

Country Name	Project on the Integrated Plan for Junior Secondary Education Improvement in South Sulawesi (PRIMA Pendidikan)
Republic of Indonesia	

I. Project Outline

Background	Although the Government of Indonesia had set the national policy to accomplish nine-year compulsory education by 2009, it was found difficult to achieve, especially in the eastern Indonesia. South Sulawesi Province, the hub of the eastern Indonesia, played a critical role in social and economic development of the eastern region. However, the gross enrollment ratio of junior secondary education was 76.32% (2005) which was nearly 10% lower than the national average for that year. Thus, the integrated efforts to improve access, quality and management of junior secondary education were expected in order to address diverse problems.														
Objectives of the Project	<p>1. Overall Goal: A model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is disseminated to other districts of South Sulawesi province.</p> <p>2. Project Purpose: A model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is developed in the target districts.</p> <p>* PRIMA-P Model: The model was developed based on the two preceding JICA projects¹, consisting of the following two components. One is implementation of the action plans formulated by the school teams and TPK (Sub-district Education Improvement Team) with the non-destined subsidy (block grant) provided by the district government. The other is implementation of the lesson study conducted by the teachers in service.</p>														
Activities of the project	<p>1. Project site: Barru District, Jeneponto District and Wajo District of South Sulawesi Province</p> <p>2. Main Activities:</p> <ul style="list-style-type: none"> - Training of school committees² and TPKs³ and on planning and management of action plans. - Training of school teachers and principals on improvement of teaching-learning process. - Training (OJT) of KITs (District Implementation Teams) through management of action plans. <p>3. Inputs (to carry out above activities):</p> <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Indonesian Side</td> </tr> <tr> <td>1) Experts: 9 persons</td> <td>1) Staff allocated: 95 persons</td> </tr> <tr> <td>2) Trainees received: none</td> <td>2) Land and facilities: Space for the office</td> </tr> <tr> <td>3) Equipment: Office equipment, mobile phones, etc.</td> <td>3) Local cost: 996 million Rp. (management cost including the block grant)</td> </tr> <tr> <td>4) Local operation cost: 142 million yen (in-country training, hiring local consultants and local NGOs⁴, etc.)</td> <td></td> </tr> </table>					Japanese Side	Indonesian Side	1) Experts: 9 persons	1) Staff allocated: 95 persons	2) Trainees received: none	2) Land and facilities: Space for the office	3) Equipment: Office equipment, mobile phones, etc.	3) Local cost: 996 million Rp. (management cost including the block grant)	4) Local operation cost: 142 million yen (in-country training, hiring local consultants and local NGOs ⁴ , etc.)	
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Ex-Ante Evaluation	2007	Project Period	December 2007 to November 2010	Project Cost	371 million yen										
Implementing Agency	Ministry of National Education, Provincial Government of South Sulawesi														
Cooperation Agency in Japan	International Development Center of Japan														

II. Result of the Evaluation⁵**1 Relevance**

This project has been highly relevant with Indonesia's development policy of "improvement of education quality, quantity and management" as set in the policy documents including the Mid-Term National Development Plan (2005-2009, 2010-2014) and Provincial Development Plan of Southern Sulawesi (2003-2008, 2010-2014) at the time of both ex-ante evaluation and project completion. And, it has been consistent with development needs for integrated approaches for improvement of enrollment in South Sulawesi where the gross enrollment ratio of junior secondary education was lower than the national average. The project was relevant also with Japan's ODA policy at the time of ex-ante evaluation: Country Assistance Program (2004), in which one of the priority areas was "assistance to create a democratic and fair society" and for this area poverty reduction and education sectors were positioned. In Country Program (2006), the eastern region was set as the target area regarding poverty reduction.

¹ (1) In the Regional Education Development and Improvement Program (REDIP) (Technical Cooperation, 1998-2008), promotion of education improvement activities with community participation, through the introduction of the participatory school management model with the following components—(i) Establishment of TPK for connecting schools and schools and district education offices, (ii) Allocation of block grant for the proposal-based activities, (iii) Bottom-up planning with community participation, and (iv) Coherent management cycle of KIT from planning to evaluation. (2) In the Strengthening In-Service Teacher Training of Mathematics and Science Education at Junior Secondary Level (SISTTEMS) (Technical Cooperation, 2006-2008), the lesson study exercised in Japan was introduced, and lesson improvement was targeted through the teachers' mutual learning.

