

6.6 Component B Menu 5: Block Grant

This section reports findings and suggestions generated through the monitoring of REDIP pilot project Component B Menu 5 “Block Grant (BG)”. The purpose of the monitoring is to observe the progress and process of Block Grant Projects (BGPs) which were implemented from January 2000 at 29 SLTPs/MTs. The monitoring was conducted in October- November 2000, and for this purpose, a field trip was made to conduct interviews and observations.

6.6.1 Methodology

(1) Monitoring Framework

The purpose of this monitoring was to observe the progress of the Block Grant, which were implemented since January 2000 as a part of REDIP pilot projects. The Block Grant Projects were implemented at 29 SLTPs and MTs in three Kecamatan in two Provinces. The pilot project has two aspects: “experiment aspects” and “education investment aspects”. As an experiment project, the pilot project needed to progress enough to be examined by the post-pilot survey scheduled in January 2001. While as an education investment project, BG was expected to generate some positive impacts and consequences.

In designing REDIP pilot projects, the ideas of “school effectiveness approach” and “education production function”, both of which apply “input-process-output” models in education were employed as illustrated in the figure below.

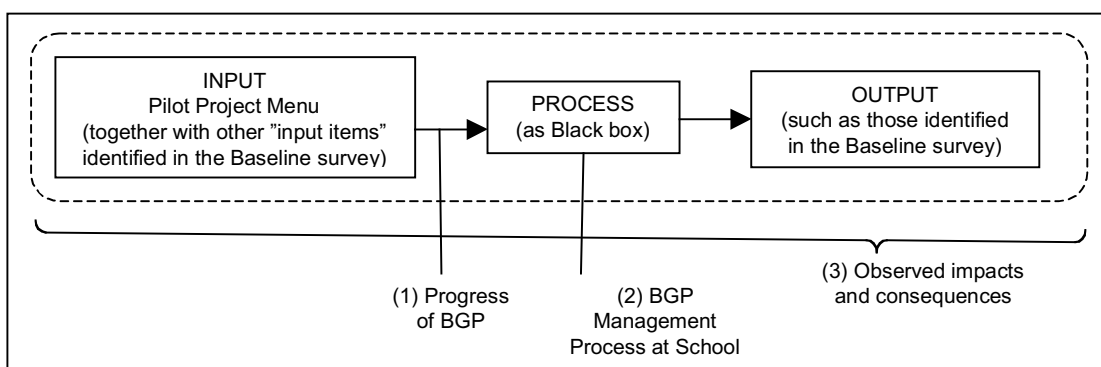


Figure 6-3: REDIP Pilot Project Hypothesis and Focus of the Block Grant Monitoring

With such an understanding of the hypothesis employed by the Block Grant (and REDIP pilot project), three monitoring focuses were set, namely

- 1) Progress of Block Grant implementation,
- 2) Process of BGP management and administration at school, and
- 3) Observed impacts and consequences of BGP.

Though it is very difficult to have a universal distinction between “impacts” and “consequences”, in this paper context, it is understood that “impact” refers to direct “changes” generated by BG, while “consequences” refers to changes due to the direct changes. Thus, “impacts” and “consequences” to be described here may cover wider issues than the “output” of

the Baseline survey (and not necessary be limited to the “output”).

Also, key stakeholders of BGPs include the following:

- Principal, Teachers, BP3,
- Students
- “Community (community/religious leader, Kepala Desa, Military, and alike)”
- TPK (Sub-district level)
- Kancam (Sub-district level), Kandep (District/Municipality level), Kanwil (Province level)

The relationship among these stakeholders can be described as follows. Such understanding in stakeholder relationships are shared with Kanwil counter-parts, who joined the monitoring tour with the JICA consultant.

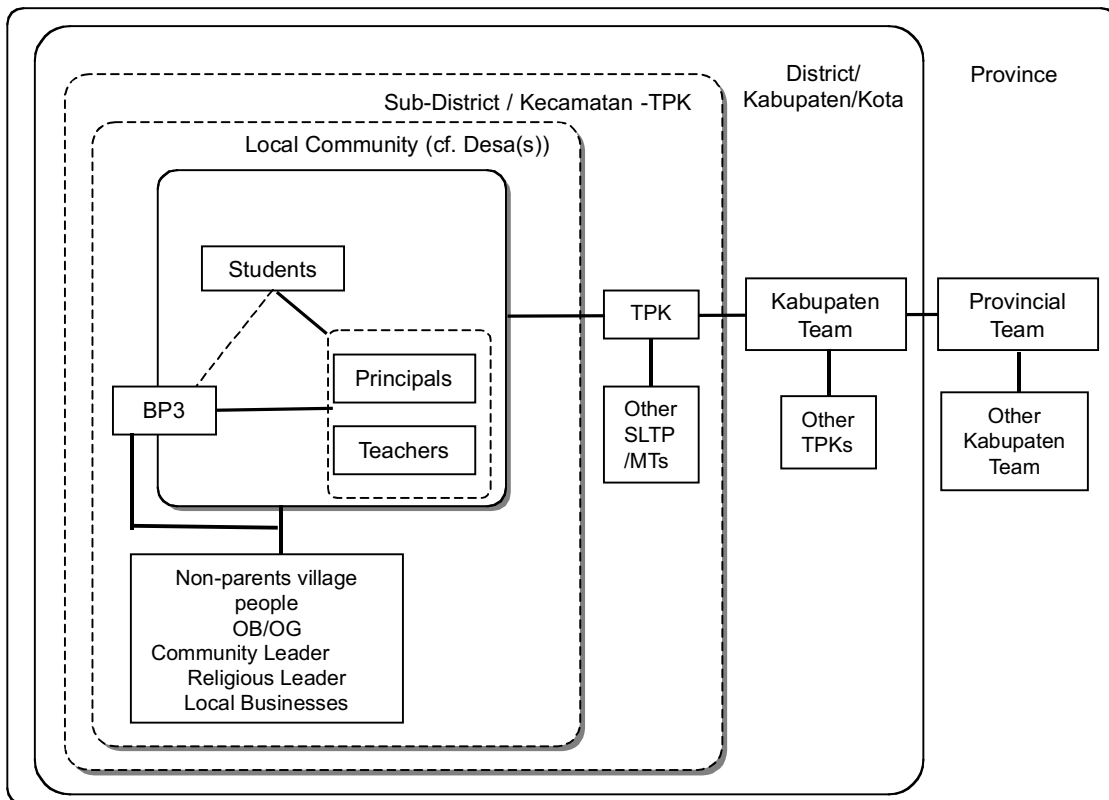


Figure 6-4: Identified Relationships among Stakeholders

(2) Methodology

With the above clarifications in mind, the data regarding BG was collected through interviews and discussion with attention to the stakeholders observation of the newly installed/rehabilitated equipment and goods at school, and records of the BGP related events kept by individual schools. In this activity, a “focused interview” method was employed. Thus main topics of the respective interview, or sometimes, discussion were set covertly prior to the meeting by the monitoring consultant, while no obvious “questionnaire” was delivered to the interviewees. To

avoid interviewees' nervousness, the interview session was not tape-recorded, but field memos were taken.

All 29 schools were visited by the monitoring team. The monitoring mission spent 2 to 3 hours at a school on average; generally monitoring activity started with an in-school tour to observe the physical rehabilitation change (0.5-1 hour), then continued to interviews with the stakeholders (principals, teachers, BP3, etc), which is normally represented by principals (1-1.5 hour). Where available, a group or a class of students was interviewed. Typically interviews of students continued for 30 to 40 minutes. In most cases, interviews were made at schools in the morning in spare classroom time, or after class.

(3) Schedule and Arrangement of the Monitoring Trip

The following is a list that summarizes the chronological process of the Block Grant Project menu. As shown below, "net" pilot period of the Block Grant is 10 months from March 2000 to January 2001.

- September-October 1999: Baseline Survey
- January 2000: Submission of Phase I BG proposal by school
- March 2000: 1st payment for Phase I from REDIP office to school
- June 2000: 2nd (final) payment for Phase I from REDIP office to school
- July 2000: Submission of Phase II BG proposal by school
- September 2000: 1st payment for Phase II from REDIP office to school.
- October-November 2000: Block Grant Monitoring**
- November 2000: 2nd (final) payment for Phase II from REDIP office to school
- January-February 2001: Post-pilot survey (scheduled)

The target school of BG are 29 SLTPs/MTs in 3 Kecamatan in Central Java (2 Kecamatan) and North Sulawesi (1 Kecamatan) Province, which were visited as listed in the tables below.

Table 6-5: Target SLTP/MT of the Monitoring Activities: Block Grant

Kecamatan	Kecamatan Guntur Kabupaten Demak Central Java Province	Kecamatan Susukan Kabupaten Semarang Central Java Province	Kecamatan Tenga Kabupaten Minahasa North Sulawesi Province
Name of SLTP/MTs	SLTP 1 Guntur SLTP 2 Guntur SLTP 3 Guntur SLTP Bhakti Negara MTs Sultan Fatah MTs Asy-Syarifiyah MTs Sabilul Huda MTs Sabilul Muttaqin	SLTPN 1 Susukan SLTPN 2 Susukan SLTPN 3 Susukan SLTPN 4 Susukan SLTP Kerabat SLTP Muhammadiyah SLTP Islam Sudirman MTsN MTs As Salafi MTs Al Falah	SLTPN 1 Tengar SLTPN2 Tengar SLTPN3 Tengar SLTPN4 Tengar SLTPN5 Tengar SLTPN6 Tengar SLTPN7 Tengar SLTP Nasional Elusan SLTP Kristen Tawaang MTs Muh Tanamon SLTP Katolik Mayella
	8 Schools	10 schools	11 schools

Table 6-6: Trip Schedule, Central Java Province

Day	Date		Schedule	Accommodation
1	Oct. 8	Sun	Jakarta>Semarang	Semarang
2	Oct. 9	Mon.	SLTP2 Guntur (Kab. Demak) MTs Sahibul Mustaqin Guntur (Kab. Demak)	Semarang
3	Oct. 10	Tue.	SLTPN1 Guntur (Kab Demak) MTs Sahibul Huda Guntur (Kab Demak) SLTPN Bhakti Guntur (Kab Demak)	Semarang
4	Oct. 11	Wed.	SLTPN3 Guntur (Kab Demak) MTs Saultan Fatah Guntur (Kab Demak) MTs Asy Syarhiyah Guntur (Kab Demak)	Semarang
5	Oct. 12	Thu.	SLTPN1 Susukan (Kab Semarang) MTsN Susukan (Kab. Semarang)	Semarang
6	Oct. 13	Fri.	SLTPN2 Susukan (Kab Semarang) SLTPN4 Susukan (Kab Semarang)	Semarang
7	Oct. 14	Sat.	MTsN As Salafi Susukan (Kab. Semarang) SLTPN3 Susukan (Kab Semarang)	Semarang
8	Oct. 15	Sun		Semarang
9	Oct. 16	Mon.	SLTPN Kerabat Susukan (Kab Semarang) MTsN AI Fatah Susukan (Kab. Semarang)	Semarang
10	Oct. 17	Tue.	SLTP Islam Sudirman (Kab. Semarang) SLTP Muh. Susukan (Kab.Semarang)	Surakarta

Table 6-7: Trip Schedule, North Sulawesi Province

Day	Date		Schedule	Accommodation
1	Oct. 28	Sat.	Jakarta>Manado	Manado
2	Oct. 29	Sun.		Manado
3	Oct. 30	Mon.	Kanwil SLTP6 (Minahasa)	Tenga
4	Oct.31	Tue.	SLTP4 (Minahasa) SLTP Nasional Elusan (Minahasa)	Tenga
5	Nov. 1	Wed.	SLTP Kristen Tawaang (Minahasa) SLTP1 (Minahasa) SLTP2 (Minahasa)	Tenga
6	Nov. 2	Thu.	SLTP7 (Minahasa) SLTP5 (Minahasa)	Tenga
7	Nov. 3	Fri.	MTs Muh. Tanamon (Minahasa) SLTP Mayella Poigar (Minahasa) SLTP3 (Minahasa)	Tenga
8	Nov.4	Sat.	Kandep/Kanwil	Manado
9	Nov.5	Sun	Manado>Jakarta	

6.6.2 Observation

The monitoring found that the Block Grant menu was progressing. There was no serious delay either in disbursing grant funds from REDIP office to individual schools, or goods and services procurement at the school level. The 2nd payment of the Phase-II Block Grant amount was not made yet when the monitoring mission visited the schools. It also found that schools have a certain level of fundamental managerial capability, and that has made it possible for BG to progress. This section describes the disbursement progress, the procurement progress, and the management process of BG observed through the monitoring activity at the schools.

(1) Disbursement Progress

The total BG amount is Rp.1,721 million (approximately JPY 20 million. at an exchange rate of

0.0116), offering a block grant opportunity to 29 junior secondary schools in three Kecamatan: Guntur (Kabupaten Demak, Central Java Province), Susukan (Kabupaten Semarang, Central Java Province), and Tenga (Kabupaten Minahasa, North Sulawesi Province). On average, a school received Rp. 61.4 million (approximately JPY 0.7 million). The following **Table 6-8** shows the block grant amounts (to be) received by the schools. As shown, the size of the grant is rather standardized in different Kecamatan; schools in Kecamatan Guntur, Susukan and Tenga receive on average, Rp. 79.8 million, Rp. 36.8 million and Rp. 65.1 million respectively.

Table 6-8: Approved Block Grant Amount (Rp. ,000)

	BG Phase I	BG Phase II	(1st payment for Phase II: Sept 2000)	Total
GUNTUR				
SLTPN 1 Guntur	41,421	28,393	15,000	69,813
SLTPN 2 Guntur	49,407	35,934	15,000	85,341
SLTPN 3 Guntur	51,879	34,334	15,000	86,213
SLTP Bhakti Guntur**	44,100	30,899	15,000	75,000
MTs Sultan Fatah Gaji	41,647	32,814	15,000	74,460
MTs Sabilul Huda Guntur	46,357	29,137	15,000	75,493
MTs Asyariyah Sari	60,858	27,053	15,000	87,911
MTs Sabilul Muttaqin Tri	57,420	26,447	15,000	83,867
Total	393,088	245,010		638,098
Average	49,136	30,626		79,762
SUSUKAN				
SLTPN 1 Susukan	24,676	20,211	10,000	44,887
SLTPN 2 Susukan	25,740	13,035	10,000	38,775
SLTPN 3 Susukan	25,020	20,410	10,000	45,430
SLTPN 4 Susukan	17,619	13,270	10,000	30,889
MTs Al Fatah	17,952	14,541	10,000	32,493
MTs As Shalafi	13,942	12,193	10,000	26,134
SLTP Muh. Susukan	20,057	15,807	10,000	35,864
MTsN Susukan	26,453	21,738	10,000	48,190
SLTP Kerabat	17,030	14,641	10,000	31,671
SLTP Islam Sudirman	18,043	15,199	10,000	33,242
Total	206,530	161,044		367,574
Average	20,653	16,104		36,757
TENGA				
SLTP 1 Tenga	35,522	24,967	7,000	60,489
SLTP 2 Tenga	43,228	27,927	8,000	71,155
SLTP 3 Tenga	35,096	31,842	10,000	66,938
SLTP 4 Tenga	36,333	19,556	8,000	55,889
SLTP 5 Tenga	40,087	26,084	5,000	66,171
SLTP 6 Tenga	30,322	30,351	10,000	60,672
SLTP 7 Tenga	40,064	31,644	10,000	71,708
SLTP Katolik Mayella Poigar	42,525	25,298	8,000	67,823
SLTP Kristen Tawaang	39,032	23,687	8,000	62,719
SLTP Nasional Elusan	59,840	15,207	5,000	75,047
MTs. Tanamon	37,924	19,337	5,000	57,261
Total	439,972	275,899		715,871
Average	39,997	25,082		65,079
Total BG	1,039,590	681,953		1,721,544
Average / school	35,848	34,516		59,364

* Baseline survey data.

**Not covered by the Baseline survey.

It was confirmed that all of the 29 schools received the full amount for the Phase I BG, and all

amounts received by schools were disbursed from the school for procurement. Only two schools reported Rp.300,000- remain from Phase I as they have procured some equipment at a lower cost than estimated (SLTPN3, Kecamatan Guntur). It was also reported that other schools have over-spent by Rp.9,000 (MTsN As-Shalafi, Kecamatan Susukan). All other schools reported that there's no budget remaining from BG Phase I.

It was also confirmed that all schools have received the first payment for Phase II BG, which was disbursed from the REDIP Project Office in September 2000. The amounts received by individual schools are also indicated in **Table 6-8**. The share of the 1st payment amount to the entire amount of Phase II varied, however generally it consists of 40% to 60% of the total Phase II amount - thus it is sufficient enough to start procurement for the Phase II BG.

The final amount approved by the REDIP Project Office for BG Phase I was sometimes different from what was proposed in the school proposal, but schools were not “formally” informed of the final amounts approved by the REDIP Project Office. At some schools, this misinformation has caused misunderstanding over the actual grant amount of Phase I made available to them – they did not recognize that the difference between final and proposed amounts. To avoid further misinformation and possible misunderstanding, the REDIP Project Office should have informed them of the approved amounts for Phase I when the disbursement was made.

(2) Procurement Progress¹

It turned out that all 29 schools procured goods and services in line with what they proposed with minor deviations. In general, schools are very satisfied with what they have obtained through BG. Most of such deviation had sound reasons. Typically a school had obtained more precise information on needs as the project progressed (i.e.; 80 student-tables and floor renovation instead of procuring 223 student tables as originally proposed), and were able to reallocate some amounts to others. Another typical case is that schools have received discounted prices from providers so that they were able to purchase some additional goods. The pilot schools are capable of re-adjusting the proposed plan by reflecting on the updated information.

Such findings, however, also connote schools' reluctance to disclose information on the deviation. It seemed that some schools felt anxious to disclose such changes as they might be recognized as “less-accountable” schools. It was felt that schools are very sensitive to “accountability” issues, but did not have concrete ideas on how to demonstrate their accountability in this particular case. Guidance with concrete examples regarding what are eligible changes and what are not will be very helpful for the schools, to foster not only their understandings but also capability regarding accountability. Through the monitoring, schools

¹ To assure the procurement progress, the monitoring mission checked actual items/quantity of items/facilities procured by the school to see that they matched those in the final version of the proposal prepared by school. The intention of such a practice is twofold; (1) to assure the physical progress of BG, and (2) to motivate and brace up school's accountability in project management toward the end of piloting, by showing our concerns over “what actually happened at school.”

were suggested by the JICA consultant that changes in procurement would be no problem as long as they have good reasons, and that they should consult with field/junior consultants prior to making such changes².

The monitoring found that a certain “full-scale” auditing should be conducted and jointly implemented by the school, Kanwil/Kandep/Kancam, and REDIP Consultant (field consultant in charges of respective schools) toward the end of Phase II BG. This audit is to ensure what was actually procured through Phase I and II. Also such a practice would enhance stakeholders’ motivation to maintain a good accountability project operation at schools because stakeholders are going to really hold “stake” in each other by being involved in such an audit. This would be another good opportunity to improve school-based managerial capability.

(3) BG Management Process at School: Outline

BG management at schools involve assessing needs, adjusting internal conflict of interests, writing and finalizing proposals, estimating the budget, supervising procurement and installation, reporting the project progress, and inspections. It is the very first experience for the pilot schools, and in coping with such a totally new challenge, schools generally started with socialization activities to inform and explain BG to their external stakeholders, i.e. community. In expanding the school’s link with the outside, BP3 is a key partner. In turn, being chaired by the school principal, the BG committee/team has been established at schools and functioned as an executing agency. Meanwhile, most of schools have been successful in generating matching funds. The following sections describe major issues found through the monitoring trip.

(4) School BG Committee/Team and BG Management Process

All the schools have set up BG committees/teams to execute the BG except 4 schools in Kecamatan Tenga, North Sulawesi Province (indicated with “*” mark in **Table 6-9** below). Member of the committee/team differ by school, however, typically it consists of the principal, several teachers, BP3 representatives, administrative and financial officers, community/religious leaders and Yayasan representatives in the case of private schools. In addition to these “typical” members, the committee/team may sometimes include student representatives, and non-parents community leaders (i.e. religious leader, village head, army representative, and local business persons). The following **Table 6-9** outlines reports by the committee/team member at each school³.

² In some cases schools changed their procurement plan, but their financial report for Phase I submitted to the project office does not reflect such changes, or the project office has not recognized such changes. In such cases financial reports may just follow items, quantities and prices specified in their original proposal regardless of the actual figures. In other cases, REDIP Project Office has been short of human resources to assure such matching. This is yet to be confirmed through the “full-scale” auditing proposed in the main text.

³ Non-committee personnel - such as teachers, BP3, religious institutions, and village heads – also attended the monitoring interview session at 6 schools. This indicates that they are considered to be stakeholders of BG projects, though they are not officially nominated as the committee members.

Table 6-9: Block Grant Committee/Team Member

	Principal	Teachers	Admin. Staff	Bp3	Yayasan	Students	Non-parents Community Stakeholders	Total Number of Committee Member	Total Number of Full-time Teachers	Total Number of Teachers
GUNTUR										
SLTPN 1 Guntur	1	3		1				5	20	23
SLTPN 2 Guntur	1	6						7	6	20
SLTPN 3 Guntur	1	3	2	1				7	9	16
SLTP Bhakti Guntur	1	6		1			Community Leader(1)	9	N.A.	N.A.
MTs Sultan Fatah Gaji	1	2		1		2		6	5	14
MTs Sabilul Huda Guntur	1	1		1	8			11	0	16
MTs Asyiarifiyah Sari	1	3		1			Religious Leader (1)	4	0	16
MTs Sabilul Muttaqin	1			1			Religious Leader (1)	2	4	17
SUSUKAN										
SLTPN 1 Susukan	1	5	3	1				10	28	29
SLTPN 2 Susukan	1	3		1				5	23	27
SLTPN 3 Susukan	1	2	1	1		1		6	22	34
SLTPN 4 Susukan	1	2	2	1				6	5	17
MTs Al Fatah	1	2		1	1			5	1	10
MTs As Shelf	1		2	1				3	0	16
SLTP Muh. Susukan	1	6		2			village residents (6)	15	9	20
MTsN Susukan	1	1		1				3	31	46
SLTP Kerabat	1	1	1	1				4	12	15
SLTP Islam Sudirman	1	2		2	2			9	16	21
TENGA										
SLTP 1 Tenga	1	3						4	26	27
SLTP 2 Tenga*	1			1				2	22	23
SLTP 3 Tenga	1**	3	3				Head of Village (1)	7	20	22
SLTP 4 Tenga*	1	1		1				3	16	16
SLTP 5 Tenga	1	2		1				4	15	20
SLTP 6 Tenga	1	3		1				5	9	10
SLTP 7 Tenga	1	1		1		1	Head of Village (1)	5	15	17
SLTP Katolik Mayella Poigar	1	4		2				7	3	5
SLTP Kristen Tawaang*	1	7						8	5	7
SLTP Nasional Elusan*	1	2						3	5	10
MTs Muh Tanamon	1	1		2	1			5	0	7

* No specific committee was setup. Figures indicate the reported number of key players in BG management

** Vice principal serves as Acting Principal as the principal has been absent from school due to illness.

As was said, there are four schools that did not establish BG committee/team in Kecamatan Tenga, North Sulawesi Province. This, however, is not necessarily an “improper” practice. The suggested reasons include: 1) the number of teachers at the school is very limited (five full-time teachers at Kristen Tawaang and Nasional Elusan), thus the schools did not consider that they need to set up a formal committee or team at the school and 2) at first, schools understood that BG is mainly for school facility improvement which has less subject-orientation, therefore, principals considered that they did not have to set up a formal committee inviting subject teachers. In these particular cases, it was found that the absence of a school committee did not directly indicate an undemocratic nature of the schools. In fact regardless of the school committee establishment, all 29 schools started the BG with school-wide gatherings inviting all the teachers, as described below.

As was said, in most cases, prior to the formal committee/team establishment, the principal invited all teachers and BP3 key personnel for a school-wide meeting to explain and socialize the BG project. Generally during/after such a school-wide meeting, teacher committee members are selected either on a volunteer basis or through appointment by the principal.

When principals appoint teachers, they tend to select “the most capable ones” with leadership. Also student representatives (typically the chairperson of the student association) were asked to join the committee as formal members at 3 schools. In addition, teachers collected students’ requests through questionnaire/interviews at least at 2 schools (SLTP2 Guntur and SLTP Kerabat Susukan). The outside committee members (such as from BP3 and non-parents community personnel) were usually asked by the principal to join the committee.

Generally, the principal sorted out school needs information and tried to achieve a consensus on prioritizing criteria from as wide a range of teachers as possible regardless of their committee/team membership. Such practice is quite normal for pilot schools even before BG, according to them. Thus where they exist, the school committee/team’s function is rather limited to an “executing and coordinating agency” at the school. It is usually in charge of gathering needs information from teachers, adjusting needs conflicts between teachers and subjects, and producing proposal documents, while needs information was collected from as wide a range of school stakeholders as possible.

(5) Socialization to Community Prior to All

Apart from an awareness raising campaign conducted by TPK, each school has conducted BG socialization activities in various forms right after the school-wide meeting described above. Most schools hosted (or co-hosted with BP3) a community-wide gathering typically at the school, by inviting all parents, non-parents community residents, prior to the proposal preparation. Especially in a devout religious society, Muslim/Christianity mass (gathering) is another channel of socialization; in such a case, schools in cooperation with Muslim leaders asked community residents for cooperation and participation in BGP. It is understood that such socialization activity from the very early stages of BG progress has been very effective in fostering a sense of ownership by the community as BG stakeholders.

(6) Matching Fund Generation: Generated Amount

The following **Table 6-10** shows the required and generated amounts of matching funds for BG Phase I. The required amounts of Matching Funds are calculated based on the amount that was finally approved, not on the proposed amount. In total covering all 29 schools, Rp. 152.5 million (equivalent to JPY 1.77 million at exchange rate of 0.116) has been generated while the required total amount set by the guidelines is Rp. 124.7 million (equivalent to JPY 1.45 million), hence overall achievement is 122%. Out of 29 schools, 25 schools have generated more than 80% of what was required, while only four schools did not. “Top fund generators” includes SLTPN 3 Susukan (surplus amount Rp. 17.7 million, Achievement 719%), MTs Sultan Fatah Gaji, Guntur (Rp.10.0 million, 318%), MTs Asy-syarifiyah Sari, Guntur (Rp. 5.2 million, 177%), SLTPN 4 Susukan (Rp. 3.3 million, 271%) and SLTPN1 Tenga (Rp. 2.1 million, 155%). Considering that fund raising activities are first-ever experiences for most of the schools, it would be fair to say that the fund raising activities for Phase I have been successful in general.

**Table 6-10: Matching Fund Generation Result Reported by School
(Block Grant Phase-I, Rp.,000)**

	Matching Fund Factor	Required Matching Fund (Phase I) <a>	Generated Matching Fund (Phase I) 	Balance Phase I <b-a>	Achievement Phase I (%) <b/a>
GUNTUR					
SLTPN 1 Guntur	25%	13,807	6,000	-7,807	43%
SLTPN 2 Guntur	10%	5,490	5,500	10	100%
SLTPN 3 Guntur	10%	5,764	6,000	236	104%
SLTP Bhakti Guntur	10%	4,900	5,000	100	102%
MTs Sultan Fatah Gaji	10%	4,627	14,700	10,073	318%
MTs Sabilul Huda Guntur	10%	5,151	8,000	2,849	155%
MTs Asyrafiyah Sari	10%	6,762	12,000	5,238	177%
MTs Sabilul Muttadin	10%	6,380	6,300	-80	99%
Total		52,881	63,500	10,619	120%
Average		6,610	7,938	1,327	N.A
SUSUKAN					
SLTPN 1 Susukan	10%	2,742	2,300	-442	84%
SLTPN 2 Susukan	10%	2,860	2,500	-360	87%
SLTPN 3 Susukan	10%	2,780	20,000	17,220	719%
SLTPN 4 Susukan	10%	1,958	5,300	3,342	271%
MTs Al Fatah	10%	1,995	1,400	-595	70%
MTs As Shalafi	10%	1,549	1,500	-49	97%
SLTP Muh. Susukan	10%	2,229	2,014	-215	90%
MTsN Susukan	10%	2,939	2,600	-339	88%
SLTP Kerabat	10%	1,892	2,670	778	141%
SLTP Islam Sudirman	10%	2,005	1,850	-155	92%
Total		22,948	42,134	19,186	184%
Average		2,295	4,213	1,919	N.A
TENGA					
SLTP 1 Tenga	10%	3,947	6,100	2,153	155%
SLTP 2 Tenga	10%	4,803	4,790	-13	100%
SLTP 3 Tenga	10%	3,900	3,400	-500	87%
SLTP 4 Tenga	10%	4,037	4,000	-37	99%
SLTP 5 Tenga	10%	4,454	2,300	-2,154	52%
SLTP 6 Tenga	10%	3,369	4,600	1,231	137%
SLTP 7 Tenga	10%	4,452	4,500	49	101%
SLTP Katolik Mayella Poigar	10%	4,725	4,600	-125	97%
SLTP Kristen Tawaang	10%	4,337	4,700	363	108%
SLTP Nasional Elusan	10%	6,649	6,000	-649	90%
MTs. Tanamon	10%	4,214	1,900	-2,314	45%
Total		48,886	46,890	-1,996	96%
Average		4,444	4,263	-181	N.A
29 School total		124,715	152,524	27,809	122%
29 schools average		4,454	5,447	993	N.A.

(7) Matching Fund Generation: Generation Method

Matching funds have been generated from various resources in various forms as shown in **Table 6-11**. Major donors include BP3 members (parents), non-parent community residents, and key community personnel (village heads, community leaders, religious leaders, etc.). Contributed funds are channeled through existing institutions such as BP3, religious institutions, and other fund raising activities practiced locally outside the schools. Schools accepted not only cash donation but also donation “in kind” (such as cement, sand, wood, panels, roof tiles, etc) and labor force. In short, flexibility (not limited to only cash but also in-kind donation) and wider

participation with diversified donors was a key in matching fund generation. According to the monitoring, fund raising methods can be categorized into five types, as shown in **Table 6-11** together with frequency distribution by three pilot Kecamatan: Guntur, Susukan and Tenga.

Table 6-11: Types of Fund Raising Methods by Pilot Kecamatan

(Number of pilot schools)	Central Java		North Sulawesi	Total
	Guntur	Susukan	Tenga	
	8	10	11	29
Additional BP3 fee, collected from BP3 parents	7	6	4	17
Donation from non-parents community residents, local business, OB/OG, etc	3	4	8	16
Allocation from BP3 reserve	4	3	1	8
Donation from the Yayasan		2	2	4
Donation from Church			3	3
Income Generation Activity (craft sales, clean up community activity, etc)		1	1	2

BP3 has played a key role throughout these three Kecamatan. Out of 29 schools, 17 charge additional BP3 fees to BP3 members, which cost students' parents between Rp.4,000 and 50,000 depending on the schools. The fee is collected at one time or in installments. To avoid possible negative impacts to economically less-privileged parents, schools tend to set a price as the "maximum" amount where parents are allowed to pay a feasible amount. Also they do not force such parents to pay additional BP3 fees⁴. In most cases, the additional BP3 fee is regarded as a temporal one to generate matching funds, however, four out of the 17 schools have increased the routine BP3 fee, and they will not reduce BP3 fees even after the BG period finishes. Thus four schools have obtained potential "new" additional income, which can be utilized for maintenance costs of school utilities in the future. In any case, such decisions were made through discussion and consensus with BP3 members at meetings between the schools and BP3.

Similar to proposal preparation, schools arrange meetings open to all parents to discuss the most appropriate way to generate funds prior to making a final agreement. Further, again, schools do not force poorer parents to pay any fees in any case. Since this process in decision-making was taken, no school has reported serious conflicts with students' parents so far. Also, no report was made about further students' dropouts due to this additional BP3 fee or increased BP3 fee. The following **Table 6-12** shows the detailed information of matching fund generation by schools.

⁴ According to the interviews, most of the schools have managed school routine activities without forcing poorer parents to pay a monthly BP3 fee (ranges approx. Rp.3,000 to Rp.10,000 per month.). The monitoring mission suggested collecting BP3 and additional BP3 fees not in the classroom whenever such practices were found (most schools collect fees outside the school or in school administration room). The intention is to prevent a further dropout of enrolled students, and to encourage students currently un-enrolled to come back to school. Most schools have a school-aged population who dropped out of school or will not continue to junior secondary school. It is also widely recognized that one of the reasons for un-enrollment is that children are ashamed of being unable to afford the BP3 fee. However, the recognition of this is not reflected in school administration practices and they often continue to collect the fees in the classroom. Schools should be aware that collecting fees in the classroom might make students who cannot afford BP3 fees dropout from school.

