

# Kinerja Qualitative Endline Study



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Laura Simpson Reeves  
(Australian Volunteers International)

**The SMERU Research Institute**

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# ABSTRACT

## Kinerja Qualitative Endline Study

Palmira Permata Bachtiar, Luhur Bima, and Asri Yusrina

To achieve its goal of good governance and improved public services at the *kabupaten/kota* (district) and service delivery unit levels, Kinerja strengthens the supply and demand sides of service delivery. This includes efforts to improve citizen participation while developing the transparency, accountability, and responsiveness of local governments to their citizens. The endline study addresses the (i) factors influencing Kinerja's achievement, (ii) the use of minimum service standards, (iii) contribution of demand-side approaches, (iv) satisfaction of service users, and (v) sustainability prospect of the Kinerja program. Across interventions, local government commitment—at the *kabupaten/kota* and service delivery unit (SDU) levels—is a critical determinant of Kinerja's achievement. Local government commitment could appear as active participation in Kinerja activities, ability to allocate relevant budget, solid coordination within agencies and across agencies, and support to the demand side. Two internal factors of Kinerja that strengthen local government commitment are the provision of technical assistance and suitability of the intervention to local needs. Suitability to local needs can also be improved with customized instruments for the intervention. At the same time, external factors such as existing government policies at the *kabupaten/kota*, provincial, and national levels also affect the level of commitment and the political stability due to the upcoming election and personnel turnover. Another external factor is geographic remoteness of *kabupaten/kota* or the SDUs. Since the internal and external factors are interlinked, it is difficult to find a *kabupaten/kota* which stands out in all Kinerja's packages (interventions). The sample *kabupaten/kota* of this qualitative research are limited and their conditions vary greatly. Hence, the study cannot generalize a conclusion on why Kinerja's goal is achieved in one *kabupaten/kota* but not in others.

Keywords: local governance, decentralization, public service delivery, minimum service standard

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## LIST OF ABBREVIATIONS

ANC		antenatal care
Bappeda	Badan Perencanaan Pembangunan Daerah	Regional Development Planning Agency
BEE		business-enabling environment
BOK	Bantuan Operasional Kesehatan	Health Operational Assistance
BOS	Bantuan Operasional Sekolah	School Operational Assistance
BOSP	Biaya Operasional Satuan Pendidikan	Educational Unit Operational Cost
CSO		civil society organization
DID	Dana Insentif Daerah	Regional Incentive Fund
Dinkes	Dinas Kesehatan	health agency
Disdik	Dinas Pendidikan	education agency
DPRD	Dewan Perwakilan Rakyat Daerah	Regional House of Representatives
EB		exclusive breastfeeding
EBI		early breastfeeding initiation
EDS	<i>evaluasi diri sekolah</i>	school self-evaluation
FGD		focus group discussions
FKKPELP	Forum Koordinasi Kemitraan Pengembangan Ekonomi Lokal	Partnership Coordination Forum of Local Economic Development
ForPP	Forum Peduli Pendidikan	
IKM	Indeks Kepuasan Masyarakat	Customer Satisfaction Index
ISAI	Institut Studi Arus Informasi	Institute for the Studies on Free Flow of Information
Kabid Dikdasmen	Kepala Bidang Pendidikan Dasar dan Menengah	Elementary and Secondary Education Division
KPMP	Kantor Penanaman Modal dan Perizinan	Investment and Licensing Office
KPPOD	Komite Pemantauan Pelaksanaan Otonomi Daerah	Indonesia Regional Autonomy Watch
KUA	Kantor Urusan Agama	religious affairs office
LPKIPI	Lembaga Pelatihan dan Konsultan Inovasi Pendidikan Indonesia	Indonesian Institute for Education Innovation Training and Consulting
LPSS		local public service specialists
MCH		maternal and child health
MSF		multistakeholder forums
MSS		minimum service standards
NGO		nongovernmental organization

OSS		one-stop service
PC		provincial coordinator
P2T	<i>pelayanan perizinan terpadu</i>	provincial one-stop licensing service
PTSP	<i>pelayanan terpadu satu pintu</i>	one-stop service
POPI		Provincial One-Stop Service Performance Index
PPG	Program Pendidikan Gratis	Free Education Program
PTD		Proportional Teacher Distribution
PUPUK	Perkumpulan untuk Peningkatan Usaha Kecil	Association for the Advancement of Small Business
puskesmas	<i>pusat kesehatan masyarakat</i>	community health center
RKS	<i>rencana kerja sekolah</i>	school work plan
RKAS	<i>rencana kerja dan anggaran sekolah</i>	schoolwork and budgeting plan
Riskesdas	Riset Kesehatan Dasar	National Basic Health Survey
RPJMD	Rencana Pembangunan Jangka Menengah Daerah	Regional Medium-Term Development Plan
RTI		Research Triangle Institute International
SBM		school-based management
SDU		service delivery unit
SKPD	<i>satuan kerja perangkat daerah</i>	regional government work unit
SOP		standard operating procedures
STTA		short-term technical assistant
Susenas	Survei Sosial-Ekonomi Nasional	National Socioeconomic Survey
TAF		The Asia Foundation
TAPD	Tim Anggaran Pemerintah Daerah	Local Government Budgeting Team

# EXECUTIVE SUMMARY

## Introduction

Kinerja's goal of good governance and improved public services is achieved by strengthening the supply and demand sides of service delivery. This means improving citizen participation while developing the transparency, accountability, and responsiveness of local governments to their citizens. Kinerja's support take place at the *kabupaten/kota* (district) level or at the service delivery units, depending on the intervention.

Kinerja's qualitative evaluation approach focuses on the implementation of Kinerja's demand side interventions (packages) in *kabupaten/kota* where the baseline study took place. The qualitative evaluation serves as deeper case studies which collected more focused data on "changes observed in Kinerja areas". In particular, the endline study addresses the following questions.<sup>i</sup>

- What factors have driven or inhibited the achievement of Kinerja-stated performance targets and goal-level outcomes in Kinerja partner units?
- To what extent are service delivery units in supported regions utilizing minimum service standards (MSS)?
- To what extent have demand-side approaches contributed to improvements in public education service delivery?
- To what extent are community stakeholders satisfied with public education services provided by the *kabupaten/kota* government and service delivery units?
- What are the prospects for sustainability of Kinerja's public service delivery focus areas?

This endline study employed various data collection methods, which are in-depth interviews, focus group discussions (FGD), observations, quick surveys, and document reviews. In-depth interviews were conducted with key informants such as: (i) the regional government, (ii) the regional government work unit (SKPD), (iii) service delivery unit staff, (iv) nongovernmental organizations (NGOs), (v) local parliament members and community leaders for specific interventions, and (vi) service users and community members. One to five FGDs in each *kabupaten/kota* was held at the service delivery unit and at the community level. In health interventions, two FGDs were held with midwives and *puskesmas* users. In school-based management (SBM) interventions, three FGDs were conducted: two with partner schools and one with nonpartner schools. In all *kabupaten/kota*, two more FGDs were organized with multistakeholders forum (MSF) and citizenship journalism (CJ) members. Observations were made in three service delivery units, both in partners and nonpartners units.

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<sup>i</sup>Evaluation questions slightly differ in different interventions.

## Findings

### Health

#### **Kabupaten Regulation on Safe Delivery, early breastfeeding initiation (EBI) and Exclusive Breastfeeding (EB)**

In Bener Meriah, Singkawang, and Bondowoso, Kinerja assisted the local government to develop *kabupaten/kota* regulation on maternal and child health (MCH). In Singkawang, the regulation does not regulate safe delivery since the local government planned to develop a separate regulation on it. Meanwhile, the government of Bondowoso included adolescent reproductive health since underaged marriage is a major issue in that *kabupaten/kota*.

Supply-side stakeholders in Singkawang and Bener Meriah highlighted the lack of the regulation's impact on private health service providers such as private hospitals and clinics. The *kabupaten/kota* health agency does not have full control over private hospitals and clinics. Thus, it is difficult to monitor the implementation of regulations in those health facilities.

#### **Standard Operating Procedure**

Kinerja provided assistance to partner *puskesmas* in all *kabupaten/kota* to develop or revise standard operating procedures (SOPs), both technical and nontechnical. *Puskesmas* staff across *kabupaten/kota* acknowledged the benefits of having SOPs as now they have references for conducting their tasks as well as updated information on what they should do. In general, the impact of SOPs on service users is perceived to be minimal although visitors in some *puskesmas* now can understand the service flow and procedure.

#### **Partnership between Midwives and Traditional Birth Attendants**

In Bondowoso, a traditional birth attendants-midwives partnership program has existed since 2007/2008. Kinerja helped the health agency and *puskesmas* to revitalize the program in order to support safe delivery. Traditional birth attendants who are engaged in this partnership receive a certain amount of money as an incentive whenever they bring a pregnant woman to a qualified healthcare worker.

However, there are several reasons that may hinder the success of this program. First, the abolishment of maternity insurance (*jampersal*) made people, particularly in rural areas, prefer to go to traditional birth attendants as their fees were considered to be cheaper. Second, people who live in remote areas have difficulties to access both health facilities and village midwives. This condition causes them to more likely rely on traditional birth attendants instead of qualified midwives. Third, the decision on where to give birth is still dominated by the family (particularly the mother or mother-in-law). Many elderly people who influence the decision still believe in traditional birth attendants.

#### **Maternity Pocket (*Kantong Persalinan*)**

Kinerja supported *puskesmas* to revive the use of the maternity pocket or *kantong persalinan*, where information on a pregnant patient is stored in a pocketed cloth hung at the *puskesmas* to monitor her condition each month. In Bener Meriah and Banda Aceh, this program was in line with the provincial health agency's policy. Meanwhile, *Puskesmas Singkawang Selatan* has an initiative to expand the system so that now it contains additional information on early breastfeeding

initiation (EBI), exclusive breastfeeding (EB), and child nutrition, which combined together constitutes the maternity continuum or *kantong kontinum*.

