

**DIRECTORATE GENERAL OF
PRIMARY AND SECONDARY EDUCATION
MINISTRY OF NATIONAL EDUCATION
REPUBLIC OF INDONESIA**

**JAPAN INTERNATIONAL COOPERATION
AGENCY (JICA)**

**THE STUDY ON REGIONAL EDUCATIONAL DEVELOPMENT AND
IMPROVEMENT PROGRAM (PHASE 2)
IN THE REPUBLIC OF INDONESIA
(REDIP2)**

FINAL REPORT

- SUMMARY -

MARCH 2005

**INTERNATIONAL DEVELOPMENT CENTER OF JAPAN
PADECO Co., LTD.**

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SUMMARY

PART 1 BACKGROUND AND OUTLINE

Chapter 1 Introduction

Junior Secondary Education in Indonesia

After Indonesia has largely achieved universal primary education in 1990s, Indonesian government set junior secondary education as the next aim. In 1990, it extended the duration of basic education from six to nine, and in 1994, President declared that the national goal for junior secondary education should be 100% gross enrollment rate by 2013. But the progress was nearly stalled in 1997 when the Asia-wide economic crisis hit the country. The gross enrollment rate for junior secondary education has since then crawled slowly to reach 73% in 2000.

Despite the progress in enrollment rate, it is commonly acknowledged that quality of education lags behind. It is also a serious concern that hidden under the aggregate figures are wide disparities in various terms. It is evident that school environment is very different between urban and rural schools, between public and private schools, between large and small schools. Considering Indonesia's vast diversity in ethnic composition, culture, religion, geographic and economic conditions, etc., it would not be very surprising if nationwide programs bring uneven results over the territory and across the communities. To make things harder, the previous system of educational administration of Indonesia was a highly centralized one, leaving little room for local or school initiatives or adaptation to local conditions.

REDIP Phase 1 (REDIP1)

It was against this backdrop that REDIP Phase 1 (or REDIP1), the Study preceding REDIP Phase 2 (or REDIP2), was formulated and implemented for two and half years (March 1999 – September 2001) under the cooperation between the Ministry of National Education (MONE) and Japan International Cooperation Agency (JICA). Its objective was to identify effective measures for improving junior secondary education in Indonesia with promotion of community participation and school-based management. For this purpose, REDIP 1 formulated six types of interventions and field-tested them for about one year in 15 kecamatan selected from Central Java and North Sulawesi. The six pilot interventions were as follows (Component A was

implemented in all the 15 kecamatan, while only one of the Component B menus was selected and carried out in each kecamatan):

- Component A: TPK (Kecamatan Junior Secondary Schools Development Team)
- Component B Menu 1: KKKS (Kecamatan-based Principal's Working Forum)
- Component B Menu 2: MGMP (Kecamatan-based Subject Teacher's Forum)
- Component B Menu 3: Textbook distribution and management
- Component B Menu 4: BP3 (Parents Association)
- Component B Menu 5: Block grant

REDIP1 has shown that school-based management and community participation are quite useful means to improve quality of education at junior secondary schools in Indonesia. Through its pilot projects, REDIP1 has demonstrated that kecamatan can be a highly appropriate base for implementing and supporting school- and community-based education activities.

Despite its achievements, REDIP1 had a few shortcomings as follows:

- 1) REDIP1 was implemented within the previous framework of centralized educational management, so not designed as to fit into the new decentralized system set in force on January 1, 2001, making the kabupaten government responsible for the administration of basic education.
- 2) Due to a severe time constraint, the JICA study team for REDIP1 could not provide sufficient pre-pilot training to people concerned with the pilots.
- 3) Financial accountability could not be ensured in a few cases, because no fixed system of financial reporting and auditing was set in place under REDIP1, and no training was given on accounting to TPK leaders or school principals.

REDIP Phase 2 (REDIP2)

Out of this consideration, government of Indonesia in July 2001 formally requested Government of Japan to carry out a sequel of REDIP as Phase 2, and the Directorate General of Primary and Secondary Education, Ministry of National Education, and JICA signed the Scope of Work and the Minutes of Meeting. REDIP2 was formulated as a three-year study based on the Scope of Work and started in January 2002.

Objectives of REDIP2

The objectives of REDIP2 are:

- 1) To formulate a strategic plan and action plans to rectify quantitative and qualitative regional imbalances of junior secondary education with emphasis on capacity building of local education administrations in line with the current

decentralization as well as empowerment of local communities and school-based management; and

- 2) To help strengthen planning capability of Indonesian counterpart personnel through implementation.

A total of 39 kecamatan were selected from the four pilot kabupaten/kota (10 from Kabupaten Brebes, 9 from Kabupaten Pekalongan, 10 from Kabupaten Minahasa, and 4 from Kota Bitung). REDIP2 covers all kinds of schools providing junior secondary education, that is, public SLTP, private SLTP, public MTs, private MTs, SLTP Terbuka (open schools), and the total number of pilot schools is 290.

Main Components of REDIP2

The main components of REDIP2 lie in the following three points:

1) TPK (Kecamatan Junior Secondary Schools Development Team)

This is a kecamatan-based organization to be created under REDIP2. TPK functions as a forum for education stakeholders to meet, discuss and act. KKKS (Principal's Working Forum) and MGMP (Subject Teacher's Forum) were reorganized as kecamatan-based organizations under TPK.

2) Equal treatment of all schools

REDIP2 covers all junior secondary schools in one kecamatan: Public SLTP, private SLTP, public MTs and private MTs. There is no dichotomy under REDIP2.

3) Proposal and block grant

Under REDIP2, TPKs and schools receive a block grant to finance their activities. To receive the grant, however, TPKs and schools should prepare their proposals and have them approved by Kabupaten/Kota Dinas Diknas.

Basically, TPK can and should do whatever activity it thinks appropriate and effective to expand and improve junior secondary education in the kecamatan. As the minimum requirement, however, their activities should cover all the three categories below:

- 1) General activities
- 2) KKKS activities
- 3) MGMP activities

Like TPK, the school can and should do whatever activity it thinks appropriate and effective to improve educational quality in the school. However, the possible

activities should be based on the school improvement plan developed prior to the activity proposal, and should aim at improving the following areas:

- 1) Curriculum and teaching-learning process
- 2) Human resources
- 3) School management
- 4) School/classroom environment

Organizational Structure of REDIP2

The National Program Office (NPO) and teams are organized at the national, provincial and kabupaten/kota levels to implement REDIP2 (see Figure 1-1). TPK is established at each pilot kecamatan to coordinate inter school activities and monitor individual school activities. Under decentralized administration system, kabupaten/kota roles are very crucial. Such an organizational setting by REDIP2, with explicitly designated functions and responsibilities, aims to foster administrative and operational capacity of kabupaten/kota and kecamatan educational offices under decentralized educational governance.

Schedule of REDIP2

REDIP2 has been implemented for about three years from January 2002 to March 2005. The entire period is divided into four stages:

Stage 1	Pre-Pilot Preparation	January 2002 - June 2002
Stage 2	Pilot Project (Year 1)	July 2002 - June 2003
Stage 3	Pilot Project (Year 2)	July 2003 - June 2004
Stage 4	Post-Pilot Wrap-Up	July 2004 - March 2005

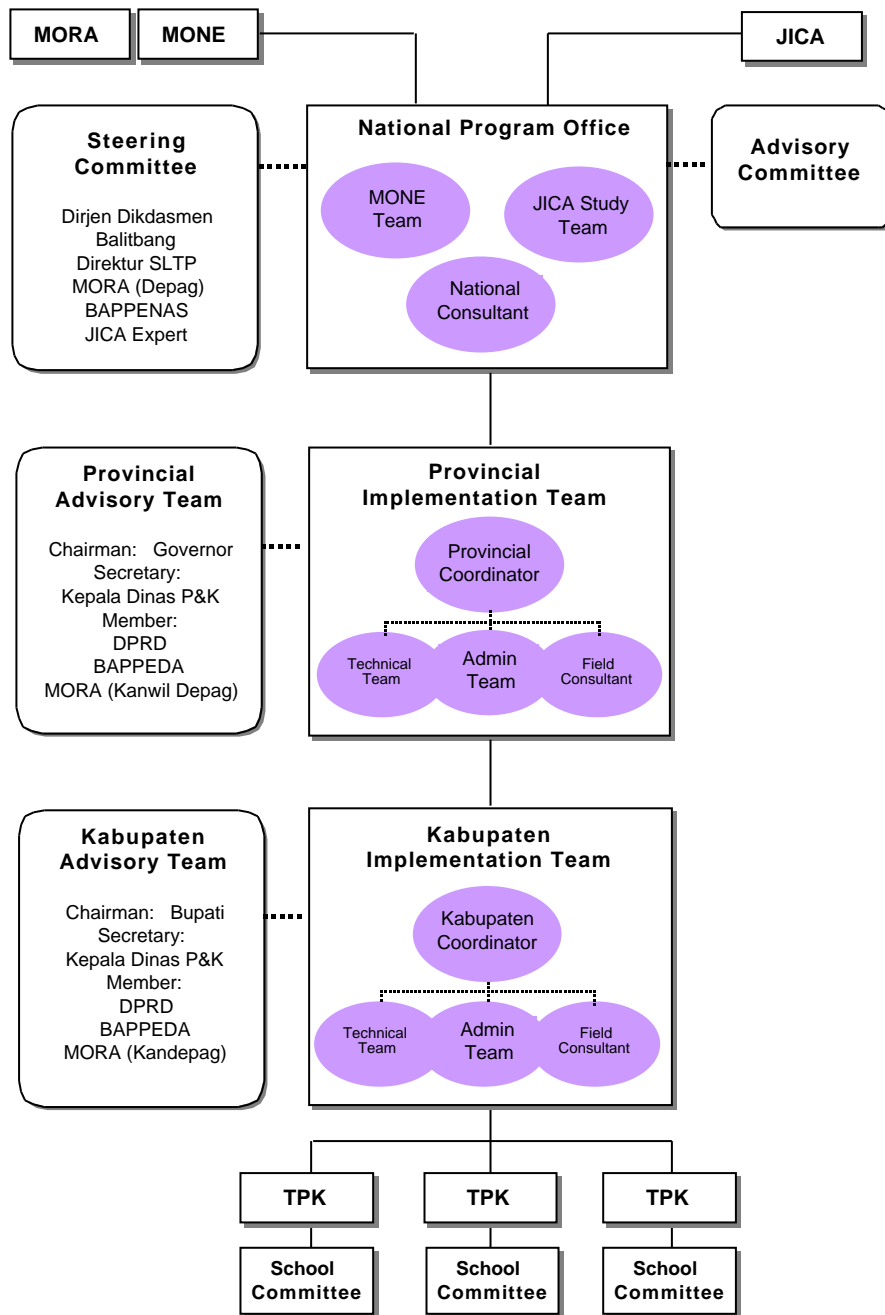


Figure 1-1: Organizational Structure of REDIP2

Chapter 2 Situation Review

Educational Development Law and Policy in Indonesia

Indonesian Government's Law No 25, 2000 on National Development Program (popularly known as PROPENAS) 2000-2004, outlined the programs to enable the junior secondary schools to participate in:

1. Providing wider educational accessibility to all children in the communities;
2. Increasing equal opportunity to deprived children;
3. Improving the quality of education offered at this level; and
4. Enabling the implementation of school- and community-based education management.