Table 6-12: Matching Fund Generation Measures

Name of Schools	Required Matching Fund Phase I Rp.,000	Generated Matching Fund Phase I Rp.,000	Actual source of the Matching Fund	Proposed sources	Routine BP3 Fee /Month/ Student
GUNTUR					
SLTPN 1 Guntur	13,807	6,000	Additional BP3 fee: Rp.4,000/student	"Socialization through community leaders, and donations from community at large"	Rp.7,500
SLTPN 2 Guntur	5,490	5,500	Additional BP3 fee maximum set at: Rp. 50,000/student (1 st &2 nd grade) Rp. 25,000/student (3 rd)	"Socialization through community leaders, and donations from community at large"	N.A.
SLTPN 3 Guntur	5,764	6,000	Additional BP3 fee: Rp.10,000/student/year	"Socialization through community leaders, and donations from community at large"	Rp.7,500
SLTP Bhakti Guntur	4,900	5,000	Additional BP3 fee Rp.20,000/student Allocation from BP3 reserve	"Socialization through community leaders, and donations from community at large"	N.A.
MTs Sultan Fatah Gaji	4,627	14,700	Community donation Rp.14,700,000 (In cash and in kinds)	Additional BP fee Rp. 5,000*108 Rp. 6,000*99 Rp. 5,000*81	Rp.6,000
MTs Sabilul Huda Guntur	5,151	8,000	Additional BP3 fee Rp.20,000/student Allocation from BP3 reserve	"Socialization through community leaders, and donations from community at large"	Rp.8,000
MTs Asyiarifiyah Sari	6,762	12,000	Additional BP3 fee Rp.25,000/student Allocation from BP3 reserve Donation from Non-parents community (Rp.5,000-50,000/donation) Donation from current and previous village head (Rp.5.5 Mil. in total)	"Socialization through community leaders, and donations from community at large"	N.A
MTs Sabilul Muttaqin	6,380	6,300	Allocation from BP3 reserve Sales of land selling (community donation)	"Socialization through community leaders, and donations from community at large"	N.A

Name of Schools	Required Matching Fund Phase I Rp.,000	Generated Matching Fund Phase I Rp.,000	Actual source of the Matching Fund	Proposed sources	Routine BP3 Fee /Month/ Student
SUSUKAN					
SLTPN 1 Susukan	2,742	2,300	Additional BP3 fee Rp.5,000/student	"Socialization through community leaders, and donations from community at large"	Rp.5,000
SLTPN 2 Susukan	2,860	2,500	Increment of BP routine fee and reserve	"Socialization through community leaders, and donations from community at large"	Rp. 8,000 (raised from Rp.6,000 upon BG)
SLTPN 3 Susukan	2,780	20,000	Additional BP3 fee Rp.15,000 / student (1 st &2 nd) Rp.10,000 / student (3 rd) Rp. 50,000 / student (new entrants) Community donation in goods and labor (Laboratory Construction)	"Socialization through community leaders, and donations from community at large"	Rp.8,000
SLTPN 4 Susukan	1,958	5,300	Additional BP3 fee Rp.7,500-(1 st payment) / Rp.4,000-(2 nd payment)	Routine BP3 Donation from BP3 Donation from local business and other affordable institutions	Rp.8,000
MTs Al Fatah	1,995	1,635	Additional BP3 fee Rp.5,000/student Rp.5,30K Community donation Rp.350K Yayasan donation Rp.500K Income generation activity (craft sales) Rp.235K	"Socialization through community leaders, and donations from community at large"	Rp.6,000
MTs As Shalafi	1,549	1,500	Community Donation worth Rp. 1,500K in goods and labor	Voluntary donation from local community and business	Rp.6,000
SLTP Muh. Susukan	2,229	2,014	Additional BP3 fee ranges Rp. 5-25,000/don.	Parents, community at large, Muh. association member	Rp.7,500(1 st grade) Rp.8,000(2 nd grade) Rp. 8,500(3 rd grade)
MTsN Susukan	2,939	2,600	Increment of BP routine fee and reserve	Socialization through community leaders Donations	Rp.35,000/year (raised from 30,000 for new entrants upon BG)
SLTP Kerabat	1,892	2,670	Allocation from BP3 reserves : Rp.1,670K Community donation Rp. 1,000K in goods and labor	Yayasan, BP3, local business, OB, OG, etc	N.A
SLTP Islam Sudirman	2,005	1,804	Additional BP3 fee Rp. 720K Rp. 20-25,000/parent Donation from Yayasan Rp.1,090K	Socialization through community leaders Donations	Rp.6,500 (1 st grade) Rp.7,000(2 nd grade) Rp.7,500(3 rd grade)

Name of Schools	Required Matching Fund	Generated Matching Fund	Actual source of the Matching Fund	Proposed sources	Routine BP3 Fee /Month/ Student
TENGA					
SLTP 1 Tenga	3,947	6,100	Additional BP3 Fee: Rp.2.0Mil., Rp.1,000/parent/month Contribution list: Rp.2.0Mil., Donation envelope: Rp.2.0Mil.	Additional BP3 fee (1.5 Mil.: 250 students * Rp.6,000) Donation from Parents: 1.5Mil. Donation from community 0.75Mil. Donation from Alumni: .5Mil.	Rp.4,000/month
SLTP 2 Tenga	4,803	4,790	Community donation (Principal visited better-off family) Allocation from Increased BP3 fee: Rp.5,000/month/parent	Additional BP3 fee: 1.1Mil (223 students*Rp.5,000) Allocation from BP3: Rp.0.9Mil. Donation from OB/OG: Rp.1.5Mil (10 OB/OG*Rp.0.15Mil) Donation from Community: Rp. 1.5Mil.	Rp.10,000/month (increased from Rp.7,500/month)
SLTP 3 Tenga	3,900	3,400	Additional BP3 fee: Rp.2.6Mil (Rp.11,600/parent/ 3month) Contribution list: Rp.0.8Mil.	Additional BF3 fee : Rp. 1.2Mil. (200 students*Rp.6,000) Donation from community: 0.6 Mil. (20 person * Rp.30,000) Donation card: 2.4 Mil.	Rp.4,000/month
SLTP 4 Tenga	4,037	4,000	Canteen activity: Rp.4.0Mil.	Additional BG card fee: Rp.1M (200 students*Rp.5,000) Donation cards: Rp.3.2Mil	Rp.7,500/month
SLTP 5 Tenga	4,454	2,300	Contribution list: Rp.1.8Mil (100 person) Parent donation: Rp.0.5Mil.	Additional BF3 fee : Rp 1.2Mil+2.4Mil. (200 students X Rp.18,000) Donation card sales: from community Rp.1.2M+0.5Mil.	Rp.7,000/month
SLTP 6 Tenga	3,369	4,600	Contribution List, Donation envelop, Canteen activity	N.A.	Rp.5,000/month
SLTP 7 Tenga	4,452	4,500	Increment of BP3 fee: Rp.4.1Mil (Rp.7,500/month/parent) Cake sales by student: Rp.0.4Mil	Additional BP3 fee: Rp.0.96 Mil (80 students*Rp.12,000) Donation from community Canteen 1.5Mil Donation from residents Rp. 0.96Mil (8 person *Rp. 12,000) Rumah-rumah (Rp. 1Mil.) Donation through "card": Rp.0.5Mil	Rp.7,500/month (increased from Rp.3,000/month)
SLTP Katolik Mayella Poigar	4,725	4,600	Canteen Activity: Rp.1.5Mil. Donation from Church income generation activity (banana farming): Rp.2.5Mil. Donation from Yayasan: Rp.0.6Mil.	"5 minutes action": Rp. 1.5Mil (Rp.250,000*6 months) Additional BP3 fee:Rp.0.42Mil. (43 students*Rp.10,000) Donation from Canteen Rp.3Mil (Rp.750,000*4 months) Card donation : 2.2Mil (55 cards * Rp.40,000)	Rp.5,000/month
SLTP Kristen Tawaang	4,337	4,700	Donation from Church (from Mass): Rp.1.8Mil. Contribution List: Rp.2.3Mil. Student Voluntary Work ("Clean up community" activity): Rp.0.6Mil.	Additional BP3 fee: Rp.1.365Mil. (91 students*Rp.12,500) "5 minutes action":Rp.1.8Mil. (Rp.30,000*6Months) Students' Card Sales: Rp.1.365 Mil. (91 students *Rp.12,500) "Clean-up Movement":Rp.0.3Mil.	Rp.5,000/month
SLTP Nasional Elusan	6,649	6,000	Donation from non-parents in the community (25 person): Rp.2.0Mil. Donation from Church (from Sunday mass): 2Mil. Contribution List: Rp.1.0Mil. Donation from Parents (44 person): Rp.1.0Mil.	Donation from community: Rp. 1Mil. Donation from religious association: Rp. 1.5 Mil. Donation from education umat: Rp. 0.5 Mil. Donation from Yayasan: Rp. 1Mil. Gardening income generation: 0.5 Mil. From church (?): Rp. 0.5Mil.	Rp.2,500/month
MTs. Tanamon	4,214	1,900	Additional BP3 fee: Rp.1.9Mil (Rp.5,000/month X 4 X 39 parents) Donation from Yayasan: Rp.1.0Mil.	Additional BP3 fee: Rp.0.24 Mil. (Rp.12,000 *20 parents) Additional BP3 fee for poor parents: Rp.0.24 Mil. (Rp 6,000*40) Community donation (20 person *Rp. 12,000) Student Card Sales (40 person *Rp.30,000) Donation from Yayasan:3Mil.	Rp.5,000/month

Examples of Fund Generation Activities – The case of Kecamatan Tenga

It is remarkable that Kecamatan Tenga, Kabupaten Minahasa, North Sulawesi province have a wide variation of fund generation activities. Through monitoring activities, the following three systematic measures were reported: (i) Contribution List, (ii) Donation Envelope, and (iii) Canteen Activity, any of which have been very localized and traditional practices in the region.

- (i) *Contribution List* is a list of residents in Desa (village), with a blank column for “contributed amount” and “contributor’s signature”. Generally it lists up those having a higher income in a community. With this list, principal, teachers, BP3 members, students and other volunteers typically in pairs visit houses of those listed, and asked for donations. Individual donors make contributions at their house, indicating the amount contributed and sign their names on the list. This activity is generally conducted either on a weekday or the weekend. In Kecamatan Tenga, 6 schools out of 11 employed this method. Approximately from 50 to 200 of the houses were visited, and it has generated Rp.1 to 2 million, depending on the schools. This required schools to have a more “entrepreneur spirit” (they needed to get into the village), thus when successful, schools gained more confidence and a sense of accomplishment, compared to just waiting for donations at the school.
- (ii) *Donation Envelope* is an envelope with a blank space to fill in the name of donors and the contributed amount. They are distributed to houses in the village by teachers, BP3 members, students, and volunteers, and collected a few days later. Similar to the contribution list, donor fills out the amount they contributed and sign the envelope by themselves. In Kecamatan Tenga, two schools employed this method. This can be used as a supplement to the Contribution List as it will allow possible donors some time to make a decision.
- (iii) *Canteen Activity* is conducted at a small “Canteen (or Kantin)” typically located on a street with the heaviest traffic in Desa. As implied with its name, originally the Canteen Activity was to generate funds by selling foods, however, being equipped with electric speaker and amplifiers, it is normal nowadays that the activity sells nothing but just asks for donation to those passing by. Typically the activity is conducted on weekdays from dawn to sunset, and several community personnel are in charge with day/time-shifts. In Kecamatan Tenga, three schools have cooperated with Desa to have Canteen activities. Canteen activity is very traditional and obvious way of raising money in Desa, targeting basic needs such as expansion of water works and electricity supply, for example. Using a microphone and speakers, it also functions as a communication medium in Desa. Thus it could be a good channel for public relation activity at the school.

Each of three activities is traditional fundraising practice in this region. As partly described, these measures have been used to generate funds to improve community, however, before now REDIP education issues have rarely been the target of these activities. This time, schools borrowed the practice ((i) and (ii)), and asked the village to put the matching fund generation in the Canteen activity. Kecamatan Tenga is a Christian-dominant community, hence simple expansion of such practices to other parts of Indonesia needs to be carefully examined. However, these practices may well have good suggestions for possible expansion of the REDIP scheme or block grant activity with matching funds.

(8) TPK: Key at Kecamatan Level Education Administration

Though TPK was implemented as a distinct Pilot Menu of REDIP, it also has played an important role in BG implementation: i) facilitating mutual consultation among schools, and ii) coordinating procurement. It was reported that TPK has been functioning as an information cross point among SLTPs/MTs in Kecamatan, and there was no such “useful” educational institution at the Kecamatan level before REDIP. This nature of TPK has facilitated interaction among schools in the Kecamatan. In a Block Grant context, it is possible for schools to cooperate through the TPK channel, at least, in (a) preparing BG proposals (schools jointly conducted market surveys to obtain precise price estimation for proposal preparation) and (b) exchanging ideas on matching fund generation methodology.

Some equipment was procured with TPK’s coordination; these includes sewing machines and electrical equipment for vocational training (Susukan), classroom furniture rehabilitation (Guntur), and teaching aid facilities such as over head projectors and presentation boards (Tenga). Required goods/service quantities and their specifications are examined at an inter-school meeting with TPK assistance, and the purchase order was made through the procurement team at each respective TPK. Such coordinated procurement, in general, would contribute to a more efficient and effective procurement process, as it would eliminate administrative duplication among schools. It also may have an “economy of scale” effect due to procurement at a discounted price.

Though TPK is quite a new form of education administration institution at the Kecamatan level in Indonesia, of which a prototype was just initiated in COPSEP in the early 90s, the function of TPK was found very useful and effective. In REDIP, Component A specifically targeted to set up TPK and implement Kecamatan-wide activities. Beside its own interventions defined in Component A, such a pilot setting allowed TPK to focus on BG and, to accumulate knowledge and experiences from BG monitoring. Such pilot settings, in other words “one TPK and one Pilot Menu in a Kecamatan,” foster unification of Kecamatan education stakeholders, and have facilitated interaction among schools.

6.6.3 Achievements and Problems

(1) Observed Impacts

More detailed evaluation of the pilot project (including BG) will be conducted by utilizing data obtained from the Baseline Survey (1999) and Post-Pilot Survey (scheduled in January 2000). Nevertheless, impacts observed through the monitoring activities in the following ways are worth mentioning here.

- Financial Impact
- Psychological Impact
- Institutional/Managerial Impact

In short, smaller rather than larger, and private rather than state, schools tend to have bigger impacts.

Financial Impacts

BG's financial impact to schools varied, although BG is a big financial boost for schools. The share of a given BG amount to the annual school finance is approximately 70% on average, and it varies from 15% to 1,626% depending on the types of schools. It is very normal that schools have suffered from shortage of routine DIK or "development" budgets, and have to continue to apply for a budget over many years. **Figure 6-5** below compares the size of routine expenditure (1999) reported in the Baseline survey, and the size of total BG. Given that BG amounts per school are rather standardized compared to school diversity in routine budget size, it clearly indicates that BG size tends to be much bigger for financially smaller schools.

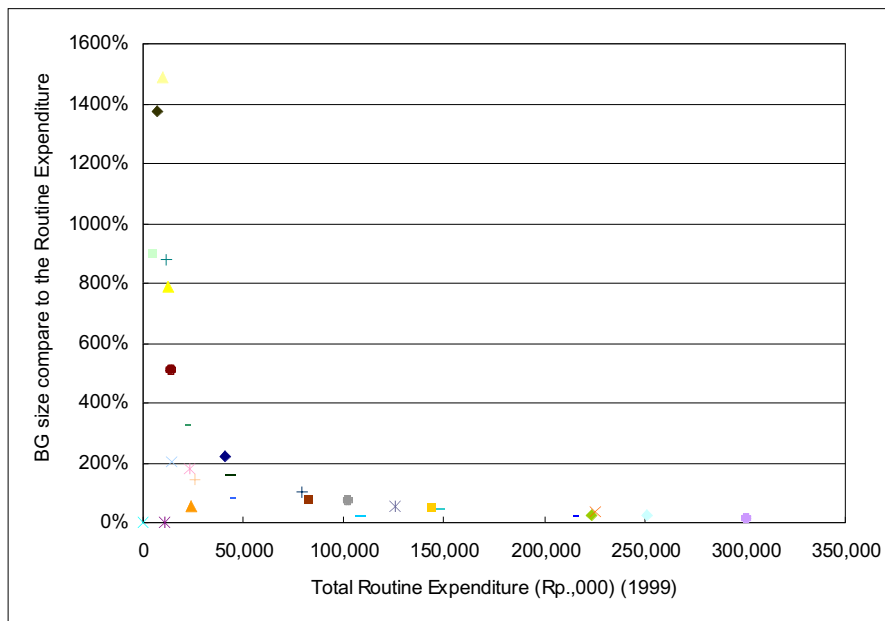


Figure 6-5: BG Amount vs. School Routine Expenditure

Psychological Impacts

Through focused interviews with principals, teachers, students, and BP3 members, it was found that BG has a very positive psychological impact on these stakeholders. According to them, generally they have been encouraged, motivated and gained confidence to be a part of the school. This was expressed at all 29 school visited by the monitoring mission. It seemed that the psychological impact of BG has two aspects: impact (a) upon project site selection, and (b) through actualization of physical improvement at the school.

- a) Psychological impact upon project site selection: According to the interviewees, they were very surprised to be selected as a site for a national project with international cooperation, while Kandep nor Kanwil hardly paid attention to them, and MONE does not have a sufficient budget for them. Such enthusiastic surprise gradually changed to a sense of confidence.
- b) Psychological impact through physical improvement -1: Throughout the progress of BG

projects, they gained confidence as they procured better building structures. The most overt cases can be found at smaller private SLTPs/MTs, which rehabilitated school facilities. Before BG, environments at such schools were very discouraging, sometime deplorable to both teachers and students. Sometimes teachers and students confessed that it looked like an “animal yard” and felt shame to be a part of it. But now after the improvement, they have a school building that looks like a school⁵.

Psychological impact through physical improvement-2: Throughout the progress of BG projects, schools also received much teaching-aid equipment such as science kits, OHP, maps, etc. All these are very appreciated by both students and teachers, and this has given them excitement and motivation.

Such psychological impacts spread to the community, and it changes the community’s attitude toward SLTP/MT as well. Again this is more obvious in private unprivileged schools. Before improvement, they felt they were isolated in the community and were not respected. Village residents tended to send their children to other schools in neighboring villages, or it was chosen only when there was no alternative. According to the school personnel, now the community has a view that they have a proper school and they are confident enough to send their children there. Actually many schools have received more numbers of students than last year where the new capability regulation (40 students/class) allows.

Institutional/Managerial Impact

Probably the biggest institutional impact is the necessity to change schools’ relationship with external stakeholders; a school cannot generate matching funds without external stakeholders and cannot be isolated from their community any more. In such a movement, BP3’s function has been re-conceptualized by both schools and BP3 itself. Now BP3 is considered as a key to link schools to external stakeholders, not just a simple BP3 fee collection tool any more. Also through BP3 channels, schools have noticed that there were plenty of useful resources in the community (skilled labor, donation in kind, etc) made available to the school when implementing BG. Thus school’s relationship with external stakeholders has been enhanced from simple “communication” to a “mutual commitment.”

In turn, regarding internal aspects of school managerial attitudes, a lesser degree of impact was recognized by teachers and principals – in other words, there have not been drastic changes in the relationship among teachers nor in school internal management. Yet, they felt their capability was enhanced through the pilot activities. As described in the previous section, most schools have established a school committee as an executing agency, which has been

⁵ Typical characteristic of harsh conditions at schools before REDIP included the following. (1) No proper building wall or classroom door so that dogs, chicken and goats sometime stray off into classrooms and interfere with the classroom teaching. (2) There is no proper partition between classrooms, so that sometimes senior classroom students interrupt other classrooms. (3) No proper roofing and flooring so that water leaks were serious enough to interrupt classroom teaching. (4) Neither toilets nor safe water was available at school, which provided a good excuse for both students and teachers to leave the school.

operated in a fairly democratic way. It seems that schools in general have fundamental managerial capability with a certain amount of democracy in their definition. Therefore, they have been able to manage BG and cope with “new” ideas (proposal-based grants with matching funds) with intensive support from the field consultant. In short, BGs have not developed their managerial capability, rather they have enhanced it. However, some negative issues have been found; these will be addressed in the following section.

(2) Consequences

The followings are observed consequences of BG that are reported by schools (principal, teachers, and students) through the monitoring trip⁶.

- Schools have become more attractive to students. This may be evidenced by:
 - 1) Increased number of students - new entrants and total number students
 - 2) Less dropout of students
 - 3) Lower absentee rate for both students and teachers

- Both students and teachers gained discipline and punctuality, both of which may be indicated by the followings:
 - 1) Both teachers and students became used to informing the school when they will be absent
 - 2) Schools have less students/teachers who come to school late.

- Teaching and learning processes have been improved which may be indicated by the following:
 - 1) Students are more interested and motivated in class especially in those subjects with new equipment purchased by the pilot activities – students are waiting in the class even a few minutes before the class starts.
 - 2) Some students won in the inter SLTP/MTs subject competition,
 - 3) School ranking in standardized tests improved.

- Schools are more embedded in the community, which may be indicated by the following:
 - 1) More frequent visits by BP3 parents,
 - 2) More frequent visits by non-parent community residents living near the school, and
 - 3) Community residents feel more free to chat to teachers/principal even outside of the school (ex. in the bus).

(3) Achievements

Observed impacts and consequences described in the previous sections are interpreted as an achievement of BG, which can be summarized as follows.

⁶ Correlation between BG and these consequences should be further examined through statistical analysis utilizing data obtained from the Base-line Survey and Post-pilot Survey, where applicable.

- (i) Appropriate understanding of BG by the stakeholders, though proposal-based block grants with matching funds is quite a new concept for them.
- (ii) Stakeholders (principals, teachers, students, BP3, and community in general) have been “encouraged”, “motivated”, and “gained a sense of confidence/pride”.
- (iii) Improved and newly acquired managerial skills at schools through BG management experiences. Schools are now equipped with new managerial skills such as proposal preparation (including getting price quotations and other project financial administration skill) and negotiation/coordination with external stakeholders. It also fosters a sense of financial accountability in management.
- (iv) Enhanced school links with stakeholders, especially those with external ones such as school-BP3 and school-community links through BP3. The school’s relationship has been enhanced from a simple communication to mutual commitment.

(4) Problems Encountered

In turn, some problematic issues were found regarding BG management at school, matching fund generation, and REDIP/BG settings, as listed below:

BG management at school

- 1) School autonomy
- 2) Financial accountability
- 3) Democratic leadership of the principal
- 4) Mismatch between school needs and what is are possible with BG
- 5) Installation space and places – inventory at school

Matching Fund Generation

- 6) Students’ involvement in fund generation activities

BG menu setting

- 7) Unconformity between official finance reports from school and actual practice at school
- 8) Tracking matching fund generation progress and changes in procurement at the REDIP Project Office
- 9) Communication between REDIP Project Office and pilot schools

These are NOT “universal” problematic issues observed throughout the monitoring. However, each of them has very important implications in examining “lessons” in section 6.6.4.

1) School Autonomy

It was found that at two private SLTPs BG management was virtually handed over to Yayasan, while BG aimed to foster school-based management. Here there is room for a legitimization

discussion; what is the “school” in “school-based management” – Is Yayasan a part of the school or just a donor? Frankly, there is not a universal answer that can convince all because there should be a wide variation in Yayasan’s involvement to its school management. Also it would be very difficult for a Yayasan to restore autonomy at their schools because they don’t have sufficient resources (financial and personnel resources) to actualize it. Thus, what we can say in general is very limited. In implementing BG focusing on school-based management, it is necessary to examine the nature of school autonomy in relation to external “strong” stakeholders including Yayasan prior to implementation, because it could produce flaws in the assumption and conception of a BG. Thus if found possible and appropriate, it would be worth considering to target the fostering of Yayasan’s managerial capability while requiring of them the same level of financial accountability. In a REDIP-BG context, however, lack of autonomy at school but in Yayasan means lack of financial responsibility because it was much more difficult to track the actual flow of money through a day-to-day account book.

2) Financial Accountability

The monitoring mission asked each school to show their day-to-day account book maintained at each school, though financial auditing is not the main purpose of the monitoring. In general most of the schools have been maintaining a day-to-day account book for BG, which seemed to be “ok” in most cases. Also to most of the schools, financial accountability is not a new idea, and some of them are really motivated to achieve good accountability by manipulating check-and-balance system around BG management. For example, some schools disclosed BG financial information in brief in a public space (such as bulletin board in teachers’ room or school corridor), while at another school, day-to-day account books are kept in an accessible space for all the teachers.

Even from a simple observation, however, it found that at least four school have no or insufficient day-to-day account bookkeeping. More particularly, one private SLTP does not maintain such a book while three other schools (two private and another state SLTP) have a book with obvious quality problems; they lack a continuousness and detailed description⁷. It is suggested that there is an obvious link between lack of school autonomy and lack of financial accountability. Among above the four schools, two private SLTPs virtually do not handle BG by themselves but Yayasan controls and manages it; these SLTPs do not have the autonomy in Yayasan. This is problematic as it is opposed to BG aims to foster managerial skills at the school level, and also it makes it difficult to maintain financial accountability at the school. In fact, as said, at one private SLTP, the entire REDIP money received by the SLTP was transferred from the school to the Yayasan account, and it was virtually impossible to track the actual money flow in Yayasan after school.

Another suggestion from the monitoring is that careful attention should be paid to who is the

⁷ In one book, ink for recording all the BG period starting since March 2000 had not dried. In addition, there is one private SLTP that does not have day-to-day account book at the school, as they submitted the book to the REDIP Project Office as a financial report that is part of the requirement. According to them, they have maintained the book by using the exactly same format given in the BG menu manual, and just forget to make photocopies for their reference.

actual representative. There are cases that a single person represents various key stakeholders. For example, in some private SLTPs/MTs the head of Yayasan is the head of BP3 as well as a community leader. When such a case was found through the REDIP monitoring, there was no obvious “corrupt” case found, however, a school’s institutional setting can be a prerequisite to mal-utilization of resources.

The above finding suggests that school’s autonomy from external powerful stakeholders, and stakeholders’ representatives are keys in having better financial accountability at a school in a BG context. The suggestion here itself is very neutral, but the concrete findings from the case suggest that private schools may have more probability for grounds of mal-utilization of resources because of their historical and institutional context. Nevertheless, readers are strongly advised not to have a “biased” generalization or negative perception of private schools, and are reminded that the majority of pilot private schools have a good and fair performance equivalent to public schools.

3) Democratic Leadership by the Principal

Democratic leadership by the principal should invite wider participation of stakeholders. At some schools through the monitoring, some teachers and school administrators confessed and complained to field/junior consultant that their principals were not democratic, and they did not inform well about the BG management to other stakeholders. Some of them felt that they were isolated from the management process. One interesting complainant was that because a principal was totally desperate to be appointed to that particular school, he did not care for school accountability or democracy. And such attitudes were simply repeated in BG management - the principal virtually decided everything regarding BG with little/no consultation with school committee members; even the vice principal felt isolated from the management process. Though BG cannot redress such attitudes of a principal directly, it is worth anticipating in planning a BG-based intervention.

4) Mismatch between School’s Needs and What is Possible with BG

Some schools were slightly dissatisfied with the BG limitation; they were not allowed to buy textbooks, because it would obscure the outcome of BG menu and the Textbook menu. BG menu in REDIP is experiment-oriented, hence it needs some limitations as a mismatch, in this context, had been anticipated to some extent even before the BG implementation. However in a possible BG implementation in the future, such experiment-oriented limitation need to be eliminated, while some limitations to prevent mal-utilization of equipment should remain.

5) Installation Space and Places – Inventory at School

Procured items together with their quantity were checked, and there were no serious deviations found from what was described in school proposals, while minor changes were observed with sound reasons. However, in terms of installation spaces/places, it is still worth confirming that all items are kept in physically safe and in physically/psychologically accessible places with proper transport for the primary users. For example, there is a school whose fluorescent lamp procured through BG has been stolen already. Thus minimum security should be assured to

prevent school property from being damaged or stolen⁸. Also the monitoring found some of the electricity equipment that was procured was kept in a room where water leaks from the roof when it rains heavily. Obviously this is not a good place to keep electric items.

In turn, some equipment could not be checked because the person who kept the key to the storage space on the day the monitoring mission visited, was absent. Though this does not necessarily indicate that items are kept in an improper place, it is yet worth confirming who has physical access to the space and the place where all the goods are kept. Psychological access is another issue. For example, it was found that supplemental reading books for a particular subject are kept in the bookshelves just behind the principal's desk in the principal's room, and all of them are still unpacked. Another obvious example is a TV set and a stereo set, typically installed in the teachers' room; they are supposed to be used as a teaching aid material, however, normally schools do not have a cart to transport the TV and stereo set to the classroom.

These examples suggest that the physical condition of equipment installation places and physical/psychological access with sufficient transportation measures still need to be checked for all items. These are very basic prerequisites to have an optimal utilization of equipment and facilities.

6) Students' Involvement in Fund Generation Activities

At some schools, students (together with principal, teachers, parents, etc.) involved in Matching Fund Generation visited houses in villages for "Contribution List" and "Donation Envelope" activities within/after school hours, while only teachers and parents worked for such activities in other schools. Whatever the decision may be – with or without students, within/after school hour – it has its own rationale. However, the involvement of students also needs to be carefully designed because students are the clientele of education, rather than a resource for it. In fact, one teacher confessed that she was not so happy to see students visit houses and ask for money, as she thinks that they are not supposed to do so, while it is also possible for other teachers to find some "educational" effects in such activities. Regarding the time of activity, some teachers prefer after school hours as they may regard that fund raising activities within school hours will interfere with classroom teaching, while others would prefer to use school-hours so that students are free after school. The point is that each school needs to assess such issues very carefully in designing activities, to minimize physical and psychological burdens to the students – the primary clientele of education.

7) Unconformity between Official Finance Report from the School and Actual Practice at School

While few schools performed "poor" financial accountability as described earlier, official financial reports from these schools do not reflect such problems. Such unconformity between actual practice and formal reporting should be redressed, possibly, with more intensive attention

⁸ The required level of security may be different for each school. Through the monitoring, it is suggested that if a school were more embedded on and respected by local community, they would have less probability of suffering from robbery. A school's good relationship with the community is another source of security, if not directly.

paid by the field/junior consultant who has daily communication with the school. In a sense, financial assurance measures prepared by REDIP stands on an “optimistic” assumption that the school will have morals and a sense of financial accountability, and that they would not cheat the project in the official financial reports. This has been working in most cases. The monitoring has proved that, however, such “optimistic” measures do not reflect actual practices at schools in a few cases.

8) Tracking Matching Fund Generation Progress and Changes in Procurement at REDIP Project Office

While the BG amount disbursed from REDIP to school (and school to providers) has been tracked by the financial report submitted by schools to the REDIP Project Office, not as many measures have been taken to assure matching fund generation and changes in procurement. In general, bank account books are the most accessible and certifiable financial record. First of all, however, pilot schools are not required to put matching funds into a bank saving account to show the exact amount generated. Another possible way to ensure the generated amount is to record the names of donors with signatures together with the donated amount, however such document maintenance is not practiced at all the schools⁹.

Another difficulty is how to assess generated funds in-kinds. As described before, 5 out of 29 schools have received donation in-kind as a part of matching funds, and definitely such practices should NOT be discouraged. The issue here is how to assure equivalence of these in-kind goods and services to a financial value. One possible way is to utilize a standardized price conversion tool such as the “Basis of Calculation for Cost Breakdown” prepared in the Progress Report by REDIP.¹⁰

As stated in section 6.6.2, there are several minor changes in the goods/service procurement from the original proposal prepared by the school. Such changes should not be declined insofar as they have good sound reasoning. However, tracking of such changes at the REDIP Project Office is rather difficult. Such changes are supposed to be reported in the “Monthly Financial Report” as required in the guidelines, however, this has not been working quite effectively. This is probably because “monthly” is too frequent for schools to communicate with the central Office in Jakarta, and the Office does not have enough human resources to follow up on all of the pilot activities frequently. This is another aspect of the REDIP financial administration scheme that needs to be reexamined – this suggests a more localized form of administration would be preferable. Also such financial administration has been done by the consultants, not by the Indonesian governmental officers. Handing over such administration to governmental staff is another issue to be considered.

9) Communication between REDIP Project Office and the Pilot Schools

Some schools were confused when they were advised/asked by field/junior consultants to revise their-prepared draft proposal because it did not include any instructional equipment. This is

⁹ In this sense, the “contribution list” and “donation envelop” methods are very practical as it asks donors to leave donor’s signature together with donated amount, as a part of the activity.

¹⁰ REDIP (2000) Progress Report, JICA-MOEC: Jakarta, p 6-9

mainly because of misinformation between RPO and pilot schools regarding concept and purpose of BG. Some pilot schools thought they were instructed by REDIP Project Office through seminars in the initial stage of BG (November-December 1999), that BG is for physical rehabilitation only, while actually the manual clearly states as follows:

Schools may decide how to use the Block Grant but the use is limited to purchasing a school input such as a piece of equipment or non-consumable materials that will remain at the school after the REDIP project ends. Schools are encouraged to request at least one "Instructional Package". This package would include one piece of instructional equipment, spare parts, training on how to utilize the equipment effectively and maybe the activities in which students utilize the equipment. The funding may not be used to pay extra salaries or incentives for staff, consumable materials or anything that pertains to administration. The funds must be used for a program activity. It may be used to develop and implement a staff development program at the school level if it can be shown that the school will be able to continue the program after the REDIP project ends. It may not be used for development programs at the KKKS or MGMP level.

(Guideline for Block Grant Menu: p22)

It was also found that the above description does not force schools to buy instructional equipment, while a few schools felt they were forced by junior/field consultant to include some instructional package. To some schools, this was discouraging. Anyway, this finding suggests two things; (a) heard information is more powerful than written, and (b) BG in REDIP (in the experimental context) has certain limitations in meeting school needs, which should be redefined in the future non-experiment BG project.

There is another example of misinformation between the REDIP Project Office and pilot schools. The final amounts approved by the Office for BG Phase I are different from what were proposed for many schools. Pilot schools have not been informed formally of that, while final amounts were just transferred to the school's bank accounts. This misinformation has caused no serious misunderstanding so far, however, some schools were confused between the two figures. To avoid further misinformation and possible misunderstanding, the REDIP Project Office should have informed schools of the final amounts, and if there are some changes in the approved amount from the proposed one, the reasons and its calculation background should be disclosed to schools too.

6.6.4 Conclusions and Recommendations

(1) BG: An Effective and Efficient Way to Provide Fast-Track Financial Resources

It was found that BG has progressed well without fatal errors or problems. As far as the monitoring found, it is fair to judge that BG has been successful in achieving the three objectives in the BG guideline stated as follows.

- Provide fast-track block grant funding to some of the experimental schools on a formula basis. This means that schools must match the grants with other funds that are raised by the school.
- Provide training to school managers on how to secure funding through grant

proposal writing so that these skills may be utilized after the completion of the REDIP project.

- Serve as a research activity to measure effectiveness of providing a block grant on school effectiveness.

Also it may be fair to judge that BG is one of the not only very efficient but also effective tools of education finance; it has facilitated a sense of school/community-based education. When asked, school stakeholders' (Principal, Teachers, BP3, and community) showed their very positive view of BG with matching funds because it worked as a very good opportunity for schools to restore their link with external stakeholders. From the beneficiary's point of view, BG has the potential to be fully formalized as a part of the routine budget to be combined with the existing educational budgeting system in Indonesia.

(2) Reasons for Success: BG to Facilitate Motivation and Responsibility among Stakeholders with Support from TPK and Field/Junior Consultants

Here are some factors that made it possible for BG to facilitate schools with motivation and a sense of responsibility. These are manipulated and fostered by "Proposal-based Block Grant with Matching Fund" which is a good phrase summarizing the REDIP-BG system.

(i) Proposal-based BG is very effective to stimulate autonomous motivation of the pilot school

Generally a school is accustomed to itemized budgeting which is employed in the DIK routine budget. Even if some lucky schools receive a grant, items to be purchased are already preset by donors or upper education institutions such as Kandep or Kanwil. In contrast, BG asks schools to prepare a proposal, and such delegation stimulates autonomous motivation of the pilot schools. The proposal preparation involves a very wide range of activities such as needs assessment and price estimation by teachers, internal negotiation and adjustment by committee/principal, and authorization by the school principal. Such a complete process at schools also fosters a sense of challenging spirits and mutual responsibility among teachers and principals.

(ii) Flexible Setting is Key in Matching Fund Generation - Invite Wider Participation with Diversified Fund Generation Method

In REDIP-BG, school covers 10% (or 25%) of what they proposed, while the remaining 90% (or 75%) will be financed by REDIP. This is Matching Fund system of REDIP. Such a system has fostered school motivation and, a sense of school's responsibility to outside stakeholders. One of the biggest achievements of BG with the matching fund system is that schools have restored their links to outside stakeholders such as BP3 and the community at large. Also, BG allows school to generate in-kind matching "funds", and such flexibility has invited wider participation of the individual donors with more diversified socio-economic backgrounds, thus it triggered the community to have a stake in BG or school activities in general. In turn the school owes a responsibility to the community once they have a commitment. In doing so, socialization activities by schools in the very early stage of BG are another key. Now, schools know what are available resources and knowledge are

in their community. Thus as said before, school's relationships with external stakeholders have been enhanced from a simple communication to a mutual commitment.

(iii) Procurement and Management Regulation – Inspired Positive Improvisation

Not only in generating funds but also in terms of BG procurement of goods and services, the flexible setting of BG has allowed community resources to be involved in the BG process at most of the pilot schools. There is no strict restriction; i.e. “the school must contract with the company for procurement.” One should also be reminded that this was possible because there is a coincidence of interests between schools and outside stakeholders. From the school's point of view, mobilizing local resources is more efficient (quick service at lower cost, for example) and reliable, while from the community people's point of view this was a good accessible chance to earn money.

It seems that schools in general have fundamental managerial capability, but such capability has not been utilized enough in the current Indonesian practice of strict top-down school planning. Sometimes the monitoring mission had an impression that schools are feeling that they are not supposed to propose something new. In this sense, schools may need to be “authorized” to be innovative and to be self-responsive. This may be the case in possible future expansion of proposal-based BG with matching funds.

(iv) REDIP System to Support School Efforts

Although pilot schools are considered to have “potential” or fundamental managerial skill, BG would not have been that successful without continuous support by field/junior consultants, according to school principals. Continuous and informal communication is very important as sometimes they carry very critical insightful news. It is very difficult, however, to obtain such information through formal communication such as “monitoring” by an international consultant. Also, it is very difficult to address such informal issues in a formal way. In REDIP, one “field consultant” and one “junior consultant” are assigned to one Kecamatan, and they are in charge of day-to-day communication with pilot schools; they visited a pilot school at least once a month since the pilot project implementation. Given that there is no direct telephone communication with the schools, direct communication was found to be very effective in fostering a sense of mutual trust between the project and the schools.

(3) How to Maintain the Momentum: TPK is the Key

TPK, set up in another REDIP pilot menu, has also been found to be very effective. It has been working as a communication cross point for schools to help each other. Such REDIP systems found it to be indispensable in a possible BG project in the future. In turn, the most important short-term issue for BG pilot schools is how to maintain the momentum. Compared to one year ago, schools have become closer to external stakeholders, and receive much more attention by both students and parents. Now schools are more embedded in the community context and receiving more expectation than before. However, most pilot schools have no clear picture of the next step after REDIP, and they are anxious as to whether the momentum described above can be maintained. Probably, TPK will be a key for individual schools to

explore possible next steps to maintain the momentum. Actually, in one Kecamatan, the TPK already has a certain vision to sustain TPK activities, by transforming current TPK into a Yayasan. Such self-motivated movement should be respected and encouraged by the REDIP as much as possible.

