Realizing Education’s Promise: Support to Indonesia's Ministry of Religious Affairs for Improved Quality of Education (P168076)
### BASIC INFORMATION

#### A. Basic Project Data

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<table>
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<th>Borrower(s)</th>
<th>Implementing Agency</th>
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<tbody>
<tr>
<td>Investment Project Financing</td>
<td>Ministry of Finance</td>
<td>Ministry of Religious Affairs</td>
</tr>
</tbody>
</table>

**Proposed Development Objective(s)**

To improve management of primary and secondary education services under the Ministry of Religious Affairs (MoRA).

**Components**

- Nation-wide implementation of electronic performance-based budgeting system: e-RKAM (Rencana Kerja dan Anggaran Sekolah Penerima BOS di bawah Kemenag Berbasis Elektronik)
- Implementation of a national, census-based student assessment in 4th grade
- Policy and continuous professional development for teachers, school directors and supervisors
- Strengthen systems to support quality improvement

### PROJECT FINANCING DATA (US$, Millions)

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B. Introduction and Context

1. **Indonesia is a large and diverse country.** With 261 million people (Susenas 2017, BPS), Indonesia is the fourth most populated country in the world and the third largest democracy. It is both physically the largest and the most populated country in Southeast Asia. Indonesia’s system of government is highly decentralized, but it is a decentralized unitary state and not a federal system. Indonesia is a diverse country, with 300 distinct ethnic groups, and over 700 languages and dialects and multiple religions. This diversity extends to religion: 87 percent of the total population is Muslim, while other major religions include Protestant (6.9 percent), Catholic (2.9 percent), Hindu (1.7 percent), and Buddhist (0.7 percent). Indonesia is classified as a lower middle-income country, with a gross national income per capita of US$3,540 (2017).¹

2. **Indonesia is governed through a tiered system of central ministries, provinces, and districts.** About 53 percent of total government spending—excluding subsidies and interest payments—is conducted by subnational governments, with district governments managing about 38 percent, and the remaining 15 percent of

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government spending managed by provinces. There are 34 provinces and 514 districts, as well as several specially designated subnational regions. Law No. 25/1999 on Local Governance and Fiscal Balance began the process of decentralization for most public services, while religion, foreign relations, and other functions such as defense remained centralized as per Law No. 32/2004 on Regional Government and Law No. 33/2004 on the Fiscal Balance between Central Government and the Regions.

3. Indonesia has seen strong growth and job creation over the past decade, supporting poverty reduction but with high levels of inequality. Since 2000, Indonesia has had a strong record of economic growth. With an average growth rate of 5.3 percent, total GDP has more than doubled since 2000, though continued pressure from current global economic volatility increases risks. The national poverty rate more than halved to 9.8 percent from 1999 to 2018 (BPS, 2018)—the lowest level ever recorded. However, the rate of poverty reduction has decreased. The number of people considered vulnerable (i.e., those between the poverty line and 1.5 times the poverty line) in 2017 was 20.8 percent of the population, mainly due to a lack of productive employment and vulnerability to shocks. Inequality increased from 30 points in 2000 to 41 in 2013 as measured by the Gini coefficient—by far the fastest widening of inequality seen in East Asia. However, inequality has since started to decline and reached 39 points in 2017.

4. Improving governance and outcomes in education are government priorities given the importance of human capital to economic growth and the fundamental right to education enshrined in the Constitution of Indonesia. The country’s current Human Capital Index score is 0.53, reflecting low levels of learning, specifically 7.9 learning adjusted years for 12.3 expected years of education, among other challenges. There is a high degree of commitment by the Government to improve Indonesia’s human capital. The Government adopted human capital development as a key priority in January 2018.

5. The government budget has doubled over the past 15 years in tandem with economic growth, benefiting all sectors, particularly education. From 2003 to 2018, the government budget more than doubled in real terms. Growth of the government budget, coupled with a constitutional mandate to allocate 20 percent of the budget to education, expanded education resources significantly. The overall education budget grew threefold in real terms during this 15-year period, increasing to IDR 492.5 trillion (US$32.8 billion) in 2019.

