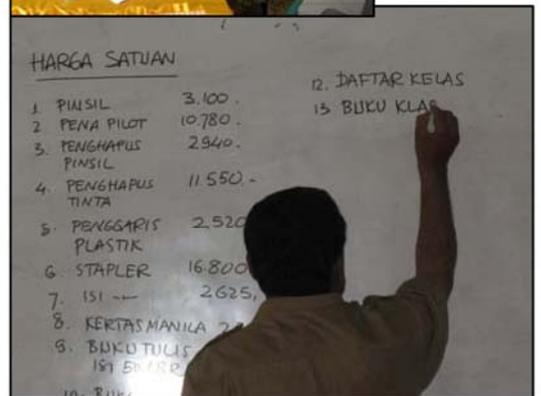
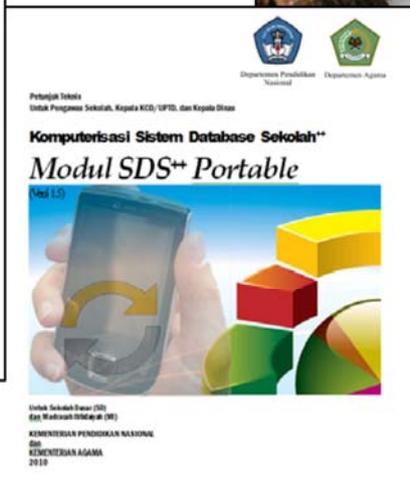




Decentralized Basic Education 1: Management and Governance

Good Practice in Implementing Indonesian Decentralized Basic Education Policies



DBE 1 Special Report

January 2010

This report is one of a series of special reports produced by Research Triangle Institute (RTI), Implementing Partner for the USAID-funded Improved Quality of Decentralized Basic Education (IQDBE) program in Indonesia

More Effective Decentralized Education Management and Governance (DBE1)

Good Practice in Implementing Indonesian Decentralized Basic Education Policies

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¹ RTI International is a trade name of Research Triangle Institute.

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Executive Summary

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 Bidang Kesejahteraan Rakyat* or *Menko Kesra*). DBE consists of three separate but coordinated projects: DBE1, which is focused on the management and governance of basic education, DBE2, focused on the quality of teaching and learning in elementary schools and madrasah, and DBE3, focused on the relevance and quality of junior-secondary schools and madrasah. Following a recent extension, project duration is from April 2005 to September 2010. The complete program is being implemented in a total of 50 target districts across 8 provinces. In addition, the project has recently been extended to 18 additional districts in Aceh, to provide district level programs to the entire province.

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. This report documents selected project outcomes, highlighting DBE1 good practices; how these were developed, tested, and disseminated; and how the good practices have resulted in implementation of the Government of Indonesia's (GOI's) policies (Ministry of National Education [MONE], Ministry of Religious Affairs [MORA], Ministry of Home Affairs [MOHA], and Ministry of Finance [MOF]) at the school/community, district, and provincial levels. The report also describes the institutionalization and transfer of DBE1 products to MONE and MORA.

MONE describes good practice as that which "...improves any, some, or all of the following: Access, Quality, Relevance, and the Efficiency of basic education." Working with MONE and MORA, other government institutions such as MOHA, and with other international stakeholders, DBE1 has produced a number of good practices in decentralized education management and governance at the school and local government levels.

At the school level, the most significant aspect of the DBE1 good practice has been to consistently align models and manuals for school-development planning, leadership training, school committee strengthening, and school database systems to the latest government regulations and policy. This approach has enabled the project to successfully translate established international good practice into the Indonesian context. Strategically aligning the project's inputs to current regulations greatly increases the potential for implementation, dissemination, and sustainability.

The development of the DBE1 materials for school-development planning and other aspects of school-based management have taken place in consultation with MONE and MORA. The Secretariat of School-Based Management (*Sekretariat Manajemen Berbasis Sekolah [MBS]*) from the Directorate for Kindergarten and Elementary

Schooling, MONE (*Directorate Pembinaan* [TK-SD]) has played a key role in this process, resulting in an agreement to publish all the materials under MONE and MORA logos and with official endorsements by the appropriate Ministry Directors.

DBE1 training and technical assistance methodologies are based on an emphasis to involve stakeholders in addition to school management in planning and school governance. Partly as a result of including school committees and community members in school planning and training for school committees and principals, DBE school communities have contributed over Rp 25 billion (US\$2.7 million) through December 2009 to help schools implement their plans. One aspect of school committee training, in addition to helping them better understand and implement their roles and functions as defined by *Ministerial Decree Kepmendiknas 044/2002* and subsequent regulations rooted in the Education Law 20/2003, is to prepare school committees to advocate for support in the community consultation processes, *musrenbangdes/kel*, that are held annually in January–February. As a result of the training, school committees in participating DBE1 schools in one year leveraged some Rp 1,143,200,000 (US\$115,000) for school development programs.

DBE1 has worked with GOI partners to improve the capacity of district governments and other stakeholders in planning and financing education development, and increasing accountability and transparency, by facilitating opportunities for community members and other stakeholders to voice their concerns and aspirations for better quality education in the district. As with the school and community level program described above, all DBE1 approaches and methodologies have been firmly based on current government policy and regulations. The strategic alignment of DBE1 methods with GOI policy has greatly strengthened the implementation and sustainability of the program.

DBE1 has assisted more than 30 districts to produce strategic development plans that meet MOHA guidelines as set forth in Government Regulation (*Peraturan Pemerintah*) PP 8/2008. An Excel-based software for analyzing data as the basis for planning has been widely adopted by DBE supported districts. DBE1, in consultation with MONE's National Education Standards Board (*Badan Standar Nasional Pendidikan* [BSNP]), has developed two education finance analysis methodologies. These help districts to better understand where the funding comes from and how it is used. Working closely with BSNP, DBE1 has developed a methodology for calculating costs for operating a school to meet National Education Standards. More than 60 districts have applied the methodology; and the analytical results have been used in several districts and two provinces to formulate new policies on school funding through which local government funds (*Anggaran Pendapatan dan Belanja Daerah* [APBD]) are used to help close the gap between actual operating costs and the school operations grants provided through School Operation Assistance (*Bantuan Operasional Sekolah* [BOS]). Since 2009, we calculate that such school funding from two provinces (West Java and Central Java) and several district governments has totaled more than Rp 1 trillion (US\$105 million). Such policies are expected to result in lowering the burden of school costs for parents, thereby resulting in improved access and quality of basic education.

DBE1 good practice in developing capacity of district stakeholders in education management and governance has resulted in more effective data and information-based planning, budgeting, and policy development supported by transparency, open relationships, and dialogue within and between executive government, legislative government and nongovernment stakeholders. DBE1 good practice in education governance is a two-step process. First, to develop the capacity of governance-related institutions (local parliament, district education boards, press, and nongovernmental organizations [NGOs]), public consultations are incorporated in DBE1 planning and financial analyses methodologies to allow for facilitators to enable these stakeholders to voice community aspirations, and as a means to promote transparency and accountability in local government management of education. Second, the result of the products of planning and financial analysis usually evolves into demand by the executive or the legislature for technical assistance to develop new policies to improve the quality of education, increase access to basic education, and strengthen education management. DBE1 has assisted in formulating more than 30 district regulations on education. The key to successful policy development technical assistance is to combine expertise in legal instruments, education theory, and reliable data analysis.

The core strategy of the DBE project is to develop a limited number of target schools and districts as exemplars of good practice in the hope that this is taken up and implemented (or “disseminated”) by districts and other agencies, and that this process will influence government policy, creating a much wider impact. The main elements of a dissemination strategy have been identified by previous projects including: United Nations Children’s Fund/United Nations Educational, Scientific, and Cultural Organization–Creating Learning Communities for Children (UNICEF/UNESCO CLCC) project, USAID’s Managing Basic Education project (MBE), UNICEF’s Mainstreaming Best Practices project, as well as a number of other projects implemented by MONE and MORA, with assistance of donors such as the World Bank, Asian Development Bank (ADB), Japan International Cooperation Agency (JICA), Australian Agency for International Development (AusAid), German Technical Assistance Agency (*Deutsche Gesellschaft für Technische Zusammenarbeit* [GTZ]), and the Dutch government.

The main strategies employed by DBE1 to support dissemination and sustainability are (1) to ensure participation of potential dissemination agents in program development, monitoring, and implementation, so that dissemination materials are clearly aligned with or support government policy and government endorses the materials; (2) to ensure that potential agents of dissemination understand how to manage dissemination (plans and budgets) by providing technical assistance and dissemination management tools; (3) to thoroughly train and certify local trainers/facilitators who can carry out dissemination of project interventions independently; and (4) to develop models of good practice, where potential agents of dissemination can observe interventions in practice and converse with practitioners.

Through the end of December 2009, over 8,000 schools had implemented DBE1 programs, and nearly Rp 13 billion, or US\$1.365 million, had been allocated for

dissemination of DBE1 programs in 68 districts. Of this total cumulative amount, about Rp 10 billion came from annual district budgets (APBD), and the remainder, nearly Rp 3 billion, came from a variety of non-APBD sources, including MORA funds, school funds (predominately BOS), and nongovernment sector funds (e.g., Muhammadiyah).

The total number of districts that have implemented at least one DBE1 program is now 68. Forty of these are original DBE1 target districts while 28 new non-DBE1 districts have recently begun dissemination. Further analysis shows that 50 districts have disseminated school-based management programs and 19 have disseminated district-level programs. School development planning (*Renkana Kerja Sekolah* [RKS]) is by far the program most widely disseminated.

To fully institutionalize the good practices developed under the project, ideally DBE1 products will be transferred to MONE and MORA, meaning that the ownership of these materials shifts from USAID/DBE1 to the GOI. DBE1 products include training materials, manuals, software, and reports on good practice in local government and school level education planning, management, and governance, as well as community participation in management practices. As described above, this process has depended very much on the participation of MONE and MORA partners in developing, piloting, and finalizing the materials. To date, DBE1 has produced about 25 manuals and training materials of various kinds, as well as newsletters from all provinces.

The full package of DBE1 school-based management materials is now in the final stage of being published under MONE and MORA logos and with introductory statements from Directors from the two ministries, as well as a message from the Deputy Director of the Coordinating Ministry for People's Welfare (*Menkokesra* [CMPW]).

The strategy for sustainability and dissemination of good practices in DBE1 is embedded in the belief that has underpinned DBE1's approach since the project began: that our task is to assist the Indonesian government- and nongovernment-stakeholders to better implement official GOI policy by collaboratively developing and piloting methodologies that build capacity and support good practice in target districts.

Government policies are promulgated in the form of a hierarchy of laws, passed by the national parliament, and subsequent regulations for implementing these laws. The highest level of regulation is a government regulation (*peraturan pemerintah* (PP)) issued by the President, followed by various regulations issued by relevant technical ministries, most commonly denoted as *peraturan menteri* (*Permen*) (where *permendiknas* denotes a MONE ministerial regulation). All DBE1 interventions have been in line with or support implementation of the laws and regulations relating to decentralized basic education. The laws and regulations are those relating to the 2003 Education Law, package of Decentralization Laws (relating to regional government and finance), and National Planning Law. The implementation at the local level of technical regulations supported by DBE1 programs are those that primarily have been issued by MONE, MORA, MOHA, and MOF.

DBE1 has contributed to implementing at least 25 policies in the form of various laws and regulations in over 40 districts and more than 9,000 schools. These include aspects of the following: *Law 20/2003 on the National Education System*, *Government Regulation PP 5/2006*, *Ministerial Decree Permendiknas 35/2006*, and *PP47/2008* on 9-year compulsory education and the requirement that local governments allocate 20% of their budgets to education; *Law 25/2004* (“*The Planning Law*”), *PP 8/2008*, and *Permendiknas 32/2005*, which require national ministries and regional governments to develop long-term and medium-term strategic plans and that contains MONE’s long-term (20-year) plan and its strategic plan for the period 2005–2010; *Government Regulation (PP 19/2005)* and *Ministerial Decree (Permendiknas 19/ 2007)* that set National Education Standards and Guidelines on School-Based Management; *Ministerial Regulation, Kepmendiknas No 044/U/2002*, which sets out regulations concerning School Committees and Education Boards; *Joint Circular Letter by Bappenas and MOHA (No.0008/M.PPN/01/2007/050/264/SJ)* and *MOHA Circular Letter (No. 140/640/SJ)* that enable schools to access Village Development Funds and provide guidelines for district governments in annual planning, focusing on linking annual plans to strategic plans; *PP 38/2008* and *Permendiknas 12,13,19,24,50 of 2007*, which are regulations relating to roles and school supervisors and principals, school management and infrastructure, and management by provinces and districts, also relates to management of national and regional assets; *Law 17/2003*, *Law 1/2004*, *Law15/2004* and *PP48/2008*, which are decentralization financing regulations that determine how districts and provinces receive the major part of their funding from the national government; *PP48/2008* that describes various education costs that require funding; *PP 7/1999*, which is the basis for annual evaluation and reporting on implementation of the district’s strategic plan; *Implementation of MONE Education Management Information System (EMIS) Policies*; and *MONE/MORA Bantuan Operasi Sekolah (BOS) Policy*.

In conclusion, we now know that decentralized educational management and governance can work in Indonesia. What is clear is that the implementation of GOI policies on decentralized management and governance of basic education, including School-Based Management, requires support at school and district level. DBE1 has developed successful approaches to providing this support. These approaches and methodologies are currently being finalized in formats that can be transferred to the GOI and to other agencies, including international donors, for use and further development.

1. Introduction

This report is prepared for the USAID Quality Improvement for Decentralized Basic Education program, Component: More Effective Decentralized Education Management and Governance (DBE1), implemented by RTI International.

Decentralized Basic Education (DBE) is a bilateral program between the Government of the United States of America, represented by USAID, and the Government of the Republic of Indonesia, represented by the Ministry for People's Welfare (*Kementerian Koordinator Kesejahteraan Rakyat* or *Menkokesra*). DBE consists of three separate but coordinated projects: DBE1, which is focused on the management and governance of basic education, DBE2, on the quality of teaching and learning in elementary schools and madrasah, and DBE3, on the relevance and quality of junior-secondary schools and madrasah.

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.

Following a recent extension, the project duration is from April 2005 to September 2010. The complete program is being implemented in a total of 50 target districts across eight provinces. A further three districts have recently been added to enable the project to train new service providers in district-level methodologies. Another 6 districts have taken part in Public-Private Alliance programs in Yogyakarta and West Papua. In addition, the project has recently been extended to 18 additional districts in Aceh, to provide district-level programs to the entire province.