In April 2003, the Directorate of Junior Secondary Education, Ministry of National Education, issued an operational policy closely following up the above National Development Program. The operational policy recognizes three clusters of problems to be addressed to:

1. The problem of educational accessibility.
2. The problem of quality improvement.
3. The problem of decentralizing education.

Competency-Based Curriculum

Concerning instructional programs, MONE finalized the new Competency-based Curriculum (*Kurikulum Berbasis Kompetensi*, KBK). This represents a major departure from the 1984 and 1994 curricular approaches. Booklets for each subject have been distributed to districts. Each booklet contains the competencies and their indicators that are to be learned by students at each grade level. It is the responsibility of local educational systems to determine the instructional approach.

Under REDIP2, many schools were ready to implement competency-based curriculum (KBK) in 2003, although KBK officially started in July 2004. Many teachers already tried out the new active-learning teaching methods such as contextual teaching-learning (CTL) in their classroom. Most of teachers in major subjects (English, Indonesian Language, Mathematics, Science) already prepared syllabus (annual program and semester program) as well as lesson plans before their lessons, after receiving training through REDIP2 MGMP.

Decentralization in the Education Sector

Indonesia Government's new policy of decentralization is outlined in Law No. 22, 1999 concerning "Local Government," which transfers functions, personnel and assets from

the central government to the provincial, as well as the district and the municipality governments. Figure 2-1 shows the local administration structure after decentralization. This means that additional powers and responsibilities are being devolved to district and municipal governments. The *Bupati* (district head) and *Walikota* (municipal head) as the head of the autonomous local government are now directly responsible to the local assembly (*Dewan Perwakilan Rakyat Daerah*, DPRD), while the deconcentrated agencies for devolved functions, *Kanwil and Kandep*, have been abolished and merged into the regional government departments, *Dinas*.

Since decentralization came into effect on January 1, 2001, the administrative authority in educational sector is handled by district and municipality government. Although information about the merger of the regional ministry offices (Kanwil at provincial level, Kandep at district level, Kancam at sub-district level) with the local government (Dinas) was spread among the offices, there were no concrete guidelines released as to what function each office would take over or maintain. The "merger" has simply been the absorption of the former into the latter. Table 2-1 is a rough summary that shows the changes in the administration for junior secondary education before and after decentralization.

Education Board and School Committee

On April 2, 2002, Ministry of National Education Decree on Education Board and School Committee came into effect. In the Decree it is said that:

- 1) An education board is established in each kabupaten/kota upon community and/or kabupaten/kota government initiative;
- 2) In each education unit or education entity group a school committee is established upon community, education unit and/or kabupaten/kota government initiative;
- 3) Education Board is located in the kabupaten/kota, and School Committee is located in the education unit; and
- 4) Both Education Board and School Committee are independent, not having hierarchy relations with regional government or government institutions.

In REDIP2 Guidelines, the pilot project kecamatan and schools are requested to establish TPK (Kecamatan SLTP Development Team) and school committee. The school committee established under REDIP2 should not be different from the school committee to be established by the Decree. REDIP2's school committee has the same objective, role and function with the Degree-based school committee.

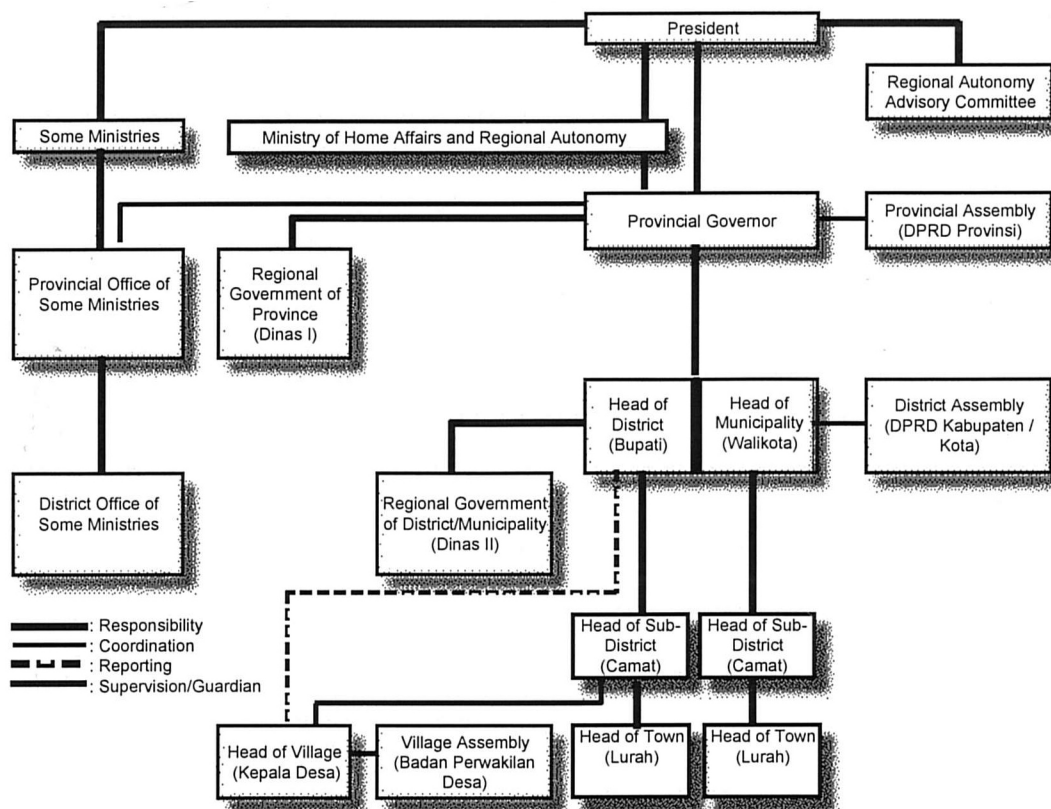


Figure 2-1: Local Administration after Decentralization

Table 2-1: Previous and Current Responsibility of Key Educational Administration for Junior Secondary Education

Function	Previous Responsibility	Current Responsibility
System Planning & Programming:		BAPPEDA Kab./Kota led team to include all agencies
Curriculum Design and Content: ^a	MONE	MONE/Dinas P&K Province/ Dinas P&K Kab./Kota / School
Selection of Textbooks:	MONE	School
Procurement of Textbooks:	MONE	Dinas P&K Kab./Kota
Content of In-service Teacher Training:	MONE / Kanwil	MONE (Project Based)/(Dinas P&K Province)
Delivery of In-service Teacher Training:	Kanwil	Dinas P&K Kab./Kota
Appointment and Promotion of Teachers:	MONE / Kanwil	Bupati / Walikota
Supervision of Teachers:	Kandep	Dinas P&K Kab./Kota
Evaluation and Assessment of Education Programs:	MONE	MONE
School Construction/Major Rehabilitation:	Kanwil / MONE	Dinas P&K Province / Dinas P&K Kab./Kota
School Rehabilitation and Maintenance:	MONE / Kanwil	Community / School
School Equipment and Furniture:	Kanwil	Dinas P&K Kab./Kota with School

^a The current policy allows schools to have their own curriculum which is said to be about 20 ~ 40 percent of the total curriculum.

Note: Entries in italics indicate a proposed change from the previous practice.

School-Based Management

In April 2001, Ministry of National Education revised the Book Series on the Management of School Based Quality Improvement (*Managemen Peningkatan Mutu Berbassis Sekolah/MPMBS*) published in 2000. MPMBS aims at making school independent or empowered by providing autonomy to school and encouraging school to do participative decision-making. Under MPMBS concept, schools are now given authority for school planning and their own curriculum management, in order to make schools more independent and empowered. This implies that school is the main unit of education activity, while bureaucrat and other elements are the supporting service units. Therefore an old management style that emphasized subordinating, directing, regulating, controlling and a few officials' decision-making needs to be replaced by a new management style that emphasizes granting autonomy, facility, cultivation of school's self-motivation, and participative decision taking.

Educational Finance after Decentralization

After decentralization, the kabupaten/kota government became responsible to draft, examine, approve, and disburse budget for public services. For junior secondary education (and primary education), Dinas P&K Kabupaten/Kota initially prepares a draft education budget bill covering both routine and development purposes. It needs to be approved by the district governor (Bupati), before the budget bill is sent to DPRD for their final approval. The main resource of kabupaten/kota government budget (APBD) is the DAU (*Dana Alokasi Umum*: General Allocation Fund), which is determined by the central government and directly allocated to kabupaten/kota. While kabupaten/kota is responsible for APBD, the majority of APBD is financed through DAU. Thus in general the kabupaten/kota are very much dependent upon the central government in finance. Increasing its own revenue is the key to a further consolidation of Indonesian regional autonomy in terms of both authority and finance.

PART 2 REDIP2 PILOT PROJECT

Chapter 3 REDIP2 Preparation: Framework

School Coverage

REDIP1 covered all kinds of junior secondary schools; public SLTP, private SLTP, public MTs, private MTs, and SLTP Terbuka, and treated them equally under its pilot projects. This arrangement was rather novel in Indonesia where SLTP and MTs are administered separately by two ministries and development projects usually cover only segments of the schools (for instance, MTs only, private SLTP only, SLTP Terbuka only, or selected schools only). The new arrangement worked nicely and created a strong sense of unity and comradeship among the schools and residents. So REDIP2 adopts the same arrangement with REDIP1. It covers all junior secondary schools in a given kecamatan irrespective of their status or affiliation.

Kabupaten/Kota Selection

When it was decided to extend REDIP as Phase 2, expanding its coverage as well, one immediate question was how to select the pilot kabupaten/kota and kecamatan for Phase 2. The total number of target schools should be less than 400, considering the administrative work involved. Given this limitation, there were two possible alternative arrangements:

- 1) Select a few kecamatan only from one kabupaten/kota, and select as many kabupaten/kota as possible. (REDIP1 arrangement)
- 2) Select a few kabupaten/kota only, but cover all kecamatan in them.

