

Summary of Evaluation Results

I. Outline of the Project		
Country : Republic of Indonesia		Project Title: Regional Educational Development and Improvement Program (REDIP)
Sector : Basic Education		Cooperation scheme: Technical Cooperation Project
Division in charge: Human Development Department		Total cost: 829,822,000 Japanese Yen
Period of cooperation	September 2004 – September 2008	Partner Country's Implementing Organization : Ministry of National Education, Ministry of Religious Affairs, Education offices of target provinces and Districts
		Supporting Organizations in Japan : Tokyo Institute of Technology and others
Related cooperation: Development Study "REDIP Phase 1 and 2", Community Participation in Strategic Education Planning for School Improvement (COPSEP)		
<p>1. Background of the Project</p> <p>The Republic of Indonesia (hereafter referred to as Indonesia) aimed to universalize 9 years of compulsory education by 2009. However, the net enrollment rate for junior secondary education was 62% in 2004. Moreover, the government of Indonesia decentralized the entire education administration system in 2001 without sufficient preparation, which resulted in a decrease in the education budget disbursed to schools and ineffective school management due to confusion over roles and responsibilities among education administrators, school principals and teachers.</p> <p>In accordance with the decentralization process in Indonesia, JICA has been contributing to build a model for local educational administration improvement through Community Participation in Strategic Education Planning for School Improvement (COPSEP, 1997-1998) and REDIP phase 1 and 2 (1999-2004), which develop a community/school-based educational development model. The characteristics of the REDIP approach include (1) the establishment of <i>TPK</i> (sub-district education development team) and (2) school improvement activities based on proposals¹. The implementation of the REDIP model intervention at pilot sub-districts resulted in a rapid increase of students and a decrease in dropouts in terms of access to junior secondary education. Regarding education quality, the improvement in school and classroom management by principals and teachers, as well as student motivation to learn were observed.</p> <p>The Indonesian government, including Ministry of National Education, highly appreciates the REDIP model as relevant to the situation of country. However, further efforts need to be made to strengthen administrative capacity and accumulate experience in order to ensure that regional educational officers implement the REDIP model in a self-reliant manner. The Indonesian government submitted a request for (1) strengthening the management capacity of regional educational officers in REDIP 1 and 2, and (2) expanding the REDIP model to other areas where the enrollment rate of junior secondary schools was low. This Program was launched in September 2004 for four years aiming at disseminating community/school-based regional educational administration.</p>		
<p>2. Project Overview</p> <p>(1) Overall Goal</p> <p>Junior secondary education in the target districts/municipalities is improved both quantitative and qualitatively.</p> <p>(2) Program Purpose</p> <p>REDIP model (school-based management with community participation) is established and extended in the educational administration system at junior secondary level in the target districts/municipalities.</p> <p>(3) Outputs</p>		

¹ Schools and communities propose a plan of activities which reflect their own educational needs. The local governments allocate budget for the proposed activities and have schools and communities to implement their proposals.

Output 1 : Common Output for all target provinces

Tools for dissemination of the REDIP model are developed and used in target and non-target provinces.

Output 2: REDIP 2 target districts

District and sub-district education officers, school personnel, community members and other parties concerned are trained to manage the REDIP model independently in Brebes and Pekalongan District in Central Java Province and Bitung Municipality in North Sulawesi Province.

Output 3: New target districts

A REDIP type regional educational administration model that is adapted to the socio-economic conditions of Serang and Pandeglang Districts in Banten Province is developed.

(4) Inputs (as of February 2008)

Japanese side

Short-tem experts	9 (81.21MM)	Equipment	2.8 million yen
Local cost (block grant)	315 million yen	Trainees received	16 (8MM)

Indonesian side

Counterparts	23	Equipment	
Local cost (block grant)	275 million yen	Land and facilities	

Note: estimated with controlled rate of 1 Indonesia rupiah=0.01159 Japanese yen

II. Evaluation Team

Members of Evaluation Team	(1) Team Leader: Dr. Hiromitsu Muta, Executive Vice President for Finance Tokyo Institute of Technology (2) Comparative Analysis: Mr. Naoki NIHEI, Staff, Basic Education Team1, Group1 (Basic Education), Human Development Department, JICA (3) Evaluation Analysis: Mr. Takafumi Miyake, Chief, Planning & Research Unit, Shanti Volunteer Association (4) Cooperation Planning: Mr. Jotaro TATEYAMA, Assistant Resident Representative, Indonesia Office, JICA (5) Cooperation Planning: Mr. Hiroyuki MATSUDA, Program Officer, Indonesia Office, JICA	
Period of Evaluation	24 February–15 March, 2008	Type of Evaluation: Terminal Evaluation

III. Results of Evaluation

1. Project Performance

(1) Achievement of Output

Output 1 (Common Output for all target provinces): Tools for dissemination of the REDIP model are developed and used in target and non-target provinces.

