

## TECHNICAL ASSISTANCE COMPLETION REPORT

Division: SESS/SERD

<b>TA No. and Name</b> TA 3701-INO: Support for Decentralized Education Management			<b>Amount Approved:</b> \$ 990,000	
			<b>Revised Amount:</b> \$ 990,000	
<b>Executing Agency</b> Department of Education		<b>Source of Funding:</b> TASF	<b>TA Amount Undisbursed</b> \$90,800.02	<b>TA Amount Utilized</b> \$899,199.98
<b>Approval</b>	<b>Date Signing</b>	<b>Fielding of Consultants</b>	<b>Completion Date</b>	
8 August 2001	19 December 2001	4 March 2002	<b>Original</b> 30 June 2004	<b>Actual</b> 31 March 2005
			<b>Closing Date</b>	
			<b>Original</b> 30 June 2004	<b>Actual</b> 30 November 2005
<b>Description</b>				
<p>The advisory technical assistance (TA) was designed to support the fledging process of education decentralization in Indonesia. A tight time frame for decentralization had resulted in ad hoc and fragmented structures and processes. The education system had not established medium-term strategic directions or an effective management framework for a decentralized system. Other urgent needs included a new education budget planning and allocation system, minimum service standards, strategies for ensuring equity in a decentralized framework, an adapted education management information system (EMIS), and new communication mechanisms. The TA was also intended to support Loan 1863: Decentralized Basic Education Project. The Executing Agency (EA) for the TA was the newly-renamed Ministry of National Education (MONE).</p>				
<b>Expected Impact, Outcome and Outputs</b>				
<p>The TA aimed to support the initial steps of decentralizing education management and preparing the ground for more efficient, equitable and effective delivery of education services. The TA immediate objectives were to (i) support the creation and capacity building of the Unit for Facilitation of Education Decentralization (UFDP) in MONE, (ii) develop a coherent management framework and manage change through a shared strategic framework for the education sector, (iii) support monitoring of the decentralization process and its effects, (iv) establish a foundation for district-level information-based education sector planning and management, and (v) analyze and prioritize capacity-building requirements for district-level education management. The TA was designed to work at both the national and local levels, in 15 case districts in three provinces. The impact expected was more coherent management policies, structures, systems and processes for education management, systematic management and monitoring of the effects of education decentralization, and regular communication and systematic information management. The expected outcomes were (i) an agreed strategic plan to guide the decentralization of education management, (ii) an operational UFDP, (iii) baseline information and analysis of basic education services and management capacity in each case district, (iv) medium term development plans for basic education in each district, (v) recommendations for the EMIS at district level, and (vi) capacity building plans for case districts.</p>				
<b>Delivery of Inputs and Conduct of Activities</b>				
<p>The TA was financed by a grant of \$990,000 from TASF, and provided 15.8 person-months of international and 89.8 person-months of domestic consultancy services (4 international consultants, including the team leader, and 9 domestic consultants). The TA also funded on-the-job training, capacity-building workshops, baseline studies and surveys in case districts as well as consultation meetings to facilitate consensus building on the critical decentralization issues. The TA was relevant as it supported the education decentralization process by addressing a number of key but neglected issues necessary for ensuring its success. The TA design and objectives were in line with government objectives but the outcomes and outputs appear over-ambitious.</p> <p>The performance of the consulting firm (Sagric International) was satisfactory. The TA outputs produced many useful documents although the main reports were submitted late. The consultants were able to establish close working relationships with their counterparts in the Secretary-General's office and provided valuable support to the UFDP. MONE in turn was fully supportive of the consultants and the work of the TA,. However, there were delays that affected the success of the TA. UFDP was not operational until 18 months after the consultants were fielded, and there was a delay in recruiting the consultants for DBEP. Together, these delays resulted in the TA focusing more than originally intended on facilitating DEBP activities (around 60% of inputs), and less time than planned on assisting with policy and strategy development for decentralization in MONE. In fact, it was only in the final 8 months of the TA that the consultants were able to provide substantial support to UFDP. The performance of the EA is therefore rated less than satisfactory.</p> <p>One inception and three TA review missions were undertaken, each by a different project officer. The TA was reviewed in each case as part of a DBEP loan review and it appears that there was insufficient time available for in-depth monitoring of the TA itself given mission time constraints, and the distant location and complexities of DBEP. The performance of ADB can therefore be rated as less than satisfactory.</p>				

### Evaluation of Outputs and Achievement of Outcomes

The TA consisted of two separate but related components: providing bridging support to DBEP districts until the loan consultants were recruited, and providing support to UFDP in preparing policy recommendations to improve decentralized education management. The TA was more successful in achieving the outputs associated with district-level support. These outputs included (i) baseline information and analysis of basic education and district capacity in case districts; (ii) preparation of school maps in all Phase 1 DBEP districts to assist planning; (iii) a simple spreadsheet-based system for the district EMIS, completion of data collection and analysis, and manuals for each step; (iv) development of district education development plans for case districts and preparation of a planning manual; and (v) development of district capacity building plans. This represents the achievement of all outputs specified for supporting case districts.

The development of a strategic plan for decentralization in MONE had three main streams: (i) development of Obligatory Functions (OF) and Minimum Service Standards (MSS) for districts including technical standards, estimating the cost of providing education that meets MSS, and developing effective mechanisms for fund channelling; (ii) developing the capacity of district governments to manage education effectively; and (iii) strengthening school governance.

The TA was less successful in achieving these outputs, partly because of time constraints, the complex delineation of these areas, involving many players including other ministries, and a slow pace of work that was not under the control of the TA. A model was developed by the TA to identify approaches for the development of OF and MSS, to assess the implications of MSS, especially in terms of resources, and to develop a draft list of OF and MSS. The approach taken by MONE however resulted in lists that were too long and difficult to implement. The TA contributed to the drafting of a Presidential Decree, but this had not been agreed by TA completion.

The TA undertook detailed financial analyses in the case districts to determine how much was spent on each level and type of education, and made recommendations for improving education funding to districts. A major finding was that most districts were unable to finance the provision of high quality education themselves. A district capacity analysis revealed the areas where capacity building was needed, and plans were prepared for district government key functions in strategic planning, EMIS, personnel management, curriculum, asset and equipment management, and school supervision.

### Overall Assessment and Rating

The TA can be rated partly successful. Although the TA gave valuable support to the DBEP Phase 1 districts as planned, the support to developing an overall strategic plan for decentralization was less successful. The major task of developing draft decrees for OF and MSS was not accomplished, although this was affected by many factors outside the control of the TA.

### Major Lessons

The major lessons learnt were:

- (i) that the process of developing a regulatory framework for decentralization was complex and time-consuming, covering many players and interest groups, and with no quick solutions. Considerable support was needed for the process of policy development and the TA recommended that this should be the focus of future support rather than the production of outputs; and
- (ii) there was an urgent need for capacity building at the national and district levels in order to facilitate the successful implementation of decentralization.

The TA noted that MONE was not well structured to provide this support, while there was also a serious lack of institutions with the experience required to provide effective support in building management capacity.

### Recommendations and Follow-Up Actions

The need for capacity-building at district and national level was noted by the government and ADB, resulting in a follow-on TA, TA 4391-INO:Support for Decentralized Education Management II, approved on 14 September 2004. The importance of capacity building was further noted by other donors such as the EU, which subsequently offered an additional \$6 million in cofinancing for TA 4391 (approved through two major changes of scope on 20 October 2005 and 17 May 2006). The TA will support capacity development activities at national and local level through the mechanism of a capacity development fund.

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