REDIP1's lessons favored the second alternative, which would ensure that kabupaten/kota be fully involved in the pilot projects. However, the limitation of 400 target schools at maximum meant that in actuality we could cover only one kabupaten/kota from each province. This appeared to be an excessive concentration that should be avoided. Thus, our conclusion was a compromise: two kabupaten/kota from each province and a half number of kecamatan from each kabupaten/kota. The selected kabupaten/kota are as follows:

Central Java

Kabupaten Brebes	The best performer of REDIP1
Kabupaten Pekalongan	The best performer of COPSEP 2001

North Sulawesi

Kabupaten Minahasa	Continuation from REDIP1
Kota Bitung	Continuation from REDIP1

Kecamatan Selection

The total number of pilot kecamatan was first decided to be 33 in consideration of the administrative as well as budgetary limitation on the part of the team. The number was then allocated among the four kabupaten/kota selected above: 10 (out of 17) for Brebes, 9 (out of 16) for Pekalongan, 10 (out of 30) for Minahasa and 4 (out of 5) for Bitung. The selected pilot kecamatan are as listed in Table 3-1. Basically, in the REDIP1 kabupaten/kota, all former pilot kecamatan and control group kecamatan were first selected. Dinas P&K of respective kabupaten/kota nominated the remaining kecamatan.

Table 3-1: Pilot Kecamatan and Number of Target Schools for REDIP2

Kabupaten/ Kota	Pilot Kecamatan	SLTP			MTs			SLTP/MTs Total	SLTP Terbuka	School Total	REDIP 1 Status
		Public	Private	Total	Public	Private	Total				
Brebes	Brebes	7	3	10	1	2	3	13	1	14	
	Wanasari	4	2	6	1	2	3	9	1	10	
	Bulakamba	3	4	7	0	5	5	12	1	13	
	Tanjung	3	0	3	0	2	2	5	1	6	
	Losari	3	1	4	0	4	4	8	1	9	
	Jatibarang	4	1	5	0	2	2	7	1	8	Control group
	Larangan	3	1	4	0	6	6	10	0	10	
	Ketanggungan	3	2	5	1	3	4	9	1	10	Pilot
	Kersana	3	0	3	0	2	2	5	0	5	Control group
Banjarharjo	3	0	3	0	5	5	8	1	9	Pilot	
Total		36	14	50	3	33	36	86	8	94	
Pekalongan	Tirto	2	0	2	0	1	1	3	2	5	(COPSEP)
	Wiradesa	5	2	7	0	2	2	9	1	10	(COPSEP)
	Sragi	5	1	6	0	1	1	7	2	9	
	Kedungwuni	4	4	8	1	4	5	13	1	14	(COPSEP)
	Wonopringgo	1	2	3	0	2	2	5	1	6	
	Karanganyar	2	0	2	0	2	2	4	1	5	
	Bojong	3	1	4	0	1	1	5	1	6	
	Kajen	4	1	5	0	1	1	6	2	8	(COPSEP)
Kesesi	3	2	5	1	1	2	7	1	8		
Total		29	13	42	2	15	17	59	12	71	
Central Java Total		65	27	92	5	48	53	145	20	165	
Minahasa	Likupang	5	12	17	0	0	0	17	1	18	Pilot
	Wori	3	2	5	0	0	0	5	1	6	Control group
	Tondano	5	3	8	0	1	1	9	0	9	Control group
	Kombi	3	3	6	0	0	0	6	0	6	Pilot
	Tompasso	2	3	5	0	0	0	5	0	5	Control group
	Tareran	5	6	11	0	0	0	11	0	11	Control group
	Tumpa	4	1	5	0	0	0	5	1	6	
	Tombatu	6	4	10	0	0	0	10	1	11	Pilot
	Tenga	7	3	10	0	1	1	11	1	12	Pilot
Motoling	8	6	14	0	0	0	14	1	15		
Total		48	43	91	0	2	2	93	6	99	
Bitung	Bitung Utara	5	2	7	0	1	1	8	1	9	
	Bitung Tengah	1	6	7	0	0	0	7	0	7	Pilot
	Bitung Timur	1	3	4	0	1	1	5	0	5	
	Bitung Selatan	3	1	4	0	0	0	4	1	5	Control group
Total		10	12	22	0	2	2	24	2	26	
North Sulawesi Total		58	55	113	0	4	4	117	8	125	
REDIP 2 Total		123	82	205	5	52	57	262	28	290	

Source: JICA Study Team

Field Consultants

Field consultants played a crucial role in REDIP1. A total of eight field consultants were charged with two kecamatan each. As facilitator, they assisted TPKs and schools with every step of the pilot project. The respectable achievements by TPKs and schools depended much on their professional services and dedication. Judging from their overall performance, we can safely conclude that assigning two kecamatan to one field consultant is a workable and appropriate scheme. The team interviewed a number of candidates and selected 16 field consultants as summarized in Table 3-2.

Table 3-2: Selection of Field Consultants for REDIP2

Province	Application	Interviewed	Selected
Central Java	14	12	9
North Sulawesi	8	8	7
Total	22	20	16

National Consultant

In REDIP1, one national consultant was recruited mainly to advise and supervise the group of eight field consultants. It turned out, however, that the national consultant could do a greater service to REDIP2 by delivering the message of the REDIP model not only to the people involved in REDIP2 but also to the general Indonesian public as well. So the team decided to hire the same national consultant, but his terms of reference was revised accordingly.

Pilot Project Components

In REDIP2, the pilot project consists of two components: Component A for kecamatan and Component B for schools. Component A is to establish and support the Kecamatan SLTP Development Team (TPK), and Component B is directed toward the individual schools in each kecamatan, but its content varies according to the schools' needs and priority. Component A contains general activities by TPK, KKKS activities by school principals and MGMP activities by subject teachers. Unlike in REDIP1, Component B in REDIP2 no longer offers "menus" for the schools to choose. Schools are free to propose any activities they think necessary to implement as long as the activities are in line with the medium-term plan they prepare and meet the conditions specified in the guidelines.

TPK and Its Activities

The TPK is composed of representatives of the seven categories of stakeholders:

- Camat's Office
- Kecamatan Education Office (Cabang Dinas P&K)
- SLTP/MTs principals
- BP3s
- SLTP/MTs teachers
- Community and/or religious leaders
- Village heads

At least one representative each is required to be present from the seven categories. For administrative reasons, on the other, the total number should not exceed 30. The TPK should elect Chairperson, Secretary, Treasurer and Internal Auditor from among the members. In addition, an External Auditor is appointed by Dinas P&K Kabupaten/Kota. TPK activities should consist of 1) general activities, 2) KKKS activities, and 3) MGMP activities.

School Committee and Its Activities

Each pilot school is required to organize the school committee. However, if it already has the school committee organized under the social safety net program, it does not have to create a new one. Basically, the school committee should consist of:

- School principal
- BP3 representative(s)
- Teacher representative(s)
- OSIS representative(s)
- Community representative(s)

The committee should elect Chairperson, Treasurer and Internal Auditor. Similarly to TPK, an External Auditor is also appointed by Dinas P&K Kabupaten/Kota.

Pilot school activities under REDIP2 should aim at improving educational quality at the school. Their main targets should be:

- Curriculum/teaching-learning process
- Human resources
- School management
- School/classroom environment

Funds Allocation

In REDIP2, the amount of funds each TPK or school receives was determined and announced in advance of its proposal writing.

For TPKs, the total funds are allocated in the following manner:

Base allocation	All TPK receives the same amount, Rp. 25 million, each.
Proportional allocation	The remaining funds are allocated in proportion to the number of SLTP/MTs in kecamatan.
Base allocation (extra)	Rp. 6 million is further added to the base allocation above to make up the loss due to the rupiah appreciation.

For schools, the total funds are allocated in five categories:

Base allocation	All SLTP/MTs receive the same amount, Rp. 15 million, each.
Addition 1	Those schools which did not receive assistance from other projects in the past two years receive additional Rp. 10 million each.
Addition 2	Those schools which have Terbuka but did/will not receive a grant from the life-skill program receive additional Rp. 5 million each. This money should be earmarked for activities to promote and improve Terbuka education.
Addition 3	Those schools which are located in remote areas receive additional Rp. 3 million each.
Proportional allocation	The remaining funds are allocated to all schools in proportion to the number of students.

Flow of Funds

Figure 3-1 shows how funds flowed from the Team to the individual recipients.

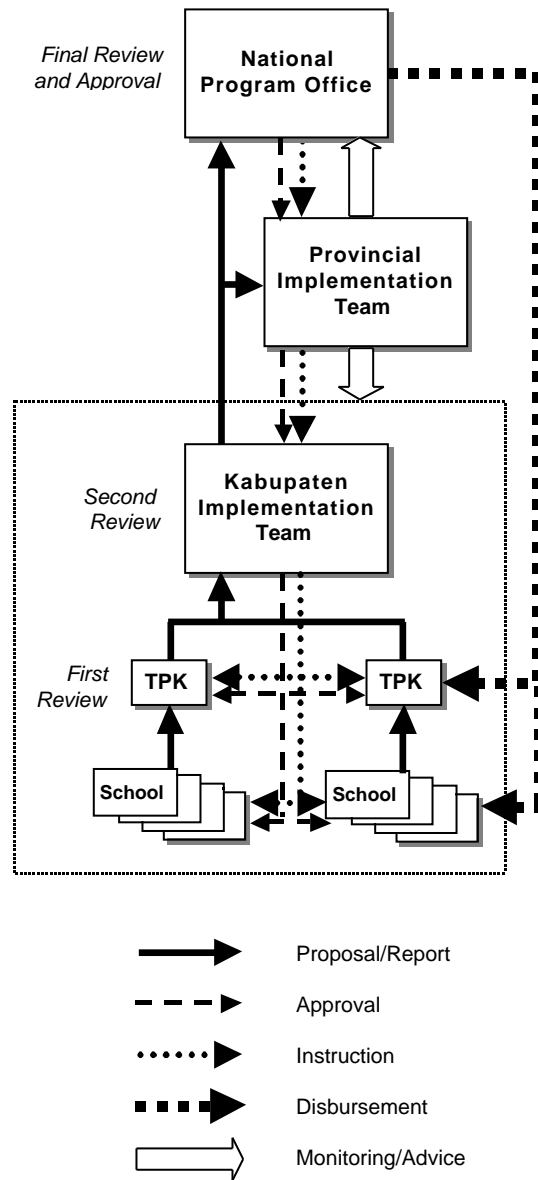


Figure 3-1: Flow of REDIP2 Funds

Chapter 4 REDIP2 Preparation: Pre-Pilot Training

Pre-Pilot Training Programs

Since REDIP1's shortcomings like misunderstanding, miscommunication and lack of motivation among people concerned with the pilot project are thought to come mainly from lack of training before the pilot project, in REDIP2, a series of pre-pilot training was programmed to let the participants of REDIP2 activities understand the contents of the project firmly and increase their motivation.

