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More Effective Decentralized Education Management and Governance

Annual Report

October 2007 to September 2008

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Introduction

This is an annual report for FY 2008, Year 3, of the USAID Quality Improvement for Decentralized Basic Education program, Component: More Effective Decentralized Education Management and Governance (DBE1) implemented by Research Triangle Institute. The material contained in this report is drawn from several sources. Among them are:

- DBE1 Quarterly Reports (Numbers 11, 12, 13, 14)
- Year 4-5 Workplan
- Progress Monitoring Reports (4 and 5)
- DBE1 Special Reports1.

The present report summarizes information contained in the above and makes specific reference to these sources when the reader is referred to more in-depth material contained in them. Most of the activities reported took place in the period October 2007 – September 2008, which constitutes Year 3 of the USAID IQDBE program.

Decentralized Basic Education (DBE) is a bilateral program between the Government of the United States of America, represented by the United States Agency for International Development (USAID), and the Government of the Republic of Indonesia represented by the Ministry for People's Welfare (Kementerian Koordinator Kesejahteraan Rakyat or Menkokesra). The objective of DBE1 is to assist the government of Indonesia to improve the quality of basic education in Indonesia through more effective decentralized educational management and governance. As illustrated in the map below, the program operates in ten provinces in the islands of Sumatra, Java, Sulawesi and Papua, including three provinces where the program runs through public-private alliances. DBE1 commenced in 2005 and will run until 2010.

The current target is 1,091 elementary schools and madrasah (SD/MI) and 203 junior secondary schools and madrasah (SMP/MTs) in 56 districts. This represents over 1,500 teachers and 245,000 students. The current anticipated target for replication of DBE1 programs, funded primarily by local government, is over 4,000 schools and madrasah. It is expected that this figure will rise further in 2009 with support from MONE, MORA and other donors.

[1] Most Special Reports are reports on deliverables specified in Task Order. See Section IV, Progress in Achieving Deliverables.

Figure 1: DBE1 Target Locations

1. Nanggroe Aceh Darussalam
2. Sumatera Utara
3. Banten
4. Jawa Barat
5. DKI Jakarta
6. D.I. Yogyakarta
7. Jawa Tengah
8. Jawa Timur
9. Sulawesi Selatan
10. Papua Barat

In early 2008, a Mid-Term Review (MTR) of all three components of the DBE program was carried out by an independent team comprised of international and Indonesian consultants, as well as representatives from the Government of Indonesia (GOI) Ministries of National Education (MONE) and Religious Affairs (MORA), and Coordinating Ministry for People's Social Welfare (MenkoKesra).The purpose of the evaluation was to assist USAID in making informed management decisions regarding the implementation of the DBE in the remaining two years.

One of the major recommendations was that the DBE project should not expand to 50 new districts in the remaining program period as had been planned in the original Scope of Work of 2005.

Following the Mid-Term Review, USAID issued a draft revised Task Order and Scope of Work in August 21st 2008. The most significant change was that DBE1 will no longer scale up to 100 target districts. Instead, the project will focus efforts during the remaining implementation period on strengthening the program, deepening impacts and working more closely with local governments to disseminate best practices and lessons learned in the 50 districts already targeted. In anticipation of this change, DBE1 did not proceed with planned selection and commencement of activities in a third cohort of 50 districts.

With the above exception, project activity during Year 3 followed the workplan approved for this period. **Table 1**, below, shows progress to date in the core programs as recorded in the project implementation tracking system, part of the Project Data Management System (PDMS), at two levels:

1. school level (tingkat sekolah), and
2. district level (tingkat kabupaten).

Progress is outlined in the table for each target district. Progress is categorized as up to 100% completed (indicated in green), up to 75% completed (diagonal stripes), up to 50% completed (blue), up to 25% completed (dotted) and not yet commenced ('To Do').

The core programs outlined are as followed:

School level:

1. Prepare school development plans (RKS) in elementary schools/madrasah (SD/MI)
2. Update school development plans (RKS) and prepared annual plans and budgets within the plans in elementary schools/madrasah (SD/MI) [2]
3. Prepare school development plans (RKS) in junior secondary schools/madrasah (SMP/MTs)
4. Update school development plans (RKS) in junior secondary schools/madrasah (SMP/MTs)
5. School Committee strengthening in elementary schools/madrasah (SD/MI)
6. School Committee strengthening in junior secondary schools/madrasah (SMP/MTs)
7. School Data-Base System (SDS) training and implementation
8. Leadership training for principals in elementary schools/madrasah (SD/MI)
9. Leadership training for principals and school leaders junior secondary schools/madrasah (SMP/MTs)
10. Replication of school-based management package (MBS)
11. Monthly forum for district facilitators (DF) and school supervisors (pengawas)

District Level:

1. District Education Financial Analysis (DEFA) or Analisis Keuangan Pendidikan Kabupaten/Kota (AKPK)
2. School Unit Cost Analysis (SUCS) or Biaya Operasional Satuan Pendidikan (BOSP)
3. BOS Impact Study (BIA)
4. ICT Grant program

[2] In Cohort 1 all school development plans prepared in SD/MI using the RPS format have been updated to align with the newer RKS format. In Cohort 2 schools in East Java and Central Java have done the same. Schools in other provinces (South Sulawesi, West Java / Banten, North Sumatra and Aceh) will upgrade the RPS to become RKS in the first part of Year 4. In Year 3 all elementary schools in Cohort 1 and 2 also prepared Annual Plans and Budgets (RKT and RAKT) within the context of the RPS and RKS.

Table 1: DBE1 Progress Matrix, September 2008

		TINGKAT SEKOLAH											TINGKAT KABUPATEN					
		RKS SD/MI	Update RKS SD/MI	RKS SMP/MTs	Update RKS SMP/MTs	Komite Sekolah SD/MI	Komite Sekolah SMP/MTS	SDS	Leadership Training SD/MI	Leadership Training SMP/MTS	Diseminasi MBS	FORUM DF/PengawaS	AKPK (DEFA)	BOSP (SUCA)	Renstra	GGSP	BIA	ICT Grant
I.	**ACEH**																	
	1. Kota Banda Aceh	To Do	To Do	N/A	N/A		N/A			N/A	To Do	To Do	To Do				N/A	N/A
	2. Kab. Aceh Besar	To Do	To Do	N/A	N/A		N/A			N/A	To Do	To Do	To Do				N/A	N/A
	3. Kab. Aceh Tengah	To Do	To Do	N/A	N/A		N/A			N/A	To Do	To Do	To Do				N/A	N/A
	4. Kab. Bireun		To Do	N/A	N/A		N/A			N/A	To Do	To Do	To Do		N/A		N/A	N/A
	5. Kab. Pidie	To Do	To Do	N/A	N/A		N/A			N/A	To Do	To Do	To Do				N/A	N/A
II.	**SUMATRA UTARA**																	
	1. Kota Sibolga				To Do						To Do	To Do				To Do	N/A	N/A
	2. Kab. Tapanuli Utara				To Do						To Do	To Do				To Do	N/A	
	3. Kab. Deli Serdang				To Do						To Do	To Do	To Do	To Do	N/A	To Do	N/A	N/A
	4. Kota Tebing Tinggi				To Do						To Do	To Do	To Do	To Do	To Do	To Do	N/A	N/A
	5. Kota Binjai				To Do						To Do	To Do	To Do	To Do	To Do	To Do	N/A	N/A
	6. Kab. Tapanuli Selatan				To Do						To Do	To Do		To Do	To Do	To Do	N/A	N/A
	7. Kota Tanjung Balai				To Do						To Do	To Do	To Do	To Do	To Do	To Do	N/A	N/A
	8. Kab. Dairi				To Do					To Do	To Do	To Do	To Do	To Do	To Do	To Do	N/A	N/A
III.	**JAWA BARAT**																	
	1. Kab. Karawang						To Do			To Do	To Do	To Do	To Do		To Do		N/A	
	2. Kab. Indramayu						To Do			To Do	To Do	To Do		To Do		To Do	N/A	N/A
	3. Kab. Sukabumi						To Do			To Do	To Do	To Do					N/A	
	4. Kota Bogor						To Do			To Do	To Do	To Do	To Do	To Do	To Do		N/A	N/A
	5. Kab. Subang						To Do			To Do	To Do	To Do	To Do	To Do	To Do		N/A	N/A
	6. Kab. Garut						To Do			To Do	To Do	To Do	To Do	To Do	To Do		N/A	N/A
IV.	**BANTEN**																	
	1. Kota Cilegon						To Do			To Do	To Do	To Do	To Do	To Do	N/A		N/A	N/A
	2. Kab. Lebak						To Do			To Do	To Do	To Do					N/A	N/A
	3. Kota Tangerang						To Do			To Do	To Do	To Do	To Do	To Do	N/A		N/A	
V.	**DKI JAKARTA**		To Do	N/A	N/A		N/A			N/A			N/A	N/A	N/A	N/A	N/A	N/A
VI.	**JAWA TENGAH**																	
	1. kab. Jepara						To Do	To Do			To Do			N/A			N/A	N/A
	2. Kab. Kudus						To Do	To Do			To Do			N/A			N/A	N/A
	3. Kab. Klaten						To Do	To Do			To Do	To Do					N/A	
	4. Kab. Karanganyar						To Do	To Do			To Do						N/A	
	5. Kab. Boyolali						To Do	To Do			To Do						N/A	N/A
	6. Kab. Blora						To Do	To Do			To Do	To Do	To Do		N/A	To Do	N/A	N/A
	7. Kab. Demak						To Do				To Do				N/A	To Do	N/A	N/A
	8. kab. Grobogan						To Do	To Do			To Do				To Do	To Do	N/A	N/A
	9. Kab. Purworejo						To Do	To Do			To Do	To Do		N/A		To Do		N/A
VII.	**JAWA TIMUR**																	
	1. Kab. Tuban				To Do		To Do			To Do	To Do	To Do					N/A	
	2. Kota Mojokerto				To Do		To Do			To Do	To Do	To Do					N/A	N/A
	3. Kab. Sidoarjo				To Do		To Do			To Do	To Do	To Do			N/A		N/A	N/A
	4. Kota Surabaya				To Do		To Do			To Do	To Do	To Do			N/A		N/A	
	5. Kab. Bangkalan				To Do		To Do			To Do	To Do	To Do					N/A	N/A
	6. Kab. Pasuruan				To Do		To Do			To Do	To Do	To Do		To Do			N/A	N/A
	7. Kab. Nganjuk				To Do		To Do			To Do	To Do	To Do					N/A	N/A
	8. Kab. Bojonegoro				To Do		To Do			To Do	To Do	To Do					N/A	N/A
	9. Kab. Sampang				To Do		To Do			To Do	To Do	To Do			N/A		N/A	N/A
VIIII.	**SULAWESI SELATAN**																	
	1. Kota Palopo				To Do						To Do	To Do	To Do	To Do	To Do		N/A	N/A
	2. Kab. Soppeng				To Do						To Do	To Do	To Do				N/A	
	3. Kab. Pangkep				To Do						To Do	To Do					N/A	
	4. Kab. Enrekang				To Do						To Do	To Do		To Do	To Do		N/A	
	5. Kab. Jeneponto				To Do						To Do	To Do					N/A	
	6. Kab. Pinrang				To Do						To Do	To Do						N/A
	7. Kab. Luwu				To Do						To Do	To Do	To Do	To Do	To Do		N/A	N/A
	8. Kab. Sidrap				To Do						To Do	To Do			To Do		N/A	N/A
	9. Kota Makassar				To Do						To Do	To Do			N/A		N/A	N/A

≤ 25% ≤ 75% To Do
≤ 50% ≤ 100% N/A

Note that some figures may vary slightly between this table and the subsequent text. This occurs because the data is categorical: *less than or equal* 25%; *less than or equal* 50%, *less than or equal* 75%, and *less than or equal* 100%. The table cannot tell us the exact number within each category, for example, of 100% achievement.

As shown in the table, progress at the end of Year 3 is much stronger in the school level programs than in the district level programs. This is due to two factors: (1) the school level program commenced one year ahead of the district level program following the strategy that it would be best to work 'up' to encourage a bottom-up planning approach; (2) the district level programs have proven to be much more complex than the school level programs.

The development and piloting of methodologies for programs at both levels has also been strongly impacted by the dynamic nature of regulation in the management and governance of basic education. As new laws and regulations have come into effect, DBE1 has adapted previous and emerging models, manuals and methodologies. At the same time, DBE1 has applied lessons learnt from initial program development and trials to refine and improve the methodologies. As a result, the implementation target has, in a sense, moved back as the program has moved forward, meaning that achievement is somewhat slower than originally anticipated in some areas.

However, as is explained in the more detailed reporting below for each program, this approach has been greatly appreciated by our partners in the Indonesian government who see the project as more of a partnership than is perhaps typical. This is evidenced in the extent to which early programs, particularly the school development planning program, have been taken up and replicated by local government and other agencies using their own funds and resources.

The success of this approach was acknowledged in the Mid-Term Review, which found that DBE1 is '…well-appreciated by stakeholders' and recommended that the project continue to focus in the current districts and work to deepen impact, promote replication and sustainability, and to further develop relationships with counterparts at national level and leverage the success of the project to influence policy development for improved quality in basic education. [3]

The workplan for the final 18 months of the project (Years 4-5; October 2008 – April 2010) was prepared in the final month of Year 3 in line with a draft revised Task Order and Scope of Work. The following section follows the organization of 'Part III, D. Tasks and Activities' in the original DBE1 Task Order.

[3] March 18, 2008, The Mitchell Group, Inc. The Midterm Evaluation of USAID/Indonesia's Decentralized Basic Education (DBE) Project Final Report pp.20-21

I. Progress in implementing Tasks and Activities

1. District Selection

The original Task Order and Year 3 Workplan specified the selection of an additional 50 districts in Year 3 to participate in the second expansion of the project, to be referred to as Cohort 3.

However, following advice from USAID and with the awareness that the Mid-Term Review would consider the question of expansion, DBE1 did not proceed with the selection as planned – pending the outcome of the review and a possible amendment to the Task Order.

The Mid-Term Review, which was conducted in January-February 2008, recommended that USAID reconsider expanding the program as originally intended to a total of 100 districts. The review recommended instead focusing on '… replication and sustainability rather than continuing to pushing out the frontiers of new districts serviced.' [4]

A period of planning and consultation between USAID and the project followed during which DBE1 was requested to provide input to USAID on a redesign of the project based on the findings of the review.

As described above, a resulting draft revision to the Task Order and Scope of Work issued on August 21st 2008, determined that the DBE project would not expand to new districts. Rather, in the remaining period of implementation the project will work with the current 50 target districts[5] to enhance and deepen technical services, working closely with local governments to disseminate best practices and lessons learned from DBE activities.

Consequently no new districts were selected.

Table 2: Target Provinces

No.	Province	Number of districts
1.	Aceh	5
2.	North Sumatra	8
3.	Banten	3
4.	DKI Jakarta	1
5.	West Java	6
6.	Central Java	9
7.	East Java	9
8.	South Sulawesi	9
Total		50

[4] Ibid p.43
[5] The number 50 does not include PPA districts in Papua, Central Java and Yogyakarta.

Table 3: Target Districts

Province	District	No.
Aceh	Kota Banda Aceh	
	Kabupaten Aceh Besar (Cohort 1 & 2)	
	Kabupaten Pidie	
	Kabupaten Bireuen	
	Kabupaten Aceh Tengah	5
North Sumatra	Kota Sibolga	
	Kabupaten Tapanuli Utara (Cohort 1 & 2)	
	Kabupaten Deli Serdang	
	Kota Tebing Tinggi	
	Kota Binjai	
	Kabupaten Tapanuli Selatan	
	Kota Tanjung Balai	
	Dairi	8
DKI Jakarta	Kota Jakarta Pusat	1
West Java	Kabupaten Sukabumi	
	Kabupaten Garut	
	Kabupaten Indramayu (Cohort 1 & 2)	
	Kabupaten Subang	
	Kabupaten Karawang (Cohort 1 & 2)	
	Kota Bogor	6
Banten	Kabupaten Lebak	
	Kota Tangerang	
	Kota Cilegon	3
Central Java	Kabupaten Purworejo	
	Kabupaten Boyolali	
	Kabupaten Klaten (Cohort 1 & 2)	
	Kabupaten Karanganyar	
	Kabupaten Grobogan	
	Kabupaten Blora	
	Kabupaten Kudus	
	Kabupaten Jepara	
	Kabupaten Demak	9
East Java	Kabupaten Tuban (Cohort 1 & 2)	
	Kota Mojokerto	
	Kabupaten Sidoarjo	
	Kota Surabaya	
	Kabupaten Bangkalan	
	Kabupaten Pasuruan	
	Kabupaten Nganjuk	
	Kabupaten Bojonegoro	
	Kabupaten Sampang	9
South Sulawesi	Kabupaten Jeneponto	
	Kabupaten Pangkajene Kepulauan	
	Kabupaten Soppeng	
	Kabupaten Sidenreng Rappang	
	Kabupaten Pinrang	
	Kabupaten Enrekang	
	Kabupaten Luwu	
	Kota Makassar	
	Kota Palopo	9
Total number		50

Note that the above tables do not include districts targeted under PPA programs such as those in West Papua, Central Java and Yogyakarta. DI Jakarta is included although there is no district-level program in this district.

2. District Coordinators

DBE1 contracted 50 District Coordinators (DC) in Cohort 1 and 2 districts by the end of Year 2. They have been provided office space by local counterparts in most districts. All have computers, printers and other equipment. In Year 3 an additional six Assistant District Coordinators was hired to work in districts where the DBE1 program was expanded for Cohort 2.

In May 2008 DBE1 selected one high-performing District Coordinator in each province to become 'Senior District Coordinator' (SDC) and a part of the provincial team. This has enabled the Community Participation Specialist (CPS) together with the Senior District Coordinator to handle implementation of the program at school and community level, releasing other specialists to focus more fully on the district level program of activity.

Assistant District Coordinators (ADC) were appointed to those districts where the newly promoted Senior District Coordinators were located. During the year a few other District Coordinators resigned or were promoted to the provincial team and were replaced.

In light of the changes to the Task Order outlined above, all District Coordinators in both Cohort 1 and Cohort 2 districts were offered extended contracts. It is intended that these will now run through until the completion of district activity at the end of 2009.

Table 4: Active District Coordinators

Regular District Coordinators	Assistant District Coordinators	Senior District Coordinators
45	11	5

During the year, all District Coordinators participated in ongoing technical training of trainers (TOT) to enable them to continue to develop programs related to school development planning, school committees strengthening, leadership and school database systems, and district level programs, including financial analysis, district planning and governance.

District Coordinators continued to fulfill a vital function throughout this year, coordinating all activity at the district and school levels, collecting and collating data, monitoring and evaluating program implementation, liaising with district and school level personnel and assisting with the provision of technical assistance at all levels.

3. Decentralized Planning and Management of Education Services

DBE1 works to improve the management of basic education at both school and district levels, particularly focusing on strategic planning and financial analysis and planning. At school level the main focus is on the participative preparation of school development plans, based on analysis of data and school-specific needs.

During Year 3 school development plans, known as Rencana Kerja Sekolah or RKS, were completed in virtually all target DBE elementary schools and madrasah. At the same time support was provided for the implementation and updating of plans prepared in the previous year. DBE1 also worked with key stakeholders from MONE and MORA to complete preparation of a manual for RKS in junior-secondary schools. Implementation commenced in two provinces towards the end of the year.

The RKS approach developed by DBE1 for both elementary and junior-secondary levels is unique in that it is the first that is fully aligned with the latest government regulations governing school planning (Permendiknas 19/2007). As such it is well appreciated by the GOI which has given strong support to the development of the approach and to replication in non-target schools and districts.

A major focus at the district level in Year 3 was the collaborative development of district strategic education and finance plans (renstra) supported by data analysis, financial analysis and community consultations. The newly developed methodologies take a very comprehensive approach to information-based planning and have been well appreciated by target districts and higher levels of government. Currently 25 districts have commenced the renstra process and some 18 districts have completed or almost completed their plans. In 2009 a further 20 districts are expected to complete renstra.

At both district and school levels, the approach to improving management is very closely integrated to other aspects of the DBE1 program, including governance, community participation, ICT and data management.

3.1 Elementary School/Madrasah and Junior Secondary School/Madrasah Development Plans (RPS/RKS)

During the first three years of implementation DBE1 assisted the national ministries (MONE and MORA) in developing and piloting approaches to implement their policies in school planning, school budgeting, and parent and community participation through school committees.

With the passing of the Law on the National Education System (20/2003) Indonesia formally adopted a policy of school-based management for all of its public and private schools and madrasah. Since the introduction of the School Operational Funding (BOS) scheme in July 2005, schools and madrasah have received per-capita grant funding direct from the central government, giving them for the first time some financial independence. In the next round, BOS funding will reportedly be increased a further 20%. DBE1 has been the first major donor-funded project to develop and implement an approach to school planning since the introduction of this policy.

This makes the project very significant. Prior to the introduction of BOS, school planning lacked a certain degree of substance, since schools had such inconsequential budgets. Since BOS funding has been available, school budgets are significant. School planning is thus much more important, as is the role of school communities and, particularly, school committees in school governance.

Since the adoption of these new school management and governance policies, the Indonesian government has been working to implement them across its 216,000 schools and madrasah. It is in this context that DBE1 has provided assistance by developing and implementing a model of school development planning, supported by training in leadership for school principals, training to empower school committees and a new school database system (SDS).

Criteria for school development planning (RPS) were first set out in regulations issued in 2005 (PP 19/2005). The DBE1 approach implemented in the first two years of the Project was designed to support the implementation of this policy.

In consultation with national stakeholders from MONE and MORA, DBE1 developed an initial manual for school development planning in 2005-6 (*Rencana Pengembangan Sekolah/Madrasah* or *RPS*). This manual was based on the regulation that sets national education standards (PP No. 19/2005). The first draft of the RPS manual was evaluated and revised toward the end of 2006. The revised manual was used for initial RPS training for Cohort 2 schools in Year 2 of the project. Using these manuals, DBE1 provided intensive assistance to 1,086 elementary schools to prepare comprehensive needs-based school development plans in collaboration with their communities.

In July of 2007, the 2005 regulation was revised and strengthened with a new Ministerial Decree (Permendiknas 19, 2007) requiring all Indonesian schools and madrasah to produce school development plans known as School/Madrasah Work Plans (*Rencana Kerja Sekolah/Madrasah* or *RKS*).

School/Madrasah Work Plans under the new policy differ from the earlier model – and from the original DBE1 model - in two ways:

1. The new model uses nine categories in the school profile compared with the six used in the earlier DBE1 model. These categories correspond to those used by the new National School Accreditation Board (BASNAS).
2. Under the new policy, schools and madrasah no longer produce annual school budgets using the old format (RAPBS/M) but produce integrated Program and Budget Plans (Rencana Kegiatan dan Anggaran Sekolah/Madrasah or RKAS/M) together with annual work plans, called Rencana Kerja Tahunan (RKT).

These changes fit well with the DBE1 approach to integrated planning and budgeting. During Years 2 and 3 the original DBE1 model was revised to fit the new approach. The new, more integrated, and more rigorous, approach to school development planning helps schools to achieve national standards through a deliberate and purposeful school improvement program.

During Year 2, in close consultation with national stakeholders from MONE and MORA, DBE1 developed and piloted an RKS/M manual for junior secondary schools and madrasah. During Year 3, the new RKS approach was successfully implemented in 168 out of 196 target junior secondary schools and madrasah. The remainder will complete the process by the end of the first quarter in Year 4.

Also during Year 3, the previous RPS manual for elementary schools and madrasah was revised in consultation with stakeholders from MONE and MORA to align with the 2007 regulations for RKS. Work was completed on the new manual in October 2008, and during 2008 all target elementary schools and madrasah in Cohort 2 plus Cohort 1 schools in Central and East Java were supported to update their RPS to fit with the new regulations and become RKS.[6] All schools have also been supported to prepare annual work plans (rencana kerja tahunan or RKT) and annual budgets (rencana kerja anggaran sekolah/madrasah pr RKAS/M) as part of the development plans. This involved a series of workshops and on-site mentoring visits for all schools. The process of converting RPS into RKS to meet the requirements of the new regulations took place as part of the process of updating plans which is conducted annually.

The creation of a school development planning (RKS) approach that is based on good practice and aligned to the 2007 regulations is one of DBE1's major contributions and sets the project apart from other previous and parallel donor projects.

Following a preliminary multi-donor meeting at the World Bank on April 11th 2008, members of the national DBE1 team attended a meeting in Bogor on April 24-27th with the Secretariat of School-Based Management (Sekretariat MBS) from the Directorate Pembinaan TK-SD, MONE. The purpose of the meeting was to share experience, map school-based management programs and establish a multi-stakeholder forum. In this context, information was shared between donors and the Directorate on approaches to school development planning. Also attending these meetings were representatives of the World Bank, AusAID, (IABEP, NTT PEP, LAPIS), Kartika Sukarno Foundation, Plan International, Save the Children, UNESCO, UNICEF, World Vision and JICA.

Significantly, it was confirmed that the DBE1 approach to school development planning (RKS) is the only one that is currently fully aligned to current government regulations (particularly Permendiknas 19/2007). This fact is well appreciated by MONE (especially the directorates for elementary and junior-secondary schooling) and also largely accounts for the success of the program in the field and the strong interest in replication. As a result, DBE1, responding to a request from the Directorate (TK-SD), provided a full profile of the program in early May. The Directorate expressed strong appreciation for DBE1's efforts to align the program with government regulations. In Year 4, DBE1 will place a senior staff member in the Secretariat to support working relationships and the further institutionalization of DBE1 interventions, including the RKS methodology. Also in response to a request from the Directorate, final versions of manuals for school development planning are currently being revised to align with MONE standards. Following this it is expected that the manuals will be officially endorsed by the Ministry.

[6] Schools in Aceh, West Java and Banten and South Sulawesi are expected to complete the process early in Year 4.

Figure 2: Covers of Manuals for School Development Planning (RKS/M)

Table 5: School Development Planning Manuals

Date completed	Title	Edition
September 2005	Panduan RPS/M (SD/MI)	Draft
January 2006	Panduan RPS/M (SD/MI)	Edition 1
May 2007	Panduan RPS/M (SD/MI)	Edition 2
October 2008	Panduan RKS/M (SD/MI)	Edition 1
April 2007	Panduan Teknik Fasilitasi (SD/MI) Edition	Edition 1
October 2008	Panduan Teknik Fasilitasi (SD/MI)	Edition 1
September 2006	Panduan Teknik Fasilitasi (SD/MI) Edition	Draft
May 2007	Panduan Replikasi RPS/M (SD/MI)	Edition 1
August 2008	Panduan Replikasi (SD/MI)	Edition 2
April 2007	Panduan Updating RPS/M (SD/MI)	Edition 1
April 2008	Panduan Updating RPS/M (SD/MI)	Edition 2
June 2007	Panduan RKS/M tingkat SMP/MTs.	Draft
September 2008	Panduan RKS/M tingkat SMP/MTs.	Edition 1

The aim of the school development planning program is to improve capacity and achieve significant school reforms which can be replicated to other schools by the district. DBE1 interventions began in January 2006 with training in school development planning and budgeting. By the end of 2006 several district governments and private foundations had allocated funds for replicating DBE1 programs. In many cases schools also contributed their own funds for the RPS program. For the most part the funds prepared in 2006 became available in mid 2007 and the first round of replication took place in the period from mid 2007 – early 2008. By the end of Year 3, approximately 2,500 schools had completed or were in the process of completing school development plans under replication programs funded mainly by local government (see Section 6, below). In the period March – May 2008 DBE1 monitored the implementation program. The results are presented in a special report.[7]

The heart of successful school-based management is a commitment to children, to teaching and learning, to continuous improvement, to good planning and to the participation of all stakeholders. Following established models of good practice, the DBE1 approach is to assist schools and madrasah to create and implement comprehensive school development plans, which:

1. are based on a thorough analysis of the current school profile and identified needs,
2. reflect the aspirations and priorities of all stakeholders,
3. are integrated and cover all aspects of the school program,
4. are multi-year – four years is standard,
5. are multi-resourced and link directly to annual school budgets (RKAS/M) and resourcing plans – all sources of funding and resourcing are covered, including BOS, APBD, parent contributions and other sources,
6. form the basis of annual work-plans (rencana kerja tahunan or RKT) and budgets (RKAT), and
7. are effectively implemented and monitored by the school committee and stakeholders.

Successful school/madrasah development planning, or 'work-planning', requires intensive support in the initial stages. The DBE1 approach is to provide a series of three training events held at cluster level for working groups, comprised of school heads, teachers and school committee/community representatives. These training activities are interspersed with mentoring visits to schools by district facilitators and community consultation events for each school.

This process is further supported by a series of training events for school/madrasah committees to strengthen their role, together with training in participative leadership for school/madrasah principals.

As an outcome of this approach, by the end of Year 2, 1,050 target elementary schools and madrasah had successfully produced school development plans and were at

[7] DBE1 Special Monitoring Report; October 2008: *Replication of DBE1 School Development Planning by District Governments and non- Government Agencies*

various stages of implementing these. The remaining 24 elementary schools and madrasah (all located in Aceh) completed plans in Year 3 meaning that all 1,091 target elementary schools and madrasah now have school development plans.

Schools and madrasah should monitor the implementation of plans and develop annual work plans and budgets, based on the mid-term plans, to ensure that they remain current and relevant to the development of the school/madrasah in changing conditions. School committees should be active in this process. During Year 2, Cohort 1 schools were assisted to update and implement their plans. During Year 3 similar support was given to Cohort 2 schools and madrasah, whilst a second round of updating and support was provided to Cohort 1 schools and madrasah. This assistance took the form of workshops for all schools and madrasah held at cluster level and follow up mentoring visits from DBE1 trained school supervisors (local government personnel).

Also during Year 3, all elementary schools and a majority of junior secondary schools and madrasah were assisted to prepare school development plans using the newly developed manual (RKS). As a result, all target schools and madrasah now have development plans or will complete them in the coming quarter. Implementation for the junior-secondary schools and madrasah followed a similar pattern to the earlier elementary school/madrasah program with a series of workshops and on-site mentoring provided by DBE1-trained district education officials. The difference is that, whilst elementary schools and madrasah received training in a localized cluster system, the training for junior-secondary institutions was provided at district level. In each district four schools and madrasah were targeted at the junior secondary level; the same schools and madrasah that have received support from DBE3.

DBE1 conducts routine monitoring and evaluation of program implementation. Monitoring is conducted at the target school/madrasah level in all Cohort 1 and Cohort 2 districts in 6 provinces (North Sumatra, West Java, Banten, Central Java, East Java and South Sulawesi) by DBE1 District Coordinators (DCs) in collaboration with district staff (usually they are from Education Office, District Department of Religious Affairs, and District Planning Board). The aim of involving district staff is to empower them in effective monitoring, data collection, and data analysis.

Data was collected through individual and group interviews with school principals, teachers, school committee members and community members who live nearby schools. In addition to interviewing the stakeholders at the school level, both District Coordinators and district staff also gather data from other primary sources such as School Development Plan (RKS), school committee minutes/reports and various attendance records available in the schools.

The fourth measure of progress since project inception was taken in early 2008 and reported in June 2008.[8] The report focuses on progress with implementation of school development plans in elementary schools and madrasah (SD/MI). At the time it was too early to measure progress in the junior-secondary schools and madrasah. Measure 4 results for Cohort 1 in general are similar to the results of the third monitoring

[8] June 2008: DBE1 Monitoring Progress Report 4

(Measure 3). The report suggests that DBE1 interventions at the school/community level are on track and have many positive impacts.

Comparison of baseline data with the results of Measures 1, 2, 3 and 4 indicates that some improvements have taken place in school management and governance. School planning, financial transparency, school committee performance, and the awareness of school committee members of the need to broaden their membership to include women and minorities have all improved significantly, particularly in Cohort 1 schools and communities.

The results also indicate that the degree of DBE1 assistance to the schools has a major impact on school performance. Results indicate that the more intensely DBE1 facilitates training follow up, the better the performance of the school.

These are very valuable lessons learned in terms of DBE reducing support to project schools and increasing support to schools by local governments. DBE1 has invested heavily in capacity development for 334 school supervisors (District Facilitators) who can implement the DBE1 school/community interventions. This figure increases to approximately 1,000 when we include additional 'replication district facilitators' who now attend most training activities for DF. Based on the Monitoring and Evaluation (M&E) findings, DBE1 should continue to provide support to these officials so that they can continue to provide ongoing support to schools. M&E results can also be used to explain to local government the need for ongoing support to schools verses the usual one-off interventions when they replicate DBE1 programs.