Figure 1: DBE1 Target Locations



1. Aceh
2. North Sumatra
3. Banten
4. West Java
5. Jakarta
6. Yogyakarta (PPA)
7. Central Java
8. East Java
9. South Sulawesi
10. West Papua (PPA)

This report documents selected project outcomes, highlighting DBE1 good practices; how these were developed, tested, and disseminated; and how the good practices have resulted in implementation of GOI policies (MONE, MORA, and MOHA) at the school/community, district, and provincial levels. The report also describes the institutionalization and transfer of DBE1 products to MONE and MORA.²

² The report addresses the following deliverables from the DBE1 Task Order:

Deliverable 13: Document outcomes highlighting DBE1 best practices, how they were developed and tested, and the extent of successful replication. The report will inform MONE and MORA about the implementation of national policy at the lower level (districts and schools) and the recommendations for national policy dialogues.

Deliverable 23: Produces a periodic report describing the institutionalization and transfer of DBE1 products (training materials; manuals; reports regarding local government and school education planning, management, and governance; as well as community participation in management practices) to MONE and MORA.

2. Development and Outcomes of Good Practice in DBE1

Defining Good Practice

DBE1 aims to develop more effective decentralized education management and governance of basic education. The core strategy is to develop exemplars of good practice in management and governance, both at school and at district level, and to support the dissemination of these to other schools and districts. Singling out good practice requires an agreement on what is meant by the term “good practice” and how we can identify it.

As in previous DBE1 reports, the term “good practice” is used in this report in preference to “best practice” While the latter implies an objective measure of what is “best,” suggests that there is little room for further improvement and that there is only one answer, one “best” approach, the former is more modest and open-ended.

Singling out good practice requires an agreement on what is meant by the term “good practice” and how we can identify it. Good practice in DBE1 is defined through reference to international research, reports on previous and concurrent projects in Indonesia and lessons learned through our own project experience and systems for monitoring and evaluation.

As the concept of “good practice” or “best practice” is gaining currency in the Indonesian Government, we now have several government references. Good practice criteria were set out in the *Financing Agreement* signed between the European Community and the Government of Indonesia.³ The Agreement notes that the MONE has defined *good practice* as a practice that “...improves any, some or all of the following: Access, Quality, Relevance, and the Efficiency of basic education.”⁴

According to a recent report prepared for the World Bank,

“...the Government of Indonesian has even defined good practice, in agreement with the European Community, as a practice that: (1) improves access, quality, relevance, and/or efficiency, (2) takes into account the diversity of Indonesian and the diverse capacities of districts, and (3) is affordable and therefore likely to be sustainable.”⁵

MOHA recently issued a draft Ministerial Decree on “Best Practice” in governance: *Peraturan Menteri Dalam Negeri Nomor ... Tahun 2008 tentang Pedoman “Best Practice” Tata Kelola Pemerintahan Yang Baik*. This draft regulation defines “Best Practice” in governance as follows:

“‘Best Practice’ in Good Governance or ‘BP’ is a practice which is motivational, innovative and sustainable and can be transferred (sustainable-transferable),

³ Basic Education Sector Capacity Support Programme in Indonesia (2005). Financing Agreement. Annex 2. p.6.

⁴ Cited in a UNICEF report, dated 27 June 2007, Basic Education Sector Capacity Support Programme in Indonesia; Mapping Good Practices For Mainstreaming in Basic Education, Jakarta.

⁵ World Bank (2009) The Promotion of Good Practices in Education, TF 070811 – Basic Education Capacity TRUST Fund, BEC-TF.

developed by Local Government (or other stakeholders) with the involvement of stakeholders, to resolve one or more current problems as a new approach that has not been previously implemented with the priority of accelerating the achievement of the social welfare.”

With these various definitions in mind, DBE1 defines good practices as those that meet stakeholder needs and help implement current policy, which improves basic education in efficient and effective ways.

Good Practices in School-Based Management

During the first four and a half years of implementation, DBE1 assisted the ministries responsible for education in developing and piloting approaches to implement their policies in School-Based Management (SBM). In Indonesia there are two national ministries concerned with the management of the education system: the Ministry of National Education (MONE) and the Ministry of Religious Affairs (MORA).⁶ This is because around 20% of Indonesia’s children are educated in Islamic schools, known as madrasah.

A Ministerial Regulation, *Kepmendiknas No 044/U/2002*,⁷ concerning School Committees and Education Boards lays out the roles, rights, and responsibilities for these governing bodies at the school and district level. With the passing of the Law on the National Education System (20/2003),⁸ Indonesia formally adopted a policy of school-based management for all of its public and private schools and madrasah. In July 2005, the GOI introduced School Operational Funding (*Bantuan Operasional Sekolah*, known as BOS),⁹ a scheme for per-capita grant funding direct from the central government, giving schools and madrasah for the first time some financial independence.¹⁰ Criteria for school development planning (*Rencana Pengembangan Sekolah/Madrasah* [RPS/M]) were first set out in regulations issued in 2005 (PP No. 19/2005).¹¹ In July of 2007, the 2005 regulation was revised and strengthened with a new Ministerial Decree (*Permendiknas 19, 2007*),¹² requiring all Indonesian schools and madrasah to produce school development plans known as School/Madrasah Work Plans (*Rencana Kerja Sekolah/Madrasah* [RKS/M]).

⁶ MONE is known as *Departemen Pendidikan Nasional* or *Depdiknas* in Indonesian. MORA is known as *Departemen Agama* or *Depag*.

⁷ *Kepmendiknas* is an abbreviation of *Keputusan Menteri Pendidikan Nasional* or Decree of the Minister for National Education.

⁸ Undang Undang Sisdiknas 20/2003 – This and other relevant laws and regulations may be found on the DBE website, <http://www.dbe-usaid.org/> under the Resource Materials section.

⁹ See the DBE1 report, *Study of Legal Framework for the Indonesian Basic Education Sector* (November 2007), for a full explanation of the BOS scheme along with the Law on the Education System (20/2003) and other significant government laws, regulations, and policies.

¹⁰ A typical rural elementary school prior to the introduction of BOS had an annual budget of around Rp 2million (US\$200), enough to buy a few stationary items. Text books and other requirements were supplied centrally or through fees. Since 2005, the same school has had a budget of over Rp 25 million (US\$2,500), and since 2009, Rp 40 million (US\$4,000). Parent and community contributions along with funding from other sources, such as the district government, can further increase this amount.

¹¹ *PP* stands for *Peraturan Pemerintah* or Government Regulation, and usually serves to interpret a law, which is higher level policy, into operational terms.

¹² *Permendiknas* is an abbreviation of *Peraturan Menteri Pendidikan Nasional* or Ministry of National Education Regulation.

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 strengthen school committees and a new school database system (*sistema database sekolah* [SDS]).

One of the most significant aspects of the DBE1 approach has been to consistently align models and manuals for school-development planning, leadership training, school committee strengthening, and school database systems to the latest government regulations and policy. This approach has enabled the project to successfully translate established international good practice into the Indonesian context. Strategically aligning the project's inputs to current regulations greatly increases the potential for implementation, dissemination, and sustainability.

The development of the DBE1 materials for school-development planning and other aspects of school-based management has taken place in consultation with MONE and MORA. The Secretariat of School-Based Management (*Sekretariat MBS*) from the Directorate for Kindergarten and Elementary Schooling, MONE (Directorate Pembinaan TK-SD) has played a key role in this process, resulting in an agreement to publish all the materials under MONE and MORA logos and with official endorsements by the appropriate Ministry Directors.

In the following sections, the process of developing good practices together with outcomes of those good practices are described for each of the main School Based Management programs: School/Madrasah Development Plans, School Committee Strengthening, Leadership Training and the School Database System.

School/Madrasah Development Plans (RPS/M or RKS/M)¹³

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. MONE recognizes this in its own definition of school-based management, which draws on the work of earlier projects including UNICEF's CLCC, to define school-based management as consisting in three pillars: Management, Community Participation, and Active Learning (*Pembelajaran yang Aktif, Kreatif, Efektif dan Menyenangkan* [PAKEM]).¹⁴ Within this context, school development planning plays a key role.

Following established models of good practice, and building on the work of earlier projects, DBE1 has assisted some 1,076 elementary schools and madrasah and 202

¹³ Formally referred to in Indonesian as *Rencana Pengembangan Sekolah (RPS)*, which translates as School Development Plan, following a shift in government policy, these plans are now referred to as *Rencana Kerja Sekolah (RKS)*, or School Work Plans.

¹⁴ PAKEM is a common acronym in Indonesia for *Pembelajaran yang Aktif, Kreatif, Efektif dan Menyenangkan*, which translates as Active, Creative, Effective, and Joyful Learning.

junior secondary schools and madrasah to create and implement comprehensive school development plans which:

- focus on quality improvement and are based on needs identified through data collected and analyzed in a school profile;
- reflect the aspirations and priorities of stakeholders;
- are integrated and cover all main aspects of the school program;
- are multi-year—four years is standard;
- are multi-resourced—all sources of funding and resourcing are covered, including block grants from the national government (*Bantuan Operasional Sekolah* or BOS), annual district budgets (known as *Anggaran Pendapatan dan Belanja Daerah*, or APBD), parent contributions, and other sources;
- are directly linked to annual school work plans (known as *Rencana Kerja Tahunan*, or RKT) and budgets (known as *Rencana Kegiatan dan Anggaran Sekolah/Madrasah*, or RKAS/M); and
- are effectively implemented and monitored by the school committee and stakeholders.

Table 1: Programs and Activities of SDN Kutorejo III, Nganjuk District, East Java as Listed in Its School Plan for the 2007–2010 Period

Programs and Activities	Unit		Total for 4 Years		2007/2008		2008/2009	
	Type	Amount	Unit	Amount	Unit	Amount	Unit	Amount
1	2	3	4=6+8+10+12	5=7+9+11+13	6	7=6x3	8	9=8x3
A. Quality improvement for child-friendly school								
1.6 - Additional Lessons	Person/Year	7,000	1,165	8,155,000	269	1,883,000	296	2,072,000
- Teachers improvement through Teachers Working Group and DBE2 training								
1.2 - Scholarship for students with low economic background	Person/Year	120,000	54	6,480,000	12	1,440,000	13	1,560,000
- Uniform for students with low economic background	Person/Year	30,000	54	1,620,000	12	360,000	13	390,000
1.4 - Extra Curricular activities:								
- Art	Person/Year	22,000	279	6,138,000	60	1,320,000	66	1,452,000
- Physical Education	Person/Year	14,000	279	3,906,000	60	840,000	66	924,000
- Teachers/trainers for extra curricular activities								
B. Quality improvement for teaching								
2.1 Syllabus and work plan for 5 subjects and evaluation	Person/Year	13,000	1,165	15,145,000	269	3,497,000	296	3,848,000
2.2 Teaching aids	Person/Year	5,000	1,165	5,825,000	269	1,345,000	296	1,480,000
C. Improvement of School Management								
3.1 - Training to prepare for syllabus								
- DBE1 and DBE2 training								
3.6 Supplies, brochures, use of internet to convey information	Person/Year	1,000	1,165	1,165,000	269	269,000	296	296,000
D. Improvement of community participation								
4.1.1 - School committee election conducted democratically	Person/Year	5,000	300	1,500,000		0	300	1,500,000
4.1.1.2 - Establishment of school committee from different backgrounds								
E. Students academic achievement								
5.1.1 Additional lessons to improve national exam results	Person/Year	30,000	149	4,470,000	32	960,000	35	1,050,000
5.1.5 Additional lessons for students with good academic records	Person/Year	45,000	46	2,070,000	10	450,000	11	495,000
F. Improvement of teaching-learning supporting items/facilities								
6.2.2 Text book for students for 4 subjects, 1 book per 1 student starting from School Year 2007/08								
6.2.5 Welcome Gate	Person/Year	101,360	250	25,340,000	100	10,136,000	50	5,068,000
TOTAL		393,360	6,071	81,814,000	1,362	22,500,000	1,738	20,135,000

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/M). This manual was based on the regulation that sets national education standards (PP No. 19/2005). The first RPS/M program was implemented in about 500 schools and the first draft of the RPS/M manual was evaluated and revised toward the end of 2006. The revised manual was used for training an additional more than 500 schools in Year 2 of the project. Using these manuals, DBE1 provided intensive assistance to 1,076 elementary schools to prepare comprehensive needs-based school development plans in collaboration with their communities.

Key features of the school development planning methodology, regarded as good practice, are as follows:

- To prepare the plans, schools form working groups of stakeholders from the community and the school committee, as well as teachers and the principal.
- The process is facilitated by local school supervisors, initially with support from project personnel.
- The working group participates in a series of training workshops, supported by a series of site-visits by the facilitators (school supervisors).
- The plans are based on thorough data collection and analysis.

In 2008, following a multi-donor meeting at the World Bank, the national DBE1 team met with other donors and MONE and MORA to share experience, map school-based management programs and establish a multi-stakeholder forum. In this context, information was shared between donors and MONE on approaches to school development planning. Also attending these meetings were representatives of the World Bank; AusAID (Indonesia-Australia Partnership in Basic Education [IAPBE]), Nusa Tenggara Timur Primary Education Partnership [NTT PEP], Learning Assistance Program for Islamic Schools [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/M) is the only one that was 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 dissemination.

School Committee Strengthening

Good practice in school-based management involves not just good planning but the active participation of all stakeholders. When parents, community members, teachers—and, where appropriate, students—participate in decision making and planning, they are likely to be more committed to supporting the implementation of decisions and plans. Ideally schooling is a partnership between home/community and

school with everyone sharing the same vision for quality improvement; everyone sharing a sense of ownership, responsibility and a commitment to work together to realize the vision.

The Ministerial regulation, *Kepmendiknas No 044/U/2002*¹⁵ concerning School Committees and Education Boards lays out the roles, rights and responsibilities for these governing bodies at the school and district level.

To support the implementation of this policy and the change to greater partnership between schools and communities, and to create models of good practice in the school governance, DBE1 developed and piloted training materials to strengthen the role of school committees. The training is designed to increase understanding within school committees of their role based on the regulation and to strengthen their capacity to fulfill that role. DBE1 school committee training consists of a series of fourteen modules, designed to be implemented in six 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 DBE1-supported elementary schools and madrasah. The 14 training modules are organized in themes to enable schools to select the most appropriate topics for capacity development. These themes include the following:

Part 1: An Introduction to the Role and Function of the School or Madrasah Committee;

Part 2: Self Assessment and Organization Strengthening (includes formation and representation of the committee, gender sensitivity, sensitivity to diversity and marginalized groups, and school committee organization);

Part 3: Administration and Management (includes organization of the school or madrasah committee, basic budgeting, and work planning);

Part 4: (select from the menu) Strengthening the Role of the Committee (includes participation, transparency and accountability, assessing community aspiration, developing partnerships, alternative funding sources, and participation in the village development planning and budgeting process [*musrenbangdes/kel*]);

Part 5 (select from the menu): Strengthening the Role of the Committee (includes simple financial reporting and identifying learning resources).

