaborated three categories of disability: disabilities for which there is substantive normative agreement (blindness, deafness and severe intellectual impairment), disabilities that are manifested as learning difficulties and disabilities that are the result of socio-economic, cultural and linguistic disadvantages. About 35\% of all out-of-school children have disabilities (Erickson, 2005) and that fewer than 2\% of children with a disability are enrolled in school (Disability Awareness in Action [DAA], 2001). People with a disability will tend to avoid public school and choose to be in special school more, but there is case when they even also are not enrolled to school. This is because they have already felt embarrassed with disability they have or already hopeless that disability they have will hinder their learning process. These kinds of reasons only make them become uneducated and even illiterate. Thus, people with disability become uncompetitive and incompetent in society and economic.

2.2.3 The Benefits of Literacy

Literacy is the basic needs for education and it is rights for all human being. By having literacy skills, the opportunities for having better education are open even wider than before. Literacy is not only could support people to have better education, it also open wider opportunities for having better income, better living, better participation in society, better information which lead to a better life. Examining deeper about literacy will lead to several benefits like economic benefits, political benefits, social benefit and even cultural benefits. Below is the elaboration of the literacy’s benefit for life.

2.2.3.1 Literacy and Economic Benefits

The relations between education and economic has been extensively studied by many scholars. No doubt that education could influence job anyone has, how much income anyone earned then could measure how high the economic capability that will then reflect the economic growth in a country. For youth, education now could be accessed easier since government gives so much concern on education but for adult, who in the past have never enrolled to school or dismissed school – which government in the past several decades had not given so much support yet to education as today – it is difficult to get a job with lack of education. Moreover, not only lacking of education, about 775 million adults in the world are illiterate.

According to Barro (1991), adult literacy rates, as well as school enrolment rates, exert a positive impact on economic growth. Another scholar, Bashir and Darrat (1994) found the same relationship about literacy and economic growth for thirty-two Islamic developing countries. Naudé (2004)
found that literacy was among the variables with a positive effect on GDP per capita growth for forty-four African countries 1970 – 1990 periods.

Improving illiterate adults to be literate one will benefit a country in economic growth. Despite economic growth today can not absolutely be measured by the education level within the country – it is also measured by labor’s knowledge and technology – by having literacy skill, adult could read and write, and could access knowledge from anywhere, not necessary from formal education – which is school – only. By being able to read and write, adult could learn and a gain a skill, could be mastering something, capable to use technology and information and also enlarging network which then will give impact to the job and income. By having job or better job, it will increase a household capability in economic, especially buying skills which also affect to the market condition within a country. While market condition is going better, it will give impact to the economic growth in a country.

2.2.3.2 Literacy and Political Benefits

Educated people are to some extent more likely to vote and voice more tolerant attitudes and democratic values (Hannum and Buchmann, 2003). By participating in literacy programs, adult will also participate in community action, national political life, and even trade union. By knowing how to read and write, people will not easily being fooled by other especially when election time comes. For example:77

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a. An adult literacy program set up by workers at a Brazilian construction site increased participation in union activities (Ireland, 1994)

b. Literacy program participants in the United States reported an increase community participation (Greenleigh Associates, 1968; Becker et al., 1976) and were more likely than non-participants to register vote, though they did not actually vote more than non-participants (Boggs et al., 1979).

c. Literacy program graduates in Kenya participated more in election and local associations than did illiterates (Caron et al., 1989).

d. Women who took part in literacy programs in Turkey voted more and participated more in community organizations than did illiterate women (Kagıtçibasi et al., 2005).

e. Among Nepalese women, those who had spent two years in state-run literacy programs demonstrated more political knowledge than those not in the programs and were more likely to believe they could serve as political representatives (Burchfield et al., 2002a).

f. Qualitative studies yield similar results to these quantitative analyses. Literate women in Nigeria, for example, reported being confident enough to participate in community meetings, unlike illiterate women (Egbo, 2000).

g. Rural women who participated in literacy programs in El Salvador claimed a voice in community meetings and several were able to
engage in sophisticated socio-political analysis (Purcell-Gates and Waterman, 2000).

From above examples, could be seen that literate people will have more confidence to join community life, to deliver their voices and thoughts and aware more to their role as citizen and what can they do for their country.

2.2.3.3 Literacy and Social Benefits

‘A better educated mother has fewer and better educated children. She is more productive at home and in the workplace. And she raises a healthier family since she can better apply improved hygiene and nutritional practices’

King and Hill 1993: 12

Besides giving impact to economic and politic, literacy also gives impact to social life. According to King and Hill in the book of ‘Women’s education in developing countries’, literacy gives impact to various social life such as health, education and gender equality.

a. Health

The correlation between education and health, especially for adult women, is very strong. Education for adult women will directly impact to the increase of life expectancy, the less child-mortality and finally improve children’s health. Educated women will also have fewer children compared to uneducated one. Among Nicaraguan mothers who had participated in an adult literacy campaign showed significant amount in statistic that infant mortality was less than those who had not participated. Literate women could gain their knowledge by reading articles related to how to take care of health infant and giving birth safely. Bolivian women also showed significant result about the increment of knowledge
and behavior upon health, again compared to those who had not participated in literacy programs. By being literate, it is capable them to easier in seeking for medical help, gaining knowledge about immunization and also reading medical instruction, so that they could taking care more their health and their family’s health. In Mexico, women with no or low literacy had the most difficulties to follow medical and herbal explanation by medical personnel. Literacy programs provided by government very much aware about health education, thus participants of these programs gain so much knowledge about health, including family planning and HIV/AIDS. A study in thirty-two countries, for example, found that literate women were three times more likely than illiterate ones to know that a healthy looking person can have HIV, and four times more likely to know the main ways to avoid AIDS (Vandermoortele and Delamonica, 2000). In Thailand, several large studies of HIV prevalence among army recruits confirm that those with more education had lower HIV infection rates (Desai and Jukes, 2005).

b. Education

Literacy has important educational benefits. Parents who themselves are educated, whether through schooling or adult literacy programs, will try to give better education for their children and could help their children in the course of their schooling. Cawthera’s (1997) study in Bangladesh noted increased school attendance when children’s parents attended literacy classes. Within the adult literacy context, research evidence suggests that though both literate and illiterate parents believe strongly in education for their children, literate parents were more likely to be able to support children in practical ways, such as meeting teachers...
and discussing progress with children (Save US, 1997; Burchfield 2002a; 115). Carr Hill et al (2001:90) examination in Uganda found that literacy class graduates were nearly twice as likely to discuss schoolwork and check homework as were the illiterate. Those studies reflect that there is relation between literacy programs with parent’s behavior on children education. Literate parents will be able to support more their children in school’s things, teaching their children in home, helping with homework and aware of children progress in school. By being literate, the social benefits have been shown to be greater.

c. Gender Equality

Most literacy programs concern on women rather than both sexes in the way to bring literacy. This is because the trend of the world that two-third of illiterate adults are women, thus the policy moves away from an instrumental approach to women’s literacy and the growing emphasis on a ‘right perspective’ (UNESCO 2002). Literacy programs have become a way to bring women empowerment and support the effort to have gender equality. Participation in adult literacy programs enables women to gain access to and challenge male domains by, for instance, entering male-dominated areas of work, learning language of power previously associated with men (where only men had access to formal education) and participating in household finance.78 Literacy participants can gain more voice in household discussion through having experience of speaking in ‘public’ space of the class.79 Majority of participants (in a literacy programs evaluation) felt that they had learned how to persuade their husbands to

79 Ibid, p.143
listen to them more and had gained confidence in steering family affairs (Diagne and Oxenham, 2001:11). Literacy classes provided women with a social space, away from home (Patel in UNESCO, 2003c, p. 142). This study shows that women learners tend to be more socialize than non-learners and it will bring those learners to have more network outside their home that enable them to have opportunities just like men have.

2.3. **Literacy in Indonesia**

UNESCO recently awarded Indonesia for its fight against illiteracy on the occasion of International Literacy Day in September.

UNESCO/A. Abbe

As the other countries do, Indonesia also gives its commitment to increase literacy rate and reduce illiteracy number of Indonesian. “Literacy improvement had long been a national movement since the issuance of Presidential Instruction No. 5, 2006 on the National Movement to hasten Compulsory Nine-Year Basic Education and the Fight against Illiteracy (NMHFAI).” 80 The effort to reduce illiteracy rate actually had begun since the independence day of Indonesia by the year 1945. At that time, more than 90% of Indonesian was illiterate thus the government of Indonesia started to literate Indonesian with expectation that it would lead to a better education of Indonesian.

In 1990, as The Education for All Conference in Jomtien Thailand held, literacy rate of Indonesia has increased to 81.5%. From 1990 to 2000, the number

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of literate Indonesian increased to be 90.4% which means increased about 15% along 10 years. In 2000, as the Education for All has been re-committed, the commitment and solemnity of the government of Indonesia in improving education especially reducing illiterate number has become stronger, especially adult illiterate number. Despite the number of literacy rate in Indonesia considered high, but the number of adult illiterate population in Indonesia is one of the biggest in the world. In 2010, noted that from 775 million illiterate adults in the world, 13 million among them are Indonesian. For youth literacy rate, since the government of Indonesia has concerned about universal primary education, where Indonesian has at least to enroll in school for nine years, the number of illiterate youth is low. Only about 228 Indonesian youth has no literacy skill. Thus, the concern of government is pointed to reduce adult illiterate number which is not an easy assignment.