Figure 3: Percentage of Schools that have RPS that Meet 25 or More Criteria: Cohort 1

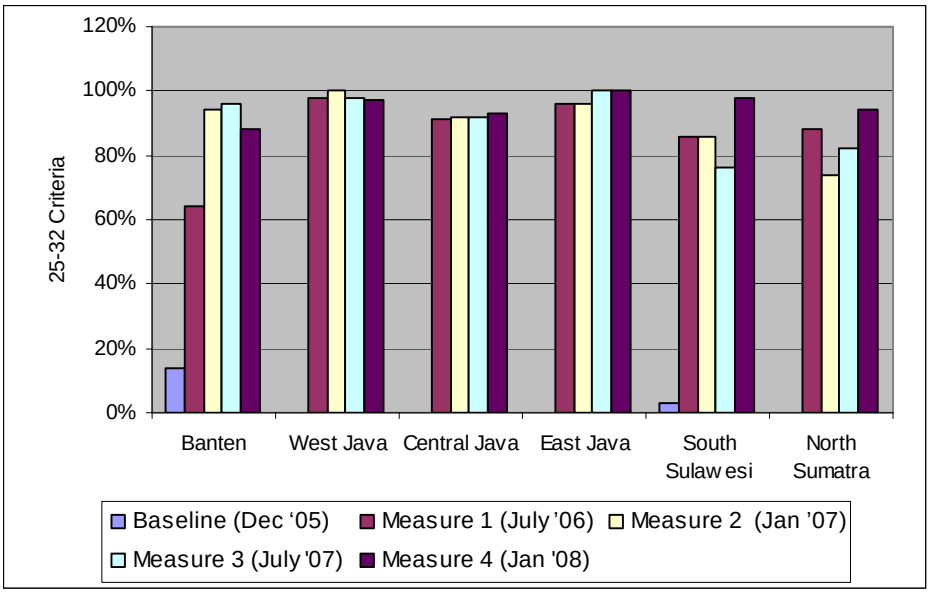
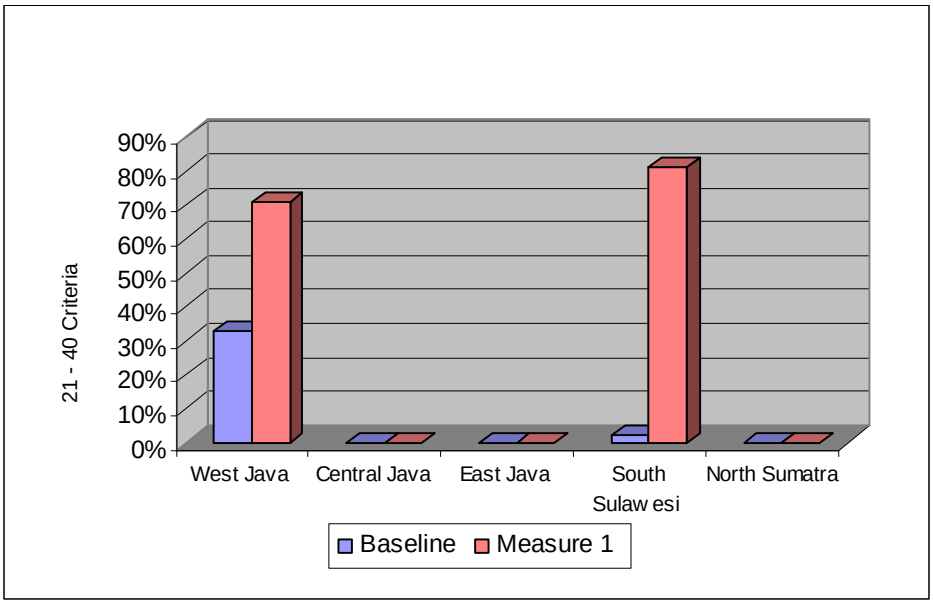


Figure 4: Percentage of Schools that have RPS that Meet 25 or More Criteria: Cohort 2



Among other measures, the evaluation report describes the percentage of targeted schools that have developed long-term school development plans that meet a threshold of key criteria. **Figure 3** and **Figure 4**, above, illustrate a number of differences between Cohorts 1 and 2. When the baseline survey was conducted for Cohort 1 in December 2005 the data showed that 20% of the schools could not show a completed RPS or budget (RAPBS). In contrast the baseline data for Cohort 2, conducted in August 2007, shows that only 1% of the schools did not have RPS or RAPBS. It is quite likely that by August 2007 schools had been informed that they are required by Regulation PP19/2005 to produce the plans.

The quality of the plans improved greatly in Cohort 1 schools. After the baseline 89% of the Cohort 1 schools had produced plans that meet 25 or more of 32 criteria for good quality plans. The figure has been relatively constant for the past two years.

As described above, new guidelines were introduced for Cohort 2 school development planning. The guidelines were introduced following extensive evaluation of the Cohort 1 program. Forty criteria were established for assessing the quality of plans developed according to the new guidelines (compared with 32 criteria for Cohort 1). Baseline data revealed that only 6% of the schools could meet more than 20 of the criteria. This improved to 30% of the schools when the first measure against the baseline was conducted in January 2008. However, when the first measure data is further analyzed by province, it shows that substantial improvements were made in only two provinces: West Java and South Sulawesi where 70% and 80% of the schools respectively had plans that meet more than 20 of 40 criteria (see **Figure 4**).

The main reason for the lower improvements in North Sumatra, Central Java and East Java is that many of the schools had not completed the plans at the time the assessment was made in January 2008. This indicates that the provincial teams had

fallen behind in meeting workplan schedules. The next Monitoring Progress Report due early in Year 4 should show greater improvements across all provinces.

In general the findings indicate that the RPS/RKS program is meeting expectations and achieving intended Intermediate Results for improving planning at the school level. The data also show that in some provinces meeting workplan targets was behind schedule in the early part of Year 3. This issue has been addressed so that now, at the end of Year 3, all provinces are up to speed.

One aspect of the RPS/RKS program that needs further attention is the implementation of school development plans. DBE1 has supported a program of school mentoring visits (pendampingan) by school supervisors (DF) to support both implementation and updating of plans throughout Year 3. This program will be continued in Year 4, and further strengthened with a monthly forum for school supervisors (DF) to ensure continual support and professional upgrading for these key personnel.

Table 6: RPS Program Implementation 2007/2008

Province	Total Program	Implemented	Delayed	Cancelled
Banten	301	230 (77%)	70 23%)	1 (0%)
West Java	1,061	816 (77%)	180 17%)	5 (1%)
Central Java	131	118 (90%)	13 (10%)	0 (0%)
East Java	262	241 (92%)	21 (8%)	0 (0%)
South Sulawesi	102	94 (92%)	8 (8%)	0 (0%)
North Sumatra	1,233	890 (72%)	295 (24%)	21 (2%)
NAD	102	57 (56%)	45 (44%)	0 (0%)
Total	**3192**	**2446 (77%)**	**632 (20%)**	**27 (1%)**

As illustrated in the table above, DBE1 collects quantitative data on completion of the planning process and the number of programs implemented. Of the 3,192 RKS school improvement programs planned in target schools for the 2007-2008 school year, 77% were implemented, 20% delayed and 1% cancelled. (2% of programs were not reported.) What we don't yet know with confidence is how effectively the plans are being implemented and the impact of RPS/RKS on quality improvement in schools and madrasah.

In order to address this need, an impact study is planned for early in Year 4. The study will employ a mix of methodologies including:

- meta-analysis of existing project data; field reports, training reports, training participant evaluations, collated data from RPS/M and RKS/M including school profiles, priorities, programs and budgets.
- a simple survey of perceived impact to be conducted with a broad sample
- an in-depth qualitative study of impact in selected schools, using ethnographic participant observation methodologies.

As a result of this study, we should be able to report with confidence on the impact, not only of RKS, but of other school-level programs including leadership training for principals and school committee strengthening. The study should also help evaluate the effectiveness of the DBE1 approaches and enable us to fine tune the approach and address any issues to increase sustainability and impact and support replication in the remaining period of project implementation in Years 4-5.

3.2 District Planning and Management

In Years 1 and 2, DBE1 focused primarily on the development and implementation of school development planning methodologies.

Subsequently in Year 2 DBE1 developed a methodology for Capacity Development Planning (Rencana Pengembangan Kapasitas – RPK) for District Education Offices. The RPK identifies the actions planned to be taken to improve the performance of key education management functions, namely education planning, human resource management, financial management, and providing technical support to schools. The RPK also indicates what the District Education Office plans to do to ensure that it exercises its authority in accordance with principles of good governance.

A total of eight districts completed RPK in Year 2. In Year 3 four more districts completed RPK, bringing the total to 11. MONE and the World Bank have shown great interest in the approach and in response DBE1 will facilitate one additional RPK in Year 4 and, with the World Bank and MONE, will review the program, update and finalize the manual.

In late Year 2 and Year 3, DBE1 commenced piloting of a new approach to medium-term education development planning at district level. Key features of the methodology are:

1. information based plans;
2. a shift from input to output/outcome based planning; and
3. a strong focus on identification of groups of schools requiring special attention (e.g. low performing schools or underserved schools).

DBE1 has worked closely with officials from two ministries – the Ministry of National Education (MONE) and Ministry of Home Affairs (MOHA) - in the development of the education planning methodology, progressively revising and refining the approach to meet the objectives of the national ministries. This process has taken more time than anticipated (see below) but is considered vital if DBE1 is to

impact not only on education planning and management in target districts, but more broadly on national policy. [9]

DBE1 is pioneering new approaches to education management capacity development and education planning under a decentralized education system. While previous projects, including MBE and CLCC had a strong focus at the school level, their impact on capacity development at district level was limited. Further, the new regulatory framework guiding district planning has only gradually taken shape in the years after the introduction of autonomy with for instance the issuance of Law No 25 on the National Development Planning System in only 2004. [10]

DBE1 began in Years 1 and 2 with a major focus in improving management and governance at the level of school and community. In Year 3 that focus shifted to the district level where approaches developed in the previous years were more fully implemented. In Years 4 and 5, the focus will shift again to the province and national levels. Whilst activity will continue at all levels, increasingly DBE1 will engage provincial and national level counterparts to ensure that they fully understand and appreciate the methodologies which have been developed and implemented and, where appropriate, that these methodologies can inform the development policies and strategies for improving the management and governance of basic education across the country

Capacity Development Planning (Rencana Pengembangan Kapasitas or RPK) and Personnel Management for District Education Offices

In Years 2 and 3, DBE1 assisted in the development of RPK in eight Cohort 1 districts: Tuban District and Mojokerto City (East Java); Kudus and Jepara Districts (Central Java); Soppeng and Enrekang Districts (South Sulawesi) and North Tapanuli District and Sibolga City (North Sumatra). In Year 3, an additional three districts in West Java/Banten completed RPK (Karawang, Sukabumi and Lebak in West Java), bringing the total number of districts with RPK to 11.

As outlined in the Year 3 Workplan, DBE1 did not support further RPK development. The existing plans were regarded as sufficient to serve as models for districts under various projects and programs. Ongoing discussions with the World Bank and AusAID indicate that the RPKs developed in the 11 districts may serve as models for replication under other donor funded programs. However, in response to demand, DBE1 will assist one more district, Nganjuk in East Java, to develop RPK in Year 4 and will work closely with the World Bank and MONE to improve the manual based on the pilot in 12 districts.

The RPK process results in a plan to build capacity in the district education office. In order to implement the RPK a budget is required. In Tuban district, for example, a total of Rp 250 million ($28,000) was allocated in the 2008 budget for RPK implementation. The programs to be implemented in 2008 included teacher mapping and the conduct of a School Unit Cost Analysis.

[9] Cf. DBE1 Special report "*Policy Reform in Education Planning*", October 2007

[10] For further description and analysis of laws and regulations relating to decentralized education, see DBE1 Special report "*Study of the Legal Framework for the Indonesian Basic Education Sector*", November 2007.

A significant outcome of the RPK process across the districts where the process has been conducted is the identification of the need to improve management of the education system, and particularly personnel management.

In Year 3 DBE1 worked intensively to develop and pilot a system to better manage human resources in Kudus, Central Java. The DBE1 approach is to enhance systems and models that already exist in the education system, enabling better collection and management of data to improve management. In this context, a number of systems are addressed: personnel mapping (SIM NUPTK), teacher competency, qualifications and certification, HR planning, recruitment and deployment of teachers, promotion and career development, professional development (training), performance appraisal, reward and protection.

A special team was established for human resource management development in Kudus. The team is comprised of members from Education Office, District Personnel Board (Badan Kepegawaian Daerah) and principals of both public and private schools from all levels of education. To ensure progress, a core team of five members worked to identify policy issues in human resource management, identify options to address these issues and then select the preferred solutions. The outcome of this process was formalized in a Head of District Decree *(Peraturan Bupati)*. The second phase then focused on developing the systems and procedures to support implementation of the policy objectives. Here again, these systems and procedures were formalized through a Head of District or Education Office Decree

During the initial stage, team members were reluctant to look for innovative solutions and restricted themselves to 'cutting and pasting' text and articles from central government regulations. However, gradually a shift occurred. Options that were beyond consideration during the early stages of the process were heatedly discussed later on. Examples of new approaches to human resource management included in the draft Decree are the following:

1. A shift to a performance-based approach for staff appraisal, candidate selection for academic programs, certification, and other career development programs.
2. A shift from 'past entitlements' to a more rational and needs-based approach that will help rationalize the use of resources.
3. Introduction of more plan-based management practices.
4. Introduction of human resource management information system.

During a one-day workshop in March 2008 school principals, teachers and school supervisors - the key persons concerned with Decree - had an opportunity to give their views on the draft document. Key inputs were related to staffing requirements (for instance each elementary school should have one administrative staff, one librarian, and a night-guard, whereas junior secondary, vocational and high schools should have one laboratory assistant), staffing arrangements (married couples should not be allowed to teach in the same school), teacher work load (24 hours or 18 hours with six hours preparation time), the formulae to determine the number of vice-principals, status of head of subject area for vocational schools, how to deal with private school

teachers and whether to introduce a system of specialized school supervisors (special supervisors for subject area and others for school management).

To widen the team's understanding, DBE1 designed a special program to visit four districts and one province that are well-known for their innovative public administration practices. The districts selected to visit were:

1. Jembrana District for introducing a performance-based incentive system, an effective management information system, and the introduction of free-education program;
2. Gorontalo District for its effective practices in teacher recruitment, deployment, introduction of multi-grade teaching and school mergers;
3. Sleman District for performance appraisal, career development, and promotion;
4. Sragen District for its information systems; and
5. Yogyakarta Province for early retirement mechanism and outsourcing.

As a result of these visits, the Kudus human resource management (HRM) team members could see that more detailed and operation-based rules and regulations were used by those districts to implement policies on human resource management. Members also understood that there was a certain level of courage required to implement human resource management successfully in Kudus. This courage is required because of two factors: originally, the Kudus District Personnel Board only functioned as an implementer of policies and was rarely involved in decision making process. Secondly, issues of human resource management tend to involve other matters (e.g. salary and division of responsibilities) and could easily be linked to political issues or interests, making the whole approach more complex.

Although DBE1 had to continuously convince team members throughout facilitation meetings that proposed policy improvement should be based on real conditions and requirements, not on concerns about displeasing others or possibly violating other laws, team members were able to incorporate several changes to the draft of District Head Decree on human resource management.

The District Head Decree specifies that: human resource management and decision making process is to be based on:

1. Mid-term planning and employee needs, not employee numbers and composition;
2. A systematic employee management system, not subjective information;
3. Performance of employees, particularly for decisions related to employee promotion, change of position, and acknowledgement of service.

The Decree further states that:

1. Qualifications will be used as a basis for recruitment, change of position, and promotion;
2. A formal work agreement is to be used as basis of performance assessment;

3. Career mapping and planning will be used as a basis for employee promotion and career development; and
4. Human resource management improvement will be included in district annual budget allocations.

Following a series of facilitation meetings to develop the draft, the District Head Decree was signed by the Head of District on June 30th 2008. The challenge for the Kudus HRM team remains as these changes need to be implemented and adopted by district employees in their daily activities.

Following the development of the decree, DBE1 assisted in the development of systematic employee information based on what is known as SIM NUPTK; a system of unique employee numbers for Educators and Educating Personnel (SI Nomor Unik Pendidik dan Tenaga Kependidikan/SIM NUPTK). This system is being used for mapping and a basis for the decision making process, in particular for the distribution of human resources such as qualified teachers to different regions.

The software application and pilot testing and data collection and validation were almost completed by the Kudus HRM team in the final quarter of Year 3, followed by data processing and initial drafting of policies, strategies and programs. This work is being finalized in early Year 4. Following this, in Year 4, the new system will be rolled out in one district per province, where appropriate focusing on districts which have undergone the RPK process.

District Education Strategic Planning (Rencana Strategis or 'Renstra')

District education plans are termed 'renstra' or 'rencana strategis', meaning strategic sectoral development plans. Renstra prepared with assistance from DBE1 include both 'medium term education sector development plans' and supporting 'finance plans and budgets'[11]. Following an extensive period in which the strategic planning approach was developed and piloted in consultation with districts and national stakeholders from MONE and MORA, in Year 2, two districts completed strategic education plans (Pidie in Aceh and Soppeng in South Sulawesi). Throughout Year 3, DBE1 specialists provided capacity development support for the preparation of education plans.

By the end of Year 3 (September 2008), three more districts had completed the preparation of strategic educational plans (renstra) and fifteen are expected to complete within the coming three month period, bringing the total to 20. A further eighteen districts can be expected to complete the process during the coming six months. Eleven districts have either opted not to receive assistance since they already have an independently developed renstra, or have dropped out of the program generally due to local political problems such as changes in leadership resulting in a lack of commitment to the program. This leaves 38 districts which it is hoped will complete the process. In order to achieve the aim of completing 38 renstra (or at least 35 in accordance with the draft revised Task Order) by April 2008, DBE1 will

[11] Deliverables 9 and 10.

prioritize this program, along with key financial analysis programs (see below) with the aim of completing renstra in all of these target districts by April 2008.

Table 1 on page 4 above shows the status of renstra development in all DBE1 target districts. Progress has been slower than initially anticipated, due to at least three factors:

1. a lack of data to support the planning process,
2. the routine work pressure on members of the district government planning teams, and
3. the complexity of the work.

A recent example illustrates the third of these challenges: Indramayu District has over 1,600 schools - not including learning groups for non-formal education- that provide schooling to over 320,000 children. The district employs around 17,000 teachers and educational personnel and total education sector expenditure for the five year period is over US$ 125 million. The sheer size of the sector makes planning work very demanding.

In Central and East Java and South Sulawesi where we are already working with a second cluster of districts, the planning work is progressing faster, which is due, in part, to the following three reasons:

1. Substantial preparatory work was undertaken well before the planning process commenced to ensure that school data sets were up-to-date and (more or less) complete and incorporated into the Data Planning Information Support System (DPISS). This meant that data analysis results were already available at the time of training which in turn made the training much more interesting for the participants
2. DBE1 specialists have become more experienced in facilitating the planning process which also has helped to accelerate the process.
3. More out-of-office planning sessions have been provided, making it easier for district officials to really focus on the planning work without being disturbed by routine activities.

In the majority of districts multi-stakeholder consultations on the draft plans were stimulating events: often participants expressed their gratitude for having had the opportunity to give their opinion on the draft plan and to suggest improvements. More than once, they explained that this was the first time that they had this opportunity. Further, the greater part of participants were happy with the data-based planning approach which made it easier for them to understand what was planned and more importantly why.

The DBE1 planning methodology is set out in a manual that was developed in consultation with stakeholders from MONE and MORA during Year 2 and further refined in Year 3. In July a five-day workshop was organized for DBE1 provincial planning and information specialists. The workshop provided a platform for sharing experience among the specialists, and reviewing draft plans, the planning methodology and the delivery mechanism. Over 50 suggestions were made by the

specialists for improvement in the planning methodology. These are currently being worked into a new version of the planning methodology. Three officials from the Ministry of National Education briefed the planning specialists on recent developments in the sector, namely progress in the implementation of MONE's Renstra, the Ministry's high priority programs, and the new government regulation on Education Financing (PP 48 of 2008).

The national strategic education plan, Rencana Strategis Departemen Pendidikan Nasional Tahun 2005-2009, provides a strategic policy framework for the development of district level plans. The national Renstra identifies three policy pillars – access, quality and management.

Among the features of the DBE1 renstra methodology is use of a data analysis software (DPISS) that allows districts to make plans based on disaggregated data in order to prioritize specific schools and program areas that need special attention. Currently, plans are prepared on the basis of data aggregated at the district level, which often results in over supply in some cases and under supply in others.

In almost all assisted districts, Dinas Pendidikan has collected the data required by the Center of Education Statistics, Balitbang of MONE, for the compilation of national education statistics but does not use this data for education management at the district level. Further, there is the problem of aggregating school data at the kecamatan level which means that a lot of information gets lost in the aggregation process. Aggregated data may be useful at the central level for the preparation of national education statistics but this kind of information is not very useful for education planning at the district level. As DBE1 promotes information based planning with the school as the unit of analysis, a lot of work has been done to make the data sets ready for data analysis.

The work in developing a special application for the use of NUPTK data for human resource management described above only confirms our experience in developing data sets for education planning; the districts are collecting a lot of data for use at the national level, but lack the capacity to use this data for education management at the district level.

Experience to date clearly shows that Dinas Pendidikan staff are able to prepare the education profile with the help of DPISS and that school-based education profiles are very helpful in preparing education plans. Some striking general findings from the different education profiles are the following:

1. participation at the kindergarten level is still low in the majority of districts (around 25%) and public provision of this kind of education is almost non-existent: only a single kindergarten per district;
2. children go earlier to primary school; in some districts over 90% of first graders are six years or even younger;
3. as school preparedness is low and as first graders are young, it is not surprising that repeater rates in grade 1 are high which gradually become lower for the higher grades;

4. repeater rates as well as dropout rates for girls are consistently lower than for boys for *all* districts where we work; girls performance in passing rates and examination results is also better than for boys;
5. the development that children have a tendency to enter primary education at the age of six in a number of districts, has important consequences for the interpretation of a number of education ratios, in particular the net enrolment rate as this rate will decline over time when children go to school at a younger age; and
6. in general district-wide performance has improved over the past years but serious disparities between areas and or schools continue to exist.

The renstra process is comprehensive and time consuming. A well-prepared strategic education plan is based on comprehensive data collection and analysis, comprehensive financial analysis at district and school levels, and focused consultation and dialogue between all education governance stakeholders. The renstra is thus the center-piece in a broad range of district level interventions.

The general elections scheduled for mid-2008 will impact on implementation of DBE1 programs. Timing of the provision of assistance to districts for strategic and finance planning will be determined in consultation with local authorities. In order to complete the process successfully in the remaining 33 districts, this program will be the major focus of DBE1 activity in all provinces for the first two quarters of Year 4 (October 2008 – March 2009). This timing will also enable a follow up period of six to nine months, during which assistance can be provided to districts to monitor and support the implementation of the plans. The focus of support will shift to reinforcing what was learnt, which will be done by providing assistance in translating the medium-term plans into annual plans and budgets.

Figure 5: Covers of Recently Completed Renstra

3.3 Education Finance

DBE1 has developed a range of methodologies designed to inform the development of district education plans and policy from a finance perspective. These include:

- District Education Finance Analysis (DEFA) or Analisis Keuangan Pendidikan Kabupaten/Kota (AKPK)
- School Unit Cost Analysis (SUCA) or Biaya Operasional Satuan Pendidikan (BOSP)

These two methodologies impact on policy development through the district education planning and finance planning process (renstra) . In line with the draft revised Task Order, the District Education Finance Analysis (AKPK formerly referred to as DEFA [12] and PEFA) will be conducted in at least 35 provinces and districts and the results will feed directly into the renstra process. The School Unit Cost Analysis (BOSP, formerly referred to as SUCA) will also be conducted in at least 35 districts and will support the renstra process. Meanwhile a BOS Impact Study (Analisis Dampak BOS or ADB, formerly called BIA) will also be conducted at a national level using meta-analysis techniques.

All of these interventions also directly support the governance (GGSP) program, providing extremely valuable input to inform local, provincial and national policy discussions. The achievement of this objective will be further strengthened during the coming year as DBE1 focuses more sharply on gaining broader impacts from its interventions through the policy development process. Meta-analysis of the results of DBE1 financial analysis across a range of provinces and districts will provide a unique and valuable input into national, provincial and district policy making.

District Education Financial Analysis (Analisis Keuangan Pendidikan Kabupaten/Kota or AKPK)

Education development planning should result in plans that can be realistically implemented. This can only be achieved when plans are prepared by taking account of financial resource constraints. Realizing that critical financial information was missing to effectively support the education planning process, DBE1 developed the AKPK methodology, which is a tool to get a more comprehensive picture of how education development is financed. It basically concerns condensing and reworking information contained in the very thick budget documents into information that is easy-to-understand and that provides a transparent and relevant picture of what the money is spent on. This assists districts to:

- Improve decision making as decisions are based on analysis results
- Set priorities among district development sectors and within the education sector (e.g. investments in early childhood development versus improved education at the secondary level)

[12] In Year 3, on the advice of USAID, the acronym AKPK, based on the Indonesian term Analisis Keuangan Pendidikan Kabupaten/Kota was adopted in favor of the previously used term DEFA, based on the English District Education Finance Analysis and PEFA or Provincial Education Finance Analysis. The same change was made for other financial analysis methodologies.

- Assess whether funding is being allocated in a fair manner as AKPK provides information on per student expenditure by level of education
- Compare performance among districts which is an effective way of assessing individual district performance
- Assess the extent to which the district has met its obligation under Law 20 of 2003 to spend a minimum of 20% of APBD on education, excluding teacher salaries
- Move toward a results orientation in which expenditures are matched to key education performance indicators
- Improve internal accountability by linking results to inputs which will help improve internal management
- Improve external accountability by widely disseminating results-to-inputs information in an easy-to-understand manner for use in public policy debate.

This information assists the executive branch of government, the legislature, and civil society to develop effective policies for education development.

AKPK requires availability of district government budget documents plus other supporting data. Experience in the field has shown that obtaining these documents has not always been an easy task and has required tactful intervention. On average, it takes around one-person month to complete a AKPK report for one district, depending on the availability of all necessary documents and information. But in some instances it has taken up to three months if information was not readily available.

The initial AKPK conducted in Year 2 was basically a pilot and therefore the analyses were conducted by DBE1 staff with limited involvement of district staff. Building on this early experience, the delivery method changed in Year 3 from a DBE1 staff-led exercise to a model focusing on developing the capacity of district staff to conduct financial analysis of the education sector.

During Year 3, district personnel, supported by DBE1 specialists completed a total of 10 AKPK reports, bringing the total to 12. A further three are expected to complete the process in the coming two month period making a total of 15. In the first part of the coming year, DBE1 will prioritize this program along with renstra and BOSP (see below) with the aim of completing at least 35 districts by April 2009.

Analysis results of a sample of seven AKPKs show the following:

1. the education sector is by far the largest district government sector as between 30% to 43% of total district expenditure is used for the education sector;
2. teacher salaries is by far the largest expenditure component taking up between 63% to 80% of total education sector expenditure; and
3. funding for school operations remains low with only 2% to 6% of total education sector expenditure. Sukabumi clearly constitutes the exception as this district allocates 18% of total education sector expenditure to fund school operations. The following table clearly shows the small amounts allocated for school operations.

Table 7: Initial AKPK Results

	Sukabumi		Indramayu		Lebak		Karanganyar	
	# of Students	Rp/ Student/ Year	# of Students	Rp/ Student/ Year	# of Students	Rp/ Student/ Year	# of Students	Rp/ Student/ Year
SDN	265,362	180,160	192,071	3,478	170,606	0	74,830	10,742
SMPN	41,575	100,024	48,878	56,425	34,444	100,052	28,847	89,886
SMAN	12,732	123,084	10,804	91,705	11,176	165,374	8,497	73,490
SMKN	2,697	452,911	6,223	85,874	2,112	127,286	1,909	399,831

	Bojonegoro		Sampang		Pangkep	
	# of Students	Rp/Student/ Year	# of Students	Rp/Student/ Year	# of Students	Rp/Student/ Year
SDN	96,680	21,862	96,175	11,903	43,218	0
SMPN	30,684	70,483	11,092	245,072	13,523	52,873
SMAN	9,466	159,022	3,951	397,896	5,363	157,346
SMKN	6,515	374,458	689	374,157	1,898	359,318

The table also shows that funding for public primary schools (SDN) strongly varies between districts with an annual allocation of Rp 180,160 per student in Sukabumi to a mere Rp 3,478 per student in Indramayu and no support at all in Lebak and Pangkajene Kepulauan (Pangkep). The allocation for school operations in Sukabumi may look generous when compared with the other districts, but this amount is still insufficient to fully cover school operation cost, that are estimated at Rp 792,000 per student per year on the basis of the calculations made by the District's BOSP team. When taking account the Bantuan Operasional Sekolah-BOS grant of Rp 254,000 per student per year, it is clear that even in Sukabumi funding for school operations is still insufficient, let alone in the other districts. By combining AKPK and BOSP results, district stakeholders have the necessary information to make informed-decisions about school funding.

AKPK is also used in preparing the education sector financing strategy as the analysis provides information on education sector spending by the different levels of government. This information is used to develop alternative scenarios of funds availability, which are then matched with education sector development needs identified during the Renstra development process.

The focus of AKPK is on public education provision and consequently the analysis is primarily conducted on the basis of the most up to date district government budget documents (APBD Kab./Kota), which means either the budget, mid-year budget revision or budget realization documents.

Districts receive most of their funding [13] in the form of annual block grants from the central government through mechanisms called General Allocation Fund (Dana Alokasi Umum or DAU) for salaries and services and Special Allocation Fund (Dana Alokasi Khusus or DAK) for centrally earmarked priorities and projects. In addition, districts receive 'Shared Revenues' from the central government which is a partial

[13] For detailed description and analysis of education funding cf. "*Study and Analysis Related to Education Governance and Finance*", DBE1 Special Report dated August 2007.

return of funds generated from taxes and the extraction of natural resources in the district. Districts also internally generate revenue ('Own Source Revenue') from local taxes and fees; and in some cases they receive 'Other Revenue' in the form of contributions from industries, for example, located in the district. A great deal of other education funding enters the district in the form of central and provincial allocations directly to schools, teachers or students; but this funding does not enter the district revenue budget accounts.

In its original form, the AKPK focused primarily on the district government budget. However, education development in districts is funded from a variety of sources other than through districts' APBD, including provincial APBD, which is the province's own discretionary budget under decentralization laws, and through budgets of the national ministry (MONE) that are implemented by provincial governments through a mechanism called Deconcentration Funding (Dana Dekonsentrasi). The funds from these budget sources are expended by the provincial government to implement centrally defined programs and projects. Examples include block grants directly to schools to purchase text books, scholarships to students, and special teacher training programs. In addition, the central ministries (MONE and MORA) also channel funds directly to schools. The largest of these directly funded central programs is called Bantuan Operasi Sekolah (BOS) (School Operational Funds) which are grants based on school enrollments channeled directly to schools by the central ministries MONE and MORA. Importantly, all these funds do not flow through the district budgets, and the extent to which districts participate in implementation decisions or even are fully aware of these programs varies widely[14].

To get a more complete picture of the education sector funding, in Year 3, DBE1 widened the AKPK scope to also include an analysis of the above mentioned sources of funding; including provincial education finance analysis.

As an example, results in West Java show that total education sector expenditure from provincial APBD and central ministry sources through the Dana Dekonsentrasi mechanism in West Java Province is on average Rp 102 billion per district which is broken down as follows: Rp 74 billion under the central ministry's BOS program, Rp 26 billion under various deconcentration programs and Rp 2 billion from provincial APBD. AKPK analysis has shown that average non-salary education expenditure from districts' APBD is around Rp 22 billion per district. By combining these two pieces of information the following picture of district education sector financing evolves.

Table 8 shows that the district government is a relatively small player in education sector development as it only funds only 18% of total education sector non-salary expenditure. This suggests that there is a disconnect between district responsibilities under Law 20 of 2003 which places responsibility for education management upon the districts and the financial resources available at the district level. It looks a bit like the following: the district pays the salaries of the teachers and the higher levels of

[14] See also "*Study and Analysis Related to Education Governance and Finance*", DBE1 Special Report dated August 2007.

government finance education sector development. The education sector financing pattern has also major implications for education planning as districts must attune their plans to plans made by higher level of governments --in particular to the plans of central government-- as well as to the school development plans prepared at the school level. It should, however, be kept in mind that the above analysis concerns a first and rough analysis and that more follow up work remains to be done.

Table 8: District Education Sector Funding Sources

Funding Source	Amount (Rp billion)	%
Provincial APBD	2	2
Dana Dekonsentrasi	26	21
BOS	74	60
District APBD	22	18
Total	**124**	**100**

To take another example, analysis of results for Bojonegoro District in Central Java, completed mid-2008 shows:

- that the district is highly dependent on central government grants as 90% of the districts revenue come from the central level;
- the importance of the education sector as 37% of the district budget is allocated to the sector;
- the dominance of teacher salaries as 80% of total district education sector expenditure is allocated for teacher salaries, leaving only limited funding for operational expenditure and investment;
- relatively rational fund allocations among education levels as the allocation per SMA student is slightly over twice the amount for SD student; and
- disappointing support from APBD Province as this level of government only finances 1% of total education sector expenditure at the district level, whereas central level support through the deconcentration mechanism represents 17% and education sector funding from the district's own budget 82% of total education sector expenditure.

The provincial analysis clearly shows that the province does not meet the legal requirement of allocating a minimum of 20% of its budget to the education sector and, therefore, in the months to come DBE1 will promote inclusion of this issue in the provincial policy agenda, in particular in South Sulawesi and West Java Provinces where the newly elected governors promoted free basic education during the election campaign.