Partly as a result of including school committees and community members in school planning and in training for school committees and principals, DBE schools communities have contributed over Rp 25 billion (US\$2.7 million) through December 2009 to help schools implement their plans

In addition, in 2008 DBE1 developed training materials to support the implementation of the law and associated regulations concerning local village level government and

¹⁵ *Kepmendiknas* is an abbreviation of *Keputusan Menteri Pendidikan Nasional* or Decree of the Minister for National Education.

development planning—especially to support the implementation of school development plans.

The new training module was developed and subsequently implemented in all DBE1-supported schools to prepare school committees to advocate for support in the community consultation process that are held annually in January-February. This consultative process, called *musrenbangdes/kel*¹⁶ is part of the broad bottom-up consultative planning process conducted annually in all districts throughout the country. The development planning process is managed by the Ministry of Home Affairs (MOHA)¹⁷ based on Law No. 25/2004 concerning the National Development Planning System.¹⁸ Development funds are allocated to villages and districts as part of the development planning program.

This program provides an excellent opportunity for schools to lobby for village development funds (*Anggaran Alokasi Desa/Kelurahan* [ADD]) to finance their school development plans. A first evaluation of the program reported in an impact study to be released in March 2010,¹⁹ found that through the *musrenbang* process, school committees in participating DBE1 schools had leveraged some Rp 1,143,200,000 (US\$115,000) for school development programs. Of the 368 programs proposed by school committee members in *musrenbang*, 65% of them were derived from the schools' development plans (RPS/RKS).



DBE1 School/Madrasah Committee Training Module.

¹⁶ *Musrenbangdes/kel* is an abbreviation of *Musyawarah Rencana Pengembangan Desa / Kelurahan* or Village Development Planning Consultation

¹⁷ *Departemen Dalam Negeri* or, in abbreviation, *Depdagri*

¹⁸ Undang Undang No 25/2004 tentang Sistem Perencanaan Pembangunan Nasional

¹⁹ DBE1, 2009, (draft), *Implementing School-Based Management in Indonesia, the DBE1 Experience; Impact Study 2009*.

The school committee training provided through DBE1 not only strengthens school governance, but offers an important opportunity for local communities and citizens to experience open, participative democracy at a grass roots level. The education system and its schools and madrasah reach further into local communities and the lives of ordinary Indonesians than any other government agency. The potential impact of improved school governance through school committees is that of a huge training ground for grass-roots democracy.

School Leadership Training

Leadership training for school principals (and supervisors) is one component in the DBE1 program to implement school-based management. The purpose of this training is to strengthen the capacity of school principal in carrying out their day-to-day tasks – with a special focus on developing an open, inclusive and participatory approach to leadership. The strategy is to assist principals in understanding what effective leadership means in practice, and to enable them to assess their own leadership style and to develop a brief plan for self-improvement. The broader goal is, by improving the quality of school leadership, to facilitate the participation of communities and the implementation of school-development plans.

The school leadership training consists of two one-day events. The first day is intended to be delivered prior to the RKS/M planning process in order to prepare principals for a leadership role and equip them to manage the participation of school committees and other stakeholders. The second day was delivered after the first year of school development plans (RKS/M) implementation. Although it was not possible to closely follow this sequence, these two days of training have now been provided to school principals and supervisors in all elementary and junior-secondary target schools and madrasah.



Madrasah principal discussing budget allocation with teachers.

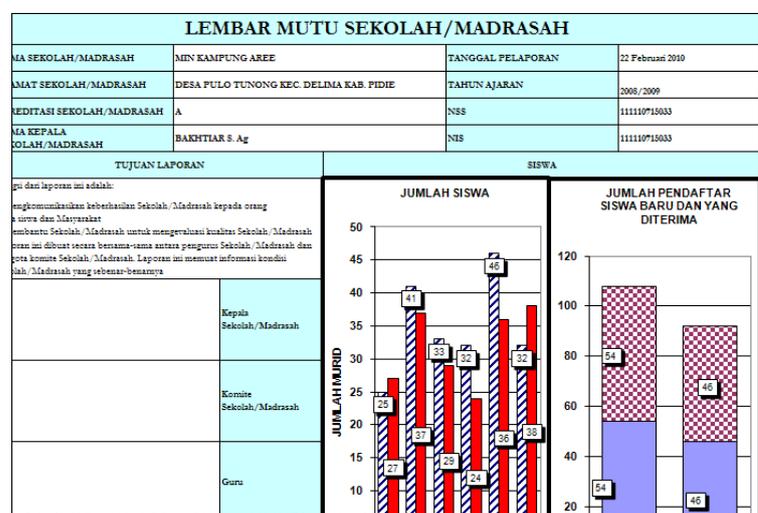
In 2009, a small study was conducted in Karanganyar to assess the impact of this program.²⁰ It was found that the training gave the principals a new understanding of how to be a leader. Perceived impacts included increasing the school principal's knowledge, changes of school principal management, leadership type and other topics. However, the most frequently mentioned impact of the training was to increase knowledge about leadership. While it is difficult to isolate the direct impact of the two days of leadership training provided to principals and school supervisors, based on this case study, we can say with some confidence that overall the DBE1 program has had a significant identifiable impact on the leadership and management approach taken by principals.

It seems likely that the specifically targeted training in leadership has contributed to overall School based Management and Governance. In general, principals have adopted a more open, transparent and participative style in their schools and communities as a result of the DBE1 program.

School Database System

DBE1 worked throughout 2006 and 2007 in collaboration with DBE2 to develop an application software called School Report Card (SRC) to disseminate school performance reports to parents and community members.

Figure 2: Lembar Mutu Sekolah or School Report Card



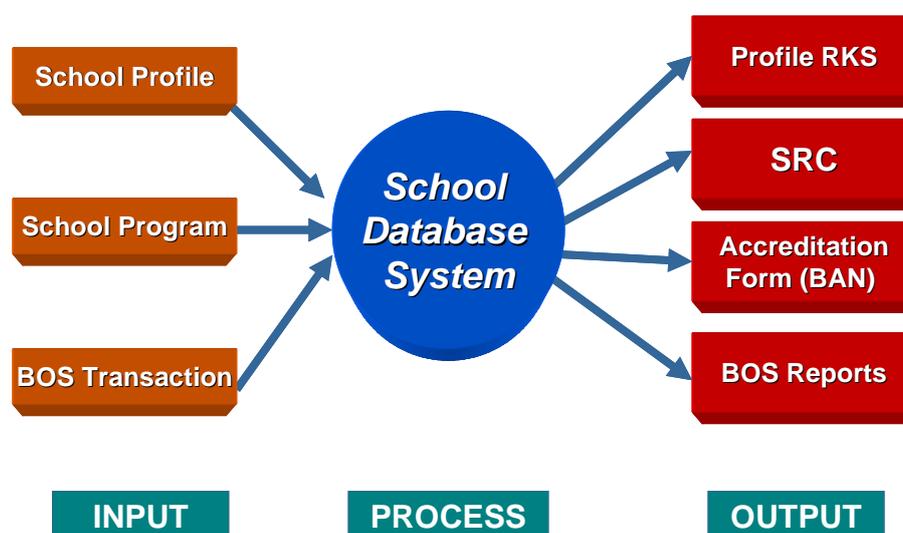
Building on this foundation, in late 2007 and 2008, DBE1 expanded the SRC program by developing an integrated School Database System (SDS) that includes all the data needed for several reporting requirements in addition to the SRC; these include: data to prepare for school accreditation to be submitted to the School Accreditation Board (*Badan Akreditasi Sekolah* or BAS), reports on the use of their BOS grants, and medium term and annual plans and budgets (Figure 3).

²⁰ See: DBE1, 2009, (draft), *Implementing School-Based Management in Indonesia, the DBE1 Experience: Impact Study 2009*.

The SDS has evolved in response to demand and initiative from within the project into a unique initiative to support the implementation of National Education System Regulation No. 19/2007 regarding Standards for the Management of Education by Elementary and Junior Secondary Schools,²¹ Government Regulation No. 48/2008 regarding Education Funding,²² and National Education System Regulation No. 12/2007, regarding Standards of School/Madrasah Supervisors.²³

SDS enables schools to produce reports in formats previously designed to meet variety of government/MONE requirements such as the school profile for school development plans (RKS/M), School Operation Funds (BOS) reports, and school accreditation data. In addition, SDS provides reports for community members and parents on annual school performance (School Report Card).

Figure 3: School Database System Architecture



The school database system (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. Schools report that they find SDS very useful because it provides an opportunity to utilize computers for school data management. The experience of using computers increases awareness of the importance of accurate and quality data while at the same time improving Information Communication Technology (ICT) awareness. School personnel come to an understanding that technology can help ease or minimize redundant and repetitive data management.

The SDS represents a significant innovation and is good practice, increasing the accuracy, timeliness and completeness of data supplied by schools to the system – and at the same time enabling schools to plan on the basis of good quality data.

²¹ Permendiknas No. 19/2007 tentang Standar Pengelolaan Pendidikan oleh Satuan Pendidikan Dasar dan Menengah – see DBE website <http://www.dbe-usaid.org/> for this and other relevant laws and regulations.

²² PP No. 48/2008 tentang Pendanaan Pendidikan.

²³ Permendiknas No. 48/2008 tentang Standar Pengawas Sekolah/Madrasah.

The real value of SDS is that it provides data in a form that can be easily utilized to support decision-making and policy development. One of the major problems in schools and at higher levels of government is that decisions are typically made and policy is formulated without reference to good data. Among other things, SDS produces a school profile, putting school and community data into a format that enables a school to quickly see its strengths and weaknesses, developments over time, and the gap between current reality and the goals of the school in achieving its stated mission.

Good Practices in Capacity Development for District Stakeholders in Education Management and Governance

DBE1 has worked with GOI partners to improve the capacity of district governments and other stakeholders in planning and financing education development, and increasing accountability and transparency by facilitating opportunities for community members and other stakeholders to voice their concerns and aspiration for better quality education in the district.

As with the school and community level program described above, all DBE1 approaches and methodologies have been firmly based on current government policy and regulations. This approach has enabled the project to successfully translate established international good practice into the Indonesian context. The strategic alignment of DBE1 methods with GOI policy has greatly strengthened the implementation and sustainability of the program.

Good practice in the management and governance of basic education at the district level is consistent with good practice in other sectors and with principles of good governance. Governance is defined as the processes and institutions by which those who govern (1) are selected, held accountable, monitored, and replaced; (2) have the skills, tools, and resources to manage resources and provide services efficiently, and to formulate and implement sound policies and regulations; and (3) those who govern and the governed have respect for the institutions that govern economic and social interactions.²⁴

DBE1 good practice in developing capacity of district stakeholders in education management and governance results in more effective data and information-based planning, budgeting, and policy development that is supported by transparency, open relationships, and dialogue within; and between executive government, legislative government, and nongovernment stakeholders.

²⁴ This is used as a 'working definition' of governance in the DBE1 Annual Work Plan and was adopted from the LGSP Project. LGSP adopted these definitions from various sources, including the World Bank, OECD, UNDP, ADB, USAID, and RTI.

In order to help develop the capacity of local stakeholders to produce education policy and plans and conduct management based on an open sharing of accurate and complete information and the voicing of aspirations by key stakeholders and thereby promote accountability and transparency, DBE1 has worked with local and national government to develop a number of approaches and methodologies. These include:

- Educational financial analysis: District Education Finance Analysis (known in Indonesian as *Analisis Keuangan Pendidikan Kabupaten/Kota* [AKPK]), School Unit Cost Analysis (*Biaya Operasional Satuan Pendidikan* [BOSP]).
- Educational planning methodologies: District strategic planning (or *Renstra*).²⁵
- Education information management methodologies: Educational Management Information System (EMIS) and District Project Information Support System (*Sistem Informasi Perencanaan Pendidikan Kabupaten/Kota* [SIPPK]).
- Governance strengthening methodologies: Multi-Stakeholder Workshops, training for Education Boards (*Dewan Pendidikan*), briefing for local legislature (*DPRD*) and District Report Cards (still to be developed).

Extensive consultation has taken place and is ongoing with national government in the development of each of these methodologies. These methodologies are described next.

Financial Analyses

DBE1 has developed and is implementing two main methodologies for financial analysis: (1) District Education Finance Analysis (*Analisis Keuangan Pendidikan Kabupaten/Kota* or *AKPK*) and (2) School Unit Cost Analysis (*Biaya Operasional Satuan Pendidikan* or *BOSP*). In developing these methodologies we have consulted with Ministry of Finance (MOF)²⁶ and MONE's National Education Standards Board (BSNP).

The financial analyses have two main purposes:

1. to provide financial data for education development planning, in particular for the preparation of the financing plan, and
2. to inform policy dialog and improve harmonization of education development efforts undertaken by the different levels of government.

District Education Finance Analysis (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. DBE1's District Education Finance Analysis (*Analisa Keuangan Pendidikan Kabupaten/Kota* (AKPK) methodology was developed as a tool to obtain a more comprehensive picture of how education development is financed. It basically condenses and reworks information contained in the very thick

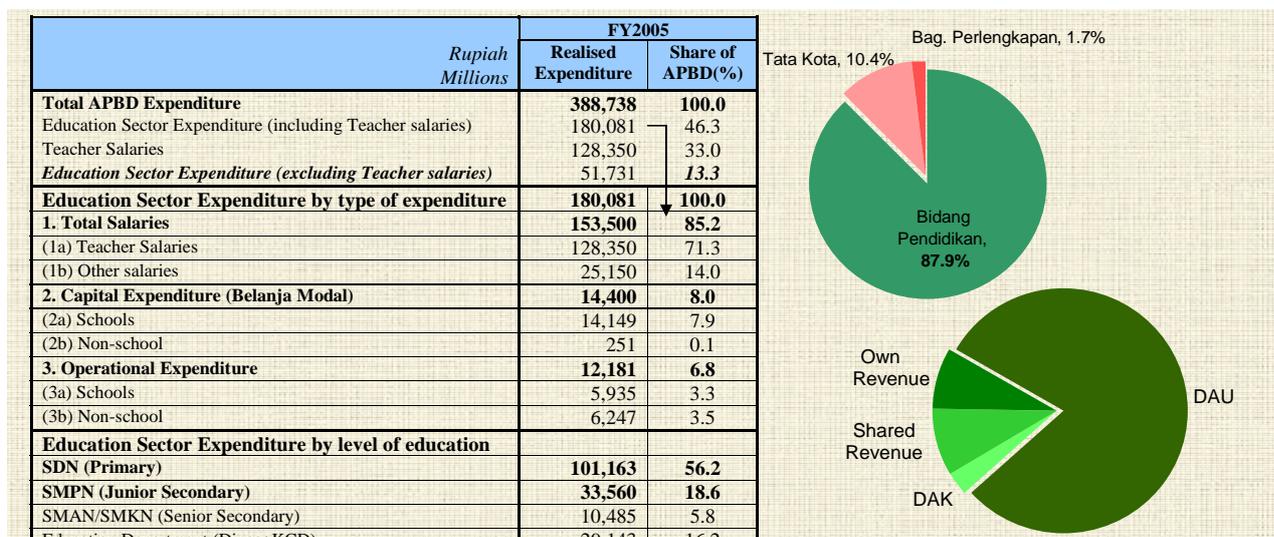
²⁵ *Renstra* is an abbreviation of the term *Rencana Strategis*, literally Strategic Plan.