The targeted district governments established “REDIP *Mandiri* Meeting” (*mandiri* means independent in Indonesian) which is a committee to prepare for taking over the operation of the REDIP model so that they can manage and operate the REDIP model independently. Those district governments also developed standard evaluation sheets for appraisals and now utilize the evaluation sheets for appraising proposals. And these evaluation sheets will be incorporated into operational guidelines of respective local governments.

As a part of the effort by the project to disseminate the REDIP model to other regions, the project tries to share knowledge and experience by distributing newsletters to Ministry of National Education (MONE), Ministry of Religious Affairs (MORA), and local governments which experiment the REDIP model by their own initiative. The number of these local governments is as many as four (4) provinces and twelve (12) districts.

From these achievements, it can be said that this output was achieved.

Output 2 (REDIP 2 target districts): District and sub-district education officers, school personnel, community members and other parties concerned are trained to manage the REDIP model independently in Brebes and Pekalongan District in Central Java Province and Bitung Municipality in North Sulawesi Province.

Trainings for local education administrators were conducted 24 times in the first year of the Project cooperation period, 8 times in the second year, 25 times in the third year, and 26 times in the fourth year. Among the proposals submitted from schools and *TPKs*, 60% of the proposals from Bitung were approved in the first inspection. Likewise, 95% to 98% in Pekalongan and Brebes. Total amount of block grant² for the proposed activities was secured in accordance with the Minutes of Meetings. Bitung provided 100%. Pekalongan and Brebes provided 40% in the first year, gradually increased their share, and in the end provided 100%.

From these achievements, it can be said that this output was achieved.

Output 3 (New target districts): A REDIP type regional educational administration model that is adopted to socio-economic conditions of Serang and Pandeglang Districts in Banten Province is developed.

By establishing *TPKs* as a part of the Project activities, interaction among schools in sub-districts has increased. Principal's Working Groups and Subject In-Service Teacher Trainings are now conducted six to twelve times annually at sub-district level whereas before the Project those exist at district level.

(2) Achievement of the Program Purpose

“REDIP model (school-based management with community participation) is established and extended in the educational administration system at junior secondary level in the target districts/municipalities.”

Most of the five indicators of the program’s purpose have already been achieved. The percentage of district budget allocation to the total block grant budget for REDIP in the continued target sites is 100%, and those in new target sites are 27% in Serang and 23% in Pandeglang, which are much higher than target figures agreed in the minutes of meeting with respective districts. Almost 100% of the schools and *TPKs* implemented proposal-based activities as planned, which is again higher than the target. *TPKs* were established in all pilot sub-districts, and all the schools and pilot sub-districts completed an introduction of the REDIP model for school management as planned. The only indicator that has not been achieved is the percentage of district education officers who are capable of managing REDIP related functions without the field consultants who are deployed by the program. The figure for this indicator is 58% for KIT (sub-district implementation team) members and 50% for supervisors in the continued target sites, which is lower than the target of 60%. On the other hand, in new target sites, the figure is 59% for both KIT and supervisors, which is higher than the target.

² Block grant is a type of budget to be allocated without specifying usage. It is suitable for a project like REDIP which has a lot of institutions to allocate budget and whose activities vary depending on proposals from institutions.

However, it was found that local facilitators as alternative measure for supervisors in Brebes and Pekalongan, where the target figures for supervisors are unlikely to be achieved, are mobilized locally, and had almost the same skills capacity as the field consultants.

2. Summary of Evaluation Results

(1) Relevance

The net enrolment rate of junior secondary schools in the new target districts of Serang and Pandeglang was 50% and 43% respectively in 2004, which is much lower than national average of 62%, suggesting a strong need for assistance. It was also necessary to experiment the REDIP model in new area, in order to seek possibility to replicate it nationwide. The overall goal of the Program is consistent with the National Education Development Strategic Plan (2005-2009), which targets achieving a 96.9% gross enrolment rate and 69.9% net enrolment rate by 2009. The Program purpose was also in line with the national policy to promote school-based management with community participation in the framework of the decentralization policy. The components of program strategies, which include (1) sub-district level intervention through the establishment of *TPK* (sub-district education development team), (2) capacity development of regional educational authorities, including school supervisors, (3) support to all four types of junior secondary schools (public/private, regular/religious) equally in the target sub-districts, (4) provision of a block grant based on a proposal for education quality improvement, and (5) promoting community participation in school improvement processes, all contribute to its overall goals.