In 2011, literacy rate in Indonesia has been increased to 95%, where 8.5 million Indonesian adults are illiterate and 5.1 million among them are women. This number has fall down from 12 million in 2010. This number is very huge and need cooperation and commitment from all parties to reduce the number of illiterate women in Indonesia. Because of the succession of Indonesia in reducing adult illiterate number, UNESCO awarded Indonesia by UNESCO King Sejong Literacy prize for 2012. This award is given related to the Literacy Program implemented by the government of Indonesia called as “Improving Quality of

Literacy Education through Entrepreneurship Literacy, Reading Culture and Tutor Training”. This program first implemented in 2008 and succeeds to bring Indonesia to reduce illiteracy rate to be 5 per cent in 2011. Now, there are 10 provinces which have the biggest literacy rates, which five of them are: Papua, Nusa Tenggara Timur, Nusa Tenggara Barat, Jawa Barat and Sulawesi Selatan.83

According to Mrs. Ella Yulaelawati Rumindasari, the Director of Community Education and Culture, there are several biggest obstacles for government in the effort to increase literacy rate, that have to be concerned and solved together, with cooperation and strong commitment from government, people and stakeholders. The first is commitment from vary parties, which is since the issuance of Presidential Instruction No. 5, 2005, almost all parties felt that illiteracy is a solved problem. Looking from the high literacy rate of Indonesia, many parties assumed that literacy is no longer a problem. Apparently, in reality, the number of illiterate and disparities among provinces remain high. Almost all parties are taking easy in this issue. Most of them no longer give concern on literacy progress, thus literacy progress will be harmed and possibility to slow down the progress is high.

The second obstacle is related to the learners, which is person who illiterate. Most of the illiterate people are already old, this age factor become the reason why giving literacy education is very difficult. Their ability to learn is slowing down as their age is going up, willingness to study and learn is also decline. Besides, most of illiterate people are those marginal people, who live

83 Ibid
below poverty line, un-employed and low skilled which make them feel very much difficult to study because they never experience education before. Other factor is most of them still have a strong old tradition, culture and religion that sometime will hinder the effort to teach them and bring education to the area.

The last factor that becomes the obstacle to literate people is geographical condition. As we discuss before, one of the society that will be difficult to become literate is those who live in rural areas. Indonesia is an archipelagic country, which surrounded by mountain, valley, forest, everything that hinder government to reach the areas. However, these three obstacles become government of Indonesia’s homework that has to be solved as soon as possible to achieve 100% literate people.

**Figure 2.4:** Indonesia adult literacy rate, 1990 - 2015

2.4. Initiative to Promote Literacy in The World

United Nations Educational, Scientific and Cultural Organization is one of the United Nations special body which was established in 1945. This body was established with the purpose of supporting peace and security of the world by promoting cooperation between nation-states through education, science and culture. UNESCO has 195 member states and eight Associate members. This body pursues its objectives through five major programs: education, natural science, social and human science, culture, and communication and information. Literacy issue is included in the one of the five programs of UNESCO which is education, where literacy is the basic need of education.
Since 1950s, International Organizations have initiated the policy dialogue regarding to literacy issue. UNESCO - the organization which deals with education - has played the leading role in developing international policies on literacy and has influenced the changing policy discourse among stakeholders in the international community. 84 In the Second World War period, literacy became an issue as the one of the cores for development to recover from war era. In 1947, UNESCO recognized a wide range of skills, including the acquisition of literacy as fundamental aspects of individual development and human rights (UNESCO, 1947) and defined literate person as one who can read and write with understanding, a short simple statement on his or her everyday life (UNESCO, 1958). Despite Cold war era had weekend the progress and effort toward literacy campaigns, international community remained willing to eradicate illiteracy, in the need of development and better future – since literacy is considered to be fundamental education. International community agreed on the need to ‘eradicate illiteracy’ and promote ways to help individuals acquire basic set of autonomous literacy skills (Jones, 1990b; Chabbott, 2003; UNESCO 2004b). In 1960, during the Second International Conference on Adult Education in Montreal, Canada, international movement to promote literacy emerged. Participants in this conference advocated organization of a major international campaign to eradicate illiteracy just in few years that could be boost the developing countries efforts in national development with financial support from industrial countries. This recommendation against discrimination on education was adopted by UNESCO’s

General Conference in 1960 stress on those who have never received primary education before and this was ruled with appropriate methods (Yousif, 2003).

The World Congress of Minister of Education held in Tehran, 1965 on The Eradication of Literacy stressed for the first time the relations between literacy and development and highlighted the concept of functional literacy: ‘Rather than an end in itself, literacy should be regarded as a way of preparing man for a social, civic and economic role that goes beyond the limits of rudimentary literacy training consisting merely in the teaching of reading and writing’ (cited in Yousif, 2003). The so called functional literacy then became the main key on UNESCO’s Experimental World Literacy Programme (EWLP) that first initiated in General Conference 1966 and implemented in eleven countries and discontinued in 1973.\(^8\) The EWLP was funded by United Nations Development Programme (UNDP) and other agencies which have aimed to provide literacy acquisition with experimental and work-oriented learning. In parallel, the UNDP took a leading role in financing technical assistance that incorporated ideas of functional literacy (Jones, 1990b). Functional literacy is seemed to be identical with lifelong education, insofar as the later concept also encompasses everything which enters into life (UNESCO/UNDP, 1976, cited in Yousif, 2003). The reason why functional literacy becomes identical with lifelong education is because literacy is considered found in the everyday life, literacy is found in everyday activity and literacy is required in every single thing matters in

\(^8\) Four projects were implemented in 1967 (in Algeria, Ecuador, The Islamic Republic of Iran and Mali), five in 1968 (Ethiopia, Guinea, Madagascar, the United republic of Tanzania and Venezuela) and two in 1971 (India and the Syrian Arab Republic). The EWLP paid particular attention to organization, methodology, financing, international cooperation and monitoring and evaluation (Yousif, 2003); unfortunately it was common regarded as a failure.
life. It is with reference to the whole range of people’s function, whether as
citizens, as producers, as private householders in their families, villages or home
neighborhoods, or as individuals seeking answer to the question they ask
themselves about the physical, social, moral and intellectual world in which they
live, that the role of literacy training is to be perceived and manifests itself. In
1978, UNESCO’s General Conference adopted a definition regarding to
functional literacy which is still used until today. “A person is functionally
literate who can engage in all those activities in which literacy is required for
effective functioning of his group and community and also for enabling him to
continue to use reading, writing and calculation for his own and the community
development.”

The theory of ‘conscientization’ initiated by Paulo Freire during 1970s
was very famous among developing countries. This theory stated that social
awareness and critical enquiry are the key factors for social change. This
popularity of the theory seized the attention of international organization and
including UNESCO. International Symposium for Literacy in Persepolis, Iran,
1975 reflected the influence of this theory to international community that literacy
is not merely about reading, writing and calculating but also contribute to the
human development and ‘liberation of man’. In this event, Freire was awarded the
Mohamed Reza Pahlavi Prize for literacy by UNESCO.

Thus conceived, literacy creates the conditions for the acquisition of a
critical consciousness of the contradictions of society in which man lives

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87 ibid
and of it aims; it also stimulates initiative and his participation in the creation of projects capable of acting upon the world, of transforming it, and of defining the aims of authentic human development. It should open the way to a mastery of techniques and human relations. Literacy is not an end in itself. It is a fundamental human right (Bataille, 1976).

In 1980s and early 1990s, the willingness of international agencies in funding literacy programmes declined. Even the World Bank focused on funding primary schooling and neglecting the adult education. With increased pressure on national budgets, investments in non-formal education and adult literacy programmes decreased, whereas those for primary education programmes increased (Torres, 2004). UNESCO and UNICEF established a working group on the Universalization of Primary Education and Literacy in 1982, which gave rise to annual consultation meetings involving international NGOs and, eventually, a new focus on literacy and education for all (Chabbott, 2003). As the globalization issued, in the late 1980s, the effort to promote literacy started be emerged by broadened the definition of literacy to accommodate the demand of globalization, including the spreading of new technologies and other information media. As the Toronto Seminar on Literacy in industrialized countries held in 1987 stated that ‘Literacy is more than the ability to read, write and compute. The demands created by advancing technology require increased levels of knowledge, skills and understanding to achieve basic literacy’ (cited in Yousif, 2003). 1990s was the International Literacy Year and this moment is adopted to be one of the goals in the Declaration on Education for All held in Jomtien, Thailand. This declaration was made to improve the quality of education and also reminder the international community not to ignore the important of improving literacy. Moreover, literacy is also linkage with globalization. UNESCO distinguished between literacy as a
skill and literacy as a set of culturally and socially determined practices, and later endorsed efforts to promote the acquisition of literacy – newly conceived as ‘basic learning needs’ – on a continuum including formal and non-formal education, extended to people of all ages (UNESCO, 2004b). The progress of Education for All was very good, signed by the increasing of primary school enrolment rates, despite the nice progress of primary school, unschooled and illiterate people is still forgotten. As the final report of the Mid-Decade Forum on Education for All (Amman, Jordan, 1996) stated, ‘While there has been progress in primary school enrolments, the unschooled and illiterate youths and adults are still forgotten.’ This moment is so much regretted remembers that the action for literacy remained left behind, whereas, after the Declaration on Education for All, the understanding on literacy started to be gained more. The 1997 Hamburg Declaration and the International Commission on Education for the Twenty-first Century endorsed literacy as essential for lifelong learning and as a catalyst for active community engagement (UNESCO, 1997, 2004b). Declaration on Education for All was stated as failure in supporting literacy because it only succeed in attracting international community to focus on primary education and could not maintain them to focus on literacy.

