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PROJECT APPRAISAL REPORT (PAR)

1. PROJECT NO.	2. PAR FOR PERIOD	3. COUNTRY	4. PAR SERIAL NO.
497-0229	May 1975 to Jan. 1977	Indonesia	77-6

5. PROJECT TITLE

EDUCATIONAL FINANCE

6. PROJECT DURATION: Began FY 76 Ends FY 78	7. DATE LATEST PROP	8. DATE LATEST PIP	9. DATE PRIOR PAR
	Initial		

10. U.S. FUNDING	a. Cumulative Obligation Thru Prior FY: $ 354,000	b. Current FY Estimated Budget: $ 100,000	c. Estimated Budget to completion After Current FY: $ -0-

11. KEY ACTION AGENTS (Contractor, Participating Agency or Voluntary Agency)

a. NAME	b. CONTRACT, PASA OR VOL. AG. NO.
Mrs. Ruth Daroesman	Contract

I. NEW ACTIONS PROPOSED AND REQUESTED AS A RESULT OF THIS EVALUATION

A. ACTION (X) USAID	AID/W	HOST	B. LIST OF ACTIONS	C. PROPOSED ACTION COMPLETION DATE
x			Update Logical Framework to reflect project experience after first year of operation	April 1977
x		x	Develop schedule of short-term technical assistance required to project completion	June 1977
x		x	Investigate the establishment of a school inventory process.	September 1977

D. REPLANNING REQUIRES REVISED OR NEW: ☐ PROP ☐ PIP ☐ PRO AG ☐ PIO/T ☐ PIO/C ☐ PIO/P

E. DATE OF MISSION REVIEW: Feb. 3, 1977

PROJECT MANAGER: TYPED NAME, SIGNED INITIALS AND DATE	MISSION DIRECTOR: TYPED NAME, SIGNED INITIALS AND DATE
Sturgis R. Carbin	Thomas C. Niblock

Robert F. Zimmerman: Eval. Officer 2/23/77

2/21/77

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II. PERFORMANCE OF KEY INPUTS AND ACTION AGENTS

A. INPUT OR ACTION AGENT (CONTRACTOR, PARTICIPATING AGENCY OR VOLUNTARY AGENCY)	B. PERFORMANCE AGAINST PLAN: UNSATISFACTORY 1	2	SATISFACTORY 3	4	5	OUTSTANDING 6	7	C. IMPORTANCE FOR ACHIEVING PROJECT PURPOSE (X): LOW 1	2	MEDIUM 3	4	HIGH 5
1. Contractor					x							x
2.												
3.												

Comment on key factors determining rating

The contractor is highly productive and intensely involved in the project. Project originally envisioned two long term technicians; but candidate for second post declined appointment at last minute. Problems of identification of suitable replacement and lead-in period for appointment would be uneconomical at this point of the project. Consequently, tasks previously planned for one long-term person may now be done more effectively by short-term consultants; identification of these is in progress.

	1	2	3	4	5	6	7	1	2	3	4	5
4. PARTICIPANT TRAINING					x					x		

Comment on key factors determining rating

Two long-term participants have been selected and a short-list for short-term participants for 1976 and 1977 has been made. Short term training is scheduled for 6 persons in September 1977. Emphasis in the project is not so much on long term academic training as on on-going staff training or on-the-job training; these short-term training programs take advantage of other donor tie-ins (e.g., courses in Bangkok by Unesco Regional Office).

	1	2	3	4	5	6	7	1	2	3	4	5
5. COMMODITIES				x						x		

Comment on key factors determing rating

Commodity requirements have been satisfactory. There has been some delay in receipt of computer software and SER/CPS has been notified. The progress of the Project has not been affected.

		1	2	3	4	5	6	7	1	2	3	4	5
6. COOPERATING COUNTRY	a. PERSONNEL					x							x
	b. OTHER												

Comment on key factors determining rating

Quality of host country personnel is good. The number formally assigned to the project is less than suggested in the PROP but has not affected the progress of the project. The Project has far-reaching effects since many of its consultants and trainee participants are persons already in positions of influence in other units of the MOE who are being drawn into the work of the project through cooperative efforts (e.g. officials in Secretariat General, regional planning officials).