²⁶ We met with MOF in order to obtain APBD data for the districts where DBE1 specialists conducted AKPK for 2005 and 2006 budget data.

government 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 helps 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);
- 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 their budget (APBD) on education;
- 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; and
- Improve external accountability by widely disseminating results-to-inputs information in an easy to understand manner for use in public policy debate.

Figure 4: Analysis of Education-Sector Spending Based on Education Levels



Put simply, the AKPK methodology essentially answers two questions: (1) where does the money come from, and (2) where does the money go to and how much goes to each level of schooling?

Our experience is that this is the first time districts are able to answer these questions as they prepare their budgets and consider needs. The AKPK methodology calculates education spending more accurately than was previously possible. It removes non-education components from the designated education budget document and adds education components from other sectors such as Public Works (*Dinas Cipta Karya*) and the District Secretariat (*Bagian Keuangan-Sekretariat Daerah*).

AKPK provides district stakeholders with knowledge and skills to analyze their education-sector budgeting and financial condition. DBE1 AKPK methodology provides opportunities to other stakeholders to learn about those topics. AKPK results have influenced the budgeting process, as a number of districts have taken initiatives to change their fund allocation patterns.

Bantuan Operasi Satuan Pendidikan (BOSP) or School Unit Cost Analysis is a methodology that enables each district to answer the question: how much does it cost to operate a school to meet minimum standards established by MONE's National Education Standard Board (BSNP)?

This program has proven extremely popular with local district heads, legislature and administrations. For the first time it gives district managers and stakeholders an accurate assessment of the cost of educating a child at each level in the system²⁷. This in turn enables them to accurately predict costs, calculate short-falls (the difference between the centrally allocated BOS funds and actual costs calculated by BOSP) and formulate policy and allocate district budgets based on real needs.

Districts' interest in the BOSP program has increased significantly as a result of the "aggressive" government campaign for "Free schooling" (*"Sekolah gratis"*). Starting from January 2009, the national government's direct BOS school grant has been increased substantially from Rp 254,000 to Rp 400,000 for schools in urban areas (Rp 397,000 for schools in rural areas) per student per year at the elementary level and from Rp 354,000 to Rp 575,000 per student per year at the junior secondary level. However, BOSP results in more than 40 districts indicate that even the increased BOS funding is not sufficient to fund operational costs to meet minimum standards. Thus, nearly ever where DBE1 has worked, a gap exists between actual operational costs and BOS funding.

²⁷ Note that BOSP only calculates school operational costs—salary and non salary—according to standards set by BSNP. It does not include the necessary investments at the system level.

Table 2: Part of BOSP Analysis in Palopo District, South Sulawesi, Calculating Related Expenses for School Personnel

No	Deskripsi	Frequency per Year	Number	Number of Unit	Cost/Unit (Rp)	Amount (Rp)	Note
A.	EXPENSES FOR PERSONNEL						
	a. Salary						
	Principals	12	1	1	1.823.000	21.876.000	Level IV/a, Period of Work: 6 Years
	Teachers	12	9	1	1.823.000	196.884.000	Level IV/a, Period of Work: 6 Years
	Education Supporting Staff	-	-	-	-	-	(Librarian, Administrative Staff, Cleaning Staff)
	b. Supporting Fee in addition to salary						
	Teacher	12	10	1	368.220	44.186.400	Husband/Wife 10% from salary + 2 children @ 2% from salary + Health Insurance Rp 10.000 + Housing Rp 7.000 + 40 kg rice @Rp 2.500
	Education Supporting Staff	-	-	-	-	-	
	c. Other Income						
	1. Professional Support for						
	Teachers	12	1	1	449.925	5.399.100	30% from number of teachers, amount: one month main salary
	2. Functional Support for Teachers	12	1	1	327.000	35.316.000	
	3. Special Support						<i>Provided only for special regions</i>
	Teachers						
	Education Supporting Staff						
	4. Additional Benefits						
	Principals	12	1	1	365.000	4.380.000	Presidential Decree No. 58/2006 (Support for Principals)
	Supporting Staff						Support for structural personnel
	TOTAL EXPENSES FOR PERSONNEL					308.041.500	

BOSP results have been used in several districts and two provinces to formulate new policies on school funding through which local government funds (APBD) are used to help close the gap between actual operating costs and the school operations grants provided through BOS. Since 2009 we calculate that such school funding from two provinces (West Java and Central Java) and several district governments has totaled more than Rp 1 trillion (US\$105 million). Such policies are expected to result in lowering the burden of school costs for parents thereby resulting in improved access and quality of basic education. Some districts opt to provide more funding that is needed just to meet minimum operational standards. By raising the standards and providing the funds to meet the higher standards, quality of education is also expected to increase.

Building districts' capacity to analyze operational costs has helped them to more accurately plan budgets to supplement national government operational grants. This results in a more effective and efficient use of scarce district (and in some cases provincial) funds, as opposed to supplements that are either more than needed or not nearly enough to make a difference—in either case, potentially wasteful, or of no support at all.

Data-Based Planning

DBE1 has developed a new approach to medium-term education development planning at district level (*renstra*). Key features of the methodology are:

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

DBE1 collaborated 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 took more time than anticipated 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.²⁸

Among the features of the DBE1 *renstra* methodology is the use of data analysis methodology and software called District Education Planning Information System (*Sistem Informasi Perencanaan Pendidikan Kabupaten/Kota [SIPPK]*). This system allows districts to make plans based on disaggregated data in order to prioritize specific schools and program areas that need special attention. Traditionally, 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.

SIPPK is an MS Excel-based software, easy to use, that allows various kinds of data analysis. In addition to supporting the DBE1 *Renstra* methodology, the program also forms a common platform for other management tools such as personnel planning software.

Table 3: Number of Pre-Schools and Enrollment Rate in North Tapanuli, Used as a Basis to Develop the District’s Education-Sector Strategic Plan (Renstra)

District	Number of Pre-Schools					Enrollment Rate		
	Formal				Non Formal	Formal (TK/RA)	Non Formal	All
	Kindergarten		Islamic Kindergarten					
	Public	Private	Public	Private				
Tarutung	1	9	-	-	1	23,9%	1,6%	12,9%
Adian Koting	-	-	-	-	2	0,0%	4,0%	1,9%
Parmonangan	-	-	-	-	2	0,0%	5,0%	2,4%
Sipoholon	-	1	-	-	2	4,3%	3,0%	3,7%
Pahae Jae	-	1	-	-	2	5,4%	5,8%	5,6%
Pahae Julu	-	1	-	-	-	N/A	0,0%	0,0%
Pangaribuan	-	-	-	-	2	0,0%	2,6%	1,3%
Garoga	1	-	-	-	1	N/A	5,0%	2,5%
Sipahutar	-	-	-	-	4	0,0%	5,1%	2,5%
Siborongborong	1	2	-	-	2	10,3%	3,8%	7,1%
Muara	-	-	-	-	4	0,0%	9,4%	4,6%
Pagaran	1	-	-	-	1	6,1%	4,4%	5,3%
Purbatua	-	-	-	-	1	0,0%	8,3%	3,9%

²⁸ Cf. DBE1 Special report “Policy Reform in Education Planning”, October 2007.

District	Number of Pre-Schools				Enrollment Rate			
	Formal				Non Formal	Formal (TK/RA)	Non Formal	All
	Kindergarten		Islamic Kindergarten					
	Public	Private	Public	Private				
Simangumban	-	-	-	-	1	0,0%	10,3%	5,1%
Siatas Barita	1	-	-	-	2	N/A	10,2%	5,1%
Total Tapanuli Utara	5	14	0	0	27	5,7%	4,4%	5,1%

DBE1 SIPPK methodology enables the District Education Office to use data required by the MONE Center for Education Statistics, for the compilation of national education statistics, for education management at the district level. The DBE1 experience demonstrates that District Education Office staff are able to use SIPPK to prepare the education profile of the district, which is an essential first step in preparing a *renstra*. SIPPK has proved to be a useful tool for data analysis to support various types of planning and policy development work.

The DBE1 planning methodology is set out in a manual that was developed in consultation with the Ministry of National Education (MONE) and Ministry of Home Affairs (MOHA) during 2007 and further refined in 2008. MONE officials briefed DBE1 on the Ministry's high priority programs, and the new government regulation on Education Financing (PP 48 of 2008).²⁹ The manual was revised on the basis of this input and feedback.

DBE1 *renstra* methodology responds to District Education Office demand for assistance in producing five-year education development plans that meet the standards for plan development set by MOHA. MOHA has seen examples of other *renstra* SKPD, but they indicated that the DBE1 example was the first plan that was based on detailed data analysis, has a strong results orientation, and shows clear planning consistency. In several districts where development plans have been produced using the DBE1 *renstra* methodology, the plans have been endorsed by civil society and officially sanctioned by district government. The plans have become the basis for budget allocations and development of certain education policies.

Education Management Information System (EMIS)

In 2006 DBE1 conducted an assessment of MONE's Education Management Information System (EMIS). The assessment reviewed existing EMIS instruments and data collection, analysis and reporting systems in place. Some of the major findings were:

²⁹ This regulation, along with others, may be found on the DBE website <http://www.dbe-usaid.org/> under Resource Materials.

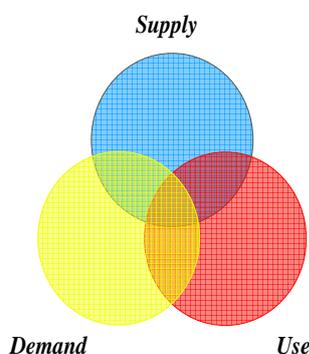
- MONE’s EMIS is not designed in such a way as to adequately motivate schools and districts to take a vested interest in the success of EMIS.
- Schools and districts would be more motivated to enter data more accurately and in a timely fashion if the data were in a form readily available for their own planning purposes.
- Districts have low capacity for data analysis.

DBE1 presented preliminary results of the EMIS Assessment at a workshop in September 2006, organized by MONE’s Education Statistics Center (*PSP* or *Pusat Statistik Pendidikan*) to introduce MONE’s new Web-based EMIS called PADATIWEB (*Pangkalan Data dan Informasi berbasis Web*). DBE1’s preliminary findings were well appreciated by the workshop. MONE commented that the findings fully support their reasons for introducing a new system. However, over three years on, there still much yet remains to be done to fully implement this system.

Despite common misconception, the objective of an EMIS is not to collect data, nor are the goals to manage, input, print, or send data to government or international education agencies such as the UNESCO. Although these are important uses of data, an EMIS should enable information use to support education managers and decision makers at all levels.

In examining the EMIS environment in Indonesia, it has become evident that there are three interdependent elements related to information use: (1) supply of quality data; (2) demand for data in education management; and (3) capacity to use data (see **Figure 5** below).

Figure 5: The EMIS Triangle—Supply, Demand, and Use



Supply, demand, and use ultimately determine whether or not data can support education management. Our experience shows that when data are not used at the school level, the quality of data passed on to the district level is likely to be poor. Likewise, in instances where data are not used at the district level, the quality of data flowing up to the provincial or central level is often unsatisfactory or lacking. In Indonesia, where the central level need for data depends on the school and district levels as its source, it is of paramount importance to ensure high-quality data at the lower levels. The best way to secure high-quality data is to make sure it is being utilized by the schools and districts.

DBE1 has developed methodologies to address the issues: supply of quality data, demand for data in education management, and capacity to use data. The School Database System (SDS) and the District Education Planning Information System (SIPPK) have proved effective in increasing education stakeholders' capacity to use data for planning and to inform policy development; and these methodologies have the potential to supplement MONE's new Web-based EMIS, called PADATIWEB (*Pangkalan Data dan Informasi berbasis Web*).

Good Governance of Education

As described above, good governance at district level is essentially a factor of open and transparent relationships between key stakeholders: legislature, executive and civil society. The development of public policy which supports quality improvement and the effective, efficient management of education in a district require the transparent sharing of complete and accurate information. This should include data reflecting educational needs, the condition of the current system, finances and resources, and analysis. Open dialogue between all stakeholders, informed by this information sharing is the basis for policy development. Policy in this context includes strategic plans (*renstra*), annual budgets (APBD), and local regulations (*perda, keputusan bupati* ³⁰).

The results of a capacity assessment of the governance sector conducted in 2007–2008 showed that governance of basic education at the district level is very weak. Local parliaments (DPRD) are not well informed and lack the data and analysis on which to base policy. District Education Boards (*Dewan Pendidikan*) are often captured by the bureaucracy with no clear idea of how to play a useful or independent role in governance. The press is, for the most part, is equally poorly informed and generally lack capacity to act as an independent watchdog or provide credible public information on education issues. Perhaps more significant is the lack of communication between these governance-related institutions.

As a result of the assessment, it became 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 (SDS, SIPPK), 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.

The products that DBE1 has developed and implemented are not ends in themselves but means for improving education management and governance in schools and local governments. To ultimately achieve this end DBE1 has assisted local governments to produce various policies that institutionalize the results of DBE1 interventions.

³⁰ *Perda* is an abbreviation of *Peraturan Daerah* or District Regulation. *Keputusan Bupati* means District Head Decree.

Through December 2009, more than 30 district policies have been promulgated with DBE1 assistance (see Appendix 3). Various policy instruments have been used ranging from the highest form of local policy—regional regulations (*Peraturan Daerah [Perda]*) which are approved by the local legislature (DPRD)—to District Education Office Decision Letters (*SK Kepala Dinas*). The policies range from decrees on free basic education to instructions mandating use of school development planning or use of education financial analysis (AKPK) for planning purposes.