The international community then re-commit themselves in the next Declaration on Education for All in Dakar, 2000, by releasing the six goals that have to be achieved in 2015. One of the goals is eradicating adult illiterate by 50% and this also being strengthen by Millennium Development Goals which also carry out literacy as one of the goal measurements inside. Action in literacy
itself started to grow in 2003, signed by the United Nations Literacy Decade which was made to achieve the following four outcomes by 2012:\(^{88}\):

1. Making significant progress towards Dakar goals 3, 4 and 5
2. Enabling all learners to attain a mastery level in literacy and life skills
3. Creating sustainable and expandable literate environments
4. Improving the quality of life

Since the UNLD began, advocacy and activity increased in international arena which is vary international efforts on literacy, moreover, since the launching of Literacy Initiative for Empowerment which is the strategic framework in supporting UNLD in the world. Many international organizations and NGO’s realized the important of literacy for life, including its impact to the issue of gender, HIV/AIDS and conflict situations. The international policy community, led by UNESCO, has moved from interpretations of literacy and illiteracy as autonomous skills to an emphasis on literacy as functional, incorporating Freirean principles, and, more recently, embracing the notions of multiple literacies, literacy as a continuum, and literate environments and societies.\(^{89}\) However, literacy is a domestic problem, which is only could be solved by the country faced the problem, and of course with the support from international community. Thus, policy was not only formulated internationally but has to be formulated nationally. UNESCO as the leading committee in combating illiteracy, gives a great effort in supporting countries in making policy related to illiteracy and so that the implementation of policy made. UNESCO will

\(^{88}\) *ibid*, p.155
\(^{89}\) *ibid*
be the independent actor who leads global movement in increasing literacy rate in all countries and support countries to maximize their effort in achieving the goal of literacy.
CHAPTER III

THE ROLE OF UNESCO TOWARDS

LITERACY IN INDONESIA

For many years UNESCO has dealt with the spreading of literacy, advocating states and non-state actors that literacy is the rights of everyone and it is the basic needs for education. Literacy is not only the basic need of education, but also it is important for development. As any other organizations, UNESCO gives important roles in supporting global partnership in the world. UNESCO plays the roles to support countries in achieving common goals that have already been agreed by serving countries as the leading of the movement. There are five ways of UNESCO in playing its role to support countries achieving Education for All goals, namely policy, monitoring, advocacy, mobilization of funding and capacity development.\footnote{Education for All Movement. Retrieved on October 4\textsuperscript{th} 2012 from http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/}

To support Indonesia in achieving EFA goal 4, which is literacy, UNESCO plays only three out of its five roles, they are policy, monitor and capacity building. UNESCO does not play its role in advocacy because Indonesia is considered to be capable in spreading the important of literacy to all over the country with its own effort, so does with funding. UNESCO does not give Indonesia financial support for literacy programs in this country because Indonesia is also considered to be capable to finance literacy programs with its
own budget. Since Indonesia pledged itself to commit in achieving EFA goals in 2000, so many progress in literacy issue could be seen up until now which is in the other word, the Government of Indonesia (GoI) succeed to lead national movement in the fight against illiteracy.

3.1. Policy

In policy, UNESCO plays its role as the leading of global movement by providing member countries strategic policy to achieve goals. According to Ms. Nurhajati Sugiyanto, the program assistant in UNESCO office Jakarta, UNESCO does not play its role downstream, but out-stream.91 UNESCO does not take part directly in assisting Indonesia implementing literacy programs in order to increase literacy rate, but UNESCO, as a partner, support Indonesia with frameworks as the umbrella to design and implement both policy and programs of literacy.

3.1.1. Education for All

Education for All was first started in 1990 within the International Conference in Jomtien, Thailand. The achievement target for this EFA was in 2000 but in reality many countries left behind and did not give so much effort on achieving EFA Goals. Therefore, countries in the world re-commit them selves to achieve EFA Goals by 2015 in their meeting in Dakar under the Dakar Framework for Action. There are six goals of EFA that should be achieved by

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2015 and one of the goals is addressing the issue of literacy as the basic needs of education. Goal 4 in EFA Goals is achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.

All adults have right to basic education with the beginning of literacy skill that will support them in doing their daily activity and taking role in society. Adult education needs a great attention from the government regarding to its impact to many other sectors, thus plan and program to increase literacy skill for adult, the government needs to integrate them into other national issues, such as poverty reduction, health and culture. To assist countries in achieve EFA goals, in this regard, goal 4, adult literacy, UNESCO will serve as the Secretariat. UNESCO will focus to their education programme in order to achieve EFA goals.

Planning in achieving EFA Goals fully lies at the country level, where they have to make strategic policies, planning and programs which are match with the objective of EFA. In 2002, all member countries should submit their National EFA Plans to UNESCO in order to be monitored target, progress and the achievement of each country in the EFA Goals. Support from UNESCO will be different to each country, influenced by the ability of the country to achieve EFA Goals. For example countries with complex crisis or natural disaster, UNESCO and International Community will provide special technical support.

EFA does not have specific policy or program for Indonesia, there is no action of UNESCO that directly supports Indonesia. This framework set goals for UNESCO member-countries including Indonesia that literacy has to be increased about 50% by 2015 and gives guidance how to achieve the EFA goals, what
aspects that should be improved in order to eradicate illiterate people. As stated in Dakar framework for action;\(^9^2\)

a. Adult and continuing education must be greatly expanded and diversified, and integrated into the mainstream of national education and poverty reduction strategies. The vital role literacy plays in lifelong learning, sustainable livelihoods, good health, active citizenship and the improved quality of life for individuals, communities and societies must be more widely recognized. Literacy and continuing education are essential for women’s empowerment and gender equality. Closer linkages among formal, non-formal and informal approaches to learning must be fostered to respond to the diverse needs and circumstances of adults.

b. Sufficient resources, well-targeted literacy programmes, better trained teachers and the innovative use of technologies are essential in promoting these activities. The scaling up of practical, participatory learning methodologies developed by non-government organizations, which link literacy with empowerment and local development, is especially important. The success of adult education efforts in the next decade will be essentially demonstrated by substantial reduction in disparities between male/female and urban/rural literacy rates.

After signing the Dakar Framework for Action in 2000, Indonesia made a committee to support the achievement on EFA, namely National Coordinating

Forum for EFA (FORKORNAS PUS). The Coordinating Ministry of Peoples Welfare issued a decree setting out responsibilities for effective coordination of EFA policies and programs between Government Ministries, Civil Society Organizations and other stakeholders. Following the National Parliament approval of the revised education law in 2003, as a respond to a number of UN conventions related to EFA and the Rights of Children, Indonesia has formulated a mid-term strategic plan (RENSTRA 2005 - 2009) and National EFA Action Plan 2005 – 2009, which is fully consistent with the UN Millennium Declaration and Development Goals which commit Indonesia to achieving universal access to primary education and gender parity. Since signing the Dakar Framework for Action, Indonesia started to concern on literacy, made policy and program to eradicate illiterate people as the effort to achieve literacy goal by 2015.

3.1.2. Literacy Initiative for Empowerment

LIFE is a key global strategic framework for the implementation of the United Nations Literacy Decade (UNLD, 2003 - 2012), which is supported, led and coordinated by UNESCO. LIFE targets 35 countries in the world which literacy rate below 50% or have illiterate population more than 10 million. Through LIFE framework, collaboration will be made to towards achieving EFA especially goal 3, beside, goal 4 and goal 5 also become the interest of LIFE. According to the Literacy Initiative for Empowerment: Vision and Strategy Paper (UNESCO, 2007), LIFE is:

a. A framework of collaborative action for enhancing and improving national literacy efforts
b. A process in support of literacy which is country-led and country-specific

c. Embedded in national policies and strategies

d. A mechanism for technical support services and facilitation by UNESCO in the areas of policy, advocacy, partnership building, capacity-building and innovations.

Within the framework of lifelong learning, the country-led national literacy policies and strategies supported through the LIFE framework should respond to the learning needs of out-of-school children and adolescent, youth and adults insufficient literacy skills or none. Application of the LIFE framework will be undertaken over 10-year period, through three progressive phases of support from UNESCO. The first phase began in 2006, the second one in 2008 and the third in 2010. In 2011, evaluation and assessment will be undertaken. From 2012 – 2015 will be a progress to ensure the sustainability of what have been achieved before.

As a strategic framework and support mechanism, the overall objectives of LIFE are:

a. To reinforce the national and international commitment to literacy through advocacy and communication

b. To support the articulation of policies for sustainable literacy within sector wide and national development frameworks

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94 ibid

95 Ibid, p.19
c. To strengthen national capacities for programme design, management and implementation

d. To enhance countries’ innovative initiatives and practices in providing literacy learning opportunities

At the global level, UNESCO leads the LIFE strategy and collaborative action in literacy, but in country level, national literacy policies and actions are fully country-led. Under the LIFE framework, country will plan the process of literacy program, implementing the programs and evaluating them with support from UNESCO and other development partners. The following strategic areas will be in focus:\(^{96}\)

a. Advocacy and communication to make literacy a priority on the agenda of different stakeholders and create a momentum for jointly accelerating literacy efforts.

b. Capacity-building for the development of policies for sustainable and empowering literacy.

c. Capacity-building for the delivery of empowering literacy programmes of good quality.

d. Sharing of knowledge and inspiring innovations to continuously improve literacy policies and practices.

LIFE provides countries with framework to design own national strategies and actions to overcome literacy problem but assistance and support gives by LIFE is divided into third phase as mentioned before. The objective of the group\(^{96}\)

\(^{96}\) *ibid*
dividing is to maximize LIFE to support countries by minimizing the number of countries to be supported in each period. The selection progress of country to be decided in which phase are depended on:97

1. Policies on literacy (to be reviewed through analysis of education sector development plans, PRSPs, EFA Plans, MDG country reports, legislation, etc).

2. Programmes and projects corresponding to the policies (by reviewing existing operational programmes and projects, etc).