(4) Issues to be Improved/Examined Further: Lessons for a Possible BG in the Future¹¹

(i) Redefine Total Financial Administration of REDIP

As described, BG encountered financial accountability problems at a few target schools, while REDIP financial administration was based on rather “optimistic” grounds. This nature of current administration should be re-examined to minimize the gap between the “official financial report” and actual practices at school. Possible improvement may include more focused instruction paid by field/junior consultants in REDIP. Also conducting a certain full-scale inspection or auditing will be very effective to draw more school’s attention to accountability. For a possible BG project in the future the following are worth further study: (a) Matching fund assurance measures, (b) More focused and intensive workshop on account book keeping prior to implementation in a future BG project, (c) Setting incentives that will contribute to encouraging financial accountability, and (d) Introduction of collective responsibility at the Kecamatan level.

(ii) Proposal Writing Workshop

There is no intensive workshop focused on proposal writing, through it was the very first experiences for most of the schools. Prior to implementation, REDIP seminars were held, to explain concepts and on how to develop a proposal at the school level. However, if an intensive workshop with practical work had been arranged prior to BG implementation, they could have learned much quicker through simple “learning by doing”. Thus such an intensive workshop, inviting persons in charge of proposal preparation, is recommended for a more efficient learning process and project progress.

(iii) More Specific Workshop Focusing on New Instruction Tools

It was found that teachers are very satisfied and sometimes excited with new teaching-aid equipment such as personal computers (PC) and overhead projectors (OHP). It was also found, however, that they tend to “rely” on physical improvement. They should be reminded that not physical improvement but didactic improvement attracts student interest in the mid- and long-term. Rather they should explore how to make the most use of this new equipment, not just be satisfied with the introduction of new equipment. In addition, not all schools have enough teachers with sufficient computer skills, and in fact, there is no computer-literate teacher at one school, for the one trained teacher has just moved out. In such environment, more specific workshops focusing on newly introduced teaching-aids including PCs should be

¹¹ Though not included in the main text, eligibility of prestigious schools for BG would be another issue in a possible BG project in the future. In REDIP, pilot Kecamatans are selected from rural areas, and the all the schools under a Kecamatan are eligible to be target pilot schools. Eventually in REDIP, there were no “rich” prestigious private/state schools covered as pilot schools in the BG menu. It is possible, however, that a BG project in the future may choose a Kecamatan/Kota with a prestigious school. It is worth anticipating that BG eligibility of such prestigious schools would be one of the issues in future.

very effective, after equipment installation has been made.

(iv) School Equipment Inventory Practice Needs to be Strengthened

School equipment inventory practice needs to be strengthened. Schools have been innovative enough to coordinate some equipment procurement (sewing machines, science kit, OHP, PC, Audio-Visual equipment, etc.), however, in most cases, maintenance contracts were not practiced. The monitoring activities observed that simple repair work also needed to be financed by the BG, which suggests that maintenance contracts are not a normal practice of routine for the DIK or development budget. This also suggests that once broken, BG-procured equipment would be out-of-use until another grant or extra budget opportunity is made available. REDIP's concept of introducing instructional packages, which include instructional equipment, spare parts, maintenance contracts, training for the use of new equipment/technology, and the activities involving students, should be able to secure the longer-term usage of such equipment in theory. The monitoring also found that some of equipment is kept in physically and psychologically inappropriate places. The implications from these situations are (a) REDIP should pursue the possibility of having a maintenance budget by allocating the remaining REDIP budget in the short-term, (b) A workshop focusing on equipment inventory is desirable in a possible BG project in the future, and (c) The concept of maintenance contracts needs to be introduced in possible micro procurement activities in the future.

(v) A Possible BG Project in Future Should Have Less Restriction with More Time

Though REDIP-BG has a very flexible scheme, there were some restrictions (such as that the textbook procurement is not allowed) because it is a part of an experimental project. In a possible BG project in the future, schools should be allowed to have freedom in deciding the purpose of the grant awarded, except for minimum restrictions to prevent mal-utilization of the procurement. Thus schools will be able to focus on their urgent and most important needs, and this would be very effective to secure the outcomes such as achievement of students¹².

Also the time schedule for REDIP-BG has been quite tight because of various restrictions due to being an experimental project and the rather limited period allowed by JICA, the donor of REDIP. In REDIP-BG, everything had to be completed within a year for pilot schools. In a possible BG project in future, such time schedules need to be re-framed to allow more flexibility.

(vi) Trade off between Block Grant with/out Matching Fund to be Examined Further

All 29 pilot schools appreciated BG with matching funds, because they consider that it has been very effective to restore their links with external stakeholders and at the same time they can have huge additional financial resources available to them. One should be reminded, however, that the choice between grant with or without matching fund requirement is subject

¹² One should be reminded that results of an educational experiment at a macro level make sense at a macro level, but it is not necessarily the case for individual schools. For example, having cutting edge teaching-aids may mean nothing to some unprivileged schools with an "animal-yard" environment, but classroom renovation does mean a lot as it would actually improve the fundamental learning environment. In such a case, classroom renovation may actually increase student performance. Thus, MONE is strongly suggested to take individual school situations into consideration, to reflect diversified school situations when educational intervention is targeting a school.

to actual available amount; if the available amount is the same, schools would prefer a grant WITHOUT matching funds, which is also a very rational judgement.

Such consideration suggests there is a trade off for a school in choosing grants with/without matching funds. Probably defining factors may include the size of the grant, matching fund ratio, and possible size for matching fund generation. It is suggested that such a trade-off relationship should be examined further to give guidelines regarding appropriate size of block grants and level of matching fund ratio, prior to possible BG project implementation with a larger scale in the future. With such ideas in mind, it is recommended to collect basic data through a simple questionnaire survey.

(vii) How BG can be embedded in Indonesian Education Administration after decentralization

The monitoring activity focused on activities at schools and their linkage to/among external stakeholders. In addition, how such a financing system can be embedded in Indonesian education administration after decentralization, with a focus on possible relationship with Kandep, Kanwil and routine budgeting practice needs to be examined.

(viii) Is One-time Intervention Quite Enough?

As far as BG is concerned, it was found that combination of BG and TPK is a very promising and sustainable method of project implementation. Technically, it is possible to merge Textbook and BP3 menu with “block grants”, by which schools can propose what they would like to do, though this needs to wait for evaluation results of the pilot project after the post-pilot survey in January 2001. Also it is worth considering the offering of two-staged opportunities of educational intervention to a target schools and TPK, so that in the 2nd stage, schools and TPK can (a) reinforce what they have learnt in the 1st stage, and (b) supplement what they are missing in the 1st stage. In REDIP, and possible REDIP-II (follow-up project, if any) context, the target school of REDIP can be still target for the 2nd opportunity. Thus particularly BG schools would still have another financial opportunity for more focused teacher training on the utilization of new instruction-aid equipment, for example. While each of the new target schools in REDIP-II will have two opportunities of intervention. Such possibilities are worth being further examined with attention to a possible “dependency trap” due to “too much” financial opportunity available to schools and TPK.

The following **Table 6-13** summarizes the lessons learned from the monitoring of BG and their implications for a possible BG project in the future.

Table 6-13: Lessons and Implications

Lessons:	Implications:
Lessons from REDIP Success	
Proposal-based block grant with matching fund requirement is effective and efficient.	(1) Proposal-based system and matching fund requirement is a promising way to offer a block grant
... however, it was the very first experiences for all pilot schools	Conduct more-focused and intensive workshop on (1) Proposal writing, including cost evaluation practices (2) School account book keeping for practitioners
Community-wide participation in matching fund generation is a key	(1) Practice observed in REDIP should be disseminated in a possible BG project in future
Continuous and informal communication between the project and clientele is indispensable to project success	(1) Field/junior consultants have been functioning very effectively at REDIP, and would be a good model for continuous and informal communication.
Issues to be Improved/Examined Further – Pilot School	
School Autonomy is problematic in some case	(1) Examine school autonomy in relation to its external “strong” stakeholders including Yayasan prior to implementation. (2) Continuous and in-formal communication will be needed to address such issues.
Financial accountability is problematic in some cases	(1) Day-to-day account book keeping for BG is essential (2) Conduct more-focused and intensive workshop on account book keeping prior to implementation in a future BG project.
Inappropriate leadership by principal discourages wider participation	(1) Encouraging principals to be more democratic. (2) This can be done through continuous and informal interaction between the project and the school
School equipment inventory practice needs to be strengthened	(1) Safe and accessible installation space should be assured for all the items procured. (2) Procuring financing maintenance contracts by allocating remaining REDIP budget is worth considering (3) A full-scale auditing should be conducted before completion of REDIP
Some teachers pay less attention to didactic aspects of a newly introduced teaching-aid material.	(1) Having a focused seminar/workshop on new teaching-aid materials (such as OHP and PC) after installation is worth considering
Students should be protected from the negative impacts of BG	(1) Appropriate participation by students should be assured: they should not be over-used for fund raising activities (2) Students from unprivileged families should be protected from negative financial impact of BG, such as additional BG charges
Issues to be Improved/Examined Further – Project Formation	
Flexibility of BG has triggered school's motivation	(1) Regulations and restrictions should be kept at a minimum except for those aiming at mal-utilization of resources made available to the school. (2) Experimental nature” of BG should be removed as soon as possible in a possible BG project in future (i.e. BG can be used for textbook procurement) (3) More time should be allowed. (4) Management process at school should be carefully and continuously monitored by project. (5) For institutional strengthening, a more local level (Kandep, Kanwil) of government personnel should be involved in the project's financial administration
In general, financial administration system set in REDIP has been working well, though there are several issues to be reviewed	For a possible BG project in the future, the following is worth being studied further. (1) Matching fund assurance measures (2) More focused and intensive workshop on account book keeping in prior to implementation in a future BG project (3) Setting disincentives will contribute to encouraging financial accountability, and (4) Introduction of a system of collective responsibility at the Kecamatan level.
There would be a trade-off for schools in choosing between BG with/out matching fund generation.	(1) Such a trade-off relationship should be examined before the end of REDIP, to provide a reference for a possible BG project in the future.
The monitoring rather focused on BG activity at school	(1) How a BG can be embedded in Indonesia education administration and budgeting incl. Kandep and Kanwil, should be examined before end of REDIP, to provide a reference for a possible BG project in future.

Endnote: Suggested evaluation criteria for BG implementation

Quantitative

Financial Impact (1-5 / BG amount to school's routine budget 1999 (%))

Matching Fund Generation (1-5 / % of Actually generated fund to the required amount)

Qualitative

Appropriate Leadership by Principal (1-5 / judgement based on observation)

Participation by wider stakeholders (1-5 / judgement based on observation)

Satisfaction by Stakeholders (1-5 / judgement based on observation)

Good-accountable Financial Tracking (1: No Book Keeping; 2: Obviously Disqualified Book Keeping; 3: No obvious problem found)

	Financial Impact (1-5)	Matching Fund Generation (1-5)	Appropriate Leadership by Principal (1-5)	Participation by wider stakeholders (1-5)	Satisfaction by Stakeholders (1-5)	Financial accountability at school (1-5)
Kecamatan Guntur, Kabupaten Demak, Central Java Province						
SLTP 1 Guntur	3	2	4	3	4	3
SLTP 2 Guntur	4	3	2.5	4	5	2
SLTP 3 Guntur	5	3	4	4	4	3
SLTP Bhakti Negara Guntur	N.A.	3	2.5	4	5	1
MTs Sultan Fatah	N.A.	5	4	4.5	4	3
MTs Asy-Syarifiyah	4	5	4	4.5	4	3
MTs Sabilul Huda	5	5	1	2.5	4	3
MTs Sabilul Muttaqin	5	3	2.5	4	4	3
Kecamatan Susukan, Kabupaten Semarang, Central Java Province						
SLTPN 1 Susukan	3	3	4	4.5	4	3
SLTPN 2 Susukan	3	3	3.5	3.5	3.5	2
SLTPN 3 Susukan	3	5	4	5	4.5	3
SLTPN 4 Susukan	5	5	4	4.5	4	3
SLTP Kerabat	5	2	4	4	4	3.5
SLTP muhammadiyah	4	3	4	4.5	5	3.5
SLTP Islam Sudirman	4	3	4	4	4	3
MTsN Susukan	3	3	4	4	3	3
MTs As Salafi	4	4	2	2	4	2
MTs Al Falah	3	3	3	4	4	3
Kecamatan Tenga, Kabupaten Minahasa, North Sulawesi Province						
SLTP 1 Tenga	3	4	4	4.5	3.5	3
SLTP 2 Tenga	3	3	4	4	4	3
SLTP 3 Tenga	3	3	3	3.5	4	3
SLTP 4 Tenga	3	3	2	4.5	3.5	3
SLTP 5 Tenga	3	2	4.5	4	4.5	3
SLTP 6 Tenga	3	4	4	4	4	3
SLTP 7 Tenga	4	3	4	4	3.5	3
SLTP Katolik Mayella Poigar	4	3	2	2	4.5	3
SLTP Kristen Tawaang	4	3	3.5	4	4.5	3
SLTP Nasional Elusan	4	3	3	4.5	5	3
MTs. Tanamon	5	2	3.5	4	4	3
Remarks	3:<100% 4:100-500% 5: >500%	2:less than 80% 3:-120% 4:-150% 5: more than 200%				

6.7 Auditing (Block Grant Program)

6.7.1 Background

The monitoring for the Block Grant Program (BGP) was conducted from October to November 2000. The purpose of the monitoring was to identify problems of the implementation process of this menu and to make recommendations for the future implementation of similar projects. The following issues related to the implementation of the Block Grant for facilities and equipment were clarified at the time of the monitoring.

- Actual process of facility rehabilitation
- Equipment selection and procurement processes
- Purpose of equipment use, and the status of equipment use
- Needs and degree of needs being met at each school
- Positive and negative impacts on each school

Through the monitoring activities the needs for a “full-scale audit” as part of the monitoring exercise was discussed. Following the recommendation, an audit was conducted from January to February 2001. The objectives of the audit are described below:

- To strengthen the financial management capability of the schools and help those schools that are facing problems in regard to financial administration or book-keeping (with a view to minimize the project cost)
- To consolidate the auditing capability of the local educational administration
- To create a sample audit system

In the audit, the following items were reviewed.

- Procurement of equipment and materials as compared with the proposals
- Changes made and the reasons for the discrepancies between the proposal and the real implementation
- Quantity, prices and installation locations of equipment/machinery procured in Phase 1 and Phase 2
- Equipment selection and procurement processes from the time of proposal preparation and the state of equipment use

The following items were also reviewed in the case of facility rehabilitation:

- When a building contractor is used, the name of the contractor; duration, contents and date of the contract; problems before and after the work and other problems and measures to solve them
- When a contractor is not used, methods used to conduct the facility rehabilitation

6.7.2 Current Auditing System

The present audit system involves the following organizations.

- Central level : BPK (Finance Control Institution)
BPKP (Finance and Development Control Institution)

- Inspector General (every Ministry / Department)
- Local level : Inspector Wilayah [province; kabupaten (kota)]

The Inspector General who belongs to each ministry or department has Assistant Inspectors in accordance with six kinds of tasks namely: ① Educational Performance (SD, SLTP, SMU, SMK), ② Culture, ③ non-formal education, ④ Higher Education, ⑤ Personel, Finance, Facility, and ⑥ Project development. The whole country (32 Provinces) is divided into eight regions and the Inspector General is in charge depending on the region. Auditing is conducted once a year. The number of schools that can be covered is limited, therefore they include as many schools as possible almost six times a year (every two months). Three to five auditors¹ who are positioned under the Assistant Inspector go to inspection sites where there are three to four schools at a time which were selected at random (Kanwils, Kabupatens and Kecamatans are also included randomly). The result of auditing is reported to DEPDIKNAS (depend on belongs Ministry or Department), BPKP (Development budget), BPK (Routine budget) and the head of regional office. Since August 2000 the Finance, Facility and the Project development are audited separately by different Auditors, however, the coming change is not clear due to the Decentralization.

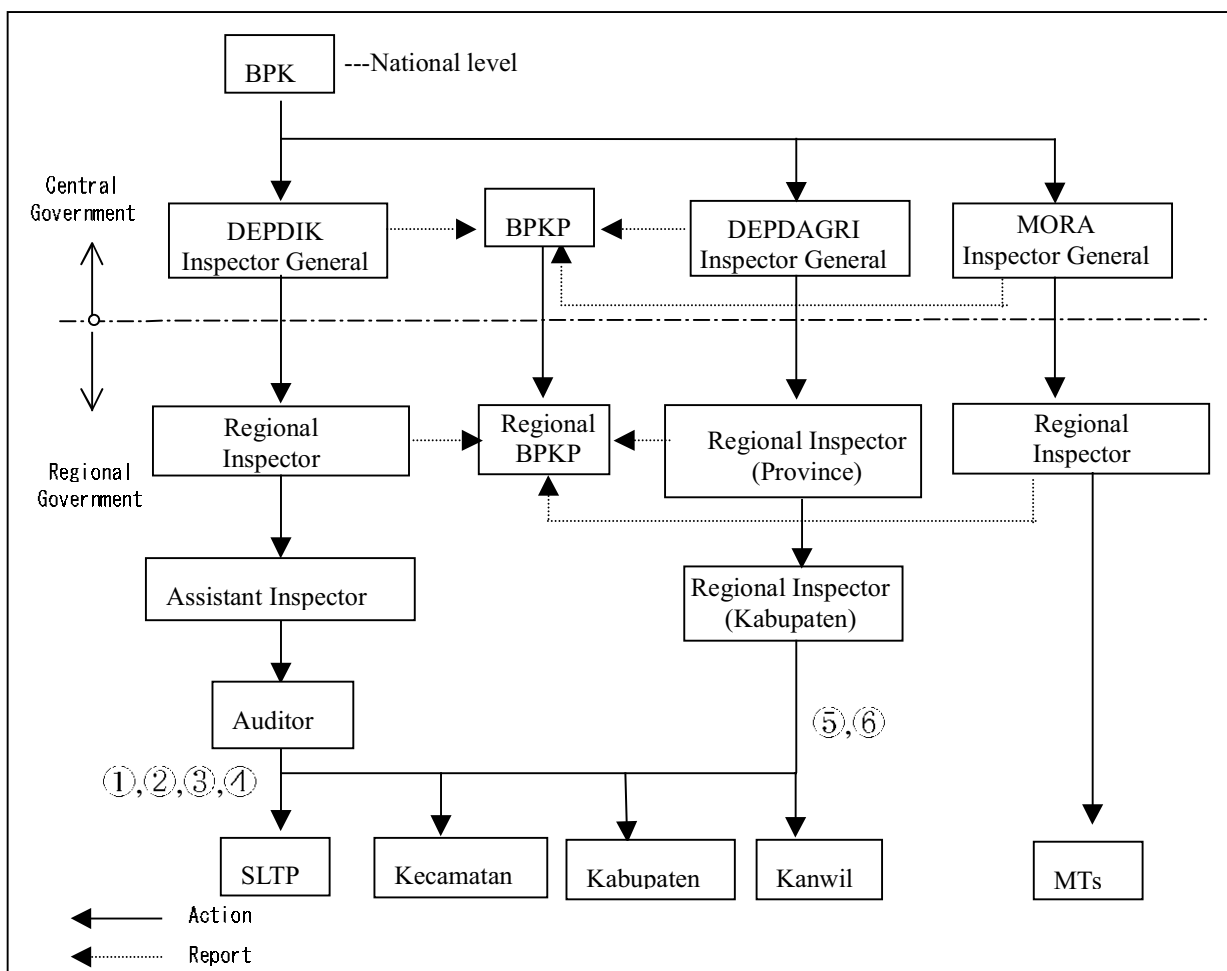


Figure 6-6: Auditing System (Before Decentralization)

¹ 7 to 8 Auditors for the Finance, Facility, Project development

Note: To control all provinces, unify 26 provinces into 8 Regions (Region 1~Region8).
 Regional Inspector and Regional BPKP are allocated in Region 1 to Region 8.
 BPK (Finance Control Institution): Auditing for routine budget
 BPKT (Finance and Development Control Institution): Auditing for Development budget

The main task of the Inspector General is as follows:

- ① Educational Performance (SD, SLTP, SMU, SMK)
- ② Culture
- ③ Non formal education
- ④ Higher Education
- ⑤ Personel
- ⑥ Finance, Facility, Project development

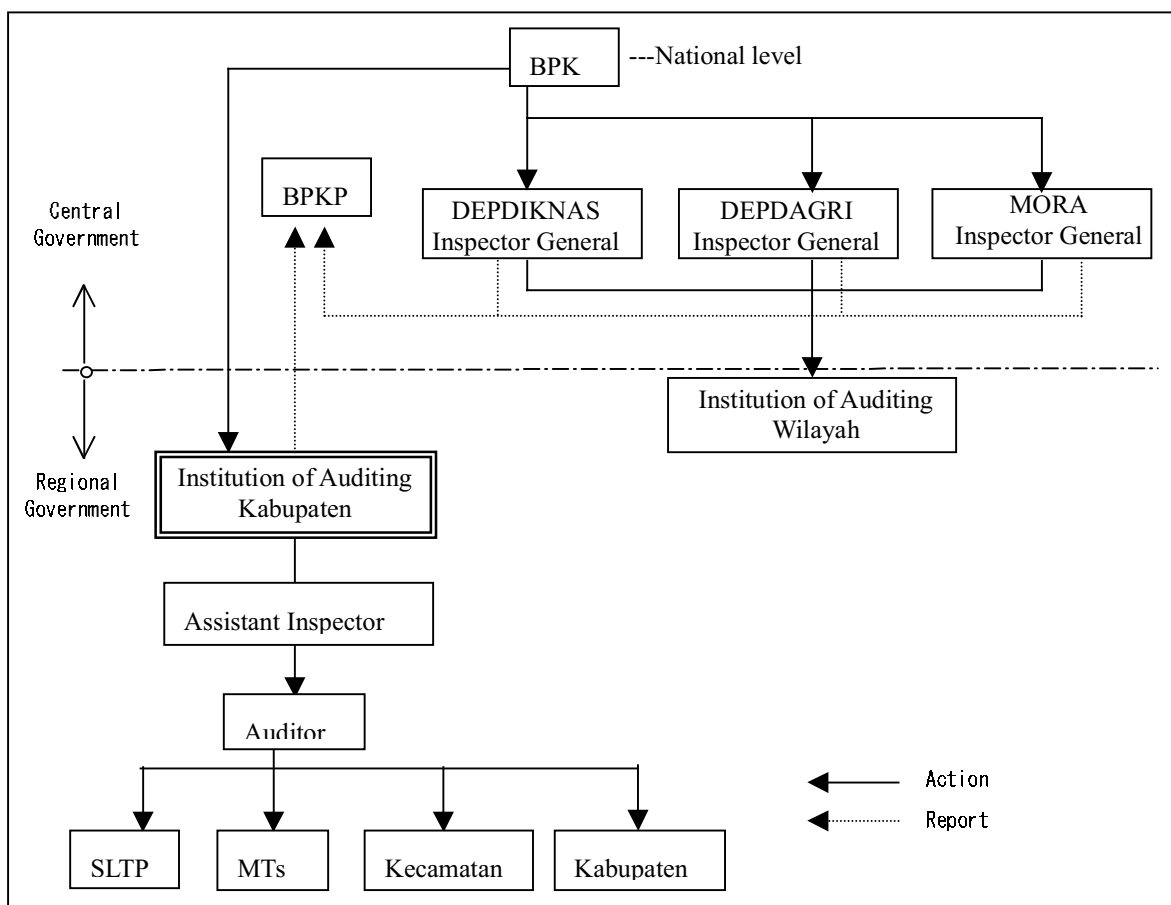


Figure 6-7: Planned Auditing System (After Decentralization)

6.7.3 Methodology of the Audit

The concerned parties, including the principals and field consultants, were interviewed during the audit using the monitoring sheets. Besides field consultants, Kanwil staff and school principals, BP3, community leaders, Yayasan and students acted as witnesses.

During the audit, two types of monitoring sheets were used.

(1) Monitoring Sheet 1

The entries included

- the unit cost and quantity of equipment
- total cost,
- installation locations
- required amount of matching funds and actual amount contributed
- further comments for Phase 1 and Phase 2 for each school in three kecamatans.

(2) Monitoring Sheet 2

The entries were designed for interview purposes to establish how the stakeholders and the local community were involved in the implementation process of the Block Grant Activity for facility rehabilitation and equipment procurement, and how the activities were executed. In addition, different items from the proposal and the reasons for such changes were described on this sheet.

A simulation-like audit was conducted using the check sheets. An audit check sheet was signed and kept by each party; the principal, field consultant, Kanwil and REDIP Project Office. (In some cases, it was agreed that the Kanwil would keep all of the check sheets.) The principal purpose of this audit was to check the actual usage of the Block Grant at each school based on the final proposal. (As no audit expert was involved on this occasion, this was not an audit of the school accounts in the strict sense.)

Although the audit should have been based on the account report and records submitted by each school, such documentation was not fully available. (It is necessary to clarify which types of documents are required for audit purposes.) A proposal of recommendations for improvement of the Manual was also a goal. (Given the facts that the preparation as well as implementation periods of the monitoring were limited and that the audit was not included in the original scope of the Project, efforts were made to conduct the minimum level of auditing covering those items of which checking was believed to be essential.)

6.7.4 Results of Audit**(1) Overview**

At the proposal stage, BGP tended to include the rehabilitation of many facilities. However, in the phase 2 of REDIP, the priority was given to those directly related to improving the quality of education particularly improvement of the teaching-learning processes. The inclusion of at least one instructional package was adopted as a rule in order to incorporate an element capable of having a direct impacts on the quality of education rather than the rehabilitation of facilities. As a condition of this package, the procurement of educational equipment (and spare parts for such equipment, if necessary), training and other activities were included to ensure the effective use of the procured equipment.

The common findings of the monitoring are described below.

1) Rehabilitation/Repair of Facilities

As far as the work related to school facilities is concerned, most schools implemented the BGP utilizing people in the local community with suitable experience to ensure the most efficient use of the funds and partly to avoid the complications of involving a private business.

In general, there is neither a shop handling construction equipment nor a business specializing in construction work or related work and materials in remote villages. Even though there may be a type of workshop manufacturing simple doors and window frames, etc., it is more convenient to rely on community information as to who can arrange the required work. It is, therefore, quite common to rely on members of the community to arrange the supply and transportation of materials and also the supply of labour. In the case of the construction of large facilities (housing or public facilities), a blanket order is usually placed to a construction company in a town because of the necessity of undergoing the proper applications and other processes. Even in this case, however, site workers are usually recruited from the local community.

In the case of the present BGP, the work related to the school facilities was mainly in the category of “repair” (repair of the roof, walls, ceiling or floor finish, repair of the doors and window frames, paving of the sports ground and construction of a retaining wall, etc.). At most schools, a group was established to find the BGP or local people with appropriate experience. This was a result of discussions among the schools concerned. As the school acted as the employer, it usually appointed someone with experience from the local community or the BP3 as a supervisor to manage the planned work. In regard to the actual transportation and construction work, local people with experience of temporary construction work were recruited. The work of these local people was either voluntary or paid. When payment was involved, the daily wage ranged from Rp 15,000 to Rp 20,000 depending on the level of their skill. Implementation methods for physical rehabilitation is summarized in **Table 6-14**. Material supply, transportation and manpower supply for each category of physical rehabilitation were made by BP3 or community persons in most cases.

The main focus of the facility rehabilitation work tended to be cost-reduction, therefore the quality achieved is not necessarily excellent. Even though the minimum requirements for local junior secondary schools appear to have been met, the quality of the newly rehabilitated facilities is similar to that of the existing facilities. The work implemented, therefore, has not improved the quality of the school facilities.

Table 6-14: Method for Physical Rehabilitation

Kecamatan: Guntur, Kabupaten: Demak, Province: Central Java

No.	SLTP/MTs	Rehabilitation portion	Implementation method			Facility / Total BG (%)	Observation
			Material supply	Transportation	Manpower supply		
1	SLTPN 1 Guntur	① Structure	B	B	B	Phase 1 63.6	Water pumps installation.
		② Roof finishing	C	C	C		
		③ Finishing	C	B,C	B,C	Phase 2 25.5	
		④ Fitting	C	C	C		
		⑥ Plumbing	C	C	C		
		⑦ External	C	B,C	B,C		
2	SLTPN 2 Guntur	② Roof finishing	C	C	C	73.7 34.0	Electrical power has been extended by PLN.
		③ Finishing	B,C	B,C	B,C		
		④ Fitting	S,C	C	C		
		⑤ Electrical	O	O	O		
		⑥ Plumbing	O	O	O		
		⑦ External	B,C	B,C	B,C		
3	SLTPN 3 Guntur	④ Fitting	S,C	C	C	57.3 16.8	Security Grill
		⑥ Plumbing	S,C	C	C		
		⑦ External	S,C	C	C		
4	SLTP Bhakti Negara	② Roof finishing	C	B,C	C	74.2 17.1	Entrance bridge, pavement of front yard and bicycle yard are implemented as external work.
		③ Finishing	C	B,C	B,C		
		⑤ Electrical	C	S	S		
		⑥ Plumbing	O	O	O		
		⑦ External	C	B,C	B,C		
5	MTs Sultan Fatah	① Structure	B,C	B,C	B,C	79.1 37.1	Budget is used for the Construction of one classroom building.
		② Roof finishing	B,C	B,C	B,C		
		③ Finishing	B,C	B,C	B,C		
		④ Fitting	C	C	C		
		⑤ Electrical	C	C	C		
		⑥ Plumbing	C	C	C		
6	MTs Asy-Syarifiah	① Structure	B,C	C	C	46.7 23.1	Budget is used for the construction of six classroom building.
		② Roof finishing	B,C	C	C		
		③ Finishing	B,C	C	C		
		④ Fitting	O	O	O		
7	MTs Sabilul Huda	① Structure	Y	C	C	49.1 18.0	
		② Roof finishing	Y	C	C		
		③ Finishing	Y	C	C		
8	MTs Sabilul Muttaqin	② Roof finishing	S,B	B	B	76.8 15.1	
		③ Finishing	S,B	B	B		
		④ Fitting	S,B	B	B		
		⑤ Electrical	S,B	B	B		
		⑦ External	S,B	B	B		
		③ Finishing	O	O	O		
		④ Fitting	O	O	O		
		⑥ Plumbing	C	C	C		
8	MTs N Susukan	③ Finishing	C	C	C	42.7 -	
		⑥ Plumbing	C	C	C		
		③ Finishing	C	C	C		
		④ Fitting	C	C	C		
		⑤ Electrical	C	C	C		
		⑥ Plumbing	C	C	C		

Table 6-14 (Continued)

Kecamatan: Susukan, Kabupaten: Semarang, Province: Central Java

No.	SLTP/MTs	Rehabilitation portion	Implementation method			Facility / Total BG (%)	Observation
			Material supply	Transportation	Manpower supply		
1	SLTPN 1 Susukan	③ Finishing	B	B	B	-	
2	SLTPN 2 Susukan	⑦ External	S	O	O	44.7 -	Transportation, manpower from other community
3	SLTPN 3 Susukan	③ Finishing	B,C	C	C	10.9 -	Designed by a teacher
		⑦ External	B,C	C	C		
4	SLTPN 4 Susukan	⑦ External	S,C	C	C	7.4 11.0	
5	MTs Al Fatah	④ Fitting	C	C	C	18.0 -	
		⑦ External	C	C	C		
6	MTs As Shalafi	① Structure	B,C	B,C	B,C	4.2 8.4	
		④ Fitting	B,C	B,C	B,C		
7	SLTP Muh. Susukan	① Structure	O	O	O	39.4 -	Design and construction by a professional man.
		③ Finishing	O	O	O		
		④ Fitting	O	O	O		
		⑥ Plumbing	C	C	C		
8	MTs N Susukan	③ Finishing	C	C	C	42.7 -	
		⑥ Plumbing	C	C	C		
9	SLTP Kerabat	① Structure	C	C	C	69.1 -	Roof structure was damaged because the building was constructed 25years ago.
		② Roof finishing	C	C	C		
		③ Finishing	C	C	C		
10	SLTP Islam Sudirman	③ Finishing	B,C	B,C	B,C	37.1 -	

1. Rehabilitation portions are categorized into the following seven categories according to the actual implementation of physical rehabilitation by BGs.

- ① Structure ② Roof finishing ③ Finishing (Ceiling, Wall, Floor)
④ Fitting (Door Window) ⑤ Electrical ⑥ Plumbing ⑦ External

2. Symbols in the columns of "Implementation method" are following five categorized implementation bodies according to the results of the monitoring research of BGs. In the column of "Material supply" "O" means the action was taken by the person who is specializing in the mentioned field and the cost of the material was paid by the school.

Symbol	S	B	C	Y	O
Implementation body	School	BP3	Community	YAYASAN	Others

As a result of the monitoring research, contractors or suppliers are not used in REDIP BGs case.

Table 6-14 (continued)

Kecamatan: Tenga, Kabupaten: Minahasa, Province: North Sulawesi

No.	SLTP/MTs	Rehabilitation portion	Implementation method			Facility / Total BG (%)	Observation
			Material supply	Transportation	Manpower supply		
1	SLTPN 1 Tenga	③ Finishing	B	C	C	48.9 -	Arrangement of material supply was done by BP3.
		① Fitting	B	C	C		
2	SLTPN 2 Tenga	② Roof finishing	S	C	B	66.6 -	Some portions of the buildings are damaged caused by an earthquake in 1999. Part of the budget is used for the renovation of it.
		③ Finishing	S	C	B		
		① Fitting	S	C	B		
		⑦ External	S	C	B		
3	SLTPN 3 Tenga	① Structure	B	C	C	76.7 -	
		② Roof finishing	B	C	C		
		③ Finishing	B	C	C		
		① Fitting	B	C	C		
		⑤ Electrical	B	C	C		
4	SLTPN 4 Tenga	③ Finishing	C	C	B,C	43.0 -	
		① Fitting	C	C	B,C		
5	SLTPN 5 Tenga	③ Finishing	S	B,C	B,C	33.9 -	
		① Fitting	S	B,C	B,C		
6	SLTPN 6 Tenga	② Roof finishing	B	C	C	67.5 -	Change roofing material for one school building. Retaining wall was repaired.
		⑦ External	B	C	C		
7	SLTPN 7 Tenga	③ Finishing	S,C	C	B,C	66.9 -	
		① Fitting	S,C	C	B,C		
		⑤ Electrical	S,C	C	B,C		
		⑦ External	S,C	C	B,C		
8	SLTP Katolik Mayella Poigar	③ Finishing	C	C	C	68.2 -	Voluntary work by the people belongs to the community based on a church.
		① Fitting	C	C	C		
		⑤ Electrical	C	C	C		
9	SLTP Kristen Tawaang	② Roof finishing	S		C	34.9 -	Some voluntary works were done by the people of the community and BP3.
		③ Finishing	S	B,C	C		
		① Fitting	S	B,C	C		
		⑦ External	S	B,C	C		
10	SLTP Nasional Elusan	① Structure	S,C	S,C	B,C	61.8 -	One building with 4 class rooms, teacher's room and principal room was fully renovated.
		② Roof finishing	S,C	S,C	B,C		
		③ Finishing	S,C	S,C	B,C		
		① Fitting	S,C	S,C	B,C		
		⑤ Electrical	S,C	S,C	B,C		
11	MTs. Tanamon	① Structure	C	C	C	64.7 -	Library building had been under construction. Part of budget was used to complete the building.
		② Roof finishing	C	C	C		
		③ Finishing	C	C	C		
		① Fitting	C	C	C		
		⑤ Electrical	C	C	C		
		⑥ Plumbing	C	C	C		

2) Equipment

Because of the absence of detailed uniform guidelines for proposal approval at the preparatory stage of the pilot project, there was confusion on the part of the field consultants. As a result, the guidelines for approval vis-à-vis the proposed items differed from one kecamatan to another. Because of this fact, it is difficult to outline the general tendencies throughout the three kecamatans. All of the schools, however, purchased EBTANAS-related equipment and an IPA kit, though the details of the purchased IPA kit differ from one school to another. English teaching cassettes appear to be popular items. In Kecamatan Tenga where computers were purchased, audio-visual teaching materials using a CD-ROM were also purchased. The skill-enhancement equipment includes electronic equipment, sewing machines and cooking equipment, etc. The purchase of sewing machines and electronic equipment appears to be popular among schools in Central Java. Other equipment includes water dispensers, megaphones and frames for portraits of the President and the Vice-President.