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7 All conversions of US dollars are made using the 2019 national budget (APBN) assumption of IDR 15,000 per US$1.00.
Sectoral and Institutional Context

6. **The education sector in Indonesia is currently the fourth largest in the world.** Law No. 20/2003 on National Education System and the 1945 Amendment III to the Constitution emphasize that all Indonesian citizens have the right to education, that the Government has an obligation to finance basic education without charging fees and reaffirm the constitutional target of allocating 20 percent of the Government’s budget to education. In 2017, a total of 53.1 million students attended formal pre-tertiary education, up from 43.3 million in 2001. The Net Enrolment Rate\(^8\) is 97.1 percent for primary, while lower secondary is 78.3 percent and upper secondary is 60.2 percent (Central Statistics Bureau [BPS], 2017). There are about 263,700 schools of all types in Indonesia, of which 172,800 are primary, 55,900 lower secondary, and 35,000 upper secondary.\(^9\)

7. **The 53 million Indonesian children enrolled in formal education attend either public or private schools overseen by the Ministry of Education of Culture (MoEC) and the Ministry of Religious Affairs (MoRA),** with 15 percent (8 million) of all primary and secondary students enrolled in schools administered by MoRA. At 64 percent, the majority of primary and secondary schools in Indonesia are public, serving 37 million children, while private schools serve 16 million children (MoRA EMIS, 2017, MoEC Statistik Pendidikan 2017/18) (MoEC Statistik Pendidikan Islam 2015/16)

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\(^8\) Total number of students in the expected age group for a given level of education enrolled in that level, expressed as a percentage of the total population in that age group (UNESCO UIS, 2018).

\(^9\) Statistik Pendidikan 2017/18 (MoEC, 2018) and Statistik Pendidikan Islam 2015/16 (MoRA, 2017)
Figure 1). However, private schools make up 92 percent of all schools under MoRA, accounting for 14 percent of the Indonesian pre-tertiary student population. Schools under MoRA’s authority are legally required to deliver the same national curriculum as schools under MoEC, although the number of teaching hours of religious instruction is higher in MoRA schools.
9. The population distribution of children from zero to 18 years of age is slightly higher for males than females.\textsuperscript{10} We therefore expect higher levels of male enrolment in school, given their greater representation in the population, and this is what the administrative data show at the primary level. Administrative data indicate that 54 percent of MoEC public primary students registered in formal education administration systems are male. This disparity disappears by junior secondary level, where males make up 50 percent of the student population. By upper secondary level, due to higher rates of dropout, males represent only 43 percent of the public MoEC school population (Statistik Pendidikan Indonesia, 2017/18). This higher female enrolment rate in the later stage of secondary education is similar with MoRA administrative data, but MoRA starts with a greater level of equity between males and females. Boys make up 52 percent of the primary student population in MoRA private schools and 51 percent in public primary schools (extracted from MoRA EMIS 2017/18). In private senior secondary MoRA schools, boys make up 46 percent of the student population but only 37 percent of the public senior secondary population (Figure 2). This female advantage carries over into student learning, where girls outperform boys on PISA, the Trends in International Mathematics and Science Study (TIMSS), and UN scores.\textsuperscript{11} It is interesting to note that the national household census reports that girls are enrolled at higher rates across all levels of education.\textsuperscript{12}


\textsuperscript{11} OECD; IES-NCES; authors calculations from Puspendik UN Score, 2018

\textsuperscript{12} This ‘female advantage’ in enrolment at the primary level from household survey data is not reflected in administrative data from MoEC and MoRA. Perhaps parents over-report enrolment rates when surveyed, or some non-formal schools contribute to overall enrolment numbers - but these are not captured in the administrative data. The issue of lower levels of female enrolment in the primary level could be explained by enrolment in non-formal education. The high dropout levels in the secondary level are also cause for concern, particularly among boys, though this challenge is common among middle-income countries globally and in the region (Growing Smarter, World Bank, 2018).
Figure 2: Number of male and female students in MoEC and MoRA schools

Source: Statistik Pendidikan Islam 2015/16 and Statistik Pendidikan Indonesia 2015/16.