3. In-country institutional set-up for implementation (determined by functional institution frameworks, partnership between stakeholders, etc).

The first phase will be consisted of eleven countries, which are: Bangladesh, Egypt, Haiti, Mali, Morocco, Niger, Nigeria, Pakistan, Senegal, Sudan and Yemen. The second phase consists of Afghanistan, Brazil, Benin, Burkina Faso, China, Democratic Republic of Congo, Ethiopia, Gambia, India, Indonesia, Mauritania, Mozambique and Papua New Guinea. The third phase is consisted of Central African Republic, Chad, Djibouti, Eritrea, Guinea, Guinea Bissau, Iran, Iraq, Madagascar, Nepal and Sierra Leone.

Indonesia joined the second phase of LIFE Country Support Plan which means this country joined in the LIFE umbrella in 2008. After joining this program, in 2009 Indonesia adapted the LIFE framework into national programs and package them into a framework called as AkRAB! This framework becomes

97 Ibid, p. 25
guidance in implementing all literacy programs in Indonesia. This framework has been publicized through national level meetings involving 98:

2. Heads of Education Offices and/or Heads of Non-Formal and Informal Education Offices at the Provincial/District/City levels;
3. Technical Implementation Units of provincial level Development Agency for Non-Formal and Informal Education (P2PNFI) and Centres for the Development of Non-Formal and Informal Education (BPPNFI);
4. Community Learning Centres and similar education units, as well as partner literacy education providers. For publicity, leaflets/brochures and related guidelines have been produced and distributed.

As strategic policy, LIFE also does not take part directly in supporting the GoI to increase literacy rate. Through LIFE umbrella, the government of Indonesia then formulates policy, strategic policy and programs to eradicate illiterate people. The impact of LIFE on the implementation of literacy policies in Indonesia includes:

a. Issuance of Presidential Instruction No. 5/2006 on the National Movement to Accelerate Completion of the Nine-Year Compulsory Basic Education and Eradication of Illiteracy, followed by Decree of the Minister of National Education No. 35 Year 2007 on guidelines for

implementation of the National Movement to Accelerate Completion of the Nine-Year Compulsory Basic Education and Eradication of Illiteracy, and Letter of Decision of the Director-General for Non-Formal and Informal Education No. 258/2009 on the structure of the literacy education programme.

b. Establishment of Main Performance Indicators and Key Performance Indicators to measure progress in completing the eradication of illiteracy within the framework of the National Strategic Plan for the Development of Education, and Strategic Plan of the Ministry of National Education 2010 – 2014.

c. Improvements in gender equity and gender equality as evidenced from a decrease in gender disparities among the illiterate population and from the development of a Gender Mainstreaming Programme in the Field of Education.

Since the Dakar framework for action in 2000, Indonesia has made many policies on literacy but this research will only examine the policy of literacy on The Presidential Instruction No. 5/2006 because according to Ms. Ella, the progress to eradicate illiterate people first succeed since the issuance of this Presidential Instruction.  

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99 Statement of Ms. Ella Yulaelawati, the Director of Community Education Development. Retrieved on January, 17th 2013 from interview.
accelerate movement on literacy in Indonesia. In the execution of NMHFAI, the following strategies have been adopted:\textsuperscript{100}:

a. \textit{Strengthened Provincial Targeting:} To prioritize illiteracy eradication in provinces, municipalities and regencies with the highest rate of illiteracy, so that short term targets regarding numbers of new learners can be reached. There are nine provinces as of data in 2003 which account for 80\% of all illiterate persons; 108 municipalities/regencies account for of 76\% of all illiterate persons.

b. \textit{Concentrating On High Demand Areas:} To apply a block strategy, meaning that illiteracy eradication starts from the areas with the most densely populated numbers of illiterate people and continues to neighboring districts, so that illiteracy can be totally eradicated.

c. \textit{Strengthening Mutual Accountability for Eradicating Illiteracy:} To apply a vertical approach by utilizing the capacity of government structure to mobilize all segments of society to become involved in executing illiteracy education. The President, as Head of State, instructs all relevant ministries, governors, regents/mayors and head of villages/neighborhoods to galvanize the whole element of community in each area behind illiteracy eradication by applying \textit{gotong-royong} principles. (In Indonesia, \textit{gotong-royong} describes a type of

cooperation where everyone in a community has the responsibility to ‘pitch in and help out’).

d. **Encouraging The Developing of Networks and Partnership:** To apply a horizontal approach by performing intensive cooperation with different NGO’s, such as social organizations, religious organizations, women’s organizations, youth organizations, *Pondok Pesantren* (Islamic Boarding School), mosques and others to get involved in conducting literacy education in their circles of influence.

e. **Collaboration with Universities/Academies:** The government, in collaboration with universities, undertake illiteracy eradication through thematic Student Community Services (SCS) Programs, which represents a specific program of illiteracy eradication. Evidence from field programs show that SCS with the theme of illiteracy eradication can have a positive impact.

f. **Standards Setting and Quality Assurance:** To develop Standard of Literacy Competence (SLC) and Standard of Literacy Assessment (SLA) as a base to conduct a quality assurance program. To recognize the achievement reached by learners after joining the literacy education program, an assessment on learning is undertaken. By this assessment, different information on outcomes achieved by the literacy education program can be taken to set targets and achieve outcomes that can reach the standard of literacy competence required.
Strategies above, specifically a, b, c, d and f are used to run literacy programs which have been designed in EFA action plan 2004-2009 and RENSTRA 2005-2009 for adult aged 15 years old above, which arranged in three pillars bellow:101:

1. **Equity and Expansion of the Literacy Education Service**
   a. Improvement on literacy study group enrollments through increasing the number of community reading centre in identified locations and increased resources.
   b. Strengthening of inter sector cooperation, community, universities and international institutions including Non Governmental Organizations (NGOs) for the implementation and monitoring up of literacy programs.
   c. Expanding the publication of the illiterate bulletins gradually that becomes the facility for changing information among various parties and the capacity improvement and the services of Master Trainers of functional illiterate (KF).

2. **Improving The Quality and Relevance of Literacy Programs**
   a. Improvement of functional literacy programs services which as well distributed with the determination of group target in clearly that based on the age group, locations, genders and income group.

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b. Expanding the provision of reading materials that related to various functional skills, including tailoring into different level of literacy.

c. Improvement of supporting programs to maintain the literacy ability which ever be obtained by the graduates so that the literacy ability can always be maintained alongside integration of functional literacy programs within life skill education program.

d. Improving the capacity and tutorial competence and the literacy program organizers, including strengthening overall monitoring and evaluation system together with an increased focus on continuous improvement.

3. Strengthened Governance and Accountability

a. Improving the program controlling system in cooperation with the implementers and organizers of the literacy programs, alongside encouraging the establishment of literacy tutor group at the village level, sub district, district/city.

b. Influencing and encouraging district leaders to improve literacy as part of regional development incorporating: i) improving the planner capacity and competency and budgeting the literacy program, ii) improving the role of committee of out of school education in planning and implementing the program and iii) improving the use of Community Learning Center (PKBM) as the place of program implementation.

c. Accelerating the establishment of Tutor Community Forum, in which the forum name will be expanded with the name of Communication
Forum of Literacy Education and implementing policy study to support the implementation of literacy education programs in order to answer the local needs with better quality.

The outcome this policy and strategic policy, the government then made the literacy programs in improving adult literacy rate are\textsuperscript{102}:

a. \textit{Special Literacy Programmes for Older Adults}. Literacy services for elderly adults need to be relevant to their learning needs and interests. For example, the learning process is phased by first teaching how to write using local language as medium of instruction. The Indonesian language is then introduced in functional education. Support programmes are also put in place to sustain the literacy skills gained so that relapsing to illiteracy is prevented. An example of this support initiative is the Business Learning Groups and Community Reading Centers (CRC). There is no specific data yet about the amount of CRC each year from 2006 – 2011 because of MoNE does not concern on how many CRCs in this country but according to data of MoNE, the amount of Community Reading Centers until 2011 is about 6.408 which spread from NAD to Papua.\textsuperscript{103}

b. \textit{Literacy Certificate}. A certificate (Surat Keterangan Melek Aksara or SUKMA) is given by Directorate General for Non-Formal Education to learners who have successfully completed a literacy programme, and

\begin{footnotesize}

\textsuperscript{103} Total number of Community Reading Center 2011, p.124
\end{footnotesize}
evaluated to have satisfied competency requirements in reading, writing, numeracy and communication (oral) in Bahasa Indonesia based on the literacy Standard Competencies (Surat Kompetensi Keaksaraan or SKK). Literacy programs give from MoNE to people are not directly done by MoNE but through institution or foundation. The amount of SUKMA from 2007 – 2011 is similar with the number of participant of literacy program from 2007 -2011. It is because all institutions and foundations who run the learning process report that all participants have already been literate. Directorate of Community Education Development does not re-check the number of SUKMA receiver each year because they count on the institutions and foundations which run the program in the fields. Thus, the accuracy data of Directorate of Community Education Development is still low therefore data from BPS also becomes one of the main sources of this Directorate to measure literacy program achievement in the field.

c. **Basic Literacy Program.** A program to increase the ability to read, write, count, listen and communicate in verbal and written text using letters and numbers in Bahasa Indonesia. This programme implemented in de-concentration service for provincial, district and municipal targeted. As written in the table bellow, the number of Beneficiaries of basic literacy program is varying each year. The number of beneficiaries every year is decreasing due to the number of illiterate people who decline. Total number of beneficiaries in basic literacy program from 2007 – 2011 is

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3,683,877. This number could not be stated the most valid data to reflect the number of literate people which is increasing, because the possibility of people loose again their literacy skill. The most valid data to reflect the number of literate and illiterate Indonesian could be seen in census data of literate people from BPS.

d.  