REDIP2 programmed five kinds of training: (1) 2- and 3- Day Training for Field Consultants, (2) 5-Day Training for Kabupaten/Kota Staff, (3) TPK and School Committee Socialization, (4) 5-Day Training for TPK and School Committee, and (5) 1- Day Training for Financial Managers and Auditors of TPK and School Committee. Table 4-1 below is a summary of REDIP2 Pre-Pilot Training.

Table 4-1: Summary of REDIP2 Pre-Pilot Training

Title of Training	Date / Place	Trainees (No. of persons)	Trainers	Materials Used
3-Day Training for Field Consultants	- 27 February – 1 March / Jakarta	- Field consultants (17) - Provincial & Kabupaten coordinators (12)	JICA study team	- EP
5-Day Training for Kabupaten/Kota Staff	- 1 – 5 April / Semarang - 8 – 12 April / Manado	- Kabupaten officials (36)	Field consultants, JICA study team	- EP - FM
2-Day Training for Field Consultants	- 17 – 18 April / Jakarta	- Field consultants (17) - Provincial & Kabupaten coordinators (12)	JICA study team	- G (TPK) - G (School) - FG (TPK) - FG (School)
TPK and School Committee Socialization	- 24 April / Brebes - 25 April / Pekalongan - 30 April / Bitung - 1 – 2 May / Minahasa	- Provincial officials (10) - Kabupaten officials (62) - Kecamatan officials (99) - School Principals (262)	JICA study team, Provincial coordinators	- G (TPK) - G (School)
5-Day Training for TPK and School Committee	- 29 April – 17 May / each Kecamatan in CJ - 6 – 24 May / each Kecamatan in NS	- TPK members (660) - School Committee members (786)	Field consultants, Provincial & Kabupaten coordinators	- EP - G (TPK) - G (School) - FG (TPK) - FG (School)
1-Day Training for Financial Managers and Auditors of TPK and School Committee	- 16-18 July / each Kecamatan in CJ - 1 – 4 July / each Kecamatan in NS	- Financial managers & auditors	Field consultants, Provincial & Kabupaten coordinators	- FM - FG (TPK) - FG (School)

<N.B.>

CJ: Central Java Province, NS: North Sulawesi Province, EP: Modules for Educational Planning, FM: Modules for Financial Management, G (TPK), G (School): Guidelines for TPK, Guidelines for SLTP and MTs, FG (TPK), FG (School): Financial Guidelines for TPK, Financial Guidelines for SLTP and MTs

Training Materials

For the pre-pilot training, the following six kinds of training materials were produced:

- Modules for Educational Planning
- Modules for Financial Management
- Guidelines for TPK
- Guidelines for SLTP and MTs
- Financial Guidelines for TPK
- Financial Guidelines for SLTP and MTs

All the materials were prepared in both English and Indonesian languages.

Performance of Training Programs

When all the contents of the training materials could not be covered during the training due to time constraint, trainers concentrated on the important points of each material. Although the JICA study team developed a standard program for each type of training, two provincial teams took liberty to modify the programs according to their specific conditions and circumstances.

Attendance was quite good in all the training programs, indicating people's high expectation of REDIP2. At the end of each training program, participants were asked to fill in an evaluation questionnaire. According to the responses, it can be concluded that the training was very useful for trainees in understanding the contents of the pilot project and implementing the pilot activities.

Chapter 5 First Year Pilot Project: Proposals

How Proposals Were Developed

Prior to pilot project implementation at TPK and schools, representatives of TPK and the school committees attend three kinds of training sessions held in respective kecamatan.

- TPK and School Committee Socialization;
- 5-Day Training for TPK and School Committee; and
- 1-Day Training for Financial Managers and Auditors of TPK and School Committee

After receiving the 5-day training scheduled in May 2002, all the TPK and schools were required to develop TPK and school development plans following the materials provided in the training. On the last day of 5-Day Training for TPK and School Committee, each TPK and school started to develop an activity proposal for REDIP2 (Year 2002/03). The proposal shall be based on and consistent with the TPK and school development plan.

TPK Guidelines: Possible Activities for TPK

The following are some examples of TPK activities in the TPK Guidelines:

1) General Activities

As a kecamatan-based organization, TPK should conduct these activities which are primarily targeted towards community at large. Its activities should not intervene in individual schools' activities. If TPK does deal with schools, the activity should be inter-schools, inviting all the schools to participate in.

- "Community Forum"
- "Planning Kecamatan Junior Secondary Education"
- "Awareness Raising Campaign"
- "Fund Raising"
- "Inter-School Sports Games"
- "Art Contest and Exhibition"
- "Subject Contest"
- "Monitoring REDIP2 Pilot Project"

2) KKKS (Principals Working Group) Activities

Under TPK's initiative, a new KKKS should be organized comprising all school principals of SLTP and MTs in kecamatan. The KKKS shall meet regularly to exchange information and resources and share professional knowledge on how to better manage school and improve quality. Suggestions on specific activities:

- “SLTP-MTs Linkage”
- “SLTP Terbuka Consortium”
- “Enrollment Coordination”
- “Study Tour”
- “On-Site Training”

3) MGMP (Subject Teacher Support Program) Activities

Like KKKS, a new MGMP for the core subjects should be organized by TPK comprising all SLTP and MTs in the kecamatan. The MGMP shall regularly meet subject-wise to share and improve the members’ professional knowledge on and skills for classroom teaching. Suggestions on specific activities:

- “In-Service Training”
- “Classroom Action Research”
- “Development of Teaching Aids”
- “Demonstration Lessons”

School Guidelines: Possible Activities for Schools

Proposed activities from schools may contain the element of “Activities”, “Procurement”, and “Rehabilitation”. It is strongly recommended that a school propose a combined activity with these elements. The following are some example of school activities in the School Guidelines:

1) Curriculum/Teaching-learning process

- ✓ School activities to stimulate students’ interest and encourage their pursuit of higher achievement
- ✓ Teacher activities to improve classroom teaching-learning processes
- ✓ Development of teaching materials
- ✓ Procurement of textbooks and teaching/learning materials such as dictionaries, atlases, language tapes, etc.
- ✓ Procurement of instructional materials and its maintenance costs such as science laboratory equipment, tape recorder, overhead projector, etc.
- ✓ Training activities for utilization of the instructional materials
- ✓ Activities to encourage students learning such as field trip, contests, project activities.

2) Human Resource

- ✓ Skill development of teachers for subject matters and other skills
- ✓ Professional development of teachers and staff
- ✓ Action research

3) School Management

- ✓ School activities to increase enrollments, decrease dropouts, decrease absentees, etc.
- ✓ BP3 activities to heighten parents’ awareness, motivation and involvement such as home visit and open class for parents

- ✓ School/BP3 activities to strengthen relationship with the parents and surrounding community

4) School/Classroom Environment

- ✓ Procurement of Classroom furniture such as desks, chairs, shelves, blackboards, etc.
- ✓ Rehabilitation of classrooms
- ✓ Rehabilitation of roofing
- ✓ Improvement or new construction of toilets

Works below are NOT recommended *in principle*, considering the purpose of the pilot project, the size of the REDIP2 funds or the project time schedule:

- ✓ Construction of a classroom or laboratory
- ✓ Construction of a mosque
- ✓ Construction of a fence
- ✓ Construction of an access road, and
- ✓ Construction of teachers' mess

Matching Funds

Schools are required to raise funds to match the REDIP2 funds. The donations can be either cash or in-kind (e.g., materials, labor, etc.). For the sake of simplicity, only cash donation shall be counted here as a matching fund. In-kind contributions shall be properly recorded but do not have to be translated into equivalent money terms. There is no restriction on raising more funds than the specified level. Rather it would be encouraged to do so as a means of raising awareness but care must be taken not to place undue burden on community members including parents of school students.

How Proposals Were Reviewed

In the TPK and School Guidelines, it is written that "the activity proposal shall first be submitted to TPK. After TPK's review, it shall be reviewed further by KIT and, then, by PIT and NPO. The proposal must reach NPO no later than June 30, 2002." However, in practice, the Kabupaten/Kota Implementation Team (KIT) was not able to participate in the review process due to the lack of capacity. The National Program Office (NPO) and the Provincial Implementation Team (PIT) took this fact seriously, then attempted to motivate KIT to involve the REDIP2 activities more from the consequent activity, examining financial report (submitted by TPK and schools). In doing so, NPO and PIT have provided several occasions of work-based training for KIT on financial audit and reporting, practice-based workshop, etc. As a result, KIT could fully conduct the financial report review which took place during October and November 2002.

When reviewing the proposals in line with the TPK and the School Guidelines, the following are some important points they especially considered:

- 1) It is not allowed to propose only procurement or rehabilitation activities;
- 2) Basically no construction is allowed;
- 3) No salary or per diem for principals, teachers or BP3 members is allowed;
- 4) Matching fund must be appropriated;
- 5) All of the general, KKKS and MGMP activities should be proposed by TPK;
- 6) Unreasonably high unit costs in procurement and rehabilitation should be refused.

Whenever the field consultants, PIT or NPO found an unacceptable proposal, they returned it to the TPK or the school through the field consultant in charge. By the early July 2002, all the TPK and the school proposals were approved by NPO, and the JICA study team disbursed the funds directly to the bank accounts of the TPK and school committees. The disbursed funds were for financial term 1, and the second disbursement for financial term 2 took place in January 2003.

Chapter 6 First Year Pilot Project: Monitoring

System for Monitoring

The monitoring system for the pilot projects at TPK and schools is illustrated in Figure 6-1. The important point is that the Field Consultants play a key role in monitoring, by collaborating with the Kabupaten/Kota Implementation Team (KIT).