Regarding data collection implemented by the *puskesmas* in general, collecting data on pregnant women—particularly their antenatal care (ANC data)—remains a significant challenge for most *puskesmas*. In particular, *puskesmas* cannot access data on pregnant women's visits to other private hospitals and clinics (mostly occurred in urban areas). Another reason that causes data collection to be difficult is the mobility of pregnant women.

### **Strategy for Health Promotion**

The main objective of health promotion is to improve community's awareness on maternal and child health (MCH). In doing so, Kinerja encourages the local government to implement innovative promotion strategies.

The dissemination of *kabupaten/kota* head regulations (*peraturan bupati/peraturan walikota*) had been done through various occasions. In Bener Meriah, the *kabupaten* head regulation was disseminated in an event called health expo on the anniversary day of the Indonesian Midwives Association (–IBI) and through local art, called *didong gayuh*, so that people can understand the message more easily. The dissemination of *kabupaten/kota* head had also been conducted through ANC and safe delivery workshops and talk shows at the local radio station which involved various stakeholders.

In Bondowoso, the *kabupaten* head's wife has been willing to help the dissemination as “Ummi Persameda” –a person who is assigned by the *kabupaten* head of Bondowoso to support the *kabupaten* head regulation by actively promoting and disseminating the regulation to the community in order to support it. Meanwhile, in Banda Aceh, the promotion strategies emphasized on the involvement of male leaders since they have more influence on the society. Furthermore, Kinerja encouraged the local government in Banda Aceh to promote health issues through occasions such as wedding ceremonies and Friday prayers' sermons.

Three *kabupaten/kota* have also developed an agreement between the health agency and the religious affairs office (KUA) to include information on pregnancy and ANC in premarital courses.

Although the promotion strategies conducted by the local government is considered to be successful in affecting the community, there are a number of factors highlighted by respondents that may hinder the impact of those strategies. One factor is that traditional customs affect efforts to encourage EB and ANC.

Another factor that can negatively affect the achievement of EB is that working mothers are also less likely to exclusively breastfeed because of their work schedules. Moreover, working mothers in rural areas are not able to store their breast milk due to lack of facilities such as refrigerators.

### **Health Budgeting and Planning**

In Singkawang, Banda Aceh, and Bondowoso, Kinerja has given training on health costing based on MSS indicators attended by staff from the health agencies and *puskesmas*. However, budget constraints are the major challenge faced by the health agency in fulfilling MSS indicators.

At the service delivery unit level, *puskesmas* has benefited from MSS-based budgeting. Health workers noted that this system helps them to manage their budget, as proposed programs based on MSS are more likely to be approved than those not based on MSS. Moreover, *puskesmas* can

allocate funds from the Health Operational Assistance (BOK) to program activities related to MSS indicators.

### **Complaint Handling Mechanism**

Kinerja also encourages service providers to be more connected to the service users by implementing a few mechanisms on receiving inputs and complaints from the community.

Kinerja initiated a complaint survey in which *puskesmas* can obtain feedbacks and more information on what improvements should be made in order to provide better service to the community. In general, stakeholders at the unit level in all *kabupaten/kota* responded to the survey positively although the accuracy of its results is another issue. At first, the *puskesmas* was actually quite resistant to the survey; however, they then learned that the aim of this survey was to improve their service.

Kinerja helped *puskesmas* to revitalize feedback mechanisms at the service delivery unit. The findings of the endline study found similar pattern across *kabupaten/kota* that complaint boxes were not effective because almost no one used them to express his/her complaint.

People could also convey their complaints or feedbacks by using the phone/sms number provided by the *puskesmas*. However, most people felt that the most effective way to convey complaints was by directly contacting midwives, the head of the *puskesmas* or the health agency staff because they will receive quick responses.

### **Multistakeholders Forum (MSF)**

In general, MSFs at the *kecamatan* (subdistrict) level has been more actively engaged in numerous activities compared with MSFs at the *kabupaten-kota* level. This is because most of the *kabupaten/kota* MSFs have been recently revitalized and reinforced by Kinerja. Furthermore, most of the *kabupaten/kota* MSF members are from the *kecamatan* MSF, therefore they were more active at the service provider units. Most MSF members understood that their function is to assist the *puskesmas* to disseminate and advocate health issues (particularly MCH issues), and have facilitated complaints and feedbacks from the community to the *puskesmas*.

In Singkawang and Bener Meriah, *kecamatan* MSFs have been actively involved in *puskesmas* activities, such as the *puskesmas* regular mini-workshop. They also actively gave inputs and helped *puskesmas* to disseminate information on health issues to the community, particularly to pregnant women. Dissemination was also targeted at government stakeholders in order to convince them of the importance of issuing a regulation that supports exclusive breastfeeding.

In Bondowoso and Banda Aceh, however, *kecamatan* MSFs are not yet widely known in the community. One member of the *kecamatan* MSF in Bondowoso admitted that he felt more comfortable communicating his complaints or feedbacks to a *puskesmas* as an individual rather than as a representative of the community through the MSF. In Banda Aceh, the *kecamatan* MSF members are also health cadres who work on other health issues. They sometimes combine their roles between being a MSF member and health cadre.

### **Citizen Journalism**

Citizen Journalism members in all *kabupaten/kota* were supported by Kinerja to produce articles which raised community awareness of the quality of public service delivery in the health sector. The CJ members received training and mentoring from Kinerja so that they were expected to be active



in improving public healthcare service through their writings. A number of the CJ members have produced some articles regarding health service issues. They believed that what they had done had contributed to the improvements in services provided by *puskesmas*.

Nevertheless, government officials at the *kabupaten/kota* level and at the service delivery units were still not very familiar with CJ. Compared to MSF, all government officials at the *kabupaten/kota* and service delivery unit levels knew about the MSF and highly recognized its effectiveness in improving public service delivery.

Articles written by CJ members were uploaded in various media. The productivity of CJ members in Bondowoso was much higher than the rest of the *kabupaten/kota*. However, a majority of articles still fell under the category of informative articles. Only 6% of articles was categorized as critical. This might help explain why our key informants still have the perception that CJ members' role in public service delivery has not been optimal.

### **The Community Satisfaction on Health Service**

In each *kabupaten/kota* visited, the team held a focus group discussion (FGD) at one of the partner *puskesmas* for service users in order to gain insightful inputs on the perspective of stakeholders from the demand-side. During the FGD, a mini-survey on user satisfaction was conducted and the FGD participants were asked to fill the questionnaire.

In three of four sample *kabupaten-kota*, Banda Aceh, Bondowoso, and Singkawang, over 50% of the respondents were highly satisfied with the MCH information dissemination. There was only one sample *kabupaten-kota*, Bener Meriah, where the respondents were not satisfied, and it was only 18% of the total respondents.

The participants of the FGD for service users in Bener Meriah did not know if the *puskesmas* has counseling programs on MCH issues and they never received any information from the *puskesmas*. Meanwhile, service users in other *kabupaten/kota* revealed that the information on MCH was easy to access.

In terms of improvements in *puskesmas* services, respondents in all four sample *kabupaten/kota*, ranging from 55% to 100 % of the total respondents, stated that the *puskesmas* has made a lot of improvement. Nevertheless, the team found that about 45% of service users in Bener Meriah felt that there was little improvement of the services provided at the *puskesmas*. This may be because some participants were still unsatisfied with a number of services provided at the *puskesmas*. For example, they were not satisfied because the *puskesmas* did not have ultrasonography (USG) equipment.

### **School-Based Management (SBM)**

A majority of key informants commented that they valued how Kinerja facilitated partner schools in preparing and publishing their administrative documents and financial reports. Kinerja's training and technical assistance have helped to improve the accuracy of administrative documents and to increase transparency. The partner schools are able to stand as an example for other nonpartner schools.

Another contribution mentioned by the respondents is the revitalization of the role of the school committee. This includes the committee's efforts to increase parents' participation, among others, in the form of donations to the school. The positive involvement of school committees was visible with improvements of school infrastructure and facilities which was achieved through funds

collected from parents and the private sector. In Sekadau, for example, the school committee helped to build a fence, a toilet, and simple dam behind the school yard to prevent land slides. In Melawi, a school fence and an additional classroom were built thanks to the involvement of the school committee. In Bengkayang, a key informant said that the information board was made available by Kinerja through the school committee.

Key informants' understanding about the concept of SBM improved during the endline compared to when the baseline was conducted. This was the evidence across *kabupaten/kota* and school levels. Table 10 presents the number of words that they expressed in explaining the concept of SBM. One important difference is that there was only 1 out of 45 informants (or 2.2%) who did not know the meaning of SBM: a big reduction from 10 out of 60 informants (or 16.7%) during the baseline.

At the school level, MSS has been integrated into work plans, namely the school work plan (RKS) and annual work plan (-RKT). The fulfillment of MSS itself was hindered by the unavailability of school grants. In the case of textbooks, problems arise because the books sold this year will not be available next year, and therefore the purchase-by-phase system is not sustainable. Another reason was that the *kabupaten/kota* education agency regularly alters the textbooks, which means that schools must purchase new textbooks each year. Hence, it would be very difficult for schools to have a complete set of textbooks for every student each year. As for science models and equipment, the provincial and central governments have maintained their supply to schools. However, the problem is not only the availability of the equipment, but more importantly, the use of the equipment.

In general, the contribution of CJ Round 1 was hindered by the lack of performance of the national intermediary organization (IOs), the Institute for the Studies on Free Flow of Information (ISAI). When LPS Air took over the role from the ISAI as IO, there was a strong improvement in the activities of the CJ. This was particularly clear in CJ Round 3, when LPS Air implemented changes based on the experience and lessons learned from CJ Round 2. The most important lessons learned was that CJ members could be expected to keep writing when provided with the means or channel to express themselves in writing. LPS Air then established a website, [www.matalbar.com](http://www.matalbar.com), to publish articles written by the CJ. Other lessons learned include the recruitment process for new CJ members as well as the recruitment of a regional fasilitator (*fasda*) by the local people.

Established in May 2013, the MSF in Bengkayang was involved in many activities of Kinerja Round 2. The MSF in Bengkayang was also critical of the education agency as it wrote a position paper to the education agency suggesting they should speed up the fulfillment of technical recommendations which were put forward by partner schools. The MSF in Sekadau was finally established in August 2014. However, MSF members had been invited to participate in many activities related to public services since 2013. The MSF in Melawi had not been formed when the endline study took place. During an FGD, it was revealed that some members had not yet been informed of their appointment, let alone their roles.