Learning Outcomes

10. **Indonesia has managed to improve student learning slightly, as measured by international assessment tests, while the education system has expanded.** Indonesia’s Programme for International Student Assessment (PISA) scores in all subjects improved between 2012 and 2015, with the largest movement in science (from 382 to 403), followed by math (from 375 to 386), and reading (from 396 to 397). This slight improvement is an important achievement, as countries often show declines in learning as student enrolment increases. Indonesia’s PISA score is at the level expected based on estimates of public expenditure per student (IEQ, 2019). However, learning levels remain low in absolute terms, with 55 percent of 15-year old students scoring below level 2 on the reading section of PISA (OECD, 2016).

11. In addition to international examinations such as PISA and TIMSS, Indonesian students take national examinations in 9th and 12th Grades. Scores for MoEC public and private schools at the 9th Grade level are the same (52 out of 100 for the Ujian Nasional (UN) 2017), though private MoEC school students did worse in the 12th Grade examination than their public MoEC counterparts (40 out of 100 for private vs. 45 for public school...
students) (Figure 3). A similar pattern between public and private service providers occurs in MoRA schools, where public and private student scores are about the same in 9th Grade, but, for the end-of-secondary examination in 12th Grade, private schools scored a full 10 points lower than public schools in 2017. This discrepancy between public and private schools has been increasing with the progressive introduction of computer-based assessments, which have increased the integrity of examinations and test-taking. Twelve percent of the Indonesian student population is served by private institutions under MoRA. While some MoRA private schools are at the top of the learning distribution, improving performance is necessary to meet the Government’s human capital objectives.

Figure 3: National exam for 12th Grade, MoRA and MoEC schools (public and private)

Source: Calculated from Puspendik MoEC 2016-2018.

**Equity**

12. MoRA enrolls economically vulnerable students at a higher rate than MoEC and has a higher proportion of females. While the aim of the education policy and financing structure is to increase equity and decrease dependence on parental contributions for education, poor households\(^\text{13}\) still spend an average of IDR 91,000\(^\text{14}\) per month to send a child to primary school.\(^\text{15}\) While there is significant local variation, educational costs for MoRA schools tend to be lower on average than for MoEC schools (Permani, 2011; Parker and Raihani, 2009).

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\(^{13}\) ‘Poor households’ here mean those with per capita expenditure below the poverty line as defined by Badan Pusat Statistik (National Bureau of Statistics).

\(^{14}\) Susenas 2015

Using data from Susenas, Indonesia’s national household socioeconomic survey, and PODES (village census records), Asadullah and Maliki (2018) find that “madrasahs systematically attract children from poorer households, rural locations, and less educated parents”. Children are 2.4 percentage points more likely to enroll in MoRA schools in rural areas than urban areas. Girls are 11 percentage points more likely to be in a MoRA school than boys, all else being equal. Furthermore, they find that MoRA schools in Indonesia enroll higher-than-expected numbers of the poorest of the poor, namely low-income households living in rural areas (Asadullah and Maliki, 2018).

13. Gender equality broadly exists among education personnel at the school level. At the primary education level (MI), the majority of teachers are females (58 percent), while at the lower secondary level (MTs) and the upper secondary level (MA), the majority of teachers are males (51 percent and 53 percent, respectively). One additional dimension of equity relates to school directors, where only 22 percent are female.\textsuperscript{16}

Quality of MoRA Teachers

14. MoRA provides limited continuous professional development (CPD) of teachers, school directors, and supervisors, and does not sufficiently measure school and student performance. There is strong global evidence showing that good teachers are core to ensuring quality education.\textsuperscript{17} The 2018 World Development Report \textit{Learning to Realize Education’s Promise} makes a strong case for the centrality of teachers, including teachers’ skills, motivation, and the importance of quality teacher-learner interaction.\textsuperscript{18} The Indonesian context is no different.\textsuperscript{19} Coupled with gaps in pedagogical competency and challenges with teacher absenteeism, the challenge to educational quality is clear. The need to invest in teachers, at multiple levels, is also clear.\textsuperscript{20} One of the key investments needed is CPD, or in-service training.\textsuperscript{21}