	1	2	3	4	5	6	7	1	2	3	4	5
7. OTHER DONORS						x			x			

(See Next Page for Comments on Other Donors)

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II. 7. Continued: Comment on key factors determining rating of Other Donors Unesco has provided a consultant on school building costs and has borne the training costs of two local trainees at a course in Bangkok. Unesco will also bear the costs of training (but not travel and perdiem) for the course for 6 trainees in 1977 and is preparing a special course for the 26 regional planning officials for the 1977 training program under the same terms. The Australian Aid Agency (ADAA) has provided the services of a consultant in computer analysis and educational indicators. The Ford Foundation is providing the third-year costs of one of the PHD participants and also provides costs of travel and perdiems for participant's families to/ in the US. The Australian National University has provided a gift of 50 Indonesian language books on school finance to be given to regional education officials.

III. KEY OUTPUT INDICATORS AND TARGETS

A. QUANTITATIVE INDICATORS FOR MAJOR OUTPUTS		TARGETS (Percentage/Rate Amount) CUMULATIVE	CURRENT FY		FY ___	FY ___	END OF PROJECT
1 - analysis of 1974 data 7 - sample surveys designs developed: teacher incomes, school operations costs, school building costs, allocations systems; teacher preparation costs and school leavers employment experience.	PLANNED			partial	completed		completed
	ACTUAL PERFORMANCE		5 partial				
	REPLANNED						
Establishment of school recording form; improvement of school reporting forms for school finance; development of school file system; more relevant systems of analysis for policy; improved distribution systems of survey results.	PLANNED	two partial	two partial	two completed	three completed		three completed
	ACTUAL PERFORMANCE	two partial	two partial				
	REPLANNED			two completed one partial	three completed		three completed
Participants: 2 PhDs; 17 short-term in-country, and 36-short term out of country (principally Bangkok). Includes project staff, teacher training institution officials, students, and education officials working on finance-related activities.	PLANNED	2	6	29	55		55
	ACTUAL PERFORMANCE	1	5				
	REPLANNED			29	55		55
	PLANNED						
	ACTUAL PERFORMANCE						
	REPLANNED						

B. QUALITATIVE INDICATORS FOR MAJOR OUTPUTS	COMMENT
1. Analyses prepared under project in use by policy makers for expanded and improved educational opportunities.	Handbook on school building rehabilitation costs field tested and in draft for publication; reports on costs of teacher preparation, on teacher salaries in relation to duties and qualifications; on fees relative to school income and to household income; on current allocations practice at various levels of government to be ready by end of project.
2. Improved analyses of existing data or data available on routine basis to make it more relevant for policy decision.	Demonstration of analyses morerelevant to policy within BP3K; encouragement of better feed back by drawing in cooperation of other institutions (e.g. provision of course materials to teacher training institutions for as yet non-existent courses in school financ e/ admin).
3. Trained staff capable of continuing work in educati n finance.	Fifty-five Indonesians will have been trained in areas of school administration and Finance, planning data processing, data collectinn, Personnel are located at the Central, Provincial, and Kabupaten level.

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IV. PROJECT PURPOSE

A. 1. Statement of purpose as currently envisaged. 2. Same as in PROP? ☐ YES ☐ NO

To establish in BP3K and in planning units in selected provinces a capability to define and evaluate criteria for determining an quitable allocation of GOI funds budgeted for education.

B. 1. Conditions which will exist when above purpose is achieved.	2. Evidence to date of progress toward these conditions.
1. System to make possible improved criteria for allocation of funds budgeted for education.	Fieldwork stage 1 completed and in analysis; planning in progress for fieldwork stage 2.
2. Staff capable of operating these systems will be available at central and provincial levels and a start will have been made in development of further training materials.	Because operational activities on school finance are not limited to only one unit in BP3K, but have implications for a number of units in MOE, the establishment of a special unit in BP3K as provided in the log-frame is no longer considered suitable. BP3K activity will be implemented through at least 2 units already operative. More emphasis will be put on coordination of activities rather than on establishment of yet another bureaucratic unit in BP3K.
3. An improved data collection and analysis procedure upon which the MOE can develop criteria for allocation funds for the year following the end of the project (GOI FY 1979).	In process

V. PROGRAMMING GOAL

A. Statement of Programming Goal

Increase access to educational opportunity for primary and secondary level boys and girls.