² A school committee was newly introduced by the project. It is the existing school committee (organization of school teachers, parents and community members) added by the school principal. For increasing the initiative in participation, it was made a rule to collect 3-10% of the given block grant from community members, for implementation of the action plan.

³ TPK consists of the staff of the sub-district government office, school principal, teachers, parents, community head and members, etc. It was newly created by the project.

⁴ Resources for the support in providing the block grant are included.

⁵ In this ex-post evaluation, evaluation judgment was done based on the analyzed information collected through the interview with the officers of the district education offices, school principals and teachers.

Therefore, relevance of this project is high.

2 Effectiveness / Impact

The project aimed to develop PRIMA-P Model of integrated improvement of junior secondary education in the target districts in South Sulawesi Province, by i) developing the capacity in preparation and implementation of the action plans (lesson study of the teachers in service, etc.) through the training to the school teams and TPKs, and ii) strengthening of the capacity of KITS⁶ in the action plan appraisal, technical support and monitoring. The Overall Goal was set for dissemination of the non-target districts by the provincial government.

Through the project implementation, i) community participation in junior secondary education was promoted⁷ (Output 1), ii) the mechanism for improving the teaching/learning process (Output 2), iii) KIT and organized and trained for promoting PRIMA-P Model in each district, and efforts were made for building the consensus among the relevant stakeholders of the provincial government for dissemination of PRIMA-P Model. By the project completion, the guidelines for action plans (PRIMA-P Guidelines)⁸ were developed, and along them each team implemented the activities. Also, in the last year of the project, the budget was secured for the block grant directed for the action plans by the three target district governments. The budget was also secured for implementing PRIMA-P Model in other sub-districts. Thus, it can be judged that the Project Purpose was achieved.

After the project completion, functions of the school teams were transferred to the school committees⁹, and they have implemented activities such as needs assessment at the school level for the school's annual plan (including the activities equivalent to the action plan introduced by the project). However, as the program of subsidy for school operation (BOS)¹⁰ started with small funds nationwide in 2005 has been gradually expanded and the program of Free Education¹¹ started in 2008 and institutionalized in 2009 in South Sulawesi Province has been promoted, the target district governments have not separately secured the budget for PRIMA-P Model for allocating the fund for the action plans prepared by the schools or at the sub-district level. Sufficient information for the implemented action plans was not collected at the ex-post evaluation. Regarding KIT, staff of the district education offices trained by the project had been transferred to other sections, and the commitment has been decreased for implementing PRIMA-P Model, which result in insufficient monitoring of the activities. Functions of TPK have been suspended, but planning of the action plans and some functions for activity implementation have been taken over by the school committee and MGMP (district-based peer training conducted by teachers). And, lesson study by subject has been conducted as an activity in the school, not as a joint activity by several schools within the sub-district. This has led to improvement in teachers' techniques for planning and implementing lessons and developing more interesting and various lesson materials. Thus, it cannot be said that PRIMA-P Model has been continued in the same way as it was during the project period. However, interviews with the three target district education offices reveals more teachers and community members' involvement in planning the action plan in the target schools, improved skills for teachers class preparation and implementation through the discussion at MGMP meetings, improved quality in the financial report submitted from the target schools¹², and these are reportedly attributed to the project efforts.

With regard to the Overall Goal "A model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is disseminated to other districts of South Sulawesi province," there was no available information to confirm whether or not PRIMA-P Model has been disseminated to non-target districts in the province¹³. According to the government of South Sulawesi Province, seminars for dissemination of PRIMA-P Model were conducted, but the information about the contents, number and participants was not available. Although the principles and strategies of PRIMA-P Model introduced by the project have not directly been reflected in the provincial education policies, the ideas of the project including the funding to the action plans made by the school committee, reporting from the school to the government and participatory school management are incorporated in development of the programs of Free Education and BOS.