In Semarang, there are three shops that specialize in educational equipment. In the case of Manado, as there is no large store, orders were placed to other areas. In both provinces, the schools generally obtained an estimate from two or three companies and purchased goods from the cheapest company. This method is similar to the common bidding process.

3) Equipment Storage Situation

At most schools, the equipment is classified by subject or the purpose of its use. Nevertheless, equipment tends to be stored together in an empty room (store room, etc.), the principal's office, the administration office or the teachers' room because of the lack of sufficient storage space and security considerations. Large equipment such as televisions and computers are moved from one classroom to another depending on need. At those schools with laboratory facilities (IPA, etc.), the laboratory equipment is placed in the laboratory. However, many of the schools do not have a preparation room or an exclusive storeroom for the tidy storage of minor equipment, etc. At some schools, the equipment was seen to be still in the boxes and had not been opened. The provision of a secure preparation room for the efficient use and maintenance of equipment is highly desirable.

4) Activities

All of the schools allocated part of the Block Grant to fund activities, including preparation for student competitions or EBTANAS, the training of teachers on the use of the purchased equipment, visits to other schools to compare educational facilities and practical teaching outside the school premises. These activities have proved quite effective for the efficient use of the equipment.

(2) Tendencies by Kecamatan

1) Guntur (Central Java)

Seven out of the eight schools purchased televisions and video equipment (these were particularly expensive) in order to use videotapes as a teaching aid. At the time of the

monitoring, there were cases where the equipment was kept at the home of the principal because of security problems. While videotapes for teaching purposes had been ordered, they had not yet arrived. Video teaching materials prepared under the supervision of the Ministry of Education (Center for Technology and Communication DEPDIKNAS: PUSUTEKOM) are available for such subjects as English (IPA), social sciences (IPS), Indonesian and mathematics, etc. There is no educational television broadcasting.

Apart from the emphasis on the rehabilitation (repair) of school facilities, all of the schools purchased school furniture such as desks and chairs. The amount of the grant per school in Guntur was much higher than that in Susukan (the grant amount in Guntur was approximately double that in Susukan). This difference may be attributable to the different understanding of the field consultant in charge of a specific kecamatan and his explanation of the proposal to a school. As a result, wide-ranging equipment has been purchased in larger quantities by schools in Guntur.

2) Susukan (Central Java)

As this area is renowned for its garment industry, the schools purchased sewing machines for skill-enhancement teaching. Skill-enhancement classes are attended by both girls and boys, combining teaching with a local industry. The sewing machines are used five days a week by students of all grades. The level of the purchase of electrical skill teaching equipment was higher in Susukan than in Guntur. Most of the schools purchased panels explaining IPA and IPS. While the proposals submitted by the schools contained a relatively small volume of intended facility rehabilitation work, many of the schools switched the use of the Block Grant to the rehabilitation of facilities at the grant implementation stage (See **Table 6-15** for the main changes of the implementation items from the original proposal).

3) Tenga (North Sulawesi)

The equipment for which the Block Grant was used shows a high degree of uniformity regardless of the actual school requirements, possibly because of the original guidance given by the field consultant on the concept of BGP. The lack of a uniform opinion on the part of the REDIP Project Office might have affected such uniform purchase. The purchased equipment includes IPA and IPS related to EBTANAS and equipment related to mathematics. Hardly any equipment was purchased for skill-enhancing teaching. All of the schools purchased one computer each for audio-visual teaching. The Block Grant was also used to fund a visit to a demonstration of audio-visual education using basic software and for the training of teachers to facilitate the provision of interesting teaching for students. OHPs are also popularly used (See **Table 6-16** for a list of the equipment purchased by each school).

Table 6-15: List of Deviation of Major Items

Kecamatan: Guntur, Kabupaten: Demak, Province: Central Java

No.	SLTP/MTs	Cancelled item from proposal	Additional item to proposal	Reasons of deviation
1	SLTPN 1 Guntur		Audio set	For the use of gymnastic and school meeting
2	SLTPN 2 Guntur	IPA,IPS, Fashion class equipment	Cooking equipment TV,VTR	IPA, IPS, Fashion class equipment exist. Unavailable equipment was desired. Also adjustment of budget for infrastructure was needed.
3	SLTPN 3 Guntur	Part of LL equipment	TV,VTR	To purchase visual equipment (TV, VTR) for visual teaching aid.
4	SLTP Bhakti Negara	minor	Bride Pavement	Fragile entrance bridge to the school compound needed reconstruction. The yard in front of the school building was muddy on rainy days.
5	MTs Sultan Fatah	minor	minor	
6	MTs Asy-Syarifiyah	Some items of physical renovation	Some work for the 6 class rooms and 1 teacher Rm. building	6 classrooms and 1 teacher Rm. building are under construction. It was started before BGs. The budget of this building was not enough.
7	MTs Sabilul Huda	minor	minor	
8	MTs Sabilul Muttaqin	minor	minor	

Kecamatan : Susukan, Kabupaten : Semarang, Province : Central Java

No.	SLTP/MTs	Cancelled item from proposal	Additional item to proposal	Reasons of deviation
1	SLTPN 1 Susukan	minor	Pavement of basketball court	Basketball court was not paved and it was muddy on rainy days.
2	SLTPN 2 Susukan	Mathematics equipment	Music equipment, Ceremony platform in the school yard, Fence for light court	Some physical items were needed instead of equipment.
3	SLTPN 3 Susukan	minor	Construction materials such as floor tiles and works	1 classroom building is under construction. It was started before BGs. The budget of this building was not enough.
4	SLTPN 4 Susukan	minor	Pavement of school yard passage and retaining wall	To avoid the muddy condition of part of schoolyard on rainy days.
5	MTs Al Fatah	minor	Physical renovation such as pavement of schoolyard, WC door, window glasses.	To avoid the muddy condition of part of the schoolyard on rainy days. Some parts of the school building were damaged.
6	MTs As Shalafi	minor	Construction materials and work	Multipurpose room building is under construction. It was started before BGs. The budget of this building was not enough. Existing windows of school building had no glass.
7	SLTP Muh. Susukan	Mathematics / Art equipment	New well	There was no water supply for the building that was newly built. Also the quality of existing water source was not good.
8	MTsN Susukan	minor	New well	Quality of existing water source was not good. BGs budget is used for the part of this work.
9	SLTP Kerabat	minor	Repair of roof structure	School building was constructed 25 years ago. The damage to roof structure was serious.
10	SLTP Islam Sudirman	IPS history equipment	Security grill for Windows, Electrical power intake, Physical renovation of school yard,	To prevent the equipment from a burglary. No electrical power since the beginning. It was very inconvenient. There was no facility for sports, also the schoolyard had a difference in level and was dangerous.

Kecamatan : Tenga, Kabupaten : Minahasa, Province : North Sulawesi

No.	SLTP/MTs	Cancelled item from proposal	Additional item to proposal	Reasons of deviation
1	SLTPN 1 Tenga	minor	minor	Only adjustment of numbers of small equipment.
2	SLTPN 2 Tenga	Over head projector	Desks and chairs for class Rms. (36nos.)	Many existing desks and chairs are damaged.
3	SLTPN 3 Tenga	none	Covered passage	To go from one facility to other facility safely on rainy day.
4	SLTPN 4 Tenga	minor	Security grill for windows	To prevent the equipment from a burglary
5	SLTPN 5 Tenga	none	Repair of windows for classes Rms.	Windows of classrooms were damaged.
6	SLTPN 6 Tenga	none	minor	
7	SLTPN 7 Tenga	none	Concrete passage	To avoid muddy condition on rainy days moving from one facility to another.
8	SLTP Katolik Mayella Poigar	none	Electrical power intake	No electrical power in the school. Electrical power was connected from the SD located next to this SLTP.
9	SLTP Kristen Tawaang	none	Concrete passage	To avoid muddy condition on rainy days moving from one facility to other facility.
10	SLTP Nasional Elusan	minor	Numbers of classroom for renovation were changed from 2 to 4. Water intake. Electric intake. Additional furniture	The school facility was old and damaged since it was constructed in 1969. It required a full renovation of the facility. No electrical power and water since the beginning. It was very inconvenient.
11	MTs. Tanamon	One set of cassette recorder	Covered passage, Water pump, Computer printer, Entrance bridge to the school	To go to one facility to another safely on rainy days. To supply water to the lavatory. Computer was purchased however the printer was not included in the proposal. To enter into the school compound safely.

Table 6-16: Category of Purchased Equipment

No.	Category of Equipment	Guntur (Central Java)								Susukan (Central Java)										Tenga (North Sulawesi)									
		1	2	3	4	5	6	7	8	1	2	3	4	5	6	7	8	9	10	1	2	3	4	5	6	7	8	9	10
EBTANAS subject																													
1	English																												
2	Indonesian I																												
3	Moral education (PPKN)																												
4	Social science (IPS)																												
5	Physics, Biology (IPA)																												
6	Mathematics																												
Optional subject																													
7	Religion																												
8	Art																												
9	Music																												
10	Sports																												
11	Skill*																												
12	Other subjects																												
Other equipment																													
13	Office equipment																												
14	Audio Equipment																												
15	Visual Equipment																												
16	Computer																												
Book																													
17	Subject relating																												
18	Other books																												
Furniture																													
19	Blackboard (Whiteboard)																												
20	Student Desk / Chair																												
21	Teacher Desk / Chair																												
22	Laboratory furniture																												
23	Cabinet																												
24	Exhibition board																												
25	Other furniture																												
Activity																													
26	Teachers training																												
27	Students activities																												
28	Other activities																												

*Contents of skill subjects are sewing, cooking, and electronics.

Note: 1. School number of each Kecamatan is same as school number of Table2.

2. Symbols in the table indicate as follows

Equipment purchased

Equipment purchased which is not in the proposal

Equipment not purchased which is in the proposal

(3) Situation at Some Selected Schools

1) Guntur (Central Java)

<SLTPN 1 Guntur>

This school has good facilities and various range of equipment as it added extra equipment to meet the requirements of different teaching subjects to the equipment procured by other schools using the Block Grant. This is the only school that procured laboratory ovens for skill teaching. While seven of the eight schools in Guntur purchased a television, this school did not purchase any visual equipment, as it already possessed a television and VTR for use as a teaching aid.

<SLTPN 2 Guntur>

One unique development at this school is the conversion of an empty room to a language laboratory (LL) with a microphone and headphones controlled from the teacher's desk to serve 18 students. While the proposals of some other schools include LL equipment, the actual items planned were simple cassette tape recorders and tapes for the learning of English and Bahasa Indonesia.

This school was originally constructed in 1997 with a yen loan provided by the OECF. The poor budget management at the time of construction meant that the planned extension of the power supply and water supply did not materialize. The latest Block Grant by the REDIP has made such services available, resulting in the installation of a school bell to inform the commencement and ending of lessons and water supply to the toilet facilities, etc. (While the SLTPN 3 Guntur constructed in 1998 with a yen loan provided by the OECF also failed to materialize the planned water supply, the water supply system is now in place due to the Block Grant by the REDIP).

The school is located in the middle of farming fields and lacks a playground for the students to play or relax during breaks. The introduction of benches made by teachers in open corridors has created such a space for the students. The desks and chairs for classrooms have been carefully selected and good quality furniture has been procured from a reliable manufacturer.

<SLTP Bhakti Negara>

This school used to be one of the poorest in terms of facilities and equipment among the junior secondary schools in Guntur. The Block Grant by REDIP has made it possible for the school to procure basic educational equipment. The television and VTR are currently kept at the home of the principal, which is located near the school for security reasons. (A similar arrangement can be observed at other schools. While video teaching materials for use as a teaching aid have been ordered from the PUSUTEKOM, they have not yet arrived. This situation is common at all of the schools that have procured a television and VTR.) The school is considering the installation of security grids to the windows and/or the hiring of a guard. It is also planned to request that the students completing school make a donation before the graduation ceremony (this is a common

practice) to finance the cost of the planned security measures.

<MTs Sabilul Muttaqin>

The Yayasan (religious leader) is very powerful in this school. The sewing machine and drum kit procured by the Block Grant have been taken to the house of the Yayasan. Students' desks and chairs were not in use at the time of the audit.

2) Susukan (Central Java)

<SLTPN 1 Susukan>

The school facilities are in good condition and the equipment is kept tidily and in good condition. A basketball court has been constructed with the Block Grant and a good relationship with the local community has developed as the school allows local residents to use the court.

<SLTPN 2 Susukan>

The basketball court in the playground has been properly paved together with the construction of a platform for xxxdmbliidx. The paving of the basketball court is faulty, as part of the paved surface has already been lost. As the principal alone conducted the equipment selection and procurement, communication between the principal and other stakeholders is poor, resulting in few positive effects.

<SLTPN 3 Susukan>

Improvement of the understanding of the importance of education on the part of the local community is in progress by means of making local people participate in all stages, from proposal to implementation of BGP. Prior to the implementation of the pilot project, there was a fairly high level of truancy as many students were prone to play cards, take drugs or indulge in other negative activities. Improvement of the awareness of the local community, however, has made local people try to persuade these students to return to school whenever they find truants. Such a development appears to have had positive effects, including a decline of the dropout rate.

<MTs Al Fatah>

The contents of the proposal have been slightly changed and the playground is now paved. Other improvement work not featured in the proposal includes the fitting of glass into the windows and the introduction of ventilation openings in the walls.

The sewing machines procured for skill teaching have been popularly used and the clothes made by local people outside school hours are sold. Local people conduct the maintenance of these machines. The clothes, and other products made by the students are sold at the school bazaar, raising Rp 250,500 and Rp 359,000 in Phase 1 and Phase 2 respectively.

<SLTP Muhammadiyah Susukan>

Although new facilities incorporating an electrical workshop were constructed on the

site adjacent to the school, equipment was not procured because of the insufficient budget. The latest Block Grant by the REDIP has made it possible for the school to procure equipment for the electrical workshop together with a new water supply system for the toilet facilities, etc. Display panels for the IPS, the procurement of which was originally planned using the Block Grant, have been made by the students as part of their practical work.

<SLTP Islam Sudirman>

Among the pilot project sites in Susukan, this school was the poorest in terms of facilities and equipment. During the 12 years since the school was opened, neither facility repair or equipment procurement was conducted. The Block Grant by REDIP has allowed this school to procure basic educational equipment for the first time and also to repair the mortar floor that had many holes. As all of the stakeholders, including the Yayasan, local residents and the BP3, have been involved in the project from the proposal stage, significant achievements have been made.

The items not included in the proposal but which have been implemented include (i) extension of the power supply, (ii) construction of a retaining wall between the building and the playground where there was a large elevation gap and (iii) improvement of the basketball court. Because of the active support and contribution in the form of labour, etc. of the Yayasan, local residents and the BP3, the school has achieved more than was originally planned.

3) Tenga (North Sulawesi)

<SLTPN 1 Tenga>

All of the schools in Tenga included in the scope of the pilot project have procured a computer and a television that has an interface with the computer to provide visually aided teaching using basic software for each teaching subject, which attracts students' interests. A relevant study is being conducted involving schools in Tenga. While there has been a fair impact on the students, there are maintenance-related problems in terms of how to deal with breakdowns and how to raise the necessary repair funds.

<SLTPN 2 Tenga>

The walls and other structural elements of the facilities that were constructed on a slope were damaged in 1999 by an earthquake which hit near Gorontalo located some 300km from Tenga. The damage on several buildings has been repaired using the Block Grant together with deteriorated sections due to ageing.

<SLTPN 3 Tenga>

Several schools in Tenga conduct practical teaching on biology at a zoo as an extracurricular activity.

<SLTPN 6 Tenga>

The roof of the building that housed the principal's office, the teachers' room and the

administration office, etc. that severely leaked was completely replaced. Even today, however, some of the classrooms experience leaking rainwater and the lessons in one classroom has been shifted to the IPA laboratory. The school is located on a slope and the damaged retaining wall was rebuilt. The school is on high ground and the fact that the water pump has broken down makes the manual transportation of water from lower ground necessary. While the construction of a new water supply system was included in the proposal, it was not approved.

<SLTP Katolik Mayella Poigar>

Extension of the power supply to the school premises has been conducted even though this was not included in the proposal. (The planned extension was included in the proposal but was not approved.) The lack of power supply meant that it was dark inside the school buildings on rainy days and in the evening. Extension was made from the adjacent primary school. As the school belongs to a Catholic church, the congregation of this church provided much of the required labour. As there is no equipment storage space, most equipment and machinery is kept in the principal's office. During the long school holidays, it is kept at the home of the principal. Security fencing was also included in the proposal but was not approved. The total number of students, ranging from Grade 1 to Grade 3, is 28, of which 20 students are in Grade 1. This sudden increase of the number of students has been prompted by the improved reputation of the school that has benefited from the Block Grant by REDIP.

<SLTP Kristen Tawaang>

The computer procured with the Block Grant is currently out of order. Even though it has a two-year guarantee, no one has been able to repair it despite training on operation at the time of purchase. While the repair appears to be a matter of simple adjustment, the school has no option but to wait for a visit by an agent. Three-quarters of the matching funds were provided by voluntary cleaning work, etc. by the students.

In the subject three kecamatans, the following schools provided examples of securing their own budget or giving priority to building construction by means of lowering the grade of some equipment, reducing the quantity of equipment to be procured and/or constructing a building at a lower unit cost using the voluntary labour of local residents and the BP3, etc.

<MTs Sultan Fatah>

A five-classroom building is being constructed by the local community and the Block Grant has been used to finance part of the construction cost.

<MTs Asy-Syarifiyah>

Because of the insufficient availability of classrooms, some children in the catchment area had to attend other schools. In order to improve this situation, a building incorporating six classrooms and a teacher's room was under construction prior to the preparation of the proposal for the BGP by REDIP. Part of this building programme was included in the proposal under the rehabilitation items. At the time of the implementation of the BGP,

the budget was incorporated in the building programme to partially cover the construction cost.

<MTs Sabilul Huda (Guntur)>

Because of the deterioration of the school facilities, a large part of the budget was allocated to repair work at the proposal stage.

<SLTPN 3 Susukan>

There is a shortage of classrooms. One classroom is being constructed using a donation by the BP3 and the Block Grant by REDIP has also been used to meet part of the construction cost. Even after the completion of this additional classroom, there will still be a shortage of one classroom.

<MTs As Shalafi (Susukan)>

A building to house a multi-purpose room is under construction. The BG budget has been used to finance part of this building even though it was not included in the proposal.

<SLTP Kerabat (Susukan)>

The school facilities were constructed in 1976 and show much deterioration throughout the roof structure in particular showing signs of age. While repair of the roof structure was not included in the proposal, the school has repaired the roof as a matter of priority.

<MTs Tanamon (Tenga)>

The construction of a library using the Yayasan's budget was halted because of insufficient funding. With the partial use of the Block Grant, the construction of this library has now been completed.

<SLTP Nasional Elusan>

The school has two buildings, the older of which was constructed in 1969. Because of the serious deterioration of this building, one classroom building was newly constructed. While the rehabilitation of two classrooms was included in the proposal, the actual rehabilitation (rebuilding) involved four classrooms, the principal's office and the teachers' room. At the same time, the water and power supplies were extended to the school, illustrating the significant changes of the school's facilities before and after the implementation of the BGP.

(4) Analysis of Physical Rehabilitation and Equipment by BGP

In regards to the implementation of the BGP this time, there was a certain uniformity among the items requested by the schools, presumably because of (i) unfamiliarity of the process on the part of the target schools, (ii) strong influence of the explanation and instructions, etc. given by the field consultants in advance and (iii) the meeting involving all schools in the kecamatan to unify the basic items. Having removed certain restrictions imposed on the experimental proposal, the monitoring found the following potential needs by most schools.

1) Facilities

- ① Security-related items (fencing and window grids, etc.)
- ② Lack of facilities (lack of equipment storage space and absence of a laboratory, library and others)
- ③ Basic infrastructure components, such as water supply and power supply
- ④ Improvement of the playground (improvement of the basketball court and/or volleyball court, etc. which can also be used by the local community)

2) Equipment

- ① Equipment relating to subjects which is directly related to EBTANAS
- ② AV equipment (which is attractive for the learning process of students)

3) Maintenance

The maintenance budget provided by the central government was used for the purchase of expendables, etc. As such, part of the tuition fees received from the BP3 and other sources are often used to pay the maintenance cost and there is hardly any room for maneuvering. Most of the schools have been unable to conduct building repair as routine maintenance work or the purchase of equipment. Allocation of the budget (particularly the development budget) does not necessarily reflect the reality of each school and favors certain schools based on the decision of the central government. It is hoped that more appropriate allocation based on requests reflecting the reality of individual schools will be conducted in the future.

As far as the school facilities are concerned, there are not many items that require maintenance. These include the repair of leaks, checking of the window grids, etc. for security purposes and items relating to basic infrastructure (power supply and water supply, etc). The interior finishing, walls and floors, etc. belong to the category requiring rehabilitation at the time of surplus maintenance funds. Strengthening of the relationship between the schools and the local community is desirable in view of establishing a community-based maintenance system.

(5) Implementation Impacts of BGP

At most of the target schools of the pilot project, the local community participated in most stages, from proposal to implementation, and the awareness of the local community of the importance of education has undergone a profound change. The efforts of many of the schools to enlist the cooperation of the local community materialized in the form of material supply and labour contribution by local people. In addition, the improved awareness of the local community of the importance of education has led to the pursuit of truant students by local people, resulting in a positive effect on the decline of the dropout rate. In general, the school requirements for facilities and equipment have been met to a certain extent. Although much of the equipment has not yet been fully used because of its fairly recent introduction, it can be safely assumed that the basic kits purchased by many of the schools this time will soon be effectively and efficiently used.

All of the schools established a committee responsible for the implementation of the project. **Table 6-17** summarizes the roles of the committee members in regard to project implementation after the proposal stage. (Please see the previous section for the members of the committee established at the time of finalising the proposal.)

Table 6-17: Role of Members of Block Grant Committee in Implementation

No.	SLTP/MTs	Principal	Teacher	Adm. Staff	BP3	YAYASAN	Community	Others
Guntur (Central Java)								
1	SLTPN 1 Guntur	, ,	,				, ,	
2	SLTPN 2 Guntur	, ,	,		,		, ,	
3	SLTPN 3 Guntur	,			,		, ,	
4	SLTP Bhakti Negara	,	,		, ,		, ,	
5	MTs Sultan Fatah	,	,				, ,	
6	MTs Asy-Syarifiyah	,	,		,		, , ,	
7	MTs Sabilul Huda		,			,	, ,	
8	MTs Sabilul Muttaqin		,				, ,	
Susukan (Central Java)								
1	SLTPN 1 Susukan	, ,	, ,				, ,	
2	SLTPN 2 Susukan	to					, ,	
3	SLTPN 3 Susukan	,	,				, ,	
4	SLTPN 4 Susukan	,	, ,				, ,	
5	MTs Al Fatah	, ,	,				, ,	
6	MTs As Shalafi				, , , ,		, , ,	
7	SLTP Muh. Susukan		, ,					, ,
8	MTsN Susukan	,	,				, ,	
9	SLTP Kerabat	,	, ,				, ,	
10	SLTP Islam Sudirman		,		, , ,		, ,	
Tenga (North Sulawesi)								
1	SLTPN 1 Tenga	, , ,	,				,	
2	SLTPN 2 Tenga	, , ,	,		,			
3	SLTPN 3 Tenga						,	
4	SLTPN 4 Tenga	,	,				, ,	
5	SLTPN 5 Tenga	,	,				,	
6	SLTPN 6 Tenga	,	,				, ,	
7	SLTPN 7 Tenga	,	,				, ,	
8	SLTP Katolik Mayella Poigar	, , ,		,			, , ,	
9	SLTP Kristen Tawaang	,	,		,		, ,	
10	SLTP Nasional Elusan	,			, ,		, , , , ,	
11	MTs. Tanamon					, ,	, ,	

Head

Supervision

Equipment selection

Equipment Purchase

Design (Physical rehabilitation)

Manpower supply

Material supply

Transportation

Note : Material supply : This signify the body who arranged material. Money for purchase material is born by school except in case of material donation.

Table 6-18: Number of Committee Members

	Principal	Teacher	Adm. Staff	BP3	Yayasan	Community	Others
① Head	29	0	0	1	0	0	0
② Supervision	19	3	1	5	6	2	0
③ Equipment selection	8	26	1	2	1	0	0
④ Equipment Purchase	6	22	8	2	1	0	0
⑤ Design (Physical rehabilitation)	1	1	0	1	0	3	1
⑥ Manpower supply	0	1	0	10	0	28	0
⑦ Material supply	0	0	1	7	2	24	1
⑧ Transportation	0	0	0	8	0	28	1
Total number of schools	63	53	11	36	10	85	3
Participation Ratio (Total 100%)	24 %	20 %	4 %	14 %	4 %	33 %	1 %

6.7.5 Findings

(1) General

- The unit prices of similar equipment (microscopes, etc.) considerably vary from one kecamatan to another. Even though the unit price tends to change depending on the shop or location, there should not be considerable price discrepancies such as those observed.
- Adjustments were made at the implementation stage within the total amount of the project and many schools conducted additional work using the “surplus” funds. The details of these adjustments should be clarified.
- Some of the items in the proposal are not specific enough (for example, while entries indicate one to four sets of IPA kits, etc., the reality may well be the collection of single items, making the contents of each set unclear).
- When the same type of equipment with the same price is compared, there may be discrepancies in terms of the specifications and/or grade. (Although any difference in the supply quantity based on the same total cost is easy to pinpoint, differences in specifications and/or grades in view of cost are difficult to judge. If a proper receipt is shown, the price must be accepted.) In order to avoid this situation, it is important to clarify the required specifications and professional evaluation at the proposal stage. One effective method is the preparation of a catalogue listing basic educational equipment for the selection of equipment from this catalogue by each school to suit its needs.
- In the case of the rehabilitation of facilities, it is impossible to judge the quality of the work in covered areas unless the relevant drawings and/or work records are available.
- In regard to equipment procurement, while the items listed are all available for checking in most cases, the quantities differ from those indicated in the proposal in some cases.
- In many cases of activities, the actual amount of expenses is not clearly determined.
- Some of the schools maintain excellent accounting records with the proper recording of

expenses. However, others have only ambiguous accounting records. One useful method for future projects may be the introduction of a uniform accounting book for compulsory use. The introduction of such a book will require the prior training of personnel. The roles of the principal, teachers and administrative staff members vis-à-vis accounting should also be clarified. In the case of the BGP this time, many so-called administrative staff members are involved in such simple work as document preparation and typing, etc.

(2) Issues

One cost item affected by the geographical location of a school is the transportation cost. This cost is obviously high for those schools located in areas that are poorly served by the transport network. The standard unit prices apply in those areas to which access from a truck road is available. In some cases, cost reduction has been attempted through volunteer transportation by local people and the BP3 (at one school, voluntary work was a partial source of the matching funds). In this context, schools in Susukan where the transport infrastructure is relatively developed compared to Guntur can expect work to be conducted based on the standard unit prices. Here, a handicap in terms of school access and other aspects based on the available infrastructure can be pointed out.

In the case of the pilot project, as the money was directly paid into the school's account by REDIP Project Office, the flow of money is relatively clear. At most schools, the principal is in charge of school management. The non-use of a contractor reduced the level of additional expenses. In regard to the purchase of equipment, most of the equipment was directly purchased by such school members as the principal, teachers or administrative staff members. This absence of many indirect channels makes the picture of equipment purchase fairly clear. The money was spent by teachers and administrative staff members with the approval of the principal and the money flow is fairly transparent. At some schools, however, the actual spending is not confirmed by documentation.

When the money flow is complicated, additional expenses tend to occur. Although rather complicated accounting practices can improve the transparency of the accounting documents, it may become difficult to verify where and how the money was actually spent. School-based implementation utilizing the local community can offer quicker action and a lower cost. Such a reality indicates the necessity to carefully reconsider the demand that accounts must be firmly documented in detail.

The application of uniform cost items from the proposal stage to the implementation stage can clearly identify any change in the actual spending at the implementation stage.

The use of the following cost items appears to be desirable.

1) Direct Costs

- a. Material cost
- b. Transportation cost
- c. Manpower cost (skilled labour and non-skilled labour)

2) Indirect Costs

- a. Overhead cost (if a contractor is employed)
- b. Temporary cost (not always)

If indirect costs are not included in the cost items, it may be necessary to add them to a direct cost item or to raise them by cutting direct cost items, resulting in the non-transparency and awkwardness of accounting documents.

6.7.6 Problems and Recommendations

(1) Problems

- 1) Because of the mechanism of a BGP, the cash flow must be clearly indicated.
- 2) In some cases, the implementation period is too long. The order placement mechanism should be re-examined. The method of contract should also be re-examined.
- 3) There is a problem relating to proposal evaluation. In the pilot project, there were many discrepancies in terms of proposal formulation through evaluation depending on the ability and understanding of the field consultants responsible for each kecamatan. In the future, it will be necessary to apply uniform techniques and detailed instructions to establish the proposal formulation through an evaluation processes characterized by objective criteria.
- 4) As the implementation of the pilot project was an experimental exercise, each school was requested to compile its own proposal based on rough guidelines. In response, each school established a school committee in charge of the preparation of the proposal through to the implementation of the project. However, because of unfamiliarity of the processes involved on the part of the schools, the provision of advice by a field consultant was necessary in many cases. The proposal was modified several times due to insufficient understanding of the project on the part of the schools and kecamatan authorities.
- 5) In each kecamatan, the same basic equipment was purchased by all schools as agreed through discussions involving all of the schools. However, there was a tendency for poorly equipped schools to follow the general trend, illustrating the lack of initiative among some schools.

(2) Recommendations

- 1) The starting point should be examination of the needs of each school in terms of the cost-benefit principle. The status of matching funds should also be classified to reflect the actual situation of individual schools.
- 2) It is unnecessary for a consultant specializing in building to evaluate the proposal for facilities. When school-based management is opted for, information on the cost of such basic items as personnel and transportation, etc. and on the local conditions can be obtained by simple local research without professional knowledge. As the rehabilitation/repair of facilities similar to that conducted under the pilot project is quite basic in terms of design and actual implementation, people with the relevant experience can easily be found in the local community. In the case of the extension of a building, a

building permit, etc. can be obtained from the local office (kabupaten level) of the PPWP (former PU). The unit cost should be determined at the proposal evaluation stage and the unit cost approved at this stage should not later be questioned in the audit following implementation. The audit should only make judgments based on the approved proposal using written documents and the actual facilities constructed and/or equipment procured.

- 3) Discrepancies in the quality of the same types of equipment purchased with the BGP were observed this time between different schools. For effective evaluation, the minimum information on the specifications required for estimation must be provided in addition to the unit cost and quantity. The provision of information on specifications in the form of A, B or C ranking should probably prove sufficient. One clear and easy way for schools to select equipment is to prepare a catalogue of basic educational equipment from which schools can select the equipment of their preference.
- 4) A close and strong relationship between the schools and local communities is a likely condition to ensure the sustainability of school-based management to maintain both the facilities and equipment. The establishment of a maintenance group involving the local communities in each kecamatan is desirable to conduct routine maintenance work.
- 5) The following principles for BGP are recommended to ensure the impacts of BGP in the future.
 - Construction materials for school facilities should be provided by grant. Alternatively, funds should be provided for schools to purchase construction materials with the facilities being constructed by the local community that will also be responsible for establishing a body to conduct subsequent maintenance work. The manpower and transportation costs should be managed on a school basis or by an administrative body incorporating the kabupaten-level administration.
 - The conditions for funding are official assistance for the strongest needs of the schools while other needs are met by the schools themselves or vice-versa following confirmation of the specific needs of each school (a variation of the matching fund scheme).
- 6) As the reduction of the manpower cost through use of the local community is not yet formalized, the proposal of a relevant model is necessary. Information on the local community should be itemized and a body responsible for utilizing such information should be established. Here, information management may not be easily conducted.
- 7) Certain storage space and a preparation room are required for the effective use and maintenance of equipment.
- 8) Supervision of the facility construction work is required at the implementation stage. In addition, the quality of the hard aspects of school facilities should be improved and a high quality finish to a certain extent is essential from the viewpoint of maintenance. It may be necessary to consider the appointment of a technical consultant in this regard.

Table 6-19: Achievements of Block Grants

Guntur (Central Java)

No.	SLTP/MTs	Noticeable Achievement	Description of Achievement	Background	Comments
1	SLTP 1	None			Both the facilities and equipment are at a high level. While other schools tend to procure similar basic educational equipment, this school has opted for diverse items in addition to basic equipment.
2	SLTP 2	Use of an existing vacant room as a language laboratory (LL)	Twenty seats equipped with a microphone and head-phone, controlled from the teacher's desk.	The school wanted something new that had not been conducted by other schools.	There is a strong interest in the facility among the pupils. The LL was designed by an Indonesian language teacher and is used for English and Indonesian lessons at least three times a week.
		Extension of power supply	The power supply has been extended from a nearby pole transformer.	The pump, lighting and bell could not be used due to the lack of electricity.	While the school building was constructed by a yen loan provided by the OECF, the school had no power supply due to the inefficient use of the funds (in 1997).
		Introduction of benches	Benches have been installed in an open corridor.	The school lacks a playground where students can rest.	The benches have proven to be very popular as they truly reflect a need of the pupils.
3	SLTP 3	Introduction of water supply and sewerage systems	Water supply tanks, water supply pipes and sewage treatment facilities have been installed.	The lack of water supply meant that the toilets could not be used.	While the school building was constructed by a yen loan provided by the OECF, the school lacked water supply and sewerage systems due to the inefficient use of the funds (1998).
4	SLTP Bhakti Negara	Introduction of a water supply system	A well equipped with a water pump has been constructed.	The lack of water supply meant that the toilets could not be used.	A well equipped with a water pump was constructed for direct water supply system. The pump is removed every day after school hours to avoid its theft.
5	MTs Sultan Fatah	Construction of five classrooms and a new LL	Five classrooms have been rebuilt and a new LL has been constructed.		The LL was constructed using the community budget that was topped up by REDIP funding. The proportion of each fund is unclear.
6	MTs Asysyarifyah	Construction of new facilities	A building housing six classrooms and a teachers' room has been constructed.	The shortage of classrooms vis-à-vis the prospective enrolment population meant that some children had to attend schools in other areas.	Almost the entire budget for facilities in the proposal was used for the construction of this building as a matter of priority. The number of pupils increased from 178 to 268.
7	MTs Sabilui Huda	None			The Yayasan is too powerful for the school to control. For example, a sewing machine purchased with the BGs of the REDIP has been removed by the Yayasan leader for private use.
8	MTs Sabilui Muttaqin	None			The school failed to identify the equipment to be procured at the proposal stage. The main emphasis was then placed on repair of the school building and only basic educational equipment was procured.

Susukan (Central Java)

No.	SLTP/MTs	Noticeable Achievement	Description of Achievement	Background	Comments
1	SLTPN 1	Construction of a basketball court	A basketball court has been leveled and paved and basket nets have been erected.	The school wanted to provide a proper basketball court for both pupils and local residents.	Although some other schools in the Susukan area have constructed a basketball court, this school has developed a good relationship with the local community by allowing local residents to use the court.
2	SLTPN 2	None			As the principal does everything by himself, communication between the principal and others is poor, resulting in little positive effects.
3	SLTPN 3	Purchase of sewing machines	Ten sewing machines have been purchased.	The school wanted pupils to be able to contribute to the local industry immediately after leaving school.	All schools in the Susukan area have purchased sewing machines. These machines help pupils to learn useful skills for when they leave school, contributing to the local apparel industry.
4	SLTPN 4	Construction of a retaining wall and footpath	A retaining wall and a footpath have been constructed in one section of the playground.	The school building stood on a different level from the playground.	No sediment is washed away by rainwater.
5	MTs Al Fatah	Paving of the playground	The school playground has been paved.	The playground used to become muddy when it rained.	As the school is located at two sites, paving work was conducted at both sites. Even though this work was not included in the proposal, the practical benefits of the work are quite large.
6	MTs As Shalafi	Installation of security window grilles	Security grilles have been installed on the windows of the principal's office and IPA laboratory.	The purchase of equipment was almost impossible because of the fear of theft.	As these grilles prevent the theft of educational equipment, it is now possible to purchase equipment, the number of which should increase in the coming years. (Several schools in both the Susukan and Guntur areas have already installed security grilles.)
7	SLTP Muh. Susukan	Introduction of an electronics workshop	Equipment for practical learning and furniture has been introduced to establish an electronics workshop.	The construction of the workshop was in progress based on a long-standing idea but the necessary equipment could not be purchased.	BGs of the REDIP have made it possible to purchase the necessary equipment. Sewing machines for pupils are also placed in this workshop.
8	MTs N. Susukan	Construction of a new well	A new well and water supply system have been constructed.	The school faced difficulties in obtaining sufficient water.	Even though a municipal water supply was available, the water supply was frequently cut off. With these new systems, the toilets can be properly used.
9	SLTP Kerabat	Repair of the roof structure	The roof structure and other areas of the building have been repaired.	The building, particularly the roof, was quite deteriorated after 25 years of use.	While this repair was not included in the proposal on the advice of the field consultant, the deterioration of the roof was quite severe and required urgent repair. The repair work was made possible by the BG and has achieved significant improvement.