DBE1 good practice in education governance is a two step process. First, to develop the capacity of governance related institutions (local parliament, district education boards, press, and NGOs), public consultations are incorporated in DBE1 planning and financial analyses methodologies to allow for facilitators to enable these stakeholders to voice community aspirations, and as a means to promote transparency and accountability in local government management of education. Second, the result of the products of planning and financial analysis usually evolves into demand by the executive or the legislature for technical assistance to develop new policies to improve the quality of education, increase access to basic education, and strengthen education management. The key to successful policy development technical assistance is to combine expertise in legal instruments, education theory, and reliable data analysis.

3. Dissemination and Sustainability of Good Practice

The core strategy of the DBE project is to develop a limited number of target schools and districts as exemplars of good practice in the hope that this is taken up and implemented (or “disseminated”) by districts and other agencies, and that this process will influence government policy, creating a much wider impact. The purpose of this chapter is to describe the broader impact of DBE1 on schools and madrasah outside the initial target group, i.e., the extent of successful replication or “dissemination,” and to describe good practices of successful dissemination.

In this context, the term “dissemination” is used as synonymous with “replication”. For our purpose, “dissemination” means that programs, approaches and good practices from DBE are implemented by stakeholders using their own resources.

It should also be noted that sustainability, an essential element of good practice in project design and implementation, is closely tied to the concept of dissemination. Both are achieved through institutionalizing good practices developed through the project.

Defining Sustainability and Dissemination

Ultimately, good practices promoted by DBE1 will be implemented completely independently of DBE. In this sense, the term “replication,” which was previously used by the project, can be misleading with its suggestion of “cookie cutter”

duplication of the program. From the perspective of stakeholders, including GOI, it is not “replication” but “implementing good practice.” Other appropriate terms might be “mainstreaming good practice,” “scale-up,” or “dissemination”; terms which allow that stakeholder agencies who take up and implement good practices and aspects of DBE will make the program their own, do it in their own way, and give it their own context-specific flavor and slant.

Following advice from USAID, we usually use the term “*diseminasi*” in Indonesian documents as this is more familiar and acceptable to our counterparts. Throughout this report, the term “replication” is abandoned in favor of “dissemination” which suggests greater ownership by implementing partners.

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

Dissemination (or Replication) means that programs, approaches and good practices from DBE are implemented by stakeholders using their own resources.

To put the above operational definitions in concrete terms; as an example, if schools continue to implement school development plans and translate these annually into work plans and budgets, and if this process is institutionalized within schools and districts after the completion of the program, then the outcome is *sustainable*. If the district takes up the approach and trains other schools in school development planning, then *dissemination* is occurring.

The same principle applies at district level. If a district develops a good strategic plan (*renstra*), based on sound data and financial analysis together with open consultation with stakeholders, and if the *renstra* is operationalized through annual work plans (*renja*) and budgets (APBD) resulting in better educational management, then the good practice outcomes are sustainable—putting these outcomes into formal policy (*renstra*, *renja*, APBD, and local regulations or edicts) institutionalizes the practice, thus strengthening sustainability.

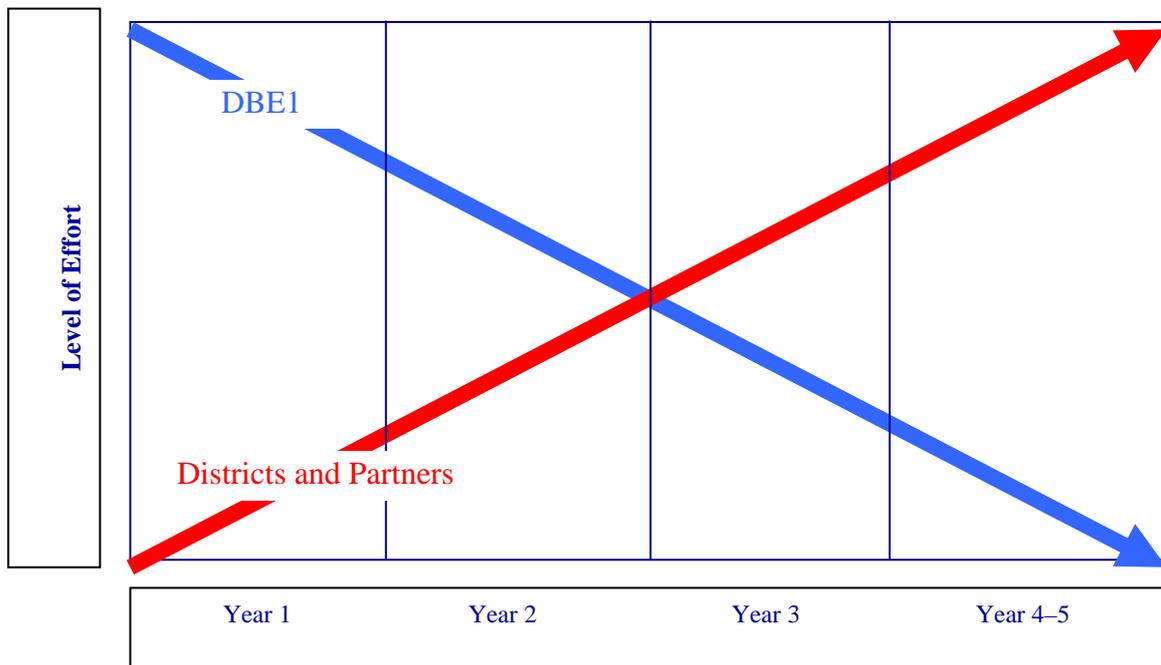
If these good practices set out in DBE1 manuals and supporting materials are formally adopted by government and nongovernment agencies, then a higher level of institutionalization is occurring, greatly enhancing the impact of the project.

The DBE1 Strategy for Dissemination and Sustainability

From the project planning and management perspective, both dissemination and sustainability are managed through an overarching *transition* strategy, as illustrated in **Figure 6** below. Since the beginning, it has been apparent that a degree of project support is required during transition. When such support is lacking, dissemination efforts are likely to fail. Without some years of capacity building, districts and implementing partners generally do not have the capacity to immediately implement a technically complex program such as school development planning. To ensure sustainability and support dissemination, DBE1 provides a progressively decreasing

level of support. As capacity to implement the program increases, support from the project is decreased.

Figure 6: Transition Strategy



As illustrated in **Figure 6** above, DBE1 has progressively decreased the level of effort in schools, communities and districts as the project has proceeded. Simultaneously, partner districts have progressively increased their level of effort as they have developed ownership and capacity. While the graphic displays an idealized concept, it is nonetheless the basis of our strategic approach and reflects reality.

An important aspect of this model is that transition commences on day one of project implementation. It is not a final phase that happens in the last year. By the time DBE1 closes offices and concludes activities (the blue line reaches the point zero on the graphic), local governments and their partners should assume 100% responsibility for ongoing implementation and dissemination (the red line reaches the top of the graphic).

In a sense, development projects operate in a marketplace. Districts and other agencies will “buy into” and disseminate programs only if they meet their needs, are closely aligned with government policy, and are affordable. The fact that districts have committed substantial funds and have disseminated elements of DBE1 over the last three years is a very positive sign (see below).

One of the first challenges in designing a strategy for dissemination was for the project to define the level and type of support to be provided by DBE1 for dissemination programs.

- Too *much* support, and it is no longer “dissemination” but rather project 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 are diminished. It is no longer dissemination, since the approach is no longer true to the original concept. Results are likely to be disappointing and, thus, both impact and sustainability is reduced.

Dissemination Results

Through the end of December 2009, nearly Rp 13 billion, or US\$1.365 million,³¹ has been allocated for dissemination of DBE1 programs in 68 districts. Of this amount, approximately US\$25,000 was expended for DBE1 district level programs, primarily BOSP; the remainder has been used for school-based management programs.³² Of this total cumulative amount, about Rp 10 billion came from annual district budgets (APBD) and the remainder, nearly Rp 3 billion, from a variety of non-APBD sources, including MORA funds, school funds (predominately BOS), and nongovernment sector funds (e.g., Muhammadiyah).

Table 4, below, indicates the number of schools and madrasah which, up until now, have participated in dissemination programs to implement DBE1 methodologies using funds from APBD and other sources. For every one target school in which the program has been fully funded by DBE1, another six or seven schools have implemented aspects of the program with independent funding.

Table 4: Number of Schools Implementing DBE1 Programs under Dissemination

Province	# of Schools
Aceh	79
Sumatera Utara	257
Banten	642
Jawa Barat	525
Jawa Tengah	2,794
Jawa Timur	3,429
Sulawesi Selatan	671
Grand Total	8,397

NOTE: Total schools for *Jawa Tengah* (Central Java), includes 15 schools from DYI (Yogyakarta) province.

The total number of districts that have implemented at least one DBE1 program is now 68. Forty of these are original DBE1 target districts, while 28 new non-DBE districts have recently begun dissemination. Further analysis shows that 50 districts have disseminated school-based management programs and 19 have disseminated district level programs. School development planning (RKS) is by far the program most widely disseminated.

³¹ Using a nominal exchange rate of Rp 9,500 = US\$1.

³² This amount of expenditure does not include funds already expended for implementing the first of the dissemination activities, i.e., training of Trainers (TOT). For example, the Provincial Religious Affairs Offices (*Kanwil Agama*) of Central Java and Yogyakarta provinces funded TOT in the quarter for their school supervisors and other officials, but those trainers have not yet trained schools (expected in the next quarter). Because the program has not been disseminated in schools, the total amount for that activity (Rp 323 million) is not reported as expenditure for dissemination.

DBE1 has begun to monitor and evaluate the quality of the programs that have been disseminated. Early results of a very small sample of schools indicate mixed success. About one-fourth of the districts have budgeted and carried out training using the DBE1 materials but have not followed the methodology. Products are poor or nonexistent. Another one-fourth has begun to follow the methodology, or had not finished the process at the time of monitoring, or had deviated from it. In most of these cases, something has been produced of mediocre quality. Nearly one-half of the schools sampled followed the methodology to a large extent, and the quality of the products is acceptable to good. There is evidence that quality tends to improve over time in districts that continue to fund dissemination annually. Further, early evidence indicates that when schools pool resources to fund dissemination training, the results tend to be good. In 2010, DBE1 will carry out and report on a more rigorous evaluation of the quality of dissemination.

Key Components of a Dissemination Strategy

The main elements of a dissemination strategy have been identified by previous projects, including: UNICEF/UNESCO-CLCC project, USAID's MBE, and UNICEF's Mainstreaming Best Practices project, as well as a number of other projects implemented by MONE and MORA with assistance of donors such as the World Bank, ADB, JICA, AusAid, GTZ, and the Dutch government. In this section, we describe DBE1's dissemination practices as learned in large part from these other projects.

The main strategies DBE1 employs to support dissemination and sustainability are as follows:

- Ensure participation of potential dissemination agents in program development, monitoring, and implementation.
- Ensure that dissemination materials are clearly aligned with or support government policy and that government endorsed the materials.
- Ensure potential agents of dissemination understand how to manage dissemination (plans and budgets) by providing technical assistance and dissemination management tools.
- Thoroughly train and certify local trainers/facilitators who can carry out dissemination of project interventions independently.
- Develop models of good practice where potential agents of dissemination can observe interventions in practice and converse with practitioners.

Participation of Stakeholders in Program Development and Aligning Project Interventions with Government Policy

From the very beginning of the project, DBE1 has consulted with both national-level education managers (MONE, MORA, and *Menko Kesra*) as well as with district (and in many cases, provincial) education stakeholders on the development, testing, and evaluation of project interventions. This has resulted in support or buy-in from most of those who participated, and at the same time, this participation has ensured that the

interventions support are in line with government policy and hence, relevant to immediate needs. This has contributed to dissemination support by these national, provincial and district stakeholders.

With inputs from these stakeholders, DBE1 has produced a complete set of School-Based Management materials, consisting of manuals for managers and facilitators and training materials for school and community personnel (see further Chapter 4, below). At the national level, the Secretariat for School-Based Management in MONE's Directorate for Kindergarten and Elementary Schooling, together with representatives of MORA, have taken part in a series of workshops to review the DBE1 materials being disseminated, have conducted a study of implementation, have promoted the DBE1 approach through a series of regional workshops reaching every district in the country, and have agreed to formally endorse the materials and have them published with government logos and signed introductory statements. Some provincial governments such as East Java and provincial MORA offices in Banten, Central Java, and Yogyakarta (a non-DBE target province) have contributed funds to support dissemination of DBE1 school planning methodology. As reported above, the majority of DBE target districts have provided district funds from the district budget to support dissemination.

Dissemination Management

Since the beginning of the project DBE1 staff have met regularly with district stakeholders formally in various workshops and informally in their offices to promote the idea of dissemination. Provincial level meetings have also been held to promote DBE1 interventions—often with other DBE partners and USAID participation. District and provincial governments have to begin preparing annual budgets some 6–8 months before the beginning of a fiscal year. Thus, DBE1 began meeting with district authorities in the period of June 2006 (one year after the beginning of the project), and annually thereafter in the same time period. Such consultation has resulted in increasing allocations for funding for replication, with many districts mandating, for example, that all schools should produce a school plan based on DBE1 principles. We are confident that funding for dissemination in these districts has now become routine and thus will continue after the project ends.

DBE1 developed a manual on how to manage dissemination. The manual includes a compact disk (CD) with all the formulas needed to calculate costs to implement each DBE1 program. All the districts need to do is enter prevailing unit costs (e.g., district travel and meals allowances, standard district allowances for photocopying) to determine the cost to implement one program for one school, and thereby plan the volume of dissemination accordingly. Standards and qualifications for trainers/facilitators are also included in the manual. The dissemination management manual is included in the set of school-based management materials that has been endorsed by MONE and MORA (see above).

Provide In-depth Capacity Development Training for Local Stakeholders to Train and Provide Technical Support to Schools and Districts

At the very beginning of the project, just before we began implementing the first DBE1 program in the first target schools, we asked the District Education Office and District MORA office to nominate staff who would be trained by DBE1 to gain the necessary skills over the life of the project and to enable them to implement the programs without DBE1 assistance. In most cases, school supervisors or *pengawas* were chosen, since an enlightened view of school supervision includes providing technical support. A common sense approach was taken to develop their capacity. First, they received a few days of train-the-trainers (TOT). This was followed by supporting them (i.e., provide the funding) to join DBE1 trainers in conducting training sessions and on-service follow up technical support (*pendampingan*), where they observed and assisted. Gradually, as these facilitators-in-training gained experiences, they took over the lead roles in facilitating training workshops and providing follow on on-service training in the schools. Over a period of three years, DBE1 also organized one-day bi-monthly forums to continuously upgrade their skills, and at the same time, bring on new persons to be trained as facilitators.