Junior Secondary School (target school) in Wajo District

There has not been negative impact on the environment, and there was no land acquisition and resettlement.

⁶ KIT is the implementing agency of PRIMA-P at the target districts, consisting of staff of the district offices of the Ministry of National Education, Regional Body for Planning and Development, and Ministry of Religious Affairs (MORA).

⁷ Action plans implemented during the project period include: [TPK action plan] implementation of MGMP, implementation of inter-school activities such as sport festival and training for teachers, [school action plan] minor repair of the school facilities, purchase of textbooks, training for teachers, supplementary lesson, etc.

⁸ The guidelines instruct school teams, TPK and KIT on the procedure, rules and formats for planning and operation of the action plans.

⁹ Since the project completion, functions of the school team have been taken over by the school team with participation of school principal, teachers, parents and community members.

¹⁰ BOS is a national program for universalization of 9-year compulsory education, by directly allocating the non-destined subsidy (block grant) based on the number of students to the schools of basic education level (primary and junior secondary schools). The subsidy was originally distributed from the provincial government, and from 2011 it was distributed from the district government. Since 2012, it has been distributed from the provincial government.

¹¹ Free Education is a subsidy program for basic education level (primary and junior secondary schools) based on the regulations of South Sulawesi Province.

¹² During the project period, financial reporting was required as part of implementation of the action plan for assuring the accuracy of the information of project activities. For this, training for financial management was conducted

¹³ After the project completion, there was provision of the block grants in non-target sub-districts in Barru and Wajo Districts. However, sufficient information about the implemented action plans in these sub-districts was not available.

Thus, the Project Purpose was achieved by the project completion, but after the project completion, it cannot be said that PRIMA-P Model has been continues in the same way as the project period in the target districts. Although it cannot be confirmed whether or not the model has been disseminated to non-target sub-districts and other districts in the province, some efforts of the project such as promotion of participatory school management and fund allocation to the action plans prepared by the school committees have been incorporated in the provincial education policies.

Therefore, effectiveness/impact of the project is fair.