B. Will the achievement of the project purpose make a significant contribution to the programming goal, given the magnitude of the national problem? Cite evidence.

Yes - information not previously available will permit decisions regarding placement of new classrooms where need is greatest. Decisions regarding number of classes, entrance ages, school hours, etc., can be made upon data that was previously unavailable.

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Continued Relevance of Current Project Purpose

1. **Are there alternative approaches to achieving this Project's Purpose or the Sector Goal? Would any other approach be more effective or appropriate for USAID?**

It was the opinion of the designers of the project that in order to achieve the project purpose, it would be more effective to work through the system already in operation, and to concentrate on establishing more relevant and effective methods, definitions, analyses and distribution of results of such analyses for finance and finance-related data. This opinion is still valid.

2. **What is current priority of Project with the GOI? Evidence for or against?**

The GOI considers this project to be of high priority as evidenced by the continued high level of personnel input; the increasing requests for data by departments within the Ministry of Education and Bappenas. The requests for utilization of survey results in seminars, and the personal acclaim of the Chairman of BP3K.

3. **How does GOI view USAID role? Do USAID and GOI share common perception of Project Purpose?**

The GOI views USAID as the primary source for TA in this field and there is common agreement as to the purpose of the project. Since other projects on school finance and administration (e.g. Unesco) fell through just before the inception of this project, USAID is the major source for TA in this field.

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4. Are there Adverse Side Effects to this Project?

a. Economic? No

b. Ecological? No

c. Social/Political? No

d. Health? No

5. Do the Benefits justify the costs? If properly utilized the kinds of analyses made by this project should result in savings to the MOE of a magnitude far beyond the initial costs of this project. An example is that had the analyses of this project been possible a year sooner, the government might have saved the cost on some 3000 school laboratories dependent on the use of electricity. This project indicated that approximately this number of schools did not have and had little prospect of obtaining electricity and could have more efficiently used a much less expensive and more relevant type of laboratory. The building costs study has indicated experience in other countries of school building costs of $26 per m2, where costs of Impres schools in Indonesia are at present $164 per m2, for equivalent quality and size of building. Lack of analyses such as those prepared under this project resulted in inefficient allocation of perhaps 4000 schools under the Impres project. Current methods of estimating numbers of teachers to be trained may be over or underestimated by as much as 40-50%. Improvements in these estimates can be expected to results in major savings to the Indonesian government in coming years.

6. Are there any Benefits not directly related to project purpose? As a result of this project, there have been a number of expanded possibilities for training. Data from this project are now being used as training materials in a course for educational planners from BP3K at Macquaries University (Australia); at Satya Wacana University in Indonesia, and at the Program in International Educational Finance at U. California, as well as in training courses for Indonesians at the Unesco Regional Office in Bangkok. The possibility of these benefits was foreseen in the PP, but implementation at that time was uncertain.

7. Overall Assessment of Project Performance.

Unsatisfactory		Satisfactory			Outstanding	
1	2	3	4	5	6	7
				x		

Project is progressing as planned. The Indonesian project director is assuming major operational responsibility for the project and the USAID consultant is serving in an advisory capacity.

APPENDIX I: SAMPLING IN THE 6000 SCHOOL QUESTIONNAIRE PROCESSING

The number 6000 was taken as providing a large enough sample to be representative of the various levels and types of schools and to be within the cost and time limits of the project to process. Since SD were considered more homogeneous than SL, it was decided to have roughly similar numbers, primary needing more geographical representation and secondary more among types, levels and status. Because these 6000 schools were to be the universe from which a fieldwork sample was to chosen, we wanted primary and secondary schools within easy reach of each other for fieldwork. It was thus decided to use a geographical unit as the sampling unit. Secondary schools were sampled first. There are an average of about 30 schools per kabupaten (about 9,500 schools, and about 300 kabupaten); there are also about 20 schools per kecamatan (65,000 schools and about 3,000 kecamatan) All kabupaten were ranked in order of population separately for kabupaten and kotamadya and then randomly sampled within each population category. All schools in the 100 kabupaten so chosen became the secondary sample schools. All kecamatan were then ranked within the chosen kabupaten and randomly sampled; all primary schools in the chosen kecamatan became the primary school sample. This provided us with the following sample:

100 kabupaten	+3150 secondary schools (SL)	(31.4%)
100 kecamatan	+2677 primary schools (SD)	(4.0%)

5827 schools or 7.7% of all schools

By Percentage Distribution:

	As % of all Schools	As % of Sample Schools
Primary (SD)	100.0	4.0
SMP	53.4	52.7
SMEP	7.6	8.6
SKKP	3.4	3.9
ST	7.4	7.3
SMA	11.5	11.5
SMEA	6.1	6.0
SKKA	1.2	1.6
STM	4.5	4.2
SPG	4.7	4.0

Appendix 1 page 2.