15. In addition to high quality and effectively supported teachers, all schools require quality leadership from their directors.\textsuperscript{22} Research in the Indonesian context points to the critical role of directors, particularly in the context of reforms toward decentralized management, as highlighted in a recent World Bank report on

\textsuperscript{16} MoRA. \textit{Statistik Pendidikan Islam} 2015/16
\textsuperscript{21} Ibid. pg. 187.
school-based management in Indonesia. The need to invest in CPD for school principals is thus well supported by existing research.

Financing

16. There are similarities in the financing of schools under MoRA and MoEC but also important differences. The education system under MoEC is highly decentralized, while MoRA is a centralized ministry. Most school costs under MoEC are covered by fiscal transfers from the central level to the district and province levels, some of which are earmarked for education use. An important example of these transfers are school operational grants, known as Bantuan Operasional Sekolah (BOS), provided to all formal public and private schools on a per-student basis.

According to government BOS Guidelines for Madrasahs, BOS is provided to ease the cost burden to the community to achieve quality education. While government resources available to MoRA schools through BOS have increased almost 176 percent in real terms since 2005 for the primary and 150 percent for junior secondary education levels, many schools lack the capacity to use those funds effectively and efficiently to deliver better learning outcomes for students.

Quality Assurance

18. Quality assurance takes place through the National Education Standards (NES) and the accreditation process, though there are weaknesses in each mechanism, and all MoRA and MOEC schools follow the same national curriculum. More than half of MoRA schools do not meet the satisfactory National Education Standards (NES). The standards cover eight areas, namely education content, learning processes, student end-of-grade competencies, teacher and education personnel, equipment and infrastructure, management, financing, and learning assessment. Stakeholders use these standards to measure the attainment of educational quality of a school both annually through self-evaluation, and the level of accreditation of a school, measured every five years by BAN-SM. MoRA schools conduct a paper-based self-evaluation of NES achievement using measurement instruments issued by the National Education Standard Institution (Badan Standar Nasional Pendidikan, BSNP).

19. Schools are required to seek accreditation, but not all do. There are two ways to open a private school in Indonesia. A private foundation may seek permission from civil authorities at the level of the district/city and receive a license to operate under the regulatory authority of the district/city, province, and MoEC. The school

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25 BOS unit cost is IDR 117,500 and IDR 162,250 per student per year in 2005 and is IDR 800,000 and IDR 1,000,000 per student per year in 2019, in primary and JSE level, respectively.
can be open to all students or serve a specific religion (for example, Protestant or Hindu). Alternatively, a private foundation may apply for a license to operate a religious school from MoRA central and will then fall under MoRA’s regulatory authority. Regardless of which ministry the school operates under, the operating license allows the school to function indefinitely, but schools are required to seek accreditation from the independent National Accreditation Bureau for Schools and Madrasahs (BAN-SM) as per National Education Law No. 20/2003. In practice, however, schools can operate for many years without accreditation. National Education Law No. 20/2003, Parts 2 and 3, Articles 17, 18 and 36 require that all types of schools, regardless of regulatory body, are required to follow the same national curriculum; the current version of the national curriculum was introduced in 2013.

Weak Management and Monitoring systems

20. **MoRA needs to acquire more information about the education production function.** Some necessary conditions for effective education system management include information such as how schools are allocating resources, how they can better allocate resources, how teachers can improve instruction, and what students are learning (outputs). MoEC piloted an online electronic school planning system (*Rencana Kegiatan dan Anggaran Sekolah berbasis Elektronik*, e-RKAS) in five pilot areas in 2017 and 2018, with some positive experiences reported.

21. **There is strong commitment on the part of MoRA and the Government to strengthen human capital through improved management of education services and systems.** To improve system outcomes, decision-makers at the school, district, provincial, and central levels of MoRA need to have essential, accurate, and up-to-date information on system functionality, including financing, the education workforce, student enrolment, and student learning outcomes.