Achievement of the Project Purpose and Overall Goal

Aim	Indicators	Results																													
(Project Purpose) A model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is developed in the target districts.	1) Guidelines for action plan activities are developed and implemented.	(Project Completion) Achieved. The guidelines for action plan activities were developed, and more action plan activities were implemented in the last year than the previous year (The data for the number of the implemented activities was not available.) (Ex-post Evaluation) The guidelines for action plan activities have not been revised since the project completion. In 2011, one sub-district in Barru and two sub-districts in Wajo were newly added as the target sub-districts. In 2011 TPK of Barru and Wajo implemented one and two action plan activities, respectively. There was no information available after 2012.																													
	2) Percentage of the action plan funding disbursed by target district governments increases year by year toward the end of the project.	(Project Completion) Achieved. There was no disbursement from the target district governments for the action plan funding (block grant), but in the last year 5.6% of the funding was shared by these governments. [Percentage of the action plan funding disbursed by the target district governments (2009/10) (1,000 Rp.)] <table border="1"> <thead> <tr> <th>District</th> <th colspan="3">Total of the Block Grant</th> <th rowspan="2">% of the share of the District Govt.</th> </tr> <tr> <th></th> <th>JICA</th> <th>District Govt.</th> <th></th> </tr> </thead> <tbody> <tr> <td>Barru</td> <td>752,670</td> <td>696,670</td> <td>56,000</td> <td>7.4%</td> </tr> <tr> <td>Jenepono</td> <td>1,463,500</td> <td>1,373,500</td> <td>90,000</td> <td>6.2%</td> </tr> <tr> <td>Wajo</td> <td>1,462,540</td> <td>1,403,540</td> <td>59,000</td> <td>4.0%</td> </tr> <tr> <td>Total</td> <td>3,678,710</td> <td>3,473,710</td> <td>205,000</td> <td>5.6%</td> </tr> </tbody> </table> (Ex-post Evaluation) There was no available information about the data of the block grant after the project completion.	District	Total of the Block Grant			% of the share of the District Govt.		JICA	District Govt.		Barru	752,670	696,670	56,000	7.4%	Jenepono	1,463,500	1,373,500	90,000	6.2%	Wajo	1,462,540	1,403,540	59,000	4.0%	Total	3,678,710	3,473,710	205,000	5.6%
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3) Target district governments secure funds for implementing the model in target and /or non-target sub-districts by the end of the Project.	(Project Completion) Achieved. The target district governments secured the budget for expansion and continuation of PRIMA-P Model [Budget of the target district governments for implementation of PRIMA-P Model (1,000 Rp.)] <table border="1"> <thead> <tr> <th>District</th> <th>2008 (Disbursed)</th> <th>2009 (Disbursed)</th> <th>2010 (Approved)</th> <th>2011 (Requested)</th> </tr> </thead> <tbody> <tr> <td>Barru</td> <td>50,000</td> <td>126,000</td> <td>204,000</td> <td>471,500</td> </tr> <tr> <td>Jenepono</td> <td>0</td> <td>79,000</td> <td>190,000</td> <td>250,000</td> </tr> <tr> <td>Wajo</td> <td>35,000</td> <td>112,000</td> <td>200,000</td> <td>200,000</td> </tr> </tbody> </table> (Ex-post Evaluation) There was no available information about the secured budget after the project completion.	District	2008 (Disbursed)	2009 (Disbursed)	2010 (Approved)	2011 (Requested)	Barru	50,000	126,000	204,000	471,500	Jenepono	0	79,000	190,000	250,000	Wajo	35,000	112,000	200,000	200,000										
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(Overall goal) A model for integrated Junior Secondary Education improvement in terms of quantity, quality and management is disseminated to other districts of South Sulawesi province.	1) Provincial government conducts dissemination seminar regularly.	(Ex-post Evaluation) Partially achieved. The provincial government has conducted seminars for dissemination of PRIMA-P Model, but the information about the seminars (contents, numbers, etc.) was not available.																													
	2) Other districts show interests in adopting the model.	(Ex-post Evaluation) Not achieved. There was no available information to confirm whether or not PRIMA-P Model has been disseminated to non-target districts.																													
	3) Core principles and strategies of the model are reflected in the education policy of the Provincial Government	(Ex-post Evaluation) Achieved. There is no clear description about the PRIMA-P Model in the provincial policies. However, some elements of the project such as promotion of participatory school management and funding based on the action plan prepared by the school committee have been reflected in the policy development for the free education, BOS, etc.																													

Source: Project Completion Report, interview with those related to the project at the ex-post evaluation.

3 Efficiency

While the project period was within the plan (ratio against the plan: 100%), the project cost slightly exceeded the plan (ratio against the plan: 106%). Therefore, efficiency of the project is fair.

4 Sustainability

In the policy aspect, the project is still given importance in the current development policy. Improvement of education quality and access has been targeted and given priorities in the Mid-Term National Development Plan (2010-2014), RENSTRA (2010-2014), and Provincial Development Plan of Southern Sulawesi (2010-2014). Also, participatory school management and action plans made by the school committee are regulated in the programs of Free Education and BOS in South Sulawesi Province.

Institutionally, the provincial government is responsible for dissemination of PRIMA-P Model and actual activities for

implementation are delegated to the district governments. At the district education offices, staff has been assigned for dissemination of participatory school management and lesson study such as BOS and Free Education, but not specifically for diffusion of PRIMA-P Model. School support by KIT (established at each target district by the project) has been conducted. On the other hand, the number of the staff is not sufficient due to the personnel transfer, school activities have not been monitored sufficiently¹⁴. Schools formulate annual operational plans in collaboration with the school committee, in which activities for school management are planned and implemented.

In the technical aspect, while staff who has worked since the project period has sufficient techniques in providing schools with support for the lesson study, the technical level of the successor staff is not sufficient. On the other hand, staff of the provincial education office understands on PRIMA-P Model and sufficient capacity for monitoring activities of participatory school management (BOS, Free Education, etc.) in each district. Training for KIT and others on implementation of PRIMA-P Model (facilitation, planning/appraisal/implementation of the action plans, etc.) have not been conducted because of the shortage of the district budget. For school principals and teachers, training has been conducted on teaching method and IT for improving education materials, with the purpose of the lesson study and improvement of the lessons.