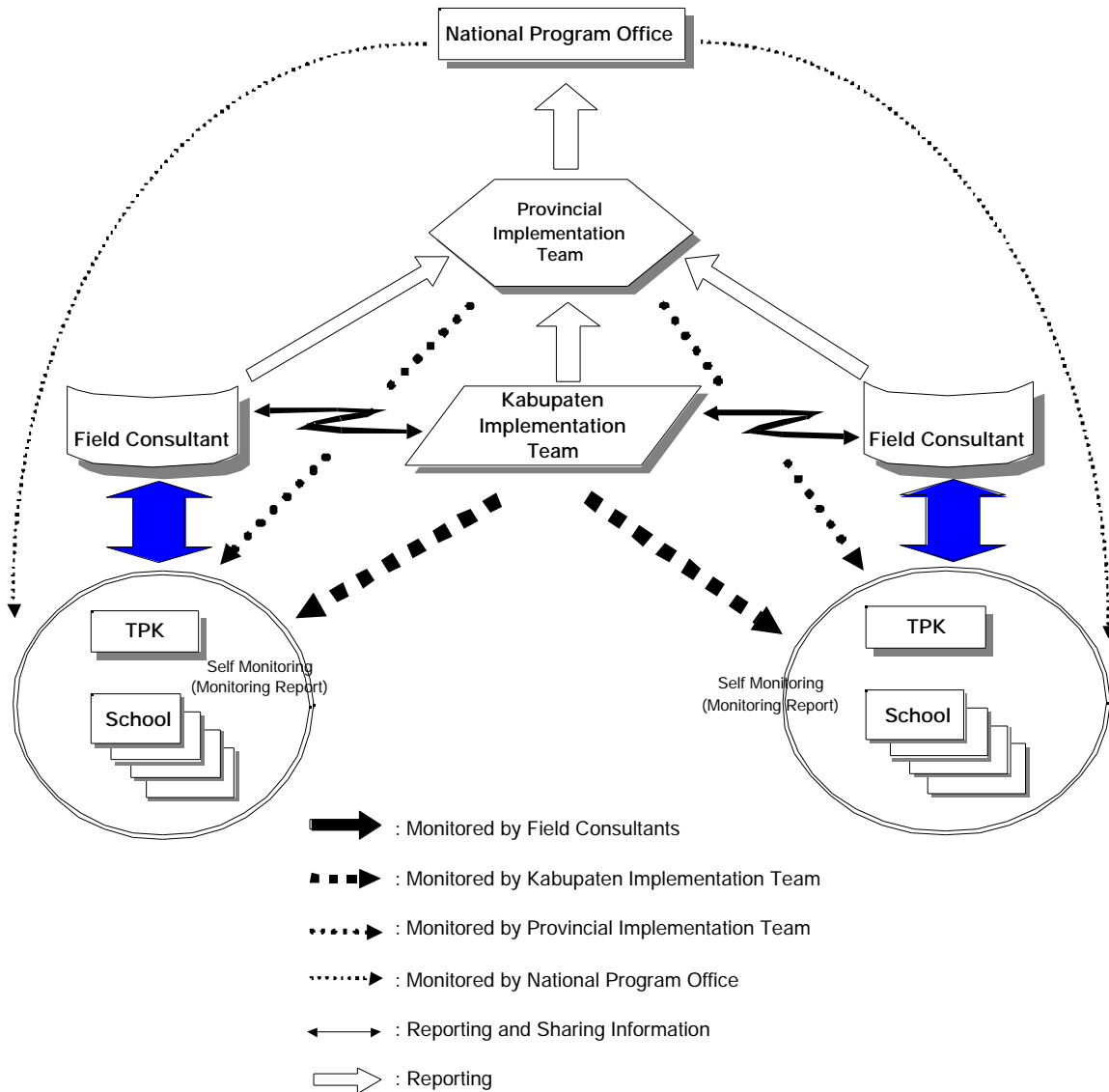


Figure 6-1: Monitoring System

Findings from Monitoring of the First Year

Major findings from the monitoring in the first year of REDIP2 are as follows:

1) Matching Fund

A matching fund is required for each school to receive the REDIP2 funds. The majority of REDIP2 school committee members are "optimistic" in fund raising, because they have already had similar experiences prior to REDIP2. A variety of fund raising techniques are observed during monitoring.

Activities

- Canteen
- Cookies, calendars, and others sold by teachers and parents
- Recycling beverage bottles by students and parents
- Students singing in church in North Sulawesi Province
- Religious activities
- Tools: envelopes, name lists, cards, donation boxes at school, etc.

Cash and in-kind (labor contribution and material contribution) given by

- Teachers
- Parents and communities
- Alumni
- Local businessmen
- Yayasan (especially for private schools)
- Religious institution

Temporal increment of school fee as "donation"

- e.g. Rp. 1,000/month for a couple of months added to the usual school tuition

2) School Transparency and Public Accountability

The JICA study team (hereafter, the team) has been promoting TPK and schools to make public the REDIP2 proposals to gain trust from their communities. The team suggested they put their proposals on a school bulletin board, and recommended TPK to put their proposals at *Caban Dinas P&K* or Kecamatan office). They were also recommended to put articles of REDIP2 activities on school or Kecamatan newsletters, so that non-committee members can know their activities and be encouraged to join them. Most of schools adopted these recommendations, and such practice developed more transparency of schools in communities, and it is very important under decentralization era.

3) Local Government's Initiatives Inspired by REDIP2

Some local governments involved in REDIP2 were found to implement the following new initiatives inspired by REDIP2:

- Brebes *Dinas P & K* intends to replicate REDIP2 activities in non-REDIP2 kecamatans. As of August 2002, Kabupaten Brebes Assembly (DPRD) already approved to disburse Rp. 1.6 billion as a part of APBD adjustment 2002 (for

physical and material improvement of school). The head of *Dinas P & K* is also planning to adopt REDIP2 methodology to administer school development. This REDIP type program would cover all the SLTPs and MTs, both state and private, in the kabupaten.

- Kabupaten Pekalongan Assembly (DPRD) approved to disburse Rp 45 million from adjustment budget 2002 (APBD) to support REDIP2 activities during financial term 1 (August – October 2002). In addition, Pekalongan *Dinas P&K* is planning a development budget allocation for the non-REDIP2 7 kecamatan (REDIP2 covers 9 kecamatan out of 16 in total) from FY 2003.
- Being inspired by REDIP2 fund raising activity, *Camat* (Sub-District Head) of Kec. Tareran, Kabupaten Minahasa, North Sulawesi Province has established a village-based education improvement system called "Village Leader Council for Education Development" and "Special Education Development Fund" as key institutions.

4) Key Factors in Succeeding REDIP2 Activities

During the monitoring, the following were identified as key factors that contributed to successful implementation of REDIP2 in the first year.

- "REDIP2 is not a Proyek (Project)." - this message motivated the community to participate in REDIP2.
- Kecamatan-wide educational socialization meetings have a bigger impact.
- SLTP - MTs link provides new educational resources.
- REDIP2 can enhance internal communication at school.

Chapter 7 First Year Pilot Project: Outcome and Impact

Qualitative Analysis of First Year's Impact: Focus-group Interviews

In order to measure changes and impact of the REDIP2 pilot project, three comprehensive school surveys were scheduled in REDIP2: (1) Baseline Survey in 2002, (2) Interim Survey in 2003, and (3) Post-Pilot Survey in 2004. These surveys were carefully designed to provide a comprehensive data set for intensive quantitative analysis, but it seems that the survey results would not be sufficient to draw a picture of continuous changes that the stakeholders are experiencing at the micro level. Because of this consideration, the JICA study team conducted (4) focus-group interviews of the field consultants and REDIP2 counterparts at Provincial Dinas P&K office.

In the focus-group interviews, people who participated in the first year pilot project reported several significant changes taking place in people's perception and attitude. They noted improvement in transparency, accountability, discipline, honesty or motivation. The most important thing may be that people practiced democracy for the first time. Changes in local government's perception were also notable, as signified by the adoption of the REDIP model in their educational administration.

Why Was REDIP2 Able to Bring Positive Changes?

Results of the focus-group interviews amply suggest that REDIP2 has been making positive impact on the stakeholders. Why was this possible? To generalize the comments given in the interviews, the first reason should be that REDIP2 has provided a simple and workable model that can be shared by various stakeholders. Second, this particular model has successfully induced highly dynamic, often unconventional interactions among stakeholders. Third, a team of Field Consultants, deployed to facilitate and monitor the whole process, painstakingly and effectively guided the participants with the best possible resources at hand.

Quantitative Analysis of First Year's Impact

REDIP2 pilot activities have been implemented for two years since the beginning of the 2002-2003 school year. The impacts of these activities are measured at different times during and after these two years: pre-pilot evaluation was conducted from July to September 2002; mid-term evaluation from April to June 2003; and post-pilot evaluation from June to August 2004.

Indicators in participation in training, condition of some facilities, and textbook availability clearly improved over the year. Process indicators such as principal's

satisfaction, teacher's perspectives on their teaching-learning process, and the level of community satisfaction on schools improved. These indicators were directly intervened by REDIP2.

However, there are no significant changes observed between the baseline and interim results among many indicators, and some of indicators show lowered scores in the scale or decreases in numbers over the year. The most likely reason for the mixed results is that the surveys used 5-point Likert scales to quantify subjective answers, where respondents are assumed to use the same judgmental scale consistently to give their answers to the same question in the two surveys. But it seems that this assumption is not held, and the real picture got distorted or blurred. To avoid the same problem in the post-pilot survey, it was suggested to add a few more questions to the end of each questionnaire, which ask self-evaluation of the respondent's change over the two years.

Overall Evaluation of the First Year Pilot Project

There can be many approaches to develop and improve education. In retrospect, REDIP was quite unique in that it unwittingly took a holistic approach to that end. The approach can be compared to the oriental medicine. It did not try to cure specific "ailments" or treat specific "organs." Rather it tried to invigorate the "human body as a whole" that is education in community. This holistic approach characterizes REDIP and its performances should be reviewed in relation to this particular characteristic.

With respect to empowerment, REDIP2 in the first year has performed well. As was the case in REDIP1, the pilot project successfully motivated people in schools, local government offices, villages, and households. The qualitative impact was evident in various ways. However, in quantitative terms, main indicators do not attest significant positive effects of the pilot. This is exactly what the holistic approach can do the best just like the oriental medicine slowly improving the total condition of the human body. There is no surgical treatment or quick recovery but a gradual yet fundamental reorganization of the body functions. If this is our aim, REDIP2 has achieved it to a respectable extent.

Based on the evaluation of the first year, the following three specific goals were suggested for the second year of REDIP2:

- Support to the Local Government-Initiated REDIP
- Encouragement of the Spontaneous Drive to Quality Improvement
- National and Provincial Exposure of REDIP

Chapter 8 Developing Teaching Materials and Aids: Best Practices of First Year Pilot Project

Why Best Practices?

The REDIP2 pilot project has been stressing the improvement of teaching-learning process at school. Many TPKs (through MGMP) and schools endeavored to achieve this objective through a variety of activities. One typical such activity was developing teaching materials and aids of their own. Within a year, a host of self-made teaching materials and aids blossomed throughout the pilot kecamatans. It was as if Indonesian teachers' professional conscience and innovative creativity had finally burst out after a long period of suppression.

To measure the scope and depth of this particular phenomenon and look for a workable approach to quality improvement, the JICA study team collected as many self-developed teaching materials and aids as possible during November 2003. It managed to identify 43 cases in Central Java and 10 in North Sulawesi. The collection is a splendid showcase of teachers' creativity though it naturally reveals a vast range of effort involved and sophistication achieved. A few of them are already worthy of national publication, while some others are little more than the author's personal memo. It is hoped that we can draw ample lessons and hints on quality improvement from this review of best practices.

Overview of Teaching Material Development under REDIP2

Even though REDIP2 stressed quality aspects in its pilot, it did not specifically require TPKs or schools to conduct some particular activities or other to improve the teaching-learning process. It was completely up to them to decide whether to address this problem and what action to take. It turned out that many of them launched into developing teaching materials and aids of their own which were more suitable for their students. The interviews with the teachers who developed them or TPK members who initiated the activity reveal some interesting observations. We can generalize them and hypothesize as follows:

1) Why their own "modules"?