AKPK results have been presented in a variety of governance (GGSP) events (multi-stakeholder workshops, district forums and DPRD conference). With help of attractive easy-to-understand presentations, participants had an excellent opportunity

to deepen their understanding of how the education sector is funded, what the money is spent on and how much is spent on each level of education, which, in turn, has helped to substantially improve the quality of the discussions: from poorly-informed to evidence-based.

The following figures, taken from a recent presentation given to stakeholders in Indramayu District, illustrate the value of this approach.

Figure 6 Funding Sources 2008 – Indramayu (AKPK slide presentation)

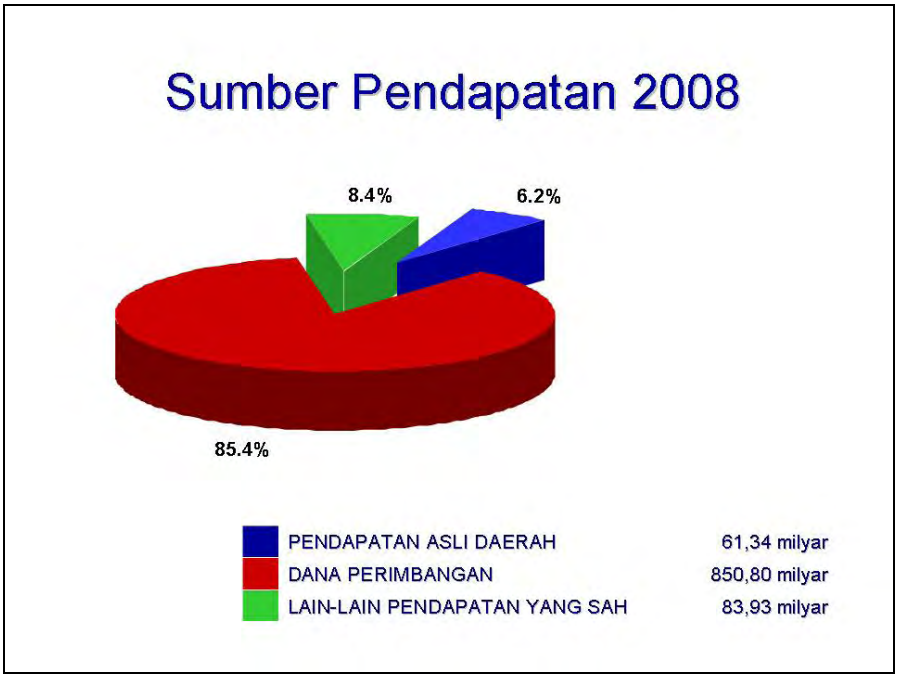


Figure 7 Education Spending Compared to Other Spending – Indramayu (AKPK slide presentation)

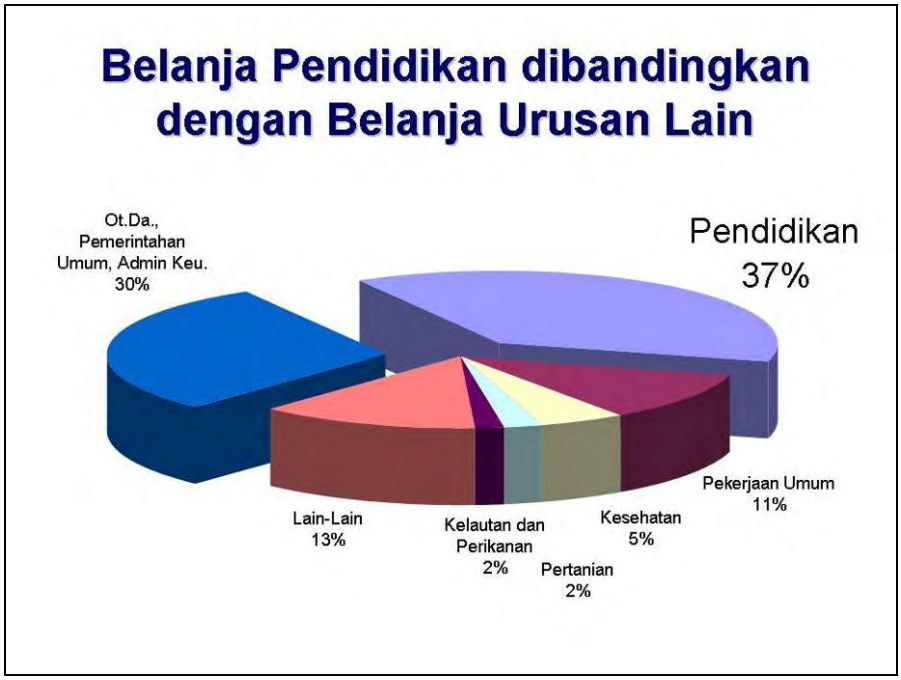


Figure 8 Education Spending 2008 according to Type of Spending – Indramayu (AKPK slide presentation)

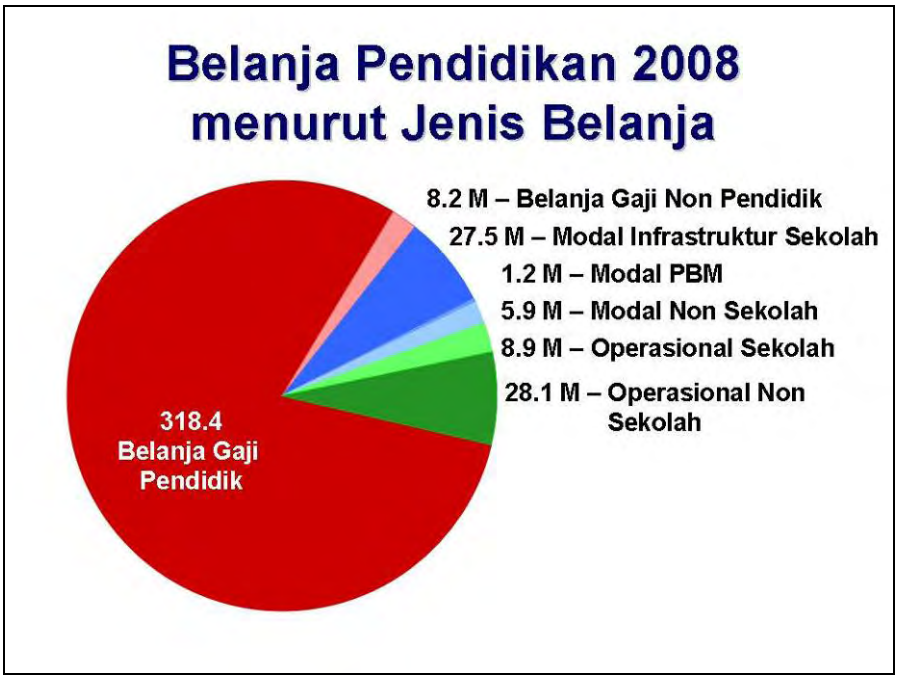


Figure 9 Education Spending 2007 according to Type of Spending – Indramayu (AKPK slide presentation)

School Unit Cost Analysis (Biaya Operasional Satuan Pendidikan – BOSP)

A new program, school unit cost analysis (BOSP, formerly referred to as SUCA), was introduced in Year 3 to supplement the AKPK described above, and supports the district planning and policy development process:

It was initially intended that the BOSP would be conducted in a sample of six districts in every province (ten elementary schools and five junior secondary schools will be analyzed in each sample district). However, the success of the BOSP approach as a tool to support planning and to inform policy development, together with the very strong demand from districts, led us to rethink the strategy. As a result, it is now intended that BOSP will be implemented in as many districts as is possible and in at least the 35 districts where renstra and AKPK will be implemented.

A second methodology, BOS Impact Study (BIA or Analisis Dampak BOS, BIA), was also introduced. However during Year 3 it was found that, since the ADB methodology relies on comparisons between the current situation and prior to introduction of BOS in 2005, as the time gap widens it is becoming increasingly difficult to obtain valid data to make the comparison. Schools do not typically have hard data and informants cannot always accurately recall conditions prior to BOS. Consequently the BOS Impact Study approach is under review. The new methodology which will incorporate focus-group discussions with families and community members and meta-analysis of national data will be implemented in Year 4.

This package of financial analysis in addition to providing important input into district planning where it is conducted will also inform provincial and national level policy making.

The School Unit Cost Analysis (BOSP) methodology was initially developed and piloted in Year 2 in one district (Sidoarjo, East Java) in response to a special request made by the District Head. In Year 3 BOSP was conducted in a further 28 districts, bringing the total to 29 districts (four in Aceh, two in North Sumatra, six in South Sulawesi, three in West Java/Banten, six in Central Java, and eight in East Java).

In districts and provinces with a local policy of free-access to education, BOSP results have effectively helped to bring the policy discussion to a higher, better-informed level. BOSP provides detailed information on ‘how much it costs to operate a school’. As many people still think that the national School Grant (BOS) program provides adequate funding for school operations, they do not see the need for additional financial support from either the parents, the district budget or from both.

By deducting the BOS allocation from BOSP estimates, participants in the workshops became aware that the BOS allocation is actually substantially lower that the school needs or, in other words, that that there is still a gap between needs and funding. Now the discussion moved on to address the issue of how to close the gap. In districts with a free-education policy this would mean that APBD funds would have to be used for topping up BOS. However, the amounts required – often in the range of Rp 30 to 50 billion for 9-years of basic education alone - frightened the policy makers and made them aware of the implications of the free-education policy.

The need for clear estimates of how much it cost to operate schools has only increased after the recent issuance of Government Regulations No. 47/2008 on Compulsory Education and No. 48/2008 on Education Financing (PP 47/2008 tentang Wajib Belajar and PP 48/2008 tentang Pembiayaan Pendidikan). Both regulations explicitly stipulate that local governments are required to provide free primary and junior secondary public education. To have a clear picture of the funding needed to provide such education, districts must know how much it costs to run their schools, which is the purpose of the BOSP program.

Over the past months the BOSP program has become very popular and it is safe to say that most, if not all, DBE supported districts are interested to get assistance in this area as this program is very useful to them. Moreover, the DBE1 approach to help district staff, school principals and teachers to prepare the estimates themselves has proved to be effective and has the potential to be adopted by non-DBE districts. As district capacity is the key to program sustainability, it is positive to note that district officials are now able to update the calculations themselves in the future.

The BOSP program in Aceh (NAD) is a special and interesting case for two reasons. First, NAD is the only province where the program has been implemented at the request of the provincial Education Office (Dinas Pendidikan Propinsi). Because of special education funding arrangements for NAD, the province wanted to have a clear picture of the funding needed to operate the schools in the province, on the basis of which an estimate was made of the provincial support required to introduce free basic education in the province. Second, as the province requested fast results, DBE1 opted for an accelerated implementation mechanism by mobilizing DBE1 BOSP specialists from South Sulawesi, East Java, North Sumatra and Jakarta, which made it possible to implement the program simultaneously in four districts. In addition to providing support to districts and schools, provincial government staff were trained in BOSP techniques and they are now able to provide support to non-DBE supported districts in the province.

District stakeholders have shown great interest in the presentations of BOSP results and these in turn have helped to deepen the discussion on free-education. The following graphs demonstrate something of the power of the BOSP. The calculation of BOPS falls into two main categories: personnel costs and non-personnel costs (stationery, consumables, meeting, transport, maintenance, student support and so on.)

The first graph, **Figure 10**, shows the unit cost per student per year for elementary schooling in 19 districts. The second graph, **Figure 11**, shows the same for junior-secondary schooling. The third graph, **Figure 12**, shows the same for senior secondary schooling in 17 target districts. Two of the districts elected not to calculate BOSP for this level (Blora in Central Java and Karawang in West Java).

The blue bars show the non-personnel costs, the red bars the personnel costs and the cream bars the total. Unsurprisingly the cost of personnel far outweighs other costs. Perhaps more surprising is the significant variation that occurs between districts.

Perhaps more interesting again is the non-personnel cost breakdown. The next two figures, **Figure 13** and **Figure 14** show that at every level there are two components

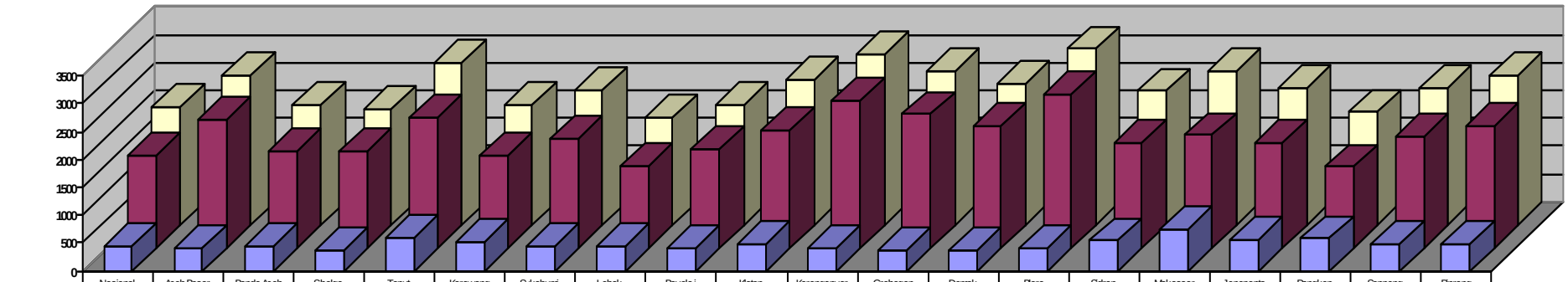
that dominate spending: stationery and consumables (ATS/bahan habis pakai), and student learning support (biaya pendukung pembinaan siswa). As an illustration, at the elementary level (SD/MI) in several districts (Banda Aceh, Sibolga, Karanganyar) spending on stationery and consumables comprises 40% of the total of non-personnel costs. Meanwhile, still at the elementary level, in a number of districts (Tapanuli Utara, Boyolali, Makassar, and Soppeng) spending on student learning support comprises 30% or more of the total of non-personnel costs.

At the junior secondary level (SMP/MTs) in several districts (Aceh Besar, Lebak, Soppeng and Pinrang) as much as 60% of the non-personnel costs are allocated to stationery and consumables. Meanwhile spending on student learning support provides an unusual picture. On one hand some districts (Demak, Blora, Pangkep) allocate up to 30% of the total to this area. On the other hand, some other districts (Sibolga. Karawang, Makassar, and Jeneponto) only allocate 10%.

It is vital for districts understand whether BOS funds (from the central government) are adequeate to meet the operational needs of schools. The gap between BOSP and BOS provides a picture of the cost per student per year which must be met be local government (district and/or province) if they wish to implement a free schooling policy.

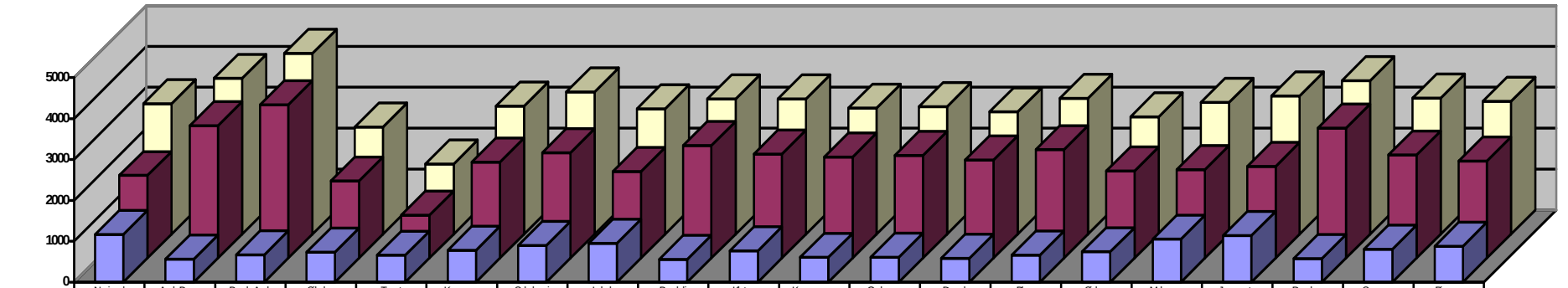
The gap between BOSP and BOS for elementary and junior secondary levels can be seen in **Figure 15**. For SD/MI the amount is between Rp105.000 per student (Demak) and Rp 480.000 (Makassar). As an illustration, for the total number of students at SD/MI in Demak, 130,000, a minimum allocation of approximatley Rp13.6 milar is required to make education free in elementary schools only. If this funding is not available then a free schooling policy will have serious implications for teaching and learning acticities and there will be insufficient fuds to meet the needs to school operations.

Figure 10: BOSP per Student per Year for SD/MI (Rp 000)



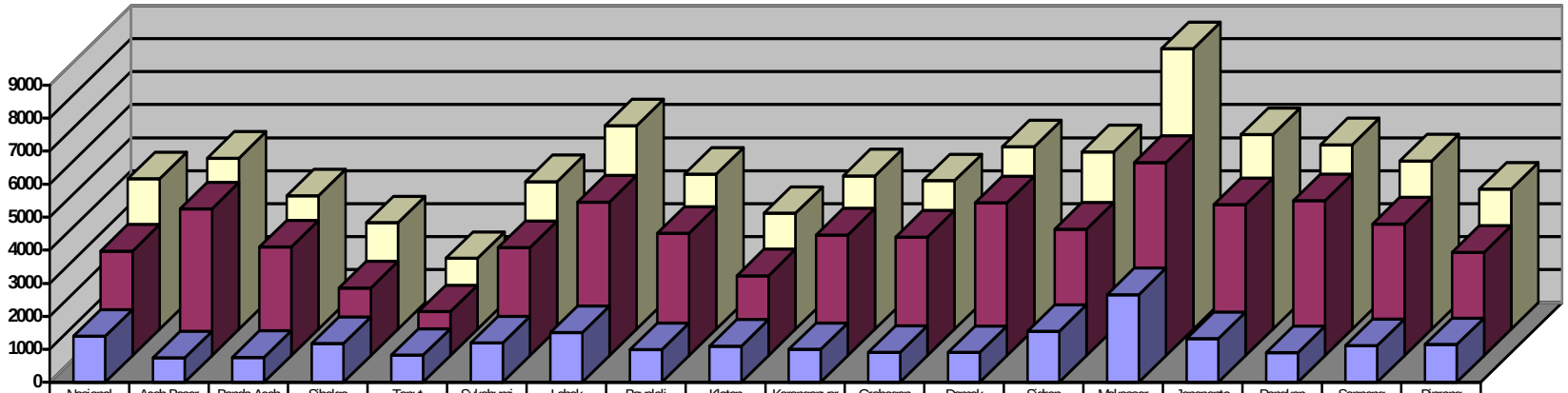
	Nasional	Aceh Besar	Banda Aceh	Sbolga	Taput	Karawang	Sukaburni	Lebak	Boyola i	Klaten	Karanganyar	Grobogan	Demak	Blora	Sidrap	Makassar	Jeneponto	Pangkep	Soppeng	Pinrang
Non Pegawai	440	404	424	370	575	504	444	430	394	484	406	368	360	409	533	734	569	574	462	490
Pegawai	1665	2293	1715	1721	2336	1652	1965	1482	1757	2115	2638	2393	2179	2748	1867	2016	1878	1446	2007	2177
Total	2105	2698	2139	2091	2911	2156	2409	1912	2150	2600	3044	2762	2539	3156	2400	2749	2447	2020	2470	2667

Figure 11: BOSP per Student per Year for SMP/MTs (Rp 000)



	Nasional	Aceh Besar	Banda Aceh	Sibolga	Taput	Karawang	Sukaburni	Lebak	Boydali	Klaten	Karanganyar	Grobogan	Demak	Blora	Sidrap	Makassar	Jeneponto	Pangkep	Soppeng	Pinrang
Non Pegawai	1168	566	670	729	658	780	895	948	557	764	606	608	587	660	744	1052	1136	575	806	878
Pegawai	2019	3240	3749	1888	1056	2342	2576	2115	2752	2542	2471	2505	2397	2652	2124	2165	2237	3175	2522	2368
Total	3187	3805	4419	2617	1713	3122	3471	3063	3308	3306	3077	3113	2984	3312	2867	3217	3373	3750	3328	3246

Figure 12: BOSP per Student per Year for SMA/MA (Rp 000)



	Nasional	Aceh Besar	Banda Aceh	Sibolga	Taput	Sukaburmi	Lebak	Boyolali	Klaten	Karanganyar	Grobogan	Demak	Sidrap	Makassar	Jeneponto	Pangkep	Soppeng	Pinrang
Non Pegawai	1392	735	752	1174	814	1191	1507	989	1096	992	903	897	1541	2649	1321	890	1107	1134
Pegawai	3169	4447	3291	2052	1330	3276	4657	3709	2417	3659	3596	4630	3835	5853	4577	4698	3990	3130
Total	4560	5183	4044	3226	2145	4467	6164	4698	3513	4651	4499	5526	5376	8501	5898	5588	5097	4244

Figure 13: BOSP Non-Personnel per Student per Year for SD/MI According to Spending Category (Rp 000)

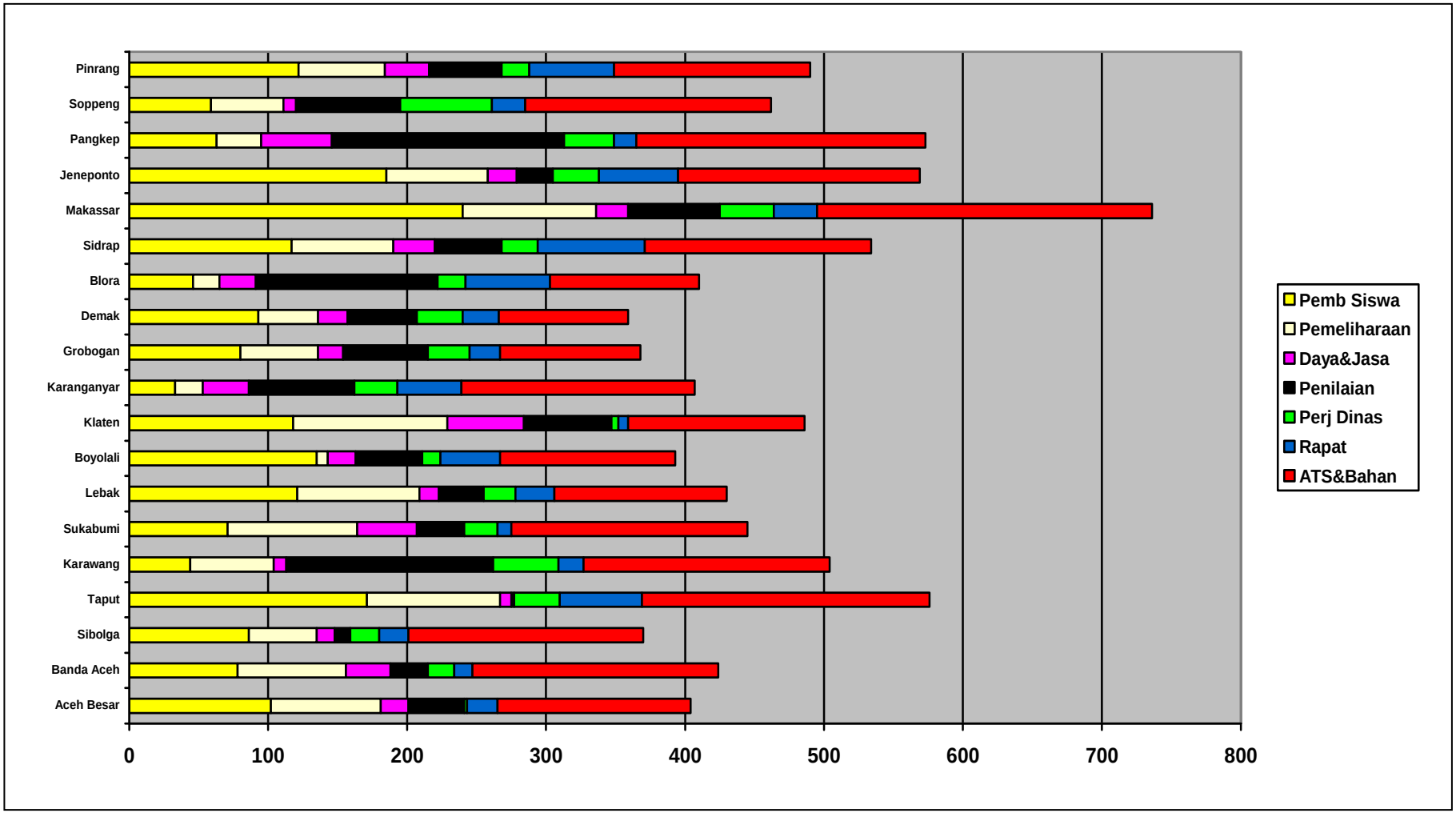


Figure 14: BOSP Non-Personnel per Student per Year for SMP/MTs According to Spending Category (Rp 000)

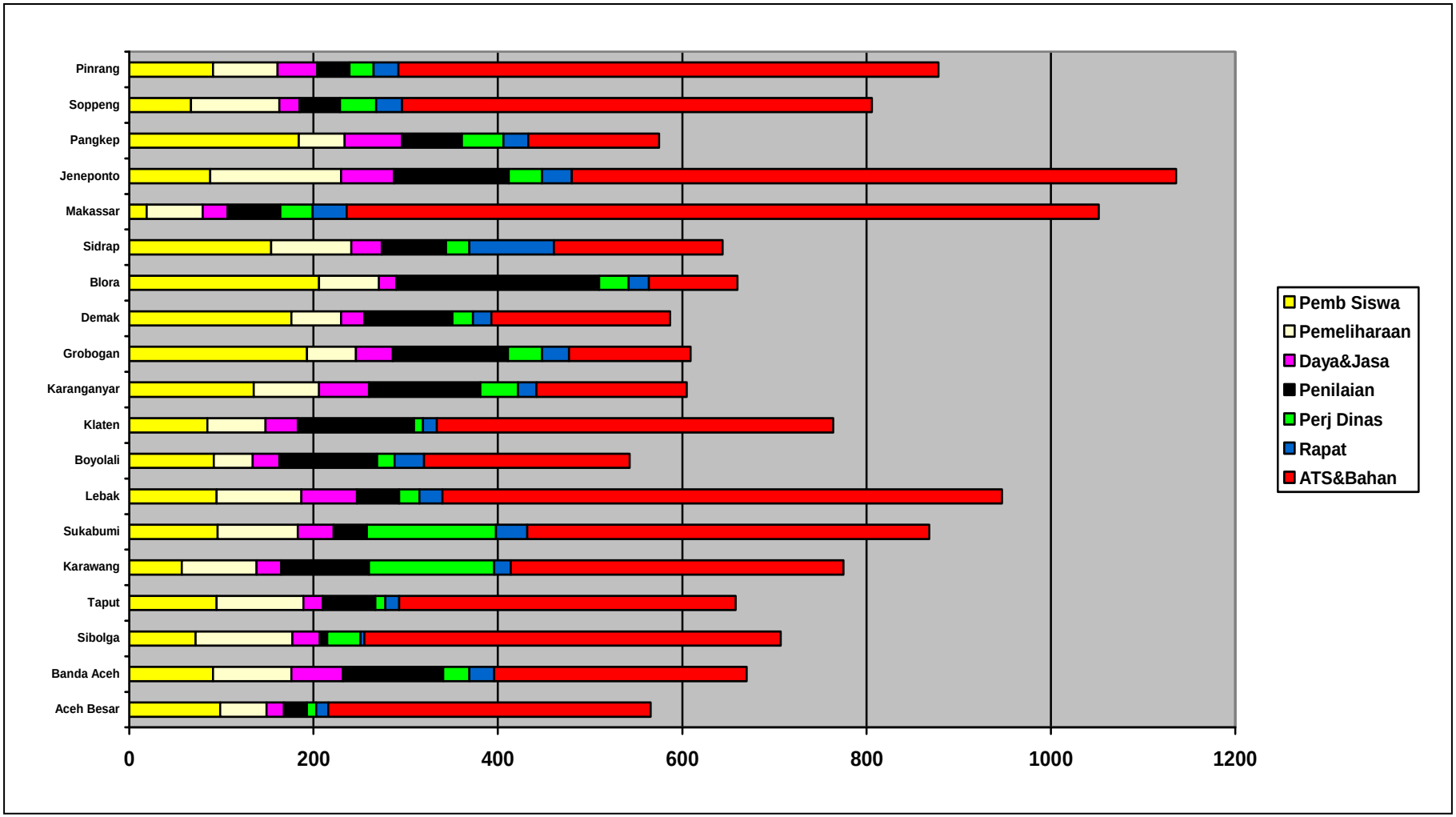
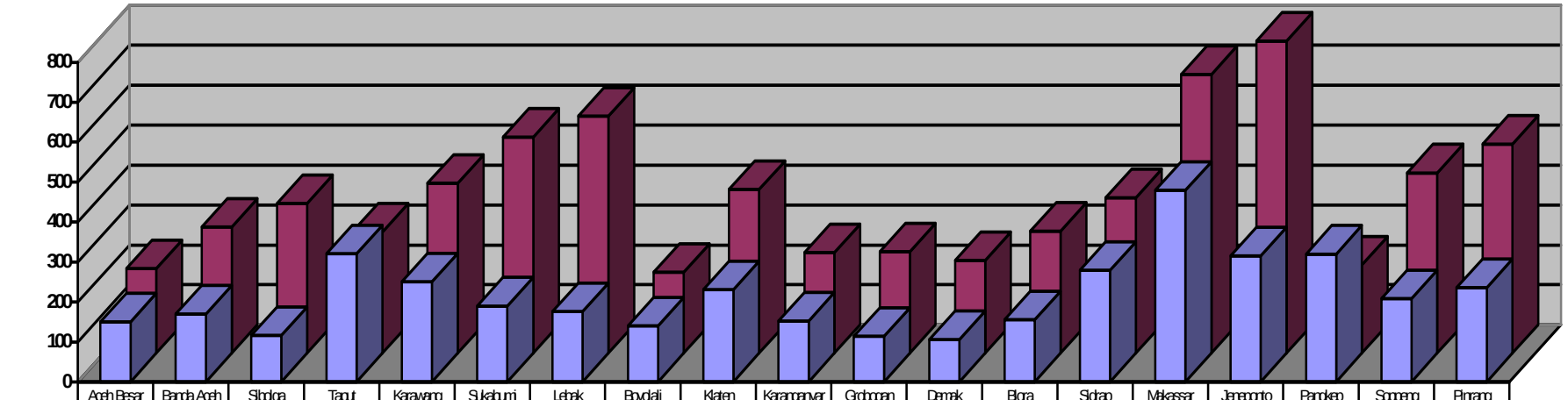


Figure 15: Comparing BOSP and BOS per Student per Year for SD/MI and SMP/MTs(Rp 000)



	Aceh Besar	Banda Aceh	Sibolga	Taput	Karawang	Sukabumi	Lebak	Boyolali	Klaten	Karanganyar	Grobogan	Demak	Blora	Sidrap	Makassar	Jeneponto	Pangkep	Soppeng	Pinrang
SD/M	150	170	116	321	250	190	176	140	231	152	114	106	155	279	480	315	320	208	236
SMP/MTs	212	316	375	304	426	541	594	203	410	252	254	233	306	390	698	782	221	452	524

In June 2008, DBE1 education finance specialists and advisors met with two members of the National Education Standards Body (BSNP) and three members of the BSNP working group for the development of the standard for financing operational school expenditure during an internal training workshop. The purpose of the meeting was twofold: first to report on progress made in estimating school operational expenditure in a number of districts and second to check whether our work was in line with BSNP policy, approaches and methodology. It was encouraging to note that BSNP appreciated the work undertaken by DBE1 and fully supported DBE1's approach.

Experience to date clearly shows that local government officials, members of DPRD and education sector stakeholders take a great interest in BOSP results and are of the opinion that these results have a very positive impact on the quality of education finance related policy discussions.

BOS Impact Analysis (Analisis Dampak BOS or ADB)

The BOS Impact Analyses aimed to assess whether the financial barriers to education have become lower after the introduction of the BOS program and what has been the impact of the BOS program on school funding. In Year 3, the ADB (formerly referred to as BIA) program was implemented in two districts (Pinrang District in South Sulawesi and Purworejo District in Central Java).

Program evaluations showed that parents had major difficulties in remembering how much they spent on education prior to the introduction of the BOS program, which is hardly surprising as the BOS program was introduced three years ago (July 2005). Based on this experience and because of the difficulties in obtaining reliable information, no further ADB were conducted in Year 3. The methodology is currently under review and the new approach will be implemented in Year 4.

The new focus will be on assessing how much parents spend on education, both to cover school cost and personal expenditure such as uniforms, transportation and notebooks. Further special attention will be given to identifying the need for financial assistance for children from very low income families to cover a part of personal expenditure.

Financial Analysis to Support Primary Education Expenditure Survey for the Millennium Challenge Corporation (MCC) 15

The MCC is a new US Government agency through which substantial development assistance is provided to those countries that (1) rule justly; (2) invest in their people; and (3) encourage economic freedom.

The vision for the MCC is a $5 billion annual increase in development assistance worldwide, or a 50% increase in US core assistance. However, MCC is more then just an increase in financial aid. Meeting MCC indicator objectives would put Indonesia in a select group of countries whose governments have firmly demonstrated their

[15] The notes in this section are drawn from a USAID Indonesia PowerPoint presentation entitled: *The Millennium Challenge Corporation and Indonesia's Threshold Program*

successful commitment to development. MCC qualification signals to public and private sector stakeholders that Indonesia is committed to ruling justly, investing in its people and supporting economic freedom.