_Literacy Based on Independent Business._ A program to increase the ability of entrepreneurship skills through productive learning and income generating skills which could increase literacy and income of learners, either individually or collectively as one of the efforts of literacy enhancement as well as poverty alleviation. The number of beneficiaries of this program in 2007 is not available due to the implementation of this program which first began in 2008. The number of beneficiaries of this program is also varying. This program is aimed to prevent people to loose their literacy ability but the possibility to become illiterate is still high though. Thus, the number of beneficiaries of this program does not decline.

**Picture 3.1:** The Number of Beneficiaries of Literacy Programs 2007-2011

<table>
<thead>
<tr>
<th>No</th>
<th>Programs</th>
<th>2007</th>
<th>2008</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Basic Literacy Program</td>
<td>1,210,000</td>
<td>600,010</td>
<td>1,088,980</td>
<td>437,870</td>
<td>347,017</td>
</tr>
<tr>
<td>2</td>
<td>Literacy Based on Independent Business</td>
<td>-</td>
<td>139,140</td>
<td>67,000</td>
<td>85,000</td>
<td>208,000</td>
</tr>
</tbody>
</table>

105 _ibid._ p.19
Source: Directorate of Community Education Development

The strategy and programs focus on specific target groups, including: i) mother tongue and other communication language groups, ii) trans-migratory regions and migrant groups, iii) the rural poor, including in island regions and border areas, iv) unreached groups, especially the urban poor, v) traditional Islamic boarding school students in Diniyahs and Salafiyahs and vi) various tribal groups, especially Jambi, Sulawesi and Banten.\(^{106}\)

Literacy programs have been accelerated since the Presidential instruction No. 5/2006 but then in response to insufficient program quality for neo-literates that tend to relapse into illiterates, in 2008, the Directorate of Community Education Development attempted to improve the quality of literacy education through the provision of multiple literacy programs, namely: Improving Quality of Literacy Education through Entrepreneurship Literacy, Reading Culture and Tutor Training. This program provides services for literacy education for Indonesian especially for aged 15+ above.

The training of literacy involved more than 4.155 personnels from the following institutions: Community Learning Centers, Community Reading Centers and Smart House. In addition to this training, the government also provided Block Grant for any institution which applies for a training proposal.\(^{107}\) Recorded about 3 milion have already received Literacy Certificate (SUKMA)


and about 3,500 managers and tutors have received capacity building. Since the issuance of Presidential Instruction in 2006, Indonesia made significant achievement on literacy rate. According to BPS, in 2006, the percentage of adult illiteracy rate is about 8.55% and keeps gaining until reached 5.03% in 2010 and 4.43% in 2011.

3.2. Monitoring Literacy Progress

In the regard of monitoring and evaluation, The UNESCO Institute for Statistics (UIS) is responsible in collecting data and statistic which relate to the progress of Education for All goals and Millennium Development Goals which related to education. UIS does not work directly in Indonesia in collecting data related to literacy progress. All data UIS has comes from BPS (Badan Pusat Statistik) and Directorate of Community Education Development. UNESCO has not yet done survey directly through its body to Indonesia because of the issue of fund. Indonesia is one of the countries that are considered capable to finance its literacy program, including monitoring process. Thus, UNESCO no longer support Indonesia with direct survey but trusting Indonesia’s own institute to provide all data necessary regarding with literacy issue.

Global Monitoring report is an annual publication of UNESCO which monitors the progress of Education for All Goals achievement and identifies the challenges faced by countries in order to reach the target set in 2015. Indonesia submits annual report of EFA for UNESCO to be analyzed by UNESCO and being published in EFA Global Monitoring Report which made every year.
Another report is from LIFE Regional Mid-Term Evaluation which reviews all literacy progress and achievement of LIFE countries.

3.2.1. **EFA Global Monitoring Report 2006 – 2011**

In 2006, UNESCO recorded that Indonesia is one of the countries with the greatest number of illiterate people in the world. A study in 2004 stated that 2.4% or around 18.432 million illiterate people of the world are Indonesian.\(^{108}\) Despite that, Indonesia is also one of the countries which had illiterate people reduction since 1990 by carrying out sustained campaign to combat illiteracy. Although Indonesia is consisted of many languages or more than 800 languages within the countries, but the official language which is set to be the standard language of literacy is Bahasa Indonesia. Literacy programmes since the Issuance of Presidential Instruction No. 5/2006 began to be the responsible of many parties from central government to district. All community’s element began to aware about the important to eradicate illiterate people in Indonesia. For example, support for learning groups in a literacy campaign was sought through endorsement by village chiefs. The group did well where the chiefs were aware of the need for literacy.\(^{109}\)

The very first step of GoI in literacy was reflected by the launched of literacy movement in 2004 to strengthen cooperation within government, encourage community participation and promote political awareness of the


\(^{109}\) Ibid, p.231
importance of literacy. Target for literacy achievement in Indonesia is a 50% decrease in the illiteracy rate by 2015. A decrease in illiteracy levels among people over 15 from 10.81% (15.5 million people) in 2000 to 5.41% (9.9 million) in 2015 (a fall from 6.7% to 3.3% for males and from 14.7% to 7.3% for females).

In 2006, the number of illiterate people in Indonesia decreased to be 14.8 million. In 2007, the number of illiterate people in Indonesia decreased to be 13 million. Indonesia’s policy makers still need to address the task of reaching highly marginalized groups and people, which many of them are in remote areas. This proved that Indonesia still need to concern on how to bring literacy for people in remote areas. In 2010, the succession of Indonesia to spread literacy began to be seen. The literacy rate in 2009 is about 93% or success to reduce about almost 9 million illiterate people since 2005. This is a big achievement for Indonesia. UNESCO admitted the ability of GoI in implementing excellent and innovative programs for literacy.

3.2.2. LIFE Regional Mid-Term Evaluation 2010

LIFE does not release report every year, report first published by LIFE in 2010 to review and evaluate literacy progress in LIFE countries after about five years LIFE launched. In this mid-term evaluation report, LIFE found that only

\[\text{References}\]

110 ibid
111 ibid, p.242
two countries among the LIFE countries in the region, namely People’s Republic of China and Indonesia, are on track to meet the EFA 2015 targets for literacy. LIFE in Indonesia has been adapted to become an overall national programme called AKRAB. Within the AKRAB implementation Guideline, basic literacy programmes are not only implemented with a conventional approach for six months, they can also be implemented using other strategies such as the Innova-32 Model which is a basic literacy programme for 32 days that was developed in Karawang District and adopted in West Nusa Tenggara Province. The Family Literacy and Independent Entrepreneurial Literacy Education Programme which is a follow up to the Functional Literacy Programme in Indonesia, has been shared as literacy innovation. Designed to meet the learning needs of citizen who are illiterate and those who are newly illiterate, this programme integrates the learning of reading-writing-arithmetic with skills that would be useful in improving the quality of life and standard of living of the learners, as well as in empowering the families and surrounding communities.

The LIFE countries launches in the nine LIFE countries in Asia and Pacific focused more on rallying the key literacy providers in order to draw attention to literacy and to build partnership and synergy through advocacy to rally the support of national and local leaders as well as the general public. In India, People’s Republic of China, Bangladesh, Indonesia and Pakistan, this was

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115 ibid, p.35
done during celebrations of the annual International Literacy Day or other events like EFA Global Action Week or during World Teacher’s Day. In 7th EFA Global Action Week, The Indonesian National Commission for UNESCO in cooperation with the Directorate General for Non Formal and Informal Education and UNESCO Office Jakarta, arranged a workshop, a press conference and a TV talk show with theme Youth and Adult Literacy and Lifelong Learning: Policy Reviews and Overcoming Challenges in Indonesia. These all events held in Jakarta from 20 – 22 April 2009. The events raised awareness on the progress made and challenges encountered in the policies and programmes implemented to eradicate illiteracy in Indonesia, as well as strategies to overcome the challenges.

In LIFE report stated that LIFE is found in the National Medium Term Development Plan 2004 – 2009 and the National Strategic Education Development Plan 2010 – 2015, which integrate literacy education programmes in the economic, social and cultural life of the nation and people. LIFE and UNESCO recorded a very significant increase in financing literacy programs in Indonesia from 2005 – 2007 and 2009, but reduced in 2010. This phenomenon happened due to the number of illiterate people which also remained small and literacy programmes are considered succeed, thus GoI decided to reduce the

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budget for financing literacy programs. LIFE reported significant achievements in Indonesia in decreasing illiteracy rates and increases in budgetary allocation to literacy.

3.3. Capacity Building

In supporting Indonesia to develop capacity in literacy issue, UNESCO support Indonesia to participate in regional and international meeting to discuss about literacy experience and sharing ideas for literacy achievement. UNESCO is international coordinator for supporting countries in building their capacities in order to achieve the target of literacy by 2015. There are several meeting regarding to literacy where Indonesia participated in from 2006 – 2011, both regionally and internationally.

3.3.1. Regional Conferences

3.3.1.1 LIFE Regional Conference

UNESCO’s Dhaka Office, Institute for Lifelong Learning (UIL) and Asia and Pacific Regional Bureau for Education in Bangkok organized the second Regional Meeting of Asia and Pacific LIFE countries for the nine countries that participate in the LIFE initiative – Afghanistan, Bangladesh, China, India, Indonesia, Iran, Nepal, Pakistan and Papua New Guinea. This meeting was held from 21 – 24 January 2008 in Dhaka, Bangladesh. This meeting is aimed to

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119 Interview with Ms. Ella Yulaelawati the Director of Community Education Development, p. 122 - 123

give deeper understanding of LIFE as a platform of collaborative action in accelerating literacy efforts by putting literacy on high political agendas, mobilizing resources, strengthening capacities and intensifying South–South cooperation. This is also emphasized countries to start their LIFE process and immediately taking up literacy challenges and do not have to wait until they are selected to get extra-budgetary support from UNESCO for financing literacy programs. In this meeting, national government and UNESCO elaborate their focal points to review what have happened thusfar in literacy progress, to exchange their experiences and learn from each other to overcome problems and challenges.