The majority of the collected items are "modules," teacher's guides that organize lesson topics, students' exercises and, sometimes, background information according to lesson units. This is not because such teacher's guides are not published in Indonesia or not available in the provinces. According to the interviews, there are several reasons why so many teachers created their own modules:

- A better substitute for the textbooks..

- A supplement to the textbooks and modules.
- A cheaper alternative to the textbooks.
- Lack of textbooks or modules.

2) Who developed?

There were three types of developers of teaching materials: (1) Kecamatan MGMPs (under TPK) (about 50%), (2) a group of teachers of individual schools (about 25%), (3) individual teachers (about 25%). In either type, REDIP2 very effectively stimulated the teachers with funds as well as the spirit of initiative and innovation.

3) What subject?

Almost all subjects were dealt with in some way or other, but English, mathematics and IPA (science) are the three subjects that students have difficulty to learn and teachers think appropriate materials and aids will help them better understand. This suggests that the current curricula and textbooks particularly for those three subjects may need a critical review and revision.

Lessons for Further Improvement

Review of the best practices suggest the following lessons for further improvement in teaching materials development:

- Group work is better than individual work in producing teaching materials.
- Opportunities to share the teacher-made teaching materials are important.
- Quality improvement of education can and should start from teachers.

Chapter 9 Towards the Second Year Pilot Project

Challenges for the Second Year Pilot Project

While there are tremendous qualitative progress and impact on education development among TPKs and schools in the first year of REDIP2, there are some shortcomings in the first year and challenges for the coming second year pilot project. Some factors must be taken care of, improved and strengthened more at the levels of school, TPK and local government. Following is a summary of shortcomings in the first year implementation and challenges that REDIP2 tackled in the second year.

1) Kabupaten Government's Role

Since the REDIP2 pilot project activities started in July 2002, the study team, the provincial implementation teams (PITs) and the field consultants have made strenuous efforts to lobby the kabupaten/kota governments and Dinas P&K for promising their commitments to REDIP2, especially financial support from the local governments and technical support from Dinas P&K. The kabupaten/kota governments of Brebes, Pekalongan, Minahasa and Bitung have already announced their financial support to REDIP2 TPKs and schools. As realization, as of June 2003, the Brebes and Bitung governments had taken a real action of financial support to REDIP2 TPKs and schools, but the Pekalongan and Minahasa governments unfortunately took no actions in 2002/2003. The JICA study team, the provincial implementation teams (PITs), the kabupaten implementation teams (KITs) and the field consultants understand that they need continuous lobbying to make the governments realize the importance of education development until they successfully receive financial support from them.

2) TPK's Role

Although TPKs have tremendously been contributing to education development last year, there are still some TPKs that still do not grasp their important roles. TPK can have many functions, effects and influences on education development. Many TPK activities last year already proved it. To make TPK's function effectively, it is very important for TPK to have a very clear vision and objectives. All TPK members should understand what their objectives are, and what they want to achieve after one year. Without these, their activities would end up with very *ad hoc* activities or they would just do conventional activities that are copied from old projects. In case of KKKS, if they seriously think their role, activities would not be just having meetings once or twice in several months. The field consultants need to emphasize the importance of setting a clear vision and objectives in KKKS and facilitate them more in the second year. To strengthen MGMP, the JICA study team and the provincial

implementation teams are designing a program that links local university resources under IMSTEP and teacher's in-service training through REDIP2 MGMP. This program is called *Participatory Action Research in Teaching and Learning Process*, and the research team will do field research at REDIP2 MGMP and classrooms.

3) School Commitment

REDIP2 is proved to be a powerful means of school development. The REDIP2 pilot project motivated principals, teachers, students, parents and communities, and it created many opportunities in which all kinds of stakeholders can participate. It has also trained them technically like how to write good proposals, how to implement activities smoothly and efficiently, how to involve communities, how to handle budget, how to write the financial report, etc. But, there are still some schools which still do not get the idea of school-based management and keep the old style in which the principal has privilege to handle a given project. Their attitude is always passive and not democratic. There are also some schools of which proposals do not show any clear vision, objectives, or priorities. Those schools' activities tended to be very *ad hoc*, and transparency is usually low at those schools. There are also a number of schools where the principal and teachers are only concerned with their students at school, paying little attention to drop-out students or out-of-school children. For these schools, the field consultants should provide more facilitation, the kabupaten/kota and provincial implementation teams should provide advice from Dinas P&K's point of view, and the JICA study team should provide more technical assistants with this respect.

Outline of the Second Year Pilot Project

The pilot project for the second year of REDIP2 was implemented from October 2003 to June 2004. There were several adjustments and improvements in the second year based on the first year's results, as follows:

- The financial term in the second year became one instead of two terms like the first year. This adjustment was aimed to reduce a heavy administrative work for TPKs and schools.
- A REDIP2 school committee was integrated into a '*School Committee*' which was established by the national government's decree.
- The amount of funds JICA provided to TPKs and schools was reduced roughly 20% because JICA considered the sustainability of REDIP2 after the pilot project's completion, and JICA also acknowledged the REDIP2 covering kabupaten and kota governments have already started providing counterpart budget for REDIP2 schools.

One of major improvement in the second year is that most of TPK's and school's transparency has been improved. Many TPKs and schools voluntarily put their proposals and financial reports on a bulletin board in the first year to demonstrate their transparency. In order to make this fine movement as routine for all the TPKs and schools, the National Program Office requested all of them to put their proposals and financial reports on the bulletin boards. Another important improvement is that Kabupaten Brebes and Kota Bitung have provided counterpart funds for REDIP2 TPKs and school in 2002/2003. The other two kabupaten have also planned to provide counterpart funds in 2003/2004, and a part of the funds already disbursed to schools.

Procedure and Budget Allocation

The procedure and the way of budget allocation in the second year are basically same as the first year. However, there is one important change from the first year. That is proposal handling. In the first year, all the proposals were mainly reviewed and approved by the Provincial Implementation Teams (PITs) and the JICA study team members. In the second year, however, all the proposals were carefully reviewed and approved only by the Kabupaten/Kota Implementation Teams (KITs) and the PITs. There was no involvement from the JICA study team, and the JICA study team was satisfied with the results. This is a sign of the local governments' strong initiative and commitment. It can be also said that Dinas P&K of kabupaten and province are basically capable of handling the pilot project because the process of proposal review and approval are one of the most important and difficult tasks in the plot project.

Exchange Program in the First Year

In the first year of REDIP2, the exchange program between Central Java and North Sulawesi Provinces was held on April 7 – 9, 2003 for the visit to Central Java by the North Sulawesi group and on April 14 – 16, 2003 for the visit to North Sulawesi by the Central Java group. During the program in Central Java, the group visited 12 kecamatan (7 in Brebes and 5 in Pekalongan) out of 19 kecamatan involved in REDIP 2 (10 in Brebes and 9 in Pekalongan). In North Sulawesi, 9 kecamatan were visited (4 in Bitung and 5 in Minahasa) out of 14 kecamatan (4 in Bitung and 10 in Minahasa).

Based on the observation of the exchange program in the first year, the following lessons were learned:

- It would be better if the participants in the exchange program represented all the component members involved in REDIP2 in regions, including the representatives of the regional government and the regional house, TPK, principals and teachers, Provincial/Kabupaten Implementation Team, and field

consultants. This exchange program would be a good opportunity for them to share their ideas and views and make more commitment in REDIP2.

- In the implementation of the exchange program, not all pre-determined schools were visited in Central Java and the opportunities for discussion were not enough in North Sulawesi. This was due to the large number of delegates and the long distance between the visited schools. In the next exchange program, the number of delegates, grouping and visiting places should be considered carefully so that the coordinators are able to have a better coordination.
- The workshop was supposed to be held at the end of the visit, but not held either in Central Java or North Sulawesi. Therefore, after the completion of the field visit, no discussion was held on what was observed and learned by the participants. The workshop should be set as one of the priorities in the program since it is expected that at the workshop the participants can share their views and thoughts more intensively.

Interim Training

Following the pre-pilot training in the first half of 2002, interim training was held during the implementation of the pilot project. Three kinds of training and a workshop were programmed as the interim training: (1) 3-day Principal Training in April/May 2003, (2) 1-day Teacher Training in May 2003 and (3) Mid-term Workshop in June/July 2003. The principal and teacher training were newly programmed in the interim training in order to improve their professional capacity in school management and teaching-learning activities in the classroom, while the mid-term workshop was intended to refresh participants' understanding on proposal writing and activity implementation of REDIP2.

Chapter 10 Second Year Pilot Project: Monitoring

Findings from Monitoring in the Second Year

There are three rounds of monitoring trip by the JICA study team members during the second year: (1) October 2003, (2) February-April 2004, and (3) July-August 2004, in addition to day-to-day monitoring by the field consultants. Following are major findings from each monitoring trip:

1) Better Understanding of REDIP2 System: Quality Improvement and Transparency

Principals, teachers and TPK members showed better understanding of REDIP2 system during the monitoring in February-April 2004, compared with the monitoring in April-May 2003. Many principals emphasized that REDIP2 is not just providing a block grant to schools, but improving educational quality through enhanced collaboration of various stakeholders. Many principals pointed out that there is still a strong need to improve school facilities and purchase of school equipment and teaching aids especially for MTs, rural schools and newly established schools.

Many principals and field consultants also pointed out that the best element of REDIP2 system is “transparency”. Almost all schools practice to display their REDIP2 proposal and financial report in the school bulletin board, so there is very little possibility for the principal to misuse REDIP2 fund, which is unfortunately very unusual in Indonesian context.

2) Matching Fund

Through REDIP2, many schools developed innovative ways to collect the matching fund. Especially many MTs and private schools, which are generally considered as poorly-equipped schools compared with public schools, have shown great success in collecting the matching fund. It is reported that the matching fund was collected purely on a voluntary basis, without any coercion. Many principals said that if the socialization activities for the parents and the community are successful, and the parents and the community see that the school is managed properly and the money will not be misused due to transparency in school accounting, it is easy to collect the matching fund from the parents and the community.

3) Dropout students and out-of-school children

While the dropout rate is decreasing in most of REDIP2 schools and the student enrollment rate is increasing in REDIP2 Kecamatan, many principals admitted that the problem of dropout students and out-of school children is a complex problem which

the school and Cabang Dinas P&K cannot solve alone. The major causes for dropouts are low awareness on the importance of compulsory education, low economic status of students' parents, and early marriage. While socialization activities in REDIP2 have improved educational awareness among parents, but economic problems of the parents are difficult to solve.