Another contribution of the MSFs in three *kabupaten/kota* (and together with the CJ Round Consolidation) to the improvement of public education service delivery was their involvement in monitoring the service charters of 20 partner schools. Particularly in Sekadau, CJ members used the radio to collect people's complaints of public services for further discussion. Collecting complaints from service delivery users through the radio cost them nothing; whereas if they conducted field visits, there would be an additional cost for gasoline.

Among the different intervention packages of the demand side, complaint surveys/service charters and school committees were perceived by the supply side to be more influential toward the

improvement of public education service delivery. Complaint survey and service charters were most familiar and were regarded as most effective in Sekadau. Although realization of service charters was low, Sekadau stood out in the average number of service charters realized per school as well as the number of schools displaying service charters. In terms of school committee, the supply side in Melawi fully acknowledged the effectiveness of the school committee. This is supported by the parents' satisfaction of the school committee in Melawi which is the highest among the three *kabupaten/kota*.

Parents' satisfaction of the indicators of education services in partner schools in 2014 increased from that in 2011. Books and equipment indicators received low satisfaction because parents were concerned about the unavailability of the 2013 Curriculum Textbooks. While the scores of indicators from before and after Kinerja were obvious for partner schools; the difference in scores between partner and nonpartner schools was less obvious. In our sample schools, the present principal of a nonpartner school in Melawi used to be the principal of a partner school in 2012. He was moved to a nonpartner school in early 2014. The parents of the nonpartner school in Melawi were happy with his leadership and discipline. In Bengkayang, the nonpartner school had a very active school committee that helped the principal in handling school issues. This might explain why parents of the nonpartner school were equally satisfied with education services and, hence, the margin between partner and nonpartner schools was insignificant.

In terms of publication, all partner schools published their work plans, almost all published their financial reports as well as their service charters. One partner school in Melawi excelled in publishing their reports and data, and this was reflected in parents' satisfaction of the information and transparency indicator. On average, most parents in partner schools were relatively satisfied with this indicator. However, according to FGD participants, parents did not read the notice board. Many said they only dropped-off and picked up their children outside the school grounds; the location of the notice board inside the school meant that the parents did not see and read the information.

There is a general desire across partner schools to sustain SBM. Unanimously, schools and school committees value the benefit they received from Kinerja, in particular the presence of school administrative documents such as school self-evaluation (EDS), RKS, and schoolwork and budgeting plan (RKAS).

In Melawi, the potential for sustainability is strong in partner schools because some schools demonstrated "best practice." They could be used as the model for nonpartner schools to replicate, particularly in terms of an active school committee. In Bengkayang, replication of SBM by other nonpartner schools could be accelerated by issuing a education agency circulation letter advising all schools to apply SBM, thus demonstrating the local government's commitment. Therefore, all schools, both partners and nonpartners, should apply SBM even after Kinerja ends. In Sekadau, the education agency has been strengthening the role of school committees through the Education Council, and this is an effort to sustain SBM through an existing mechanism. The *kabupaten* head regulation on the establishment of MSF in Sekadau was one example of government commitment towards sustainability of demand side interventions.

In all *kabupaten/kota*, the local governments were helped by Kinerja to issue the regulation of the *kabupaten* head on MSS in order to sustain the utilization of the MSS. In Sekadau and Bengkayang, the regulations were being finalized. The MSF in both *kabupaten* were intensively involved in the establishment of the regulations. Meanwhile, the absence of a *kabupaten/kota* MSF in Melawi inhibits the preparation of the regulation. Until the end of the endline visit, there was no indication as to whether the MSS regulation in Melawi could be issued prior to the end of Kinerja.

Willingness to continue MSF and CJ activities is strong across *kabupaten/kota*. In Sekadau, the MSF had succeeded in obtaining a regulation from the *kabupaten* head, which has secured its budget and activities in 2015. MSF members also took the replication of SBM as their responsibility. CJ members are able to continue supervising public services with the help of Radio Dermaga FM. In Bengkayang, the MSF and CJ members' desire to continue is also strong. The MSF has a notarial deed which enables them to continue working independently to safeguard public service delivery. Meanwhile, CJ members are young and diligent, and write for various nonmainstream media as well as *Suara Gong Borneo* and also the *SEBALO* tabloid. In Melawi, however, the possibility of MSF and CJ members to continue these activities is unlikely. Embracing three sectors—education, health, licensing—was a task too big for the MSF to manage. Despite a strong commitment toward public sector oversight, the MSF members seemed to be trapped by problems concerning its formal establishment. Meanwhile, CJ Melawi was still dependent of the *fasda's* assistance, particularly for typing and editing their articles. Despite their enthusiasm to write, a more sustainable solution should be found for them following the end of the *fasda's* contract.

Various intermediary organizations (IO) have different views on whether they were able to sustain the experience they gained from Kinerja. The IO in Bengkayang found it difficult to sustain SBM approach in its organization due to financial constraints. Moreover, the IO's focus was on character building rather than school management. The complaint handling IO, on the other hand, valued highly the experience it had gained from Kinerja. After the end of Kinerja, it was still willing to sustain the same work it did with Kinerja's *kabupaten/kota* located in West Kalimantan, even without the support of a donor agency. Its good cooperation and networking with the local governments had become its asset for future collaborations. Meanwhile, CJ and IO's commitment to sustain public oversight was guaranteed by the presence of Matakabar.com.

### **Proportional Teacher Distribution (PTD)**

The Kinerja technical assistance, particularly the assistance for the establishment of a *kabupaten* head regulation, was reported as a key factor that influenced the successful achievement of PTD. In the case of Barru, the draft *kabupaten* head regulation submitted by the PTD IO was improved with the help of local NGOs that were supported by Kinerja. The meeting on the finalization of the *kabupaten/kota* head regulation was intensively used by the education agency, regional civil service board, and MSF to interact and develop the same perception about the teacher distribution issue. Meanwhile, in Luwu, this process did not happen. From the perspective of the IO, the one-year's technical assistance by Kinerja was perceived as too short to obtain the required valid and verified data.

However, the role of the central government, particularly in the development and implementation of the Joint Decree of Five Ministers (SKB 5 Menteri) was mentioned as a key supporting factor for teacher distribution. As all *kabupaten/kota* were required to have a *kabupaten/kota* head regulation, the issue shifted to the quality, rather than the presence, of the regulation.

In terms of technical assistance on data analysis, the IO acknowledged that it did the mapping for teacher distribution based on Padati web data and NUPTK. However, there were a lot of missing data in the Padati web, for example information about teaching hours. Only a few schools had entered this data. Therefore, the results were only an illustration—and not an analysis—of the excess and shortage of teachers.

At the *kabupaten/kota* level, the importance of Kinerja's assistance could not be separated from the active role of local public service specialists (LPSS). Even following the completion of Round 1, the LPSS in Barru continued to facilitate and assist the education agency and the IO. In particular, the LPSS was involved in collecting and verifying data from schools. Meanwhile, the LPSS in Luwu

reported that he did not feel comfortable working under the supervision of the provincial coordinator (PC), and thus did not continue his involvement.

The MSF was particularly influential to the successful implementation of PTD, as were the involvement of CJ. This is particularly clear in Barru, where the MSF and CJ members were active. The contribution of MSF in Barru was obvious in the data collection from all schools and data analysis, and most importantly in the formulation of the *kabupaten/kota* head regulation. The MSF originated from the Barru Journalist Forum (Forum Journalis Barru), consisting of not only mainstream media journalists but also CJ Round 1 and CJ Round 2 alumni. The MSF held a *tudang sipulung*, a discussion attended by the *kabupaten/kota* head and officials from various local government institutions. The discussion resulted in 17 recommendations, one of which was to push the local government to increase information dissemination activities, and to implement teacher distribution among civil servant teachers. The importance of the MSF was also notably acknowledged in the *kabupaten* head regulation which explicitly stated that the MSF was part of the implementation team of teacher distribution.

In Luwu, however, an MSF had not been formed. One reason for this is that the local NGO had a negative attitude towards local government. During the local NGO's six-month contract, the IO focused on disseminating information about the draft of the *kabupaten/kota* head regulation to schools in four pilot *kecamatan*,<sup>ii</sup> without first advocating for the establishment of the MSF. However, tense relations between entities of the supply and demand side in Luwu may have also contributed to the slow progress of the demand side.

The contribution of CJ members in Barru was primarily related to their active involvement in ForPP (Forum Peduli Pendidikan), rather than an increase in publications. Meanwhile, CJ members in Luwu, particularly CJ Round 1, were recruited from civil servants and therefore they have limited time and a fear of being critical toward the local government. Moreover, Luwu had no MSF which CJ members could get involve with.

Perception toward the demand side differs significantly between Luwu and Barru. Barru received longer Kinerja assistance in the same sector, which was education. This enabled the supply side to interact with the demand side, and with the LPSS more intensively over a longer period of time. This was not the case in Luwu, where the focus of the LPSS moved toward the health sector where the local government showed more commitment to work with civil society in Round 2.

One significant impact of Kinerja in Barru is the improvement of school data that covers not only the data on teacher but also school infrastructure and facilities. This is the result of data collection and verification from the schools.

Unlike in Luwu where Kinerja initiatives were more unlikely to sustain, those in Barru had the highest possibility for continuation. The local government of Barru regarded the teacher distribution program as being aligned with their needs. From the demand side, ForPP has a notarial deed / for its formal establishment, and funding can be sourced independently from private sectors or donor agencies. In terms of CJs, their work would continue even after Kinerja ended. The IO views CJ as an investment and potential network in the future, and thus will provide assistance when needed. To date, the IO has provided websites to encourage CJ members to publish articles, including [kinerja-sulsel.org](http://kinerja-sulsel.org), [celebes.co](http://celebes.co), and [suarakomunitas.net](http://suarakomunitas.net), as well as Suara Warga magazine.

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<sup>ii</sup>Other key informants in Luwu said there were three pilot projects.