In November 2005, the MCC selected Indonesia to participate in the Threshold Program. For Indonesia to become a compact eligible country, it has to meet specific benchmarks and criteria in within 16 specific MCC indicators. One of the 16 indicators used by the MCC is the country's public primary education spending as a percentage of GDP. MCC uses data from UNESCO Institute for Statistics, which in turn compiles education expenditure data by level of education from official responses to surveys and from reports provided by education authorities in each country. Indonesia participates in UNESCO's surveys. The Indonesian government agency that has the authority to complete UNESCO's survey for education expenditures is Ministry of National Education, specifically Pusat Statistik Pendidikan (PSP).

For both FY2005 and FY2006, Indonesia scored 0.56% of GDP for primary education expenditure. These scores are significantly below the medians of 1.84% and 1.90%, respectively. For FY2007, Indonesia scored even lower, at 0.35% of GDP among a median of 2.07%. These low scores were basically due to two reasons:

- Data for primary education expenditures for FY2004, FY2005, and FY2006 was not updated and used the same data as for FY2003.
- Calculation of primary education expenditures only included spending from the central government budget (APBN). It did not include spending from Province and Kabupaten/Kota budget (APBD). This significantly understated the amount for primary education spending.

In 2006 DBE1 developed a model for calculation of primary education expenditure, which includes spending from both APBN and APBD. In this model, DBE1 makes use of the methodology for calculating total education sector expenditure and average percentage of primary education spending from APBD Kabupaten/Kota that it obtained from District Education Finance Analyses (AKPK) conducted in some 26 DBE1 cohort 1 Kabupaten/Kota. Although in 2006 this methodology was explained to GOI stakeholders and has been accepted as to be more correct, especially by MONE staff, the data produced through this methodology was not reported officially to UNESCO.

In Year 2 DBE1 participated in PSP's workshop for completing UNESCO's survey formats for education expenditure by level of education. DBE1 met with assigned staff of each MONE's directorate general and MORA staff to explain calculation of expenditure for each department's portion of primary education expenditure. However, the UNESCO reporting format is so complex, that apparently MONE did not take the time to complete the report properly.

In Year 3, DBE1 assisted MONE to complete the UNESCO reporting formats. Prior to submitting the calculation of percentage of primary education expenditure over gross domestic product (GDP) by MONE-Pusat Statistik Pendidikan (PSP), the Deputy of Development Funding (represented by the Director of Bilateral Foreign

Funding – Kennedy Simanjuntak) held meetings on September 1st and 4th 2008 at Bappenas. The meetings were attended by representatives of Bappenas, MONE, MORA, MOF, and US Embassy (Chief of Economic Policy Unit Macroeconomic & Financial Sector - Ms Debra A. Juncker).

DBE1 education finance national specialists were invited and attended the two meetings. In the first meeting, the DBE1 team was asked to assist PSP to do the calculation. Subsequently, the DBE1 team did assist PSP, particularly in calculating primary education expenditure from all districts (Provinces and Kabupaten/Kota) in Indonesia. Once again, this was done using the result of DBE1's facilitation in AKPK at districts and MOF data on districts' expenditure. The percentage for FY2007 submitted by MONE-PSP to Bappenas (as GOI official representative with regards to MCC) on September 5, 2008 was 2.15%, an increase from 1.96% for FY2006.

DBE1 assisted with the calculation in the following ways:

1. We participated in two meetings at Bappenas and assisted MONE's representative in providing clarifications on data requirement and calculation method.
2. We helped calculate primary education expenditure from Province and Kabupaten/Kota APBD using average share of primary education expenditure over APBD Province & Kabupaten/Kota that we got from our AKPK work.
3. We participated in a meeting at MONE-PSP between PSP and MONE's planning bureau and again provided clarifications on data requirement and calculation method.
4. We assisted MONE-PSP representative in trying to obtain more accurate data from DitJen PMPTK.[16]

4. Increased Community Participation in the Provision of Education

DBE aims to improve the quality of basic education in Indonesia. In this context DBE1 aims to improve management and governance of basic education at both the district and school levels.

Good governance in education, perhaps more than in any other government service sector, hinges on strong community participation. Quality education is a partnership between school and community, between teacher and parent, between government and the broader community.

Over the last ten years, the GOI has been reforming the regulations and laws covering the governance of basic education. Decree No. 044/U/2002 on the Education Board and School Committees formalized arrangements for the governance of education at school and district level. The Decree defined the school committee as the community representative body at the school level with membership comprising parents, community leaders, education professionals, private sector, education associations,

[16] Unfortunately this effort was not successful because DitJen PMPTK's Planning Section was busy preparing MONE's 2009 draft budget for DPR

teachers, NGOs and village officials. It must comprise a minimum nine members and the chairperson must come from outside the school.

The school committee structure builds on the pre-existing BP3 (Parents-Teachers association) but aims to achieve wider participation from the parents and community, empowering them in decision making, and holding them accountable so as to improve education access and quality on the ground. The expectation was that this would lead to more efficient use of resources and improved student achievement. The Decree stipulates that school committee objectives should include the following:

1. To accommodate aspiration of the community on operational policies and education sector programs at the education unit (school level);
2. To encourage more community roles in education provision at the school level, and
3. To facilitate the establishment of education service provision at the school level in a transparent and accountable manner.

As described above, it was not until the introduction of the per-capita block grant, School Operational Assistance (Bantuan Operasional Sekolah, or BOS program), that school committees have had limited sources of discretionary money, mostly through charging school fees, to exercise their mandated role. The BOS program, which was initiated in 2005, disburses block grants to all schools throughout Indonesia based on a per-student formula. It has been described as Indonesia's most significant policy reform in education financing in two important aspects:

1. block grants to schools are based on a per-pupil formula, which provides incentives for headmasters and teachers to focus on maintaining and increasing enrollment; and
2. funds are directly channeled to the schools, which empowers school managers by allowing them to choose how to best allocate the BOS grants.

In Year 3, DBE1 implemented extensive training designed to strengthen the role of communities through school committees in the governance of local schools. At the same time, training was provided to principals in school leadership with a specific focus on supporting increased community participation. Both interventions are closely linked to the school development planning (RKS) program outlined above – the three interventions comprise the DBE1 package to support school-based management and are interdependent and mutually supportive.

The National Education System Law No. 20/2003 also defines the District Education Board as an independent body representing civil society at the district level with the aim of improving education service delivery. However, in most cases District Education Boards are still struggling to define their role. They are generally led by former Heads of local MONE Education Offices, and are coordinated by MONE, effectively captured by the provider and so not in a position to represent civil society or act as an independent watchdog at all.

In Year 3 DBE1 conducted intensive mapping of the Education Boards along with other governance institutions and based on the mapping, designed and commenced

implementation of a training program to strengthen the monitoring role of the Boards. DBE1 works to improve the participation of the broader community in governance of basic education at district level through the Good Governance Sektor Pendidikan (GGSP) program. In addition to the District Education Boards, this program targets local parliaments (DPRD), NGOs and local press.

During Year 3 the methodology for the GGSP program was significantly developed enabling an integrated approach to strengthening the role of the broader community in policy development and planning at district level by linking to the process and outcomes of the district level planning and financial analysis described above.

4.1 School Committee Capacity Building

DBE1 school committee training consists of a series of fourteen modules, designed to be implemented in five phases. This approach gives schools the opportunity to select the most relevant modules from a menu, following completion of standard introductory training.

Training to strengthen the role of school committees has been provided in all elementary schools and madrasah.

In Year 2, DBE1 completed development of initial training modules to strengthen school committees, conducted training of Trainers (TOT) for district government education supervisors (DBE1 District Facilitators) to enable them to deliver training to the committees, and implemented the initial three rounds of training for Cohort 1 schools and two rounds for Cohort 2 schools in most provinces.

School committees in all target elementary schools and madrasah have now received capacity building. By the end of Year 3, implementation of the first two rounds of training was completed in all districts, with the exception of Aceh. The third round of training was completed in 36 districts and is expected to be completed in a further nine districts early in Year 4. The fourth round of training was completed in 14 districts during Year 3 and is expected to be completed in all districts by the end of 2008.

During Year 3, a number of additional modules were developed, including a module of school committee elections, prepared and piloted in Aceh and one on work-planning. The fourteen modules are organized in themes to enable schools to select the most appropriate topics for capacity development.

> *Part 1: An introduction to the role and function of the school or madrasah committee*
>
> *Part 2: Self Assessment* and *Organization Strengthening*, including formation and representation of the committee, gender sensitivity, sensitivity to diversity and marginalized groups, and school committee organization
>
> *Part 3: Administration and Management:* including organization of the school or madrasah committee, basic budgeting and work planning

Part 4: (select from the menu) Strengthening the role of the committee: including participation, transparency and accountability, assessing community aspiration, developing partnerships and alternative funding sources.

Part 5 (select from the menu): Strengthening the role of the committee: including simple financial reporting, and identifying learning resources.

The school committee strengthening process is supported by leadership training for school principals and participative school development planning (RKS) described above. In order to strengthen the role of the school committees, training and mentoring is provided to parents, community members and others.

The goal of the training program is to improve school committee members' understanding of their roles and functions, to improve skills in school budgeting and to enhance participation, transparency, and accountability. The training builds on and supports the participatory planning practices introduced in the RKS program.

The venue for training varied from province to province: in some places it was conducted at the school and in others at the school cluster level. In addition to formal training District Facilitators usually conduct follow up sessions in a more informal manner in each school.

Incidental feedback on school committee training has been very positive as demonstrated by the following example.

Cak Naryo: a Tempe Maker and SDN Pulorejo School Committee Leader.

"Cak" is a colloquial term often used in East Java to address somebody who is well-liked and respected. The term is usually used instead of the more formal term, Bapak. Cak Naryo often gets up at three in the morning to start his work. He is a tempe maker and sells his products in the local market everyday. Cak Naryo is also head of the school committee at SDN Pulorejo, Mojokerto. When Cak Naryo was managing the village soccer team, he began to realize that, in addition to having team members who had good soccer playing skills, they also needed to be guided. When players were managed well, they would perform well. When the principal of his son's school asked for his participation in the school committee, he realized that similar principles could be used.

Through Cak Naryo's involvement in various DBE1 programs, he further understands that for effective teaching and learning to take place, involvement is necessary not only from teachers and principals, but from the whole school. He also understands that involvement does not always mean monetary contribution, as people can also give their time and ideas. He tirelessly provides his inputs to different DBE1 activities such as RPS development process, school committee capacity building, and the establishment of class-based associations (paguyuban kelas), even though that means he sometimes is not able to go to the market to sell his tempe. He often invites sixth graders from different schools to come to his workplace and learn first hand about the tempe making process. Cak Naryo hopes that one day his knowledge and experience as a tempe maker could be used by students in school as part of their life-skills learning methods.
When asked about ideas and suggestions

Cak Naryo invited school children to learn about tempe making steps and continued to take part in various DBE1 activities

to improve DBE1 impact in schools, Cak Naryo's answer typified his progressive thinking inclination. Cak Naryo feels that 2010 might be too early for DBE1 to end their assistance in schools and the time period should be extended until schools are really ready to manage and govern themselves. One example; school committee members often hesitate to provide inputs to the principal and teachers, out of fear of being perceived as disrespectful to others. As a result, although improvement might be long over due, it will not take place. To change this culturally ingrained characteristic, Cak Naryo feels that more time and encouragement is needed. Thank you, Cak Naryo, for your involvement and conviction in trying to improve quality of education and to make schools a better place to learn for students.

DBE1 routinely monitors the participation of school committees in school governance. One indicator is the percentage of school committees in targeted schools that participate in school development plan preparation, monitor school performance and promote transparent reporting on use of funds. Routine measures include:

1. the extent to which school committee members reported as 'very active' in RKS preparation,
2. the amount of monitoring of school activity and RKS implementation conducted by school committees, and
3. the extent to which school committees promote transparency in school financial management.

The tables below show progress in each of these indicators for elementary schools and madrasah in Cohort 1 and Cohort 2 respectively.

Figure 16: Percentage of School Committee Members Very Active in RPS/RKS Preparation: Cohort 1 [17]

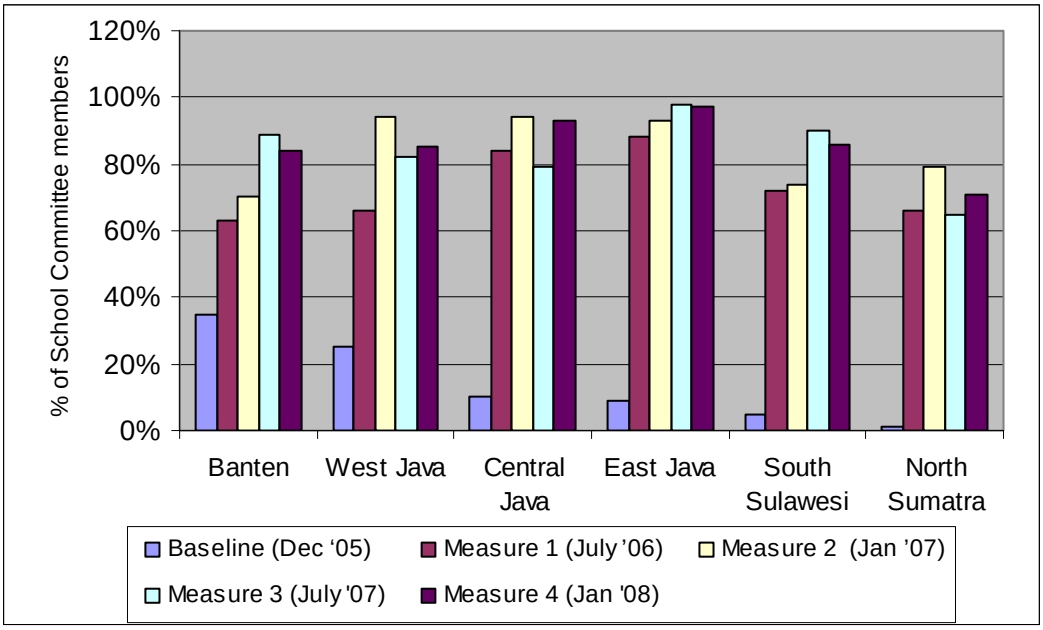


Figure 17: Percentage of School Committee Members Very Active in RPS Preparation: Cohort 2

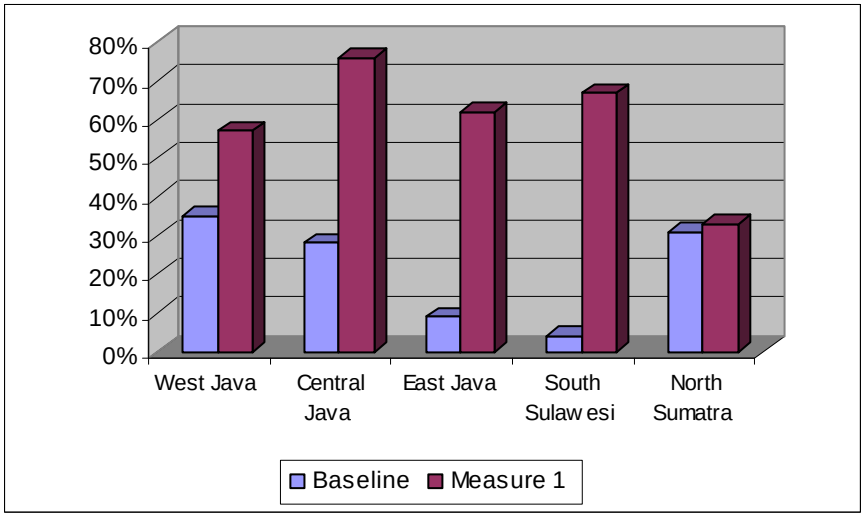


Figure 16 and **Figure 17** illustrate the percentage of schools active in RKS preparation. In the baseline report, it was found that 45% of school committee members in all target schools in Cohort 1 were considered to be not active in developing school development plans and budget (RAPBS). After nearly three years

[17] *Degree of activity is measured by asking each of the school committee members whether or not they involved in the following activities: (1) decided who the stakeholders were; (2) interviewed them; (3) summarized all information e.g. expectation, problems related to education; (4) involved in formulating problem and priority; (5) involved in setting up program and priority; (6) inform the students' parent about RPS; (7) supported school to post the program or RAPBS at the school notice board*

of DBE1 intervention, this decreased to only 5%. Very active participation increased from 12% (in the baseline) to 86% in Measure 4. DBE1 defines active if the members of school committee involved in 3-4 activities and very active if they involved in 5-7 activities.

In Cohort 2, it was found that 64% of school committee members in all target schools were considered to be not actively involved in preparing school development plans (RPS) and budgets (RAPBS). This decreased to only 21% after DBE1 interventions. Very active participation increased from 18% to 60%.

In the past, RPS/RAPBS were generally prepared solely by school principals and teachers. There was a lack of school committee participation in preparing the plans and in most schools the head of the school committee only signed the RAPBS without active participation in producing it. A significant change of attitude among members of school committee toward their schools was evident after DBE1 intervention.

Figure 18: Monitoring Rate by School Committee during the 6 Month Period: Cohort 1

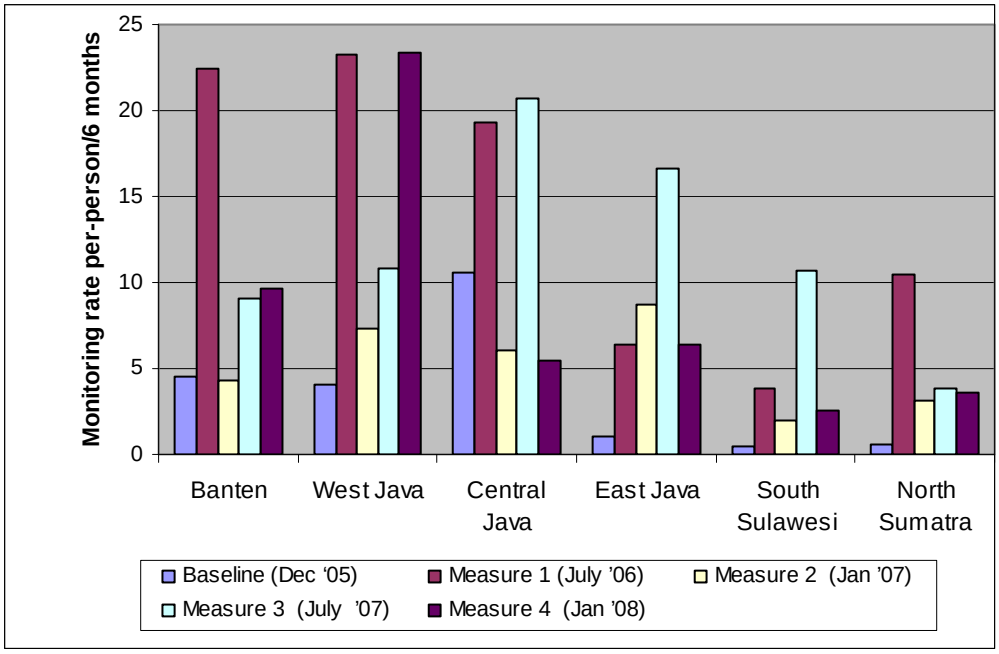
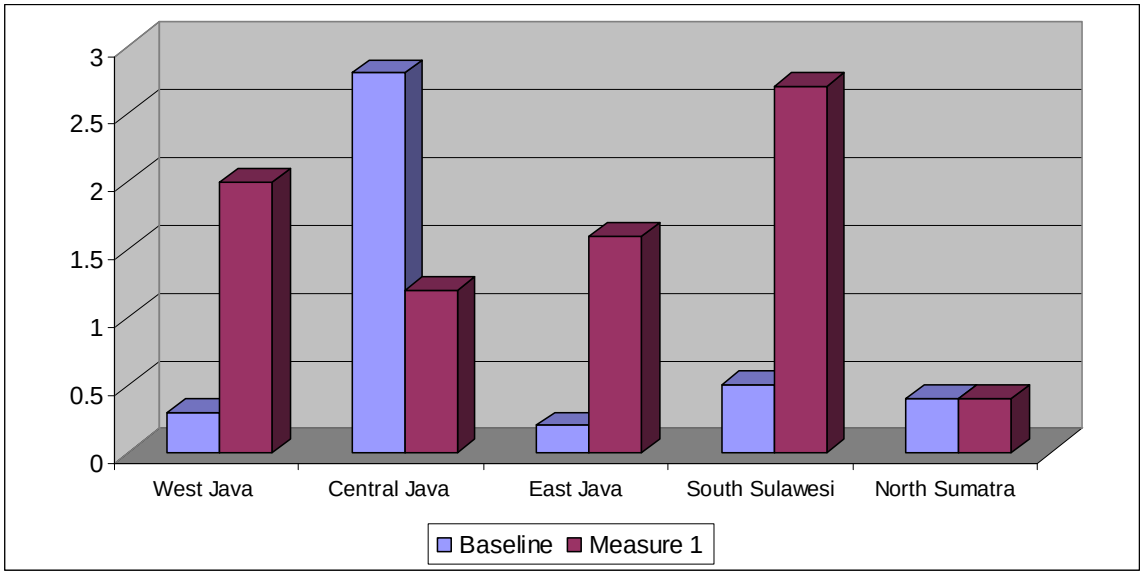


Figure 19: Monitoring Rate by School Committee during the 6 Month Period: Cohort 2



The degree to which school committees monitor school performance is illustrated in the figures above. In addition to involvement in RPS/RKS preparation, school committees are expected to take part in monitoring school performance such as the teaching and learning process, school obligations, community participation, and any increase or decrease in the number of students.

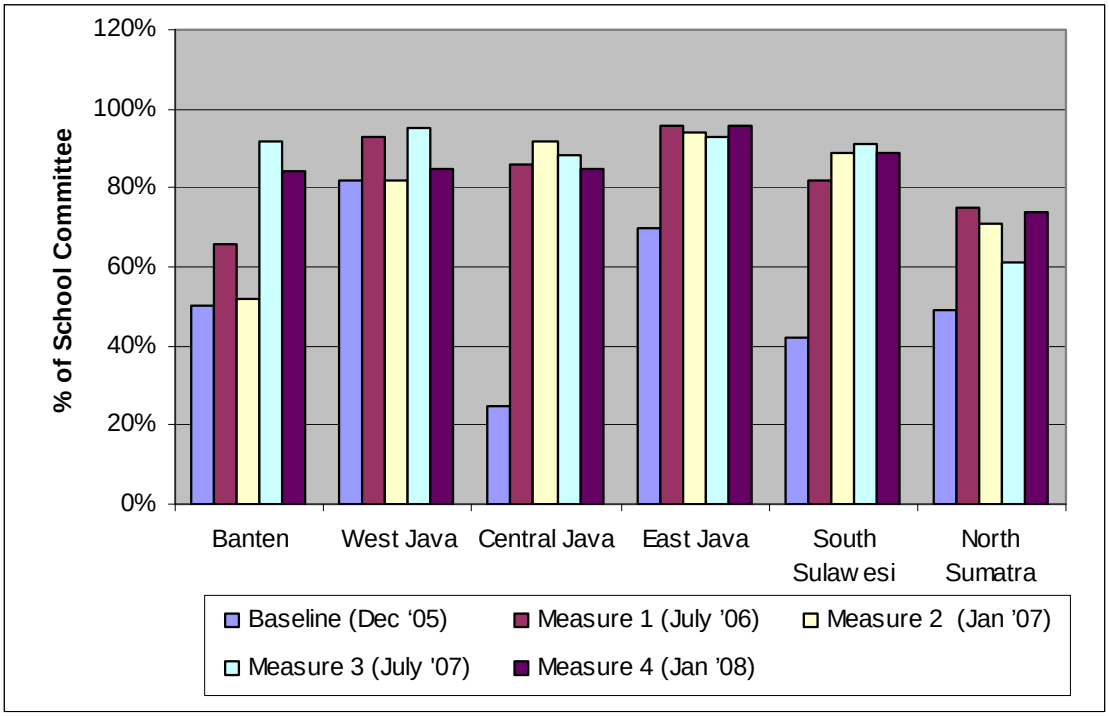
Comparison of baseline data and Measure 1 for Cohort 1 shows a substantial increase in school committee monitoring rates. However, after July 2006 the monitoring rates decreased significantly, although still above the baseline except for Central Java.

In Cohort 2, data in the baseline shows that on average school committee members monitored school performance less than once during the six month period. Data in the Measure 1 reveals that during the six months after DBE1 interventions, they monitored around 1.6 times, an average increase of 132%. In Central Java the monitoring rate decreased from 2.8 times each six month period to 1.2 times; a 57% decrease. School committee monitoring data is drawn from logs of monitoring visits that committees are supposed keep. However, in Central Java committee record keeping was poor during the reporting period, although there is anecdotal evidence that most committees were active in supporting school activities. The importance of record keeping will be reinforced in the coming months.

The data suggest that if the school committee is involved in the planning process, they will automatically become interested in monitoring school activity. However, it appears that after initial enthusiasm, monitoring rates fall sharply. This may be due in part to poor record keeping by school committee members. The data for this indicator are taken from school committee records which should include recording monitoring visits.

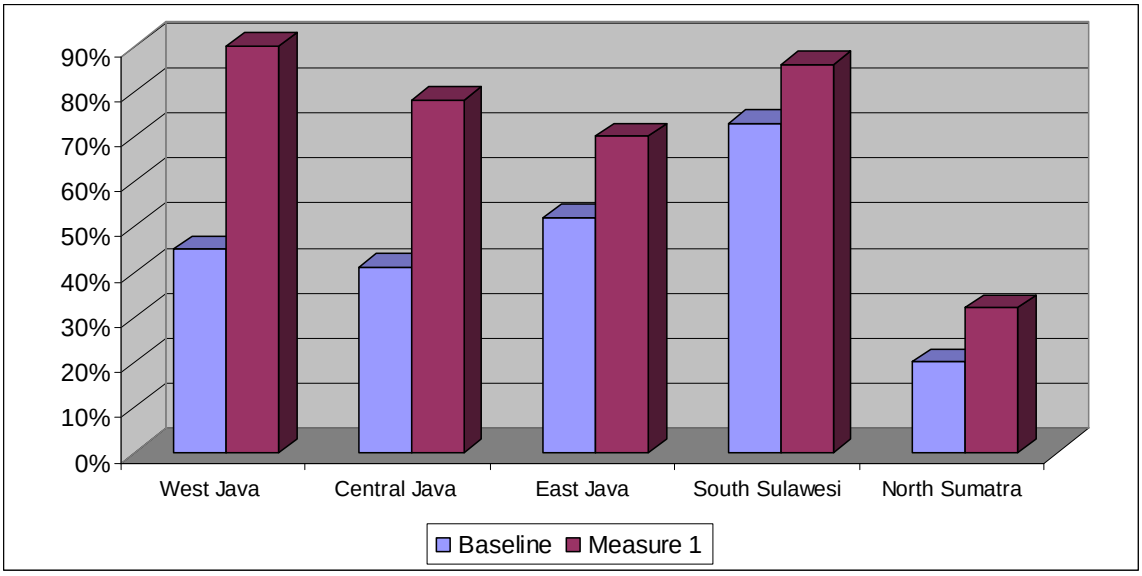
In response to this finding, DBE1 has increased the support provided to school supervisors who should focus more on supporting the role of school committees in monitoring school performance and in keeping better records of monitoring visits. This support will continue throughout the coming year.

Figure 20: Percentage of School Committee Members Involved in Promoting Transparency: Cohort 1 [18]



[18] *The examples of promoting transparent use of funds are: (1) Socialization of the use of the BOS fund to the students' parents; (2)Sending copies of the use of fund to the parent; (3)Asking the school to announce the use of school fund through the mosques; (4)During the graduation farewell party, the school committee asked the school to report how the school use the fund; (5)Reporting use of school fund during the meeting between school and student parents*

Figure 21: Percentage of School Committee Members Involved in Promoting Transparency: Cohort 2



Another responsibility of the school committee is to promote the transparent use of school funds. In the Cohort 1 baseline survey, 50% of school committee members in all target schools interviewed stated that they have been engaged in at least one activity to promote transparent reporting of school funds. After about six months of intensive DBE1 intervention, this figure increased from 50% to 84% in Measure 1 and has remained relatively constant since (**Figure 20**). The biggest increase is found in East Java, where nearly 96% of the school committee members interviewed said that they involve in promoting school transparency.

Similar to the Cohort 1 baseline, in Cohort 2, 49% of school committee members in all target schools interviewed stated they have been engaged in at least one activity to promote transparent reporting of school funds. After the DBE1 intervention, this figure has increased to 73%. The highest increase was found in West Java, where 90% of the school committee members interviewed said that they were involved in promoting school transparency compared with 45% in the baseline, or an increase by 100%.[19]

Based on the monitoring and evaluation data, DBE1 interventions have resulted in increased participation of school committees in preparation of school development plans, increased monitoring of school activity and RPS/RKS implementation conducted by school committees, and increased awareness of the need to promote transparency in dealing with school funds and budget.

[19] There is an interesting figure for Central Java. Comparing Cohort 2 baseline data with Measure 1 shows a decrease in school committee monitoring rate (Indicator 15, Result 2 above) ; however, in promoting transparency, there is an increase. This conflicting data may be caused by the method of data collection. The monitoring rate was collected through document review and promoting transparency through interview. There is a high probability that some school committees in Central Java could not show their documents during the interview or as noted above this is evidence of poor record keeping.

4.2 School Leadership Training

In order to support the improvement of school-based management and governance and particularly to improve participation in school development planning and the implementation of plans, DBE1 has also developed and piloted a series of training modules for school principals on leadership.

The school leadership training consists of two one-day events provided before and after the preparation of school development plans (RKS).

The first one-day training for school leadership has now been provided to school principals and supervisors in all elementary schools and madrasah in both Cohort 1 and Cohort 2 districts. The second, follow-up one-day module has now been finalized and provided to principals of all target schools and madrasah in North Sumatra, Central Java and four of the nine districts in South Sulawesi. The module will be delivered in all remaining districts in the first quarter of Year 4.

This first round of leadership training has also been provided to junior secondary school principals in Central Java and in North Sumatra and the same four districts in South Sulawesi. In Central Java, junior secondary principals also took part in the second phase of training in Year 3.

Training evaluation reports indicate that the training was very useful. DBE1 introduced the concept of participatory planning by involving the principal, teachers and school committee members in preparing RKS. The leadership training for principals reinforced this. As a result of the leadership training, principals indicate they see the value of greater involvement of teachers and community in school management; in other words, traditional top-down and ‘autocratic’ practices are being replaced with more modern management practices.

One aspect of the impact of DBE1 training at school level, including the leadership training for principals is the extent to which financial and management transparency is increased. DBE1 adopted the display of school development plans (RKS) in public venues as an indicator of transparency. The following figures illustrate the increase in transparency using this indicator as measured during the monitoring in Year 3.

Figure 22: Venue of Disseminating School Financial Report: Cohort 1

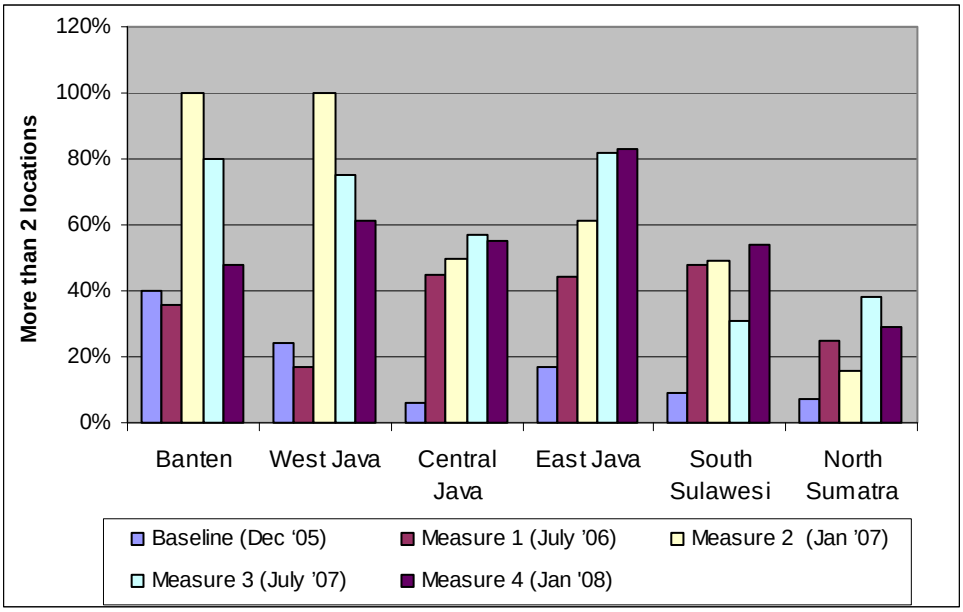
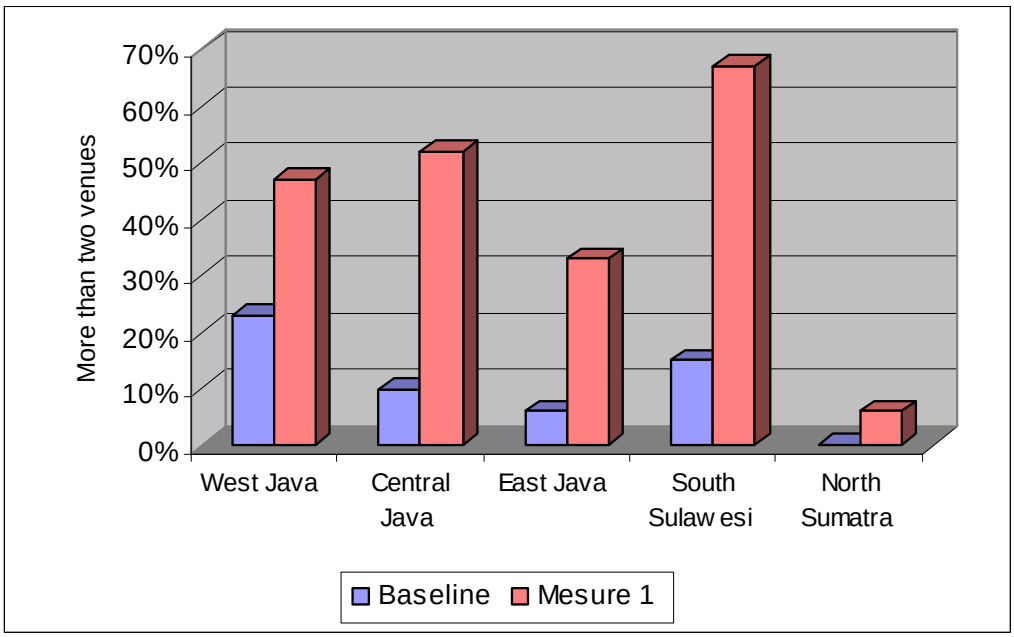


Figure 23: Venue of Disseminating School Financial Report: Cohort 2



It is hoped that schools will not only post the school budget within the school compound but also outside school in places such as village office, through a letter sent to parents, or perhaps through village structures during religious events such as pengajian (Qur'ran reading).