Most DBE target districts rely on these trained facilitators to implement the dissemination programs. Over 800 facilitators have been trained to implement DBE1 School-Based management methodologies. Some facilitators have begun to be employed outside their normal work areas to implement dissemination of the program. DBE1 has begun the processes of certifying qualified facilitators. Certification will be based on criteria such as length of training received from DBE1 and demonstrated competence to independently carry out training and post training mentoring. Assessments will be made of teams composed of local government members and DBE1 staff. Contact information for those who are certified will be distributed to district, provincial, and national stakeholders.

We have also begun to develop the capacity of service providers, currently university lecturers and NGO staff, who will be trained over a period of five to six months to assist districts in implementing DBE1 district-level planning and financial analysis programs. Working agreements have recently been signed with four institutions that will provide the service providers: (1) the Indonesia Education University (UPI) in Bandung; (2) the National University of Makassar (UNM); (3) the NGO, Center for Regional Studies and Information (PATTIRO);³³ and (4) the private University of Muhammadiyah, Surakarta (UMS).³⁴

Working with these institutions, in December 2009 we jointly selected 16 individuals from the service provider institutions in a merit-based selection process. Induction training will be conducted early in 2010, followed up by a second training activity one

³³ Pusat Telaah dan Informasi Regional.

³⁴ In order to provide a full training experience for the service providers (SP), we intend to offer on-the-job training for each step in the DBE1 methodologies. Because we have completed or nearly completed these interventions in the original DBE target districts, we have signed agreements with three district governments in South Sulawesi, Central Java, and West Java/Banten, where the DBE1 programs will be implemented, to serve as a venue for SP training.

month later. We expect that both resource persons from MONE and MOHA will attend these trainings. After this, the trainees will join experienced DBE1 staff to implement the program in the new districts as on-the-job training or “professional apprenticeship.” Towards the end of this period, DBE1 will discuss with MONE and MOHA possible mechanisms for certifying the service providers and disseminating the information to stakeholders throughout the country.

Develop Models of Good Practice

At the beginning of the project, DBE1 funded representatives from the first cohort of about 500 schools in six provinces to observe good practices and then meet the practitioners in schools that had implemented good school-based management practices through USAID’s MBE and UNICEF/UNESCO CLCC projects. Once having gained the vision of what a “good school looks like,” the DBE school leaders began immediately and enthusiastically implemented DBE1 school-based management practices and DBE2 active learning practices (PAKEM). After one year of project implementation, the first 500 DBE schools became models for a second cohort of about another 500 schools. The approximately 1,000 DBE schools have, in many cases, become models for the 8,000 schools that have disseminated DBE1 programs.

In the third year of the project, DBE1 designated a few schools in each district to serve as models or reference schools for dissemination. These schools were not given any extra programmatic inputs. Instead, we provided a small amount of coaching to school stakeholders on how to accommodate visitors and respond to their questions. Likewise, one district in each province has been designated a reference district to serve as models for other districts that would disseminate DBE1 interventions. These districts, in addition to successfully implementing the same DBE1 school and district level programs as all other DBE districts, will also be implementing pilot programs in the areas of education asset management, school supervision management, and personnel management. DBE1 has neither the time nor resources to roll out these three programs to all DBE districts in the time remaining. However, we expect that several other districts will seek assistance from these reference districts to implement these programs.

4. Institutionalization and Transfer of DBE1 Products

As described, DBE1's core strategy is to develop and pilot methodologies to improve management and governance at school and district levels and to build the capacity of district facilitators and service providers to be able to disseminate these methodologies. To support this approach, we have produced sets of manuals and training materials. Throughout the project, these materials have been continually refined and updated as part of the process of piloting and continuous improvement. From time to time, we have revised materials, as described, in line with changes in the regulations, as it is critically important that our manuals align with and support implementation of the laws and regulations currently in force.

In order to fully institutionalize the good practices developed under the project, DBE1 products will be transferred to MONE and MORA. These agencies will then determine how the materials will ultimately be used by schools, districts, and provinces in consultation with local stakeholders and other donors. This means that the ownership of these materials shifts from USAID/DBE1 to the GOI. DBE1 products include training materials, manuals, software, and reports on good practice in local government and school level education planning, management, and governance, as well as community participation in management practices. As described above, this process has depended very much on the participation of MONE and MORA partners in the development, piloting, and finalization of the materials. To date, DBE1 has produced about 25 manuals and training materials of various kind and newsletters from all provinces (see **Appendix 1** for a listing of products). We have also routinely contributed to the DBE3 newsletter produced on behalf of the whole project.

DBE1 manages a project Web site where a large body of material is published, including manuals, reports, success stories, and reference material such as Indonesian government laws and regulations. Project reports are also available online; currently 19 quarterly reports and 4 annual reports have been published. Since its inception in June 2006, the site recorded some 1,488,844 hits. The page request rate has steadily climbed over the period of project implementation.

DBE1 reports and materials are also routinely uploaded to the USAID Development Experience Clearinghouse (DEC) (see **Appendix 2**.) Locally in Indonesia, the project has also been featured in well over 200 newspaper articles, in many cases highlighting good practice. Many of these are also published in on-line versions.

In summary, the full package of DBE1 school-based management materials is now in the final stage of being published under MONE and MORA logos and with introductory statements from Directors from the two ministries, as well as a message from the Deputy Director of *Menko Kesra*. The package includes a manual for district- or system-level managers and an overview on how to use the packet, training modules for school leaders, a manual for the SDS, training modules for strengthening

school committees, manuals for preparing RKS, and a manual on facilitation technique.

The district-level capacity development manuals, training materials, and software are in the process of being transferred to MONE and MORA. Because these materials are intended to support decentralization policies, it may not be appropriate for the national level ministries to formally sanction them; however, we expect MONE and MORA to make some form of endorsement in keeping with decentralization regulations. MOHA has indicated that it will endorse the final edition of the district strategic planning materials and software.

In 2006, DBE entered a public-private alliance partnership with the US firm ConocoPhillips, whereby this organization provided a grant of US\$1 million, which was matched by about US\$250,000 from USAID/DBE1 to fund reconstruction of 35 schools that were damaged by an earthquake in Yogyakarta and Central Java provinces. DBE1 distributed grants directly to the schools, and the schools managed the construction themselves with technical guidance from DBE1. This good practice resulted in construction of high quality earthquake proof buildings. A substantial bi-product of this good practice also resulted in significant contributions from the community and a high sense of community ownership. A manual for constructing earthquake-proof schools using the community participation method was disseminated to MONE and MORA.

5. How National Policy is Implemented at District and School Levels

This report has documented project outcomes, highlighting DBE1 good practices, how these were developed and tested, and the extent of successful dissemination. It is intended to inform MONE and MORA on the implementation of national policy at the lower level (districts and schools), and in this way to provide input into national policy dialogues.

In this final chapter, we summarize key lessons learned and address this final point. In this context there are two key messages:

1. Based on the DBE1 experience, the Government of Indonesia's policies on decentralized basic education are essentially sound, well-directed, and can be implemented effectively at the school and district level in this country.
2. Successful implementation of these policies at school and district levels requires additional capacity building and support that is more than is typically provided.

This specifically refers to policies covering: school-based management (MBS) and school development planning (RKS); the role of school committees; district strategic planning (*rensta*); district education management; district education governance; and the role of local legislatures (DPRD), education councils (*dewan pendidikan*), and civil society.

Working together with GOI partners, DBE1 has developed a number of good practices that support the implementation of these national policies. These may be summarized as follows.

Summary of Good Practices that Support Decentralized Implementation of Government Policies

Good practice in school development planning (RKS): DBE1, in close consultation with MONE and MORA, has developed and piloted a school development planning methodology that is aligned with current government policy and is thus mandated for schools. This methodology supports good practice in planning and school-based management.

For schools to prepare plans that fully meet the requirements of current government regulations, that are information-based and are prepared in a participative manner, and that are implemented to improve school performance, schools need assistance. The DBE1 methodology for training and mentoring schools has proved effective in achieving this good practice outcome.

Good practice in school governance: The good practice in school governance is DBE1's training program, which operationalizes current government regulations that mandate the role of school committees and principals, and take into account the principles of adult learning and participative decision making. DBE1 baseline data shows that prior to project assistance, most school committees were formalistic bodies

appointed by the school head and with no role other than (1) to collect fees and (2) for the committee head to sign off on school budgets and similar documents. Most principals and committee members are unaware of the government regulations governing school committees and of the roles and responsibilities that they set out for school committees. The training modules piloted by DBE1 provide information and capacity building and successfully empower school committees.

DBE1 has also pioneered the development of an approach to empowering schools through their committees to lobby for village funds through the *musrenbangdes/kel* process. This is good practice in a climate of diminishing funds for schools and restrictions on parent contributions brought about by policies of “free schooling.”

Good practice in school data management: Prior to project intervention, most schools did not effectively manage data. If data is collected at all, it is typically because it is required by the district or subdistrict office. The data is rarely analyzed or used at the school level except in the simplest and most basic form. Because it is not seen as useful, data is not valued, and the data reported to higher levels is often incomplete and inaccurate.

The good practice developed by DBE1 places emphasis on using available data for planning. The School Database System (SDS) introduces computer-based data management to schools for the first time. SDS is as an easy-to-use application, using the familiar Excel platform, which handles basic school-level data. It produces reports in government-required formats for a range of purposes and audiences including:

- School Operational Fund (BOS) reports—for the BOS management section of MONE;
- School Accreditation reports—for the School Accreditation Board (BAS);
- School Report Cards—for school community and stakeholders; and
- School Profile—for school development planning (RKS).

Good practice in district financial analysis: Prior to DBE1 interventions, districts typically stored financial data in thick binders, inaccessible to the majority of policy makers and planners. Little useful analysis was undertaken. DBE1, in partnership with government stakeholders, has developed two complementary tools for financial analysis that greatly assist local and higher levels of government in planning and policy making: District Financial Analysis (AKPK) and School Unit Cost Analysis (BOSP).

Use of these tools gives district managers and stakeholders, for the first time, an accurate assessment of the cost of educating a child at each level in the system and a comprehensive understanding of education financing from the various budget sources available (national, provincial, and district budgets).

This enables decision makers, for the first time, to accurately predict costs, calculate short-falls, and formulate policy and district budgets based on real needs.

Good practice in district strategic planning: Prior to DBE1, most district strategic plans (*renstra*) were prepared by external consultants, hired for that purpose. These

plans were typically prepared with little reference to data, little analysis, and little or no stakeholder consultation. The good practice introduced through DBE1 is the preparation of information-based strategic plans that are translated into annual work-plans and district budgets and also inform broader policy development.

DBE1 methodology to achieve this

- supports the implementation of MOHA policy;³⁵
- enables districts to formulate strategic objectives based on data analysis;
- contains easy to use software for analysis (SIPPK);
- includes development of a finance plan based on financial analysis;
- helps operationalize district vision and mission statements; and
- links to MONE's national strategic plan.

Good practice in education management information systems (EMIS): Based on the DBE1 EMIS assessment, submitted in April 2007,

- MONE's EMIS is not designed in such a way as to adequately motivate schools and districts to take a vested interest in the success of EMIS.
- Schools and districts would be more motivated to enter data more accurately and in a timely fashion if the data were in a form readily available for their own planning purposes.
- Districts have low capacity for data analysis.

DBE1 has developed a number of EMIS tools that demonstrate the *use* of data for planning and policy development. This, in turn, generates *demand*, which stimulates *supply* of quality data. The tools include easy-to-use software that enables analysis of existing data to inform planning, management, and policy. In collaboration with MONE's statistics center (PSP), DBE1 is currently piloting a program to strengthen EMIS in two districts in Aceh. Results are expected to inform national policy.

Good practice in district education governance: Good governance is, in essence, a matter of open, constructive relationships and communication between the executive, legislature, district leadership, civil society, press, and related institutions such as the Education Board (*Dewan Pendidikan*), private sector, NGOs, and the broader community. Transparency and accountability are multidirectional. The outcome is educational policy, plans and management based on an open sharing of accurate and complete information, and the voicing of aspirations by key stakeholders.

DBE1 has developed an approach to support information-based education policy formulation. We bring together key education stakeholders in multi-stakeholder forums and facilitate the shared review of data analysis. In this context, we facilitate policy dialogue based on data analysis and needs assessment. This approach requires the thorough collection and analysis of data, followed by good presentations; all of which are outcomes of DBE1 finance and planning methodologies.

³⁵ Particularly *Undang Undang No 25/2004 tentang Sestim Perencanaan Pembangunan Nasional*, and the new government regulation on Education Financing (PP 48 of 2008).

Dissemination of good practices: Dissemination has occurred mainly at the school level until recently. We are now also seeing the impact of good practice from DBE1 district level methodologies. This is occurring in the context of an ongoing collaboration with MONE, MORA, provincial and district administrations, and other donors. DBE1 school-based management methodologies have been introduced across the country in MONE's regional workshops and are also being picked up and disseminated across district boundaries, in some cases with provincial funding or support.

In the final period of project implementation, these various collaborations will become a major focus as DBE1 methodologies are institutionalized and shift from being artifacts of a USAID project, to become official GOI methodologies. These good practices have been developed with relevant government partners and support the implementation of national and provincial policy to improve the quality of basic education.

The strategy for sustainability and dissemination of good practices in DBE1 is embedded in the belief that has underpinned DBE1's approach since the beginning of the project: that our task is to assist the Indonesian government and nongovernment stakeholders to better implement official GOI policy by collaboratively developing and piloting methodologies that build capacity and support good practice in target districts.

Summary of Local Implementation of Government Policies

Government policies are promulgated in the form of a hierarchy of laws, passed by the national parliament, and subsequent regulations for implementing the laws. The highest level of regulation is a government regulation (*peraturan pemerintah [PP]*) issued by the President, followed by various regulations issued by relevant technical ministries, most commonly denoted as *peraturan menteri (Permen)* (where *permendiknas* denotes a MONE ministerial regulation).³⁶ All DBE1 interventions have been in line with or support implementation of the laws and regulations relating to decentralized basic education. The laws and regulations are those relating to the 2003 Education Law, package of Decentralization Laws (relating to regional government and finance) and National Planning Law. The implementation at the local level of technical regulations supported by DBE1 programs are those that primarily have been issued by MONE, MORA, MOHA, and MOF.

As described above, it should be noted that implementation of a specific regulation in most cases automatically supports implementation of a higher level regulation or law.