In this regional meeting, all nine countries of Asia and Pacific countries discuss about their experience in implementing LIFE as the mechanism to support literacy programs, developing tools for literacy assessment to get the most accurate data on literacy progress in country, developing multi-literacy programs to respond multilingual and multicultural diversity facing in implementing literacy programs, discuss the most effective literacy practices to improve the quality of literacy and maximizing LIFE framework to strengthen capacities for effective literacy policy and program at the country level.

After participating in The Regional Meeting of Asia and Pacific LIFE Countries, Indonesia learned very much from other countries experiences in implementing literacy programs. As the conference results that LIFE countries do not have to wait for UNESCO’s extra-budgetary to finance their literacy program but to immediately take up the literacy challenge by implementing literacy
program. This meeting very much influences Indonesia in designing new literacy program with entitles as Improving Quality of Literacy Education through Entrepreneurship Literacy, Reading Culture and Tutor Training. This program gives promising result on literacy progress in Indonesia where in 2012 Indonesia is awarded a Literacy Prize King Sejong from UNESCO for the succession of this program.

3.3.1.2 Beijing Conference: Literacy Challenges in East Asia, South-East Asia and the Pacific

The Beijing conference was conducted in Beijing, People’s Republic of China on July 31st – August 1st. This conference focused on literacy challenges and achievements in literacy policies and strategies; costs and financing; monitoring, evaluation and assessment; programme delivery; literacy in a multilingual context; and literacy and rural development. The conference examined effective practices to improve literacy in four thematic fields: mother-child literacy and intergenerational learning; literacy for health; literacy for economic self-sufficiency; and lifelong learning. \(^{121}\)

In Indonesia, the impact of this conference to Indonesia is the initiative of Indonesia to strengthen Community Learning Centers or PKBM in order to maximize the result of literacy programs for society. \(^{122}\) As the conference discussed about the important of CLCs in supporting government to spread literacy program, Indonesia utilized CLCs to be the tools to run literacy programs.


\(^{122}\) Directorate of Education and Community Development
Indonesia gives fund for institution or foundation which wanted to implement literacy programs and also gives training for those institutions and foundations in managing the programs including training for the trainers. The number of institutions, foundations and trainers that being trained are still unknown due to the limitation data from Directorate of Education and Community Development. The Directorate has no survey yet about exact number of PKBM and trainers that have been trained because it has not been the concern for them yet but the number of beneficiaries of the literacy programs.  

**3.3.2. International Conference**

**3.3.2.1 CONFINTEA VI**

The CONFINTEA VI Conference was held in Belem, Brazil, 1-4 December 2009. Over 1.125 participants attended the conference representing governments from 144 Member States, including 55 Ministers and deputy Ministers and 16 Ambassador and Permanent UNESCO Delegates. There were also representatives from multilateral agencies and international NGOs, as well as experts and stakeholders from the private sector, universities and the media.  

Through a series of thematic panel presentations the participants discussed key issues in adult learning and other International education including policy, governance, financing, participation and inclusion for equity. Sustainable development was also a major theme of the meeting. Topics included the quality

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123 Directorate of Education and Community Development
and relevance of adult education in the learning society; literacy and other key competences to build equitable societies and promote sustainable development; improvement of delivery mechanisms for lifelong learning; and assessment, accreditation and equivalence.  

In terms of policy, the impacts of this conference to policy in Indonesia are the coordination mechanisms are based on the organization levels in Indonesia. When NGOs organizing a government grant, they would have responsibility to report, not only to central government, but also to the district level. Community Learning Centers (PKBM) are now being gradually certified by the National Board of Non Formal and Informal Education Standard. The progress of certification however is not significant and the certification is still based on the programs not on the institutions.

For governance, the impacts of CONFINTEA VI conference to Indonesia are also many. More opportunities for the involvement for all kinds of organizations whether it’s government owned or not are significantly encouraged. There is no limitation for any organization to involve in literacy programs. The only limitation is the legal status of the organization which would affect to the opportunities to receive grant from Government. The organizations should attend the workshop and training in order to increase their capacity to improve the quality of literacy program delivery and increase the benefits of the learners.

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126 The Implementation of Belem Framework for Action In Indonesia (Policy). Directorate of Education and Community Development.

127 The Implementation of Belem Framework for Action In Indonesia (Governance). Directorate of Education and Community Development.
In 2010, the data shows that Adult Learning and Education Budget is still 0.85% from the total budget of MoNE but the target to reduce number of illiterates into half has been achieved. There is no limitation regarding new sources funding from private sectors but the concern of government is not in external sources but how to encourage district to spend budget for literacy programs. However, the trend of government funding support is increasing. Although the funding may be reduced, the government is working on increasing the quality of literacy programs.128

In order to increase the culture of learning, the strategy is to be included in many literacy programs such as Family Literacy / Parenting Education / Gender perspective. The objectives of this program are mainly about character education on how through family/parenting/gender awareness could create a lifelong learning culture. Disadvantage communities have become the priorities in adult literacy programs. The policy is by prioritizing the remote and boarder areas to receive literacy programs grant. Indonesian migrant workers are also defined as one of the disadvantage groups that receive attention of the government. All of adult literacy programs are free of charge and filled with incentives such as transportation cost or learning materials. The focus is again the disadvantage groups.129

From the elaboration of UNESCO’s role in Indonesia in supporting literacy movement, could be found that not much that UNESCO done. The

128 The Implementation of Belem Framework for Action In Indonesia (Financing). Directorate of Education and Community Development.
129 The Implementation of Belem Framework for Action In Indonesia (Participation, inclusion and equity). Directorate of Education and Community Development.
succession of literacy movement in Indonesia is because of the government of Indonesia which gives a great attention to literacy issue. Despite UNESCO’s role in combating illiteracy in Indonesia is not that much, but that less role of UNESCO is very much important. UNESCO provides framework and set goal that trigger Indonesia to achieve the goal within the timeframe of EFA. According to Mrs. Ella Yulaelawati, M.A., Ph.D, Director of Community Education of Ministry of Education and Culture, the significant increment of literacy rate was began since the issuance of Presidential Instruction No. 5/2006 on the National Movement to hasten Compulsory Nine-Year Basic Education and the Fight against Illiteracy (NMHFAI).

Since the Presidential Instruction, attention started to be given to illiterate people reduction. GoI started to succeed implementing plans and programs they are designed as well as developing programs for literacy education which is more effective in decreasing illiteracy rate in Indonesia but without UNESCO, Indonesia might not achieve 95% of literacy rate by 2010 because there is no such criteria of what issue to be prioritized. Although UNESCO plays its role out-stream not in down-stream – because Indonesia designs and runs all literacy programs by its own effort without assistance from UNESCO - but the role of UNESCO is big and very influential towards literacy movement in Indonesia.
CHAPTER IV
CONCLUSION

After exploring all gathered data and information about the literacy movement in Indonesia and the role of UNESCO in assisting the movement, the researcher could state that the role of UNESCO is very limited. The limited of UNESCO’s role in combating illiterate people in Indonesia is because of Indonesia is considered capable to overcome illiterate issue by its own effort without too much intervention from UNESCO as the leading committee. Despite of giving limited role, the role that UNESCO gives to Indonesia is very important and influential. From the five roles of UNESCO which are policy, advocacy, monitoring, funding and capacity building, only three of them which are done in Indonesia. They are policy, monitoring and capacity building. The succession of literacy movement in Indonesia can not be separated from the role of UNESCO. Without UNESCO, Indonesia might not concern to eradicate illiteracy by 2015 and might not succeed to achieve 95% of adult literacy rate by 2010.

In policy, UNESCO plays its role by giving umbrella through its framework in EFA and LIFE to Indonesia so that Indonesia designed policy, strategies and programs which are excellent for achieving literacy goal. In term of monitoring, UNESCO through EFA Global Monitoring report and LIFE report, monitor and evaluate the literacy progress and challenges in Indonesia thus Indonesia could measure how far the achievement of the program, UNESCO and
countries in the world could also understood how Indonesia could bring their success in implementing literacy programs. Last but not least is the capacity building that UNESCO gives to Indonesia. Knowing about its limitation to support Indonesia in building the capacity of literacy programs in Indonesia due to the so-called state sovereignty, UNESCO support Indonesia to develop its capacity by holding regional and international conferences as a place for learning and sharing experiences and knowledge regarding literacy programs and discussing the best way to solve problem and achieve literacy goals.

Indonesia will also not be able to learn from another country easily in combat illiteracy if there is no one who is able to coordinate and organize the forum regionally and internationally. It is because UNESCO provides forum to share and gain knowledge about the most appropriate action to solve literacy problem. Indonesia might not be very concern in the progress of combating illiteracy if UNESCO doesn’t monitor the progress. But again, the researcher wants to emphasize that the succession of this movement is because of the awareness of the GoI about the important of literacy for this country. But this awareness will not exist without UNESCO that advocate countries, including Indonesia about the important of literacy for a country and reminding the commitment of country to eradicate world illiteracy by 50% in 2015.