The baseline survey revealed that the majority of targeted schools had not transparently reported school income and spending. However, the percentage of schools that disseminate the school budget increased significantly in Cohort 1 schools from 16% to 40% in the first six months after DBE1 interventions. By the end of two years this increased to 54%. Further, the number of schools that did not display the

budget at all decreased from 55% of schools to 7% after two years. Transparency has been maintained in most provinces although there were substantial decreases in Banten and West Java in Year 3 compared to previous measures taken in Year 2; however, still there were substantial improvements from the baseline.

The baseline for Cohort 2 revealed that only 10% of the target schools displayed the budget in two or more venues. After about five months of DBE1 interventions, 42% of the schools displayed the budget in two or more locations. As noted in the discussion on RKS above, some schools had not finished the plans and budgets. Note that South Sulawesi shows the highest improvements and, as discussed above, school planning had been completed in this province by the time Measure 1 data were collected. We expect improvements in the remaining provinces since all schools will have completed plans and budgets by the time of the next measure to be reported early in Year 4.

The findings indicate that in general the DBE program is promoting better transparency at the school level, especially when DBE1 is intensively facilitating or mentoring the schools. We expect the reason for decrease in transparency in some schools in Banten and West Java was due to decreasing intensity of DBE1 in facilitating the schools. DBE1 staff in these provinces have subsequently renewed support to District Facilitators to help them focus on the need for budget transparency.

In Years 4-5, DBE1 will further increase the focus on strengthening governance of education at school level. It is hoped that the implementation of school development plans (RKS) will be supported by village level budgets (Alokasi Dana Desa or ADD) particularly where these Block Grants (ADD) are managed at the village level. The primary purpose of ADD is to support the village government service delivery (health and education). We will work through local level government institutions to strengthen the accountability of schools to their communities and to increase the role of village level government in supporting schools. This will include enabling schools to voice their needs and aspirations through village level budget consultations (Musrenbang Desa).

4.3 Governance of Education at District Level

The DBE1 program to strengthen governance of basic education is termed Good Governance Sektor Pendidikan (GGSP). Key stakeholders have been identified as members of the district legislature (DPRD) and district education boards (dewan pendidikan) together with representatives of local media and NGOs.

The district level governance program consists of three phases:

1. Initial governance stakeholder mapping and multi-stakeholder forum discussion – with the aim of improving communication and networking amongst stakeholders
2. Training for Education Board (Dewan Pendidikan) in each district to strengthen capacity for monitoring educational delivery and policy implementation in the district

3. Second multi-stakeholder forums in each district to provide input into policy development process (results of district educational planning and financial analysis will be complete prior to this activity).

In Year 2, Governance Specialists were appointed to each province and a national Governance and Community Participation Specialist was appointed. During this period the process of mapping district governance stakeholders, assessing capacity, identifying needs and developing a program to address these commenced. The process took some time as this is a new field and there are few references or precedents from previous projects or programs on which to draw. The governance of basic education at both district and school levels is in a state of fluidity as Indonesia moves from a previously top-down autocratic system to a decentralized, open and democratic system of governance.

As a result, mapping of the governance sector and program development continued well into Year 3. Through this process it became increasingly clear that governance of basic education and the design of interventions to enhance it at district level is inseparable from the development and implementation of other DBE1 programs; school level planning and capacity development (leadership training and school committee strengthening), educational data management (EMIS, DPISS), financial planning (AKPK, BOSP) and district planning (renstra). All of these activities require strong community participation and all involve the collection, collation, analysis and dissemination of data which informs the governance of basic education.

As a result of this, whilst the governance mapping process has been completed in Year 3, the methodological approach to strengthening district level governance has shifted from what was previously planned to a more integrated and holistic approach. The governance specialists have become more integrated into provincial teams, the approach has become more of a team approach; and the management of the program at national level has become more integrated with other district level interventions.

What has emerged from the mapping process is that governance of basic education at district level is very weak. Local parliaments are poorly informed and lack the data or analysis on which to base policy, district education boards (dewan pendidikan) are generally comprised of former senior bureaucrats (as often as not the retired head of the local education office) and are captured by the bureaucracy with no clear idea of how to play a useful or independent role in governance, the press are equally poorly informed and generally lack capacity, and there are very few effective NGOs at local level focusing on basic education. Whilst none of this is surprising, what is perhaps more significant is that the relationships between these various bodies have also been found to be very weak. Although district communities are often small and quite tight knit, prior to DBE1 interventions there were few cases of effective networking or coordination between the governance bodies themselves or between governance bodies and the government bureaucracy.

Through the governance program, DBE1 aims to strengthen both *vertical* and *horizontal* governance links to enable broad participation in the governance and policy making processes. In practice this means supporting school and community

level actors to voice aspirations and concerns at the district level – and vice versa – and similarly strengthening links and enabling dialogue and information sharing between district and province and to the national level. It also means creating dialogue and where possible sustainable forums for communication and cooperation between stakeholders at each level – between schools and all components of the local community, including the village council (BPD); between governance stakeholders at district level (DPRD, dewan pendidikan, civil society and local press); and similarly at province level.

In Year 3, multi-stakeholder forums were conducted in 34 of the 49 target districts. In all cases these events served to strengthen relationships and facilitate networking. In most cases they resulted in the formation of ongoing self-funded forums. In the best cases, the forums were used as an opportunity to inform the stakeholders by sharing data and analysis from DBE1 programs.

Drawing on the extensive collection and analysis of data represented in renstra, DPISS, AKPK, BOSP, and RKS collated in the PDMS, DBE1 plans in Year 4 to support governance actors at both school/community and district level to advocate for policy which leads to improvement in the quality of basic education. This information-based policy process will also focus on broader pro-child issues and principles of good governance (transparency, accountability, participation, gender equity and responsiveness).

In order to support this agenda, in addition to the structured program of workshops and forums outlined above, DBE1 governance specialists provide on-site mentoring and direction to school/community and district stakeholders. In Year 4, this mentoring will also support the implementation of programs and plans developed through the initial work and to support the completion and implementation of other district level programs including renstra and AKPK. It will also support the development and implementation of plans and budgets for replication and sustainability of project outcomes.

As an outcome of improved governance at the district level, it is hoped that during the budget review process in 2009 (APBD Perubahan 2009) and preparation for 2010 district budgets (APBD 2010) districts will approve budgets which are more pro-child. The mechanism is to bring forward governance issues which emerge from the school development plans (RKS) to district governance forums, including the multi-stakeholder forum and the renstra preparation forums.

To support this, in Year 4 DBE1 will conduct intensive analysis of the data already collated through PDMS, DPISS, renstra and the various financial analyses (BOSP, AKPK) in order to identify key governance issues at the school level. Such issues may include, for example; (1) a lack of appropriate sanitation, clean water and toilets in schools or attention to children's health and nutrition impacting negatively on attendance of teachers and students as well as well-being and academic performance; (2) a high percentage of drop outs, non-attenders or low performing students in certain sub-districts, which correlate with ethnic minorities or economic sub-groups; and (3) principal and teacher absenteeism.

In Year 3, DBE1 provided support for several districts to develop local regulations to support the improvement of basic education. Whilst demand is strong and many districts have requested support from DBE1 to develop local laws and regulations for this purpose, the reality is that few have any real idea of what policy they wish to formalize through such regulations. As a result, early efforts have generally resulted in local regulations which simply repeat higher level (national) laws and serve no useful purpose.

An example of a useful regulation arising from a process of data gathering, capacity building and information-based policy development is the District Head Regulation (Perbup) which DBE1 helped to develop in Kudus, and which is described in the section above on District management and governance (Section 4.2). Other examples are as follows:

Between December 2007 and July 2008, DBE1 facilitated the development of education regulations, Ranperda Pendidikan (Rancangan Peraturan Daerah Pendidikan) in Sidoarjo District, East Java. This was in response to a request from Sidoarjo District Parliament, in particular PKB (Partai Kebangkitan Bangsa) and PKS (Partai Keadilan Sejahtera).

In March 2008 DBE1 collaborated with LGSP on a workshop to develop a local regulation, Perda Pendidikan, in Sibolga, North Sumatra. Also in August 2008, in Bangkalan, East Java, DBE1 worked together with LGSP to assist in the development of draft of District Regulations (Ranperda) on education.

In April 2008, assistance was provided in Mojokerto to develop a Mayoral Decreee based on school unit cost analysis (BOSP).

The Head of the Provincial Parliament in South Sulawesi also requested the assistance of DBE1 to draft a local regulation on education in June 2008.

5. Replication of Best Practices

A key strategy of DBE1 is to provide intensive support to a limited number of districts, and schools and madrasah within those districts, in the hope that the program will meet their needs and that districts and stakeholders will replicate and expand the program using their own resources, creating a far greater impact. This is what is meant by the term 'replication'.[20]

DBE1 collects data on replication, based on district planning and the realization of those plans. There are two categories of replication identified: independent replication programs and district-funded (APBD) replication programs. The first of these includes replication programs funded by non-government school networks such as Muhammadiyah and programs funded by the schools themselves, often working together in school clusters (gugus) under the leadership of local sub-district education officials. The second category covers all programs planned and funded under the district budget (APBD).

[20] The term 'diseminasi' is preferred in Indonesian. The English term 'replication' is used throughout this report consistent with the language of the Task Order.

As of 30 September 2008, a total of 38 districts were reported to be replicating or planning to replicate DBE1 programs at school level – all of them focusing mainly on school development planning (RPS or RKS). A number of districts were also replicating DBE1 programs for leadership and strengthening school committees. This effort involves proposed counterpart funding to the tune of Rp5,570,017,000 (approximately $600,000) as indicated in the table below.[21]

Table 9: Planned Replication Budget in Rupiah

REPLICATION PLANNING			Year				Total planned until end of 2008	Total planned until end of 2009
			2006	2007	2008	2009		
Plans made at DBE1 workshop		Rp.	-	452,000,000	1,693,786,000	17,006,887,250	2,145,786,000	19,152,673,250
		Number of schools & madrasah	**-**	**203**	**546**	**3,621**	**749**	**4,370**
Planned funding source	APBD	Rp.	129,000,000	1,398,000,000	4,671,167,000	12,076,787,250	6,198,167,000	18,274,954,250
	Independent	Rp.	-	140,000,000	83,850,000	-	223,850,000	223,850,000
	Other	Rp.	-	-	815,000,000		815,000,000	815,000,000
	Total Planned	Rp.	**129,000,000**	**1,538,000,000**	**5,570,017,000**	**12,076,787,250**	**7,237,017,000**	**19,313,804,250**

As outlined in the table above, the planned replication budget has increased markedly in 2008 to over 3.5 times the level reported in the previous year. As shown, the predicted increase for 2009 is likely to be more than double again. The difference between the figures proposed in the DBE1 Replication Workshop and those indicated as pledged under APBD are a result of changes made during the government and non-government planning process. In 2006, no replication planning workshop was held. In 2007 and 2008 Rp 452 million and Rp 1,693 million were pledged respectively. The actual amounts indicated in formal budget documents were substantially higher; Rp 1,538 million in 2007 and Rp 5,570 million in 2008. (The smaller figure for 2006 relates to a one-off replication program conducted early in Soppeng District of South Sulawesi.)

The district budget (APBD) process for replication programs is comprised of several steps as follows:

1. Workshop agreement,
2. Assessment by the budget team to prepare budget proposal,
3. Preparation of the Activity and Budget Plan (Penentuan Rencana Kegiatan dan Anggaran or RKA),
4. Approval by the local parliament (DPRD), formalized in the Budget Allocation Document (Dokumen Penggunaan Anggaran or DPA), and
5. Realization of the DPA for implementation of the replication program.

The round of workshops conducted at provincial and then district level in July-August Year 3 proved to be a critical first step in this process. District commitments increased

[21] Note that the data in this section is as complete and accurate as available at the time. Data collection and reporting is ongoing.

significantly following the workshops which aimed to support districts in planning and budgeting for replication.

DBE1 collects data on planned replication programs, including budgets and intended scope, and the realization of those programs plus other non-planned programs.

Table 10: Realized Replication Program in Rupiah and Number of Schools/Madrasah

Replication Realization			Tahun			Total realized until end of 2008
			2006	2007	2008	
Process for APBD Budget Approval	RKA	Rp.	129,000,000	946,000,000	3,778,381,000	4,853,381,000
		Number of School/Madr	12	1,320	656	1,988
	DPA	Rp.	129,000,000	1,281,000,000	3,765,667,000	5,175,667,000
		Number of School/Madr	12	620	716	1,348
Realization by funding source	Realization of APBD	Rp.	129,000,000	1,301,000,000	3,826,169,700	5,256,169,700
		Number of School/Madr	12	560	716	1,288
	Independent realization	Rp.	-	143,000,000	83,850,000	226,850,000
		Number of School/Madr	-	838	190	1,028
	Total Realization	**Rp.**	**129,000,000**	**1,444,000,000**	**3,910,019,700**	**5,483,019,700**
		Number of School/Madr	**12**	**1,398**	**906**	**2,316**

In order to meet the target of 3,000 schools for replication programs set in the draft revised Task Order (Deliverable 4), a total of 684 schools is required to complete replication programs (Deliverable 4) in 2009. Meanwhile in the East Java program alone, a total of 1,730 schools are proposed to be included in an ambitious cross-district 2009 replication program.

Based on the data from the two tables above, we can see that:

- In 2006 the planned budget was Rp129 million and the actual expenditure was Rp129 million for a total of 12 schools and madrasah.
- In 2007 the planned budget was Rp1,538 million for 203 schools and madrasah and the actual expenditure was Rp1,444 million for 1,398 schools and madrasah.
- In 2008 the planned budget was Rp.5,570 million for 546 schools and madrasah, whilst the actual expenditure was Rp. 3,910 million for 906 schools and madrasah.

Several points arise from this data:

1. The data for 2006 is unusual in that the unit cost per school is very high at Rp.10,750,000,-. This data is from Soppeng district in Sulawesi Selatan, where the first effort at replication was made.
2. The data from 2007 and 2008 are more reasonable

Several different approaches to funding and implementation of replication programs were taken by districts and other replicating agencies throughout Years 2 and 3. Field reports suggested a diverse experience in terms of perceived success of these

replication efforts. In order to better understand the factors associated with success, and conversely with failure, a field study was conducted in March-May, Year 3.[22] The study aimed to inform DBE1 planning and practice for the remainder of the project implementation period in order to maximize the effort to replicate the RPS program and to enable DBE1 to better advise and guide counterpart governments and non-government institutions on replication.

Among others, the study found that the following factors are associated with success:

1. Ensuring that the program is conducted in its entirety.
2. Ensuring that community members are involved in the process of developing RPS. The data show that no contributions were forthcoming from the community in contrast to the great community support achieved in the DBE target schools where community were more actively involved.
3. Limiting the target number of schools to ensure that the capacity/funds are there for the complete program.
4. *Studi-banding* / school visits are very effective if followed up with training.
5. The roles of District Coordinator (DC), District Facilitators (DF), the Education Office (Dinas), Sub-District Office (KCD) and school principals are all important.

As a result of the experience of replication in Year 2 and the findings of the survey conducted in Year 3, it became obvious that DBE1 would need to provide more direction and support to ensure that replication programs met with the expectations of the project.

There is an inherent dilemma in the concept of replication. The aim is for stakeholders and counterpart governments to take ownership of the program; to make it their own and to implement it using their own resources. However, when they do so, almost inevitably they make changes to the approach – and sometimes these changes result in loss of quality and lead to disappointing results. An example is where Karanganyar District in Central Java funded inter-district study-visits as part of an effort to implement school development planning but did not follow up with training or in-school mentoring. As a result, despite significant funds being spent, no schools successfully prepared plans. All of those involved were disappointed.

A common criticism of donor-driven project interventions in the past is that they resulted in failed reforms; unsustainable changes. DBE1 has taken a serious approach since the outset to address this issue. We have worked closely with counterparts at district, province and national levels to ensure ownership of programs and approaches. We have jointly developed manuals with national counterparts and coordinated program planning with local counterparts. We have worked within the regulatory and administrative and cultural systems that already exist and we have built capacity within the system.

[22] DBE1 Special Monitoring Report; October 2008: *Replication of DBE1 School Development Planning by District Governments and non- Government Agencies*

As a result, interest in replicating the program has been strong. By mid-Year 2, some 1,862 schools were replicating DBE1 school based management programs, mainly the school development planning (RPS or RKS) approach using district resources. By the end of Year 3, the figure has risen to 4,046. However, as the survey conducted mid-Year 3 showed, replication was not always conducted as expected. One of the challenges is to define the level and type of support to be provided by DBE1 for replication.

- Too much support and it is no longer 'replication' but rather program implementation. Local ownership and therefore sustainability is diminished. Project resources are stretched.
- Too little support and the effectiveness of the process and quality of outcomes is diminished. It is no longer replication since the approach is no longer true to the original concept. Results are likely to be disappointing and thus both impact and sustainability are reduced.

Based on lessons learnt in Years 1 and 2 and subsequently verified and expanded in the replication study, DBE1 provided a more focused model of support for replication in Year 3. This support included the following:

1. Publication of a replication manual for district and program level managers;
2. Ongoing professional development and support for district facilitators (district personnel, mainly school supervisors) in the form of occasional TOT training events and the establishment of routine monthly forums for DF and school supervisors;
3. Advice and direction, supported by fliers produced by the project to promote an integrated approach to replication of school-based management programs to include leadership training, school committee strengthening, school development planning (RKS) and training for teachers in active learning (PAKEM);
4. Workshops for district planners and managers, timed to fit the GOI budgeting cycle in mid-2008, at provincial and district levels to support districts in the process of planning, budgeting and lobbying for the inclusion of replication programs in district budgets;
5. Limited financial support to cover costs of in-school mentoring and similar components of the integrated program to enable selected districts to demonstrate a complete and integrated program to stakeholders.

While the high level of buy-in from districts is a very positive indicator of success, it is also recognized that replication of RKS in elementary schools/madrasah as a stand-alone program is not enough. It is the combined impact of programs to improve teaching and learning, school management and community participation that makes the difference. Ideally districts will replicate a more integrated package which includes teacher training in active learning (PAKEM) at elementary and junior secondary levels, and support to empower school committees and improve school leadership.

In Year 3, DBE1 began the development, packaging and 'marketing' of just such an integrated approach. This included extensive discussions with DBE2 and DBE3 to define how the three projects can support one another in an integrated approach to replication. Also in Year 3, DBE1 produced and disseminated a flier for districts and other replicating agencies to promote integrated and faithful replication of the DBE1 program.

In Year 4, DBE1 will provide packaged training materials for a training module to introduce active learning, or PAKEM, to be included in replication programs for elementary schools and madrasah. The package will be based on the approved MONE materials, which themselves derive from the outputs of projects including CLCC and the USAID-funded MBE and DBE2. It will be introduced through workshops and training provided to DF and school supervisors. DBE1 will also work closely with DBE3 to jointly prepare a module on instructional leadership to complement DBE1 training in school development planning (RKS), leadership and school committees for replication in the junior-secondary sub-sector.

In order to encourage and support replication, both within target districts and where it occurs independently on the initiative of provinces or non-target districts, schools and agencies, DBE1 has produced and disseminated a range of user-friendly manuals. DBE1 has produced manuals for schools and for facilitators to support school development planning (RKS), school committee strengthening and leadership training.

To better assist districts to replicate the RKS program, in Year 2 DBE1 also produced a replication manual for district and program level managers. The manual explains how the RKS core materials and manual are best used and includes a budget template that projects all associated costs for implementing the program. The budgeting formula allows districts to insert unit costs prevailing in the district (travel allowances, per diem rates and so on). The manual was used in all provinces in Year 2.

Following this pilot, in Year 3 we further developed the manual to include other school level programs; school committee strengthening and leadership training. After consultations with the Director of Elementary Schooling in MONE, the manual has been further revised to meet GOI standards and will be published in final form, with endorsement from MONE and MORA early in Year 4.

DBE1 will continue to focus on replication and will increase that focus in Years 4-5, the final years of the project. This focus on replication is also closely linked to an ongoing and increasingly sharp focus on sustainability.

Sustainability means that the positive impact of DBE1 continues beyond the life of the program.

Replication means that programs, approaches and good practices from DBE1 are implemented by stakeholders using their own resources.

Ideally, replication is also sustained so that the good practices and DBE's programs continue to be replicated into the future. The key for this to happen is *ownership*. If

the government and local agencies (Districts, MONE, MORA, Muhammadiyah and so on) feel that this is *their* program, that it meets *their* needs and is part of *their* strategy and policy framework, then replication and sustainability will follow. Based on the experience of the past projects, the worst case scenario occurs when counterparts feel that the program is externally developed and implemented, that it does not belong to them at all. In this case, both sustainability and replication are unlikely.

Thus replication and sustainability are distinct objectives but the strategies to achieve them are often the same.

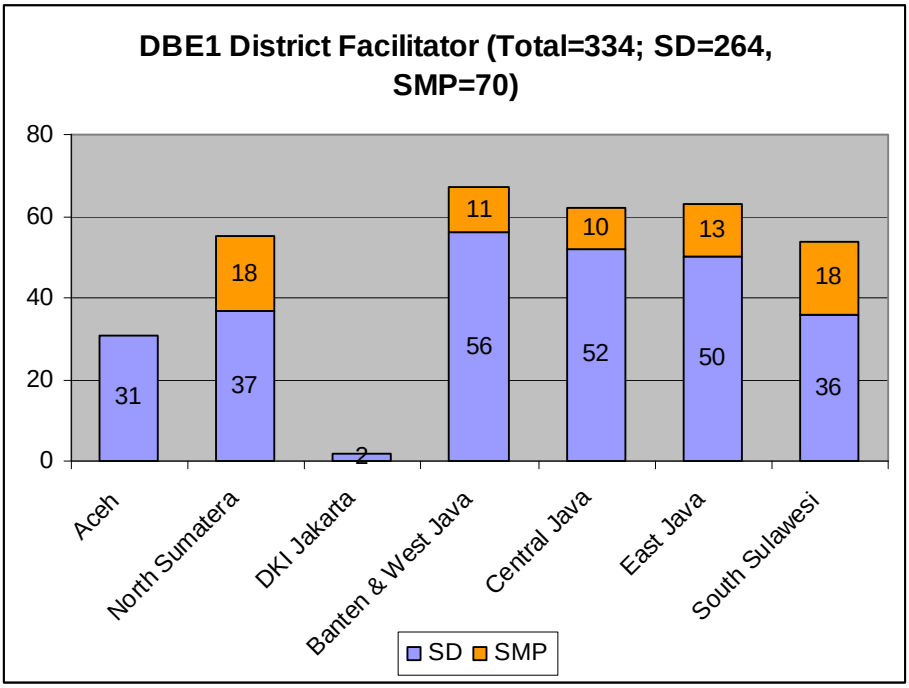
Towards the end of Year 3, DBE1 funded a limited number of specific activities in selected districts in response to requests for support with replication. The aim was to ensure that in all provinces a number of good models exist where districts have replicated the full DBE1 model at school level and the process has been faithfully and effectively implemented. In order to achieve this, for example, DBE1 covered some costs for in-school mentoring in selected districts where the districts have shown strong commitment but had not yet budgeted for this. In some instances, this funding will be carried over into the first quarter of Year 4 as the GOI financial year runs from January to December and many of the development programs are implemented in the final quarter of the year when funds become available.

In addition to providing manuals and limited supporting funds, the main strategy to support both replication and sustainability of project outcomes at school and cluster level is the provision of ongoing training and support for local school supervisors, designated as district facilitators (DF). Following the basic principle of working within the system to support sustainability and replication, these DF were jointly selected by the districts and DBE1. As they are almost all local school supervisors, the training enables them to better perform their roles within the system and helps to reorient the entire system towards quality improvement.

Training was provided for DF throughout Year 3 in a variety of forums, including province-level TOT training events and monthly district level forums. The monthly forums which commenced in Year 3 in response to demand from the districts and perceived need to continue support will continue on a bi-monthly basis until the completion of district and school level project activities at the end of Year 4. DBE1 provided ongoing training for a total of 334 facilitators in Year 3. This figure does not include the many more school supervisors who joined training activities as designated 'replication district facilitators'.[23] This program will leave a strong legacy of improved capacity in the system and in a network of individual training facilitators embedded in the system in each district. Already in many areas, these facilitators are being used to support the replication of core school-level programs within districts and even into non-target districts. In a very real way, DBE1 is building a cadre of service providers who will be available to support the implementation of future quality improvement efforts from within the system.

[23] Including 'replication DF', a total of approximately 1,000 supervisors and others have participated in DF training.

Figure 24: Number of District Facilitators Trained



The following example of the District Facilitators/Supervisors' Forum in South Sulawesi illustrates the value of the current approach.

Responding positively to DBE1 programs to improve schools and madrasah management and governance and to build school supervisors' capacity to support these programs, many districts have established district facilitators and supervisors' forums. These forums, initially funded by DBE1, provide opportunity for supervisors to learn from their colleagues who have been trained by DBE1 in techniques to develop school/madrasah plans as well as to facilitate the whole development process. In the forum, supervisors also learn the necessary skills to train school/madrasah committees and principals.

In many districts in South Sulawesi, the DBE1 funded forums have been held on a monthly basis and receive positive responses from stakeholders and participants. In Jeneponto, participants were enthusiastic because the forum provided rare opportunity for supervisors from different areas in the region to meet and be trained on school plan development and facilitation techniques. Participants also discussed in detail issues related to education such as the Permendiknas 12/2007 on Standards for School/Madrasah Supervisors and Permendiknas 19/2007 on Standards for Education Management.

One of the participants in Pinrang, Bapak Hambali, mentioned that:

'This activity is very positive. Before these forums came to existence, only teachers got trained. As a result, many of the teachers have better teaching skills and school management knowledge than us. It was rather difficult for us because, as supervisors, we were supposed to guide the principals and teachers in fulfilling their responsibilities and managing their schools.'

Bapak Jihad from Jeneponto talked about challenges faced by supervisors in implementing Permendiknas 12/2007

During one of the forum meetings in Pinrang, participants were encouraged by the presence of Head of Sub-Division of the Education Office, Bapak Drs. Abdul Hamid M.Pd. They felt that his show of support was important as school plan development process and training sessions in the area will be conducted by using funds from School Operational Grants (Biaya Operasional Sekolah/BOS.)

These school supervisors were determined to continue their endeavor to empower themselves and more of their colleagues. Supported by DBE1-trained facilitators, they are planning to use existing forums such as Teachers Working Group (Kelompok Kerja Guru) or Subject-Based Teachers Association (Musyawarah Guru Mata Pelajaran/MGMP) to disseminate the knowledge that they have to others.

In addition to promoting replication of good practice at school level, DBE1 is developing programs and strategies to promote replication at district level. Much of the methodology for district level interventions is only now close to finalization having been continually tested and refined in the field. For this reason, replication of district level interventions has not yet commenced. However, there is strong interest from a number of provinces, including target and non-target provinces, in possibly replicating these programs. National MONE has also shown strong interest in district level programs as well as the school level programs, particularly RKS and SDS. In addition other donors have expressed interest in adopting or adapting DBE1 methodologies, especially for district level programs, for widespread implementation across Indonesia. Discussions with provinces, with national level government counterparts and with colleagues from the World Bank, AusAID and other donors will continue and intensify in Year 4. DBE1 will also develop strategies to promote this kind of replication, including joint workshops, increased monitoring visits by central level personnel and representatives of other donors, and the creation of ‘reference districts’ to showcase DBE1 products and programs.

6. Data and information Management

6.1 Strengthening EMIS through ICT

Throughout Year 3 DBE1 continued to monitor progress in MONE’s PADATIWEB information updating (Pangkalan Data dan Informasi berbasis WEB). Even though all data collection forms have been available online since the beginning of 2007 difficulties in collecting and reporting the data in a timely fashion were still noted. Field visits conduced early in the year indicated that data be sent to Jakarta for the Ministry’s EMIS is generally available at the districts. However, it is not used for education management and governance by the districts themselves.

This issue was addressed through the development of a simple system for collecting and analyzing data for the purposes of strategic planning at the district level. Following field testing early in the year, the advanced District Planning Information Support System (DPISS) was rejected in favor of a much simpler version with the focus on using readily available district data. The new DPISS has been implemented successfully in all districts conducting the DBE1 strategic planning (renstra) process.

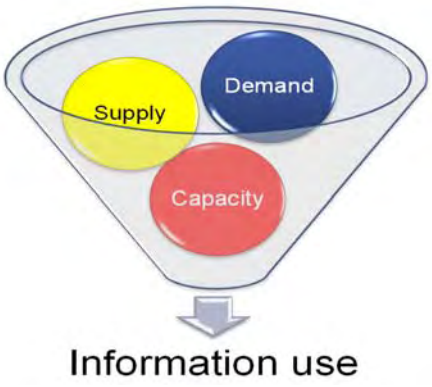
$350,000 has been set aside by the project to assist Ministry of National Education (MONE) in strengthening its EMIS. Based on an assessment conducted in Aceh in the previous quarter, DBE1 has proposed a pilot project to test technology to improve the flow and accuracy of EMIS data from schools to districts. The proposal was discussed with the director of MONE's statistics and information center (PSP), his staff and Ibu Mimy Santika of USAID in May 2008. The Director enthusiastically supported the project and assigned his staff to be part of an implementation team with DBE1 staff. The results of the pilot will be useful for MONE in improving its EMIS.

In the event that USAID approves of the MONE/DBE1 proposal, work will start early in Year 4.

The proposal has three integrated components to improve information use with regard to its supply, demand, and capacity (**Figure 25**):

1. Enhancing existing resources for information and data management in district and sub-district education offices in two selected Aceh districts based on actual needs.
2. Strengthening capacity and role of school supervisors to act as key liaisons (and "information nodes") between schools and sub-district education offices.
3. Strengthening the capacity of school principals and administrators to manage EMIS data at the school level in (i) the use of data for planning and decision making (e.g. in school development planning or community outreach); and (ii) more timely and accurate reporting of EMIS data.

Figure 25: Supply, Demand, and Capacity Affect Information Use



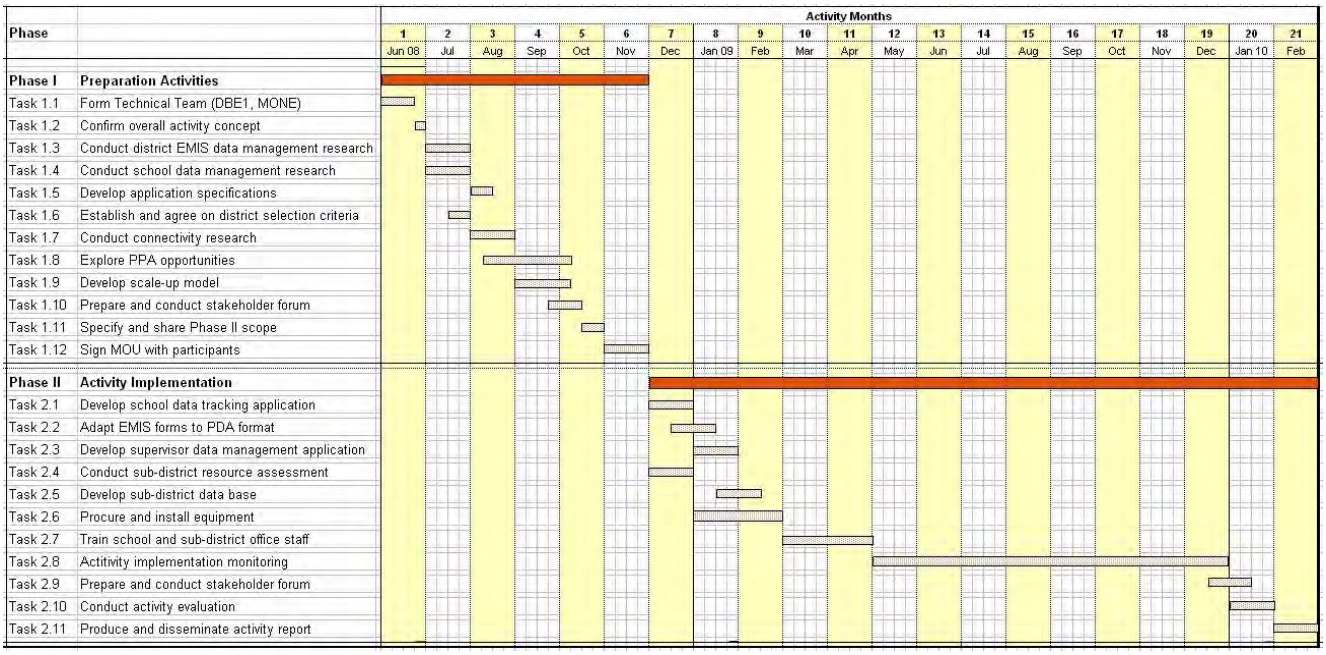
The most innovative feature of the proposed pilot is the use of smart phones/PDAs by school inspectors (pengawas) who will collect EMIS data directly from schools. Pilot project schools will be given computers for this purpose. This will allow the inspectors to verify the data at the time of collection and will prevent spread of viruses, which is very common when schools that have access to computers transmit data from local internet cafes (Warnet) or flash disks.