With regard to the financial aspect¹⁵, although information about the budget of the provincial education office for dissemination of PRIMA-P Model was not available, the provincial government's expenditure in the education sector increased from 1.7 billion Rp in 2005 (21% of the total provincial budget) to 5.1 billion Rp. In 2010 (31%). The quantity and percentage have been maintained since the project completion and the budget has been allocated for improvement of education quality and access, although the data for the budget allocation of the target districts for participatory school management and lesson improvement was not available. In Barru and Wajo Districts, the budget for the block grants for the action plans was secured right after the project completion (2011), besides the resources for BOS and Free Education, but it was not sure whether or not the budget specific for the block grants has been secured since 2012. On the other hand, funds allocated to each school for the purpose of participatory school management have been budgeted from the resources of BOS and Free Education. In schools in Barru and Wajo Districts, action plan activities were implemented for purchasing materials for school facilities and planting flowers and trees in the school (the data for the expenditures was not available.)¹⁶.

From these findings, it is considered that the project has some problems in institutional, technical and financial aspects of the implementing agency; therefore, sustainability of the project is fair.

5 Summary of the Evaluation

The project achieved the Project Purpose "development of PRIMA-P Mode on participatory school management and lesson study" by the project completion. Since the project completion, the mechanism of the appraisal of the action plans elaborated by the schools or at the sub-district level for allocating the fund has not been continued with the secured budget. And, it could not be confirmed whether the model has been disseminated to other districts in the province. However, some elements of the project such as the principals and techniques for participatory school management have been incorporated in education policies including Free Education and BOS. Regarding the project efficiency, the cost exceeded the plan. As for the sustainability, although the budget for implementing PRIMA-P Model in the target districts and disseminating it to other districts has not been secured, efforts have been made for improvement of quality, quantity and management of junior secondary education through the programs of BOS and Free Education with experiences from the project. Some functions of the organizations and personnel assignment introduced by the project for PRIMA-P Model have been working, but there are some problems in the technical aspect such as limited training opportunities except those at the school level due to the budget shortage.

In light of above, the project is evaluated to be partially satisfactory.

III. Lessons Learnt

Lesson Learnt for JICA:

Some projects create new framework or teams to achieve the project objectives. If the functions of these new framework or teams need to be maintained for continuation of the project effects, it is necessary to examine the possibility of the firm establishment of these framework or teams in the existing system by the project completion. In case it is difficult to maintain these in the same way as the project operation, it is important to explore ways to continue the activities under this framework or teams as usual activities by putting them in the existing organizational structure and considering the necessary budget and personnel from the project formation phase. Also, it is crucial to think of strategies in advance to avoid the decrease of the commitment after the project completion, due to the possible dissolution of the framework or teams created by the project or the transfer of the project members. In this project, TPKs, KITs and school teams were newly introduced. After the project completion, some of their functions were transferred to other organizations, but not firmly established in those organizations. Thus, project efforts, except some, have not been continued.

¹⁴ In the project, contracted Field Consultants were assigned to support the activities of the school teams, TPKs and KITs. They were selected from the candidates recommended by the district education offices, and most of them were from each district. At the beginning of the project, two Field Consultants were assigned to each district mainly to support the action plan activities (except lesson studies), and they contributed to implementation of the project as facilitators. At the time of the ex-post evaluation, the Field Consultants in Wajo and Barru Districts provide technical advices to the district education offices and support to schools and communities regarding management of BOS and Free Education programs, as university professor and NGO staff.

¹⁵ There was no available information about the financial status of Jeneponto District.

¹⁶ When the central government started BOS in 2005 and Free Education in 2008, impressions of "totally free education" were disseminated. Also, there was a regulation for prohibiting financial contributions from the parents at that time. At the ex-post evaluation, there are some districts in which financial contributions are prohibited. On the other hand, this regulation was abolished, and now it is institutionally possible to utilized community resources.