10	SLTP Islam Sudirman	Extension of power supply	The power supply has been extended from a nearby pole transformer.	The lack of power supply meant that the rooms were dark.	This school is one of the poorest in the area in terms of its facilities and equipment. No repair work has been conducted for 12 years since the building was first constructed and hardly any educational equipment has been purchased. BGs of the REDIP have made it possible for the school to purchase basic educational equipment for the first time in the school's history and also to repair the floor of the building. The positive effects of these BGs are highly noticeable in the active participation of the Yayasan, local residents and the BP3, etc. from the beginning.
		Construction of a retaining wall	A new retaining wall has been constructed between the school building and the playground where the ground level differs.	The large difference between the ground level of the school building and the ground level of the playground harbored a risk of ground collapse due to heavy rainfall.	

Tenga (North Sulawesi)

No.	SLTP/MTs	Noticeable Achievement	Description of Achievement	Background	Comments
1	SLTPN Tenga	Introduction of a computer	A computer (CPU) and a TV monitor with an appropriate interface have been purchased.	The school was hoping to provide interesting teaching for pupils using graphic software, etc. for all of the main subjects.	Based on the agreement, all of the schools in Tenga have purchased computers. There is joint work involving all schools to develop the software to create interesting teaching materials. In regard to hardware maintenance, however, problems are anticipated (guaranteed for two years).
2	SLTPN 2 Tenga	Repair of the library	Many parts of the library and other facilities have been repaired.	These facilities were damaged by an earthquake at Gorontalo in 1990.	The school facilities are constructed on a slope and cracks in the walls, etc. can still be observed. Deterioration due to aging also made repair necessary.
3	SLTPN 3 Tenga	Construction of roofed connecting corridors	Roofed corridors connecting different facilities have been constructed.	The school wanted to provide safe passages between classrooms in bad weather.	Although this was not included in the proposal, it had been planned for some time. The construction of perimeter fencing was also hoped for in view of school security but was not approved.
4	SLTPN 4 Tenga	None			
5	SLTPN 5 Tenga	None			

6	SLTPN 6 Tenga	Total rehabilitation of the roof and construction of a retaining wall	The entire roof of one building has been replaced. A retaining wall has been constructed against the cliff next to the building	The roof in question suffered from bad leaks. There was a risk of this cliff collapsing due to rain.	Even today, the other buildings suffer from leaks and lessons in one classroom have been shifted to the PA laboratory.
7	SLTPN 7 Tenga	None			
8	SLTP Katolik Mayella Poigar	Extension of power supply	Power supply has been extended from the neighboring primary school.	It was dark inside the school buildings on rainy days and in the evening.	Although it was not approved in the proposal, power supply was extended to the school. At this school, much work is conducted by the congregation of the Catholic church to which the school belongs.
9	SLTP Kristen Tawaang	None			Three-quarters of the matching funds were provided by voluntary cleaning work, etc. conducted by the pupils.
10	SLTP Nasional Elusan	Total rebuilding of the school building	One classroom building has been totally rebuilt.	This building was constructed in 1969 and was much deteriorated.	This is one of the poorest schools in terms of equipment and facilities. The school building was quite deteriorated after 32 years of use and hardly any teaching equipment was available. While the repair of two classrooms was suggested in the proposal, total rebuilding was conducted. Trucks were leased to transport the necessary materials and the local community and BP3 totally cooperated with the work.
		Extension of power supply	Power supply has been extended to the school.	The lack of power supply meant that no electrical equipment could be used.	The computer and television, etc. bought with the BG this time can now be used and the building can be lit on rainy days and in the evening.
		Extension of water supply	Water supply has been extended from the water supply facilities in the village.	Prior to this extension, rainwater was stored for school use.	As the school is situated on high ground, it lacked a well, making the storage of rainwater necessary. The school had no water supply during the dry season.
11	MTs Tanamon	Construction of a library	The construction of the library has been finally completed.	While the work was already in progress, insufficient funding meant that the completion of the library was impossible.	The construction of the library was halted because of insufficient funding. With the partial use of the BG, the construction of the library has now been completed.

6.8 The Roles of Local Educational Administration

The roles of kecamatan officers have been discussed mainly in **Section 3.1**. In this section, the involvement of Kandep / Kanin in the project will be discussed.

6.8.1 Observation

In REDIP implementation, 5 kabupatens in Central Java Province and 1 kabupaten and 1 kotamadya in North Sulawesi Province were chosen as pilot sites. Although the Kanwils in the 2 provinces are responsible for pilot activity implementation in REDIP Phase I and II, the role of Kandep/Kanin is absolutely essential in facilitating the procedures of Component A and B, their meticulous implementation, and the future expansion of the activities. Kandep/Kanin's degree of involvement in REDIP was examined this time through a review discussion with the Kanwil team and field consultants in both provinces.

Table 6-20: Organizational Difference and Units Involved

Province	Kab/Kod	Kandep or Kanin	Units involved in REDIP activities
Central Java	Brebes	Kandep	Kakandep (male) Head & one staff of planning sub-dept.
	Demak	Kandep	One staff of planning sub-dept. (infrequent participation)
	Klaten	Kandep	Kakandep (female) Head & one staff of planning sub-dept.
	Semarang	Kandep	Kakandep (female) Head & one staff of planning sub-dept.
	Wonosobo	Kandep	Head & one staff of planning sub-dept. One staff of administration sub-dept.
North Sulawesi	Minahasa	Kanin	Head of basic education section & one staff, Head of secondary education section
	Kod. Bitung	Coordinator by Kanincam Kec. Bitung Tengah***	Kakanincam, School supervisor, One staff of administration

Firstly, the MONE Kabupaten / Kotamadya offices in the 6 kabupatens and 1 kotamadya were confirmed as either Kantor Department (Kandep) or Kantor Inspeksi (Kanin). All 5 MONE kabupaten offices in Central Java Province are Kandep and 1 MONE kabupaten office in North Sulawesi Province has been Kanin since 1996 as shown in **Table 6-20**. Administrative function in Kotamadya Bitung is under the jurisdiction of Kanin Kabupaten Minahasa because Kotamadya Bitung is still new. The MONE kecamatan office in Bitung Tengah is in charge of coordinating administrative information for the 3 MONE kecamatan offices in Kotamadya

Bitung. Kanwil approved for the first time the decision-making authority of the MONE coordinating office in Kec. Bitung Tengah for REDIP implementation.

Since the fiscal year of 1996, a district autonomy pilot project has been implemented in Indonesia. This project has aimed to decentralize administrative authorities and functions from each department office at the district level to the district governments, Dinas Dati II, in the pilot Kabupaten and Kotamadyas, one of which is Kabupaten Minahasa. However, 4 departments, including MOEC (at that time), opposed the full transfer of their authority to the district governments due to concerns for the quality control of administrative service. As a result, MOEC decided to establish a Kantor Inspeksi (Inspection Office) to substitute for Kandep and to monitor the quality of administrative service.

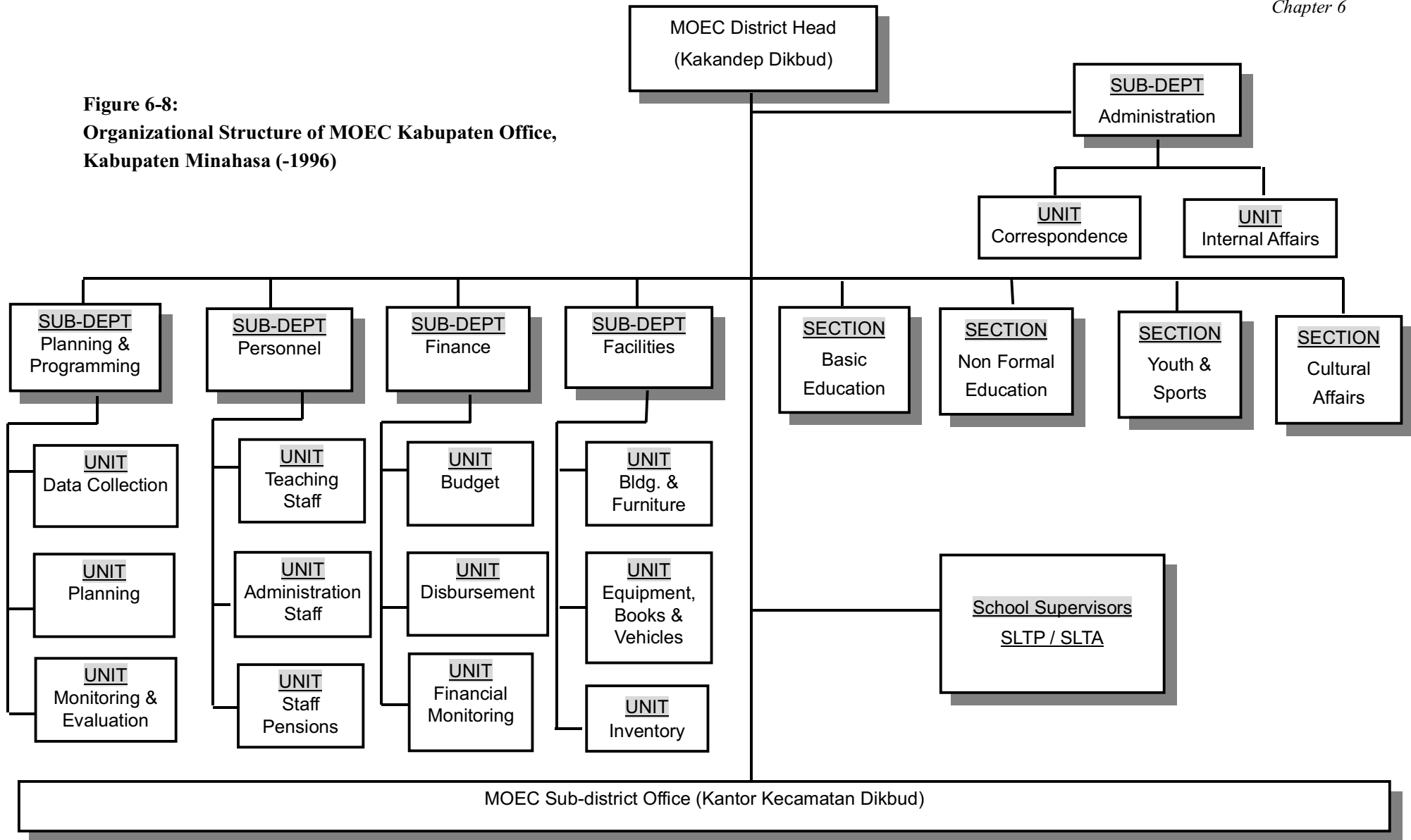
In the case of Kabupaten Minahasa, Kandep Dikbud consisted of 4 sections (Basic Education, Non-Formal Education, Youth and Sports, and Cultural Affairs), 5 sub-departments (Administration, Planning and Programming, Personnel, Finance, and Facilities), and a school supervisor group. Moreover, there were 14 units under the 5 sub-departments. It had 96 personnel until the implementation of the district autonomy project (see **Figure 3-8**).

In the fiscal year of 1996, Kandep Kabupaten Minahasa was downsized and reformed into Kanin Diknas Kabupaten Minahasa. Kanin Diknas Kabupaten Minahasa currently consists of 3 sections (Basic Education, Non-Formal Education, Secondary Education), 1 sub-department (Administration) and a school supervisor's group (see **Figure 6-9**). There are 3 units under the administration sub-department.

The number of personnel was also reduced from 96 to 46. 50 staff had to leave the office. Some of them who have a teacher's license returned to schools and some became school administrators. There are some significant changes after the organizational reform concerning the jurisdiction of each section.

- 1) The Basic Education Section of Kanin has jurisdiction over the 9-year basic education from SD to SLTP. Under Kandep, the section has jurisdiction over only the 6 year basic education at SD.
- 2) The Secondary Education Section of Kanin has jurisdiction over the 3-year senior secondary education at SLTA.
- 3) The Non-formal Education Section, Youth and Sports Section, and Cultural Affairs Section were merged into the Non-Formal Education, Sports, and Culture Section.
- 4) The Planning and Programming Section of Kandep is in charge of the implementation of junior secondary education as well as all sorts of planning and data collection at the kabupaten level. In Kanin, the function is divided and included in each section.
- 5) A school supervisor's group is currently monitoring both SLTP and SLTA. In the near future, the authority of SLTP supervision will be transferred to the kecamatan level.

Figure 6-8:
Organizational Structure of MOEC Kabupaten Office,
Kabupaten Minahasa (-1996)



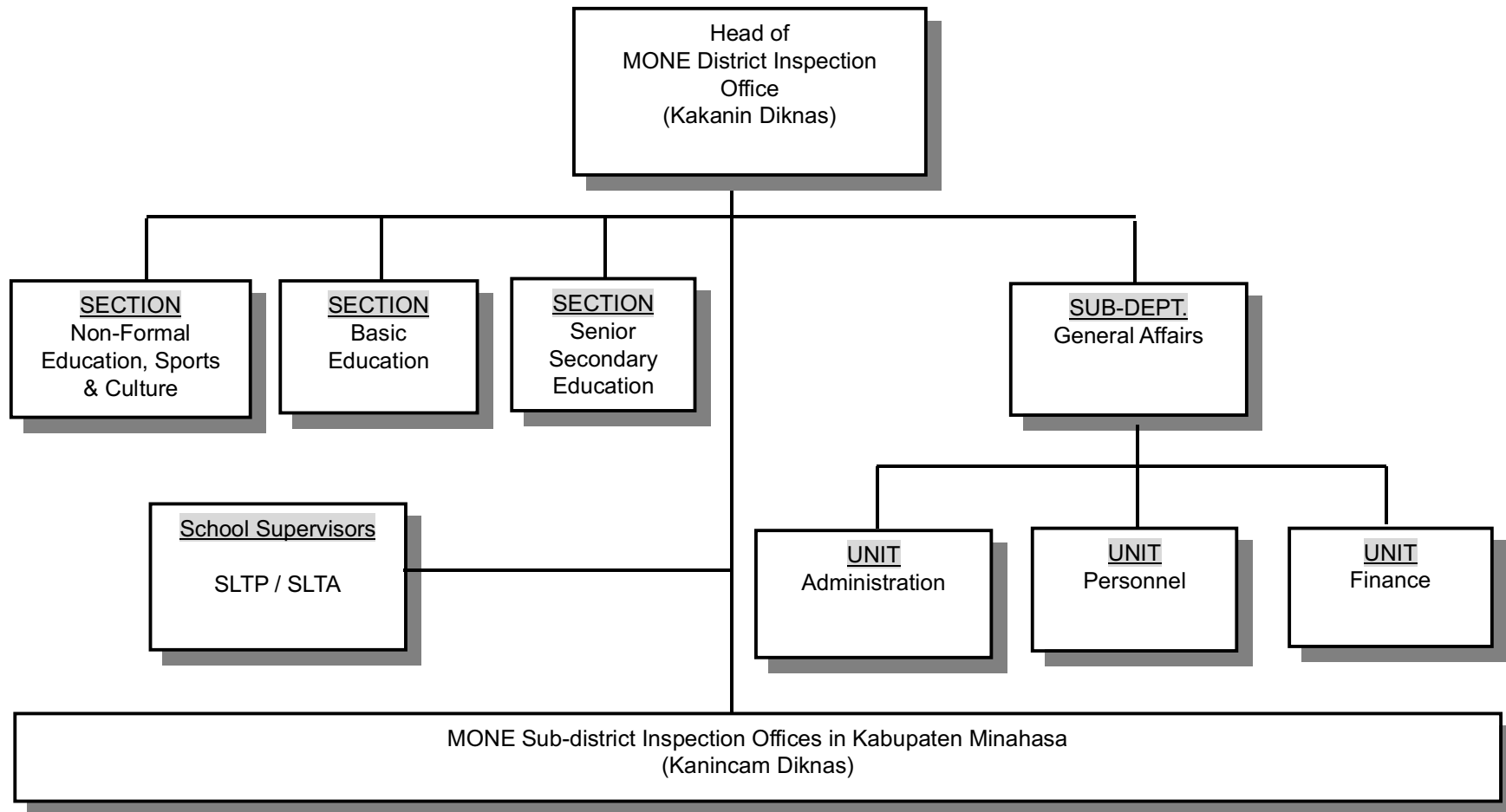


Figure 6-9: Organizational Structure of MONE Kabupaten Inspection Office, Kabupaten Minahasa

As of November 2000, there has been no transfer of 3M (Money, Manpower, and Materials at schools) from Kanin to Dinas of the kabupaten government. Although Kanin Kabupaten Minahasa experienced an organizational restructuring, their staffs are dealing with same amount of work.

As a reference, the organizational structure of Kanincam in Tombatu, Kab. Minahasa, is shown in **Figure 6-10**. The structure is basically the same as the Kancams under Kandepts. In the case of Kanincam Kec. Tombatu, there are 1 unit (Administration), 1 school supervisor for TK/SD, and 4 instructors in Non-formal education, Culture, Youth Guidance, and Sports. The head of the office is proposing to Kanwil 4 additional school supervisors to monitor more SD and also SLTP.

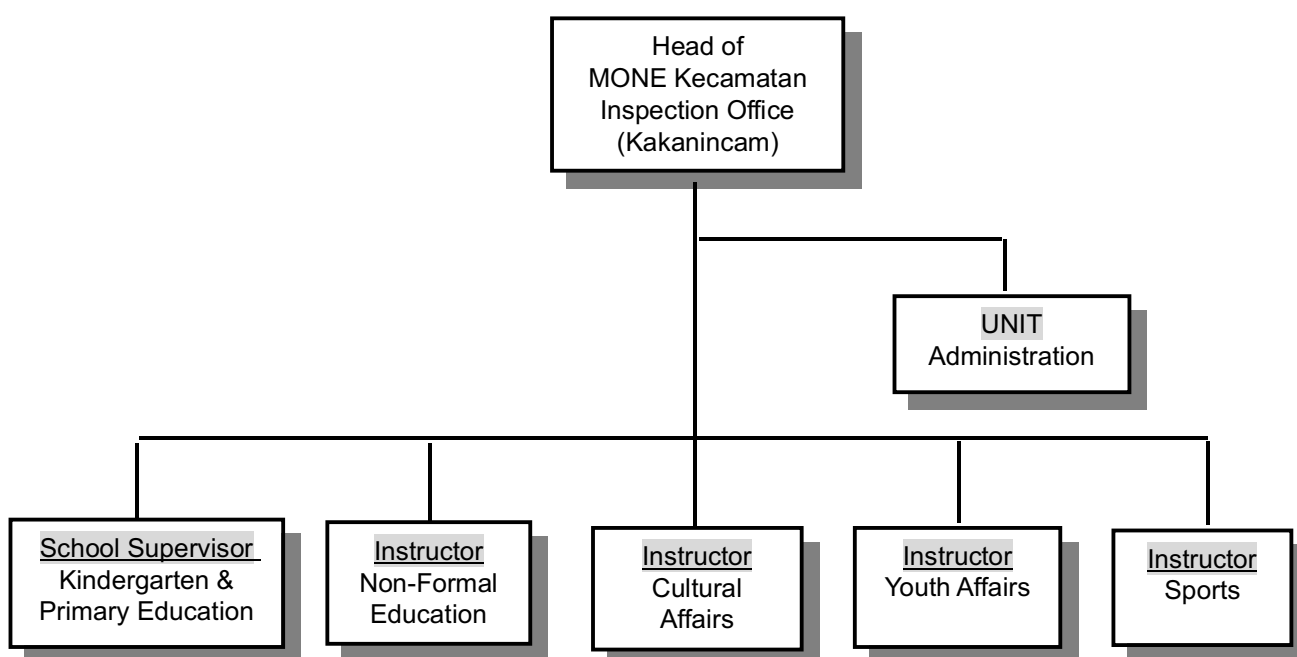


Figure 6-10: Organizational Structure of MONE Kecamatan Inspection Office, Kecamatan Tombatu

Secondly, concerning unit or staff who are actively involved in REDIP implementation, the head and the staff of the planning and programming sub-department are generally involved (see **Table 6-20**) since the sub-department is in charge of junior secondary education at Kandep as previously mentioned. In the case of Kab. Minahasa, the basic education section is in charge of junior secondary education. Another indicator of Kandep/ Kanin’s activity could be whether or not the head is actively participating. The case of Kod. Bitung is totally irregular. Kakanincam is playing a dual role as Chairman of TPK as well as Coordinator of Kod. Bitung.

Thirdly, the degree of Kandep/Kanin’s activity was reviewed by the Kanwil team and field consultants (see **Table 6-21**). The description of the degree of activity reflects what the reviewers reported. It can be seen that there are some difficulties in implementation in Kab. Demak, Kab. Wonosobo, and Kab. Minahasa. The degree of activity of the heads of those

Kandep/Kanin needs to be improved for further effectiveness of the project. It can be said that the 2 factors in **Table 6-21**, frequency of consultation and degree of activity, have a direct influence on effectiveness.

Table 6-21: Degree of Active Involvement

Kab/Kod	Frequency of consultation with Kanwil	Degree of activity in facilitating REDIP procedures
Brebes	Frequent consultation	Proactive
Demak	Almost none	No initiative Feudal approach
Klaten	Some	Active but coordination is not smooth
Semarang	Some	Making effort to be active but slow
Wonosobo	Some	Trying to be active but Tendency towards authoritarian approach
Minahasa	Almost None	Passive No initiative
Bitung	Active contact with Kanwil (Kakanincam is playing two roles.)	Proactive (since Coordinator is the same person as the TPK chairman)

Finally, further examination was carried out to analyze the possible reasons for the degree of activity. These reasons and relevant information are provided in **Table 6-22**.

Table 6-22: Possible Reasons for Degree of Activity

Kab/Kod	Possible reasons
Brebes	Kakandep is highly motivated by REDIP. His ability to understand the objectives of REDIP is very high and his leadership to encourage the participants is significant. He takes initiative to collaborate with Bupati and other kabupaten officials. He also tries to introduce the concept to all sections at Kandep.
Demak	Kakandep doesn't show any interests in REDIP. He is considered as unqualified in his post (known in Central Java).
Klaten	Conflicts between Kakandep, TPK, BP3 ↔ field consultant exist. Field consultant's way of contacting Kakandep was not appreciated.
Semarang	Kakandep is still in the process of understanding REDIP. Kakandep's attitude is still passive.
Wonosobo	Kakandep hasn't understood the contents & purpose of REDIP. Kakandep can sometimes misinterpret some procedures.
Minahasa	Kakanin's commitment is very low, not only in REDIP, but also in other projects & programs such as Aku Anak Sekolah and COPSEP. Kakanin offers no encouragement to his staff in REDIP activities.
Bitung	Kakanincam himself is Coordinator in Kod. Bitung. Easier to coordinate activities in kotamadya.

Again, the outcomes from the review discussion show that the Kakandep/Kakanin's

administrative ability and leadership to manage REDIP implementation is absolutely crucial. The case of Kab. Brebes, specifically, can provide many sorts of positive suggestions for successful management of REDIP implementation. On the other hand, the cases of Kab. Demak, Kab. Klaten, Kab. Wonosobo, and Kab. Minahasa provide challenging issues to be solved or improved. A summary of the review discussion of Kandep/Kanin’s performance is included as **Table 6-23** for reference. However, for greater objectivity, more precise criteria should be discussed later for the description of each Kabupaten/Kotamadya’s condition.

Table 6-23: Condition of Main Actors in Kabupaten/Kotamadya

Analytical points	1) Educational administration and related institutions 2) Coordination between 1) and implementation team 3) Coordination between implementation team and community 4) Community awareness
Kab/Kod	Condition of Kabupaten/ Kotamadya
Kab. Brebes	1) => proactive 2) => very smooth 3) => very smooth 4) => very high
Kab. Demak	1) => not active 2) => no coordination 3) => hard working 4) => high in some kecamatans & low in others
Kab. Klaten	1) => proactive 2) => no coordination 3) => hard working 4) => quite high
Kab. Semarang	1) => in transition 2) => traditional style 3) => smooth 4) => high
Kab. Wonosobo	1) => active though sometimes misleading 2) => sometimes problematic 3) => smooth 4) => generally low
Kab. Minahasa	1) => not active 2) => no coordination 3) => hard working 4) => generally high
Kod. Bitung	1) => proactive 2) => smooth 3) => smooth 4) => high

6.8.2 Conclusions and Recommendations

(1) Further involvement of Dinas kecamatan office

As previously stated, in some kabupatens the authority of SLTP supervision will be transferred to the kecamatan level in the near future. REDIP has involved local educational administration officers at kecamatan level, however, the approach to include Dinas kecamatan office has been weak. In the future, it should be considered to include the head of Dinas kecamatan office as a

member of the TPK, which will require the collaboration with MOHA at the national level in the flow of decentralization.

(2) Add More Information on Implementation in the Guidelines

The job description or favorable role of each office or project team member should be further clarified in the guidelines. Involvement of personnel from **kandep/kanin and Dinas kabupaten/kotamadya** is especially crucial in the implementation of decentralization and in their capacity building. Their roles should be clearly described in the guidelines. Further, the flow of the implementation mechanism needs to be further clarified for the later implementation.

6.9 Lessons Learned

This section discusses the issues raised in the each section of Chapter three, the monitoring results. Some of the issues that are considered to have affected the success of the projects and the limitations of the current scheme will be discussed.

6.9.1 Keys to Success

Although there are variations in the degree of impacts born by menus and by kecamatans, it is true that the experimental groups have produced much bigger impacts on schools and communities than expected. Then, why have such “unexpectedly” good performances been possible? There may be some psychological impact of being selected as experimental groups. Participants of the pilot projects understood well that the REDIP is an experiment and if the scheme is proved to be effective, it may be a model for other areas of Indonesia. Participants were, therefore, motivated and proud of being selected as an experimental group, which might have affected them into performing better. However, the results of the monitoring also suggested that REDIP’s basic approaches, concepts, and scheme were appropriate.

(1) Kecamatan as the entry point

As often stated in the previous chapter, kecamatan is proved to be an appropriate entry point to community-based school management. The kabupaten would be too big to fully understand and incorporate needs of the localities and to share common interests. Whereas individual schools alone cannot function well to initiate community-wide awareness and involvement. Particularly schools that lack resources require the support of other colleagues in terms of information exchange and technical advice. The kecamatan, typically with a population of 10,000 to 100,000 and 5 to 30 junior secondary schools, has proved to be the right unit for the educational management with community participation. Also in the kecamatan there are many social organizations and stakeholders related to education such as Camat, Kancam, Kepala Desa, religious leaders, NGOs, women’s organization, cooperatives, etc., but there had never been a single organization to link those stakeholders for education purposes. Now TPK plays a role as a link and has the potential to upgrade itself to accommodate the wider needs of education.

(2) Equal treatment of all junior secondary schools

REDIP has covered all junior secondary schools in a given kecamatan as opposed to a “Cluster Model” with a core school. It seems that this principle of equal treatment has been very instrumental in fostering a sense of unity among the schools.

(3) Equal treatment of SLTP and MTs

At its inception, REDIP made it a clear policy to cover both SLTPs (junior secondary schools under MONE’s jurisdiction) and MTs (religious junior secondary schools under MORA’s jurisdiction) equally under its pilot projects. It was applied to public schools and private schools as well. This policy has proved correct. In the past these different groups of schools were largely separated within one community and had little interrelationship. REDIP has

changed this situation and given TPKs a more broad-based and justifiable mandate to improve “junior secondary education in the kecamatan.” Also by implementing the same menu, the schools naturally support one another and exchange skills and information. For example, SLTPs learned the fund-raising skills from MTs, and MTs received academic advice from their colleagues in SLTPs. Moreover, MTs have particularly benefited from this policy in that the principals themselves regained confidence by being treated equal to SLTPs and that the community paid more attention to the schools.

(4) Combination of Components A and B in a pilot

REDIP’s two-component structure seems to have been particularly effective at achieving high performances. While Component A aims at the kecamatan community at large, Component B’s target is the individual schools. Component A is a vehicle for government officials, community leaders and schools to promote community participation and raise awareness among the residents and to link all stakeholders in the same mission – to improve education in the community. Component B, on the other hand, is a practical tool for the schools to improve their educational environment and students’ achievements. The two components have worked together as if they were two wheels: When Component B was implemented, TPK played an important role in supporting individual schools as a team. Their combination apparently worked effectively.

(5) Same menu by all schools in one kecamatan

When implementing the pilots, the REDIP team imposed one restriction on the selection of the Component B Menu: all the schools in a given kecamatan must implement the same Menu. This restriction has nurtured a sense of unity among them. Under the REDIP pilot, they have become “colleagues” working for a concrete common goal. This has provided a rare opportunity for the schools to nurture that sense and enhanced the effectiveness of TPK activities. From the viewpoint of project management, the simplicity of the structure was appreciated by the participants and the field consultants and was considered to be sustainable and duplicable by themselves.

(6) Strong commitment of local government

Since the inception of this project, the involvement of the MONE provincial government has been very consistent and the head of the Junior Secondary Education Section and his staff have been fully involved in the pilot activities. They hold regular meetings with the field consultants, visit schools regularly, and solve the problems with the REDIP Project Office. The project implementation would have been much more difficult without their involvement, since in the REDIP Project Office a full-time manager or staff in charge was not available. The monitoring results also showed that the degree of the local governments’ support strongly affects the performance of schools and kecamatans. Among the agencies, the involvement of Dinas and MORA at the provincial and Kabupaten has still been insufficient, which is partly due to the ambiguity of their roles at the time of the initial planning of the pilot projects.

(7) Filed consultants as facilitators and advisors

REDIP employed one field consultant for two kecamatans. He, with junior consultants, helps the schools/kecamatans to implement Component A and Component B activities. The field consultants, dealing with around 15 to 50 schools, facilitate the initial meetings, monitor the activities, give technical advice and guidance and help them solve whatever problems arise in the processes of implementation. The chief of the field consultants, besides supervising other field consultants, played a crucial role in motivating and changing the attitude of the people at the project sites. The REDIP pilot experiments have proved that the field consultant is an essential input to any project of similar scope and objectives.

6.9.2 Limitations of the Current Scheme

The monitoring team also found that there are some limitations observed in the current scheme. Most of them were somewhat expected from the start of the pilot projects, but could not be fixed partly due to lack of preparation time¹.

(1) Lack of information dissemination

Two day-workshops at the provincial level in which all the principals, Camats, and Kakancam of pilot sites attended were held in Central Java and North Sulawesi as an inauguration of the pilot project. There, the idea of pilot projects was discussed and each kecamatan selected the menu. After that, a one-day kecamatan level workshop was held where TPK was formally formed and more detailed information regarding the selected menu was shared. During the workshop held for Phase II, the REDIP Study Team found that the objectives of the each menu were not fully understood by all the schools nor even by all the field consultants. This proved that the workshop of a total of three days was not sufficient, and the information dissemination should have been made repeatedly.

(2) Lack of the careful selection and training of field consultants

As stated above, the roles of field consultants have been very crucial, and the some of the processes relied greatly on consultants' facilitation and guidance. For example, if the consultants were not performing well, the activities in that kecamatan tend to slow down somewhat or have a slight different direction. This is partly because sufficient time was not spent in selecting qualified consultants with thorough examinations or in providing them with the appropriate training before the pilot started.

(3) Lack of institutionalized training for pilot activities

As the training of the field consultants was insufficient, the skills necessary for other activities such as proposal writing, financial management, financial report writing, and micro planning were not transferred through the form of training. Written instruction was provided to

¹ The team had less than two months to prepare for the start of the pilot project, such as designing the pilots, writing the guidelines and holding workshops.

schools/TPKs, but basically they learned it by doing it with the support of the field consultants. Learning-by-doing has strength in that the skills would be solid and the performance would be creative but also weakness in that it would cause inefficiencies. In REDIP, for example, schools/TPKs needed to revise the proposal several times even for Phase II.

(4) Not Clearly Delivered Instructions

The guidelines were created for each menu, describing the objectives, examples of activities, reporting procedures, and so on. Other information and instruction that was found necessary later was provided on an ad hoc base, which included the reporting system of field consultants between Kanwil and Kandep. That has led to some confusions and misunderstanding among the concerned parties, including field consultants, Kanwil Kandep, Schools, and TPKs. There is some information and regulations simply missing as well; for example, the involvement and the clear definition of the roles of Dinas and Kandep/Kanin².

(5) Too Intensive Activities

Since the pilot project period lasted only 10 months, due to being an experiment project, the activities naturally became quite intensive. Schools/TPKs needed to complete the activities in the limited time that they proposed, and sometimes that has led to a somewhat careless implementation of the activities. Many participants claimed that the routine job requirements prohibit them to actively participate in pilot projects. In other words, in some cases, they neglected their duties to attend REDIP activities. For the menu of KKKS and MGMP, it has been observed that principals and teachers have had to leave the classes because they preferred and/or felt it necessary to attend REDIP activities.

6.9.3 Future Directions

Some of the TPKs are planning to continue the activities after the funding from JICA ends³. In other menus as well, schools are motivated to take initiative to improve the situation in terms of a closer relationship with BP3, more transparent school management, and sharing experiences and information with other schools. Such self-motivated movement should be respected and encouraged by the REDIP as much as possible in order to maintain this momentum and support them to move forward. Probably TPK will be a key for individual schools to explore possible next steps to maintain the momentum; however, there is a need to follow-up what was missing in the pilot project for the possible future continuation. Suggestions for the future continuation of the project, steps to be taken and the areas of improvement of each menu will be discussed in this section.

First of all, it should be stressed that qualitative improvement should be considered before

² There was a discussion about the roles of the local governments when designing pilots, however, at that time it was still not clear the direction of the decentralization. Therefore, the Team decided to focus on the contents rather than the structure of the projects, which turned out to be a misconception.

³ In one Kecamatan, a TPK already has a certain vision to sustain their activities by transforming the current TPK into a Yayasan.

quantitative expansion of REDIP implementation. Positive impact and momentum have been observed in many kecamatan. Yet, it is too early to state that the REDIP implementation mechanism is perfect. The key factors of many successful cases have been achieved through not only the elaborate preparation, but also the personal expertise of the Kanwil team and the consultants during the implementation. This personal expertise should be introduced, examined, and shared among all members of REDIP before the next implementation. Expansion of REDIP implementation should take place only after expertise has among the concerned parties and a group of capable facilitators are formed both at the province and district levels. Therefore, the following procedures should be taken:

- a) Create working groups at all levels of the implementation mechanism in order to:
 - Review the guidelines and the lessons learned during the previous implementation,
 - Rebuild the consensus among members of each working group, and
 - Study the technical aspects of each component and menu
(Involving Kandep/Kanin and Dinas kabupaten/kotamadya from this preparatory stage to enhance their commitment).
- b) Prepare a manual or handbook for field facilitators (both officials and consultants) in order to:
 - Transform the technical aspects and expertise compiled in the previous implementation, and
 - Support the meticulous implementation of each component and menu.
- c) Conduct strategic training workshops in order to
 - Raise awareness and understanding of officials at each level, and
 - Foster reliable and qualified facilitators for the implementation.

(1) Improvement of Each Menu and Menu Combination

For the sake of the experiments, only one menu of Component B was implemented for one kecamatan so that the impact of each menu can be clearly measured. However, in a real setting, there should be coordination among activities because the aims of the menus are closely related, though different. On the other hand, it should be well considered that the simplicity of the component was important from the viewpoint of duplicability and manageability. Some of the ideas regarding the improvement of each menu and the combination of several menus are described below.