The Program is relevant to Basic Education Growth and Initiatives (BEGIN), which is Japan's assistance framework in the education sector. The Program is also relevant to Japan's ODA policy to Indonesia that regards the education sector as a key area of assistance and that puts a special focus on improvement of local educational administration, improvement of quality education (improvement of teachers' quality and school management) and access to basic education.

For these reasons, it has been concluded that the relevance of the program is very high.

(2) Effectiveness

The program purpose can be said to be achieved based on the following reasons.

There were two reasons for the request on the Program from the Government of Indonesia: (1) enhancement of planning and management capacity for local educational administrators in model sites which continue from the previous phase, and (2) replication to a region where enrollment rate of junior secondary education was low. The former point can be said achieved because: all continued sites fully financed the proposed activities; there exist local educational administrators, school supervisors as well as their substitution who have capacity to conduct REDIP activities independently; and, as a result, most of schools and *TPKs* implement their proposals as it is. The latter can be said achieved because: *TPKs* were established at all target sub-districts; all target schools introduced the REDIP model; and the number of local educational administrators, school supervisors as well as their substitution who have capacity to conduct REDIP activities independently is increasing. For these reasons, it has been concluded that effectiveness is very high.

(3) Efficiency

Inputs were made mostly as planned by both the Japanese and Indonesian sides in terms of timing and volume, which resulted in the expected outputs. However, there arose a few problems in terms of timing of inputs although they didn't hinder production of the outputs. Firstly, due to budgetary constraint by the Japanese side in the second year, disbursement of the block grant to Pekalongan and Brebes Districts delay, which caused confusion to the counterparts and their activities. Secondly, because of an instruction from Ministry of Home Affairs to prohibit local governments to provide block grants, disbursement by Bitung Municipality delayed in 2007.

Measures taken to improve efficiency include the deployment of field consultants at sub-district and school levels, the gradual delegation of roles and responsibilities from field consultants to local educational administrators, supervisors and local facilitators, and the trainings of counterparts in Japan three times, which resulted in the improvement of their commitment and motivation to REDIP dissemination.

To validate efficiency by comparison to similar programs, the evaluation team estimates the unit cost for

the block grants provision, including training costs and consultant fees. The results of the estimate show that the unit cost for *TPKs* of the Program is higher than REDIP-P (a REDIP initiated by the Central Java Provincial Office of Education) and REDIP-G (a REDIP initiated by MONE). However, the unit cost for the school of the Program is lower than that of REDIP-G. Therefore, it can be argued that the input level for block grants by the Program is appropriate as a reference model. For these reasons, it has been concluded that efficiency is high.

(4) Impact

In terms of the access aspect of the overall goal, although causality between REDIP and these improvements has not statistically proved³, both enrollment and dropout rates have improved. According to interviews to 18 *TPKs*, these improvements are effects of REDIP. Regarding the quality aspect of the overall goal, the scores of the national graduation test in Brebes District drastically improved from the 34th in 2002 to 8th in 2006 and 13th in 2007 among 35 districts and cities in Central Java whereas those in Pekalongan district remain constant, indicating that we are unable to conclude that REDIP has contributed to improvements in learning achievement. However, the results of an interview survey in 18 sub-districts show that REDIP contributed to an improvement in enrollment and dropout rates, as well as the teaching skills of teachers, and accountability and transparency of schools. It is necessary to continue to monitor indicators of the overall goal.

Four positive impacts are observed. First, MONE initiated REDIP-G with its own budget in 2005, which expanded to about 300 schools in 23 sub-districts in 3 districts at the time of terminal evaluation. Second, REDIP affected government policy on basic education. Strategies employed by REDIP, including empowerment of schools and communities at the sub-district level, are likely to be integrated into Basic Education Capacity (BEC) and Education System Improvement through Sector-Wide Approaches (SISWA), which is currently being formulated by MONE with assistance from other donors including the World Bank. This means that REDIP also affects other donors' aid programs for basic education. Third, ensuring transparency and accountability in the REDIP model improved financial management and accounting reporting system of other school subsidy programs, including the subsidy for school operational costs managed by MONE. Fourth, communication and cooperation between the education office and religious office at the district/municipality level was enhanced. Before REDIP, their interactions were little due to bureaucracy. Therefore, it can be concluded that impact is very high.