## Educational Unit Operational Cost (BOSP)

Kinerja's IO, the Indonesian Institute for Education Innovation Training and Consulting (LPKIPI), assisted a technical team which consisted of education stakeholders to estimate the *kabupaten/kota*-level funding needed to fulfill the operational cost for primary and junior secondary school levels.

After the disparity between grant funds and actual operational needs had been estimated, there was a debate on who should be responsible for filling the gap. All MSF members then agreed that the regulation on BOSP be shifted from the fulfillment of BOSP to the technical guidance of BOSP. By passing this regulation, schools would be encouraged to use the BOSP template in developing the schools' budget and plan.

The technical team of BOSP helped to disseminate BOSP informally through various occasions and encouraged school principals to adopt the method. In general, the technical team members support the implementation of BOSP and expect that the education agency will continue this policy. They showed their willingness to actively engage in the dissemination process if the education agency commits to facilitate it.

There are two education agency officials who have a significant role in the implementation of the BOSP template because they have a strong understanding of the intervention and authority, to a certain extent, to influence other stakeholders. The former head of the Elementary and Secondary Education Division (Kabid Dikdasmen) and school supervisors joined the technical team.

The education agency held a workshop to disseminate the *kabupaten* head regulation to all primary and junior secondary schools. However, the presentation was only about the concept and it did not explain the technical issue on how to use the template.

Some principals, who joined the technical team of BOSP, admitted that they have started to partially adopt the template when preparing the school budget. According to them, the items in the BOSP template are quite detail and there is already a price standard for each item. Before the BOSP was introduced, the development of the school budget was just based on each principal's preferences.

Although the local government was initially expected to fill the estimated gap through *kabupaten/kota*-level funding, the local government is less likely to accommodate that expectation due to budget constraints. Until now, there is no policy from the head of the *kabupaten* to increase local grant funds to cover school operational needs.

The Bulukumba Forum, a local NGO with reputable credibility, was strengthened by Kinerja and it enabled them to be the Education MSF to support the implementation of BOSP. MSF members actively engaged in the drafting of the *kabupaten* head regulation on BOSP. After the dissemination workshop on BOSP, the MSF initiated a monitoring on the progress of BOSP implementation by visiting several schools. The monitoring showed that schools that applied the template benefited from it. The template helped schools to prepare a school budgeting document and to avoid double counting. The Bulukumba Forum also consulted the results of their monitoring to other relevant MSF members and discussed how these results should be used for advocacy to the *kabupaten* head and local parliament

CJ members in Bulukumba were relatively active in producing writings related to BOSP issues; nevertheless, the perception of education stakeholders towards CJ could still be improved. Only a few stakeholders actually knew about CJ and its roles; meanwhile, others were not aware of the function of CJ.



## Business Enabling Environment

Kinerja is also working to develop a business-enabling environment (BEE) by improving local governments' service delivery and strengthening accountability mechanisms. The program aims to improve the BEE through improved business licensing to allow micro, small, and medium businesses to flourish.

Kinerja strengthens participation of the demand side in order to create incentives for an improved licensing process through business community and other civil society organizations (CSOs). The local government is encouraged to adopt innovative service delivery in streamlining business licensing through public-private dialogue and improvement or establishment of the one-stop shop (OSS). OSS in Probolinggo is known as the Investment and Licensing Office (KPMP). At the provincial level, The Asia Foundation (TAF) and its local partners support replications of good quality licensing services in other *Kabupaten/kota* in Kinerja provinces.

Since there were no reliable business licenses data in Probolinggo, Kinerja's IO started the assistance by mapping business licenses. It was found that there are 109 types of license, including 30 licenses that are already under KPMP authority. The *kabupaten/kota* legal unit (Bagian Hukum Setda) and KPMP assisted by Kinerja have drafted the *kabupaten* head regulation to transfer 39 business licenses to KPMP.

The role of local government elites has significant impact on the smooth transfer of licensing authority. Local government commitment is also reflected by significant budget increase allocated to KPMP. Before Kinerja started the interventions in 2011, the budget for KPMP was only Rp700 million. In 2014 the budget for KPMP office was increased to Rp3 billion. This amount was equal to the budget allocated to a government agency that is in the echelon II level.

The IO capacity is also recognized to be another significant factor that positively influences the success of the intervention in Probolinggo. The IO local facilitator has good technical capacity as well as a good understanding of local characteristics.

Kinerja's innovation in boosting the business process is to develop an SOP for each license type. This approach is helpful because the licensing process becomes more transparent. Applicants are treated equally and fairly based on the procedure. Kinerja also helped the KPMP to develop license packages in which service users can submit several licensing applications at the same time.

In order to support the governance of KPMP, Kinerja initiated the community involvement through the formation of public-private dialogue which is also known as the MSF in business licensing. In Probolinggo, Kinerja strengthen an existing forum named Partnership Coordination Forum of Local Economic Development (FKKPELP). In the early period after the revitalization, MSF members were actively engaged in activities related to KPMP such as the Customer Satisfaction Index (IKM) survey, meetings on regulation drafting, and complaint mechanism.

Unfortunately, the contribution of MSF in business licensing to the improvements of the KPMP service had diminished as the second year intervention shifted the focus from business licensing to health sector. The decline of the MSF's active contribution was due to several reasons.

Firstly, when the second Kinerja intervention in the health sector started, there was a concern on whether Kinerja should initiate a new MSF in the health sector or reinforce the existing MSF. Since the MSF in the second round of the Kinerja program was focused more on the health sector, MSF participation related to business licensing became very limited.

Secondly, it was difficult to maintain individual commitment to actively join the forum. The commitment of business owners/representatives was quite low because they felt that they did not really benefit from the forum.

Thirdly, there are already several business associations in Probolinggo which have accommodated almost all business owners' needs. These existing associations were considered to be sufficient for business owners to communicate their aspirations and to influence policies.

The CJ supported by Kinerja during the first year did not perform well. Most government and business respondents mentioned that they did not know about CJ activities in business licensing. This was due to the lack of performance of the Media IO appointed by Kinerja during the first year of intervention.

The second-round Media IO improved the method to make CJ more sustainable by implementing several activities. Firstly, CJ members were selected from the MSF because MSF members were considered to have a better understanding of the issue. Secondly, the IO conducted regular assistance to CJ members to help them improve their skills and knowledge. Thirdly, CJ members were introduced to government stakeholders to establish relations. Based on the writings of CJ collected by the IO, about 30% percent of the articles could be perceived as critical writings that raised problems and concerns over licensing issue, while the rest are news event or informative articles.

Kinerja innovation strengthened the governance of KPMP by helping KPMP to conduct a IKM survey in order to obtain feedback from the service users. KPMP, supported by Kinerja, conducted the survey in 2012 and 2013 using instruments enhanced by Kinerja. In general, those two surveys showed that the community was satisfied with KPMP services. Nevertheless, the community still expected some improvements. There were also some concerns regarding illegal fee on licensing process and the lack of hospitality of the OSS officials. The survey also found that service users criticize the facilities, such as parking space and office signs.

One of the main issues in Probolinggo is that small and medium entrepreneurs have not been aware of the importance of having business licenses. Most of them still think that a business license is needed only if they wanted to distribute their products in a modern market or if they wanted to apply for funding from the government.

Kinerja also helped KPMP developed a complaint mechanism and it was regulated in *Kabupaten* Head Regulation No. 37 Year 2012. The *kabupaten* head regulation regulates complaint classification and procedures to handle complaint received by the KPMP. Complaints can be classified into three categories: minor, medium, and major. For example, a complaint over licensing fee is categorized as a minor complaint which can be handled internally. For medium and major categories such as environmental hazard, the procedure requires a team which consists of technical agencies across sectors.

KPMP did a massive dissemination of information about licensing process using mass media, such as radio, leaflets, posters, and newspapers. However, when SMERU conducted an observation in the KPMP office in September 2014, the leaflet was not readily available. People who needed the leaflet had to request for them to the customer service. The observation also found that no banner and poster which contains information were on the walls of the front office.

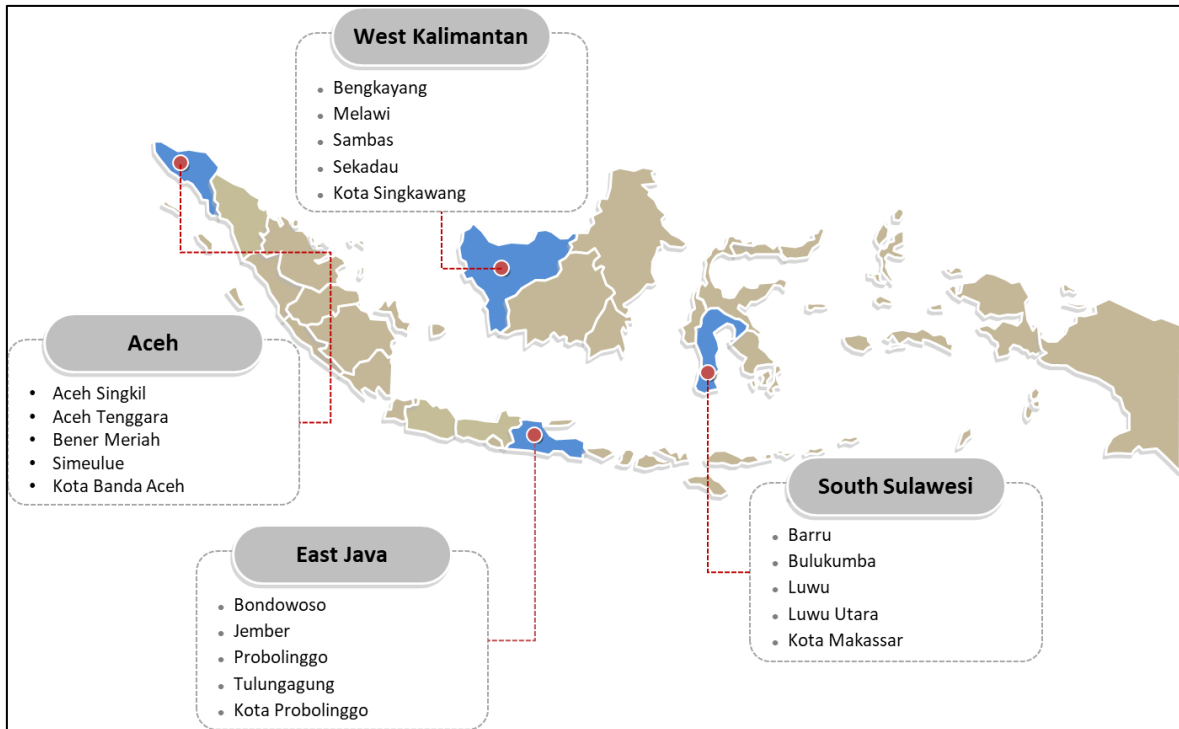


The plan for mobile licensing services aims to disseminate information to the *kecamatan*. The KPMP staff is also encouraged to be more active in disseminating the information to the community through any occasion so that people can easily access the information.