Although the sample was not chosen to be representative of main geographical areas, it turned out to be quite representative in this way also:

	Primary (3D) As % of Total	Primary (3D) As % of Sample	Secondary As % of Total	Secondary As % of Sample
Java/Bali	54	60	52	46
Sumatra	20	29	22	26
Sulawesi	10	13	10	13
Kalimantan	6	9	5	5
Other Is.	11	9	10	9
	100	100	100	100

In actual processing, some questionnaires were unavailable, had either been lost or existed only as 'Pengganti' on which only name and address were recorded. The questionnaires actually included in the analysis thus represented a shortfall of 6%: total sample being 5827, total actually processed, 5457, of which 2464 were primary and 2992 secondary.

APPENDIX 2: OUTLINE OF REPORT OF ANALYSIS OF 6000 SCHOOL QUESTIONNAIRE PROCESSING

I. Introduction

A. Purposes: (1) estimates, gross and per pupil — 1 page
(2) questionnaire improvement
(3) quality and costs

B. Sampling, how and why — 3 pages

II. The Non-reporting element

III. Characteristics of Sample Schools.

A. General: (size, location, status, jenis, tingkat, students, teachers, classes, grades, etc) — 2 pages

B. Expenditures, total, by category and per pupil — 10 pages

C. Sources of Funds — 2 pages

D. Fees in School Income and Expenditure — 3 pages

E. Facilities and Buildings, classrooms — 2 pages

F. 'Quality' indicators — 2-3 pages

IV. Linkages between school 'Quality' and Per pupil/total Expenditure and Sources of Income — 2-3 pages

V. Conclusions: (1) policy makers — 3 pages
(2) other using/preparing data for policy makers
(3) those recording/reporting data

VI. Statistical Appendix of Tables relating to chapters — 50-60 pages

Some changes may be made in order of items.

APPENDIX 3: NOTES ON QUALITY MEASUREMENTS

Measuring quality of education is still an inexact science. The measurement will depend to a large extent on what one expects from the system. Thus quality measured by high examination passes may have quite different features from quality measured by such characteristics as good citizenship, high moral qualities, leadership initiative, etc. Quality which results in improved employment possibilities may require yet another measure. For our employment experience study we are interested in quality principally in terms of how schools prepare students for employment. In our school costs study, this measure will be only one of the measures we use since we recognise that preparation for employment is not the only and perhaps not even the main aim of the schools.

We therefore expect to select the schools for the schools operations costs study on a set of more conventional quality measures, partly because these data are available from the school questionnaire and partly because by controlling for these 'conventional' quality indicators, we can correlate other measures of quality with this measure.

The 'conventional' quality indicators which are available from the school statistics forms include: completeness of the school (whether all grades at primary, whether all jurusan and grades at secondary); repeater rates; existence of library, laboratories, equipment and textbooks; teacher pupil ratios, teacher class ratios teacher contact hours (at secondary only); overage rates; overdrowding; class size, and possibly others.

Each school will be placed in two or three quality categories. (See Appendix 6). As there are major reservations about coverage and accuracy of financial data, and because of lack of standardization in reporting the meaning and relevance of many of these quality indicators may be doubtful. Therefore, little reliance will be placed on this first measurement.

In the field, therefore, several quite separate quality measurements may be possible. First, we might get a measurement of 'perceived' quality, the views of education officials, other local government officials, parents, community leaders, etc., who could be asked to assess the quality of the school and to give reasons for their assessment. This will be, of course, a very subjective measurement and will be limited to the experience of the persons in that region, comparing schools within the region only.