The results of the pilot will help to support implementation of the following MONE regulations:

- Permendiknas No. 12 year 2007 (*Standar Pengawas Sekolah/Madrasah)* regarding school supervisor competencies
- Permendiknas No. 19 Year 2007 (*Standar Pengelolaan Pendidikan)* concerning supply, demand, and capacity of data and information.

The activity features two phases: preparation and implementation (timeframe and work plan for Phase I and II are shown in **Figure 26**). The two phases will be implemented in close cooperation with MONE and activity stakeholders.

Figure 26: Targeted Timeframe & Workplan for Piloting EMIS Strengthening at District and School Level



6.2 DBE Website[24]

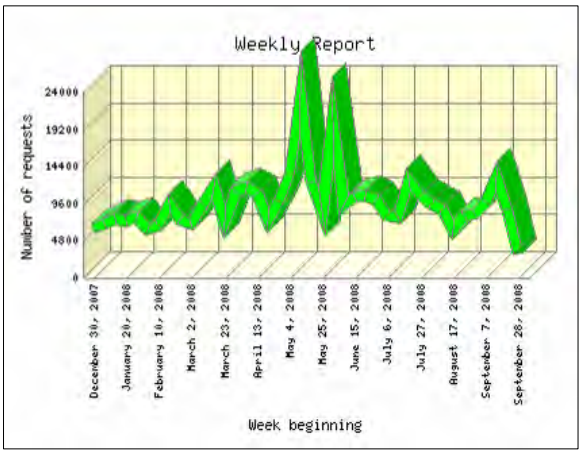
As of September 2008, the DBE website has received 678,856 hits since it was launched in 2005. The rate of usage climbed significantly in the first quarter of the year reaching 215,469 for this three-month period, almost three times greater than the total hits in the 11 month period February – December 2006 (76,219). In fact, the total number of hits during the three month period October – December 2007 (76,576) is slightly greater than the total hits for all of 2006 (76,219). Since then the usage has plateaued out.

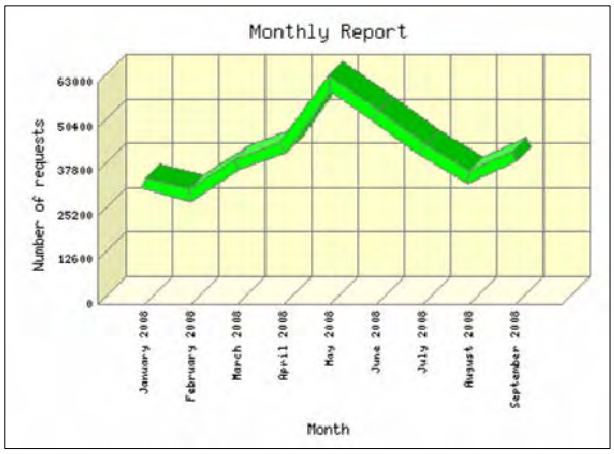
Details of the usage patterns and frequently requested pages are included in each quarterly report. For example in the final quarter of Year 3, the total number of hits, at 122,078, was less than the previous quarter's total hits of 160,407, but more than the first quarter's total of 104,683. The average monthly hit rate was 40,693 and the average weekly hit rate in the final quarter was 8,930 - ranging from 13,026 to 6,272 (see left side of **Figure 27**).

Throughout Year 3 DBE1 continued to upload information from DBE123 into various sections of the Website, primarily: News, Good Practices and Resource Materials. Amongst the top ten requests for documents during the year were requests for resource materials uploaded by DBE1 related to various ministerial decrees along with DBE1 and DBE3 manuals.

[24] http://www.dbe-usaid.org/

Figure 27: Website Hits in the final quarter of Year 3





In Year 4 DBE1 will continue to maintain, improve and update the website content. This will include ongoing updating of the Geographic Information System (GIS) and improving the event list to display calendar activities filtered by province or by DBE components. Two new features are also proposed: (1) a new feature called photo gallery to depict various DBE activities, and (2) a search engine facility to help website users retrieve information.

The high level of transparency, accountability and responsiveness made possible by the development of such a comprehensive and accessible website, linked to the PDMS described below, is an important contribution by DBE1, not only to the management of the project itself, but more generally to the improvement of standards and effective approaches to communication and data management in the context of international development. This development will provide a basis and reference point for future projects.

6.3 Project Data Management System (PDMS) 25

A significant amount of work was conducted to improve the usability of the PDMS during Year 3.

New developments included a modification of PDMS user interface (screen display) and enhancement of some modules. The PDMS user interface was modified to make it more user-friendly. A Simple Query module was enhanced and a new DBE1 Project Implementation Status module was completed.

During Year 3 DBE1 completed development and installation of a PDMS tool to track implementation of planned activities. The project implementation tracking system was introduced and refined during the year, enabling more accurate and timely tracking of implementation across the entire spectrum of project activity. DBE1 activities are carried out in each district in a number of steps from start to finish; for example, producing BOSP requires six steps in the form of workshops and consultations. Each

[25] PDMS address: http://pdms.dbeindonesia.org
Username: viewer
Password: pdmsviewer

step in the activity is designated as a milestone. Each activity is documented in the form of a training report, observation sheet or final report. Provincial specialists are now responsible for creating the documents; the provincial ICT team uploads the documents in PDMS. At the same time the provincial ICT teams note the milestones completed. With this tool DBE1 central and provincial project management as well as authorized users such as USAID can determine the status of program completion in any DBE district at any given time.

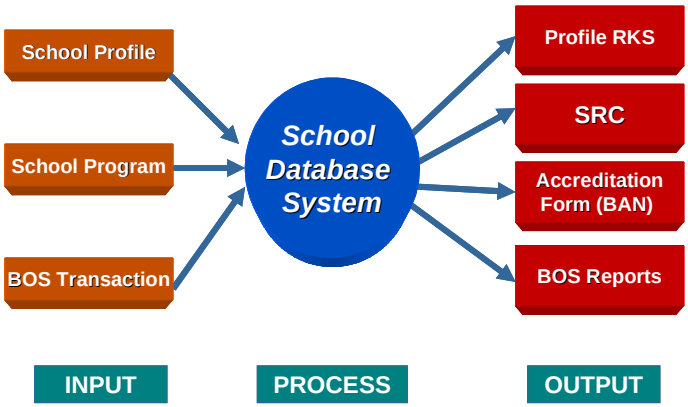
An example of a project completion report is included as **Figure 2** in the first section of this Annual Report. This figure illustrates a typical output of the PDMS tracking system.

6.4 School Database System (SDS)

DBE1 worked throughout Year 2 and early Year 3 in collaboration with DBE2 to develop an application software called School Report Card (SRC) to disseminate school performance reports to parents and community members.

Building on this foundation, in Year 3 DBE1 expanded the SRC program by developing an integrated School Database System (SDS) that includes all the data needed for several reporting requirements in addition to the SRC; these include: data to prepare for school accreditation to be submitted to National Accreditation Board (Badan Akreditasi Nasional - BAN), reports on the use of their BOS grants, and medium term and annual plans and budgets (**Figure 28**).

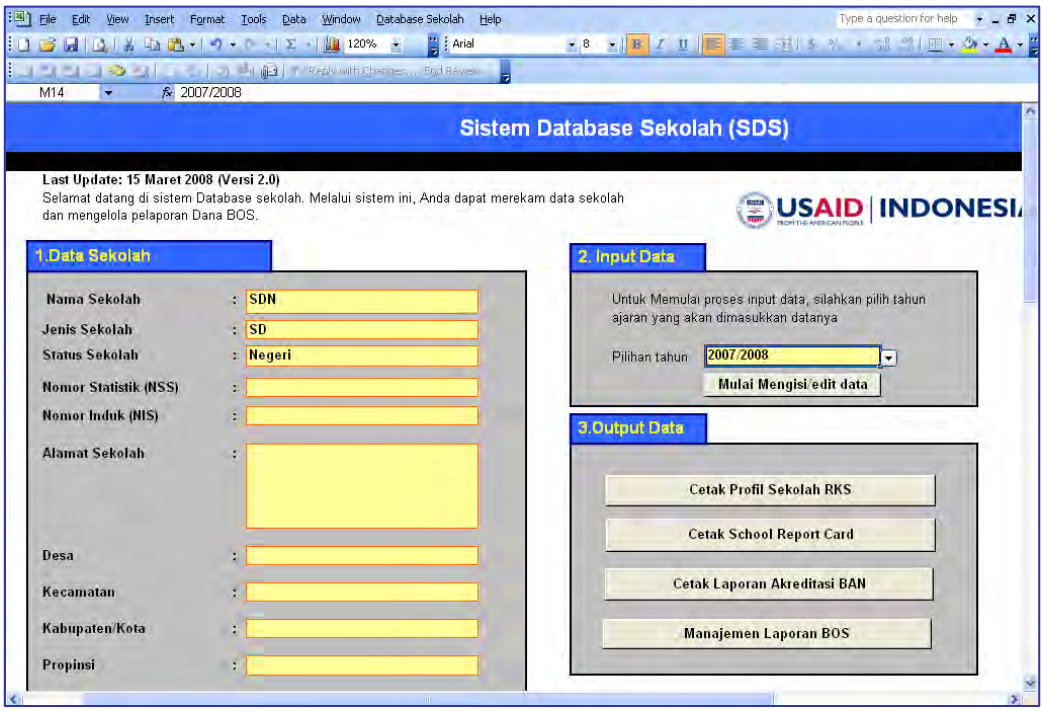
Figure 28: SDS Architecture



Following a trial of the SDS early in the year, and in agreement with DBE2, DBE1 conducted training for facilitators of SDS for all target elementary school and madrasah clusters in July-August. These facilitators were generally teachers or, in some cases, school supervisors, who were nominated by the districts. All possessed a basic computer literacy. In the following months, the SDS was introduced to all elementary schools and madrasah in cluster-level training. The SDS has proven to be extremely popular with schools and districts who find the system to be user-friendly and meeting their needs to facilitate multiple reporting requirements. The SDS is also

being modified for use in junior-secondary schools and preliminary consultations with the Directorate have indicated strong support.

Figure 29: Initial Page



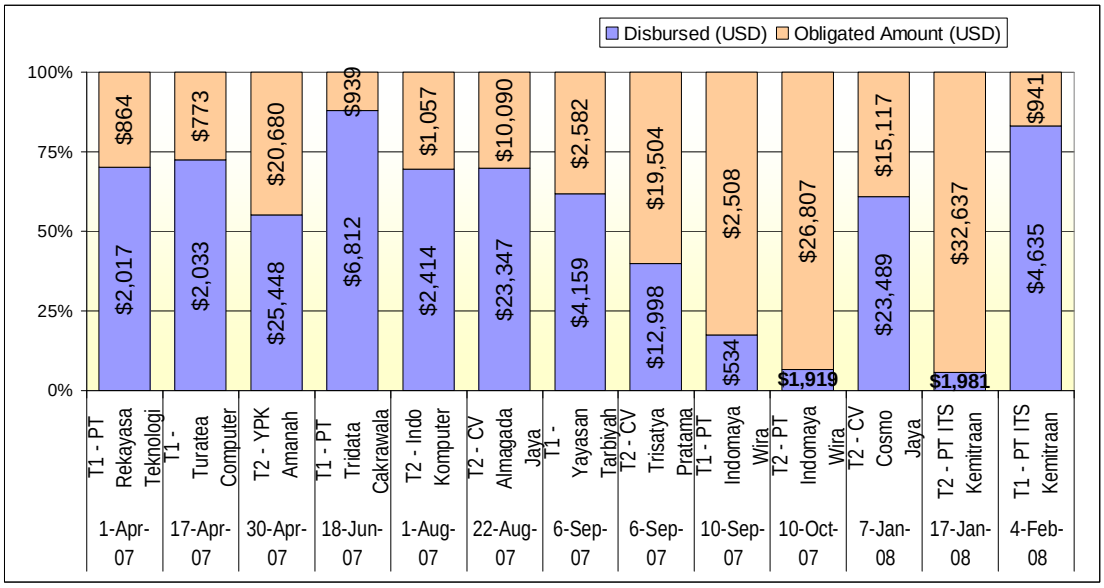
7. Information and Communication Technologies (ICT)

DBE1 disbursed grant funds throughout Year 3. The total value of grants awarded was $246,284 (equivalent to IDR 2,216,556,000). As of September 2008, $111,786 (equivalent to IDR 1,006,070,478) has been disbursed to the grantees in the form of equipment, which was procured directly by DBE1, and cash to cover training expenses. Only one grantee, CV Cosmo Jaya, conducted the procurement itself because they have good procurement management.

Each grantee has agreed upon certain milestones to be reached in developing their programs. Once a milestone is reached, the grantee submits a progress report and proposal for next funding tranche. **Figure 30** shows the amount of grants disbursed compared to the obligated amount. Almost all of grants awarded in early 2007 have high disbursement rates, which means that some of the grants will be completed soon. On the other hand, the grants awarded in late 2007 have relatively low disbursement rates due to delayed milestone achievement. Two such examples are PT Indomaya Wira Sejahtera and PT Trisatya Pratama. These two grantees will be monitored further. Grants awarded in early 2008 (T2 - PT ITS Kemitraan) also have low disbursement rates due to procurement problems. Constraints in implementing ICT Grant are mainly due to lack of confidence of the DBE1 provincial teams in terms of managing procurement and assisting the grantees in reporting. Thus they rely heavily on guidance from the DBE1 Jakarta team for support and frequent checking.

However, this communication is normally good and ensures more reliability in the process.

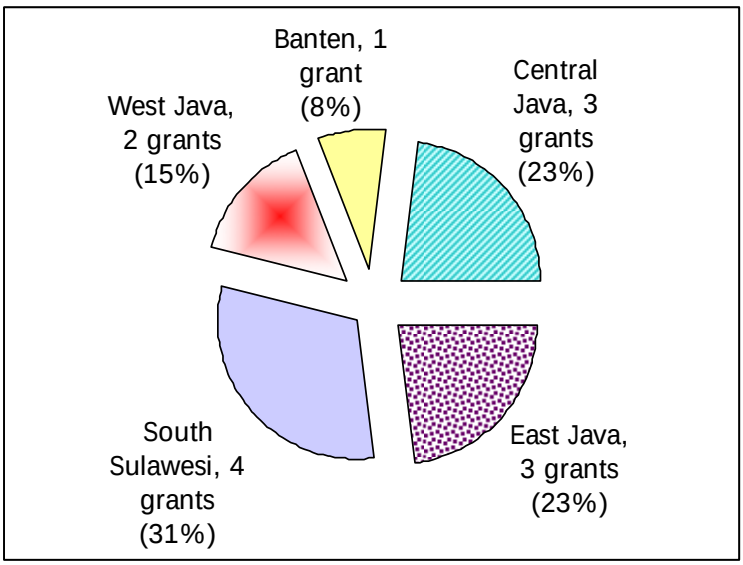
Figure 30: ICT Grant Realization vs. Obligated Amount by Date of Grants Awarded



All grant programs will be completed in Year 4. In the coming period, DBE1 plans to finalize Tapanuli Utara, North Sumatra pre-award process. In cases where grantees do not show satisfactory progress, additional monitoring and support will be provided.

Grantee progress reports will be routinely reviewed for completeness and compliance with general reporting requirements. An ICT Grant Indicator Monitoring & Evaluation will be conducted using the previously developed ICT Grants Program Indicators and Customized Grantee Indicator Tracking Sheets.

Figure 31: Grant Distribution by Province



8. Public-Private Alliances

During Year 3, DBE1 continued to implement a range of activities under public-private alliances (PPA). However, of these only one PPA was specifically targeted to replicate the DBE1 program: $500,000 was leveraged from BP to replicate DBE1 program in West Papua. The remaining PPAs were focused on school reconstruction in Yogyakarta/Central Java areas struck by an earthquake in 2006.

A number of PPA programs were completed during the year including the Chevron Alliance in Aceh, the Chevron Alliance in Yogyakarta and the BP Migas Alliance in Central Java. A major focus in this year was the ConocoPhillips Alliance to support school rehabilitation and reconstruction post May 2006 earthquake in Central Java and Yogyakarta. The BP Alliance in West Papua was in abeyance throughout most of Year 3 and will recommence early in Year 4.

At the beginning of the project, DBE1 was required to set aside approximately $677,775 amounting to 15% of program activities. DBE1 task order requires a 1:1 leverage (preferred 2:1). Through Year 3 of the project, DBE1 has leveraged 3:1 from the private sector.

Table 11: PPA Budget Analysis

PPA amount set aside in DBE1 Budget: $677,775 Total committed through September 2008: $564,000 Total leveraged through September 2008: $1,547,000
PPA amount set aside in Aceh Contract Modification: $350,000. DBE1 does not plan to use these funds to support further PPAs based on MTR recommendations. Total committed through September 2008: 0 Total leveraged through September 2008: 0
Amount set aside for GDA/Chevron Alliance: $250,000 Amount spent through September 2008: $243,081

Table 12: Summary of Public-Private Alliances Formed in Year 3

Alliances	Total leveraged	Total commitment	Ratio	Status
BP Alliance	$500,000	$225,000	2:1	Active
BP Migas Alliance	$222,000	$50,000	4:1	Completed
ConocoPhillips Alliance	$700,000	$279,000	3:1	Active
Chevron Alliance	$125,000	$10,000	12:1	Completed
Total	**$1,547,000**	**$564,000**	**3:1**	

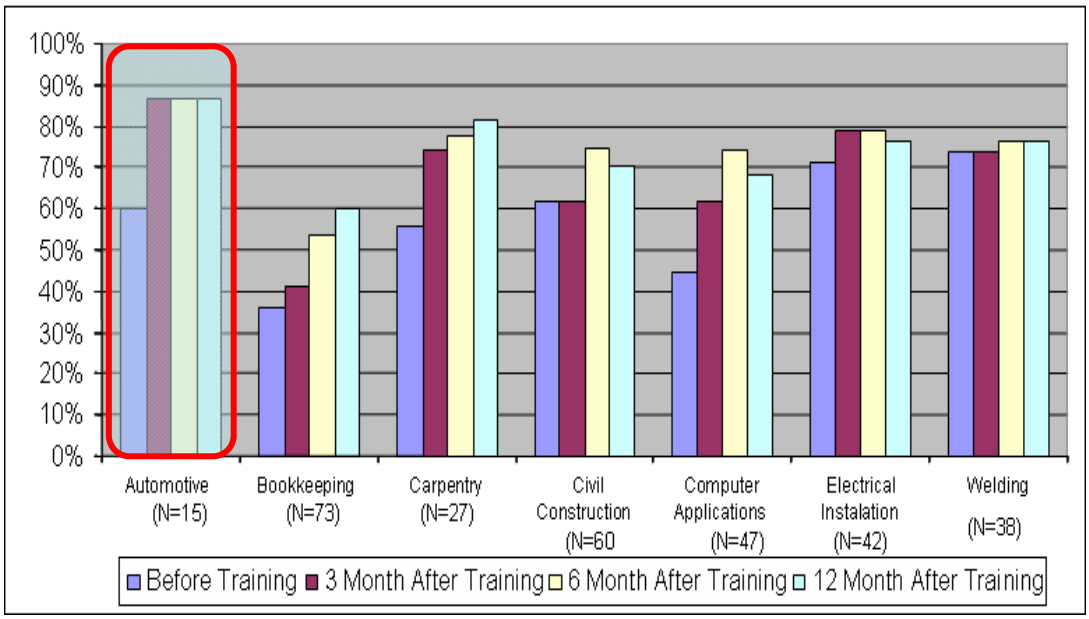
8.1 Aceh Chevron Alliance

During the first year of the project, DBE1 was tasked by USAID to design the recruitment process and to serve as a facilitator for identification of 346 youth from Aceh and Nias to attend three-month vocational training programs at the Chevron's Politeknik Caltex Riau in Riau province.

The Aceh Chevron Alliance commenced training for dislocated and under-employed young people in early 2005. The program aimed to mitigate the effects of both post-conflict and tsunami in the then-devastated province. On 7 December 2007, Lembaga Pengabdian Kepada Masyarakat, Universitas Syiah Kuala, presented the final Impact Report of the USAID-Chevron Vocational Scholarships program to USAID and Chevron.

Results in the Unsyiah presentation indicated that, overall, respondents trained in Automotive have the highest employment rate, take shortest time to get employed, and receive highest monthly income (**Figure 32**).

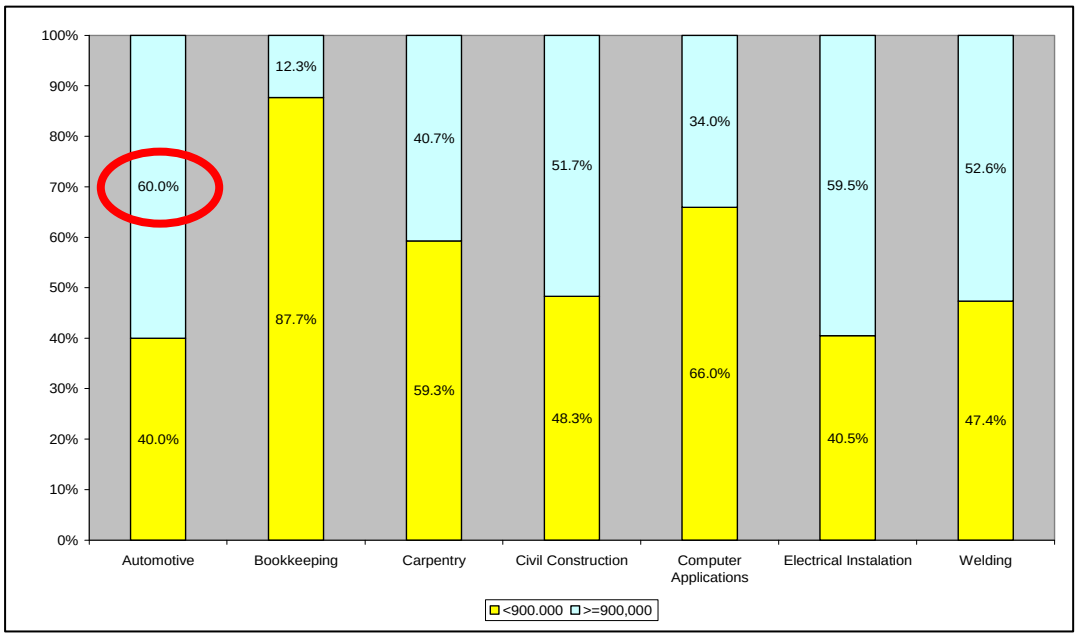
Figure 32: Training Subjects by Employment and Time to Get Employed



Source: Presentation of Impact Report No.4

After training completion, the number of employed respondents increased significantly; with, however, the percentage of employed males reported as higher than female. Two thirds of the respondents gained employment within three months after completing the training. The average of respondents' monthly income increased significantly and female respondents experienced higher income increments than males.

Figure 33: Distribution of Income by Training Subject



Source: Presentation of Impact Report No.4

8.2 School Rehabilitation: Yogyakarta

Following the major earthquake that hit Yogyakarta and Klaten areas on May 26, 2006[26], BP Migas allocated some funds for reconstruction of SDN Bero, Trucuk and SDN Gondangan 01/02, Gondangan in Klaten District, Central Java. BP Migas funding included contributions from international oil companies in Indonesia (ConocoPhillips, BP, Total, Chevron, etc.). The reconstruction program involved the school neighborhood community, among others local public figures, local religious figures, parents and other community members, coordinated by a school reconstruction committee. DBE1 provided supervision, coaching and training to the school reconstruction committee in building reconstruction, including the administration, financial and technical aspects of construction. Under this PPA DBE1 in consultation and collaboration with MONE drafted a manual for reconstrating earthquake proof classrooms. The manual was revised and finalized in Year 3 and will be handed over formally in the first quarter of Year 4 to be used nationally by MONE.

In Year 2 Chevron Corporation and DBE1 formed a Public-Private Alliance to support a school reconstruction project in SDN Kalongan located in Yogyakarta (DIY). The project was the result of contributions from Chevron Indonesia corporation and employees following the May 2006 earthquake disaster in Yogyakarta. The school reconstruction project used the community participation mechanism whereby Chevron

[26] USAID asked DBE1 to respond immediately to the earthquake be assisting DBE schools to be able to resume classes as soon as possible. DBE1 carried out a rapid assessment and helped construct temporary classrooms made from bamboo (bamboo schools.) This was reported in DBE1 Annual Report 1 and Quarterly Reports 5 (July 2006) and 6 (October 2006). DBE1 also produced a simple manual for constructing temporary classrooms: "*Panduan Pelaksanaan Pembangunan Sekolah dan Madrasah Darurat*", c. August 2006.

provides grants directly to schools which in turn use the grants to hire local craftsmen and architects and procure materials and labor. DBE1 provided counterpart funding from the PPA line item to support the school reconstruction committee, specifically (i) to train school committees, principals and foremen; and (ii) to support members of community and school committee to plan for and oversee school construction also to empower community to undertake proper financial management and administration reporting.

The alliance with Chevron to rehabilitate the school in Yogyakarta was completed during the first quarter of Year 3. On 5 December 2007, Bapak Sri Sultan Hamengkubuwono X, Governor of Daerah Istimewa Yogyakarta and Bapak Suwito Anggoro, Deputy Managing Director Chevron Indonesia Business Unit and Bapak H Ibnu Subiyanto, Bupati of Sleman District, inaugurated the opening of SDN Kalongan for the general public.

A plaque signing by Bapak Sri Sultan Hamengkubuwono X, Daerah Istimewa Yogyakarta Governor on 5 December 2007

SDN Kalongan, Depok, Sleman, Daerah Istimewa Yogyakarta, December 2007

With the School Reconstruction completed, school activities have returned to normal.

Classroom

Children able to enjoy the new school sport field

New school computer lab

New school canteen

8.3 BP Alliance – West Papua

Since 2006 DBE1 has supported three districts in Papua Barat, particularly focussing on district level financial analysis, capacity assessment and preparation for strategic planning (renstra); Kota Sorong, Kabupaten Sorong Selatan and Kabupaten Manokwari. Following the completion of initial interventions in mid-2007, in November 2007 a DBE1 consultant visited the three districts to confirm the DBE1 presence, discuss progress to date and negotiate the next steps of the program. Consultative meetings were held with key stakeholders from both government and the non-government sectors in each district, including from the Education Office, District Development Planning Agency, Office of Religious Affairs, Yayasan, local press and other projects/donors. A report of the visit was submitted to USAID.

School Principal and Teachers arriving by canoe for a meeting with Education Office in South Sorong, Papua

Subsequently in February 2008 DBE1 met with DBE2, USAID, BP and the British Council to gain clarity on each partner's program activities, plans, and potential synergy moving forward. As a result of the meeting, it was mutually agreed that all PPA-related activities taking place in Papua Barat must be conducted together with British Petroleum or British Council. This agreement was reached to emphasize the partnership between USAID and BP in Papua Barat in particular in the education sector. USAID requested that partnership activities be put on hold until working relationships between the partners are clarified.

Further action regarding placement of a Provincial Coordinator and recommencement of activity under the PPA in Papua Barat was suspended pending USAID directions on the program's future of the program. Towards the end of the third quarter, DBE1 received a direction from USAID to resume activities.

Following this advice, DBE1 completed the recruitment process of a Provincial Coordinator for Papua Barat in September 2008. The appointment is scheduled to commence in October. In October, the new Provincial Coordinator will receive training in Jakarta on methodologies for financial analysis (AKPK), strategic planning (renstra) and project administration.

A differentiated set of activities is proposed for Year 4 to take account of the varying needs and capacities amongst the three districts:

- Hold multi-stakeholder workshops in all three districts to: (1) report on DEFA, (2) map out the follow-up program, and (3) begin to build governance relationships.
- Facilitate the development of Renstra in Sorong City and Manokwari Districts. In Sorong City this will build on the existing Renstra.
- Conduct a school mapping in Manokwari and South Sorong districts, building capacity for data management, analysis and information-based planning.

8.4 ConocoPhillips Alliance: Central Java and Yogyakarta

In October 2007, the DBE1 team in Yogyakarta facilitated the formation of school reconstruction/rehabilitation committees in 14 schools in four districts. Principals, teachers, school committee members, community members and local government officials attended these meetings; a total of 380 people; 265 male and 115 female. The selection and final appointment of school reconstruction/rehabilitation committee members were conducted openly and in democratic way.

DBE1 then completed preparation of a comprehensive manual titled: 'Reconstruction and Rehabilitation Manual for Earthquake Resistance Reconstruction of Educational Facilities using the Community Participation Method'. The manual is a revision of that which was developed and used to train school/madrasah management and committee of school/madrasah for rebuilding in Klaten and DIY under a PPA that was formed with BP Migas and which was completed in June 2007.

On May 10, DBE1 presented the final version of the manual to BP Migas in Yogyakarta. The manual was finalized based on best practices and hands-on experience gained from the public-private alliances formed between DBE1 and BP

Migas, Chevron, ConocoPhillips and the districts of Klaten, Sleman, Bantul and Yogyakarta.

Using the manual, DBE1 conducted training for schools and madrasah management and reconstruction/rehabilitation teams to support reconstruction planning, overseeing of building construction and proper financial management and administration reporting. Participants were also given information regarding inclusive schools and the importance of involvement and contribution from surrounding communities.

Figure 33: Post-Earthquake School Reconstruction Manual

In the first two quarter of Year 3, the DBE1 Yogya team assisted schools and madrasah in developing grant proposals. Budget negotiations took place with schools and madrasah in order to help the schools finalize their proposals. The negotiation was conducted to increase efficiency, to review the budgets based on the results of market surveys and to ensure that budgets did not exceed the allocated grant fund. Efficiency measures included i) encouraging the surrounding community to participate in site cleaning activities (preparation and finishing) and demolition and, ii) completing secondary tasks only if there are funds remaining from the budget. The DBE1 Team subsequently ensured that these efficiency measures would not reduce the quality of construction.

A total of 35 grants was approved and awarded by USAID/DBE1 in two phases during Year 3. The total value of Phase 1 Grants awarded was Rp.210.000.000 (equivalent to $23,333.33). The total value of Phase 2 Grants awarded was Rp. 8.267.740.000,- (equivalent to $918,637).