22. **Although the current education management information systems operating under the auspices of MoRA demonstrate commitment by users and operators (those who enter data at the school level) to provide data, as well as high levels of responsiveness and collaboration when sharing, requesting, and updating data between multiple systems, the overall system and data architecture could be improved by:**
   a. **System integration**
   b. **Stronger Data input**
   c. **Improving the enabling environment for operators**
   d. **Improved system data and data quality**

26 According to Peraturan Menteri Pendidikan dan Kebudayaan (Permendikbud), Minister of Education and Culture Regulation No. 57/2015 Attachment 1 Part III.B and Peraturan Menteri Agama (PMA) or Minister of Religious Affairs Regulation No. 912/2013 Attachment Part 1.C.S.a, a standard first-grade class meets for 30 academic hours per week, four of which are devoted to religion. In MoRA schools, a standard first-grade class meets for 34 academic hours per week, eight of which are devoted to religion. While the duration of religious instruction is longer, the subjects that are taught are the same.
23. **MoRA could improve measuring the quality of inputs into its education production function, as well as measuring essential outputs such as learning at the primary level.** There are challenges in its education data systems and is actively seeking to improve the access and quality of its teacher and education workforce training programs.

### C. Proposed Development Objective(s)

Development Objective(s) (From PAD)
To improve management of primary and secondary education services under the Ministry of Religious Affairs (MoRA).

**Key Results**

1. Increase in achievement of school-based National Education Standards (NES).
2. Make data on Grade 4 student learning outcomes in three subjects available to teachers.
3. Increase access to improved in-service training for primary and secondary teachers and education personnel.
4. Improve availability and quality of system-wide education data for decision-making.
D. Project Description

24. To fully realize Indonesia’s human capital potential, all students should have access to learning. MoRA’s centralized system provides education services to over 28 million Muslim, Hindu, Christian, Catholic, Buddhist and Confucian students, as well as studies in Al Quran, Pondok Pesantren, Diniyah, early childhood education and tertiary education. The allocated 2018 education budget for MoRA was IDR 52.6 trillion (US$3.50 billion), and for 2019 the intended allocation is IDR 51.9 trillion (US$3.46 billion), a nominal decrease of 1.3 percent. The proposed World Bank financing package amounts to an average of US$50 million per year, or 1.43 percent of MoRA’s annual education budget.

25. With the aim of strengthening management of education services under MoRA, specific investments are proposed for all roughly 50,000 primary and secondary formal education institutions nationwide under MoRA through the following components:

- Component 1 - Nationwide implementation of electronic performance-based budgeting system.
- Component 2 - Implementation of a national, census-based student assessment in 4th Grade.
- Component 3 - Continuous professional development for teachers and education personnel.
- Component 4 - Strengthen systems to support quality improvement.

26. Component 1 – Nationwide implementation of an electronic performance-based budgeting system: e-RKAM (Rencana Kerja dan Anggaran Sekolah Penerima BOS di bawah Kemenag Berbasis Elektronik) (World Bank: US$65.6 million). The project will support the implementation of an electronic performance-based planning and budgeting system (e-RKAM) for all formal schools under MoRA and enable budget management support and monitoring at the provincial and district levels. The implementation of e-RKAM will allow schools serving primary and secondary students to allocate non-project budget transfers such as BOS and other resources at the school level to achieve the NES. The e-RKAM will also enable the monitoring and provision of support for frontline service providers at the district, provincial and central levels.

27. Component 2 – Implementation of a national, census-based student assessment in 4th Grade (World Bank: US$53.5 million; Government: US$0.25 million). The project will fund the development, piloting, and implementation including distribution, proctoring, correction and dissemination of a student assessment system in the form of an age-appropriate competency test to assess student learning outcomes at the 4th grade level for 100 percent of the approximately 580,000 4th-grade students. The project proposes to build on the existing Asesmen Kompetensi Siswa Indonesia (AKSI) program of MoEC, which assesses competencies based on the national curriculum required from 4th Grade students in reading, writing, mathematics and science, adding modifications specific for MoRA. The project will support all 4th-Grade MoRA students to take a computer or paper-based AKSI-type exam at the beginning of the academic year. The assessment will be developed and piloted at scale in the first two years of the project, and then administered to all 4th-grade students in the following three project years. By the final half-year of the project, the costs of exam administration are expected to be covered by MoRA from its regular budget allocation.