A second measurement which might be undertaken is one of pedagogical quality; this might be measured by experienced educationists working with the team and making assessments of the school by means of

APPENDIX 6: NOTES ON SAMPLINGFOR THE SCHOOL OPERATIONS AND THE EMPLOYMENT EXPERIENCE STUDY

1. The measure of employment potential can only be carried out in the school; for logistical reasons then, this cannot be the bases of choosing the sample, but must be a test which is administered after arrival. Since the employment experience study will be conducted in the same schools as the school costs study, we will probably select the sample for both schools from the quality classifications obtainable from the 6000 school study. The steps in the sampling might be:

1. Identify the characteristics we want to use as quality measurements.

2. Set a scale, weighted if necessary, for each quality characteristic.

3. Rank each school according to its total on the scale.

4. Divide the list of schools into high, medium and low categories.

5. Then transfer the data to kabupaten/kecamatan distribution, with breakdown as necessary by academic/vocational, status.

6. The kabupaten/kecamatan could also be ranked, quite separately from the quality ranking, according to some other characteristics such as for example, the ratio of SLP to SD, SLA to SLP, the enrolment ratio for each age group (these would be to indicate the opportunities for continuing schooling, which would have an effect on the number of school leavers seeking employment); or wage levels (as an approximation of the employment potential of the region) (?); possibly other measures such as population density, amount and nature of industrial employment, labour force participatio rates and distribution, etc.

7. The question then rises as to whether the regions should be chosen by random sample and if so, after what agree of stratification, or whether they should be 'hand-picked' to represent each of various categories outlined in (6) above as well as specific balances among quality distribution and among balance between academic/vocational or status of schools.

8. If random sampling is used, there may be a high degree of substitution necessary (areas outside Java which may have, say, only 1 vocational school, or no schools in a particular quality category).

9. Only in Years 2 and 3 will there be any actual data on employment experience of school leavers; but in Year I we will need to measure the characteristics which we expect to affect employability, both school characteristics and student characteristics.

assessing teacher preparation, student-teacher relationships, classrooms practices, etc. This measure may be a difficult one to handles; in primary schools, such assessment might be limited to one teacher; in secondary schools, which teachers/classes would be assessed would be much more difficult to decide and there are many possibilities that the 'quality' of the school does not depend on the teacher teaching this year, but on teachers in the past.

A third measure, which will be carried out in all the schools in the field sample, will be a measure of 'employment orientation'; that is, the amount and intensity of use of relevant teaching equipment in the school, the practical background and experience and qualifications of the teachers; any contact with employers through the school's BPIK or through other means; any efforts to adjust teaching or curriculum to employment objectives, etc.

A fourth possible measure may be the conducting of the student assessment tests in all or some of our sample schools

10. The units of analysis will have to be both the individual and the school.

11. We may have to compare the quality measurements one with the other, but to confine analysis to one or at the most two qualities.

12. What kinds of questions will we have to ask of students to determine employment potential? There will be a trade-off between simplicity and accuracy and we must decide early on in questionnaire design what degree of accuracy we need for each question.

13. We expect to have self-administered questionnaires in Year I when the student is still in the final grade of school. We will probably have a pilot study (around July?) to test reliability of self administered questionnaires and to decide on how large a sub sample must also have home interviews. This must be done early enough to revise questionnaire and fieldwork budget if necessary.

14. In addition to the self-administered questionnaires and the school data from the school costs study, we will probably need some assessment of the student by the school, particularly in schools where no other student assessment/achievement test is being conducted. What kind of information is likely to be available from school records, or will we have to get teachers' assessments? How can the data be collected (on the same questionnaire filled out by the student after he completes it? by whom? time and cost?

15. Home interviews may possibly be linked with home interviews for the fees study, at least in urban areas; some of the perceptions assessments may be made in the same households.

16. If the sample proves too large, several means may be used to cut it down: We could take only SD/SMP/SMA; or only SL; or only a sample of students in the final year and not all. Prefer not to cut down on areas, or to choose only one class, since class may indicate assessment of some kind by school Or we may limit sample only to schools which will be continued in future (SD,SMP,SMA,STM,SKKA, SPG?)

17. We would like to encourage authorities which operate SPMA Madrasah and SPGA to participate in the study, using same instruments and sampling procedures, at their own expense, with analysis following the same pattern.

18. This list is not meant to be exhaustive; many other questions remain and will be discussed intensively during the coming months.