1) Component A (TPK)

The monitoring results show that the overall strategies and the organization structure of TPK worked quite well. One key element of TPK's successful accomplishment is its mixed composition of government officials, school principals and teachers, and community leaders. This has guaranteed that three different perspectives and concerns are represented in TPK, giving a broad and balanced basis for its activities. This also seems to have contributed to the transparency and accountability of TPK administration. A possible way of improvement, however, is to give more flexibility to the organization structure, namely selecting a chairperson. Some TPKs had a problem with the leadership of the chairperson, and the

only way to avoid it is to have each TPK elect its own chairman democratically. The number of members can also vary as currently done so that it accommodates the local needs. The conditions vary among the kecamatans and the pilot has proved that uniform treatment would not work.

The TPK organizational structure proved to be a key element of the REDIP project, along with other kecamatan-level pilots such as MGMP and KKKS. There are needs that transcend the individual schools and that are better served at this level, and TPK has acted as a link between educational stakeholders in kecamatan. Once TPK is in place, one of the possible ideas of expanding TPK activities can be to make TPK play the role of a Community Learning Center (CLC). There are many examples of such centers in other countries. The purpose of these centers is to provide formal education for students during the day and serve community needs in the evening. MONE experimented with such centers at the kabupaten-level with 304 primary schools. The results are unknown, but it is suspected that the community is better served if such institutions are managed at the kecamatan-level. The purpose of the center is to improve the quality of life for community members through various information, education and communications activities related to health, nutrition, job creation, civil society development and other activities as defined by the community. As part of the center, a computer laboratory is installed and linked to the Internet so that students as well as adults may benefit. Many services have associated fees so that the center can be financially self-sufficient. KKKS meetings and other meetings can be held here and closer ties may be fostered between and among all community stakeholders. The CLC offers a fixed facility that serves as a congregating point for formal and informal interaction among stakeholders. Such neutral territory removes, to some extent, the fear of authority that may occur when parents visit schools and confront teachers and principals on their home turf. Future pilots should include the CLC as a means of fostering bottom-up planning by bringing together elements of the community that might not otherwise meet.

2) Component B Menu 1 (KKKS)

Some TPKs, which did not select this menu, already created a “Principal Forum” or “SLTP Forum” as a sub-group where principals of all junior secondary schools gather and discuss the problems of their schools. This event took place without any suggestions from outside. While TPK covers the community-wide education, principals attended TPK meetings naturally felt the need to discuss technical matters with their colleagues. TPK meetings provided them with an opportunity to realize the benefits of sharing information. In this sense, KKKS activities could be incorporated within TPK activities, where TPK itself deals with broader issues regarding education in the community. The principal forum underneath can function as a working group to improve more technical aspects through regular meetings, training, school visits and so on.

The other point of improvement in this menu is to include more teachers, students, parents, and community in the activities. In this pilot, intending to avoid the possible confusion with other menus, the KKKS activities were strictly limited to the improvement of

principals' capability. This concept has brought some confusion in one of the kecamatan. For example, the KKKS identified that their first priority in improving school quality is to improve the quality of teachers and they planned to implement teachers' training accordingly, which was not approved by the Project Office. In the future implementation, this kind of limitation should be removed and KKKS should not be limited to the training but the implementation of the plans including other educational stakeholders in which the activities of KKKS and MGMP, KKKS and BP3, and KKKS and Textbook, and KKKS and Block Grant can be combined.

3) Component B Menu 2 (MGMP)

The pilot has proved that kecamatan based MGMP is effective and welcomed by teachers in that not only a representative but all the subject teachers can participate and teachers do not have to travel to the capital of the Kabupaten or Province. Moreover, teachers are trained in their own schools. That means that teachers are trained in the same situation as they normally face – lack or poor conditions of teaching and learning equipment/materials, which helps more practical and realistic training to be realized.

Generally the structure of MGMP has worked well, where one school serves as a core school of a subject and the principal of that school acts as an advisor/supervisor. In the implementation, it was the field consultant that played a key role in the technical field, however, he, utilizing his expertise of being a lecturer of a university or the former supervisor, links MGMP with the outside resources such as the former IKIP. This fact also points out the weakness of this menu, which is the lack of institutionalized training. As long as the consultant is capable of helping teachers to select appropriate training based on their needs, there should not be a problem, however, considering the expansion of the pilot, more structured training or information on technical matters should be offered from the Project Office.

4) Component B Menu 3 (Textbook)

The textbook menu has produced a certain impacts on teaching methodology and students motivation; however, it has become clear that the distribution of textbooks alone does not enhance the capability of teachers. Normally few teaching aids and textbooks are available in the schools, and many teachers are used to teaching classes without using textbooks. Receiving textbooks does not necessarily make them feel they would like to change their way of teaching and use the textbooks. The necessity of textbooks and teaching aids increases only after teachers learn different teaching methods and feel eager to try a new way, as the example of Kecamatan Kombi suggested. Therefore, the combination of the textbook distribution with teachers' in-service training such as MGMP activities is indispensable to optimize the output. The other ideas include the combination with KKKS, which may be a possible way to strengthen textbook management at the school level, and the combination with the school block grant program, where schools can prioritize their needs more freely.

5) Component B Menu 4 (BP3)

In the REDIP approach, the funds were directly given to the exiting BP3 for their activities. The monitoring results have shown that the financial management and activity implementation are mostly handled by teachers, principals, or a small number of elite in the community. This shows that it may be a little too early to directly give funding to BP3s to strengthen their capacity. Instead, BP3 can be strengthened through other school-based activities such as acting as an important member of a school committee formed for the Block Grant menu. There were some activities that have shown a positive impact on the improved interaction between teachers and parents and parents' attitude towards a better home environment for their children. These activities namely open class (school) and home visits can be continued within other menus, for example, MGMP and KKKS.

6) Component B Menu 5 (School Block Grant)

The school Block Grant menu has generated an unexpected impacts on the relationship between schools and BP3 through the fund-raising activities. Although too many requirements for matching funds may affect the students' enrollment adversely, a matching grant scheme is very important and effective to raise the awareness of parents and communities, and schools to be more transparent and accountable in school management.

The usage of block grants, however, needs further consideration. It was found that teachers are very satisfied and sometimes excited with new teaching-aid equipment such as a computer and an overhead projector, but it was also found that they tend to "rely" on physical improvement. They should be reminded that not physical improvement but didactic improvement attracts student interest in the mid- and long-term. More attention should be given on how to make the most use of newly acquired equipment, but not on what to procure. Also, more guidance on the usage of the block grant needs to be given in the form of a workshop in the next phase.

As far as the Block Grant menu is concerned, it was found that combination of this menu and TPK is a very promising and sustainable method of project implementation. Technically, it is possible to merge Textbook and BP3 menu with "block grants", by which schools can propose what they would like to do.

7) Other Components to be included

There is clearly a missing activity in REDIP, which is the formal training of micro-planning. Most of the schools and kecamatans have managed to learn the process by doing it with the support of the field consultants; however, there should be a more thorough workshop focused on micro-planning, proposal writing, and financial management. JICA's other project, COPSEP, targets the capacity building of educational stakeholders at the kecamatan level. It offers one-week training for planing and proposal writing, which will prepare schools for community supported school-based management. For the next phase if any, this training should be incorporated in REDIP activities.

(2) Improvement of Project Management

Besides the improvement of the activities themselves, there is much room for improvement in the current system of the project management. Some of the main points are discussed below.

1) Improvement of transparency and accountability

In the case of school based menus such as block grants, school committees were established where opinions from the various stakeholders were presented. There are some schools where the committees were not established or were not well established. It was observed that such schools have faced difficulties in financial transparency and the implementation of activities is not going well either. The guidelines concerning the establishment procedure and the membership of the committee should be clarified and strictly followed before the implementation. Strong commitment by committee members can lead to better accountability. Before starting the process of a proposal, the committee members need to take time for a “participatory diagnosis” of the educational issues in the kecamatans and schools in order to enhance the participants’ commitment. In the participatory diagnosis, school financial information (especially for school activities) should be included in order for all members to know the launching point.

Such findings, however, also connote the following issues regarding schools’ reluctance to disclose information on the deviation. It seemed that some schools felt anxious to disclose such changes as they thought they might be recognized as “less-accountable” schools. It seems that schools are very sensitive to “accountability” issues, but did not have concrete ideas on how to demonstrate their accountability in this particular case. Obviously they miss the links between the ideas and practices regarding accountability. Guidance with concrete examples regarding what are eligible changes and what are not will be very helpful for schools to foster not only their understanding but also their capability regarding accountability.

2) Strengthening the auditing system

To ensure better financial management by the beneficiaries, both an internal and external audit system should be considered. For example, in the implementation of the “Aku Anak Sekolah” Scholarship and Grant Program, simply announcing “the existence of an international external audit team” had the effect of more accurate implementation and relatively less leakage of funds. In the future implementation, an external audit should be considered. Collaboration with civil society groups, such as NGOs, for the auditing activities is also recommended. Additionally, the internal audit or monitoring of financial management also needs to be reviewed and redesigned in detail.

3) Maintaining the current fund flow⁴

The fund flow of REDIP has been greatly appreciated by not only the beneficiaries but also the project implementation team, such as the Kanwil teams and the field consultants. It has been a relief for these teams not to be disturbed by financial management and related suspicion. The Kanwil teams, specifically, insist that REDIP should keep the current fund flow in the next implementation and that it is too early to transfer the financial management function to the kabupatens due to their lack of capacity.

4) Training of field consultants

We may attribute the variety in the degree of impact, partially, to the field consultants' involvement. Senior and junior field consultants performed full-time duties while some of the field consultants were involved for less time. They were expected to initiate, train, supervise and monitor the performance of the pilot projects. Therefore, there were high expectations for their performance. Conversely, insufficient training and assessment of these consultants were provided to ensure that field consultants had the knowledge, skills and understanding to complete their assigned tasks. It is likely that the quality of field consultants varied but to what extent is not clearly known. In future activities when field consultants must be relied on to transfer information and knowledge, there must be sufficient training and assessment of field consultant performance against a set of criteria determined to measure appropriate performance before they are asked to work in the field. This will make it possible to assess whether field consultants themselves have the necessary abilities to perform effectively. This will have the added benefit of creating a cadre of field consultants that can serve other non-project sites after projects have been completed.

5) Better support system of REDIP Project Office

During the pilot implementation, there was no full-time project officer at the central level due to the instruction of the JICA. In reality, however, the proposal review and budget disbursement requires enormous time, which therefore, caused the delay of the disbursement of the project budget. During the implementation as well, constant communication between Indonesia and Japan had to be made since there were many inquiries to be answered and issues to be discussed between the field and the project office, which brought inefficiency. The suggestion is that at least one person in charge of the overall implementation should stay in Jakarta during the pilot projects while clarifying authorities of each agency and delegating the authority of decision-making from the central office to the field as much as possible.

6) Reasonable time frame

In order for the activities to be sustainable, they should be implemented within a reasonable time frame. The project schedule needs to be matched with the school schedule, and the annual school activities should be considered when planning REDIP activities so that they do

⁴ In REDIP, The fund is directly disbursed from the Project office in Jakarta to the implementing agencies such as TPK, MGMP, KKKS, and individual schools.

not interrupt the regular school activities.

Another important issue regarding time frame is the planning period. In the pilots, schools/kecamatan needed to complete all the activities within a year, and the planning tends to focus on solving the urgent problems with short-term vision. However, in the ideal school planning, mid- and long-term planning should be made first, and then broken down to the annual objectives and activities. Though projects may only be able to be supported up to the first three years, such planning should be the target of the future project.

7) Involvement of Local Government, MORA

Involvement of personnel from **kandep/kanin and Dinas kabupaten/kotamadya** is crucial for the implementation of decentralization and for their capacity building, though the REDIP pilot project did not sufficiently involve them. In the future implementation, their roles should be clearly described and the flow of the implementation mechanism needs to be further clarified in the guidelines so that they are involved from the beginning of the project. Also, the national level of collaboration between MONE and MOHA needs to be reconsidered so that the collaboration at the kabupaten and kecamatan level works smoothly.

CHAPTER 7 REDIP POST-PILOT EVALUATION

7.1 Qualitative Analysis

7.1.1 Overview

The purpose of qualitative evaluation is to provide information that cannot be acquired through other data collection means under REDIP. The baseline survey used some qualitative data collection methodology by developing and distributing self-report questionnaires to look at various educational processes and outputs. These same questionnaires were used in the post-pilot survey. During the monitoring period conducted by international consultants, visits were made to each pilot site. Information was collected about menu A and the five menu B pilots by visiting each site and conducting interviews and observations. These results were summarized in the last progress report. To round out the data collection and to better understand the results of the post-pilot data, one additional qualitative data collection technique was implemented as part of the post pilot evaluation.

To understand fully the impact of REDIP pilots on the overall community educational structure, it is necessary to learn more about how different stakeholders worked together to improve the quality of education. The post-pilot data do not provide a view of this overall picture. Instead, they show snapshots of parts of the system and explain more about linkages within specific groups such as how teacher's work together in MGMP or what students and teachers think about the level of technology used in the classroom. Research about educational quality generally points to selected indicators that suggest school quality. These include such indicators as time on task, teacher support of students, parent support of the school, ties between the community and the school or how open the school system is, and a clear and shared vision of the purpose of the school as well as others. The inter-relatedness of these quality indicators is important to understand. To capture this level of measurement, a structured interview was conducted that included members from each stakeholder group in sessions representing the kecamatan.

7.1.2 Methodology

Due to time constraints, two kecamatans were selected in North Sulawesi and five in Central Java. Each of seven days was divided into two sessions of three hours each. The TPK pilot was investigated in the morning and one of the five Menu B pilots was investigated in the afternoon. Approximately 20 participants were invited to attend each session. The stakeholder groups represented by attendees were determined by the nature of the pilot. For the textbook pilot, for example, teachers and students were selected from among classrooms that actually received textbooks. Parents were selected who had children in a classroom that participated but not necessarily parents of the students who were invited to participate in the case study. One international consultant served as the interviewer for the first eight interviews while a counterpart from Balitbang conducted the final six interviews. Results based on questioning

may be found in the appendix. Several problems occurred that prevented some interviews from taking place. This is noted in the **Appendix**.

7.1.3 General Findings, Conclusions and Recommendations:

In this section, the interviewers will generalize results across all interviews examining common findings, drawing conclusions and making recommendations from them. The interviewer cautions that the interviewers' biases and personal understanding of education shaped the nature and type of questions that were asked. Second, the national consultant who acted as interpreter suggested that the accuracy level of responses be between 75 and 80 percent. There were two reasons for this. First, respondents have a tendency to say what they think the interviewer wants to hear. Second, the interview was conducted with representatives from across different stakeholder groups. There is a tendency not to want to appear critical of others in the same meeting. Six topics will be evaluated:

- (1) Transfer of Technology**
- (2) Pilot Activity Content**
- (3) Stakeholder Participation**
- (4) Project beneficiaries**
- (5) Organizational Structures**
- (6) Generalizability and Sustainability**

(1) Transfer of Technology (Training)

Prior to implementing pilots, stakeholders needed to acquire knowledge, skills and understanding pertaining to pilot design and implementation. REDIP international consultants and government counterparts prepared operating manuals for each pilot and provided training to national consultants hired to work closely with pilot participants. National consultants, working full time in the kabupaten, were to assess the need for training and provide training as required. At the early stages, the project was rather fluid. There was much discussion around the types of pilots that should be designed for maximum impact in improving the quality of education. While pilots were being selected, two for each kecamatan, national consultants were to be trained in pilot activity design, proposal preparation and pilot implementation. They were then to schedule regular meetings with those responsible for pilots; conduct public awareness activities to orient stakeholders; and then schedule regular meetings for "on-the-job" training.

Later, it will be shown that training and public awareness (IEC) activities are key elements in changing attitudes and behaviors as well as providing the tools to design and implement pilots effectively. These activities must be conducted before and during pilot implementation as and when required. Although some training should be formal, training is more effective if provided at the time it is needed. Researchers have shown that learning is more complete when trainees receive training to solve problems.

Training and IEC activities were to set into place the framework for stakeholders to function. REDIP relied on national consultants to shoulder this burden. National consultants needed to

possess the content knowledge, the pedagogical understanding, and the management of training to be successful. They were also expected to monitor pilot activities and prepare reports. The training and development activities that national consultants received were not commensurate with the tasks at hand. REDIP was introducing radical changes at the school and kecamatan level, and national consultants did not possess prior experience in these approaches. To ensure that national consultants were up to the task, more time should have been provided for training. It is likely this did not happen because the international consultants assumed that national consultants possessed more capabilities than they did. Also, the international consultants did not provide sufficient time among themselves to define what specific skills and knowledge national consultants needed and then design training targeted to those needs. Finally, some national consultants did not possess the proper attitude to participate in such a different approach. Some thought of their role in the top-down context, making it impossible for them to work in a bottom-up model.

Because of these problems, some stakeholders got off to a shaky start. The two-phase design was a good one because it allowed everyone to practice and make mistakes in the first phase and then rectify them in the second phase. Although not well trained, national consultants learned quickly and proved to be an invaluable asset to the project. They provided the continuity and security for stakeholders on a continuous basis.

There are lessons to be learned from this. More planning needs to be put into design of both training and IEC activities. Some of the early training should be in a formal setting while the balance provided “on-demand” as and when needed. Indonesian communities are being asked to make fundamental changes in how they think about education and how they work. Stakeholders need continuous support and guidance during the early stages of transition. This means that well trained national consultants are necessary to disseminate training to kecamatan stakeholders. A 14-month investment has been made in REDIP national consultants. For future activities, funding agencies should consider using these same consultants as the core team to help kecamatan make the transition to decentralization. One expanded role would be to have national consultants prepare kecamatan level training materials to be targeted to stakeholder groups including parents and community members who will be asked to assume leadership roles in support of education. Trainers could then be trained to assist the kecamatan to make the transition.

(2) Activity Content

The six pilots – A through B5 – were designed to provide coverage across seven categories that would affect multi-tiered development (from classroom to kecamatan) and across six targeted stakeholder groups. The seven categories and their designed impact across the six pilots are shown in the following matrix. The “X” means that a particular pilot contained one or more activities pertaining to the identified category.

Table 7-1 Area of Activities in REDIP Pilot Project

Development Categories	A	B1	B2	B3	B4	B5
1) Training and professional development	X	X	X	X	X	X
2) Student academic improvement	X	X	X	X	X	X
3) Information, Education, Communication (IEC) & public awareness	X			X	X	X
4) Competitions, exhibits and festivals	X				X	
5) Fund raising	X	X			X	X
6) Action research	X	X	X			
7) Project/financial management and oversight (M&E) & proposals	X	X	X	X	X	X

Although each kecamatan participated in Component A and one of the five menu B pilots, the design of those pilots assured that most or all stakeholders had experiences related to all seven development categories.

1) Under *training*, targeted audiences within each pilot were subjected to some level of training related to knowledge and skills development. For example, key stakeholders needed to be trained in how to write a proposal in order to receive funding for pilot activities. The project was designed in two phases so that a separate proposal needed to be prepared for each phase. Proposal preparation is likely to be an important skills set under decentralization. The balance of training was particular to each pilot. Principals under K3S (B1) received considerable training related to many topics dealing with professional development, educational leadership and school management. Under BP3 pilots, parents, teachers, government officials and other BP3 members needed specialized training to implement pilot activities dealing with fund raising, improvement of local content programs and organizing the BP3 differently. Training was a precursor to almost every activity that was implemented. Without such training, the chance for success of the activities would be reduced significantly. Consultants, government counterparts and trainers from IKIP and others, sometimes selected by those who were to be trained, conducted training. There was great variation in the quality of training. In future, more emphasis should be on development of more structured training programs and selection of qualified trainers (see Working Paper Number VI: Developing a Standardized Approach for Training in Educational Decentralization).

2) *Student academic improvement* related to improving some aspect of the educational delivery system so that students would have an opportunity to increase learning. In some cases, more relevant local content curriculum was improved using outside specialists and choosing topics that were highly relevant to the community. The MGMP activities (B2) were designed to improve teacher content knowledge, pedagogy, classroom management, planning and evaluation. Principals selected some training to improve their role as educational leaders. The Block Grant pilots (B5) used funds to improve facilities and purchase equipment and materials that would have a direct impact on learning.

This category had a significant impact because it involved all stakeholders, often in tandem with other pilots to define specific improvements that would improve the learning environment. This is an important process since it has a direct impact of how stakeholders set

priorities and make decisions about resource acquisition and allocation. This process will become very important in bottom-up planning under decentralization. The process helps stakeholders understand that most school-level decisions must relate directly to improving the quality of education. In general, this aspect of the six pilots worked very well with greater stakeholder involvement. Since the pilot required matching funds, emphasis was placed on increasing the role of community to fund specific educational improvements.

3) In addition to training, *public awareness* is a very important precursor to initiating change. This is referred to as *IEC* since public awareness is designed to change attitudes and behaviors of stakeholders through Information sharing, Education and Communication (see Working Paper Number VII: Educational Decentralization and Behavior Change Needs in Education). With the exception of K3S and MGMP where development related mainly to training of teachers and principals, the balance of pilots contained many IEC activities. These activities were designed to reach most stakeholders inside and outside of school. Many communications approaches were used including circulation of school newspapers; holding open house for parents to observe teachers; visiting parents at home; holding workshops and seminars; and other techniques. The purpose of these activities was to inform and educate stakeholders using a variety of communication tools. These activities were designed to bring the school closer to the community and encourage community to work closely with educators in all facets of school improvement. This would lead to changes in behaviors that included having parents volunteer in school activities; assist their children at home; solicit donations from community members; and acquire greater support from local government officials. By involving stakeholders in school processes such as planning, implementation and M&E, motivation of stakeholders increased impacting directly on school performance.

IEC, coupled with training, is very important in setting a behavior change framework into place, and ultimately will have a positive and long-term impact on student performance. The interactive processes that occur after IEC activities are implemented are complicated, and researchers are hard-pressed to predict to what extent IEC impacts on learning. Researchers generally agree, however, that stakeholders working as teams are one requirement for increasing educational quality. IEC is the first step in achieving this. The integration of IEC activities across four of the six pilots had a very positive impact that should be supported by results of the quantitative analysis. Interviewees reported such outcomes as higher motivation and satisfaction, lower absence rates, improved performance on test scores, and reduced late arrivals. It is suggested that IEC activities set into motion a variety of processes involving coordinated stakeholder involvement, with results that suggest a series of positive outcomes. It is unlikely that pilots would have been as successful without the IEC component.

4) *Competitions, exhibits and festivals* were arranged and conducted at the school level by BP3 and at the kecamatan level by TPK. This was significant for at least two reasons. First, it defines an expanded role for these organizations beyond fund raising and suggests that community organizations such as BP3 and TPK play an important role in shaping the minds and bodies of students. Second, it demonstrates that such activities meet a two-tiered need – school level and the inter-school level. There is no provision for TPK in government

regulations and they do not normally exist in kecamatan. Government regulations do make provision for kecamatan level BP3 organizations, however. The REDIP pilot programs created the TPK and demonstrated that by working together, TPK and BP3 can have a multilevel impact on learning.

These particular pilots (BP3 and TPK) covered a wide range of activities so that more rather than fewer students could participate. Programs ranged from art exhibits to scouts, sports, local culture and academics. The activities were not coordinated between BP3 and TPK so that each structure conducted its own activities. In the future greater impact and efficiency could be achieved by working in tandem on the same activities. This would increase participation by students, parents and community members. BP3 could initiate activities at each school, with the final activity being coordinated by TPK as an inter-school program. This would encourage more students to participate at the school level even though many would not be included in the kecamatan level competitions and exhibits.

All who participated in these activities reported they were pleased to see the school and community taking a greater interest in student learning beyond the classroom. These activities introduced some level of relevancy to the curriculum by linking what happens inside the school to community activities outside the school. Further, all stakeholder groups reported higher levels of satisfaction with the school. Principals indicated this led to stakeholders increasing their contributions to schools in the form of revenues and in-kind resources. BP3 and TPK are important organizations that have the potential to involve parents and community in school improvement. REDIP demonstrated that BP3 could take on additional responsibilities besides setting school fees. This supports the vision that BP3 membership should be broadened to include other stakeholder groups. TPK does not exist and REDIP recommends that future externally funded projects consider creating them as part of project design. TPK complements BP3 and performs a set of inter-school services that BP3 cannot.

5) *Fund raising* is seen as mainly a function of BP3. Pilots were designed to broaden stakeholder understanding that many more ways exist to increase donations to the school by the community. In the coming era of decentralization, schools will be expected to play a greater role in securing revenues and in-kind donations to offset the shortfall of revenues from government. Schools cannot rely on BP3 to increase monthly assessments placed on parents. Fund raising activities were introduced in four of the six pilots. Principals were given some training on techniques that could be utilized in K3S meetings to investigate more creative approaches to fund raising. The block grant pilot (B5) had a matching grant requirement so that participants in that pilot would need to investigate ways to raise revenues to match REDIP block grants. Both BP3 and TPK, as community organizations linked directly to schools, wanted to diversify the sources of funding. All stakeholder groups had an opportunity to learn new techniques and sources for funding. Several activities did not work. All were related to attempts to enter into enterprise activities such as growing and selling bananas or raising fish. In the future such activities should be discouraged unless there is strong justification.

Some of the successful techniques relied on traditional sources such as students and parents. New approaches were also tried and targeted to community organizations and individuals. These offer the most promise since they are sources that are rarely tapped. Still, other untapped sources need to be investigated. More emphasis was placed on in-kind funding such as donation of resources and time as volunteers. Although pilots did demonstrate some successes, a few quite dramatic, most relied heavily on traditional approaches. Their success was due to IEC and other community participatory activities that led to additional revenue being donated. One school reported that it raised BP3 donations because parents saw the benefits that education was providing to their children. In future activities, more creative solutions are necessary to broaden funding sources. This could include creating advocacy groups to petition district governments to increase funding for education. Success here needs to be linked directly to training. Training programs need to be created to target skills development in fund raising, especially those skills that relate to tapping new sources. Training needs to include all stakeholder groups rather than including traditional stakeholders such as the government representative, the principal and BP3 members.

6) *Action research* is a technique for school and community level participants to identify specific educational problems; collect data about the problems; and develop alternative solutions for eliminating the problems. Little emphasis was placed on action research since it was seen as a low priority. The action research technique was used as a methodology in MGMP training activities. Teachers identified classroom problems, discussed their causes and offered alternative solutions. Some principals selected the topic of action research as a one of several training programs under the K3S pilot. Some mention was made of action research as part of some TPK activities; however, no evidence was available to support this.

Action research is a good tool in the toolkit for school-based management. It is appropriate in the context of REDIP since it should involve a variety of stakeholders. Given the other priorities of REDIP, it did not receive the attention that it should. School level stakeholders need to develop the action research mindset. So often, school-based personnel see a problem and quickly identify cause and solution. Because of this, wrong actions are taken and resources wasted. In the future, action research should be addressed as a training module and all stakeholders required to use this model when planning for a new school year. This is one of several techniques that need to be incorporated in training for school-based management.

7) Each pilot required participants to establish a *mechanism for project/financial management and oversight (M&E)*. A line item in each pilot budget was established to cover the cost of project management and oversight. Some training was provided in monitoring and evaluation. The management and oversight element of the project reflects the greatest weakness in implementing pilots. It was expected that project management would be shared among stakeholder groups, a requirement of school and community-based management. The pilot design was to encourage the emergence of leaders from among stakeholder groups not normally given authority in the educational setting. The Indonesian system is a top-down system where central government regulates education and requires that regional offices of the central government as well as district government offices, sub-district offices and schools to

implement policies and regulations. The process is a political one with leadership residing with government and the school principal. REDIP wanted to change this in light of decentralization requirements. Schools, sub districts and district organizations from government, education and society are to share power in a bottom-up process involving planning, program implementation, management and administration, supervision, and monitoring and evaluation. Much of the policy development function will continue to reside with national and district governments.

Weaknesses appeared in two ways. First, as leadership was transferred to community members in some pilots, these leaders reverted to more traditional approaches of management where principals and government officials reacquired some leadership responsibilities. They had, for example, more influence than should be held in both BP3 and TPK pilots. REDIP encouraged this by creating operating manuals that stressed certain procedures. Leaders of TPK were to be appointed from the educational/political structure. Some TPK members stated that in the future they would hold elections for the chairperson. Also, a lack of proper training for community leaders led leaders to revert to traditional approaches. They looked to the political and educational structure to assume leadership roles. This reflects insufficient training for community leaders of TPK and BP3.

Second, leaders did not know how to establish quantitative measures to monitor and evaluate programs. Many examples exist to support this. Under the school newspaper activity, BP3 members could not identify how many papers were sold and how much revenue was generated for each edition and overall. This prevented them from monitoring trends in school newspaper sales or evaluates the success of the activity. Participants claimed this activity was operating at breakeven, but no evidence was provided to support this. Once again, this resulted from insufficient training opportunities for leaders. As suggested earlier, training and IEC are two important precursors for success. Decentralization requires significant changes in attitudes and behaviors. Much more emphasis needs to be placed on these two topics. The result will be greater transparency and community members assuming more leadership roles currently held by government and school principals.

Since the project pilots were divided into two phases, planners had to submit fairly detailed proposals with a budget before activities would be funded and could begin. Working closely with national consultants in the field and international consultants in Jakarta, each pilot team was expected to prepare an appropriate proposal. Since many stakeholders were involved in both menu A and one of the B menu pilots, these individuals were involved in preparing four proposals. From a practical standpoint, approved proposals provided the structure that consultants needed to monitor and evaluate project activities. But, it also served as a means to train participants in proposal preparation. It is anticipated that under decentralization proposal development skills will be needed. In addition, proposal development is a means to introduce practical training in how to prepare a basic, costed plan. In almost all cases, teams had to revise proposals as many as four times before they were accepted. This experience demonstrated a complete lack of skill at the local level to prepare such documents. Therefore, the need was great and REDIP provided an opportunity for these skills to be developed.

(3) Stakeholder Participation

Six stakeholder groups participated in the project – students, teachers, school principals/administrators, parents, government officials, and community members representing religious organizations, NGOs and business. Research indicates that the more these groups work together in improving education, the more likely it will happen. Based on this assumption, REDIP pilots focused on how stakeholders worked together rather than focusing on educational inputs. It was assumed that stakeholders working together could increase the amount of educational inputs as well as use them more effectively.

Under the current system, stakeholder roles are clearly differentiated and a hierarchy has been established. National level government officials from Jakarta are highest ranked, followed by *kanwil*, *kandep* and *kancam* officials of central government. There are no education officials that participate at the provincial level. District level officials have greater authority with respect to primary education and much less authority for junior secondary education. Principals and teachers are mostly civil servants with the principal the lowest ranked educational manager (if there are no assistant principals). Teachers report to principals and have authority only in the classroom. Parents exercise limited authority within BP3 where they make final decisions concerning local student fees. Students have no authority except within OSIS and other community members are generally not involved in public education. They are more likely to be involved in private education where *yayasans* or foundations govern. Within the private school structure *yayasans* hold authority for management and funding of education with some assistance from government.

Under decentralization this is to change dramatically and if one is to believe that schools will use community and school based bottom-up planning, real changes will occur. It is within this context that REDIP pilots were designed. One of the main thrusts was to increase the sharing of leadership. TPK was to serve as a community organization at the *kecamatan* level where stakeholders were to assume and share authority with school personnel. BP3 was similar but at the school level. The MGMP and K3S pilots were to provide training to principals and teachers in how to have parents, community members and even students more involved in planning, implementation and evaluation. Even the block grant and textbook pilots made provision for more involvement of stakeholders outside of school.

There were successes and failures, some alluded to earlier. In the absence of a clear course of action, community members reverted to traditional behaviors and ceded back to government officials and school principals some of the authority they were to assume. This was caused, in part, by creating project procedures that encouraged this. Also, insufficient training was provided to community stakeholders in the roles they were to assume. The least served were the students. Students were the objects of much of the activity either directly or indirectly. They rarely participated in any pilot planning, and assumed little responsibility for management of implementation. Again, the consultant team may have caused this problem by not making provision for students to be included. Still, parents and community members participated in many pilot activities. By doing so, parents did feel a certain empowerment where they at least

felt welcome in schools and were encouraged to participate. Even at this level of involvement, parents and students gave the pilots high marks. The results of these activities will be discussed under beneficiaries.

In the future, more effort must be made to define how parents and community members should share in leadership duties. They should assume the senior management functions under TPK and BP3 while reducing the role of the principal and government officials to members or advisors. Teachers should also play an expanded role in assuming leadership. Teachers can work with principals to head school committees for curriculum, resources management, and others. Students may also be empowered to play a role in planning and managing TPK and BP3 activities that involve them. Once again, it is recommended that a training program be created to show what leadership and participatory roles all stakeholders can assume at the school and kecamatan level. This would be followed by skills training to provide those leaders with the capability to function in those roles with confidence.

On a separate note, decentralization is changing the employment patterns for government officials. National offices are being eliminated at the kanwil, kandep and kancam levels. Many of these personnel are unclear as to what their future will be. While junior secondary teachers and principals are employees of the national government, their counterparts at the primary level are employees of the provincial governments. It is uncertain who will employ them, and it is anticipated that the new education law will clarify this. In the near term it is likely that many officials will lack motivation in assisting schools until they know their status and what the new education act mandates as their responsibilities. In this environment, school and community stakeholders need to take more responsibility for their schools. They will need to make decisions in a different way and use different interactive processes to deliver quality education. As was suggested several times, the combination of IEC and training will help stakeholders understand their roles, assume new roles, and proceed with confidence that they possess appropriate skills.

(4) Project Beneficiaries

Even as stakeholders participate in pilot activities, they benefit directly or indirectly from those activities. The pilots targeted six stakeholder groups – students; teachers; school administrative staff including principals, administrators, and librarians; parents; community leaders and members; and government representatives from the desa (village), dinas structure (district) and national structure (kancam, kandep, and kanwil). In this manner the pilots sought to impact on stakeholders inside and outside the educational structure as well as stakeholders from the classroom to national level, primarily focusing on those at the school and kecamatan levels.

Stakeholders reported a variety of benefits that may be organized into four categories:

- a) Acquiring skills and knowledge specific to the intent of each activity
- b) Achieving understanding as a result of public awareness activities
- c) Developing closer working relationships among stakeholder groups
- d) As a result of the above, increasing motivation

As a result of these benefits, stakeholders described specific outcomes and impacts, most of which were measured as part of the baseline and post-pilot surveys. Comparison of quantitative results to these statements can serve to support claimed results. They include:

- a) Increased scores on tests (students)
- b) Lower absence rates, dropout rates, and late arrivals (students)
- c) Increased promotion and graduation rates (students)
- d) Increased enrollments at schools especially private schools (schools)
- e) Improvement in teaching methods (teachers)
- f) Improvement in efficiency and effectiveness in certain processes such as textbook acquisition and principal leadership (school administration)
- g) Increased support of school programs including commitment of additional financial and in-kind resources (parents, community, schools and government)
- h) Increased satisfaction with schools (all stakeholders)
- i) In general, positive changes in attitudes and behaviors (all stakeholders)

What is less understood is how the various activities of all pilots conspired to achieve these outcomes and impacts. Many activities across pilots are reinforcing. In schools that selected the MGMP pilot along with TPK, there was greater likelihood that scores on measures of teacher performance would increase more than on other pilots. Pilots that combined BP3 with TPK might see greater improvement across all measures since many activities overlapped; involved all community, government and educational stakeholders; targeted specific groups such as training for teachers, principals and librarians or public awareness activities for parents, community leaders, and others; and improved inter-stakeholder processes such as textbook acquisition or action research. This pilot, however, would confound results of the MGMP pilot activities because some training was provided by BP3/TPK for teachers. Thus, it is difficult to separate and attribute results to any single pilot.

The baseline/post-pilot quantitative analysis should shed some light on this through regression analysis and path analysis. The quantitative analysis may show where significant correlations exist between cause and effect variables. Previous research suggests that the school system is a complicated, multi-tiered, open system with many cause-and-effect relationships that lead, eventually, to improved or diminished outcomes and impacts depending on how relationships are arranged and carried out. A safe conclusion here might be that based on previous research, the greatest positive effect on impacts and outcomes result when activities target all stakeholders at levels closest to school output, that is at the classroom, school and community levels. Activities need to be broad-based involving the seven development categories shown above. This qualitative analysis suggests such an approach.