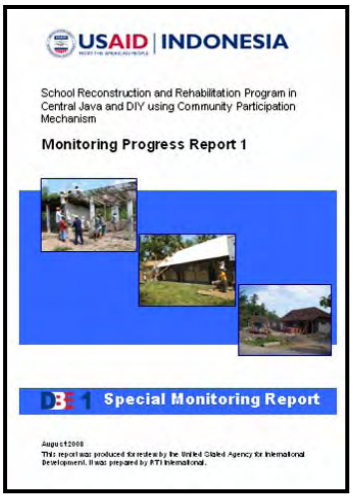
Table 13: School Reconstruction/Rehabilitation Grant Status

NO	SCHOOL	GRANT NUMBER	GRANT VALUE	PROGRESS STATUS
KABUPATEN KLATEN				
1	SDN 01 Babadan	0209604-G-08-014	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 647.976.000,-	Start reconstruction process: fifth week of April. Progress: 95,64 %
2	SDN 01 Granting	0209604-G-08-015	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 185.264.000,-	Start rehabilitation process: first week of May. Progress: 100 %
3	SMP Muhammadiyah 8	0209604-G-08-025	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 200.000.000,-	Start rehabilitation process: first week of July. Progress: 71,60 %

	Wedi			
4	SDN Tangkisan Pos	0209604-G-08-026	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 249.133.000,-	Start reconstruction process: first week of June. Progress: 100 %
5	SDN 01 Somopuro	0209604-G-08-027	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 257.471.000,-	Start reconstruction process: first week of June. Progress: 100 %
6	PKBM Marsudi Karya	0209604-G-08-029	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 180.933.000,-	Start reconstruction process: fourth week of July. Progress: 87,35 %
7	SDN 02 Demangan	0209604-G-08-030	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 229.709.000,-	Start reconstruction process: second week of July. Progress: 59,16 %
8	SDN 03 Palar	0209604-G-08-031	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 212.351.000,-	Start rehabilitation process: third week of July. Progress: 89,74 %
9	SDN 02 Mlese	0209604-G-08-032	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 200.000.000,-	Start rehabilitation process: third week of July. Progress: 35,70 %
10	MI Muhammadiyah Blanciran	0209604-G-08-033	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 146.700.000,-	Start rehabilitation process: first week of August. Progress: 61,79 %
11	SDN 02 Tanjung	0209604-G-08-036	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 173.425.000,-	Start rehabilitation process: third week of July. Progress: 40,17 %
12	SDN 01 Jambu Kidul	0209604-G-08-037	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 172.033.000,-	Start rehabilitation process: fourth week of July. Progress: 50,26 %
13	SDN 01 Karangnongko	0209604-G-08-038	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 145.086.000,-	Start rehabilitation process: first week of August. Progress: 25,46 %
14	SDN 02 Pokak	0209604-G-08-041	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 195.712.000,-	Start rehabilitation process: third week of July. Progress: 65,80 %
15	SDN 02 Kanoman	0209604-G-08-042	Phase 1: Rp. 6.000.000,- Phase 2: Rp 147.685.000,-	Start rehabilitation process: first week of August. Progress: 22,42 %
16	SDN 01 Mandong	0209604-G-08-043	Phase 1: Rp. 6.000.000,- Phase 2: Rp 214.040.000,-	Start rehabilitation process: first week of August. Progress: 42,74 %
17	SDN 01 Jurangjero	0209604-G-08-044	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 220.000.000,-	Start rehabilitation process: first week of August. Progress: 33,10 %
	Total		**Phase 1 Grants: Rp. 102.000.000,-** **Phase 2 Grants: Rp. 3.777.518.000,-**	
KABUPATEN BANTUL				
1	MTs Al Falaah	0209604-G-08-016	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 298.750.000,-	Start rehabilitation process: first week of May. Progress: 100%

2	MI Miftahul Ulum	0209604-G-08-017	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 589.286.000,-	Start reconstruction process: first week of May. Progress: 87,98 %
3	SMP PGRI	0209604-G-08-021	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 350.284.000,-	Start reconstruction process: second week of June. Progress: 95,54 %
4	MTs Hasyim Asy'ari	0209604-G-08-023	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 350.000.000,-	Start reconstruction process: fifth week of July. Progress: 48,84 %
5	MTsN Gondowulung	0209604-G-08-024	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 468.131.000,-	Start reconstruction process: first week of June. Progress: 100 %
6	PKBM Candirejo	0209604-G-08-028	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 120.279.000,-	Start reconstruction process: fifth week of July. Progress: 64,31 %
	Total		**Phase 1 Grants: Rp. 36.000.000,-** **Phase 2 Grants: Rp. 2.176.730.000,-**	
KOTA YOGYAKARTA				
1	SMPN 15	0209604-G-08-018	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 201.838.000,-	Start reconstruction process: fifth week of May. Progress: 100 %
2	SMP Pangudi Luhur 2	0209604-G-08-022	Fase 1: Rp. 6.000.000,- Fase 2: Rp. 300.921.000,-	Start reconstruction process: first week of August. Progress: 59,43 %
	Total		**Phase 1 Grants Rp. 12.000.000,-** **Phase 2 Grants: Rp. 502.759.000,-**	
KABUPATEN SLEMAN				
1	SD Muhammadiyah Tengahan	0209604-G-08-019	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 274.504.000,-	Start reconstruction process: first week of August. Progress: 71,74 %
2	SDN Kowangbinangun	0209604-G-08-020	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 193.789.000,-	Start rehabilitation process: second week of June. Progress: 98,00 %
3	MI Ma'arif Blendangan	0209604-G-08-034	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 152.043.000,-	Start rehabilitation process: fifth week of July. Progress: 52,05 %
4	SDN Nglahar	0209604-G-08-035	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 175.000.000,-	Start rehabilitation process: second week of August. Progress: 31,82 %
5	SDN Salakan Lor	0209604-G-08-039	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 168.436.000,-	Start rehabilitation process: second week of July. Progress: 100 %
6	SDN Potrojayan 2	0209604-G-08-040	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 149.017.000,-	Start rehabilitation process: third week of July. Progress: 90,79 %
7	PKBM Gita Lestari	0209604-G-08-045	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 156.000.000,-	Start rehabilitation process: first week of July. Progress: 100 %

8	SDN Kledokan	0209604-G-08-046	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 226.980.000,-	Start rehabilitation process: first week of August. Progress: 35,59 %
9	SD Muhammadiyah Ambarketawang 3	0209604-G-08-047	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 155.829.000,-	Start rehabilitation process: fifth week of July. Progress: 44,87 %
10	MI Al Huda	0209604-G-08-048	Phase 1: Rp. 6.000.000,- Phase 2: Rp. 159.135.000,-	Start rehabilitation process: first week of August. Progress: 62,62 %
	Total		**Phase 1 Grants: Rp. 60.000.000,-** **Phase 2 Grants: Rp. 1.810.733.000,-**	
	Grand Total		**Phase 1 Grants: Rp. 210.000.000,-** **Phase 2 Grants: Rp. 8.267.740.000,-**	



In June - July 2008, DBE1 Jakarta conducted monitoring and evaluation of the school reconstruction and rehabilitation process to assess the school reconstruction, the rehabilitation process and the extent to which it meets guidelines and standards incorporated in the implementation manual developed by DBE1. The second phase of monitoring and evaluation is planned to be conducted early in Year 4. A report was submitted in August of 2008.

A total of 252 people (197 male and 55 female) took part in coordination and evaluation workshops in the four districts in September 2008; principals, school committee members and members of committees for school rebuilding.

MTs Al Falaah, before the rehabilitation process, May 2008

MTs Al Falaah, after the rehabilitation process, Agustus 2008

MTs N Gondowulung, before the reconstruction process, June 2008

MTs N Gondowulung, after the reconstruction process, September 2008

SDN 01 Somopuro, before the reconstruction process, June 2008

SDN 01 Somopuro, after the reconstruction process, September 2008

SDN Tangkisan Pos, before the reconstruction process, June 2008

SDN Tangkisan Pos, after the reconstruction process, September 2008

SMPN 15 Yogyakarta, before the reconstruction process, May 2008

SMPN 15 Yogyakarta, after the reconstruction process, September 2008

PKBM Gita Lestari, before the reconstruction process, July 2008

PKBM Gita Lestari, after the reconstruction process, September 2008

9. Gender

DBE1 addresses the issue of gender and inclusion in an integrated way. For example, data collected for education planning purposes at both school and district level is always disaggregated according to gender and the need for equal access and opportunity in education is considered in all contexts. Gender issues such as this are raised in district level multi-stakeholder forums, in discussions of district education finance and in strategic education planning (renstra) workshops.

Gender awareness is also included in the compulsory series of modules that school committee members take during the school committee training program. One of the DBE1 Project Performance Monitoring indicators measures the increase in understanding of broad representation of community stakeholders within the committee, including balanced gender representation.

In Year 3, DBE1 conducted a routine measure of progress against the baseline data. School committee members in 489 schools in Cohort 1 and 485 schools in Cohort 2 were interviewed. To assess their understanding of the importance of broad

representation of the community in the school committee structure, DBE1 asked the open ended question: "In your opinion, who should be members of the school committee?" All responses were divided among nine categories: parents, officials, women, minorities and so on (see **Table 14**). In both Cohort 1 and 2 there are significant increases in the number of school committee members who state that that women and minorities should be represented on the committee. (See **Figures 34** and 35.) Interestingly, the mention of government officials slightly decreased which may indicate a change in perception that schools belong to the community not to the government.

This data analysis confirms that activities such as school committee training, which include specific materials on gender and minorities, are having positive impact on the inclusion of minorities and women in school committee composition. DBE1 will not ask the schools to change the school committee membership; however, we believe that changes in attitude will result in better representation in the future.

Table 14: Changes in the School Committee Members' Opinions Regarding Groups that should be represented on the School Committee'

	COHORT 1					COHORT 2	
Category / Criteria	Baseline (Dec '05)	Measure1 (July '06)	Measure 2 (Jan '07)	Measure 3 (Jul' 07)	Measure4 (Jan 08)	Baseline (Aug '07)	**Measure1 (Jan '08)**
Women	35%	46%	(60%)	60%	69%	29%	49%
Students' parent	74%	83%	(88%)	87%	87%	80%	85%
Minority groups	7%	27%	(31%)	38%	47%	11%	27%
Student/Alumnae	15%	23%	(29%)	27%	87%	11%	16%
Business group	43%	60%	(65%)	68%	64%	35%	50%
Village official	50%	57%	(64%)	64%	69%	52%	60%
NGO	13%	23%	(26%)	33%	39%	14%	25%
Religious leaders	59%	75%	(67%)	78%	82%	73%	75%
MORA and MONE staff	30%	29%	(24%)	29%	27%	29%	28%

Figure 34: Perception of which groups should be represented on the School Committee: Cohort 1

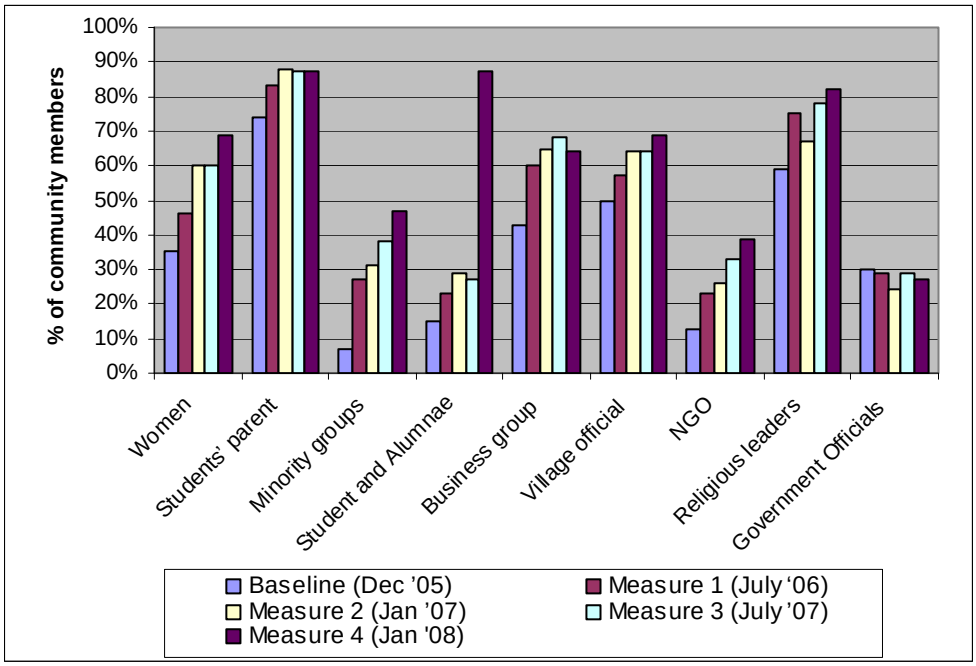
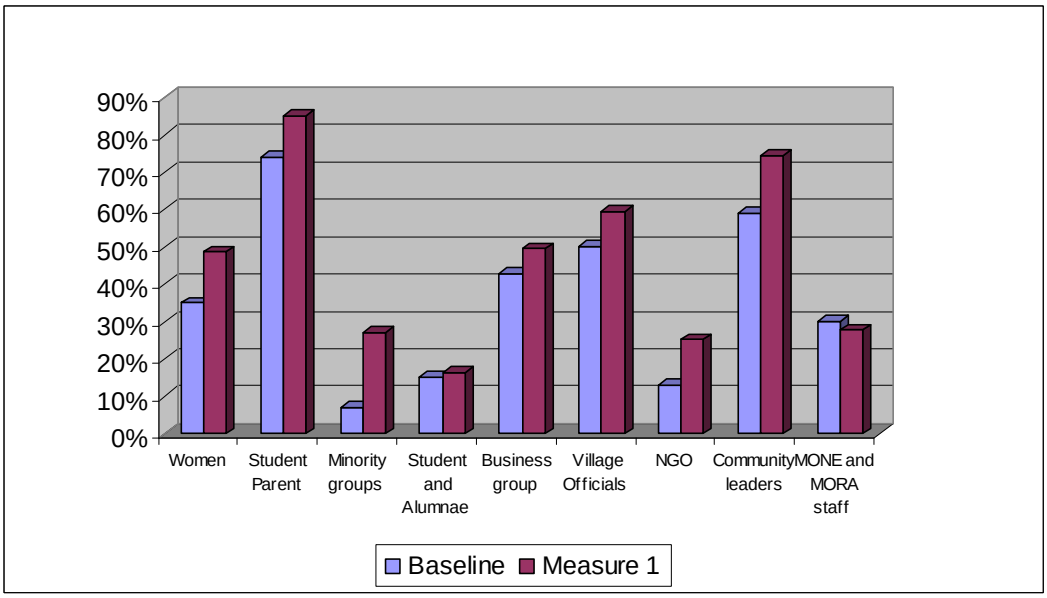


Figure 35: Perception of which groups should be represented on the School Committee: Cohort 2



10. Conflict and Post-Conflict

DBE1 has been operating in the post-conflict region of Aceh since 2005. In response to a request from USAID and the Aceh Provincial Education Office, DBE1 conducted an assessment in July-August 2008 to determine the feasibility of expanding the current program, particularly district-level interventions, and to make recommendations as to the possible scope of an expanded program.

The assessment was conducted in collaboration with the Provincial Education Office. The assessment team met with key stakeholders from the provincial Education Office, DBE1, other donors in Aceh and key stakeholders including district heads in ten districts located in the south, east and west regions of Aceh.

For many years, this province has been a focus of political unrest and separatist military activity – rooted in a struggle for control of resources and linked to historical, cultural and religious issues. In an attempt to reach a political compromise and satisfy the independence movement, special region status *(daerah istimewa)* was granted by the Government of Indonesia in 2001. Following talks between GAM (Aceh Independence Movement) and the Indonesian Government in Helsinki, a peace deal was signed on August 15th 2005.

The people of Aceh, tired of the isolation, oppression and violence that accompanied the conflict, have welcomed its end. With few exceptions, the security situation has now returned to normal, and efforts by the international donor community working with government to reintegrate GAM combatants into the community have been achieving some success.

Whilst the violence is largely over and damaged infrastructure (including schools) has been rebuilt, the legacy of the conflict is still felt in the divisions within communities, in the numbers of orphaned or fatherless children, and in the impact of integrating former GAM officials and supporters into local government. The crime rate also remains relatively high in Aceh as a result of the conflict and the trauma and personal impact of violence on individuals, families and communities remains.

Significantly, the 2005 peace agreement gave GAM the right to participate in local politics. The election of Governor and most district heads held in 2007 was peaceful and resulted in the election of GAM candidates to the positions of Governor NAD and district head in all of the eight pro-independence regions involved in the election. In consequence, GAM supporters now hold senior government positions in many districts, including as heads of local Education Offices, such as in Bireun.

In April 2009 the first election of local parliaments (DPRD) since the peace agreement will be held. The impact of this will be felt in all districts and it should be anticipated that in many areas the balance of power will shift as a result of the election, especially in areas regarded as former GAM strongholds where local parties are likely to gain a majority. This anticipated change will make it somewhat difficult to engage with DPRD as development partners in 2009 and will likely impact on policy formation and strategic planning in some districts. Whilst the security situation will be heightened, the election is expected to be a generally peaceful process.

The Assessment concluded that it is feasible and desirable to expand the DBE1 program in Aceh. The demand is high from both the province and the districts, the timing is good, the DBE1 program is most appropriate to the current needs of basic education development in Aceh, and the capacity of districts to participate in an adapted DBE1 program of district-level interventions is adequate. In recommending target districts for an expanded program in Aceh, the Assessment considered the post-conflict issues outlined above.

The current and a possibly expanded program of activity in Aceh will greatly support implementation of the provincial strategic plan (Renstra) and the new provincial education regulations (Qanun Pendidikan) which were developed with assistance from DBE1 as part of a multi-donor effort and both of which promote good practice in education and governance and address post-conflict issues in the province. The program can also support the districts and province to collectively plan and manage both routine funds and the substantial additional funds made available from the special autonomy fund (Otsus), oil and gas revenues (Migas) and other donors (particularly the World-Band funded SADI project) – all of which have percentages earmarked for development of education in the districts.

In summary, the current situation presents USAID and DBE1 with an excellent opportunity to continue and possibly expand a successful program, responding to demand from the province and districts, in a high-priority, post-conflict region.

II. Monitoring Project Performance

DBE1 conducts three types of monitoring evaluation:

1. Monitoring of inputs and workplan implementation
2. Formative evaluation
3. Impact evaluation

Monitoring of inputs and work plan implementation is done through weekly and quarterly reporting and supervision in the field. District Coordinators report to Provincial Coordinators weekly, and Provincial Coordinators report to COP/DCOP bi-weekly and quarterly. Central and provincial teams conduct routine field-based monitoring and provide follow-up supervision in special cases. Project implementation adjustments are made accordingly. DBE1 reports to USAID on work plan implementation in the form of bi-weekly reports, quarterly reports and annual reports. **Table 15** summarizes Project implementation reports submitted during Year 3.

During Year 3 a new approach to tracking project implementation was developed as part of the Project Data Management System (PDMS). Data on project implementation is routinely updated from the field enabling the central personnel to accurately report on implementation in bi-weekly and quarterly reports. The new system also enables online queries at any time. Highlights of the biweekly reports are posted on the DBE website in the form of ***news*** or ***best practices***.

Table 15: DBE1 Workplan Implementation Monitoring Reports Year 3

Report	October – December 2007		January – September 2008	
	Number	Total number of publication	Number	Total number of publication
Bi Weekly*)	#79-85	7	#86-104	19
Quarterly	#11	1	# 12-14	3

*) Weekly reporting ended with report #65 at the end of March 2007. Periodical reporting then continued with Bi Weekly Report # 66

Figure 36: Samples of DBE1 News on DBE Website

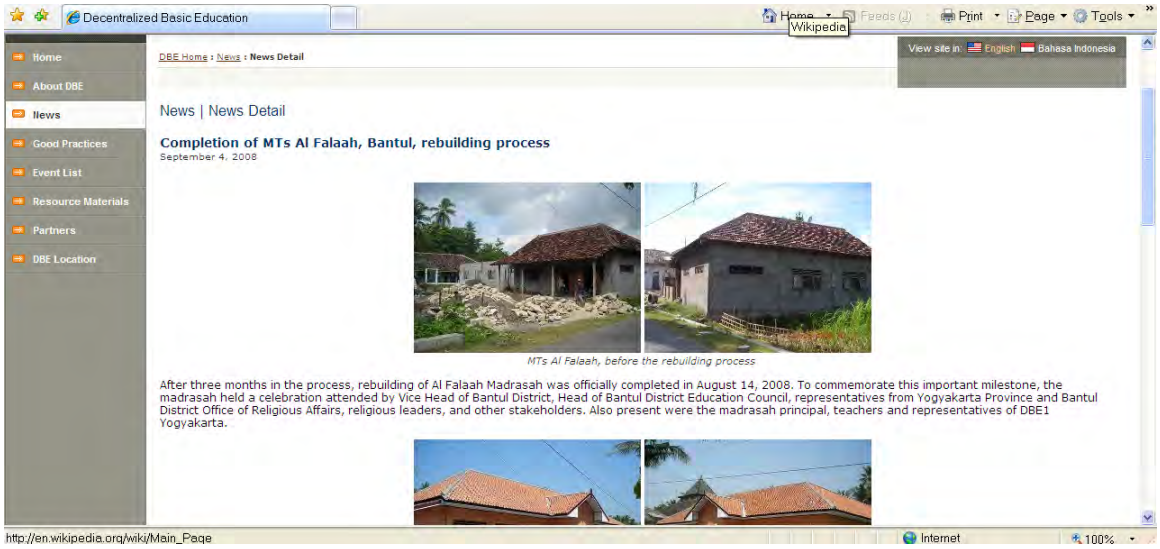
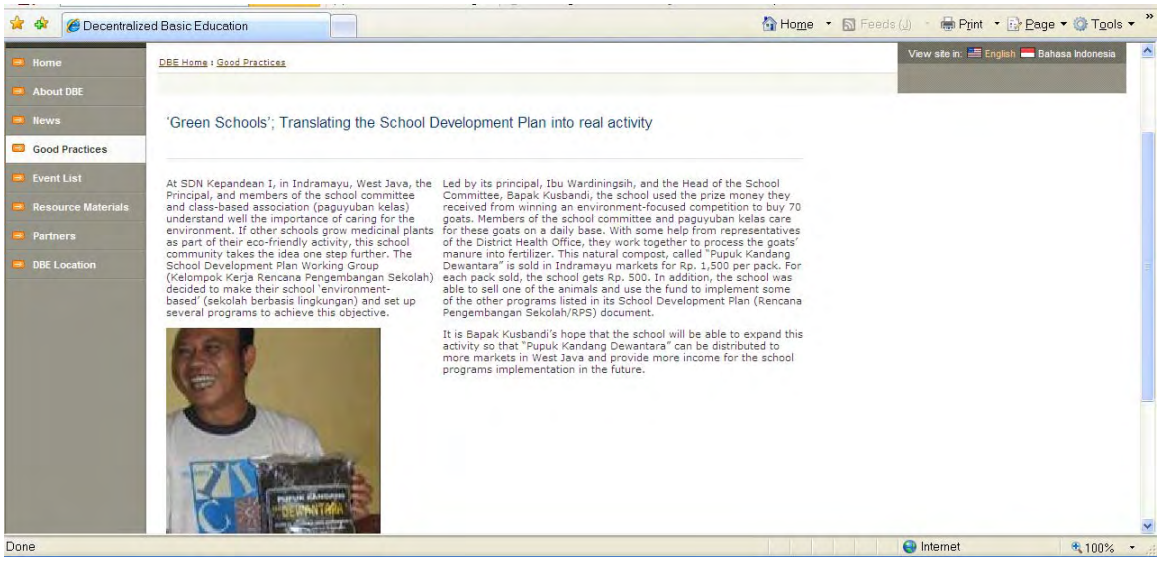


Figure 37: Sample of DBE1 Good Practices on DBE Website



Improvements and revisions in programs and materials are made through two types of formative evaluation. First, every training activity is evaluated by trainers and trainees. These reports are immediately reviewed by the person responsible for implementing the training. Any unusual positive or negative aspects of the training evaluation are immediately reported to the provincial coordinator, who then reports these to the national team. Second, all training evaluations as well as reports from DBE1 advisors and specialists are reviewed periodically in order that manuals and other training materials can be updated. **Table 16** lists the ongoing revisions in manuals and training materials and dates of the latest revisions.

Table 16: Revision of Manuals and Training Materials Based On Formative Evaluation

MANUAL/TRAINING MATERIALS	DATE OF LATEST REVISION
RPS Manual (Elementary Schools)	May 2007
RKS Manual (Junior Secondary Schools)	June 2007
School Committee Training Modules	August 27, 2007
Principal Leadership Training Module	January 2006
RPS Replication Manual	May 2007
RPK Manual	February 11, 2007
DEFA Manual	March 2008
Unit Cost Manual	September 2008
Renstra Manual	November 06, 2007
DEFA Manual	October 2007
Unit Cost Manual	August 2007
Governance Manual	December 2007
PDMS Users Guide	August 21, 2007
School Reconstruction Manual	6 November 2007
ICT Grant Implementation Tool Kit	June 19, 2007
ICT Grant Manual	June 29, 2007
School Database System Manual (ver 4.0)	October 2008
Post Earthquake Reconstruction and Rehabilitation Manual for Schools and Madrasah	May 2008

Impact evaluation is also conducted through two different means. First, impact evaluation is conducted through measuring Project performance Indicators on a regular schedule. This type of evaluation is explained in detail in the DBE1 Performance Monitoring Plan (PMP) manual. The PMP provides a menu for tracking progress toward achievement of the DBE1 Program Objectives and Results. An initial PMP was submitted to USAID in July 2005. An updated version which includes updated baseline data for Cohorts 1 and 2 was submitted in late 2007. DBE will again revise the PMP and set targets for the indicators in December 2008.

Measurements against the baseline are conducted every six months at the school/community level and annually at the district level. (By measurement we mean applying the same instruments used to collect baseline data and then comparing the results to determine the extent of improvement or lack thereof.) During Year 3, one measurement to determine achievement of school/community indicators against the baseline was conducted, and a report was submitted to USAID and other project

stakeholders. **Table 17**, below, lists the status of baseline reports and measures against the baseline.

Table 17: Monitoring & Evaluation Reports Submitted In Years 1- 3

REPORT	COHORT	DATE
DBE1 Performance Monitoring Plan (PMP)	1	July 2005
Baseline Report Edition 1	1	March 2006
Baseline Report Edition 2	1 & 2	September 2007
Monitoring Progress Report 1	1	September 2006
Monitoring Progress Report 2	1	September 2007
Monitoring progress Report 3	1	November 2007
DBE1 Performance Monitoring Plan (PMP) Edition 2	1 & 2	November 2007
Monitoring Progress Report 4	1 & 2	May 2008
DBE1 Performance Monitoring Plan (PMP) Edition 3	1 & 2	December 2008 (schedule)
Monitoring Progress report 5		December 2008 (schedule)

Impact is also evaluated through special impact studies carried out on a sampling basis. This type of special study looks at the impact of DBE1 interventions in a broader context than the performance monitoring and evaluation. In Year 3 a special survey on the process and impact of replication programs was conducted to help determine the quality and effectiveness of current replication efforts and identify factors associated with success and failure of replication. A report on this study was submitted to USAID in September 2008.

A new study to determine the impact of DBE1 school level interventions on quality is planned for early in Year 4. The impact study report will be submitted to USAID early in 2009.

Studies and Research

DBE1 produced a range of special reports based on studies both planned and ad hoc. In some cases the topics of special reports emerged from project activity, such as studies into educational funding or replication of good practice. This type of report cannot always be planned in advance. If we discover something worth sharing through the course of our work, we will prepare a special report to do so.

In Year 3 the following two studies were completed:

1. Special Report for PPA (Deliverable 14) – September 2008
2. Special Monitoring Report: Diseminasi RPS oleh Pemerintah Daerah dan Organisasi Non Pemerintah – October 2008

Year 4 will see the following reports submitted:

1. Periodic report on the transfer of DBE1 products to MONE and MORA (Deliverable 24)

2. Report No.2 Update on Local Government Planning and Management Materials (Deliverable 12)
3. Report on School Impact Study
4. Report No.2 on Best Practices (Deliverable 13)
5. Report No.4 on Public Private Alliances (Deliverable 14)
6. periodic report on the transfer of DBE1 products to MONE and MORA (Deliverable 24)
7. Report No.2 describing progress and recommendations to implement greater democratic participation, transparency, and accountability in the education sector. (Deliverable 11)"
8. Interim Reports on Medium Term Education Sector Development & Education Finance Plans for Cohort 1 district (Deliverables No.9 and No.10)

In addition it is envisaged that a number of special studies will be conducted in Year 4 to leverage the significant quantity and depth of data collected and analyzed through DBE1 facilitated programs. This will include meta-analysis of data captured in the Project Data Management System (PDMS) including core needs, priorities and programs identified in 1,000 school development plans (RKS), and in at least 35 district strategic education plans (renstra), plus district and province financial analysis (AKPK/P), BOS impact studies, school unit cost analysis and governance mapping. Reports on these studies will be an important tool for influencing policy development at national and provincial levels and will be launched and disseminated in special workshops.

III. Training for Project Beneficiaries

In Year 3, DBE1 recorded total of 1,780 training activities and 19,275 individuals trained. See **Table 18** and **Table 19** below for more detail of number of training activities and people trained.

Out of the 19,275 participants of DBE1 training sessions, 5,568 were school/madrasah committee members who took part in committee training, RKS/M updating and other school-level activities. Meanwhile, 6,603 school principals and teachers took part in activities such as training for RKS/M updating as well as School Database System (SDS.) In addition, a total of 2,139 service users (representatives of Education Council, District Parliament, Civil Service Organizations, and NGOs) and 1,596 service providers (District Facilitators, Supervisors, and others) were also trained by DBE1. This shows the continued focus of DBE1 to improve capacity of stakeholders on district management and governance on education-related issues and to support replication in the long run.

Please see **Appendix 3** for more detailed analysis of training beneficiaries by institution and activities.

Table 18: Number of training activities (1 October 2007-30 September 2008)

Province	Number of Training Activity												Total
	Oct '07	Nov' 07	Dec' 07	Jan' 08	Feb' 08	March' 08	Apr' 08	May' 08	June' 08	July' 08	Augt' 08	Sept' 08	
Aceh	5	3	12	5	4	10	7	5	3	11	34	8	107
North Sumatra	12	18	21	6	6	9	28	13	18	40	16	33	220
Banten	3	3	1	11	6	2	5	-	7	5	22	14	79
West Java	3	27	1	26	36	7	20	16	13	27	19	42	237
Central Java	25	18	18	57	21	70	62	37	38	40	58	45	489
Yogya	18	4	5	15	35	30	26	4	38	3	-	-	178
East Java	17	29	25	21	45	23	50	15	30	30	53	37	375
South Sulawesi	2	8	8	7	4	14	5	-	4	18	14	11	95
Total	**85**	**110**	**91**	**148**	**157**	**165**	**203**	**90**	**151**	**174**	**216**	**190**	**1,780**

Table 19: Summary of persons trained (1 October 2007-30 September 2008)

Participant Category	Male	Female	Total
District Facilitator	460	121	581
School Principal	1,695	885	2,580
School Committee	4,206	1,384	5,590
School teacher	1,944	2,100	4,044
District Education Staf	1,461	331	1,792
MORA District Staf	257	35	292
Local Government	300	75	375
Parent	2,163	755	2,918
CSO	72	14	86
DPRD	183	24	207
Education Board	274	17	291
Other	304	215	519
Total	***13,319***	***5,956***	***19,275***

IV Challenges for FY 2009

This section discusses the major challenges and constraints as well as DBE1 plan to address the challenges facing project implementation in Years 4-5.

National, provincial and district elections: In April 2009 Indonesia will hold general elections for all parliaments at district, provincial and national levels. There will also be a national presidential election in September 2008. The lead up to and running of the general election may impact on the project and may make it difficult to proceed with some planned activities. In particular, local parliamentarians and many local officials will likely be preoccupied with electioneering in the first part of 2009. Following the elections, there may be resulting changes to policy and possibly changes to some senior appointments in the bureaucracy.

To address these challenges it will be necessary to take a flexible approach to the scheduling and timing of planned activity. DBE1 will aim to complete the development of major products (Renstra, AKPK, BOSP, RKS, SDS, etc.) by April 2009, ahead of the elections. Further, we will view the elections as an opportunity to present the DBE1 products to new officials at what may be an opportune time. For example, if a politicaqin has campaigned on free education, a completed BOSP will be useful for planning the budget needed to implement the policy.

Local government and school planning and budget cycles: The timing of activities within the district planning and budgeting cycle has critical importance for DBE1. Assistance in preparing budgets for replication must be aligned with the cycle. Much of the impact of DBE1 interventions to improve the governance of education hinges on improving the capacity and effectiveness of stakeholders to voice their aspirations for education through the bottom-up planning consultation process known as 'musrenbang' which is tied to this cycle. This includes local legislature or DPRD, Education Boards, civil society, the press, school committees and local communities. Driven by reforms from the Ministry of Finance, the cycle of activity is becoming both more open and consultative and more timely.

These developments present both opportunities and challenges to DBE1. The new approach is becoming more transparent and offers good opportunities to assist districts in improving both management and governance of education. However, the timing of activity within the cycle is not always convenient for the project and its cycle of planning. To ensure that strategic education plans will be implemented, governance activities are effective, and plans for replication and sustainability are timely, we need to ensure synchronization of DBE1 interventions with district government annual budget (Anggaran Pendapatan dan Belanja Daerah [APBD]) planning processes.

As planning at the school level is based on the school year instead of the financial year, the cycle of activities is different: school budgets and plans must be submitted in July of each year to comply with regulations and ensure that funding is timely. This means that DBE1 interventions and support for school development planning (RKS)

and budgeting (RKAS) must be timed precisely to fit with the start of the new school year. In Years 4-5 no new schools will be assisted to prepare development plans. However, all Cohort 1 and 2 target schools and communities will be assisted to monitor the implementation of plans and update these plans to fit the new regulations through the end of 2009. In addition limited support will be provided to districts and schools replicating the school development planning process. The timing of these interventions must occur in the first part of the calendar year (January – March), culminating in updating of plans and budgets in June-July.

The implementation of School Database System (SDS) interventions should also be timed to fit the end of school year and commencement of the new school year to ensure that all data is up to date. Given the interest of MONE in the SDS program, the implementation has been brought forward so that elementary schools and madrasah in all Cohort 2 districts will participate in this program in the first quarter of Year 4 (October-December 2008) and a pilot will be conducted in junior-secondary schools as soon as is possible during the same period.

Our challenge is to manage resource allocation and timing of activities so that the school and district planning and activity cycles are aligned.