(5) Sustainability

In terms of the institutional aspect, at national level, the REDIP model is likely to be integrated into the national policy on basic education development. MONE has expanded REDIP-G. Nevertheless, its management mechanism still needs to be improved. At district level, education offices in the continued sites was successful in integrating REDIP into their mid-term development plan, and are likely to develop localized REDIP guidelines authorized by the head of districts by the end of the cooperation period, which ensures the institutional sustainability of *TPKs* established by REDIP. In the new target sites, KIT and *TPKs* have been established. And REDIP is integrated into the operational plan and budget of the district offices.

In terms of financial sustainability, district/municipality education offices of the continued target sites bear 100% of the block grant budget. However, the disbursement of block grants to schools and *TPKs* was delayed due to effects of a new regulation of the Ministry of Home Affairs, which requires coordination within district governments. District education offices of new sites bear more cost share than the amount agreed upon with JICA in 2007. Provincial education offices secure the budget for their own initiative, REDIP-P.

In terms of human resources and technical aspects, according to questionnaire to field consultants, district education administrators in the continued target sites have enough capacity to manage REDIP, to facilitate school and *TPKs* activities, and to introduce to stakeholders though remaining issues vary from place to place. Their capacity has improved. But further capacity building efforts are needed to improve activities and transparent management. At the provincial level, Northern Sulawesi and Central Java have sufficient human resources to implement REDIP.

In conclusion, overall sustainability is very high considering that both institutional and financial sustainability are secure due to strong ownership by the regional education administration at provincial and

³ The Results of TIMSS (Trends in International Mathematics and Science Study) which the JICA expert team conducted as a part of end-line survey show that students' competence of the schools in the continued targeted sites are significantly higher than that of the control schools and the schools in the newly-targeted sites. It indicates that an effect of REDIP to scholarship takes a certain period of time to be revealed.

district levels, even though there is room for capacity development by the end of the cooperation period.

3. Factors promoting better sustainability and impact

(1) Factors concerning the planning process

First, high relevance and necessity of REDIP strategies to the educational and social situations in Indonesia provided strong motivation for stakeholders' involvement in education improvement. Second, both development processes of localized REDIP *Mandiri* (independent) guidelines and integration of REDIP into the mid-term development plan of provincial and district governments have enhanced ownership and contributed to sustainability. Third, it was effective to set an agreed percentage target for cost share by districts/municipality and to put this figure in the minutes of the meeting to ensure financial sustainability.

(2) Factors concerning the implementation process

It should be noted that ownership by counterparts, *TPKs*, principals, teachers, parents and communities is very high. These stakeholders have changed their attitudes toward their daily work and their communication styles due to REDIP, which transformed REDIP from an ad hoc aid program into daily practices. For example, education administration officers have changed the communication style within the office from vertical to horizontal, and school principals have tried to make their daily work more consistent to the mid-term school development plan. Local consultants have contributed a lot in this transformation process of stakeholders.

4. Factors inhibiting better sustainability and impact

(1) Factors concerning the planning process

It was envisaged that supervisors would take over the roles and responsibilities of the field consultants, which went successful in Bitung, North Sulawesi. However, this plan turned out to be unfeasible in Pekalongan and Brebes, Central Java in the second year. The factors for this include the vast extent of the districts and enormous number of schools, which made it difficult for supervisors to provide technical advise and facilitation to schools. Then, as a complementary measure, local facilitators were deployed with local human resources. It should be noted that Pekalongan District Education Office strengthened KIT through increasing supervisors.

(2) Factors concerning the implementation process

The quick and frequent transfer of counterparts undermined institutional sustainability and financial sustainability as well, though this is an external factor. The Regulation No. 13 of the Ministry of Interior caused the delayed disbursement of the block grant in Brebes and Bitung, which affected the implementation of proposal-based activities by *TPKs* and schools.

5. Conclusion

It was confirmed that the program is consistent with the national education policy of Indonesia and that most of activities, outputs and program purposes, defined in the revised PDM1, have been achieved. It should be noted that financial, technical and institutional sustainability is very high in the continued target sites (North Sulawesi and Central Java), ensuring development of local REDIP guideline and necessary budget for REDIP program. From these findings, it can be said that the regional educational administrations in the target areas attained the capacity to provide technical and financial support in order to promote school-based management for addressed local educational needs based on the REDIP model. In addition to the application of the model in other donor-assisted programs, since the start of REDIP-G, REDIP-P and districts-funded REDIP the REDIP model has demonstrated the high possibility that this approach is effective and sustainable for improving school-based management and capacity development of the local education administration in the educational context of Indonesia.