# I. INTRODUCTION

Funded by the United State Agency for International Development (USAID), Kinerja program is a five-year program which began in 2010 and closing out in 2015. Five partners included in the Kinerja consortium are RTI (Research Triangle Institute) International, The Asia Foundation (TAF), Social Impact (SI), The SMERU Research Institute, and the Partnership for Governance Reform (Kemitraan). Kinerja's program covered four provinces in Indonesia and within each province, Kinerja works in four *kabupaten* (districts) and one *kota* (city).<sup>1</sup>



**Figure 1. Kinerja's coverage in Indonesia**

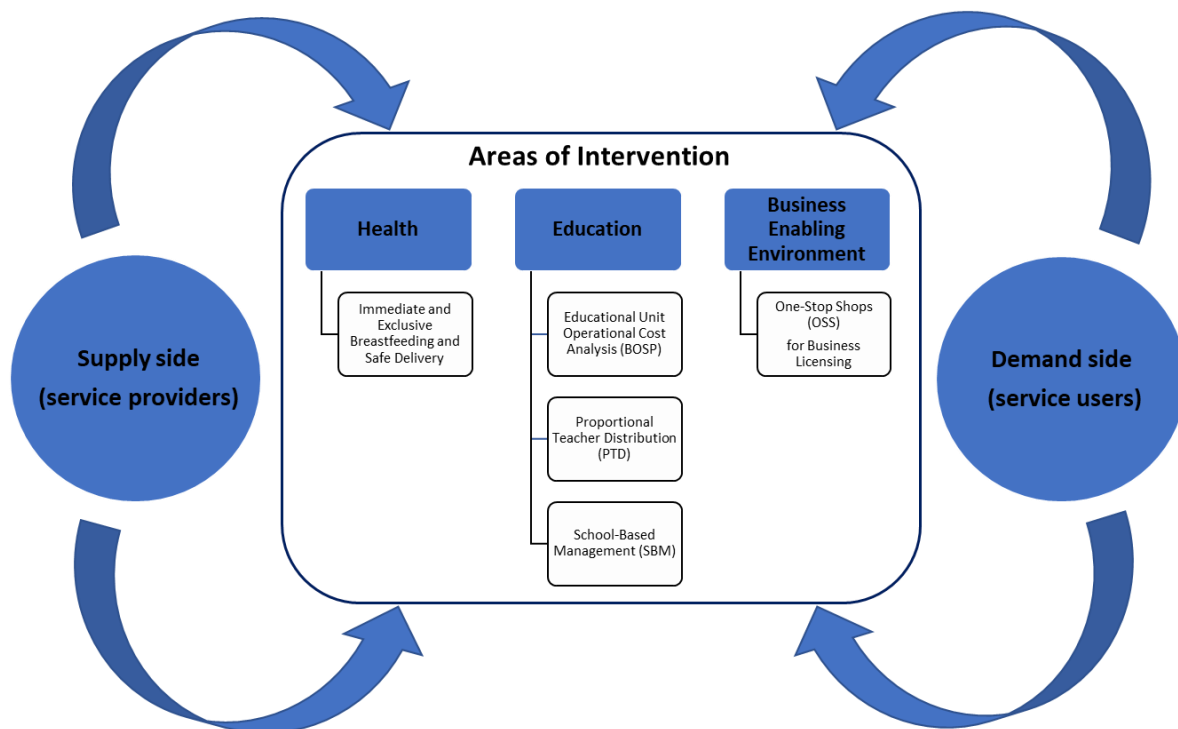
Kinerja's goal of good governance and improvement of public services is achieved by strengthening the supply and demand sides of the service delivery. Strengthening the supply side aims to create more accountability, more transparency, and greater responsiveness of local governments to their citizens. While strengthening the demand side means creating greater participation of citizens for better service delivery by the local government. Kinerja's support takes place at the *kabupaten/kota* level or at the service delivery unit, depending on the intervention.

This report aims to show the results of the qualitative endline study carried out by SMERU. The endline data is collected with the objective of explaining how and why Kinerja has succeeded (or not succeeded) in meeting its goals, and – to the extent possible – whether meeting these goals has translated into any substantive improvement in citizens' welfare. The endline study intends to compare some of the data available in the baseline.

<sup>1</sup>An additional province, which is Papua, that received interventions only in the health sector, was included in 2012.

## 1.1 Kinerja's Areas of Intervention

Kinerja program works directly with local governments to improve public service delivery in three sectors: health, education, and business-enabling environment (BEE). District consultations are carried out prior to selection of areas of intervention by the local government. Local governments can choose one intervention they deemed to be critical in the first year of Kinerja program implementation or Round 1 intervention. They can choose another different intervention for the second year of implementation or Round 2 intervention.



**Figure 2. Kinerja's areas of interventions**

Five interventions (packages) can be selected are as follows:

- Immediate and Exclusive Breastfeeding and Safe delivery, hereafter I&EB and Safe delivery. The health program focused on improving maternal, neonatal, and child health (MNCH) as major priorities of local governments in meeting the related minimum service standards (MSS).
- Educational Unit Operational Cost Analysis, hereafter BOSP. This intervention supports the local governments and schools to estimate the real school operational costs and to determine how to cover the discrepancy between the said costs and the school grants.
- Proportional Teacher Distribution, hereafter PTD. The intervention provides supports for the local government to analyze the availability and shortage of teachers in elementary and junior high schools.
- School-Based Management, hereafter SBM. This intervention provide supports to schools to become more participatory, transparent, and accountable to the local community.
- One-Stop Shops for Business Licensing, hereafter OSS. The Business Enabling Environment intervention focus on the more efficient business licensing processes at the *kabupaten/kota* level, including standar operating procedures (SOP) development.

From the supply side or service provider, Kinerja has not initiated new programs within the local government. Instead, it enhances the implementation of the already existing programs, which relates to the five interventions, at national or local level. For health and SBM intervention carried out at the service delivery units, the key activities include helping partner *puskesmas* and schools conduct a community complaint survey to identify needed improvements.

From demand side or service users, Kinerja promoted the initiation of the multistakeholder forum (MSF) and strengthening the already existing MSF both at the district level and service delivery unit. The MSF aims to monitor service delivery and advocate for service improvements.

In all *kabupaten/kota*, Kinerja complemented its efforts to improve good governance and public services initiate citizen journalism (CJ) which incorporates citizen participation and media. The initiative aims to improve citizen capacity in overseeing the quality of public service delivery, particularly indicators related to MSS in health and education.

In addition to CJ, Kinerja provide training on MSS to local governments and service delivery units. The assistance aims to support the provision of a more standardized services and to support the achievement of outcome of the intervention in health and education. MSS training of Round 1 intervention was not necessarily given in Round 1. Some *kabupaten/kota* completed that intervention later in Round 2, for example Bener Meriah.

**Table 1. Kinerja Round 1 Intervention in 20 *Kabupaten/Kota***

	Province			
	Aceh	East Java	West Kalimantan	South Sulawesi
Health	Aceh Singkil	Bondowoso	Singkawang	
	Banda Aceh		Sambas	
	Bener Meriah			
SBM		Kota Probolinggo	Bengkayang	
		Jember	Sekadau	
			Melawi	
PTD <sup>a</sup>				Barru
				Luwu
				Luwu Utara
BOSP	Aceh Tenggara <sup>b</sup>			Bulukumba
	Simeuleu			
BEE	Aceh Singkil	Kab. Probolinggo	Melawi	Barru
	Simeuleu	Tulungagung		Makassar

<sup>a</sup>Proportional teacher distribution.

<sup>b</sup>Subsequently changed to SBM.

Kinerja carries out its program related to supply and demand sides through national and local nongovernmental organizations (NGOs) which are called the intermediary organizations (IOs). Below is the list of IOs in each sample *kabupaten/kota*.

**Table 2. Kinerja's National, Provincial, and *Kabupaten/Kota* IOs in Round 1**

	Aceh	East Java	West Kalimantan	South Sulawesi
Safe Delivery, Early and Exclusive Breastfeeding	Provincial IO: IMPACT <i>Kabupaten/kota</i> IO: LPPM Aceh, Redelong Bener Meriah	Provincial IO: PKBI <i>Kabupaten/kota</i> IO: YKP	Provincial and <i>Kabupaten/kota</i> IO: PKBI	
School-Based Management			National IO: LPKP <i>Kabupaten/kota</i> IO: Yayasan Puspa Sekadau, YPPN Bengkayang, individuals Melawi	
Proportional Teacher Distribution				National IO: LPKIPI
Education Unit Operating Cost Calculation				National IO LPKIPI
Business Enabling Environment		Provincial and <i>kabupaten/kota</i> : PUPUK		Provincial IO: YAS <i>Kabupaten/kota</i> IO: PINUS
Strengthening Media and Public Information Access Media	National IO: Institut Studi Arus Informasi Provincial IO: KIPPAS	National IO: Institut Studi Arus Informasi Provincial IO: Qulick	National IO: Institut Studi Arus Informasi	Provincial IO: JURNal Celebes
Minimum Service Standard	Kinerja NO and STTA	Kinerja NO and STTA	Kinerja NO and STTA	Kinerja NO and STTA
Increasing Community Participation in Public Service	National IO: Konsil LSM Provincial IO: Sepakat	National IO: Konsil LSM	National IO: Konsil LSM Provincial IO: Diantama	

Note:

LPKIPI: Indonesian Institute for Education Innovation Training and Consulting (LPKIPI)

LPPM Aceh: Lembaga Pembinaan dan Pengembangan Masyarakat Aceh

PKBI: Indonesian Planned Parenthood Association (IPPA)

PUPUK: Association for the Advancement of Small Business

STTA: short-term technical assistant

YAS: Yayasan Adil Sejahtera

YKP: Yayasan Kesehatan Perempuan

YPPN: Yayasan Pemberdayaan PeFor Nusantara

## 1.2 Monitoring and Evaluation of Kinerja

The monitoring and evaluation of Kinerja was carried out using quantitative and qualitative approach. The quantitative approach covers the 20 supported *kabupaten/kota*, key public service delivery indicators related to the key expected outcomes were collected regularly by Social Impact.