The major MONE and MORA policies, as well as relevant MOHA, MOF, and *Bappenas* policies, which have been implemented at the local level, are summarized as follows. Each policy is grounded in a number of different laws and regulations. Below only those most commonly referenced by DBE1 are noted.

³⁶ See "Study of Legal Framework for the Indonesian Basic Education Sector, Second Edition.

Law 20/2003 on the National Education System, Government Regulation PP 5/2006, Ministerial Decree Permendiknas 35/2006, and PP47/2008 on nine-year compulsory education: These are main policies that regulate compulsory education and the funding mandates to enable all children access to basic education. DBE1 school and district-level methodologies focus on access to education as well as on improving quality of education. Our education finance methodologies and governance programs assist districts (and in some cases provinces) to determine funding needs to help ensure universal access for basic education and the promulgation of local regional policies to authorize such funding. AKPK also helps districts to implement the policy that all 20% of regional government budgets must be allocated to education (*Law 20/2003, Para.49*).³⁷

Law 25/2004 (“The Planning Law”), PP 8/2008, and Permendiknas 32/2005: The Planning Law and subsequent government implementing regulation (*PP 8/2008*) require national ministries and regional governments to develop long-term and medium-term strategic plans. DBE1’s *renstra* methodology has assisted over 30 district governments to implement these regulations. *Permendiknas 32/2005* is a ministerial regulation that contains MONE’s long-term (20-year) plan and its strategic plan for the period 2005-2010. MONE’s strategic plan can be summarized in terms of three pillars for improved education: (1) access (including universal access to basic education), (2) quality of education, and (3) education management and governance. All DBE1 interventions focus on implementing this policy in various ways. The *renstra* methodology specifically intends to link district strategic plans to MONE’s plan.³⁸

Government Regulation (PP 19/2005) and Ministerial Decree (Permendiknas 19/2007): *PP 19/2005* sets National Education Standards, while the following ministerial decree updates requirements for school-based management. Both regulations provide technical guidance for implementing the 2003 Education Law (*UU20/2003*). Several DBE1 interventions directly support implementation of the regulation at the school and district government levels. DBE1’s school-based management practices have shown that MONE/MORA school-based management policies are valid and workable if the appropriate technical assistance and training methodologies are applied.

DBE1 programs have helped to implement some aspects of *PP 19/2005* relating to enforcing National Education Standards, especially those relating to management and funding.³⁹ In addition to taking these standards into consideration in the development of all DBE1 methodologies, specifically DBE1’s school operational cost analysis methodology (BOSP) has assisted schools and districts to calculate school operational costs required to meet National Education Standards.

³⁷ The results of all districts that have implemented AKPK show that they allocate more than 20% of their budgets to education.

³⁸ MORA does not have a strategic plan specifically for education. Madrasah education forms a chapter in MORA’s strategic plan for religious affairs. MORA, however, is required to adhere to national Education Standards; hence, most policies implemented through DBE1 programs also apply to MORA.

³⁹ Eight sets of standards are listed in the regulation. See DBE1 report, *Study of Legal Framework for the Indonesian Basic Education Sector, Second Edition*, p. 17, for a description of the standards.

Ministerial Regulation, Kepmendiknas No 044/U/2002:⁴⁰ This regulation concerning School Committees and Education Boards lays out the roles, rights, and responsibilities for these governing bodies at the school and district level. With the passing of the Law on the National Education System (20/2003),⁴¹ Indonesia formally adopted a policy of school-based management for all of its public and private schools and madrasah. DBE1 School Committee and Leadership training methodologies fully support implementation of this policy as well as aspects of *PP 19/2005* and *Permendiknas 19/2007* related to school planning and budgeting.

Joint Circular Letter by Bappenas and MOHA on Guidelines for Development Planning (No. 0008/M.PPN/01/2007/050/264/SJ) and MOHA Circular LETTER on Guidelines for Grants for Village Development (No. 140/640/SJ): DBE1's district strategic development planning methodologies and training for school committees to access Village Development funds assist in implementing these GOI policies. DBE1 is also developing methodologies for assisting district governments in annual planning, focusing on linking annual plans to strategic plans. This has not been discussed above because it has not been fully implemented, and hence, not reported as a good practice. DBE1 expects to provide technical assistance in this area to all districts that have produced strategic plans (*renstra*) by June 2010.

PP 38/2008 and Permendiknas 12, 13, 19, 24, 50 of 2007: These last five regulations relate respectively to roles and school supervisors (*pengawas sekolah*) and principals, school management and infrastructure, and management by provinces and districts. In addition to the methodologies described above (school-based management, district planning and financial analysis, and governance programs), DBE1 is in the processes of developing capacity development, methodologies to improve supervision and asset management and education personnel management. *PP 38/2008* also relates to management of national and regional assets, which DBE1 is helping to implement through its asset management program. These latter interventions are still being developed and tested and not fully implemented; hence, they have not been described as good practices. We expect these programs to be fully developed and implemented on a limited basis before the end of the project.

Law 17/2003, Law 1/2004, Law 15/2004 and PP 48/2008: This package of decentralization financing regulations determines how districts and provinces receive the major part of their funding from the national government. Because of the complexity of the financing system largely controlled by MOF, districts (and some provinces) are sometimes uncertain about the amounts of funds available or expected, and even in some cases their proper use. DBE1 methodologies for planning and education finance analysis take these laws and implementing regulations into account and thereby support their implementation at the regional level.

PP 48/2008 describes various education costs that require funding: school costs (investments, operational costs, financial assistance for families and students). The

⁴⁰ *Kepmendiknas* is an abbreviation of *Keputusan Menteri Pendidikan Nasional* or Decree of the Minister for National Education.

⁴¹ Undang Undang Sisdiknas 20/2003—This and other relevant laws and regulations may be found on the DBE Web site, <http://www.dbe-usaid.org/> under the Resource Materials section.

regulation provides detailed instructions to government agencies at central and regional levels on how and where to allocate expenditures in their budgets. The regulation also allows schools to collect parental contributions if, among others, the contributions are linked to the school's strategic and annual plans, which are oriented toward achievement of National Education Standards (NES). DBE1's planning and budgeting methodologies clearly support implementation of this policy.

PP 7/1999 on Accountability Reports for Performance of Government Agencies (LAKIP): This is the regulation that is the basis for annual evaluation and reporting on implementation of the district's strategic plan. Again, this program is in the process of development and not reported above. All DBE districts that have produced *renstra* will be assisted in this activity by February 2010, in order to implement this regulation.

Implementation of MONE EMIS Policies: MONE's EMIS policies are rooted in various laws and regulations not cited here. Suffice to say that the EMIS does not work well largely because of the poor supply of valid data from schools to districts and from districts to the national ministry. DBE1 has determined that better use of data at the lower levels (schools and districts) will result in better supply of data to levels of government above. There is evidence that data use is resulting in better supply of data at the district level, but in too many cases this is not efficiently or effectively channeled up to MONE at the national level. Thus, DBE1 has helped to implement MONE EMIS policies by laying the groundwork for a better supply of data at the local levels. We are now piloting the use of innovative ICT methodologies together with MONE that may result in better transfer of data from schools/districts to the national ministry.

MONE/MORA Bantuan Operasi Sekolah (BOS) Policy: MONE and MORA send funds directly to schools and madrasah to help them fund operational costs that meet National Education Standards.⁴² DBE1 found that schools and districts have great difficulty in interpreting BOS regulations and reporting requirements. This uncertainty also applies to the national and regional inspectorates and auditing agencies that have had different interpretations of policy and thus have issued conflicting findings. The MONE BOS team requested DBE1 to assist in clarifying reporting procedures. As a result, we produced technical guidelines to help schools do better in reporting on the receipt and use of BOS funds. The guidelines will be included in MONE's 2010 BOS implementation manual; we are in the process of discussing with MORA how incorporate the technical guidelines in its revised manuals. (Incidentally, the new guidelines require BOS funds to be based on DBE1 RKS planning formats.) At the time of this writing, DBE1 and MONE have been working with relevant inspectorates and auditors to achieve a common understanding of BOS policies and regulations, and we are developing a simple school-based

⁴² The practice of supporting schools with such grants is rooted in the 2003 Education Law. However, the practice has actually been in force since the 1999 financial crisis. See Appendix 2, "Study of the Legal Framework for the Indonesian Basic Education Sector," Second Edition.

computerized reporting system⁴³ that MONE believes will substantially improve transparency and accountability in the management of BOS funds.

Conclusion

We now know that decentralized educational management and governance can work in Indonesia. What is clear is that the implementation of GOI policies on decentralized management and governance of basic education, including School-Based Management, requires support at the school and district levels. DBE1 has developed successful approaches to providing this support. These approaches and methodologies are currently being finalized in formats that can be transferred to the Government of Indonesia and to other agencies, including international donors, for use and further development.

⁴³ MONE believes that about 50% of MONE elementary schools and nearly all junior secondary schools now have computers and that the number of elementary schools with computers will increase rapidly over the next few years. Schools are now able to purchase computers with BOS funds.

Appendix 1: DBE1 Products

Table 1-1: DBE1 Products

No	Program	Title	Edition	Report Type	Status as of February 2010
1	EMIS and ICT	Education Hotspots	January-06	Deliverable (15) Report	Submitted and approved by USAID
2		Grants Application Manual	April-06	Manual	Submitted and approved by USAID
3		Grants Manual	October-06	Manual	Submitted and approved by USAID
4		Systematization of Information Updating and Reporting	August-07	Training Report	Internal Report
5		Pilot Project for EMIS Strengthening	May-08	Feasibility Study	Developed together with MONE PSP Balitbang
6		Directory of Schools, School Profile, and Training Participants of DBE1 Programs at School Level	April-09	Directory	Presented to MONE MBS Secretariat
7	Public Private Alliance	Manual for Emergency School and Madrasah Rebuilding	June-05	Training Module	Developed together with Klaten Education Office
8		Manual for Post-Earthquake Schools and Madrasah Reconstruction and Rehabilitation with Community Participation	December-08	Training Module	Presented to MONE and MOHA
9	School Level Activities	MBS Manual	July-09	Manual	Developed together with MONE and MORA. Currently under review with MONE
10		RKS/M Development Manual	July-09	Manual	Ditto
11		School Committee Training Modules	July-09	Training Modules	Ditto

No	Program	Title	Edition	Report Type	Status as of February 2010
12		Leadership for School/Madrasah Principals	July-09	Training Modules	Ditto
13		Facilitation Techniques Manual	July-09	Manual	Ditto
14		Establishment of School Development Plan Working Group Manual	July-09	Manual	Ditto
15		Implementation, Monitoring, Evaluating, Reporting, and Updating of School Development Plan Manual	July-09	Manual	Ditto
16		How to Fill Out School Profile in School Development Plan Manual	July-09	Manual	Ditto
17		Blank School Profile Forms in School Development Plan	July-09	Instrument	Ditto
18		School Database System Technical Guideline	July-09	Manual	Ditto
19	District Planning and Financial Analysis	How to Develop District's Capacity Development Plan	July-07	Manual	DBE1 provided inputs to MONE/World Bank's RPK program
20		Manual to Develop a Strategic Plan for Education Office	January-08	Manual	Ongoing support for DBE1 methodology by MOHA
21		Manual for District Education Finance Analysis	March-08	Manual	Initial draft
22		BOSP Facilitation Manual	December-08	Manual	BSNP fully supports DBE1 methodology. However, no official sanction yet
23		District Planning Information Support System (DPISS) Manual	December-08	Manual	Second draft completed
24		Manual for School Management Supervision	In process	Manual	In process
25		School Finance Management Manual (BOS Manual Supplement)	In process	Manual	Developed together with BOS National Team

No	Program	Title	Edition	Report Type	Status as of February 2010
26		Manuals for Districts to Track Asset Management and Maintenance	In process	Manual	In process

Note: RPK = Capacity Development Plan; DPISS = District Planning Information Support System (now SIPPK).

Appendix 2: Status of Project Documents Uploaded in USAID Development Experience Clearinghouse (DEC)

Table 2-1: Status of Uploading Documents to Development Education Clearing House (DEC)

Report	Date Uploaded to DEC
Monitoring Progress Report 1, dated September 2006	09-28-2009
Monitoring Progress Report 2, dated September 2007	09-28-2009
Monitoring Progress Report 3, dated November 2007	09-28-2009
Monitoring Progress Report 4, dated June 2008	09-28-2009
USAID Chevron Vocational Training Monitoring and Evaluation (Final Report: DBE1 Special Report), dated September 2007	09-28-2009
Annual Report III October 2007–September 2008	03-31-2009
Study of Legal Framework/Summary of Laws of Regulations (2007)	03-05-2009
Replication of DBE1 School Development Planning, October 2008	03-05-2009
Public-Private Alliance, September 2008 – Year 3	03-05-2009
Public-Private Alliance, September 2007 – Year 2	03-05-2009
Public-Private Alliance – Year 1, dated August 14, 2006	03-05-2009
School Reconstruction, Central Java Monitoring Progress Report 1 August 2008	03-05-2009
District Education Finance Analysis (DEFA), October 2007	03-05-2009
EMIS Assessment June 2007	03-05-2009
ICT Grants September 2006, DBE1 ICT Grants Report	03-05-2009
Review of Materials on Education Planning, Management, and Governance, June 2007	03-05-2009
More Effective Decentralized Education Management and Governance October 2006—Sept 2007 Annual Report, Year 2	03-05-2009
More Effective Decentralized Education Management and Governance, April 2005—September 2006, Annual Report Year 1	03-05-2009
Policy Reform in Education Planning, October 2007	03-05-2009

Appendix 3: Contribution of DBE1 in District Policy Development

Table 3-1: DBE1 Contribution to District Policy Development

No.	Province	District	Policy	Status	DBE1 Contribution
	Aceh	Aceh Besar	Circular letter of Head of Education Office requesting schools to have RKS/M and integrating of school plan into the district's	Complete	Full technical assistance
			Revision of Qanun No. 23/2002 to 5/2008 on education	Complete	Provided input
	North Sumatra	Deli Serdang	Decision letter of Head of Education Office requesting SD, SMP, and SMA to have RKS	Complete	Full technical assistance, Education Office developed document
		Deli Serdang	Draft District Regulation to fulfill schools' operational costs through BOSDA	In Process	
		Tanjung Balai	Decision to allocate budget for poor students	Complete	
	West Java	Karawang	Head of District Decision on fulfilling schools' operational costs through BOSDA	Complete	Full technical assistance, Education Office developed document.
		Province	Head of Province Decision on fulfilling schools' operational costs through Provincial BOS	Complete	Based on presentation of Karawang Head of District to Governor.
		Tangerang	Head of Municipality Decision on fulfilling schools' operational costs through BOSDA	Complete	Full technical assistance, Education Office developed document.
		Sukabumi	Head of District Decision on fulfilling schools' operational costs through	Complete	Full technical assistance, Education Office developed document.