It could be proved from the illiteracy reduction trend from 2006 – 2011. In 2000 – 2005, before the issuance of the Presidential Instruction No. 5/2006, the declining of illiteracy rate is not that much. It is because the GoI has not given greater attention to the issue of literacy. In this case, UNESCO as the leading
committee for literacy movement in the world has not launched the LIFE yet which concerned the effort in eradicating illiteracy so that countries including Indonesia did not prioritize literacy yet as national agenda. In 2006, the President of Indonesia issuance a Presidential Instruction to Fight Against Illiteracy which then becomes a beginning point for Indonesia to make a national movement in overcoming illiteracy problem. This Presidential Instruction was released after the launching of LIFE as literacy framework in the world. LIFE is created because UNESCO realized many countries will not meet the goal to eradicate illiterate people by 50% in 2015, therefore the world needs greater support to increase their commitment and effort towards illiteracy eradication. Since this very moment, a significant increment of literacy rate is accomplished by Indonesia.

The role of International Organization as Neo-liberal Institutional stated, that International Organization is used by state to pursue a certain goal regarding to their national interest. Neo-liberalist analyzes the relations between nation-states with International Organization that in International forum, nation-states is the main actor in cooperation, which is the one who demands for a certain issue to be discussed and International Organization leads the discussion until this forum releases a result that could be in the form of framework or agreement related to the issue. After releasing an output from the discussion, International Organization will monitor the progress made by countries. This theory is valid in reflecting the role of UNESCO in Indonesia.

With International Organization coordinate and bind commitment from countries to achieve their goals, certain common goals could be achieved while
the implementation within the country will fully depend on the government. Before made a national movement to fight against illiteracy in 2006, EFA goals are the commitment that has to be achieved by Indonesia, but literacy has not been the main priority yet. After UNESCO launched the literacy framework under LIFE, Indonesia began to concern the effort to combat illiteracy and reflected the commitment into policy and programs. Since then, a significant result showed. The reflection of commitment of Indonesia to bring literacy as a national movement showed that in international cooperation state is still the main actor who executes the action to achieve the goal. UNESCO’s role in Literacy Movement in Indonesia is not that much but this limited role gives a great effect towards literacy movement and achievement in Indonesia.
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United Nations Literacy Decade – UNLD
Figure 1.1: Estimated adult literacy rates for selected countries circa 1950
1. Age 15 or older.
2. Data are for the most recent year available during the period specified. See introduction to statistical tables in annex for broader explanations of national literacy definitions, assessment methods, sources and years of data.

**Figure 1.2:** Estimated Adult Literacy rates by region, 1985 – 1994 and 1995 – 2004

**Figure 1.3:** Literacy rates 2005 -- 2010
Figure 1.4: Adult literacy rates and number of illiterates, 1995 – 2004
<table>
<thead>
<tr>
<th>Country</th>
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</thead>
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<tr>
<td><strong>Bangladesh</strong></td>
<td>For all ages, literacy to increase from 53% (2002) to 81% (2015); for ages 15 to 45, from 56% to 80%; for ages 15 to 24, from 66% to 90%, through a combination of equitable access to quality basic education and continuing education for all adults.</td>
</tr>
<tr>
<td><strong>Benin</strong></td>
<td>Raise the adult literacy rate by 50% by 2015. Ensure equal access to basic and permanent education programmes for all adults.</td>
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<tr>
<td><strong>Brazil</strong></td>
<td>Establish literacy programmes for 10 million youth and adults within five years, and eradicate illiteracy by 2010.</td>
</tr>
<tr>
<td><strong>China</strong></td>
<td>Achieve 95% literacy for adults and young adults by 2005.</td>
</tr>
<tr>
<td><strong>Côte d'Ivoire</strong></td>
<td>Increase the current literacy rate by 50% and assure equitable access to basic education for adults and seniors by 2015.</td>
</tr>
<tr>
<td><strong>Egypt</strong></td>
<td>Eliminate 50% of current adult illiteracy for those 15 years and above by 2015/16. Give priority to younger age groups, women and girls, and residents of poor rural and urban areas.</td>
</tr>
<tr>
<td><strong>Guatemala</strong></td>
<td>Lower the illiteracy rate from 29% to 22% between 2004 and 2008, including through post-literacy training.</td>
</tr>
<tr>
<td><strong>India</strong></td>
<td>Achieve a sustainable threshold of 75% literacy by 2007 and a 50% improvement in levels of adult literacy by 2015.</td>
</tr>
<tr>
<td><strong>Indonesia</strong></td>
<td>A 50% decrease in the illiteracy rate by 2015. A decrease in illiteracy levels among people over 15 from 10.81% (15.5 million people) in 2000 to 5.41% (9.9 million) in 2015 (a fall from 6.7% to 3.3% for males and from 14.7% to 7.3% for females).</td>
</tr>
<tr>
<td><strong>Kazakhstan</strong></td>
<td>Achieve a 50% improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults.</td>
</tr>
<tr>
<td><strong>Kenya</strong></td>
<td>Achieve 50% improvement in levels of adult literacy by 2010 and universal adult literacy (especially for women) by 2015.</td>
</tr>
<tr>
<td><strong>Mongolia</strong></td>
<td>By 2005, 58.8% of the illiterate population will become literate.</td>
</tr>
<tr>
<td><strong>Morocco</strong></td>
<td>Reduce the illiteracy rate to less than 20% by 2010 and eradicate illiteracy by 2015.</td>
</tr>
</tbody>
</table>

*Source: UNESCO-IIEP (2006a).*

**Figure 1.5: Target of Literacy rate by 2015**
General Assembly Draft Resolution on Education for All

A/54/595

Of the 54th session of the United Nations General Assembly,

October 1999

(Source: http://www.unesco.org/education/wef/en-conf/UN%20Draft-Literacy.shtml)

The General Assembly,

A United Nations literacy decade: education for all

The General Assembly,

Recalling that in the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights and the Convention on the Rights of the Child the right of every individual to education is recognized as inalienable,

Recalling also its resolutions 42/104 of 7 December 1987, by which it proclaimed 1990 as International Literacy Year, 44/127 of 15 December 1989, 46/93 of 16 December 1991, 50/143 of 21 December 1995, in which it called for continuing international efforts to promote literacy, and 52/84 of 12 December 1997, by which it requested the Secretary-General, in cooperation with the Director-General of the United Nations Educational, Scientific and Cultural Organization and in consultation with Member States, to consider effective ways and means of achieving the goal of education for all, including the desirability and feasibility of launching a United Nations decade to eradicate illiteracy,

Deeply concerned about the persistence of the gender gap in education, which is reflected by the fact that nearly two thirds of the world's adult illiterates are women,

Convinced that literacy, especially functional literacy, and quality education represent a lifelong necessity for all and serve as an investment in human and social capital and a major tool for the empowerment of people,


Confident that the International Literacy Year and the World Conference on Education for All, held at Jomtien, Thailand, in 1990, resulted in increased awareness and support for literacy efforts and became a turning point in the struggle for a literate world,
Underlining the importance of sustaining and further promoting the progress achieved since the International Literacy Year and the Jomtien Conference,

Welcoming the Amman Affirmation, the final communiqué of the mid-decade meeting of the International Consultative Forum on Education for All, the report of the International Commission on Education for the Twenty-first Century and the 1997 Hamburg Declaration on Adult Learning,

Recognizing that, despite the significant progress in basic education, especially the increase in primary school enrolment coupled with a growing emphasis on the quality of education, major problems, both emerging and continuing, still persist, which require even more forceful and concerted action at the national and international levels so as to achieve the goal of education for all,

Urging Member States, in close partnership with international organizations, as well as non-governmental organizations, to promote the right to education for all and to create conditions for all for learning throughout life,

1. Takes note of the interim report of the Secretary-General and the Director-General of the United Nations Educational, Scientific and Cultural Organization, entitled "Progress towards the goal of education for all: the year 2000 Assessment";

2. Reaffirms that basic education for all is essential for achieving the goals of eradicating poverty, reducing child mortality, curbing population growth, achieving gender equality and ensuring sustainable development, peace and democracy;

3. Acknowledges the efforts and the preparatory work at national and regional levels for the year 2000 assessment of progress towards achieving the goals of education for all in identifying both continuing and emerging challenges, and stresses the need to meet those challenges and to accelerate the efforts to meet the basic needs of people of all age groups, particularly girls and women;

4. Appeals to all Governments to step up their efforts to eradicate illiteracy and to direct education towards the full development of the human personality and to the strengthening of respect for all human rights and fundamental freedoms;

5. Also appeals to all Governments to redouble their efforts to achieve their own goals of education for all by setting firm targets and timetables, where possible, including gender-specific education targets and programmes to combat the illiteracy of women and girls, and, by working in active partnership with communities, associations, the media and development agencies, to reach those targets;

6. Appeals anew to Governments and to economic and financial organizations...
and institutions, both national and international, to lend greater financial and material support to the efforts to increase literacy and achieve education for all goals, through, inter alia, the 20/20 initiative, as appropriate;

7. Invites Member States, the specialized agencies and other organizations of the United Nations system as well as relevant intergovernmental and non-governmental organizations to further intensify their efforts to effectively implement the World Declaration on Education for All,18 the Amman Affirmation, the 1997 Hamburg Declaration on Adult Learning and Agenda for the Future of Adult Learning, and the relevant commitments and recommendations to promote literacy contained in recent major United Nations conferences and their five-year reviews with a view to better coordinating their activities and increasing their contribution to development;

8. Welcomes the convening of the World Education Forum, to be held in April 2000 in Senegal, with a view to assessing the implementation of the Education for All goals and adopting an agenda for education in the twenty-first century;

9. Requests the Secretary-General, in cooperation with the Director-General of the United Nations Educational, Scientific and Cultural Organization and Member States and with other relevant organizations and bodies, to submit to the General Assembly at its fifty-sixth session, through the Economic and Social Council, a proposal for a United Nations literacy decade, with a draft plan of action and possible time-frame for such a decade, on the basis of the outcomes of the World Education Forum and the special session of the General Assembly for the five-year review of the World Summit for Social Development;