SMERU was responsible for the qualitative approach by providing information on process, changes, and intermediate results, direct outcomes, and condition at the field level. Unlike quantitative approach, the qualitative approach only covers selected *kabupaten/kota* out of 20 Kinerja *kabupaten/kota*. We conducted three visits for baseline, midline (mid-term evaluation—MTE), and endline study. Most of the selected *kabupaten/kota* were visited two to three times. The selected *kabupaten/kota* for the qualitative baseline, MTE, and endline is presented in Table 3.

**Table 3. SMERU's Qualitative Baseline Study, MTE, and Endline Study of Kinerja**

Kinerja Program	Baseline September 2011 – February 2012	MTE September 2012 – December 2012	Endline June 2014 – October 2014
Health	<ol style="list-style-type: none"> <li>1. Kota Banda Aceh Aceh</li> <li>2. Kab. Bener Meriah Aceh</li> <li>3. Kota Singkawang West Kalimantan</li> <li>4. Kab. Bondowoso East Java</li> </ol>	<ol style="list-style-type: none"> <li>1. Kota Banda Aceh Aceh</li> <li>2. Kab. Bener Meriah Aceh</li> <li>3. Kota Singkawang West Kalimantan</li> <li>4. Kab. Bondowoso East Java</li> </ol>	<ol style="list-style-type: none"> <li>1. Kota Banda Aceh Aceh</li> <li>2. Kab. Bener Meriah Aceh</li> <li>3. Kota Singkawang West Kalimantan</li> <li>4. Kab. Bondowoso East Java</li> </ol>
PTD <sup>a</sup>	<ol style="list-style-type: none"> <li>1. Kab. Luwu South Sulawesi</li> <li>2. Kab. Barru South Sulawesi</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Luwu South Sulawesi</li> <li>2. ---</li> <li>3. Kab. Luwu Utara Sulawesi Selatan</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Luwu South Sulawesi</li> <li>2. Kab. Barru South Sulawesi</li> </ol>
SBM	<ol style="list-style-type: none"> <li>1. Kab. Bengkayang West Kalimantan</li> <li>2. Kab. Melawi West Kalimantan</li> <li>3. Kab. Sekadau West Kalimantan</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Bengkayang West Kalimantan</li> <li>2. Kab. Melawi West Kalimantan</li> <li>3. ---</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Bengkayang West Kalimantan</li> <li>2. Kab. Melawi West Kalimantan</li> <li>3. Kab. Sekadau West Kalimantan</li> </ol>
BOSP	<ol style="list-style-type: none"> <li>1. Kab. Bulukumba South Sulawesi</li> <li>2. Kab. Aceh Tenggara Aceh</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Bulukumba South Sulawesi</li> <li>2. ---</li> </ol>	<ol style="list-style-type: none"> <li>1. Kab. Bulukumba South Sulawesi</li> </ol>
BEE	--- <sup>b</sup>	<ol style="list-style-type: none"> <li>1. Kota Makassar South Sulawesi</li> <li>2. Kab. Tulungagung East Java</li> </ol>	<ol style="list-style-type: none"> <li>1. --</li> <li>2. --</li> <li>3. Kab. Probolinggo East Java</li> </ol>
Total	11 <i>kabupaten/kota</i>	12 <i>kabupaten/kota</i>	11 <i>kabupaten/kota</i>

<sup>a</sup>Proportional Teacher Distribution

<sup>b</sup>SMERU did not conduct the qualitative baseline study because KPPOD (Indonesia Regional Autonomy Watch) was assigned by RTI International to conduct a baseline study in all six BEE *kabupaten/kota*: Kota Makassar, Barru, Tulungagung, Kabupaten Probolinggo, Aceh Singkil, dan Simeuleu.

### 1.2.1 Qualitative Baseline Study

SMERU's qualitative baseline study started in September 2011 and was completed in February 2012. According to the baseline TOR, the objective of the study is to provide more detailed information on how and why Kinerja has succeeded or not succeeded in meeting the goals of the specific intervention and whether meeting these goals has translated into any substantive improvement in citizen health and education status.

However, the information collected in the baseline study serves more as a diagnostic study to capture local condition at the beginning of the project. The field visit itself was made prior to the finalization of indicators in the Performance Management Plan which was on 14 March 2012. It is, therefore, difficult to see the baseline and endline studies as apple-to-apple comparison, except for a few limited aspects. The outputs of the baseline study which have been submitted to Kinerja are (i) key findings from each *kabupaten/kota*, and (ii) key findings from each intervention.

### 1.2.2 Qualitative Mid-Term Evaluation

The main purpose of the Kinerja MTE is to provide actionable and timely information on various aspects of project performance, based on the first two years of implementation. Based on the findings and associated conclusions, the evaluation team will offer recommendations for improving Kinerja approaches and practices. This information is intended for use by both USAID and Kinerja management and serves as inputs for improving program performance. Additionally, the evaluation is expected to provide an opportunity for Kinerja partners to engage more closely with the project and achieve its intended results.

In MTE, the data collection was focused on six evaluation questions: (i) to what extent has Kinerja met its stated performance targets; (ii) what aspects of Kinerja do key stakeholders, local governments, grantees value the most; (iii) what primary challenges have Kinerja encountered; (iv) what are the prospects for sustainability of Kinerja's benefit streams; (v) what programmatic or managerial adjustments would help Kinerja achieve intended results more effectively and efficiently; (vi) to what extent are service delivery units in support of the regions' MSS.

### 1.2.3 Qualitative Endline Study

Kinerja's qualitative evaluation focus on the implementation of Kinerja packages in the selected districts where the packages were implemented. The qualitative study did not include control *kabupaten/kota*, that allows for comparison of the observed outcome of the intervention. Therefore, the qualitative results could only be framed as changes that were observed in Kinerja areas.

The endline study is complemented by quantitative cross-district comparisons of treatment and control groups using nationally available datasets, such as Riskesdas<sup>2</sup> and Susenas<sup>3</sup>. The quantitative analysis is carried out by Social Impact.

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<sup>2</sup>National Basic Health Survey.

<sup>3</sup>National Socioeconomic Survey.



## 1.3 Structure of the Report

Chapter 1 introduces the Kinerja project as well as SMERU's qualitative studies at the time of the project. Chapter 2 states various methodology and research designs of the qualitative approach. It also briefly summarizes the data management issues and the limitation of the research. Chapter 3 is the baseline context and background information encompassing general findings from baseline study in late 2011 to early 2012. Chapter 4 to chapter 8 discusses findings from the endline study. Finally, chapter 9 concludes the answers of the evaluation questions while presenting some recommendations for further consideration.

## II. METHODOLOGY OF QUALITATIVE ENDLINE STUDY

### 2.1 Site Selection

The endline field study was carried out in five months from June to October 2014. The endline sites were the same as the baseline sites, except for Kabupaten Aceh Tenggara which was replaced with Kabupaten Probolinggo. Kabupaten Aceh Tenggara was dropped because it moved away from its Round 1 intervention. Meanwhile, Kabupaten Probolinggo was chosen upon consultation with the BEE technical specialist.

### 2.2 Data Collection Tools

The study employed various data collection methods, which are in-depth interviews, focus group discussions, observation, quick survey, and document review. In-depth interviews were conducted with key informants, including from the various institutions: (i) local governments, (ii) the regional government work unit (SKPD), (iii) service delivery unit staff, (iv) NGOs, (v) local parliament members and community leaders for specific interventions, and (vi) service users and community members. Focus group discussion of maximum five in each *kabupaten/kota* was held at the service delivery unit and at the community level. In health, two FGDs were held with midwives and *puskesmas* users. In SBM, three FGDs were conducted: two with partner schools and one with nonpartner schools. In all *kabupaten/kota*, two more FGDs were organized with MSF and CJ members. Observation was made in three service delivery units: in both partners and nonpartners units. Table 4 explains about the respondents in each intervention and level.

Data collection tools were developed based on the research questions stated in the TOR of the study. Tools for various data collection methods were prepared together with Social Impact and the technical specialists. Protocols of the data collection were prepared prior to the field visit.

Triangulation was ensured by:

- a) asking the same questions to different key informants of in-depth interviews
- b) asking the same questions in different data collection methods
- c) discussion among the team in the field as well as across the teams in Jakarta
- d) obtaining clarification from the technical specialists

**Table 4. Number of Respondents**

	Health		PTD		SBM		BSOP		BEE	
	M	F	M	F	M	F	M	F	M	F
<i>Kabupaten</i> level	7	8	22	0	19	3	6	3	7	2
Subdistrict ( <i>kecamatan</i> ) unit level	7	54	-	-	22	7	-	-	-	-
Community level	16	82	19	1	59	47	7	0	7	0
IO/STTA/Kinerja staff	12	3	6	1	5	2	0	1	0	1
Total	42	147	47	2	105	59	13	4	14	3

## 2.3 Data Management and Analysis

The overall data management and analysis is outlined in Figure 3. The term of reference of the endline study as well as data collection tools were developed by Social Impact and SMERU and in consultation with RTI. Data collected from the field are in form of field notes, photos, and audio. Field notes were checked and revised in accordance with the mechanism showed in step 3 until they were completed and fulfilled the standard. Meanwhile, the team also started to discuss preeliminary findings based on information captured from the field and secondary data supporting documents. Discussion was held with SI and RTI.