4) Impacts on Teaching-Learning Process

The biggest change observed in schools since the last monitoring during April-May 2003 is the improvement in teaching-learning process. Many REDIP2 schools are now ready to implement competency-based curriculum (KBK) which was officially used from the next school year which starts in July 2004, and many teachers have already tried out the new active-learning teaching methods such as contextual teaching-learning (CTL) in their classroom, which use "hands-on activities" by students' groups in order to facilitate students to "learn by doing".

5) Preparation for the National Examination

From this school year, MONE decided to require students to get more than 4.1 scores out of 10 in order to pass the national examination (UANAS), increased from 3.1 last year, and the number of subjects in UANAS is now reduced to only three: Indonesian Language, English Language and Mathematics. REDIP2 pilot schools provided the following kinds of additional learning opportunities to better prepare for UANAS:

- Enrichment class
- Student discussion forum
- Students' group learning at home
- Learning hours campaign

6) Sustainability after REDIP2

When asked about the sustainability of REDIP2 system and activities after REDIP2, most principals and TPK members are optimistic and declared us that they will definitely continue REDIP2 system and activities on their own initiatives, although the scale might be smaller. They emphasized that REDIP2 can be continued because REDIP2 established the following "system of collaborations" among various stakeholders:

- Collaboration within a school
- Collaboration between SLTP and MTs as well as between public schools and private schools through TPK, KKKS and MGMP
- Collaboration between a school and the community through School Committee
- Collaboration between education and other sectors
- Collaboration between school and Dinas P&K in Kabupaten and Kecamatan through TPK

Exchange Program in the Second Year

The second REDIP2 exchange program aimed exchanging knowledge and technique developed and evolved by REDIP activities. While the first exchange program in 2003 was designed to exchange REDIP2 stakeholders mainly between two provinces (North Sulawesi and Central Java), the second exchange program in 2004 was organized into a more diversified style. In Central Java, there were both intra-kabupaten and inter-kabupaten activities to exchange and disseminate REDIP2 outcomes both between REDIP2 and Non-REDIP regions. On the other hand, North Sulawesi Province basically maintained inter-provincial activities. In addition, they conducted a dissemination tour in Non-REDIP regions, visiting all kabupaten in the province.

Teaching Material Contest

In July-August 2004, the JICA study team supported "Teaching Material Contest" organized by kabupaten/province Dinas P&K offices. It focused on MGMP outcomes, and aimed to disseminate good practices/materials/products of MGMP to neighboring MGMP. The contest typically consists of two stages: preliminary selection at the kecamatan level and main contest at the kabupaten level. In the preliminary selection, each MGMP at kecamatan selected exhibits, which were later competed with others at the main contest at kabupaten. In North Sulawesi, there are not many teaching materials developed, so the teaching material contest was replaced by a syllabus contest for competency-based curriculum (KBK), because many teachers complained that the old syllabus doesn't match the new curriculum, KBK.

NIPDEP Delegation from Malawi

In June 2004, REDIP2 received a NIPDEP (National Implementation Program for District Education Plan) delegation from Malawi. Like REDIP2, NIPDEP is also assisted by JICA. NIPDEP delegation, consisting of 7 members (including one JICA study team member), visited schools in Central Java, paid a courtesy call on Bupati, interviewed with the heads of Kab.Brebes and Pekalongan Dinas P&K, and discussed REDIP2 mechanism with members of REDIP2.

Chapter 11 Collaboration with IMSTEP

REDIP2 Research Grant (RRG)

In 2003/2004, REDIP2 has initiated a research grant (REDIP2 Research Grant, RRG) as a means to collaborate with another JICA-assisted educational program in Indonesia called IMSTEP (Improvement of Mathematics and Science Teacher's Education Project). The collaboration aims to share outcomes and lessons learnt in the two projects respectively. Since July 1998, IMSTEP aims to improve teacher training in mathematics and science in three teacher training universities (University of Indonesia's Education (UPI) in Bandung, National University of Yogyakarta (UNY), and National University of Malang (UM)).

Why Collaboration with IMSTEP?

In REDIP2, one of important activities is MGMP (Subject Teacher's Forum) where each subject teachers gather monthly and have discussion, invite lecturers, hold demonstration classes and produce teaching materials for improving teaching skills. In general, MGMP has been functioning well in most of sub-districts, to provide useful information and knowledge to teacher, but there are many MGMP that are not well prepared and organized. This is because MGMP members, junior secondary school teachers, have no sufficient experiences in organizing MGMP at the kecamatan level, and usually there is no in-service training trainer or professional adviser available locally. Finding such problems, the JICA team realized that it is necessary to bring external resource to MGMP activities in REDIP2, and IMSTEP was found to have an appropriate resource for MGMP.

The JICA team appraised applicability of IMSTEP outcomes (e.g., module, teaching method, research methodologies, etc) to the REDIP MGMP, and considered strategy to introduce, apply and localize IMSTEP knowledge and techniques to/by REDIP2. As a result, it was decided to involve local universities of education in REDIP2 region and to mobilize them as agent of changes. These local university lecturers are expected to learn knowledge and techniques of IMSTEP, and try out and apply them to MGMP activities in REDIP2.

Organization of RRG

The collaboration was organized in form of a research with a grant provided by the JICA team. National University of Manado (UNIMA) in North Sulawesi Province and National University of Semarang (UNNES) in Central Java Province were offered an opportunity to submit a proposal for the research grant. The research intends to evaluate and improve REDIP2 MGMP activities by applying knowledge and

techniques from IMSTEP. Research activities include assessment of current teaching situation in a classroom, provision of training and workshops in a classroom at selected locations in REDIP2. REDIP2 calls it 'Classroom Action Research'.

Results of RRG

Classroom action researches in the two provinces showed very positive results, although the implementation period was rather short. One of major factors in the successful research was IMSTEP resources which were available in any time. The RRG team's two visits to the IMSTEP sites provided them with many ideas, materials and techniques for implementing the classroom action research, and the IMSTEP-RRG regular meetings gave good advices and suggestions to the RRG teams.

From this result, the future collaboration with IMSTEP can be considered if REDIP model is expanded to other kabupaten where REDIP MGMP is set up and when there is a demand for teaching materials, techniques and methods from the new MGMP. The important point of the collaboration can be timing of inviting IMSTEP. In REDIP2 MGMP experience, there needs to be a mature period for MGMP to receive IMSTEP type of assistance, because MGMP initially needs some time to develop its system: by conducting problem analysis, or by exchanging existing good teaching materials and methods among members. Through this process, the teachers can clearly identify their weakness in teaching. Then, it would be the time to start collaboration with IMSTEP.

Chapter 12 Second Year Pilot Project: Outcome and Impact

Qualitative Analysis of Second Year's Impact

The JICA study team interviewed a wide range of stakeholders and collected many facts of qualitative changes and impact of the second year pilot project. The team carefully examined the interview results and compared them to those of the first year, and found that the most of changes and impact in the second year were very similar to those of the first year. These changes are in a continuous process and many of them have taken root in education development. There are some changes and impact deserving special mention in the second year as follows.

1) Local Government's Expansion of REDIP Model in 2004

In 2004, Dinas P&K in Kabupaten Pekalongan and Brebes in Central Java Province implemented REDIP expansion programs using each Kabupaten's APBD budget to apply REDIP system to schools which are not covered by REDIP2.

In Kabupaten Pekalongan, Dinas P&K allocated Rp. 160 million APBD budget in total for its own REDIP expansion program which intends to expand REDIP system to all remaining junior secondary schools in the kabupaten, which mean 22 schools in 7 kecamatan. Dinas P&K Pekalongan committed to provide an amount of Rp. 3.5 to 5 million to each TPK and Rp. 6 million to each school committee as a block grant for the proposed activities which were implemented from March to August 2004.

In Kabupaten Brebes, Dinas P&K developed a very ambitious plan which aims at expanding REDIP approach to all public MONE schools in the kabupaten, which ranges from the pre-school level to the senior secondary level, using APBD's BPP (Block Grant for Operation and Maintenance) budget in 2004. The total number of the target schools for the 2004 REDIP expansion program is 976. The head of Dinas P&K also disclosed his ambitious future plan to expand REDIP approach to all (a total of 1,557) public and private schools in Kabupaten Brebes, not only MONE schools but also MORA's Madrasa schools, in the next year 2005.

2) MONE's Expansion of REDIP Model: DBEP and REDIP-G

After decentralization, the Ministry of National Education (MONE) issued a new basic education development strategy of which core points are; (1) School Based Management, (2) Community Participation and (3) Decentralization of Education. Since decentralization, authorities, budgeting and roles of central and local governments have dramatically changed, and MONE has been looking for a new basic education development model under the era of decentralization. Under this

circumstance, REDIP2 showed a very clear and concrete example of how to do school based management, to involve community, and to build an education system under decentralization. The theory and successful evidence from REDIP2 were strong enough to influence MONE to apply the REDIP model in their own programs.

The first MONE's attempt to apply REDIP Model can be seen in the loan project, Decentralized Basic Education Project (DBEP) funded by the Asian Development Bank. In DBEP, they inserted REDIP's TPK system into their project structure, and their classroom construction is carried out by proposal based block grant system of which original idea is from REDIP. MONE is now planning their own secondary education development program, which is called REDIP-Government (REDIP-G) of Indonesia. Their plan is to apply REDIP model with their own human and financial resources. This program is still an experimental level, and the target kabupaten are Kabupaten Bogor and Kabupaten Bekasi in West java Province, and Kabupaten Tangerang in Banten Province. The working unit of REDIP-Government of Indonesia has started designing a frame of the program, and requested JICA to provide technical assistance.

Quantitative Analysis of Second Year's Impact

The post-pilot survey was conducted in July and August 2004. From the analysis of the post-pilot survey, we can safely conclude that REDIP has had positive and solid impact on people concerned with education in the pilot sites. The impact is wide-spread and far-reaching, not limited to a single or two aspects of education. In summarizing the findings, we may point out three characteristics of REDIP impact:

- 1) ***REDIP's impact is felt on a variety of people.*** Not only principals and teachers but parents, community members and government officials as well have changed some way or other through REDIP activities. Students, the ultimate beneficiaries of REDIP, are not exceptions; their performances are improving, too.
- 2) ***REDIP's impact is comprehensive.*** REDIP is not a single-purpose program which aims only at a very specific target. Rather REDIP provides a highly flexible framework in which anything can be pursued as long as it follows the guidelines set in advance. Its activities differ from school to school, from TPK to TPK, directly reflecting people's immediate needs and aspirations. As a natural result, their impact becomes comprehensive and goes deep.
- 3) ***REDIP's impact is reaching the ultimate goal, quality of education.*** Although REDIP does not oblige people to take explicit actions for quality improvement, participants spontaneously strove to achieve that. A case in point is teachers who joined kecamatan-based MGMP created under REDIP. Motivated and

empowered by new MGMP, many of them enthusiastically began improving their teaching skills, creating new teaching materials and aids, and, most importantly, putting new skills and knowledge into practice. Such innovations in the classroom are immediately noticed and welcomed by students. This anecdote amply bears out one dictum: quality improvement should start from "within" teachers, not from the top down or from the outside in. The survey results analyzed above reveal that such a real quality improvement is silently taking place in almost every school under REDIP2.