10. Also requests the Secretary-General to bring the present resolution to the attention of all Member States as well as the relevant intergovernmental and non-governmental organizations;

11. Decides to include in the provisional agenda of its fifty-sixth session the question of a United Nations literacy decade.
Resolution adopted by the General Assembly

[on the report of the Third Committee (A/56/572)]

56/116. United Nations Literacy Decade: education for all

(Source: http://www.unesco.org/education/pdf/un_decade_literacy/un_resolution.pdf)

The General Assembly,

Recalling that in the Universal Declaration of Human Rights, the International Covenant on Economic, Social and Cultural Rights and the Convention on the Rights of the Child the right of every individual to education is recognized as inalienable,

Recalling also its resolutions 42/104 of 7 December 1987, by which it proclaimed 1990 as International Literacy Year, and 54/122 of 17 December 1999, in which it requested the Secretary-General, in cooperation with the Director-General of the United Nations Educational, Scientific and Cultural Organization and Member States and with other relevant organizations and bodies, to submit to the General Assembly at its fifty-sixth session a proposal for a United Nations literacy decade, with a draft plan of action and possible time frame for such a decade, on the basis of the outcome of the World Education Forum and the special session of the General Assembly for the five-year review of the World Summit for Social Development,

Reaffirming its resolution 49/184 of 23 December 1994, by which it proclaimed the ten-year period beginning on 1 January 1995 the United Nations Decade for Human Rights Education and appealed to all Governments to intensify their efforts to eradicate illiteracy and to direct education towards the full development of the human personality and to the strengthening of respect for all human rights and fundamental freedoms,

Taking note of Commission on Human Rights resolution 2001/29 of 20 April 2001 on the right to education,

Recalling the United Nations Millennium Declaration of 8 September 2000 in which Member States resolved to ensure that, by the year 2015, children everywhere, boys and girls alike, would be able to complete a full course of primary schooling and that girls and boys would have equal access to all levels of education, which requires a renewed commitment to promote literacy for all,

Recalling also the Copenhagen Declaration on Social Development and the Programme of Action of the World Summit for Social Development and the outcome document of the twenty-fourth special session of the General Assembly, entitled “World Summit for Social Development and beyond: achieving social development for all in a globalizing world”,

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Convinced that literacy is crucial to the acquisition, by every child, youth and adult, of essential life skills that enable them to address the challenges they can face in life, and represents an essential step in basic education, which is an indispensable means for effective participation in the societies and economies of the twenty-first century,

Affirming that the realization of the right to education, especially for girls, contributes to the eradication of poverty,

Acknowledging the activities undertaken at the national and regional levels for the Education for All 2000 assessment of progress towards achieving the goals of education for all, and stressing further the need to redouble efforts in order to meet the basic needs of people of all age groups, in particular girls and women,

Recognizing that, despite the significant progress in basic education, especially the increase in primary school enrolment coupled with a growing emphasis on the quality of education, major problems, both emerging and continuing, still persist, which require even more forceful and concerted action at the national and international levels so as to achieve the goal of education for all,

Deeply concerned about the persistence of the gender gap in education, which is reflected by the fact that nearly two thirds of the world’s adult illiterates are women,

Urging Member States, in close partnership with international organizations, as well as non-governmental organizations, to promote the right to education for all and to create conditions for all for learning throughout life,


2. Proclaims the ten-year period beginning on 1 January 2003 the United Nations Literacy Decade;

3. Reaffirms the Dakar Framework for Action adopted at the World Education Forum, in which commitments were made to achieve a 50 per cent improvement in levels of adult literacy by 2015 and to improve the quality of education;

4. Appeals to all Governments to redouble their efforts to achieve their own goals of education for all by developing national plans in accordance with the Dakar Framework for Action, setting firm targets and timetables, including gender-specific education targets and programmes, to eliminate gender disparities at all levels of education, to combat the illiteracy of women and girls and to ensure that girls and women have full and equal access to education, and by working in active partnership with communities, associations, the media and development agencies to reach those targets;
5. Also appeals to all Governments to reinforce political will and develop more inclusive policy-making environments and devise innovative strategies for reaching the poorest and most marginalized groups and for seeking alternative formal and non-formal approaches to learning with a view to achieving the goals of the Decade;

6. Urges all Governments to take the lead in the coordination of the Decade activities at the national level, bringing all relevant national actors together in sustained dialogue on policy formulation, implementation and evaluation of literacy efforts;

7. Reaffirms that literacy for all is at the heart of basic education for all and that creating literate environments and societies is essential for achieving the goals of eradicating poverty, reducing child mortality, curbing population growth, achieving gender equality and ensuring sustainable development, peace and democracy;

8. Appeals to all Governments and to economic and financial organizations and institutions, both national and international, to lend greater financial and material support to the efforts to increase literacy and achieve the goals of education for all and those of the Decade through, inter alia, the 20/20 initiative, as appropriate;

9. Invites Member States, the specialized agencies and other organizations of the United Nations system as well as relevant intergovernmental and nongovernmental organizations to intensify further their efforts to implement effectively the World Declaration on Education for All, the Dakar Framework for Action and the relevant commitments and recommendations to promote literacy made at recent major United Nations conferences and at their five-year reviews with a view to better coordinating their activities and increasing their contribution to development within the framework of the Decade in a manner that is complementary to and coordinated with the ongoing education for all process;

10. Decides that the United Nations Educational, Scientific and Cultural Organization should take a coordinating role in stimulating and catalyzing the activities at the international level within the framework of the Decade;

11. Requests the Secretary-General, in cooperation with the Director-General of the United Nations Educational, Scientific and Cultural Organization, to seek and take into account comments and proposals from Governments and the relevant international organizations on the draft plan for the Decade in order to develop and finalize a well targeted and action-oriented plan of action to be submitted to the General Assembly at its fifty-seventh session;

12. Decides to include in the provisional agenda of its fifty-seventh session a question entitled “United Nations Literacy Decade”.

88th plenary meeting
19 December 2001
INTERVIEW (January, 10th 2013)

(Interviewee: Mrs. Nurhajati Sugiyanto, programme assistant, UNESCO Office Jakarta)

Q: In increasing literacy rate in Indonesia, the role of UNESCO is reflected in every stage of MoNE’s plan and programmes. Is that mean UNESCO doesn’t have any program created by UNESCO itself to assist Indonesia in eradicating illiteracy?

A: In Indonesia, UNESCO doesn’t have any specific program, even in the implementation of MoNE’s programmes, UNESCO doesn’t take part on it. What UNESCO does is giving strategy policy in the form of framework both in Education for All and LIFE. In designing policy, literacy and programmes, UNESCO refers to these two frameworks.

Q: If UNESCO supports all MoNE’s plan and programmes, then how does UNESCO assist them in all those plans and programmes? What is the real action taken by UNESCO to overcome illiteracy problem in this country?

A: Indonesia has already designed an excellent policy, strategy and programmes regarding to literacy and that is proved by the achievement of Indonesia in International Literacy Day where Indonesia is awarded by the Literacy Prize King Sejong for literacy program and the success of Indonesia halving illiterate population by 2010. Coordination among the government either central or provincial, NGOs and private sectors are
already made but UNESCO doesn’t take any involvement in that. This is not because UNESCO doesn’t want to assist Indonesia, if there is any demand of assistance from Indonesia to UNESCO, UNESCO will always give assistance.

Q: MoNE has literacy program namely Pendidikan Keaksaraan dan Multi-keaksaraan. How is the role of UNESCO in this program besides only supporting the program but what is the real action of UNESCO in this program?

A: The way UNESCO works in literacy in Indonesia is upstream, not in downstream, which means UNESCO only gives strategic policies through its frameworks which are free to be adopted by any country, including Indonesia. UNESCO also encourages and supports Indonesia to get involve in regional and international meetings and conferences regarding to literacy to show the commitment of Indonesia in the goals of EFA and LIFE. UNESCO through UNESCO Bangkok and Jakarta also inform any programmes related to literacy to Indonesia and the designation and implementation of the program will be depend fully to Indonesia. For example, UNESCO headquarter has program to hold seminar about literacy, then Indonesia adopted it to be implemented in the country.
INTERVIEW (January, 17th 2013)

(Interviewee: Mrs. Ella Yulaelawati, Director of Community Education and Culture, Ministry of Education of Republic Indonesia)

Q: How are the roles of UNESCO Jakarta towards literacy movement in Indonesia?

A: UNESCO Jakarta does not give a lot of assistances in literacy movement in Indonesia because UNESCO has its own member-countries priority to be assistance like Timor-leste and Indonesia is considered to be capable to eradicate illiterate people by its own effort. Indonesia cooperates more with UNESCO headquarter and UNESCO Institute for Statistic.

Q: What is the correlation between LIFE and AkRAB!?

A: AkRAB! is a set of literacy programs that implemented in Indonesia. If UNESCO has LIFE, Indonesia has many programs that then being packaged in a brand called AkRAB!. Indonesia is not one of the priority countries which is supported by LIFE because Indonesia is considered to be capable to fund its own literacy program without support from LIFE.
Q: When significant increment of literacy rate in Indonesia happened?

A: Since the issuance of Presidential Instruction No. 5/2006 about the National Movement to hasten Compulsory Nine-Year Basic Education and the Fight against Illiteracy (NMHFAI). Since the very time, government allocated a lot of many to finance literacy programs in Indonesia. In 2008, the declining of illiterate people becomes much more significant because government cooperate more with stakeholders in combating illiteracy, such as NGO and universities. Since 2008, the fund allocation for literacy programs began to decrease because literacy achievement is considered succeed.
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**Jumlah**: 6,408, 6,662