The team then processed the completed field notes to get some key information, such as main points, stories, and quotations which will be used in the analysis. As requested by RTI, the field notes also appear in the form of summary data matrix. At the final stage, the team did the analysis and developed the final report using all datasets available, including baseline data.

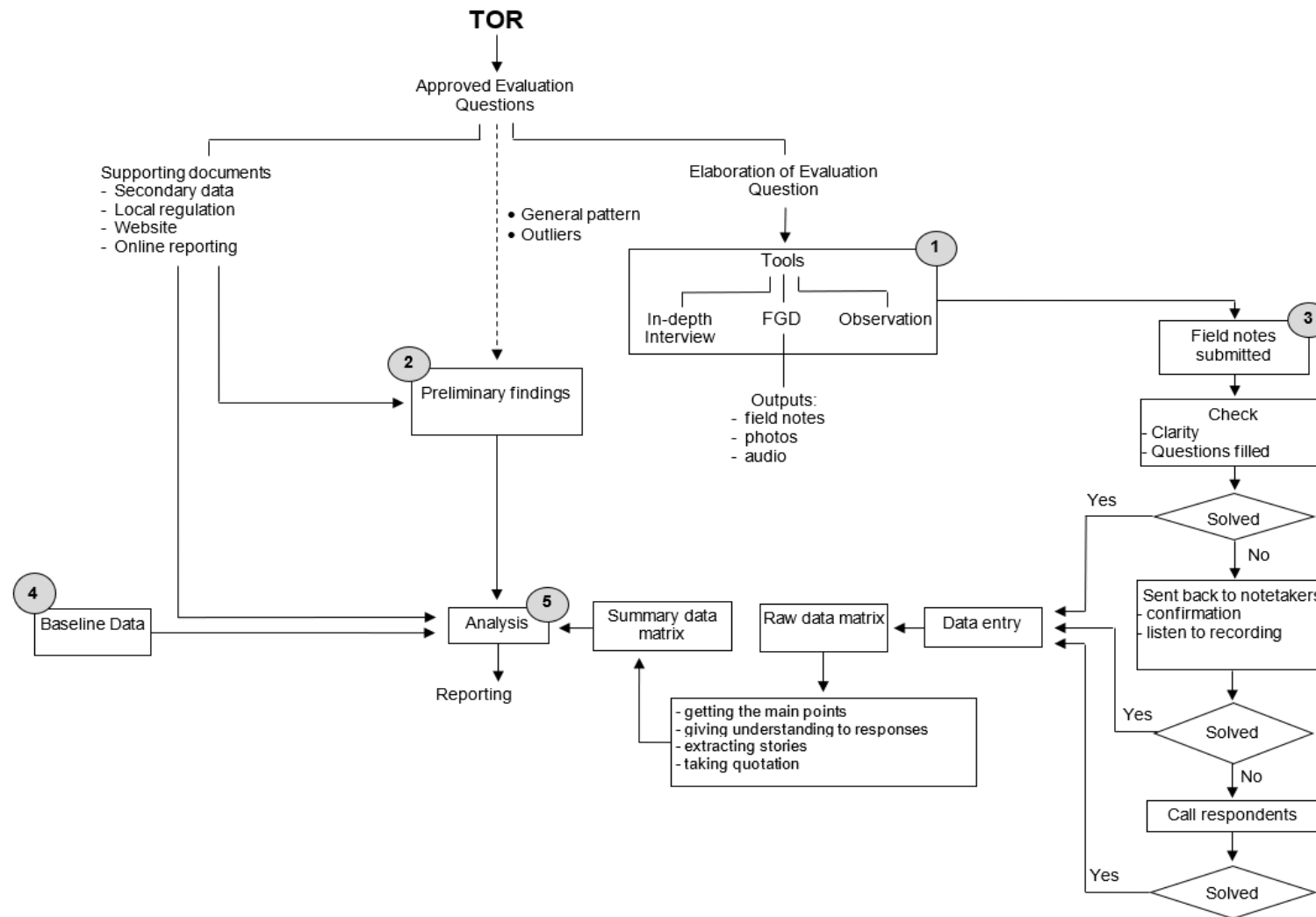


Figure 3. Data management and analysis

## 2.4 Quantification of Qualitative Data

Upon request of Kinerja, the team quantified the qualitative data in selected evaluation questions. The quantification was conducted in the following stages:

- a) read all the responses
- b) produce a list of the most frequently mentioned themes and issues in the responses
- c) make themes and issues more specific with the possibility of being collapsed (combined) with other themes and issues when necessary
- d) categorize and count the responses based on these themes and issues

To avoid subjectivity in categorization, three team members did the quantification simultaneously. Discussion among the team was held in the case where discrepancy exists.

## 2.5 Limitation of the Qualitative Endline Study

The qualitative endline study, like any qualitative research, will not be able to generalize findings. With wide range of response from key informants and FGD respondents, it provides answers to why and how rather than to what and how many. For a qualitative study to explain why and how, ideally, it has to be conducted after the quantitative study is completed. Unfortunately, this is not the case in endline as the Susenas and Riskeddas data is not ready before the beginning of qualitative field study. This is also true for the quantitative impact evaluation in West Kalimantan which began after the end of the qualitative study. This certainly limits the exploratory capacity of the endline qualitative study in explaining why and how.

The endline study intends to compare some of the data available in the baseline. However, it is not exactly the same as one *kabupaten* of BEE, Kabupaten Probolinggo, appears in the endline but was not part of the baseline study. The baseline study of BEE was conducted by KPPOD and its coverage was very limited for comparison.

Other important limitation of the endline study is it only covers Kinerja intervention Round 1. This means any progress Kinerja made in Round 2 and 3 would not be captured in the endline study. Because of this limitation, the endline study could only reveal partial effects of Kinerja.

## 2.6 Challenges in Collecting Data at the Field Level

In undertaking the endline, the SMERU team faced a number of constraints. First, the Round 1 local public service specialists (LPSS) have moved elsewhere. Kinerja replaced the LPSS in charge in eight out of eleven *kabupaten/kota*. LPSS is SMERU's most knowledgeable partner in the field. SMERU relied on them in sharing qualitative information about the program as well as the context. Most of the time, the key stakeholders within the local government were transferred to other positions. In the case where the successors had no clue about the Kinerja program, SMERU will make effort to find the transferred staff in order to obtain important information. This also occurred in CJ Round 1 whose previous members were difficult to trace. The endline took place after the legislative election. Most of the local parliament members were not re-elected so they were not at their office anymore and were uninterested to be interviewed.

Secondly, while the team was in the field, the key informants within the local government or SDU were having out-of-office duty in other the *kabupaten/kota*. In terms of education related

intervention, some of our field visits coincided with the 2013 curriculum training which caused difficulties to arrange meetings with key stakeholders.

Thirdly, the team also encountered technical constraints. Weather constraints such as rainfall prior to the meeting reduced the number of FGD respondents. Because FGD respondents arrived late, there was a loss in discussion time. Another obstacle is the village football competition held in August to celebrate Independence Day. These competitions took place in the school yard. The FGD meetings conducted at school was disturbed by the noise of the football spectators.

Fourthly, access and availability to secondary data is limited in most *kabupaten/kota* visited. In those *kabupaten/kota*, the team had to stop by the offices many times. In some cases, no data is available.

## III. BASELINE CONTEXT

### 3.1 Health

The baseline study on health was conducted in parallel on 14–22 December 2011 in Kota Banda Aceh and Bener Meriah; on 1–9 December 2011 in Bondowoso; and on 9–18 February 2012 in Singkawang. While the baseline team did the study in Singkawang, some of Kinerja health activities had begun. Because of this different timing, the baseline results in Singkawang was already influenced by Kinerja activities.

In general, all sample *kabupaten/kota*—Kota Banda Aceh, Kabupaten Bener Meriah, Kota Singkawang, and Kabupaten Bondowoso—had local policy framework to regulate public service delivery. In particular, for health service, the stage of the establishment of policy framework differs from *kabupaten/kota* to *kabupaten/kota*. Bener Meriah had the draft version of Regional Regulation (Qanun) on Health. This draft was adopted from Kabupaten Bireuen but requires adjustment to suit the condition of Bener Meriah. This draft version regulated the following issues: (i) possibility of minimum local budget allocation for health, (ii) deployment of health staff to remote areas, (iii) complaint handling which allows community to report complaint to the underperformed services, (iv) restriction of traditional birth attendants' roles. This qanun could further be the policy framework for establishing village regulation on restriction of traditional birth attendant' roles. Bener Meriah made agreement with *puskesmas* to improve recording and reporting, surveillance, monitoring and information about MCH. It is expected that the agreement would reduce maternal and child mortality.

Kota Singkawang was in the process of establishing two *kota* (city) head regulations: about early breastfeeding initiation (EBI) and exclusive breastfeeding (EB). These regulations will include the participation of private hospital and clinics. The format of regulations was adopted from the Kabupaten Klaten. At the beginning of Kinerja's intervention, most of the *puskesmas* in Singkawang were preparing themselves to obtain the International Organization for Standardization (ISO) certificate. This was the focus of *kabupaten/kota* education agency (Dinas Pendidikan/Disdik) and health agency (*Dinas Kesehatan/Dinkes*). Having an ISO certificate, a *puskesmas* would have to conduct customer satisfaction surveys regularly.

Bondowoso had no plan to issue new health regulations at the *kabupaten/kota* level. However, the health agency has put effort in measuring quality of health service at the *puskesmas* level through the establishment of a customer satisfaction index. For this index, the health agency allocated additional fund in its health operational allocation. However, the application of this index at the *puskesmas* level depends on the staff appointed by the *puskesmas* head.

Kota Banda Aceh had completed the draft of Qanun on the health of newly born babies and children under five years. According to the draft version of the Qanun, all medical staff had to support mothers in giving EBI and EB. During massive donors' assistance following the tsunami in 2006, Banda Aceh has developed the complaint mechanism through short message service. Therefore, it also ensured that the medical staff was sufficiently skilled in conducting the proper mechanism of complain handling.