(5) Organizational Structures

The Indonesian educational system has certain organizational structures that participated in REDIP pilots including BP3, MGMP and K3S. The TPK organization was created for this pilot. During the pilot, participating government representatives from the kandep and kancam

structure of the national government were notified that their organizations would be merged with the district dinas structure. Pilots worked with village chiefs at the desa level and dinas staff at the kecamatan level to augment the support from national government staff that was to become redundant. The following figure shows these structures in relation to the stakeholder groups they represent and the level of government they serve. The six pilots are labeled from Menu A through B1 to B5 and the appropriate organizational structure is highlighted.

One aim of the pilots was to reinforce existing structures rather than create new ones. The TPK structure was borne out of past project activities (COPLANER and COPSEP) that suggested the need for a community structure at the kecamatan-level. Unknown to the project designers, the decentralization act transferred authority for education to the district dinas structure, eliminating the need for a national presence at the district and sub-district levels. Thus, as REDIP encouraged the participation of kandep and kancam members, these government representatives faced elimination as a governing entity while the dinas structure assumed their responsibilities. Still, the activities yielded interesting results when viewed in terms of organizational structures and processes.

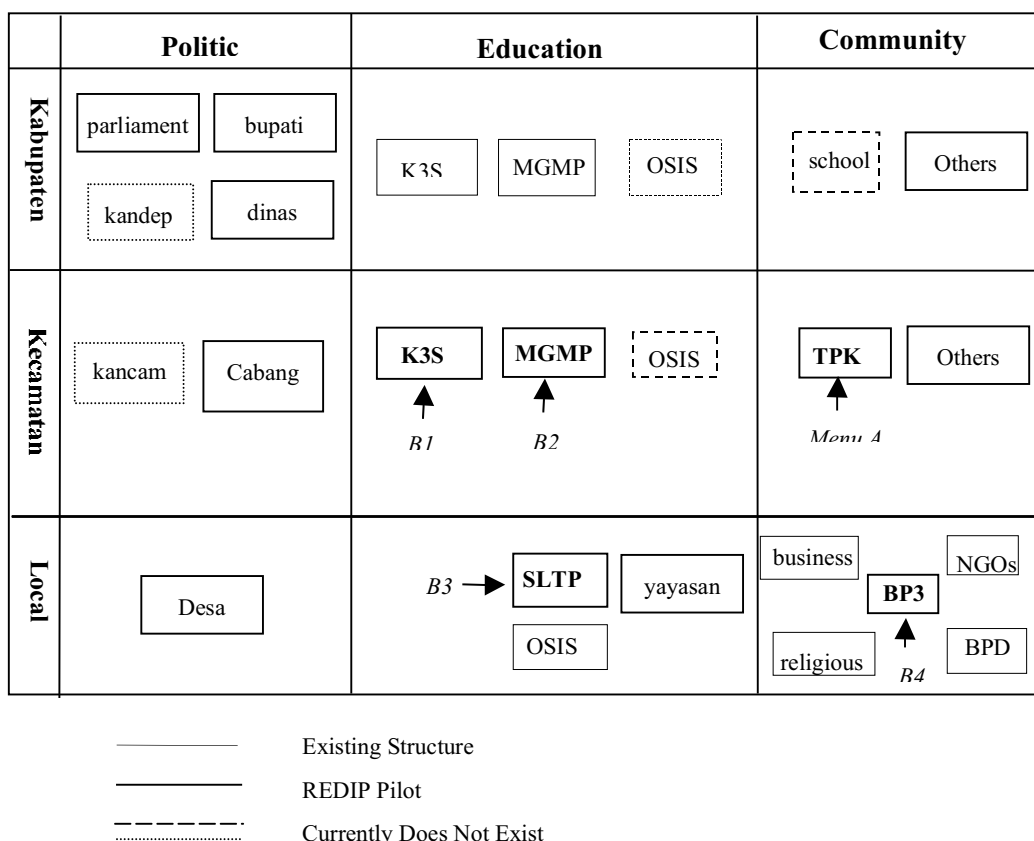


Figure 7-1: REDIP Pilot Organization Structure

Concerning BP3 and TPK, these two community structures appeared to have assumed very similar responsibilities but at two different and complementary levels. For BP3, activities expanded its role and responsibilities. Participants saw that BP3 was to do more than set fees for parents. During the pilots, they assumed various program planning, implementation and

M&E functions. These functions closely resembled those assumed by TPK at the kecamatan level. Thus, BP3 and TPK appeared to be the same organization but at two tiers of the system. The third tier of the system may be put into place when the new education act is completed and districts create the district level school board. These three levels of community organization are essential in balancing educational and government involvement in education. They perform several key roles as suggested by pilot results:

- 1) Linking those outside the school(s) with the school so that the formerly closed system is opened. Such an effort has a number of benefits one of which is to create transparency. Second, it leads to more effective planning and implementation. Third, it serves as an IEC tool increasing public awareness that can lead to increased support.
- 2) Assisting schools in fund raising but in somewhat different ways. Some fund raising is better served at the kecamatan level. These funds may come from non-traditional community sources such as business and NGOs. By combining BP3 and TPK fund-raising efforts, the kecamatan may increase school funding from such non-traditional sources, possibly reducing the burden on parents. One such activity, the school newspaper not only served as a fee-for-product activity and generated a profit, but also served as an IEC activity to inform and educate the community.
- 3) Linking the school level activities with kecamatan level activities that can increase efficiency and effectiveness. TPK is in a better position to work with sub-district structures such as MGMP, cabang dinas, and others at that level. BP3 is better positioned to work with parents in that community, the village structure including Badan Pembangunan Desa (BPD). Further, BP3 and TPK can coordinate activities such as sports events and other activities that start at the school level and finish at the kecamatan level.

As can be seen, there is a need for TPK so that the community organizational structure has vertical and horizontal linkages across the system. BP3 is in place, but the pilots have demonstrated that the role needs to be expanded. As suggested, the missing link is the school board. One role of the school board could be, for example, to serve as an educational advocate by lobbying district parliament and the executive branch for greater funding through public awareness. It can draw on TPK to collect important data to fulfill this role as well as other roles.

The school structure links with MGMP and K3S so that individual school problems can be addressed and solved in a logical grouping at the kecamatan level. Although this structure has existed for some time, REDIP served to shift their functions away from administration and more towards professional development, primarily through training. Evidence suggests this has happened and has directly impacted on educational output in the following ways:

- 1) Most of the MGMP activities provided training for subject teachers. Equally important was the introduction of a problem solving methodology that teachers will continue to apply in future meetings. Teachers identified such problems as shortage of subject teachers; lack of student interest; low student achievement. Activities were created to address these problems and meetings were used to find solutions.

- 2) Meetings and training brought public and private, religious and secular schools much closer together. Each had very different experiences that were shared, increasing the quality of all.
- 3) New ways of problem solving were created. Teachers used information sharing, training and model school visits in conjunction to address problems as a group. Outside experts such as guru inti were utilized. This resulted in improved skills and knowledge related to content and classroom methodology.
- 4) Tightening links between MGMP and other organizations such as TPK, K3S, and other sources of expertise such as the former IKIPs and other universities. This was key in showing MGMP where expertise resided; how to secure funding for training; and how to secure school support in the ways needed (K3S).

There is supposed to be an MGMP structure at the district level. Although these exist, it is unknown what function the district MGMP performs. In the future, MGMP should have district representation to support its aims at that level. For now, the tighter links with TPK proved very helpful in securing TPK sponsored training, and providing input as members of TPK. There is much less involvement with government structures at this level. The role of government here is more ceremonial. Much of what was achieved at MGMP meetings translated into changes in classroom level performance. Students reported that teaching styles were more student-centered and that teachers used more resources in the classroom. Teachers reported increases in motivation and satisfaction as a result of MGMP.

The K3S pilot parallels the MGMP pilot in intent and outcome. Principals also focused on problem solving through effective training. Working together in the same manner as MGMP, principals sought to improve their abilities primarily as educational leaders. K3S performs several key functions at the kecamatan level that directly impact on schools, community, and to a lesser extent on government:

- 1) Linking public, private, religious and secular schools resulting in more creative problem solving. Some very creative solutions were provided for reducing dropout rates in SLTP terbuka, fund raising, sharing resources and increasing enrollments.
- 2) Closer ties among principals increased motivation and improved trust while focusing principals on taking more responsibility for educational improvement.
- 3) REDIP assisted principals in linking with other kecamatan level organizations so that school level problems could be discussed and stressed.
- 4) K3S activities helped secure additional resources at the kecamatan level and expand resource acquisition at the school level.

No information was collected concerning the K3S structure at the district level. As with MGMP, its role and responsibilities are unknown. At this level, K3S may serve as an advocacy structure and one that addresses professional development through conferences and publication of professional papers. REDIP demonstrated that by tightening links with MGMP and TPK, K3S has a specialized role to perform different from the other two organizations. There is a logical relationship between TPK, MGMP and K3S and by working closely together at the

kecamatan level this can bring together elements needed for successful program implementation – better planning and implementation, funding, transparency through effective M&E, differentiated roles and responsibilities to increase efficiency.

The two school level pilots included block grant and textbooks. Both pilots were resource-focused, that is the purpose was to acquire resources. In the process, activities were to be scheduled to determine how to best utilize resources and streamline processes. For example, under the textbook pilot, the acquisition process mirrored the World Bank textbook project whereby schools selected textbooks from private publishers and ordered directly from them. The block grant process gave school level stakeholders an opportunity to practice bottom-up planning by deciding on school improvement priorities, acquire matching funds, and implement improvement activities.

The concept of bottom up planning or school-based management has been discussed in Indonesia for some time, but cannot be practiced until decentralization is fully active. As suggested, planning will begin at the school level with many different stakeholders participating. It is likely that the district government will fund non-salary expenditures through block grants. Schools will decide how to allocate financial resources, acquire resources and maintain them. The two school-level REDIP pilots were designed to give as much exposure to school-based management by requiring stakeholders to set priorities, define resource needs and their cost, prepare proposals, implement procurement of goods and services, and monitor and evaluate outcomes. School level procurement teams involved broad representation from among school staff and community members.

A number of interesting linkages resulted from these activities. In some instances, TPK consolidated and placed textbook orders that were then shipped directly to schools. TPK scheduled training for teachers within MGMP in how to use textbooks. TPK also arranged training for librarians in management and protection of textbooks. For block grant activities, the first stage of activity was to establish a working committee. BP3 provided a member on this committee as well as assisted in a public awareness campaign for the parents and community. The majority of members of the committee were teachers, suggesting that MGMP could play an important role in the future by defining instructional needs for each subject. All schools receiving block grants had to provide a revenue match. BP3 and religious institutions generated matches by securing funding and in-kind donations directly from the community. Government played almost no role in this process. Schools also worked with the desa primarily to secure permission to collect donations at the village level. Yayasanans of private schools donated money from reserves.

School personnel are direct beneficiaries as a result of the school's vertical linkage with MGMP and K3S. Prior to REDIP, personnel reported limited outputs resulting from these organizational meetings. By expanding and improving the performance of these two kecamatan level organizations, schools receive valuable development assistance for two key resources – teachers and principals. MGMP and K3S are key in the development of human resources to improve the quality of education within schools and classrooms. In addition, the school may

benefit from other human resource development activities sponsored by BP3 and TPK. As was shown, librarians were trained on management of textbooks. It remains to be seen what role government will play in human resources development. In the past, most in-service training was conducted at the BPG training centers operated by the national government. No one knows how government will handle professional development. REDIP has demonstrated that education does not have to wait for government to make this decision. School-based management may be used to define HRD needs and TPK, MGMP and K3S may work together to plan, fund and implement the training. They may use universities and other community experts to provide this important function.

OSIS was identified in one instance to be a beneficiary of a seminar activity sponsored by a TPK. OSIS may be underutilized. Students can assist more in planning where, for the most part, they were excluded under REDIP pilots. OSIS is a school level organization, but it is recommended that a kecamatan counterpart be created. Students can provide relevant input while receiving practical experience in problem solving, planning, and implementing activities. There was serious shortage of volunteers to help TPK in implementing the wide variety of activities that were scheduled. OSIS could provide the additional personnel to assist in this area.

The new government structure for education is much simplified, bringing into line primary and junior secondary education. Under REDIP, key government officials from cabang dinas participated as TPK members and in some aspects of other pilots, sometimes as trainers and sometimes in ceremonial functions. Village chiefs participated in a similar manner. With education in a major transition, it is difficult to predict what role dinas will play in education. By participating in REDIP, key dinas personnel began to see what education might look like in the future. In essence, by participating they were being trained. Their key role as heads of TPK was by appointment. This approach tends to preserve older ways of management by placing a political leader in charge of a community organization. The premise for the leadership function should be based on the notion that the leader and key personnel of an organization must come from that sector. Thus, community members should lead all community organizations. This is the case with government and education and should be the case for community organizations. A second premise leads to transparency and states that community must share in leadership for planning, implementation, M&E and financing of education. These three stakeholder groups balance each other by each assuming leadership for an element of management, monitoring and evaluation. This applies to the district level as well as the kecamatan and school levels.

New policies, regulations and revenues will pass from district governments to district education offices. To ensure that education receives its fair share of the pot, educators and community members from the district level will need to advocate for this to ensure parliament and the executive branch fulfill this obligation. They in turn must rely on accurate and relevant information from schools through the kecamatan organizations to provide this. This information comes from accurate record keeping, consolidation of relevant information, and storing and retrieving this information to provide a profile of education. In most cases, the M&E process for each pilot was less than adequate. Stakeholders had difficulty quantifying measures for success of activities; monitor activities against a plan; and evaluate success

through quantifying results. This was a very weak link under REDIP. Effective M&E needs to begin at the school level with each structure working together to define what information must be collected to improve planning and decision making. Information is to pass from schools to the kecamatan and on to the kabupaten for aggregation. New information may be added to school level data at the kecamatan and kabupaten levels to further enhance the information about internal and external indicators.

(6) Generalizability and Sustainability

Many representatives from the different pilots reported that plans are in place to continue non-resource based activities. This means that BP3, TPK, MGMP and K3S will likely continue at a number of participating sites. Part of REDIP design was to provide limited, realistic budgets that could be replicated from local sources once the REDIP project ended. Some pilot sites have demonstrated they will generate funds to continue operation while using new techniques to raise additional funds to finance “soft” programs such as training, public awareness, and student competitions. Roadblocks to sustainability include lack of additional funding to cover “hard” costs involving acquisition of materials, equipment, transportation, and communication. These expenses may need to be covered from district level block grants. If not, sustainability will be limited to “soft” activities

Generalizability may be viewed in two contexts. For junior secondary education, pilot activities have high generalizability to other kecamatan throughout Indonesia. The problem will be to train those in the organizational structures that are to be responsible for implementation. The same observation applies for primary education. The conditions of primary education are very similar to junior secondary education under decentralization. The one difference may be that sub-kecamatan organizations will need to be created due to the larger number of primary schools within a kecamatan. Possibly, the maximum number for an effective school cluster is 25. More than this number may result in loss of benefit to stakeholders.

The benefit of generalizing the process so it includes primary education is apparent. Linkages can be created between primary and junior secondary education that creates a more seamless basic education structure. The dinas education offices in newly transitioned districts in Central Java place responsibility for basic education within a single department. Generalizing the structure and processes creates more efficiency within the department. It assists stakeholders by preparing them at a much earlier period so that they may begin assuming new attitudes and practicing new behaviors at the earliest level of education. They will not need to unlearn old behaviors when children reach junior secondary education. The educational structures between primary and junior secondary education may also be linked. K3S primary and junior secondary organization can meet jointly to discuss student transition and junior secondary level program requirements so that primary schools may align their programs. MGMP may work together to create a continuous curriculum and testing system. These arguments suggest that a separate pilot be conducted at the primary level in the same kecamatan as REDIP so as to experiment with establishing a primary level system and linking it to the junior secondary system where pilot activities have proven successful.

7.1.4 A Model for Educational Effectiveness and School Quality Improvement:

Using results from REDIP and combining them with current research in school effectiveness and quality improvement, it is possible to construct a model for Indonesia in line with its new decentralized requirements. Some assumptions need to be made about the new structure for education, and these follow:

(1) Governance and Management

A new education act will be passed in late 2001 reducing the role of national government and shifting more responsibility to districts. Districts will create school boards selected from among community members to assist in educational management. Schools will be expected to prepare costed educational plans and submit them to districts, possibly through kecamatan.

(2) Finance

Revenues will flow from national government to districts as multi-sector block grants. Districts will raise additional revenues and allocate across sectors including education. Salaries will be paid by districts directly to educational staff while the balance of revenues will be allocated to schools as block grants. The total amount in the near term is expected to be less than under the former system, requiring that schools fund the balance through BP3 and other sources. The current block grant and scholarship program funded by multilateral banking organizations will be reduced significantly.

(3) Access

There will not be a sufficient number of educational facilities to meet the growing demand for junior secondary education. School systems will need to deal with this by continuing to use double shifts and create other alternatives to handle excess enrollment, possibly relying more heavily on lower quality private schools. Many schools lack basic facilities and others are in need of significant repair. Rural education will continue to require special attention with continued reliance on sekolah kecil (small schools of three teachers in most cases) and SLTP Terbuka.

(4) Personnel

Teachers will continue to be under-qualified, and those with appropriate minimum credentials (D3/A3 for junior secondary and D2/A2 for primary) will not ensure better quality teaching as a result of pre-service training. Principals will not receive training in the most basic techniques of school-based management and educational leadership through formal channels of government. Funding for in-service teachers and principals as well as other school staff training will likely come from school budgets. In the short term it is unlikely that governments will budget for such training, relying more on financing pre-service programs and degree upgrading.

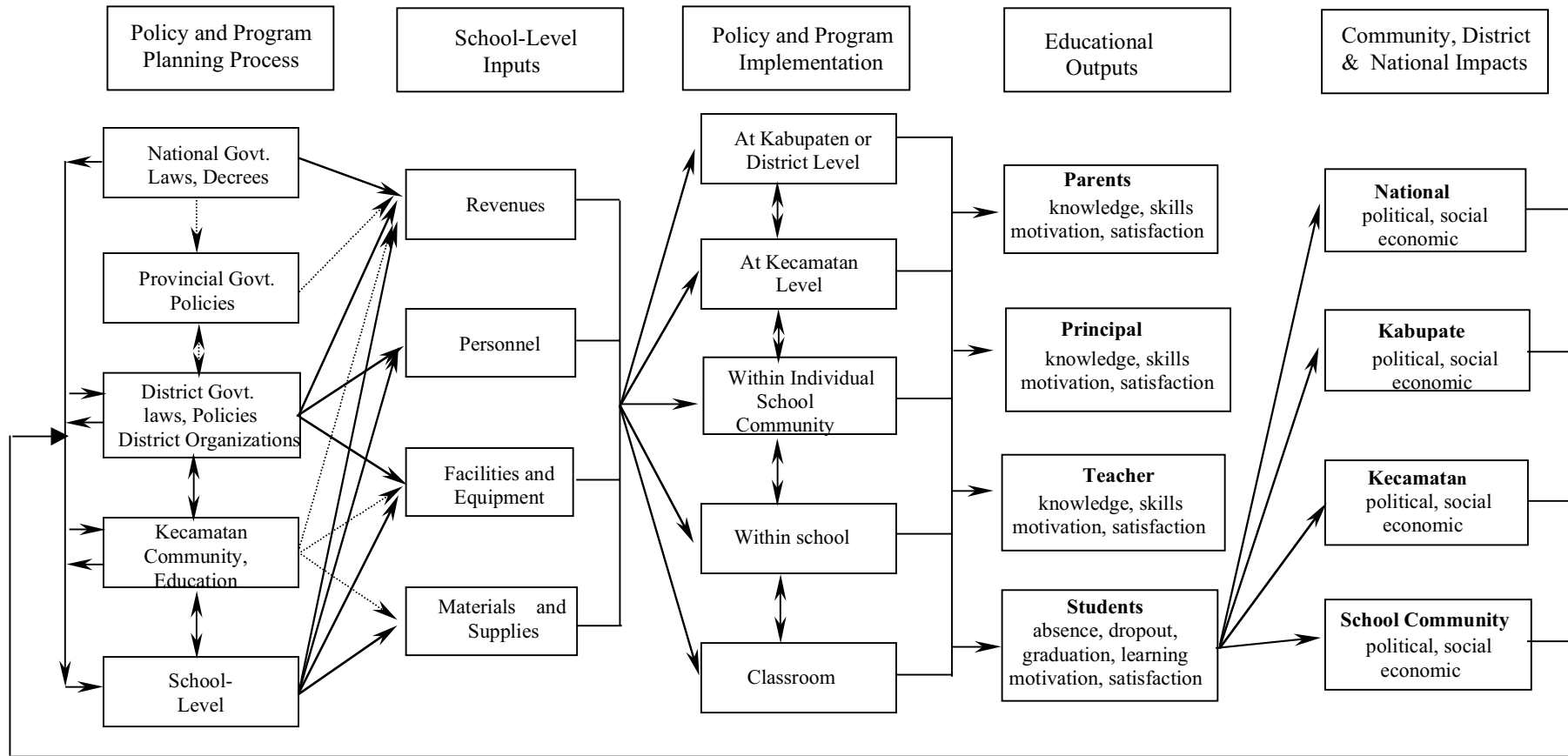


Figure 7-2: School Quality Improvement Model

The above figure posits a model that stresses a process approach for improving educational quality. Building on a basic systems model for education, this model stresses the importance of a multi-tiered, integrated approach; significant and balanced interactions among stakeholders representing government, community and education; and a greater emphasis on policy and program planning using a bottom-up approach. It embodies successes achieved under REDIP. The following description is framed as what could take place in a typical school year

The following is a fiction, but demonstrates one view of how education could be implemented over a school year, beginning in the previous year so that planning and procurement can be completed.

Policy and Program Planning.

In the above figure, each level of government is shown including provincial level. It is questionable that provincial governments will be involved in education, but the possibility may exist that revenues could be generated from this source. The national government is now preparing the new educational act that will replace the 1984 act. MONE may retain some authority over program, financing, R&D, and other areas but decides to delegate most management responsibility to districts. District parliaments may pass bylaws in support of the national laws, and the executive office (bupati or walikota) may determine district policies and procedures supporting district and national laws. If the district creates a school board, there will be district level representation from community (school board), education (K3S and MGMP) and government (dinas P&K). The executive branch of district government may rely on interactions of these structures to help formulate policies and procedures as well as provide parliament with information concerning legal and budgetary requirements. For this to happen, regular meetings need to be scheduled with fixed agenda items and shared leadership among members. This would increase transparency at the district level.

For the district to make informed decisions, they need quality data. Government defines the types of data it needs and notifies lower level offices to secure information from schools. Community and educational organizations rely on different kinds of data that schools and community deem important based on decisions they make through kecamatan level meetings among TPK, MGMP, K3S and cabang dinas. Through these meetings, teams decide on the essential data required for decision-making and problem solving; the formats for data; when data is to be collected; and how it will be stored and retrieved. This will simplify data collection from its current procedure by combining government requirements with school and community requirements. Only one data collection effort needs to take place each year, increasing efficiency. This also increases transparency because all stakeholders have equal access to information.

The above two paragraphs describe policy formation as a top-down process. Program planning, by contrast, emanates from schools and flow upwards. Aggregated data that ultimately reaches the districts flows back to the schools so they can compare their performance with other schools and kecamatan. This is an important element in the planning

process. Using these district reports and understanding school-specific problems, the planning process can take place involving all school level stakeholders. BP3 represents parents and community by expanding its membership to include community members and village chief(s). School is represented by teachers, principals, administrators and possibly OSIS representative(s). In these combined meetings, the school/community establishes its goals for the school year. Once priorities are established, the principal, teachers and other educational staff such as librarians prepare objectives and activities for the following school year. These objectives and activities are aligned with school goals. Resource needs such as equipment, materials and supplies, textbooks and training are identified and costed. The resulting document (prepared by the principal and selected staff) represents the annual school plan. The plan or elements of the plan could serve as a proposal if special funding were available from a particular source. To coordinate this plan, MGMP and K3S meet, under the auspices of TPK or independently, to discuss common interests. They wish TPK to coordinate the purchase of some materials that could be shared among schools. MGMP and K3S members identify professional development needs so they can be more effective in program implementation.

Plans are due at the district by a certain date. These are consolidated and a district education plan and budget are prepared incorporating school and kecamatan plans with district priorities. Once the district education budget is approved, schools are notified of the amount of funding they will receive for the following school year. Also, they are notified concerning the level and type of staffing they will be assigned. Schools combine the non-salary budget with their current local level revenues through BP3 and other sources and compare with their plans. It is likely the school budget will be higher than the approved revenues for the year. The school and community need to meet to discuss how additional revenues could be generated and/or where to cut their programs. Once decided, the school is ready to acquire its inputs for the following school year and revenues are forwarded by the district to each school so that procurement can begin.

Inputs.

Most of the funding allocations will be determined by this time. Revenue comes from national, district and BP3 sources, and possibly provincial level. BP3 and TPK form a working group headed by a school principal or assistant principal to develop a two-tiered, integrated fund raising plan. Money raised by TPK will be shared across schools using an agreed upon formula. Examples of some schemes were identified during REDIP pilots while new ones will be tried. Personnel provided by government may be insufficient for public schools to meet their plan, but a welcome addition to private schools. Staff needs will have been identified in the school plan, and once the revenue level is known, the administration will know how many more staff can be hired locally. Although the principal heads the recruitment and screening for local staff, BP3 will give final approval in hiring and contract arrangements. The locally hired teacher contract will be similar to government employees minus some benefits such as retirement and sick leave. TPK has committed to raise sufficient funds annually to provide a benefit scheme for all teachers and principals that exceeds civil service standards, thus motivating teachers to work harder and possibly not

seek outside employment. This gives teachers more time to prepare for classroom activities and student evaluation.

Specific equipment has been included in the school's annual plan. The budget includes purchase of spare parts and training for those who will use the equipment. This is a new district regulation. Although the school has a plan for school facilities improvement using volunteers to repaint, the paint being donated by a local company, it cannot afford to add two additional classrooms. It has prepared a proposal to the national government as part of the government's support of facilities development, and hopes to be awarded a grant. These competitive tenders and proposals must specify the need clearly as well as how the grant will help reduce poverty in the school catchment area; assist in improving equity standards; or educate the rural poor.

Materials and supplies are purchased in accordance with the line item budget in the plan; however, the school has received in-kind donations from the community that includes paper, textbooks, and bicycles. A procurement committee is established to prepare orders. These will be submitted and consolidated at TPK where that procurement committee is able to negotiate quantity discounts. All procurement will come from private vendors and in some cases through competitive tender, including shipping costs. Some shipments will be to the TPK and distributed to individual schools while others will be "drop shipped" directly to schools. Librarians will be responsible for inventory and reporting on shortages, and refunds will be secured from suppliers. Since TPK is coordinating the school libraries, it has ordered library books to be housed in a central library. Titles will be circulated among schools so that books receive maximum use. TPK has arranged for training of librarians in inventory control, distribution, book protection, and how to help students select books for reference use. Procurement time has been reduced as compared to the old system from many months or even years to less than two months. Accuracy in orders/deliveries is near 100 percent.

Program implementation.

From the outside it may be difficult to discern how schools have changed. But, due to various organizational linkages, school quality has been improved dramatically. MGMP is working with TPK to schedule training sessions for subject teachers. One goal established in the previous year was to engage in more student active learning. Parents and community learned about this important methodology as part of a series of public awareness campaigns funded by TPK and carried out under contract to IKIP. The subject was, "How to Improve the Quality of Our Schools and Why." Most teacher in-service training at MGMP will be centered on practical ways to initiate changes in teaching methods. One week training will be provided during each cawu. Sub district inspectors from dinas are invited to attend training sessions.

K3S is coordinating its training programs through TPK as well. To support teachers, principals are learning how to help teachers change the way they teach focusing on student-active learning. TPK is also funding parent visitation days at school so parents can observe student-active learning in action. The local representatives in parliament are also invited.

These initiatives are coordinated between TPK and the district school board. Sub district inspectors are invited to attend.

BP3 is also working directly with its individual schools. By attending meetings at TPK, BP3 members are aware of programs being sponsored at the TPK level. A series of inter-school exhibitions is being planned by TPK. Each BP3 will coordinate this so that each school will have the same programs one week before TPK's programs. Winners at the school level will be the exhibitors at the TPK events.

School principals also serve on the village level Badan Pembangunan Desa (BPD). This committee receives money from district government to improve infrastructure. The principal is trying to convince BPD that the school needs running water for separate bathrooms so that more girls will enroll in school. Each SLTP is in a separate village so each principal is a member of its BPD. Principals compare strategies and successes at K3S meetings. This is a new source for improving facilities, and principals are pleased with the results.

In the past, central government was slow to respond to school emergencies. Districts now maintain a separate emergency fund and have published pola and pedoman on how schools can secure a quick turn-around in receiving money to handle emergencies. One school has had its roof fall in caused by heavy rain. It notifies the cabang dinas office. An inspector arrives and agrees that money can be provided from the fund. The inspector makes immediate contact with her counterpart at the district level to secure approval. This will be followed up with appropriate paperwork, but the school can move immediately on repairs.

School inspectors are employees of dinas and there are two types. The first are subject content experts while the second are school management experts. Each is required to visit every school in the kabupaten once each cawu. Content experts will visit classes to conduct "process" evaluations meaning they work with teachers on improving their teaching. At the end of the visit, the inspector meets with the principal to make recommendations. Later a written report is prepared and sent to the principal to be reviewed during the next visit. The school management expert works with the principal in reviewing the school plan and comparing it to what is actually happening. The inspector attempts to support the principal by providing information about new policies that could provide additional revenues to improve science laboratories.

OSIS has been created at the kecamatan level. Student representatives come from each school. They work within TPK to provide assistance in planning, implementing and evaluating programs and activities. Students suggest different activities. They become a valuable resource, not only in helping with school programs but also as community volunteers to help the elderly, sick, tutors for primary school children and in many other ways. As a result, students gain real world experiences that support classroom learning.

Each aspect of the educational process has a working group. They deal with procurement, student assessment including authentic assessment, textbook evaluation (sample books are

provided to TPK from private publishers) for the committee to review, facilities, fund raising, action research, curriculum and more. Some are standing committees while others are created as needed. Each committee has a leader who is a community member, a school staff member, a student, or a parent. Each committee reports through an organizational structure – TPK, BP3, MGMP, etc. Each structure has horizontal and vertical linkages with other structures. Specific members link structures by being members of at least two organizations. This way information flow is assured and each structure is informed of plans, activities, and results of the other organizations above and below and across from them. Communication is open and three-way (up, down, across).

Educational Outputs.

Because the schools and districts have set up a basic data collection, storage and reporting system, schools can measure their performance in relation to their past performance as well as how they compare with other schools, kecamatan and the district. Rather than collect every piece of data, only essential information is collected. This include measures of academic performance, enrollment, total revenues by source, various rates related to attendance, enrollment, dropout, continuation, and promotion. One working group comprised of selected stakeholders and an outside, paid expert in testing and measurement meet to evaluate these results periodically. In these meetings, attendees try to explain why educational indicators have changed in the manner shown. They attempt to link school outputs to various inputs and processes and external conditions such as community wealth and community population. The expert facilitates these discussions and helps attendees understand what planning and implementation processes might be changed to improve indicators. This information is brought back to the planning committee so the process has accurate feedback concerning specific strengths and weaknesses of the school and what might be done in the following year to improve these conditions. The annual loop is completed and begins again.

Educational Impacts and System Feedback.

The school is part of the community so the school will have some impact on the immediate community. Longer-term, education will have an impact on the political, social, economic and environmental sectors of communities, regions and the nation. These impacts need to be measured by districts and national government, correlating various educational indicators with other societal and economic indicators. At the community level, schools should be concerned with the immediate impact of education. The principal or his/her designate needs to maintain a system for feedback from the community. This feedback can be evaluated at the same time as educational outputs. During the year TPK and BP3 serve as the links between community and schools. In our mythical kecamatan, TPK/BP3 and the school(s) have established a working group to design a data collection methodology that directly relates to community impacts. The working group wants to learn how the community feels about the school graduates, how the students behave on the way to and from school, what students contribute to their community and what they could contribute. This information can form one type of action research and provide valuable feedback. The feedback can form the

basis for setting certain priorities for the following year. This information is merged with school output results and planning for the next cycle begins.

The above scenario does sound too good to be true; however, many of the examples given were actually practiced in one form or another throughout the REDIP project. No one school or community embodied all of the attributes shared here, but many that were used were successful and when designing full implementation, it is suggested that successes be combined in a model similar to the one presented here. This model achieves several outcomes that researchers indicate are important in improving school effectiveness and increasing quality:

- 1) There are tight vertical linkages with structures at each level (local, kecamatan, kabupaten) and horizontally (government, school, community).
- 2) Linkages create a free flow of information that can be used in participatory decision-making.
- 3) Each level of the system creates a common vision through consensus building among all stakeholders.
- 4) The system provides accurate and regular feedback so that planning and decision-making can be more effective.
- 5) The “organizational climate” resulting from closer communication and other factors increases motivation of all stakeholders.
- 6) Leadership is shared and includes all stakeholders at appropriate times.
- 7) Leaders, including inspectors are more supportive in their relationships with those they are required to evaluate, and evaluations are less threatening because they use a process approach rather than an approach designed to yield a grade.
- 8) The flow of information is open and accurate and the system is designed to reach all participants from the school to district through appropriate linking mechanisms.
- 9) Planning is done by those most affected by the decisions and takes into account policies and regulations that flow down to them.
- 10) The training system is targeted and geared to professional development and identified by those who are to benefit from it. Also, training is broad-based and designed to meet the needs of all stakeholders when needed.
- 11) Thinking is systemic, all stakeholders working to a common and agreed upon set of goals.
- 12) Action research and feedback helps participants to learn from experience and self-correct.
- 13) The system is student-focused but recognizes that all stakeholders need to derive some benefit from the system.

It is hoped that results from this Development Study will lead to practices that improve education in Indonesia. It has been reported by the ADB team designing the next education loan that many of the results of the REDIP project are being used to design the next loan. The team from the Decentralized Social Services Delivery Project has used information concerning our view of training in their project. The World Bank is considering replicating REDIP findings at the primary school level because the design fits well with their view of what education should be.

7.2 Quantitative Analysis

7.2.1 Overview

After the Pilot Projects are implemented, the evaluation was taken place in order to determine the impacts of each activity. The Post-Pilot Evaluation links the Baseline Survey and compares pre and post pilot data. For this matter, the same techniques of data collection that we used in the Baseline Survey were employed. In Post-Pilot Evaluation, however, some of the input indicators do not need to be surveyed again and thus can be eliminated from the questionnaire. In addition to conducting the same kind of survey, we are now discussing about employing the techniques to collect qualitative data. Those would include self-evaluation written by individual schools and other organizations that are responsible of implementing pilot project activities, and monitoring reports written by the field consultants. Particularly, self-evaluation reports not only augment the analysis, but also help the schools and concerned organizations improve their planning and conduct activities by themselves.

7.2.2 Research Methodology for the Post Pilot Survey

(1) Conceptual Framework and Indicators

The first step in the research process is to define a model or conceptual framework for understanding how schools work. For this project, a system model has been selected which shows the that schools receive educational inputs from levels of government and at the community level in the form of funds, people resources, other material resources, and policies, procedures, laws and organizational structure. Another input is the target population being served, the students. These inputs provide the raw materials that interact to serve the educational needs of the students. How these inputs interact represents various processes at the classroom, school, community and government levels. The result of the interaction at these levels affects student learning. Other changes occur in relation to teachers, parents, community, school managers and government officials. The nature of these changes may facilitate or inhibit future educational activities. Thus, impacts on these groups need to be measured to determine how changes will affect education. These measurements serve as a predictor for future learning.

(2) Data Collection Design

A total of 148 experimental schools and 47 control schools are to be surveyed along with MONE and MORA Provinces Offices in two provinces, and MONE and MORA Kabupaten Offices of 7 kabupaten/kota. Therefore, survey tools are constructed for separate audiences – students, teachers, administrators, principals, parents, community members and government officials.