To address the challenge, the DBE1 work plan carefully sequences activities at district and at school/community levels to fit with the annual GOI cycles described. In this regard we will complete work on development planning and financial analysis by the end of March 2009 so that these products will be ready for the budget planning cycle which will be just getting underway at the district level by this time.

Replication of DBE1 interventions by local government and other donors:

The replication of DBE1 programs is an objective in this workplan and is a requirement of the Task Order. At the same time, replication requires take-up by local authorities and other replicating agencies and is not something that can be guaranteed by the Contractor. Fortunately, as a result of the strategic involvement of counterparts in the development of approaches and manuals and ensuring that all DBE1 methodologies accord with GOI policy and priorities, take up has been very positive. During the first three years of project implementation, districts in all provinces allocated funds to programs to replicate DBE1 programs at school level. At last count, some 4,000 schools and madrasah in 32 districts were replicating DBE1 programs.[27] In Year 3 DBE1 conducted a round of workshops at province and district level to assist districts in preparing realistic budgets for replication in the remainder of 2008 and for 2009. Nonetheless, the uncertainty of district responses to DBE1 in a climate of shifting policies and priorities presents a challenge.

Another aspect of this challenge is presented by the call on resources to support replication. In Years 2 and 3, many districts made requests for funding and technical assistance to support replication. In the workshops conducted in Year 3, agreements were made on the basis of proposals from districts for DBE1 support for replication

[27] Project data: June 2008

programs in 2008. Although it was made clear that in 2009 DBE1 will not providing matching funds to support replication, the risk remains that some officials may expect this. In the past some cases of unrealistic expectations arose as to the level of support which could be provided by the project and Provincial Coordinators felt pressured to provide additional support to districts. This in turn, placed undue strain on project personnel and in some cases diverted attention and energy away from tasks set out in the workplan, causing some delays in meeting targets – particularly in the district level management and governance program.

Timing of replication activities can also be potentially problematic. District plans do not always synchronize easily with project planning. In many cases programs for development (including replication of DBE1 programs) take place towards the end of the calendar year. Meanwhile, logically, school development plans (RKS) should be developed in the first half of the year.

The tendency in development has been to replicate too fast and too shallowly, not only in Indonesia but in other countries. The DBE1 RKS model has proved quite effective in improving planning capacity in project schools and in increasing community participation. However, this effect can only be achieved through a more intensive process than has usually been the case in Indonesia. While some districts have clearly opted to fund replication of the DBE1 RKS model, other districts have indicated they will use DBE1 materials but intend to speed up the process and limit the number of persons involved; in other words "business as usual." The challenge facing DBE1 is in districts that plan to use DBE1 materials in an unintended way. Specifically, we are concerned that if our materials are used inappropriately the results may be unsatisfactory and hence reflect poorly on the project. We are also concerned that if we inform districts that we cannot support incorrect implementation that good relationships with district stakeholders could become strained.

DBE1 promotes the idea of an holistic and integrated approach to replication of school-based management initiatives: school development planning (RKS), strengthening school committees and school leadership, and active learning (PAKEM). During Years 1 to 3 most districts and replicating agencies have opted to focus on the RKS program, with some limited attention paid to leadership and school committees in specific contexts. In a number of cases districts have been ready to replicate programs to develop active learning in classrooms, but without a packet designed specifically for replication of DBE2 or DBE3 approaches to teaching and learning, the replication has not occurred.

We also face the situation, especially in Aceh, where other donors have not been prepared to make the investment in school development planning required by the DBE1 model. Projects funded by other donors, specifically AusAID and the World Bank, are likely to overlap in a significant number of DBE target districts in the coming year. This can provide a serious challenge to DBE as many interventions and approaches will be similar.

Preliminary discussions suggest that both AusAID and the World Bank may be interested in picking up the DBE1 materials and approaches and with minor

adaptations, using these within their own projects. Such a broad and well-resourced replication of DBE1 programs would indeed be welcome. Potentially it could support the achievement of project objectives not only by increasing impact in non-target districts, but by supporting project implementation within target districts. The challenge will be to manage coordination effectively to avoid duplication and especially confusion amongst stakeholders and local counterparts. Timing of planning and implementation by other donors may also pose a challenge as there is no guarantee that it will fit the logic of the DBE1 rollout plan.

Replication is an objective of DBE1 and successful take-up of the program by local government and other agencies will greatly increase the impact of project interventions. At the same time that it is important to guide the process to ensure quality and effectiveness of outcomes, such guidance and support must be clearly limited to avoid overstretching resources and negatively impacting on other project programs and objectives.

To address the challenges, DBE1 will coordinate closely with DBE2 and DBE3 early in Year 4 to develop a comprehensive program for disseminating school-based management activities to other schools/areas. To the extent possible, this will incorporate active learning for elementary schools and madrasah. School-based management packages will be provided to DBE3 for junior secondary schools and madrasah.

DBE1 will also work closely in Years 4-5 with other donors to improve joint planning and synchronized implementation.

With the increased understanding of the changing cycle of district planning and budgeting gained through the first three years of project implementation, DBE1 will work closely with districts in preparing budget submissions and district plans for replication in a timely and effective fashion. The replication manual developed in Year 2, and piloted and updated in Year 3, will be finalized and published in Year 4.

V. Progress toward Achieving Project Deliverables 28

Deliverables	Due Date	Status	Document	Notes
Deliverable 1: Five year Indicative Plan and Annual Work Plans. These Plans will be prepared insofar as feasible, in consultation with the contractor/grantee implementing Program Objective 2 and 3, MBE, and other education donors, partners and stakeholders	Final Five Year Indicative Plan and first year Work Plan within first two months of Contractor award. Annual Work Plans in subsequent years on a schedule to be agreed upon with USAID	Year 1: Submitted July 2005 Year 2: January 2007 (Updated version) Year 3: September 2007	Yes Yes Yes	
Deliverable 2: Establishment, staffing and functioning of Central and Provincial offices	Within three months of award	Offices established and staff recruited by October 2005	No	
Deliverable 3: Performance Monitoring Plan (PMP) and Results Framework for Program Objective 1 activities, specifying indicators and baseline data and targets – and requisite monitoring arrangements – to measure and report progress at both activity and Program Objective level and contribution to the SO, Improved Quality of Basic Education	Draft plan within three months of contract award.	Submitted with Year 1 Workplan July 2005	Yes (Included in Year 1 Workplan)	Final PMP with updated Baseline data Cohorts 1 & 2 dated September 2007
	Baseline data within six months of award. Annual reports thereafter as input to USAID's Annual Report to AID/W	Baseline edition 1 submitted March 2006	Yes	Second edition of baseline report with complete baseline data Cohorts 1 &2 dated September 2007

[28] Note that this list of deliverables relates to the original Task Order. A new draft Task Order with revised Deliverables was issued in August 2008. However as of the end of Year 3, September 2008, the original Task Order is still officially in force.

Deliverable 4: Initial District or Town Selection, to be done in collaboration with other IQDBE partners, and subject to USAID approval	Within three months of award.	Phase 1 completed July 2005 and report submitted July 2005 Phase 2 completed February 2007 and report submitted February 2007	Yes Yes	Report on Phase 2 District selection is not fully electronic
Deliverable 5: District Coordinators hired and trained to work with local governments, school committees and schools on planning, budgeting and management to support improved basic education	In first six months of year one for initial districts; at least three months before years three and four, for staff required in those years	Phase 1 Completed November 2005 Phase 2 completed March 2007	Yes (Reported in Quarterly Reports No. 3 and 9)	
Deliverable 6: Assessment of Education Management Information System (EMIS) in Indonesia	During the first year of Program implementation	April 2007	Yes	Submitted but not yet approved
Deliverable 7: Project Data Management System (PDMS) development and implemented	During the first year of program implementation	April 2006	User Guide Available	Ongoing development and expansion through end of project.
Deliverable 8: Agreement with the Implementers of other two IQDBE Program Objectives on joint arrangement for exchange of information on best practices and implementation experience of mutual interest.	This Arrangement for exchange of information on best practices, etc. will be established and functioning in year two. Steps for its establishment and activation will be outlined in the Work Plan for year two.	Completed in June 2005	Yes (Arrangement detailed in Quarterly report No. 1)	

Deliverable 9: Medium term education sector development plans for each local government assisted	By the end of the second year of assistance to each local government Cohort 1 = December 2007 Cohort 2 = December 2008	Cohort 1 Delayed until December 2008 Cohort 2 on schedule to be completed by December 2008	Plans to be in form of District Education Strategic Development Plan	Brief summaries of the plan production will be submitted in January 2008 and 2009
Deliverable 10: Education finance plans and budgets to support education sector development plans, for each local government assisted.	By the end of the second year of assistance to each local government Cohort 1 = December 2007 Cohort 2 = December 2008	Cohort 1 Delayed until December 2008 Cohort 2 on schedule to be completed by December 2008	Plans to be in form of District Education Strategic Development Plan	Brief summaries of the plan production will be submitted in January 2008 and 2009
Deliverable 11: An analysis in sufficient detail and depth of the issues related to increasing democratic interaction in education governance, rationalizing and increasing local funding for basic education, and increasing transparency and accountability in the education sector	Within one year of award. At the end of year 2, a report on progress to implement greater democratic participation, transparency, and accountability in the education sector, with recommendations for actions to be taken during the remainder of the contract	Draft reports submitted July and September 2007	Yes	Report in 2 volumes. Volume 1 Printed Volume 2: In Discussion with USAID
Deliverable 12: Materials on local government planning and management of education services, as well as participatory community school management practices, singling out best practices and lessons for replication based on experience.	Eighteen months from contract award, with comprehensive updated at end of the year three and end of activity	Report submitted September 2007	Yes	No feedback yet from USAID

Deliverable 13: A summary written account of policy reforms identified and advocated with GOI. The Contactor will document outcomes of these initiatives, highlighting best practices, how they were developed & tested, & the extent successful replication.	Eighteen months from contract award, with comprehensive updated at end of the three year and end of activity	Report submitted November 2007	Yes	
Deliverable 14: A summary written account of alliances identified and under development with the private sector. For each alliance, the report will include a summary of the contribution of the parties, including the amount of leverage brought by the Contractor; a description of new resources, level of innovations, and new partners; and a summary of how the interest and objectives of each partner converge	On an annual basis	First annual report dated September 2006 Second report dated September 2007	Yes	
Deliverable 15: ICT education "hotspots" pilot project designed and implemented and business plan(s) demonstrating scalability and sustainability	Within the first year of the activity, and subject to mid-term evaluation in 2007, including updated business plan with semi-annual financial data	Report submitted September 2006	Yes	
Deliverable 16: Special reports/analyses as may occasionally be requested, including input to planned mid-term and final evaluation in 2007 and 2009	Upon request with delivery as agreed to by CTO		Yes	A number of DBE1 special reports have been completed such a report on financial analysis. List of reports are in Appendix 2 of Annual Report Year 2 (November 2007)

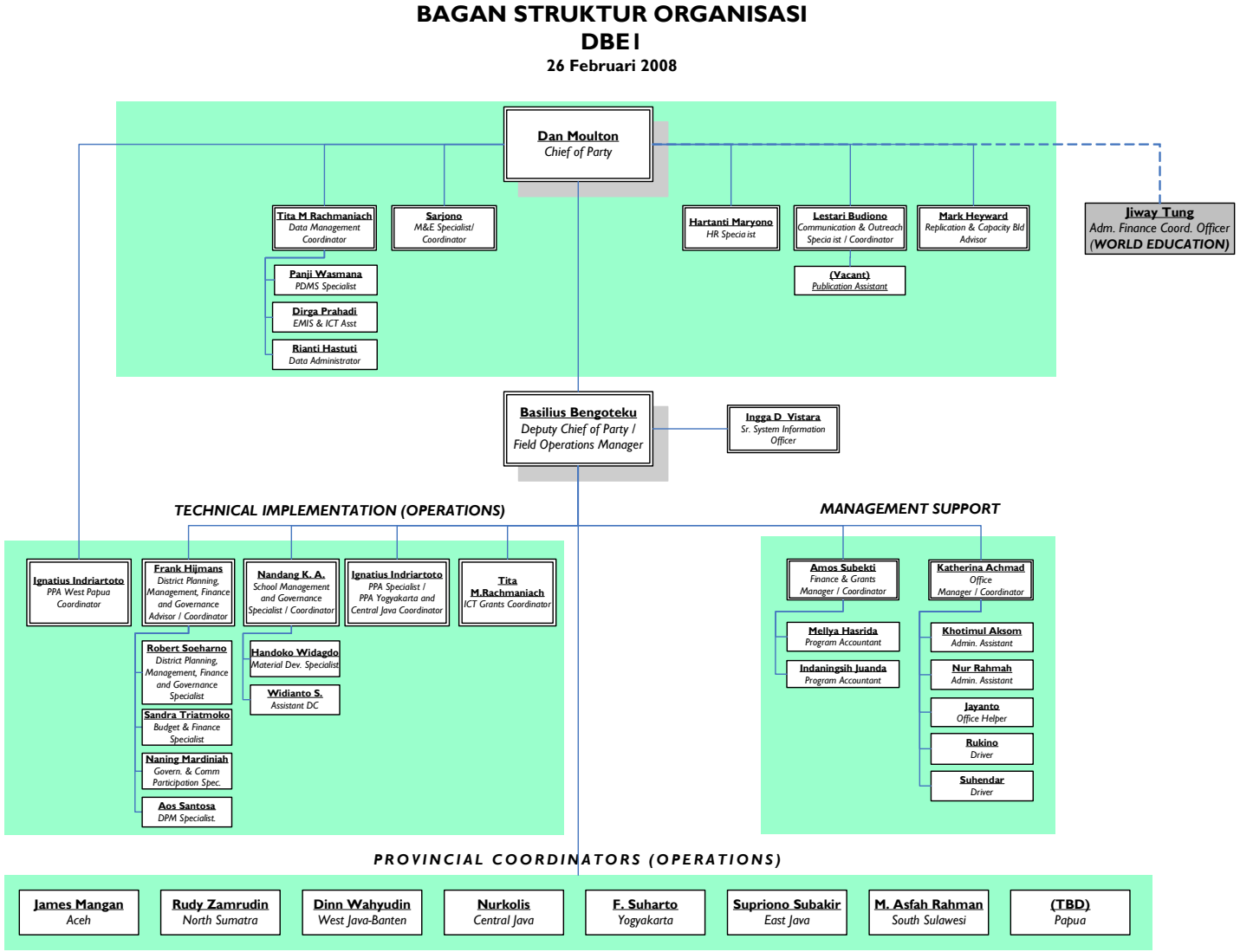
Appendix 1: DBE1 Districts

Decentralized Basic Education (DBE) Selected Districts

Province	Districts	
	Cohort 1 (2005-2008)	**Cohort 2 (2007-2009)**
Nanggroe Aceh	Kabupaten. Aceh Besar+	Aceh Tengah
	Kota Banda Aceh+	Bireun
		Kabupaten. Aceh Besar*
		Pidie
	2	**4**
Banten	Kabupaten Lebak	
	Kota Cilegon	
	Kota Tangerang	
	3	**0**
DI Yogyakarta	Kabupaten Bantul***	
	Kabupaten Sleman***	
	Kota Yogyakarta***	
	3	**0**
DKI Jakarta	Kota Jakarta Pusat+	
	1	**0**
West Java	Kabupaten Indramayu	Kabupaten Garut
	Kabupaten Karawang	Kabupaten Indramayu*
	Kabupaten Sukabumi	Kabupaten Karawang*
		Kabupaten Subang
		Kota Bogor
	3	**5**
Central Java	Kabupaten Jepara	Kabupaten Blora
	Kabupaten Boyolali	Kabupaten Demak
	Kabupaten Karanganyar	Kabupaten Grobogan
	Kabupaten Klaten	Kabupaten Klaten*
	Kabupaten Kudus	Kabupaten Purworejo**

	5	**5**
East Java	Kabupaten Bangkalan	Kabupaten Bojonegoro
	Kabupaten Sidoarjo	Kabupaten Nganjuk**
	Kabupaten Tuban	Kabupaten Pasuruan
	Kota Mojokerto	Kabupaten Sampang
	Kota Surabaya	Kabupaten Tuban*
	5	**5**
South Sulawesi	Kabupaten Enrekang	Kabupaten Luwu
	Kabupaten Jeneponto	Kabupaten Pinrang
	Kabupaten Pangkajene Kepulauan	Kabupaten Sidenreng Rappang
	Kabupaten Soppeng	Kota Makassar
	Kota Palopo	
	5	**4**
North Sumatra	Kabupaten Deli Serdang	Kabupaten Dairi
	Kabupaten Tapanuli Utara	Kabupaten Tapanuli Selatan
	Kota Binjai	Kabupaten Tapanuli Utara *
	Kota Sibolga	Kota Tanjung Balai
	Kota Tebing Tinggi	
	5	**4**
Papua Barat	Kota Sorong+	
	Kabupaten Sorong Selatan+	
	Kabupaten Manokwari+	
	3	
	35	**27**
		62

Appendix 2: Organizational Structure Year 3



Appendix 3: Training Beneficiaries

Analysis of training beneficiaries by activity (1 October 2007-30 September 2008)

ACTIVITY	MALE	FEMALE	TOTAL
BIA			
Finalisasi Dokumen BIA	305	88	393
	305	**88**	**393**
DEFA			
Internal consultation in office	22	6	28
Pendampingan 1	186	58	244
Workshop #1 (Fasilitasi Penghitungan out office)	157	49	206
Workshop #2 (Fasilitasi Penghitungan in office)	71	23	94
Workshop #3 (Fasilitasi Penghitungan out office)	14	3	17
Workshop #4 (Fasilitasi Penghitungan in office)	2		2
Workshop #5 (Pembuatan Laporan out office)	7	3	10
Workshop #6 (Presentasi untuk stakeholder)	57	10	67
Other	27	4	31
	543	**156**	**699**
DISEMINASI			
FORUM DF/Pengawas	1,273	315	1,588
Leadership Training #1	59	29	88
Lokakarya Tingkat Kabupaten	239	44	283
Pelatihan Komite Sekolah #1	243	59	302
RKS/M Lokakarya #1	66	27	93
TOT Tingkat Propinsi	127	41	168
	2,007	**515**	**2,522**
DEM			
Supervision, Personnel, and Asset	168	49	217
	168	**49**	**217**
GGSP			
Asistensi Penyusunan Raperda	64	20	84
Asistensi/Fasilitasi untuk Dewan Pendid kan	103	8	111
Asistensi/Fasilitasi untuk DPRD	4		4
Conference dengan DPRD, Dewan Pendidikan, dan CSO	4	1	5
Conference dengan Media	4	1	5
Fasilitasi Pembentukan Forum GGSP Kab/Kota	112	20	132
Fasilitasi Pengembangan Forum GGSP	142	15	157
Mapping GGSP	31	5	36
TOT Dewan Pendid kan II	26	1	27
Workshop Kabupaten/Kota	266	45	311
Workshop Multi Stakeholder GGSP I	199	41	240
Other-GGSP	16		16
	971	**157**	**1,128**
RENSTRA			
Pendampingan 1 Entry Data DPISS	377	99	476
Pendampingan 2 Analisis Layanan	288	74	362
Pendampingan 3 Visi, Misi, Tata Nilai	195	42	237
Pendampingan 4 Tujuan Strategis	79	29	108

Pendampingan 5 Program, Kegiatan	92	25	117
Pendampingan 6 Biaya dan Pendanaan	126	27	153
Revisi & Finalisasi	62	19	81
Training Staf Dinas	162	48	210
Workshop #5 Detailing Workshop Result	7	3	10
Workshop #6 Biaya dan Pendanaan	9	3	12
Workshop #7 Finalisasi Dokumen	36	15	51
Workshop Public consultation (Uji Publik)	90	37	127
Other-Renstra	51	41	92
	1,574	**462**	**2,036**
RPK			
Lokakarya II-Pengkajian 5 fungsi Manajemen	36	7	43
Lokakarya I-Pengembangan Komitmen	13	4	17
Pelatihan Tim RPK	29	2	31
	78	**13**	**91**
SUCA			
Internal Consultation	37	8	45
Presentasi untuk stakeholder	68	12	80
Workshop # 1	435	107	542
Workshop # 2	445	121	566
Workshop # 3 Cluster Level	351	89	440
Workshop # 4 Finalisasi Laporan	94	18	112
	1,430	**355**	**1,785**
KOMSEK (SD/MI)			
Anggaran Dasar & Rumah Tangga	24	26	50
Identifikasi Sumber Sumber Belajar	457	389	846
Kemitraan	129	28	157
Kepekaan Kelompok Marginal	23	19	42
Memakai RPS/M sebagai Acuan Kerja	317	92	409
Mengidentifikasi Alternatif Pendanaan Sekolah/Madrasah	120	27	147
Organisasi Komite Sekolah/Madrasah	23	19	42
Partisipasi, Transparansi dan Akuntabilitas	453	308	761
Pembukuan Sederhana	194	63	257
Pendampingan 1	525	271	796
Pendampingan 2	592	265	857
Pendampingan 3	211	126	337
Pengenalan Isyu Gender & Minoritas	245	88	333
Pengenalan Peran dan Fungsi Komite Sekolah/Madrasah	607	242	849
Program Kerja Komite Sekolah/Madrasah	86	66	152
	4,006	**2,029**	**6,035**
KOMSEK (SMP/MTs)			
Identifikasi Sumber Sumber Belajar	11	12	23
Pengenalan Peran dan Fungsi Komite Sekolah/Madrasah	35	10	45
	46	**22**	**68**
Leadership (SD/MI)			
Leadership Training #1	54	27	81
Leadership Training #2	386	245	631
Leadership (SMP/MTs)-Leadership Training #1	19	6	25
	459	**278**	**737**
Rekontruksi			
Pembentukan Tim Rekontruksi	289	138	427
Pendampingan	83	38	121

Pelatihan Manajemen sekolah dan Tim Rekontruksi	44	10	54
	416	**186**	**602**
RKS/M (SD/MI)			
Lokakarya Tingkat Gugus	17	12	29
Lokakarya Tingkat Kabupaten/Kota	395	107	502
Pelatihan Gugus I (Tahap 1&2)	21	8	29
Pelatihan Gugus II (Tahap 3 & 4)	18	11	29
Pelatihan Tingkat Sekolah	2,548	1,379	3,927
Pendampingan 1	52	37	89
Pendampingan 2	53	44	97
Pendampingan 8	136	43	179
Pendampingan Tahap 1& 2 (Pendampingan 1)	143	55	198
Pendampingan Tahap 1& 2 (Pendampingan 2)	342	108	450
Pendampingan Tahap 1& 2 (Pendampingan 3)	165	60	225
Pendampingan Tahap 3 & 4 (Pendampingan 1)	143	46	189
Pendampingan Tahap 3 & 4 (Pendampingan 2)	117	24	141
Penyusunan RKS dan RKA-SM (RKT)	657	342	999
Replikasi RKS/M	257	139	396
TOT # 1 DC/DF	23	8	31
TOT # 2 DC/DF	67	20	87
Updating RKS/M	118	26	144
	5,272	**2,469**	**7,741**
RKS/M (SMP/MTs)			
Lokakarya Tingkat Kabupaten/Kota	14	1	15
Pelatihan Gugus I (Tahap 1&2)	153	57	210
Pelatihan Gugus II (Tahap 3 & 4)	150	57	207
	317	**115**	**432**
RPS/M			
Lokakarya Pemutakhiran RKT S/M	76	83	159
Lokakarya Tingkat Gugus	293	177	470
Lokakarya Tingkat Kabupaten/Kota	301	89	390
Pelatihan Gugus I (Tahap 1&2)	3	21	24
Pelatihan Gugus II (Tahap 3 & 4)	3	15	18
Pelatihan KK-RPS/M	174	82	256
Pendampingan Tahap 1& 2 (Pendampingan 1)	46	16	62
Pendampingan Tahap 1& 2 (Pendampingan 2)	42	16	58
Pendampingan Tahap 1& 2 (Pendampingan 3)	60	23	83
Pendampingan Tahap 3 & 4 (Pendampingan 1)	39	8	47
Pendampingan Tahap 3 & 4 (Pendampingan 2)	93	172	265
Replikasi RPS/M	185	153	338
TOT # 2 DC/DF	9	2	11
Updating RPS/M	163	156	319
	1,487	**1,013**	**2,500**
SDS (SD/MI)			
Pendampingan Finalisasi SDS (Pendampingan SDS I)	57	38	95
Pendampingan Finalisasi SDS (Pendampingan SDS II)	22	22	44
Pendampingan Pra Workshop	10	22	32
Pra Workshop SDS	105	98	203
TOT Tingkat Propinsi	134	37	171
Workshop SDS Tingkat Gugus	231	170	401
	559	**387**	**946**
Update RKS/M (SD/MI)			

Update Pendampingan Finalisasi Updating RKT S/M	436	169	605
Update Pendampingan Pra Updating RKT	2,331	1,182	3,513
Update Workshop Updating RKT S/M	694	367	1,061
Update Pendampingan Finalisasi Updating RKT S/M	109	11	120
Update Pendampingan Pra Updating RKT	566	68	634
Update Workshop Updating RKT S/M	170	39	209
	4,306	**1,836**	**6,142**
Other Training Activity			
Other Training Activity	573	308	881
RKS Related	364	286	650
RKT Related	244	210	454
	1,181	**804**	**1,985**
Grand Total	**25,125**	**10,934**	**36,059**

Analysis of training beneficiaries by institutions (1 October 2007-30 September 2008)

COMPONENT	M	F	TOTAL
DBE			
DBE1	365	159	524
DBE2	20	4	24
DBE3	20	5	25
	405	**168**	**573**
MONE			
Kepala Bidang	241	52	293
Kepala Dinas	76	2	78
Kepala Seksi-KCD-UPTD	480	98	578
Kepala Unit	70	3	73
Staf	594	176	770
	1,461	**331**	**1,792**
MORA			
Kepala Bidang	14	4	18
Kepala Kantor	27	2	29
Kepala Seksi	70	5	75
Kepala Unit	5	1	6
Staf	141	23	164
	257	**35**	**292**
SCHOOL COMMITTEE			
Orangtua Murid	2,163	755	2,918
Tokoh Masyarakat	1,051	184	1,235
Paguyuban Kelas	91	127	218
Lainnya	884	313	1,197
	4,189	**1,379**	**5,568**
LOCAL GOVERNMENT			
Bapedda	147	30	177
Dinas Terkait	77	16	93
Kantor Pemda	76	29	105
	300	**75**	**375**
RECONSTRUCTION TEAM			
Aparat Desa	5	2	7
Masyarakat	86	29	115

PP-Guru	35	23	58
PP-Komsek	17	5	22
PP-Masyarakat	77	5	82
PP-Tokoh Masyarakat	29	1	30
PP-TU	12	3	15
Tokoh Masyarakat	7	-	7
Yayasan	1	-	1
	269	**68**	**337**
SCHOOL			
Guru	1,909	2,077	3,986
Kepala Sekolah/Wakil	1,695	885	2,580
Lainnya	22	15	37
	3,626	**2,977**	**6,603**
SERVICE PROVIDER			
District Facilitator	460	121	581
Pengawas	743	180	923
SP-Lainnya	70	22	92
	1,273	**323**	**1,596**
SERVICE USER			
CSO	72	14	86
Dewan Pendidikan	274	17	291
DPRD	183	24	207
LSM/NGO	131	31	162
Media	147	13	160
Orang Tua Murid	414	342	756
Paguyuban Kelas	50	144	194
Tokoh Masyarakat	6	1	7
Ketua Yayasan	2	-	2
Lainnya	260	14	274
	1,539	**600**	**2,139**
Grand Total	**13,319**	**5,956**	**19,275**

Appendix 4: Abbreviations, Acronyms and Glossary

ADD	*Alokasi Dana Desa* [Village Government Budget]
APBD	*Anggaran Pendapatan dan Belanja Daerah* [District Government Annual Budget]
APBN	*Anggaran Pendapatan dan Belanja Negara* [National Government Annual Budget]
AusAID	Australian Agency for International Development
BOS	*Bantuan Operational Sekolah* [school grants]
Bappeda	*Perencanaan Pembangunan Daerah* [Regional Development Planning Agency]
Bappenas	*Perencanaan Pembangunan Nasional* [National Development Planning Agency]
BP	British Petroleum
CA	Capacity Assessment
BRR	Bureau for Reconstruction and Rehabilitation (Aceh and Nias)
CLCC	Creating Learning Communities for Children
COP	Chief of Party
CSO	Civil society organization
DAU	*Dana Alokasi Umum* [general budget allocation from central government to local governments]
DBE	USAID Decentralized Basic Education Project
DBE1	Decentralized Basic Education Project Management and Governance
DBE2	Decentralized Basic Education Project Teaching and Learning
DBE3	Decentralized Basic Education Project Improving Work and Life Skills
DEFA	District Education Finance Analysis
DPISS	District Planning Information Support System
DPRD	*Dewan Perwakilan Rakyat Daerah* [district parliament]
DSC	District Steering Committee
DTT	District Technical Team
EMIS	Education Management Information Systems
ESP	Environmental Services Program [USAID project]

GDA	Global Development Alliance
GDP	Gross domestic product
GOI	Government of Indonesia
IAPBE	Indonesia-Australia Partnership in Basic Education [AusAID project]
ICT	Information and Communication Technology
ILO	International Labor Organization
KADIN	Indonesian Chamber of Commerce
KKG	*Kelompok Kerja Guru* [teachers' working group]
KKRPS	*Kelompok Kerja RPS* [school RPS team]
LG	Local government
LGSP	Local Governance Support Program [USAID project]
LOE	Level of Effort
MBE	Managing Basic Education [USAID project]
MBS	*Manajemen Berbasis Sekolah* (SBM=School Based Management)
M&E	Monitoring and Evaluation
MCA	Millennium Challenge Account
MI	*Madrasah Ibtidaiyah* [Islamic primary school]
MIS	*Madrasah Ibtidaiyah Swasta* [private madrasah; MIN State Madrasah]
MOU	Memoranda of Understanding
MSS	Minimum Service Standards
MT	*Madrasah Tsanawiyah* [Islamic junior secondary school]
NGO	nongovernmental organization
PAG	Provincial Advisory Group
PAKEM	*Pembelajaran Aktif, Kreatif, Efektif, dan Menyenangkan* [AJEL: Active, Creative, Joyful, and Effective Learning]
PCR	Politeknik Caltex Riau, Pekanbaru
PDIP	*Pusat Data dan Informasi Pendidikan* [Education Data and Information Center]
PDMS	Project Data Management System
PMP	Performance Monitoring Plan
PPA	Public-private alliances
RPPK	*Rencana Pengembangan Pendidikan Kabupaten/Kota* [District Education Development Plan]

RPS	*Rencana Pengembangan Sekolah* [School Development Plan]
RTI	RTI International
SBM	School-based management (see MBS)
SD	*Sekolah Dasar* [primary school]
SMK	*Sekolah Menengah Kejuruan* [middle vocational school]
SMP	*Sekolah Menengah Pertama* [junior secondary school]
SOAG	Strategic Objective Agreement [USAID and *Menko Kesra*]
STTA	Short-Term Technical Assistance
TraiNet	TraiNet Administrator & Training [USAID reporting system]
USAID	United States Agency for International Development
WIB	*Waktu Indonesia Barat* [Western Indonesian Standard Time]

Glossary

Departemen Keuangan	Department of Finance
Dewan Perwakilan Rakyat Daerah	district parliament (DPRD)
Anggaran Pendapatan dan Belanja Daerah	District Government Annual Budget (APBD)
Anggaran Pendapatan dan Belanja Negara	National Government Annual Budget (APBN)
Bantuan Operational Sekolah	School operational grants (BOS)
Bappeda	Local development planning board
Bappenas	National Development Planning Agency
Bupati	Head of a district
Departemen Agama	Ministry of Religious Affairs
Departemen Pendidikan Nasional	Ministry of National Education
Dinas	Provincial, district, or city office with sectoral responsibility
Dinas Pendidikan dan Kebudayaan (Dinas P&K)	Provincial or district educational office
Gugus	School cluster
Kabupaten	District (administrative unit), also referred to as a regency
Kandepag	District Religious Affairs Office
Kanwil Agama	Provincial Religious Affairs Office
Kecamatan	Sub-district
Kepala Dinas Pendidikan	Head of provincial or district education office
Kepala Sekolah	School principal
Komisi	Committee in national or local legislatures
Komite sekolah	School committee
Kota	City (administrative unit)
Madrasah Ibtidaiyah	Islamic primary school (MI; MIS *Swasta*; MIN *Negeri*)
Madrasah Tsanawiyah	Islamic junior secondary school (MT)
Madrasah Pendidikan pada Masyarakat dan Sekolah	Department of Religious Affairs directorate for Islamic religious schools (*Mapenda)*
Menko Kesra	Coordinating Ministry for People's Welfare

Pengawas	School inspector
Rencana Anggaran Pendapatan dan Belanja Sekolah	School Income and Expenditure Plan (RAPBS)
Rencana Pengembangan Kapasitas	Capacity Development Plan (RPK)
Rencana Pengembangan Sekolah	School Development Plan (RPS)
Renstra Satuan Kerja Perankat Daerah (Renstra SKPD)	Strategic Plan for local government work unit (eg. District Education Development Plan)
Sekolah Dasar	primary school (SD)
Sekolah Menengah Pertama	junior secondary school (SMP)
Surat Keputusan	Decree/defining conditions, outcomes of a decision
Wali Kota	Mayor