No.	Province	District	Policy	Status	DBE1 Contribution
			BOSDA		
	Banten		Head of Education Office Decision Letter requesting SD and SMP to develop RKS	Complete	Full technical assistance, Education Office developed document.
	Central Java	Boyolali	Head of Education Office Decision Letter on planning mechanism	Complete	Full technical assistance
		Boyolali	District Regulation on Education	Complete	District Parliament member who was involved in DBE1 activities, suggested to include RKS/M in the Perda.
		Jepara	Head of District Regulation on Free Education	Complete	Provided input to the process
		Jepara	Head of District Regulation on fulfilling of school operational costs through BOS (90%)	Complete	Full technical assistance, Education Office developed document.
		Kudus	Head of District Regulation on education-sector human resource	Complete	Full technical assistance
		Kudus	Head of District Decision Letter on District BOS	In process (awaiting approval from Sekda)	Full technical assistance, Education Office developed document.
	East Java	Tuban	Head of Education Office Decision on 2009 Technical Guidance to implement BOSDA	Complete	BOSP results were used as basis of decision
		Tuban	District draft regulation on education	In process	Full technical assistance Cost sharing
		East Java Provincial Education Office and	Final report on BOSP calculation for 2009 in accordance to BSNP for 24 districts	Complete	Full technical assistance Cost sharing

No.	Province	District	Policy	Status	DBE1 Contribution
		Bappeda			
		Mojokerto	District draft regulation on education	Complete	Provided substance of Perda
		Sampang	District draft regulation on education	Complete	Provided substance of Perda
		Bangkalan	District draft regulation on education	In process	Provided substance of Perda
		Sidoarjo	Head of District Regulation on expenses of education for poor students	Complete	Provided substance
		Sampang	Head of Education Office decision letter requiring schools to have RKTS/RKAS	Complete	Provided substance
		Mojokerto	Head of District decision on implementation of BOSDA SD/MI and SMP/MTs for 2009	Complete	Provided substance
		Tuban	Head of Education Office decision letter requesting schools to have RKS	Complete	Full technical assistance
		Mojokerto	Head of Education Office decision letter requesting schools to have RKS	Complete	Full technical assistance
		Surabaya	Head of Education Office decision letter requesting schools to have RKS	Complete	Provided substance
		Nganjuk	Head of Education Office decision letter requesting schools to have RKS	Complete	Full technical assistance
	South Sulawesi	Soppeng	District draft regulation on education	In process	Full technical assistance
		Sidrap	District draft regulation on free education		Provided input on draft
		Enrekang	District draft regulation on education		BOSP results were used as basis of development

Note: **SMP** = Sekolah Menengah Pertama/Junior secondary school; **SMA** = Sekolah Menengah Atas/Public high school (university track); **BOSDA** = Bantuan Operasional Sekolah Daerah/Local School Operation Assistance; **RKTS** = Rencana Kerja Tahunan Sekolah/Annual School Work Plans; **MI** = Madrasah ibtidaiyah/Islamic primary school; **MTs** = Madrasah Tsanawiyah/Islamic junior secondary school.

Appendix 4: Abbreviations, Acronyms and Glossary

Abbreviations and Acronyms	
Abbreviation	Definition <i>Bahasa Indonesia</i> and [English]
ADB	Asian Development Bank
ADD	<i>Anggaran Alokasi Dana Desa/Kelurahan</i> [Village Budget Allocation]
AKPK	<i>Analisis Keuangan Pendidikan Kabupaten/Kota</i> [District Education Finance Analysis]
APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> [District Government Annual Budget]
APBE	Indonesia-Australia Partnership in Basic Education
APBN	<i>Anggaran Pendapatan dan Belanja Negara</i> [National Government Annual Budget]
AusAID	Australian Agency for International Development
Balitbang	<i>Badan Penelitian dan Pengembangan</i> [Research and Development Body]
Bappeda	<i>Perencanaan Pembangunan Daerah</i> [Regional Development Planning Agency]
Bappenas	<i>Perencanaan Pembangunan Nasional</i> [National Development Planning Agency]
BAS	<i>Badan Akreditasi Sekolah</i> [School Accreditation Board]
BIA	<i>BOS (Bantuan Operasional Sekolah)</i> Impact Analysis
BOP	<i>Bantuan Operasional Pendidikan</i> [Education Operational Grants]
BOS	<i>Bantuan Operasional Sekolah</i> [school grants]
BOSDA	<i>Bantuan Operasional Sekolah Daerah</i> [Local School Operation Assistance]
BOSP	<i>Biaya Operasional Satuan Pendidikan</i> [School Unit Cost]
BP	Best Practice
BRR	Bureau for Reconstruction and Rehabilitation (Aceh and Nias)
BSNP	<i>Badan Standar Nasional Pendidikan</i> [National Education Standard Board]
CD	compact disk
CLCC	Creating Learning Communities for Children
MPW	<i>Menko Kesra</i> [Coordinating Ministry for People's Welfare]
COP	Chief of Party
CSO	Civil Society Organization
DAU	<i>Dana Alokasi Umum</i> [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
DEC	Development Experience Clearinghouse [USAID]
DEFA	District Education Finance Analysis
DPISS	District Planning Information Support System (now SIPPK)
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> [district parliament/local legislature]
DSC	District Steering Committee
DTT	District Technical Team
DYI	Yogyakarta province

Abbreviations and Acronyms

Abbreviation	Definition <i>Bahasa Indonesia</i> and [English]
EMIS	Education Management Information Systems
ESP	Environmental Services Program [USAID project]
GDA	Global Development Alliance
GDP	Gross Domestic Product
GGSP	Good Governance Sektor Pendidikan (Good Governance in The Education Sector)
GOI	Government of Indonesia
GTZ	German Technical Assistance Agency [<i>Deutsche Gesellschaft für Technische Zusammenarbeit</i>]
IAPBE	Indonesia-Australia Partnership in Basic Education [AusAID project]
ICT	Information and Communication Technology
ILO	International Labor Organization
Jardiknas	Jaringan pendidikan nasional – national education network
JICA	Japan International Cooperation Agency
KADIN	Indonesian Chamber of Commerce
Kandepag	<i>Kantor Departemen Agama</i> [District Religious Affairs Office]
KKG	<i>Kelompok Kerja Guru</i> [teachers' working group]
KKRPS	<i>Kelompok Kerja RPS</i> [school RPS team]
KTSP	Kurikulum Tingkat Satuan Pendidikan [School Unit Curriculum]
LAKIP	<i>Laporan Akuntabilitas Kinerja Instansi Pemerintah</i> [Accountability Reports for Performance of Government Agencies]
LAPIS	Learning Assistance Program for Islamic Schools
LG	Local government
LGSP	Local Governance Support Program [USAID project]
LOE	Level of Effort
LPMP	<i>Lembaga Penjamin Mutu Pendidikan</i> [Education Quality Assurance Body]
M&E	Monitoring and Evaluation
MAPENDA	<i>Madrasah dan Pendidikan Agama</i> [Religious and Madrasah Education]
MBE	Managing Basic Education [USAID project]
MBS	<i>Sekretariat Manajemen Berbasis Sekolah</i> (SBM=School Based Management)
MCA	Millennium Challenge Account
Menko Kesra	<i>Kementerian Koordinator Bidang Kesejahteraan Rakyat</i>
MGMP	<i>Musyawarah Guru Mata Pelajaran</i> [Subject-based Teachers Association]
MI	<i>Madrasah Ibtidaiyah</i> [Islamic primary school]
MIS	<i>Madrasah Ibtidaiyah Swasta</i> [private Madrasah; MIN state Madrasah]
MOF	Ministry of Finance
MOHA	Ministry of Home Affairs
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
MOU	Memoranda of Understanding
MSS	Minimum Service Standards
MTs	<i>Madrasah Tsanawiyah</i> [Islamic junior secondary school]
Musrenbangdes	<i>Musyawarah Perencanaan Pembangunan Desa</i> [Village Development Planning Forum]

Abbreviations and Acronyms

Abbreviation	Definition <i>Bahasa Indonesia</i> and [English]
NES	National Education Standards
NGO	nongovernmental organization
NTTPEP	Nusa Tenggara Timur Primary Education Partnership
P4TK	<i>Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan</i> [Center for Educators and Education-Related Personnel Capacity Building]
PADATIWEB	<i>Pangkalan Data dan Informasi berbasis Web</i> . [MONE's Web-based database system]
PAG	Provincial Advisory Group
PAKEM	<i>Pembelajaran Aktif, Kreatif, Efektif, dan Menyenangkan</i> [AJEL: Active, Creative, Joyful, and Effective Learning]
PATTIRO	Center for Regional Studies and Information
PCR	Politeknik Caltex Riau, Pekanbaru
PDIP	<i>Pusat Data dan Informasi Pendidikan</i> [Education Data and Information Center]
PDMS	Project Data Management System
Permendiknas	<i>Peraturan Menteri Pendidikan Nasional</i> [Minister of National Education Regulation]
PKBM	<i>Pusat Kegiatan Belajar Mengajar</i> [Teaching and Learning Center]
PMP	Performance Monitoring Plan
PMTK	<i>Peningkatan Mutu dan Tenaga Kependidikan</i> [Quality Improvement of Education and Education Staff]
PP	<i>Peraturan Pemerintah</i> [Government Regulation]
PPA	Public-private alliances
PSP	<i>Pusat Statistik Pendidikan</i> [Education Statistics Center]
Ranperda	<i>Rancangan Peraturan Daerah</i> [Draft of District Regulations]
RAPBS	<i>Rencana Anggaran, Pendapatan, dan Belanja Sekolah</i> [School Budget Plan]
RKAS	<i>Rencana Kegiatan dan Anggaran Sekolah</i> [School Activities and Budget Plan]
RKS	<i>Rencana Kerja Sekolah</i> [School Work Plan]
RKT	<i>Rencana Kerja Tahunan</i> [Annual Work Plan]
RKTL	<i>Rencana Kerja Tindak Lanjut</i> [Future Action Plan]
RKTS	<i>Rencana Kerja Tahunan Sekolah</i> [Annual School Work Plans]
RPJMD	<i>Rencana Pengembangan Jangka Menengah Daerah</i> [District Mid-Term Development Plan]
RPK	<i>Rencana Pengembangan Kapasitas</i> [Capacity Development Plan]
RPPK	<i>Rencana Pengembangan Pendidikan Kabupaten/Kota</i> [District Education Development Plan]
RPS	<i>Rencana Pengembangan Sekolah</i> [School Development Plan]
RTI	RTI International
SBM	School-based management (see MBS)
SD	<i>Sekolah Dasar</i> [primary school]
SDS	<i>Sistema database sekolah</i> [school database system]
SIMNUPTK	Sistem Informasi Manajemen - Nomor Unik Pendidik dan Tenaga Kependidikan (Management Information System of Unique Number of Educator and Education Staff)
SIPPK	<i>Sistem Informasi Perencanaan Pendidikan Kabupaten/Kota</i> [District Planning Information Support System]
SK	<i>Kepala Dinas</i> [District Education Office Decision Letters]

Abbreviations and Acronyms

Abbreviation	Definition <i>Bahasa Indonesia</i> and [English]
SMA	<i>Sekolah Menengah Atas</i> [public high school (university track)]
SMP	<i>Sekolah Menengah Pertama</i> [junior secondary school]
SNP	<i>Standar Nasional Pendidikan</i> [National Standards for Education]
SOAG	Strategic Objective Agreement [USAID and <i>Menko Kesra</i>]
SOTK	<i>Struktur Organisasi dan Tata Kerja</i> [Organizational and Work Structure]
SPM	<i>Standard Pelayanan Minimum</i> [Minimum Service Standard]
SRC	School Report Card
STTA	Short-Term Technical Assistance
SUCA	School Unit Cost Analysis
TK-SD	<i>Directorate Pembinaan</i>
TOT	Train-the-trainers
TraiNet	TraiNet Administrator & Training [USAID reporting system]
UMS	University of Muhammadiyah, Surakarta
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNICEF	United Nations Children's Fund
UNM	National University of Makassar
UPI	Indonesia Education University
UPTD	<i>Unit Pelaksana Teknis Dinas</i> [Technical Implementation Unit]
US	United States
USAID	United States Agency for International Development
WIB	<i>Waktu Indonesia Barat</i> [Western Indonesian Standard Time]

Glossary	
Bahasa Indonesia	English
<i>Badan Kepegawaian Daerah</i>	District Personnel Board
<i>Bupati</i>	Head of a district
<i>Departemen Agama</i>	Ministry of Religious Affairs
<i>Departemen Keuangan</i>	Department of Finance
<i>Departemen Pendidikan Nasional</i>	Ministry of National Education
<i>Dewan Perwakilan Rakyat Daerah</i>	District Parliament (DPRD)
<i>Dinas</i>	Provincial, district, or city office with sectoral responsibility
<i>Dinas Pendidikan dan Kebudayaan (Dinas P&K)</i>	Provincial or district educational office
<i>Gugus</i>	School cluster
<i>Kabupaten</i>	District (administrative unit), also referred to as a regency
<i>Kanwil Agama</i>	Provincial Religious Affairs Office
<i>Kecamatan</i>	Subdistrict
<i>Kepala Dinas Pendidikan</i>	Head of provincial or district education office
<i>Kepala Sekolah</i>	School principal
<i>Komisi</i>	Committee in national or local legislatures
<i>Komite sekolah</i>	School committee
<i>Kota</i>	City (administrative unit)
<i>Madrasah Ibtidaiyah</i>	Islamic primary school (MI; MIS <i>Swasta</i> ; MIN <i>Negeri</i>)
<i>Madrasah Tsanawiyah</i>	Islamic junior secondary school (MT)
<i>Madrasah Pendidikan dan Agama</i>	Department of Religious Affairs directorate for Islamic religious schools (<i>Mapenda</i>)
<i>Menko Kesra</i>	Coordinating Ministry for People's Welfare
<i>Pengawas</i>	School inspector
<i>Rembuk nasional</i>	National meeting/conference
<i>Renstra Satuan Kerja Perangkat Daerah (Renstra SKPD)</i>	Strategic Plan for local government work unit (e.g., District Education Development Plan)
<i>Sekolah Dasar</i>	primary school (SD)
<i>Sekolah Menengah Pertama</i>	junior secondary school (SMP)
<i>Surat Keputusan</i>	Decree/defining conditions, outcomes of a decision
<i>Wali Kota</i>	Mayor
<i>Widyaiswara</i>	Trainer