Each survey instrument is divided into two parts. The first part is to be used to collect estimated input data. For example, students will be asked about the level of education of their parents and the kind of resources they have at home. The second part of the survey will be used to ask a number of opinions related to qualitative, process and output indicators. Their responses will be scored on a six point Likert-type scale where zero is “never” and five is either “always” or “very frequently” depending on the nature of the statement on the survey.

Five levels of school process are being evaluated – classroom interaction, the second organizational process, parent and school interaction, community and school interaction, and government and school interactions. The same survey will be completed by two different groups. For example, students and teachers will respond to the classroom survey. Teachers and principals will respond to the school interaction survey. Parents and teachers will respond to the parent-survey, while community representatives will complete the community – school survey along with school principals. Finally, government officials and principals will complete the government-school survey.

(3) Sampling

The study size requires that target populations be sampled. Sample size of each category of respondents is listed as follow. For students about 7904 persons, teachers about 1735 persons, administrative staffs about 195, community representatives about 2304 persons, parents about 2309 persons, government officials about 779 persons, principals about 195 persons.

Stratified randomly selection is suggested for most groups. For students, 23 students are selected randomly from the total number of year two, and 22 students from year three enrolled yielding a total number of 45 responses for each school. Of course, especially for small schools, the number of respondents is less than 45 students. For teachers, only those that are employed full time and teaching one of the Ebtanas subjects represent the pool of teachers to be randomly selected. A sample of 10 teachers is to be chosen randomly. For schools having less than 10 teachers for core subjects, the total number of core subject teachers are to be selected. Although this may be limiting because it does not include part time and specialized teachers, it helps control for type of teacher respondents ensuring greater standardization across schools and thus greater generalizability.

Instead of sampling administrators, two are chosen who are responsible for dealing with finances, equipment and facilities. They represent the key informants for the type of information collected on the administrator's survey. Each school has only one vice principal and one principal. Although it would be advisable to survey both, it is likely that unless the researcher observes the completion of the survey, the principal will delegate the survey completion to the vice principal. Therefore, to control for this likelihood, only one principal survey is to be completed at each school.

Parents are to be selected from among the BP3 committee members. These parents may be male or female and serve as key informants because of their known involvement in school financing activities. Community respondents do not have children in the school. Their selection is based on a stratified random sampling of four sectors – religious, political, non-governmental and business. Government officials from the MONE and MORA at provincial and kabupaten level should be selected. They should be senior managers from line departments that deal with personnel, facilities, program and research.

(4) Survey Administration Procedures

1) Orientation of Field Researchers

Researchers consists of the faculty members of the neighbor university, for example, field researchers for the Central Java Province is the faculty members of State University of Semarang and Yogyakarta (15 persons); and field researchers for the North Sulawesi is the faculty members of the University of Samratulangi, Manado (7 persons). Almost all the field researchers have good qualification in educational and social researches with Magister's degree. After the field researchers are selected, orientation was conducted in the Central Java on 9 and 10th of January, 2001, and in the North Sulawesi on 12 and 13th of January, 2001. There, field researchers will be provided with instructions they are to follow and to standardize what they say and do with each group.

2) Instruments

For collecting data, were used some instruments, such as: data collection sheet for school, student survey blank forms, teacher survey blank forms, administrator survey blank forms, principal survey blank forms, parent survey blank forms, community survey blank forms, and government survey blank forms.

3) Survey Administration

All the survey was administrated by field researchers on the base on the standard approach in data collection. Each research team of two or three visited each school twice or more. Prior to their visit, the Kanwil office in the two provinces of North Sulawesi and Central Java invited all kabupaten offices to discuss all related materials with the research activities. After that the kabupaten offices have contacted each school to notify of what was to happen and what was expected at each school. During the first visit, the research team met with the principal or vice principals and a school study coordinator to learn who was the school contact that coordinated the research. The team met the contact person, most likely one of the school administrators, and briefed on the purpose of the study and how data is to be collected. The school study coordinator was to be given the data form for collecting all the factual data and also told how random selection was to be made for each category –student, teacher, community, etc. A time was to be scheduled when the researchers were to return to supervise the completion of the surveys. The researchers left the parent and community surveys with the coordinator. It was the coordinator's responsibility to select and collect information from these two groups.

During period of time before the second visit, the school study coordinator conducted the random selection for students and teachers to be surveyed in accordance with the instructions given by the field researchers. For parents and community representatives, the coordinator contacted them to secure permission to conduct the surveys. The coordinator was to arrange a time to deliver and collect the eight parent and eight community surveys. The coordinator was to schedule the principal, the teachers and students who were randomly selected for the day and hours when the researchers were to return. Two alternatives students for each year and two alternate teachers were to be selected in the event that students or teachers were absent on the scheduled day of the survey.

When the field researchers returned, he worked with the coordinator to review the field surveys completed by community and parents and the data collection instrument for school information. The first field researcher makes field notes of any unique observations made regarding the data collection process or other factors related to the school that might be used in a narrative description of what occurred in the school. The first researcher was also responsible to check for incomplete data and attempt to collect this information during this visit.

The second researcher administered the student and teacher surveys separately in classroom where no other individuals were present. The teacher read the directions and each statement so that the directions and content were fully understood by respondents. While administering the survey, the researcher walked among the respondents and observed that they were completing the survey properly. Respondents were allowed to ask questions while completing the surveys. The principal survey was completed in front of the researcher. Although the research was to explain the instructions, there was no need to read each statement aloud. The researcher responded to specific questions asked by respondent.

Field researchers scheduled one visit to each of the seven Dinas II offices and 14 kabupaten offices (MONE and MORA). Only one researcher was needed to be present for administering the survey. The four respondents were to be located in a single room where the researcher could read directions and read each statement aloud. After the completion of the short survey, the researcher and four respondents conducted an informal discussion while the researcher took notes.

Data collection took place from January 15th, 2001 to February 17th, 2001. Collecting data was not so easy, because the sample schools are located in different geographical positions, from urban areas to remote areas. Sometime researchers needed more days than planned to finish all data collecting activities.

7.2.3 Data Analysis

(1) What to Be Analyzed

The simplest and most straightforward method of analysis will be employed as the first step. That is to compare the post pilot scores with the baseline scores for each indicator to see if any significant change took place during the pilot period. Following indicators (**Table 7-1**) will be used for this analysis:

- * All 26 "PROCESS" indicators
- * Four "OUTPUT" indicators out of 18
- * All 4 "OUTCOME" indicators

With each indicator, the weighted average of pilot kecamatan averages is calculated by Menu and the simple average of control kecamatan averages is also calculated by Menu. Thus with

each indicator for each Menu, we have two pairs of two averages to compare: baseline and post-pilot averages of pilot kecamatan, baseline and post-pilot averages of control kecamatan.

Table 7-2: List of Indicators to Be Analyzed

PROCESS Indicators	
Classroom Interaction	
1	Teaching/Learning Process - Students Response
2	Teaching/Learning Process - Teachers Response
3	Level of Technology Use - Students Response
4	Level of Technology Use - Teachers Response
5	Planning and Preparation of the Learning Process - Teachers Response
6	Evaluation of the Learning Process - Student Response
7	Evaluation of the Learning Process - Teacher Response
8	Classroom Climate
School Organization	
9	Decision Making - Teachers Response
10	Decision Making - Principals Response
11	School Climate - Teachers Response
12	School Climate - Principals Response
13	Professional Development - Teachers Response
14	Professional Development - Principals Response
Parent/School Interaction	
15	Decision Making - Parents Response
16	Decision Making - Schools Response
17	Parent/School Climate - Parents Response
18	Parent/School Climate - Schools Response
Community/School Interaction	
19	Decision Making - Community Response
20	Decision Making - Schools Response
21	Community/School Climate - Community Response
22	Community/School Climate - Schools Response
Government/School Interaction	
23	Decision Making - Government Response
24	Government/School Climate - Government Response
Parent/Child Interaction	
25	Parent/Child Interaction - Parents Response
26	Parent/Child Interaction - Students Response
OUTPUT Indicators	
1	<i>Average 1 Cawu Year 1</i>
2	<i>Average 2 Cawu Year 1</i>
3	<i>Average 3 Cawu Year 1</i>
4	<i>Average 1 Cawu Year 2</i>
5	<i>Average 2 Cawu Year 2</i>
6	<i>Average 3 Cawu Year 2</i>
7	<i>Average 1 Cawu Year 3</i>
8	<i>Average 2 Cawu Year 3</i>
9	<i>Average 3 Cawu Year 3</i>
10	<i>Average Cawu</i>

11	Average Ebtanas 98/99
12	<i>Student Promotion Rate</i>
13	<i>Student Continuation Rate</i>
14	<i>Dropout Rate</i>
15	<i>Repetition Rate</i>
16	<i>Absentee Rate</i>
17	Student Satisfaction
18	Student Attitude
OUTCOME Indicators	
1	Student Outcome Predictors
2	Teacher Satisfaction
3	Principal Satisfaction
4	Parent Satisfaction
5	Community Satisfaction

Note: The indicators in italics are NOT used in the analysis. The five rate indicators (OUTPUT No. 12 to No. 16) are omitted because of some inconsistency between the baseline and the post pilot data.

(2) Results

Each table in **APPENDIX 7.2.A** lists the "pilot kecamatan averages by Menu" and the "control averages by Menu" for one indicator. The accompanying graph shows how the averages changed between the baseline and the post pilot survey.

The resultant series of tables and graphs suggest two observations:

- 1) Strong influence of external conditions seems to have existed, as typically indicated by PROCESS indicator No. 16, "Decision Making - Schools Response," and No. 23, "Decision Making - Government Response."

- 2) There appears a general tendency (invariably among the pilot and control groups) that respondents gave a more serious look at their educational conditions and lower scores when they responded for the second time to the *post pilot* survey questionnaires. This can be detected with PROCESS indicator No. 25, "Parent/Child Interaction - Parents Response," OUTCOME indicator No. 2, "Principal Satisfaction" and No. 4, "Community Satisfaction."

These observations in turn suggest that it would be inappropriate to simply compare the baseline and the post pilot figures. To remove possible external influence and the "second thought" downward bias, pilot kecamatan figures should be transformed into the relative terms vis-à-vis the control average. **APPENDIX 7.2.B** lists the tables and graphs of the pilot averages relative to the overall control average (which is fixed at zero).

The tables and graphs in **APPENDIX 7.2.B** show the following results.

- 1) Some indicators show across-the-board improvement (e.g., "Teaching/Learning Process - Students Response," "Level of Technology - Students Response," "Level of

Technology - Teachers Response," "Planning and Evaluation," "School Climate - Teachers Response," "Professional Development - Teachers Response," "Community/School Climate - Community Response," and "Teacher Satisfaction.").

- 2) One indicator is on the total downgrade (Classroom Climate).
- 3) Other indicators show mixed results if seen Menu-wise. However, as long as the overall pilot average is concerned, about two thirds (14) of the indicators show general improvement over the control average while one third (8) registered a downward trend.
- 4) A closer look reveals that intended results did not come out in two cases. Menu 1 is an example. As several indicators imply, principals (the intended "target" of this Menu) do not seem fully satisfied with the outcome. Instead, it is the students who apparently benefited most from this Menu. The other case is Menu 4, whose main target was parents. According to some indicators, parents give rather negative evaluation to the results ("Decision Making - Parents Response," "Parent/School Climate – Parents Response" and "Parent Satisfaction"). The same can be said about the principals. It is true that some pilot kecamatan of the two Menus were faced with serious administrative or leadership problems during the implementation. However, it is not readily clear whether such problems alone account for the less-than-satisfactory results. It is also likely that Menu design itself had some deficiency. A further analysis is necessary to probe the causes of these results.
- 5) Despite some counter results, the above general analysis seems to bear out the positive impact of REDIP pilot projects.
- 6) Lastly, however, it is regrettable that hard core quantitative OUTPUT indicators like EBANAS scores, enrolment rate and absentee rate could not be fully used in the analysis because of the inappropriate timing with REDIP (EBANAS) and the lack of consistency (five rate data). As a consequence REDIP's impact could not be fully quantified and validated. This should be a hard lesson to the project design as well as to the survey design in the future.

7.3 Analysis by Path Model

7.3.1 Objective of the Analysis

This analysis will, firstly, examine the factors that affect the outputs of educational measures, i.e., "Promotion and Progression", "Students' Satisfaction", and "EBTANAS Score", and construct a model that clarifies causal relationships among many factors, using the data obtained through the baseline survey. Secondly, it will construct a model that combines the above and the five interventions of REDIP pilot project, using the data of the post-pilot survey. The model based on the data of the baseline survey (Pre Model) is able to clarify the relationships among the factors before the pilot projects. The model based on the post-pilot survey (Post Model) is able to show which relationships among the factors these five pilot interventions have an impact on. Furthermore, it is possible to examine and evaluate how these interventions affected the causal relationships among factors that relate to outputs, such as "Promotion and Progression", "Students' Satisfaction", and "EBTANAS Score" by comparing the Pre Model with the Post model.

7.3.2 Methodology of Analysis

In the baseline survey, information on approximately 200 different indicators was obtained from school administrators, teachers, students, and parents of 191 schools (144 experimental schools and 47 control schools). The number of the valid responses is 7,910 from students, 1,770 from teachers, 188 from principals, and 1,771 from parents. The school averages that were calculated from the data of students, teachers, and parents, with the other school level data were incorporated to construct a model. As for the post pilot survey, the valid data obtained was from 195 schools (149 experiment, and 46 control schools).

In pass analysis, it is assumed that "input" impacts "output" through "process". In the analysis of the post pilot survey, five educational measures in pilot projects as "interventions" were incorporated in the Pre Model. The latent variables which affect inputs, processes, and outputs were sought based on the observed variable obtained as data, and the causal model among latent variables was constructed. The causal relationships among latent variable were structured theoretically, with the reference to preceding researches. The validity of the model was examined by covariance structural analysis, using AMOS Version. 4.01 of SmallWaters.

7.3.3 Results of Analysis

(1) Causal Model Based on the Baseline Survey

The results of the analysis of causal model that were constructed based on the baseline survey (Pre Model) are shown in **Figure 7-3**. The numerical values in the figure are path coefficients where the bigger the value is, the stronger the causal relationships are. The indexes of goodness of fitness that assess the validity of the causal model are shown in the box in the right hand corner of the figure: CFI (Comparative fit index)= .942, PCFI (Parsimony-adjusted CFI)= .881, and RMSEA (Root Mean Square Error of Approximate)= .033. From these indices, it can be said that the degree of goodness of fitness of the hypothesized model is high. In addition, all the

path coefficients except one that shows a slight significance are found to be significant, and it was shown that the path coefficients among latent variables were appropriate.

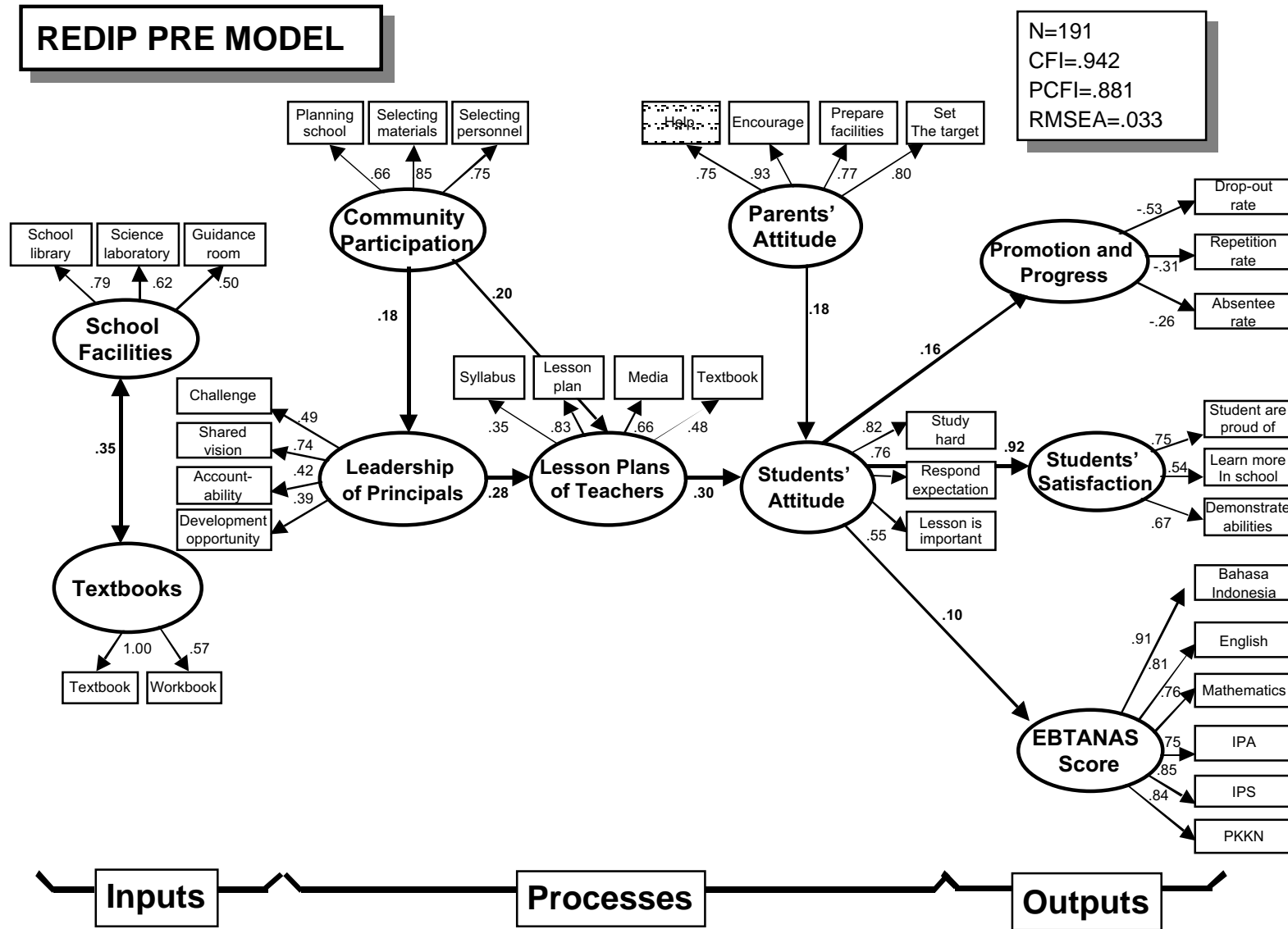


Figure 7-3: Causal Model based on Baseline Survey: REDIP Pre Model

From the result of the analysis, it can be interpreted that the “Students’ Attitude” directly controls the “EBTANAS Score”, “Students’ Satisfaction”, and “Promotion and Progression”. In other words, students who study hard and try to meet the expectation of parents and teachers and consider that studying is important, had a higher degree of satisfaction (.92), tended to proceed to the higher levels of education (.16), and received higher scores in exams (.10). It is the “Parents’ Attitude”, who have every-day contact with students, and the “Lesson Plans of Teachers” that directly controlled “Students’ Attitudes”. The improvement of the lesson plans (.30) and the parents’ support for children’s study (.18) would improve the students’ attitude.

Furthermore, the “Lesson Plans of Teachers” are affected by the “Principal’s Leadership” and “Community’s Participation” in school management. “Principal’s Leadership” (.28) and “Community’s Participation” (.20) influenced “Lesson Plans”, and the “Community’s Participation” (.18) affected “Principal’s Leadership”. On the other hand, improvement of “School Facilities” and “Provision of Textbooks” did not seem to influence outputs directly. It was well predicted that the creativity of teachers, motivation of students, students’ achievement, and promotion rate did not increase just because of the improvement of school infrastructure and distribution of textbooks. It may suggest that the Japanese conventional cooperation in facility development did not by itself relate to the improvement of access and quality of education.

(2) Causal Model Based on Post-Pilot Survey

Figure 7-4 shows the causal model based on the data of the post-pilot survey, which is the combination of **Figure 7-3** Causal model and variables on five interventions. These indexes of goodness of fitness are CFI =.596 and PCFI=.563. This model has more than 40 observed variables, incorporating five interventions, therefore, these indexes do not necessarily suggest that the model is inappropriate. The figure of RMSEA is .083¹, which indicates that the model has fairly good fitness and, therefore, explains the relations among data. The results of the examination for three path coefficients did not show the tendency of significance, but they were left for comparison with the pre-model.

¹ According to Toyoda (1998), RMSEA that is lower than .05 shows a high goodness of fitness, and RMSEA that is over .10 indicates the low goodness of fitness (Toyoda, Hideki (1998) *Covariance Structure Analysis* [for beginners] -Structural Equation Modeling-, Asakura Publishing Co., Ltd.)

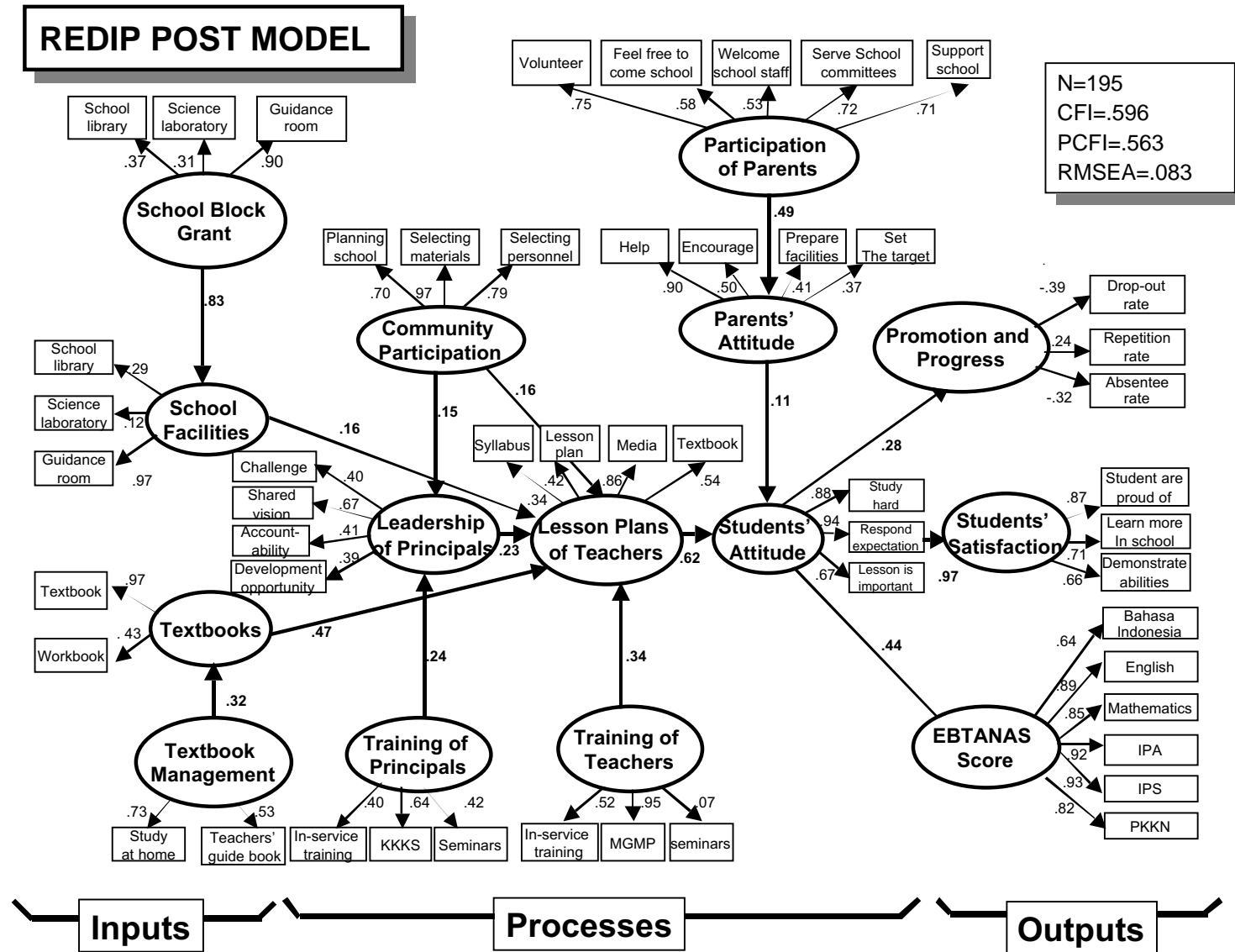


Figure 7-4: Causal Model based on Post Pilot Survey: REDIP Post Model

Training for Principals as intervention has an influence on “Principals’ Leadership” (.24), “Lesson Plans” (.23), “Students’ Attitude” (.62), and eventually affected outputs, such as “Students’ Satisfaction” (.97), “EBTANAS Score” (.44), and “Promotion and Progression” (.28). **Training for Teachers** had an influence on “Lesson Plans” (.34), “Students’ Attitude” (.62), and eventually affected “Students’ Satisfaction” (.97), “EBTANAS Scores” (.44), and “Promotion and Progression” (.28). **Textbook Management** influenced the use of “Textbooks” (.32), “Lesson Plans” (.47), “Students’ Attitude” (.62), and eventually affected “Students’ Satisfaction” (.97), “EBTANAS score” (.44), and “Promotion and Progression” (.28). **Parents’ Participation** influenced “Parents’ Attitude” (.49), “Students’ Attitude” (.11), and eventually “Students’ Satisfaction” (.97), “EBTANAS Score” (.44), and “Promotion and Progression” (.28). **School Block Grants** had an influence on “School Facilities” (.83), “Lesson Plans” (.16), “Students’ Attitude” (.62), and eventually affected “Students’ Satisfaction” (.97), “EBTANAS Scores” (.44), and “Promotion and Progression” (.28).

Table 7-3 summarizes the total effects on the outputs – satisfaction, EBTANAS scores, and promotion and progression – by the above five educational measures. The results show that it is **Training for Teachers** that most strongly influenced all of these output indicators. Because these indexes are standardized (average = 0, standard deviation = 1), the table indicates that how much an output indicator varies per standard deviation when an intervention indicator changes by one unit of standard deviation.

Table 7-3: Total Effects by Interventions

Output Interventions	Students’ Satisfaction	EBTANAS Score	Promotion and Progression
Training for Principals	0.0328	0.0151	0.0096
Training for Teachers	0.2024	0.0929	0.0592
Textbook Management	0.0900	0.0413	0.0264
Parents’ Participation	0.0509	0.0234	0.0149
School Block Grant	0.0798	0.0366	0.0234

(3) Comparison between Pre Model and Post Model

Five interventions were added in Pre Model as mentioned above. **Training for Principals** had a causal relationship to “Principals’ Leadership” (.24). **Training for Teachers** had a causal relationship to “Lesson Plans” (.34), **Parents’ Participation** had a causal relationship to “Parents’ Attitude” (.49), and **Textbook Management** had a causal relationship to “Textbooks” (.32). In the Pre Model, no causal relationships to any latent variables were seen in “Textbook”, however, intervention of **Textbook Management** illuminated the causal relationship between “Textbooks” and “Lesson Plans” (.47). In the same way, no causal relationships to latent variables were observed from “School Facilities” in the Pre Model, however, the Post Model clarified the causal relationship from **School Block Grants** to “School Facilities” (.93), and from “School Facilities” to “Lesson Plans” (.16).

It was also observed that particularly the path coefficient from “Lesson Plans” to “Students’ Attitude” (.62) improved by the interaction of each intervention. The path coefficient from “Students’ Attitude” to “EBTANAS Score” (.44) increased as well. From these observations, it can be considered that the overall effects of these interventions increased the creativity of the teachers in conducting lessons, motivated students to study, which eventually led to the improvement of the students’ achievement. This confirms the hypothesis that “The improvement of school facilities and distribution of textbooks do not necessarily improve the motivation of teachers and students nor improve students’ achievement or promotion rate”. In other words, the model showed that the measures to effectively utilize **School Block Grants** and to better utilize textbooks help schools create the foundation where the inputs are efficiently and effectively utilized, which eventually helps teachers improve their classroom lessons.

7.4 Textbook Impact Survey

7.4.1 Background

One of the menus tested in REDIP Pilot Project is textbook distribution. In this menu, the impacts of textbook availability (1 textbook per student) on students' achievement and motivation was expected. The baseline survey and the post pilot survey are to be conducted to measure the overall impacts of REDIP Pilot Project, and through these surveys, the indicators of students' achievements such as EBTANAS and/or CAWU scores were surveyed. Unfortunately, however, EBTANAS can be an indicator for only Grade 3 students, and does not match the pilot project time span. Therefore, the specific survey was needed to measure the impacts of textbook distribution.

7.4.2 Research Methodology

(1) Samples

Tests of textbook distribution had been conducted for 1,350 students from grade 1 to grade 3 in 27 pilot and control junior secondary schools. The schools involved Public and Private General Junior Secondary School (*Sekolah Lanjutan Tingkat Pertama Negeri* - SLTP Negeri - and *Sekolah Lanjutan Tingkat Pertama Swast* - SLTP Swasta) and Private Religious Junior Secondary School (*Madrasah Tsanawiyah Swasta* - MTs Swasta) in Central Java and North Sulawesi. For the purpose of comparison, every two pilot schools with 60 students each were accompanied by one control school with 30 students. (See **Table 7-4**). Pilot schools were those that received the textbooks distribution and control schools are schools that did not receive the textbooks. In selecting schools for each case, those with a higher EBTANAS score and the school with a lower EBTANAS score needed to be selected. The target students needed to represent the whole group. Therefore, the selection was based on the principals/teachers information on students' achievement (such as Raport and Cawu score).

The tests were executed twice. The first test was considered as a *pre-test* and was administered on September 15, 2000. The second test was considered as a *post-test* and was administered in February 2001. The *pre-test* means that the test was conducted prior to textbooks distribution, and the *post-test* means that the test was conducted after the textbook was distributed to the pilot schools and students.

(2) Instruments

Survey instruments were comprised of test items and questionnaires. Test items were compiled from the item bank of the Examination Center of MONE, which is normally used to construct EBTANAS. They had already been standardized and tested. Topics in the test items are limited to those to be taught in a limited time period, from July 2000 to November 2000. Test items were created in the three subject matters: English, Physics and Geography. From the 27 schools, nine schools administered an English test, nine schools administered a Physics test, and nine schools administered a Geography test, which was in line with the textbooks they had received. Test items were different for the grade 1, grade 2, and grade 3. Test items were also different, but comparable, between *pre-test* and *post-test*. The number of test items and the time allocated

were different among the three subject matters. The English test consisted of 60 items in 90 minutes, Geography consisted of 60 items in 90 minutes, and Physics consisted of 50 items in 120 minutes. The questionnaire was also developed to investigate students' educational environment at school and at home (for example: family environment, hours that students study at home, teaching methods, students and teachers' motivation, etc.).

Table 7-4: Sample for Textbooks Distribution Tests

No	School Name	Kecamatan, Province	Type	Subject Matter	No. of Student
1	SLTP Abdi Negara	Mranggen, Central Java	Pilot	English	60
2	MTs Miftahul Ulum	Ngemplak, Central Java	Pilot	English	60
3	MTs Futhuhiyyah 1	Suburan, Central Java	Control	English	30
4	SLTP 1 Kejajar	Kejajar, Central Java	Pilot	English	60
5	MTs Ma'arif	Tieng, Central Java	Pilot	English	60
6	SLTPN 3 Mojotengah	Mojotengah, Central Java	Control	English	30
7	SLTPN 7 Bitung	Bitung, North Sulawesi	Pilot	English	60
8	SLTPN Alkhairat	Sirian, North Sulawesi	Pilot	English	60
9	SLTP Guppi	Bitung, North Sulawesi	Control	English	30
10	SLTPN 3	Mranggen, Central Java	Pilot	Physic	60
11	MTs Futhuhiyyah 2	Suburan, Central Java	Pilot	Physic	60
12	SLTP PGRI	Mranggen, Central Java	Control	Physic	30
13	SLTPN 2 Kejajar	Kejajar, Central Java	Pilot	Physic	60
14	MTs Ma'arif	Kejajar, Central Java	Pilot	Physic	60
15	SLTPN 2 Mojotengah	Mojotengah, Central Java	Control	Physic	30
16	SLTP Guppi	Bitung, North Sulawesi	Pilot	Physic	60
17	SLTP Advent Bitung	Bitung, North Sulawesi	Pilot	Physic	60
18	SLTPK Pantekosa	Bitung, North Sulawesi	Control	Physic	30
19	SLTPS Kyai Ageng Giri	Mranggen, Central Java	Pilot	Geography	60
20	MTs Rohmaniyah	Menur, Central Java	Pilot	Geography	60
21	SLTP Futhuhiyyah	Mranggen, Central Java	Control	Geography	30
22	SLTPN 1 Kejajar	Kejajar, Central Java	Pilot	Geography	60
23	SLTP Muhammadiyah 6	Tieng, Central Java	Pilot	Geography	60
24	SLTPN 1 Mojotengah	Mojotengah, Central Java	Control	Geography	30
25	SLTPN 6 Bitung	Bitung, North Sulawesi	Pilot	Geography	60
26	SLTP Muhammadiyah	Bitung, North Sulawesi	Pilot	Geography	60
27	SLTP Kristen Madidir	Bitung, North Sulawesi	Control	Geography	30
Total no. of students					1350

7.4.3 Analysis

APPENDIX 7.3 presents the results of the pre-test and post test for English, Physics, and Geography in the 18 pilot and 9 control Junior Secondary Schools in Central Java and North

Sulawesi. The results presented are the mean score and standard deviation. The mean score shows the average number of test items that were answered correctly out of the total number of test items by students in each school. Standard deviation shows dispersion of the score among students in each school. For convenience, the analysis will be broken down into the three subject matters: the English, Physics, and Geography tests.

(1) English Test

As can be seen in **APPENDIX 7.3** nine schools --including six in Central Java with four pilot and two control and three in North Sulawesi with two pilot and one control— administered the pre-test and post-test of English. The pre-test average score achieved by the six pilot schools –four in Central Java and two in North Sulawesi- is 18.83 out of 60 items; meanwhile, in the post-test the average score is 23,35. Thus, the average score of the pilot schools increased by 4.52 points from the pre-test to the post-test. In comparison, the average score of the three control schools -two in Central Java and one in North Sulawesi—rose by 3.66 from 21.59 in pre-test and 25.25 in the post test. In short, for English although the average score of pilot schools was lower than that of control schools in both pre-test and post-test, pilot schools gained higher additional scores than control schools did from the pre-test to post-test, 4.52 points compare to 3.66 points. Assuming all other factors were constant, the difference in the increase from the pre-test to the post-test between the pilot and control school –which is 0.86 (4.52 – 3.66) could be due to textbook distribution. However, this difference is considered as a very small amount.

(2) Physic Tests

Number 10 to no. 18 schools in Table 2 are nine schools that administered the pre-test and post-test of Physics. The nine schools included four pilot and two control schools in Central Java and two pilot and one control schools in North Sulawesi. The average score of all pilot schools increased by 3.76 points from the pre-test score of 15.95 to the post-test score of 19.71. In comparison, the average score of all control schools went up by 2.46 points from 15.12 in the pre-test to 17.58 in the post-test. Thus in general, though they have higher score both in pre-test and post-test, pilot schools obtained a higher marginal score from the pre-test and the post-test than control schools did, 3.76 compare to 2.46. Assuming all other factors were constant, this difference --1.30 points (3.76 – 2.46)—could be attributed to textbook distribution.

(3) Geography Tests

The last nine schools (from no. 19 to no. 27) in the **APPENDIX 7.3** administered the Geography test. Out of the nine schools, six schools are in Central Java including four pilot and two control schools and three schools are in North Sulawesi including two pilot and one control schools. The average score of all pilot schools rose by 4.83 points from 23.26 in the pre-test to 28.10 in the post-test. In comparison, the average score of all control schools increased by 3.46 points from 22.14 in the pre-test to 25.60 in the post-test. Thus in general, though they have a higher score both in pre-test and post-test, pilot schools gained a higher incremental score from the pre-test and the post-test than control schools did, i.e. 4.83 compared to 3.46. Assuming all

other factors were constant, this difference --1.37 points (4.83 – 3.46)—could be due to textbook distribution.

7.4.4 Conclusion

From the results elaborated above we could conclude:

- (1) In general, the Average scores of pilot schools are higher in Physics and Geography but lower in English than that of control schools.
- (2) Both pilot schools and controls schools gained higher average scores from the pre-test to the post-test.
- (3) The increase in average scores from the pre-test to the post-test is higher in the pilot schools than that in the controls schools, although the difference could be considered very small.
- (4) Assuming all other factors were constant, the difference could be attributed to textbook distribution.