REDIP2 has given means and opportunities for teachers and principals to sharpen their commitment and draw more satisfaction from their noble profession. It has broken the psychological barrier between school and community, getting local stakeholders closer and inviting them to cooperate. The survey results and their analysis have shown that REDIP's positive effects have just begun emerging.

Chapter 13 Educational Finance and REDIP Localization

REDIP2 has supported local governments to play active roles in REDIP2, and expected that they would eventually take over REDIP2 administratively as well as financially. With such considerations, the JICA study team established the Provincial Implementation Teams (PITs) and the District/City (Kabupaten/Kota) Implementation Teams (KITs) from the beginning of REDIP2. REDIP2 has provided various training opportunities for the personnel nominated as KIT members, and has assign them some important roles; speakers at education campaign meetings, reviewers of TPK and school proposals, monitoring pilot project activities, examiners of TPK and school financial reports, and so on. The JICA study team has also approached not only on district government education departments (Kabupaten/Kota Dinas P&K), but also district governors/city mayors and district/city parliament (DPRD) members to enhance their commitments to education development. REDIP2 also invites governors/mayors and DPRD members to pilot project sites and explained how bottom-up education development is workable in REDIP2.

All the kabupaten/kota governments and Dinas P&K of REDIP2 sites have started to support REDIP2 both administratively and financially (by assigning KIP personnel and budget operational cost), because REDIP2 has demonstrated a new model of education development with community participation. Furthermore, three Kabupaten (Brebes, Pekalongan and South Minahasa) found REDIP2 is very effective, and have decided to continue and expand REDIP2 activities to non-REDIP2 sub-district (kecamatan). This expansion will be financed by kabupaten budget (APBD).

Since 2003, Kabupaten Brebes and Pekalongan have not only increased the government budgets for the education sector but also adapted the REDIP model for their own education development. Kota Bitung also reacted profoundly since the beginning of REDIP2 by providing a counterpart budget for TPKs and schools.

In 2004, Kabupaten Minahasa and South Minahasa too have allocated budget for education development applying REDIP2 technique. It is noteworthy that Kabupaten South Minahasa, which was split from Kabupaten Minahasa and just established in 2003, also plans to implement REDIP model.

PART 3 GUIDELINES FOR IMPROVING JUNIOR SECONDARY EDUCATION: WHAT REDIP HAS SUGGESTED

Chapter 14 Guidelines for Improving Junior Secondary Education

Guidelines as Suggested by REDIP Experiment

This chapter describes some guidelines for improving junior secondary education in Indonesia, which are developed based on the results and experiences of the REDIP experiment. The guidelines will provide a set of concrete and field-tested suggestions for the Indonesian government to effectively improve junior secondary education in a sustainable way.

Basic Principles

REDIP1 started in 1999 with three basic principles guiding its formation:

- (1) decentralization,
- (2) school-based management, and
- (3) community participation.

The three principles are in line with the government policy and have led to the current form of REDIP that seeks to empower schools, communities and local governments.

Local Educational Administration

The central question regarding educational administration is how Kabupaten/Kota governments should manage the educational system. REDIP experiences suggest following points:

- Importance of institutionalizing TPK as kecamatan-level organizations
- New tasks for pengawas (school supervisors) as field facilitators in implementing REDIP model
- Equity for all types of schools
- Substantial roles of province: provincial policy making and technical support to kabupaten and kota governments

Local Educational Finance

The central questions as to school finance are how to secure the government budget, how to allocate the budget among the schools, and how to spend the budget. REDIP has suggested following points:

- Securing at least 20% of budget for education in kabupaten/kota governments
- School routine budget given as proposal-based block grant
- Formula-based allocation of block grant
- Financing TPKs
- Consolidating school finance and making it transparent

Quality of Education

Better educational quality has been the ultimate goal of REDIP. A number of approaches can be applied to achieve the goal, but what REDIP has shown is a simple lesson: quality improvement can only start from the teachers. More specifically, the key to better quality is teachers' motivation. The focal question, therefore, is how we can motivate the teachers for excellence. A few suggestions are:

- Provide better remuneration.
- Encourage teachers' professionalism.
- Give easy access to new knowledge and skills.

Access to Education

Although Indonesia's national concern is shifting away from access to quality these years, access remains an acute issue in some parts, economically depressed or geographically remote areas in particular. Since decentralization started, MONE has lost its leadership position to spearhead the national drive for better access, and there seems to be no one left to take care of this issue seriously and systematically.

Even if most authority for educational administration has been delegated to local governments, providing new school buildings and teachers to begin with in underprivileged areas should remain a national responsibility. The access issue rather needs local or even personal attention given to students and their families. Various REDIP activities directly or indirectly addressed these constraints. Their results suggest following recommendations.

- **Increasing Enrollment:** Area-wide concerted efforts are necessary and TPK seems most suitable to do the job. Another innovation to improve access is the Terbuka consortium initiated by one KKKS. All schools in one kecamatan form a consortium and house a "satellite Terbuka" each to receive Terbuka students nearby.
- **Decreasing Dropout:** Unlike enrollment, schools can do much to reduce dropout. Dropouts are far fewer than previously projected, and economic reasons are not so dominant as expected, but instead reasons such as early marriage and loss of interest in learning are cited more often. Various school and TPK-based initiatives can change this situation, as shown below:

- Teachers may improve classroom teaching using active learning methods.
- Teachers may set up a school-wide system in which a warning letter is sent to the parents as soon as absent-prone students are identified.
- Teachers may visit students' homes to talk to the students and parents.
- Schools may organize extra classes or teacher-assisted home study.
- TPKs may organize a watchdog group who regularly patrol streets for absentee students.
- TPK may organize campaigns to curtail dropouts by educating uncaring parents, collect donations from the community, and initiated a kecamatan scholarship to support poor students.

School-Community Relationships

The reason why community participation is to be encouraged in education is that it is people who define the levels of educational services to be provided both in quantity terms and in quality terms. They receive what they demand. Community participation is a way to "enlighten" the people and give form to their educational aspirations. Schools are part of the community. In the era of decentralization, schools need to reach out for community participation. Community in turn should involve itself in school affairs.

In view of this, the importance of TPK's roles cannot be exaggerated. TPK is the bridge over the wide gap between school and community. TPK is the path leading community people and schools to Kabupaten/Kota governments. TPK is the pivotal institution for Indonesia's education to step further upwards.

Roles of the Ministry of National Education

Considering Indonesia's current situation and long-term perspectives, one of the top priorities of the nation should be education. MONE should spearhead a cause to place education as a national agenda. Since decentralization, MONE has delegated authority over day-to-day management of schools to kabupaten/kota governments. Its roles are now limited to those of advice, coordination and standard setting. MONE has become the national mentor of education overseeing the local governments.

1) Two Principles for Educational Projects and Programs

Nonetheless, MONE still administers a number of projects and programs, both self-financed and donor-assisted, providing funds for educational improvement. REDIP experiences suggest that two principles be applied to those projects/programs:

- Room to choose

- Not capacity building, but opportunity giving

2) Defining Quality of Education

Although quality of education is gaining importance, no clear definition of quality has been offered by MONE. If we are to determine whether quality is being achieved, we need an unambiguous definition of quality and, subsequently, appropriate methods to measure quality. It is the responsibility of MONE to clarify this issue as simply as possible and define quality in operational and observable terms that everyone understands. MONE needs to educate stakeholders by providing a clear understanding of what quality is.

3) Building Institutional Training Capacity

There evidently exists need for quality training that is institutionalized and that covers such broad topics as school-based management, financial management and transparency, organizational management, technical skills such as computer training, accounting, procurement or library management. Although many new training modules have been developed and field tested, with a number of trained trainers ready and willing to utilize them, there is no plan for establishing an institutionalized system for their effective utilization. Part of the problem is the lack of clarity among current regulations as to who is responsible for management and implementation of which programs. If the quality of the education system needs to improve, the issues of professional, technical and support training must be addressed as soon as possible.

4) Creating a System for Dissemination of Professional Development Materials

Under REDIP2, MGMP teams and individual teachers had an opportunity to exercise their creative abilities and develop a number of educational aids on how to conduct an active learning classroom, guides, exercise books, lesson plans, learning modules, etc. How will these excellent materials be shared with other schools and districts across the nation? The best placed organization to develop a system for collection, evaluation and dissemination is MONE. MONE may implement this system directly or simply manage the system by contracting out the implementation of the system to the private or university sector.

Chapter 15 Implementation Plan of the Guidelines

Two Approaches for Implementation

If the guidelines are to be implemented to improve the junior secondary education of Indonesia, the following two ways need to be employed in parallel:

- (1) **Institutionalization Strategy:** Institutionalization ensures the uniform and sweeping improvement throughout the system. However, it usually takes cautious deliberation and long time to achieve. It is also faced with the diversity of Indonesia, which greatly undermines the merits of uniformity.
- (2) **Program Approach:** The program approach, by contrast, is a piecemeal, step-by-step approach to systemic improvement. "Piecemeal changes to accomplish a systemic improvement" sounds a contradiction in terms, but in the Indonesian context, it is a practical, and perhaps the most effective, way to plant real changes in the everyday life.

JICA's "New REDIP"

As a practical application of the program approach, JICA has started another REDIP program ("new REDIP") in 2004 covering two kabupaten in Central Java, 1 kota in North Sulawesi and 2 kabupaten in Banten. The main characteristics of the program remain unchanged but several new aspects have been introduced. Two of them:

- (1) Gradual phasing out of JICA's financial assistance
- (2) Pengawas to take up the roles of REDIP field consultants

As is seen, the two changes are both intended to make the program sustainable by the local government. The "new REDIP" will continue for four years until 2008 and it is expected that the two kabupaten in Central Java and one kota in North Sulawesi will completely "graduate" by the end of the period.

REDIP Model as a Way to Use Current Budget More Effectively

Any government action is to be financed with government funds. Implementing the guidelines nationwide requires a huge amount of budget to be expended at each level of government. There are some technical difficulties involved in the implementation as well. However, it should be emphasized that *in money terms what the guidelines recommend is not "so big a deal"* as it may appear, since the recommendations are more with "how effectively to spend the current budget" than with "how much more to be added to the current budget." In other words, the guidelines are not intended to recommend "new additional spending" but to show "how the money can be spent differently." This is the essence of the REDIP model and, as far as this point is understood, technicalities can be overcome in some way or other.