28. Component 3 – Policy and continuous professional development for teachers, school directors and supervisors (World Bank: US$59.4 million). Project financing will be used to expand opportunities for teachers, school directors, and supervisors (pengawas) to participate in in-service training, while improving the quality of that training and strengthening the regulatory environment around its implementation.
29. **Component 4 – Strengthen systems to support quality improvement (World Bank: US$71.5 million; Government: US$2.25 million)**. This component consists of three sub-components, focused on: (i) strengthening data systems; (ii) providing grants to achieve the NES; and (iii) systems strengthening activities. Together, these activities will strengthen MoRA’s ability to manage quality improvement and align the education system with learning.

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<td>Projects in Disputed Areas OP 7.60</td>
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**Summary of Assessment of Environmental and Social Risks and Impacts**

In general, the project activities focus on capacity building at the institutional and human resources levels and will not involve any physical infrastructure. There will be activities related to procurement of ICT to increase performance of education management systems. The project is not expected to generate significant e-waste. The potential adverse environmental and social impacts are minimal and there are no significant adverse risks and issues which are complex, diverse, sensitive and unprecedented. Social risks directly inherent in project activities are generally moderate. This proposed project is designed to deliver results at the service-delivery level, the level of the district, the province and at the central ministry. The project will aim to support religious schools, the majority of which are madrassahs, which follow national curriculum, in improving their performance-based budgeting, new information management system, as well as increasing the proportion of students who participate in a fourth-grade student assessment. The Project will not finance activities related to the education curriculum.

**Note:** To view the Environmental and Social Risks and Impacts, please refer to the Appraisal Stage ESRS Document.

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27 Since a single student may attend madrasah in the morning and Al-Qur’an studies (LPQ) in the afternoon, these are NOT unique students and there is some double-counting; 28 million includes enrolments in both formal and non-formal education.
E. Implementation

Institutional and Implementation Arrangements

30. The project will be implemented by MoRA with the Director General of Islamic Education as the Executing Agency Representative (Executive Director). The implementation of the project will be led by a Project Director, a civil servant named by the Executive Director, Minister and Secretary General. Implementation will be guided by the Steering Committee, which will be chaired by the Director General of Islamic Education and include Secretary General, the Project Director and other Directors central to project implementation, including KSKK, GTK, Pusdiklat and Planning. The Project Director will be supported in their role by a Technical Committee made up of civil-servants from concerned directorates and a single PIU with personnel at the central and provincial levels, staffed primarily by civil servants. The PIU will be supported by consultants who will provide technical assistance to meet procurement, FM and safeguards requirements, and support overall project implementation. Capacity-building will be supported through training programs provided by experts and training service providers.

31. Other agencies involved will be MoEC, BAPPENAS, MoF, BPK and the Inspector General. MoEC will support the 4th grade exam under Component 2 by sharing test items developed for the AKSI exam and their experience in implementing census-based national exams. BAPPENAS will monitor the implementation of project activities and the achievement of outcome targets. MoF will monitor budget execution and assure the flow of funds to MoRA for school grants, peer working group block-grants and other project financing as part of the loan disbursement process. BPK, the supreme audit institution, will audit project financial statements each year of the project. The national Inspectorate General will conduct periodic internal audits of project activities.

CONTACT POINT

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APPROVAL

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|----------------------|-------------------|

<table>
<thead>
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<th>Approved By</th>
<th>Environmental and Social Standards Advisor:</th>
</tr>
</thead>
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<td></td>
<td>Practice Manager/Manager: Rolande Simone Pryce</td>
</tr>
<tr>
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</tr>
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