6. Recommendations

(A) For the remaining period of cooperation (short-term basis)

1) Necessity of development of exist strategy for Banten Province

Until the end of the Program, in Banten Province, a feasible and realistic exit strategy should be developed to sustain the present program. The exit strategy needs to include financial and institutional plans for independent implementation by the districts.

2) Further capacity development of supervisors and local facilitators

Technical transfer from the field consultants to supervisors and local facilitators is an important task for future continuation with a certain quality for proposal-based school and *TPKs* activities.

3) Importance of further facilitation for model dissemination by provincial government

To promote the REDIP model in other districts in the target province, more effort by the provincial government is necessary and crucial. Especially in North Sulawesi, it is considered feasible and relatively possible to expand the model in all the districts, as the relative size of the province is not large.

4) Presentation regarding the effectiveness of the REDIP model to related Indonesian educational authorities and other development partners.

The achievement and outcomes of the program should be widely shared among the Indonesian educational authorities concerned and others by holding workshops and seminars or in the form of donor meetings.

(B) For the period after program implementation (long-term basis)

5) Establishment of REDIP network (REDIP forum)

Various means to share information sharing, to learn from each other as well as to maintain motivation of the stakeholders to continue REDIP should be explored. These include periodical gatherings by establishing a REDIP forum for networking and further exchange experiences.

6) Localization and further dissemination with quality assurance

A minimum standard has be set for each cycle of the REDIP model so that stakeholders in each level can perform effectively at each cycle in improving the quality of education.

7) Strengthening the monitoring function of the REDIP model at the central level

MONE's role in the dissemination of the REDIP model would be more important, and its monitoring and evaluation functions need to be strengthened, which requires more technical assistance from development partners.

7. Lessons learned

(A) Effectiveness of the approach

1) The formation and establishment of *TPKs* at the sub-district level is an effective tool to create a linkage between district and schools, to promote interaction among target schools. The sub-district is the appropriate unit in terms of scale for community participation and collaborative activity for solving particular issues.

2) Simultaneous intervention to both schools and sub-districts make greater impact on community mobilization and synergy between *TPKs* and school activities.

3) Assistance to all the schools (not selection-based pilot assistance) in the target sub-districts provides a sense of equality to all schools (under MONE and MORA) and *TPKs*, promoting frequent interaction and cooperation among them from the viewpoint of beneficiaries.

4) It is effective to involve multi-layer stakeholders in the program framework with clear roles and responsibilities as follow:

- MONE to supervise REDIP from the aspect of national policy for school-based management;
- Provincial education office to supervise REDIP districts, support activities, and plan expansion of the model to other districts;
- District education office to be actively involved in the implementation of the whole process; and

- *TPKs* to coordinate and facilitate all the schools in the assigned areas.

- 5) Supporting bottom-up needs leads to a democratic process in school activities, which is really necessary for students, and community awareness and commitment to school improvement, with contributions of donations and labor.
- 6) The involvement of locally contracted consultants in implementation and collaborative work with the local administration office is effective. However, to effectively utilize the consultants as facilitators for capacity development, their roles need to be clearly defined and understood by the key stakeholders.
- 7) Transparency and accountability for school activities and funds are indispensable for building the trust of parents and the community. The REDIP model shows strong effectiveness in training to write activity reports and financial reports, making appropriate information disclosure possible.
- 8) To realize school planning activities, block grants should be fully utilized with a combination of the matching fund from the community and other school operational funds. However, the socio-economic situation of the recipient country and the proper amount of grants per school should be carefully estimated and studied for the sustainability of input by the recipient countries.

(B) Sustainability of the approach

- 1) To maintain and disseminate the REDIP-type approach which is in line with the national education policy, the role and responsibility of the central government are important. To continue the current target areas and further expand them, the central government needs to take necessary actions for the related stakeholders.
- 2) To ensure the sustainability of program, establishing an exit strategy by making independent guidelines in line with local context for continuous activities and it should be included in the province/district education development plan for mid-term plan, being acknowledged by the regent of each district.
- 3) To ensure and support the bottom-up activities at school and *TPKs* level, support and assistance by local education administration are important for effective implementation and improvement of activities. Their active support will formulate better relationships between schools/*TPKs* and local education administration. Furthermore, it is a key factor to obtain a trust from the people of schools, *TPKs* and community.
- 4) To attract the political interest is indispensable to secure and increase the financial commitment of local governments. Socialization to community leaders and their involvement in *TPKs* are also effective for advocacy.
- 5) To clarify roles and responsibility of each administrative stakeholder, signing of minutes of meeting between counterpart districts and JICA is an effective means. It is also effective to draw strong commitment and ownership by each administrative stakeholder in terms of financial and organizational aspects.