### 3.1.1 Perception of Medical Staff on Safe Delivery, Early Breastfeeding Initiation (EBI) and Exclusive Breastfeeding (EB)

Except for Singkawang, the medical staff in all *kabupaten/kota* had the perception that safe delivery was delivery that was assisted by medical staff. In Singkawang, the medical staff had more complete concept of safe delivery. They believed that the place to give birth, the availability of delivery tools, and risk factors of the pregnant women should also be included.

Among the medical staff, their understanding of EBI was still limited to the practice of laying a baby directly on the mother's bare chest after birth. This was in line with the explanation of EBI that appeared in the book of Maternal and Child Health published by the Ministry of Health. Medical staff believed that EBI could only be implemented under normal delivery. In mountainous places like Bener Meriah, the most difficult challenge for mothers to implement IMD was the cold weather.

Understanding of the concept of safe delivery, EBI, and EB in Singkawang was different from the rest of the *kabupaten/kota* because Singkawang had received Kinerja intervention at the *kabupaten/kota* level, which is a seminar where Dr. Utami Roesli, a certified lactation consultant, talked about safe delivery, EBI, and EB.

To reduce delivery assisted by traditional birth attendants, cooperation between midwives and traditional birth attendants was developed in some *puskesmas* in Bondowoso and Singkawang. The cooperation included training given to the traditional birth attendants so that they could assist in cutting the baby's cord or to take the pregnant women to the midwives.

Medical staff in all *kabupaten/kota* believed that EB was the most difficult for the mothers to do, compared to safe delivery and EBI. In all *kabupaten/kota*, people still believed that babies cried because they were hungry. That was why they needed more than just to be breastfed. The culture of giving water and additional food, such as banana, young coconut, and milk porridge were pervasive. In Bener Meriah, the practice of EB was hindered by the "Dena" myth that believes there are bacteria in breast milk which can badly affect babies.

Midwives in the urban areas faced a different challenge from their colleagues in the rural areas. In the urban areas, the monitoring and recording of MCH was very difficult as pregnant women tended to access private services, such as hospital, clinics, and private midwives. In the rural areas, the infrastructure was still very limited for the midwives, for example few housings for village midwives.

Midwives were still hesitant to accept patient with maternity insurance (*jampersal*) as it covered only part of the normal cost, sometimes the *puskesmas* deducted the amount of medicine and administrative cost. Meanwhile, if the delivery took place in the home of the pregnant women, *jampersal* does not cover the transportation cost of the midwives. In fact, the administrative requirements of *jampersal*, such as an ID card, family card, were not immediately submitted by the mothers after being assisted by the midwives. This would delay the reimbursement to the midwives.

In Bondowoso, underaged pregnancies pose a challenge to the implementation of safe delivery practices. The medical staff admitted that any program wishing to address these challenges would require working together with the religious leaders.



### 3.1.2 Perception of the Community on Safe Delivery, EBI, and EB

According to the community, for safe delivery to take place, the mother needed to feel comfortable. This was why mothers needed the help of traditional birth attendants. Except for Banda Aceh, in three other *kabupaten/kota*, the roles of traditional birth attendants were still important. They helped not only during the delivery, but also postdelivery. Traditional birth attendants would clean the mother up, clean the room, wash the baby, massage the baby, etc. These extra services are not offered by the midwives. Traditional birth attendant commonly was senior and was recognized by the parents or the in-laws. In the case where the midwives were young and unmarried (particularly if fresh graduated and newly deployed), the community was not confident to use their service as they were considered inexperienced.

The community was not familiar with EBI. But in general, they would do it if recommended by the midwives. Although the community understood the importance of breastfeeding and that breastfeeding was an economical way to feed the babies, the implementation of EB faced at least four challenges. First, understanding of what EB means. Most mothers believed that eksklusif meant breastfeeding the babies for at least 6 months. A majority did not understand that EB meant feeding the baby nothing else but breast milk. Second, a misperception that babies cry due to hunger and that breastfeeding was not sufficient for babies. Third, the working mothers in the urban and rural areas had difficulties in implementing EB. Fourth, supporting facilities for EB (a refrigerator and breastfeeding room) had been nonexistent in public places and at offices.

### 3.1.3 Minimum Service Standard

The Minister of Health Decree No. 1457/2003 stipulated that MSS in health had 54 indicators to achieve. Within these indicators was the indicator of EB with a target of 80% coverage. However, Minister of Health Regulation No. 741/2008 reduced the MSS indicators to 18. Indicator of EB was among the deleted indicators. This could potentially be the reason for low coverage of EB as it was no longer included in the MSS indicator.

### 3.1.4 Data on Safe Delivery, EBI, and EB

Health agencies in all *kabupaten/kota* stated that private service delivery unit (hospitals, clinics, and private midwives) did not have an obligation to report the status of MCH. This was why the MCH data at the *kabupaten/kota* level tended to be underreported.

ANC data was also a challenge to collect. In Banda Aceh with the high rate of rural urban migration, data on pregnant women's first to fourth visits to the *puskesmas* as recommended by the Ministry of Health was not complete. This was because many of the women would move back to their villages at the end of their pregnancies. Thus, high mobility of women would influence the cohort data, particularly data on the first and fourth visits. In other *kabupaten/kota*, the timing of ANC visits, the first to the fourth, had not followed the recommended schedule. The first ANC visit should be as early as possible in pregnancy, preferably in the first trimester. However, most of the first visit reported was based on the very first time the women check their pregnancy even if it has passed the first trimester. For many women in rural areas, revealing pregnancies prior to three months was still considered taboo.

Accuracy and validity of EB data was low as it depended totally on the claim of the mothers within the context where mothers' understanding of EB was unclear and where the culture of giving additional food for babies below six months was still pervasive. Moreover, the measurement of EB

had changed from a cohort based to an accumulative based. In terms of EBI, there was no data available at the midwife, *puskesmas* or health agency level.

## 3.2 School-based Management

### 3.2.1 Perception about education problems

In general, key stakeholders perceived that the major education problems in Kabupaten Sekadau, Melawi, and Bengkayang is the lack of infrastructure and school facilities as well as unequal distribution of teachers. From the demand side, the presence of the Education Council was less than optimal since its operational fund was not always available. At the same time, the free education campaign by the central government and the politicians were the main cause of why parents' and community participation in school management was low.

### 3.2.2 Perception towards SBM

In general, principals and school committees did not have a clear understanding of the terminology of SBM (school-based management) which they confuse with the minimum service standards or SPM (*standar pelayanan minimum*). None of the key informants at the school level were able to explain the meaning of SBM using key words such as participation, transparency, accountability, or other related words. Although they have heard of the term SBM, they did not know how SBM was implemented in school.

The school committee was rarely involved in the activities related to school work plan, school budget plan and information dissemination on school grants. According to the school committee, these were the schools' authority, they did not know the details of school grant and they just put their signature without getting involved in which budget lines were the school's priorities.

### 3.2.3 School Committee

In average the parents were not aware of the members of the school committee. School committees were not actively communicating with the parents. For example, there was no internal meeting between school committees and parents. The meeting would take place when the school invited the parents and the school committee. Those meetings only take place once a year which was at the beginning of the school academic year. Usually, only half of the parents were invited.

Parents perceived that the election of the school committee was not transparent because parents were asked to vote for the head of the committee from candidates who had been selected by the school. On the contrary, not all parents or community leaders were willing to be a member of the school committee who would have to do the job voluntarily.

The role of treasurer of the committee was usually held by the teacher who is in the position to accelerate the collection of contribution from the students and to improve the administration of the contribution.

Schools whose committee members were known by the parents usually were able to mobilize contribution from the parents. However, transparency of the use of contribution was still lacking or limited to the parents who came or were invited to the school meeting. A majority of parents' contribution was used to construct or repair the school facilities, such as fences, vehicle sheds, tables and desks. Part of it was also used to pay the meeting activities.

### 3.2.4 Minimum Service Standards

The number of textbooks available was not sufficient to cover all students and hence students had to share the same textbooks with their friends. Parents still had to buy books via teachers or make a copy of them. Students who did not have the textbooks were asked to copy the contents of the textbooks by writing it down on their notebook.

In the urban areas, the student teacher ratio exceeded the MSS provision as the number of classrooms was lacking and school grants could not be used to build new classrooms. Schools usually depended on the presence of the Special Allocation Fund to build new classrooms. As a shortterm solution, schools had to convert its library, laboratories, or teachers' room into classrooms.

### 3.2.5 School management and parents' participation

The majority of parents were also not aware of the roles of the school committee. The role of the school committee was perceived as only to collect contributions from parents.

Parents said they were not actively overseeing the school because the school did not invite all parents to school meetings. Schools said that they could not invite all parents due to limited funds for snacks or lunch. Another reason for low parents' oversight was their limited time or long distance from home to school, particularly in the rural areas.

### 3.2.6 Parents' Satisfaction

In general, parents were not satisfied with the condition of tables and chairs, text books, and work books. They were satisfied with the quantity of teachers and their daily presence, but not with their quality. Parents were concerned with teachers approaching their retirement period whose teaching materials were far different from those that appeared in the school exams. Parents, in general, also considered the quality of non-civil servant teachers as being low as they were only high school graduates.

Parents were satisfied with the transparency of parents' contribution. However, they were not satisfied with the transparency of and information dissemination on school grants. They said, they did not understand how school grants were being used.

## 3.3 Proportional Teacher Distribution

Teacher distribution at the *kabupaten/kota* level has not been following the procedure where the principals submit recommendation based on the school's need. These recommendations should be forwarded by the education agency to the regional civil service board. In reality, many teachers have their personal contacts with officials in the education agency or regional civil service board which enables them to make decisions without the approval of the principals.

The main problem in teacher distribution is the system at the local level is family based.<sup>6</sup> Teachers choose where they want to teach by approaching their relatives who are the decision-makers in the education agency or personnel agency.

(Key informant at the community level in Luwu, male, about 60 years old, 18 October 2011)

Regional autonomy has worsened teacher distribution. Prior to it, teachers were recruited at the central level. Teachers at the *kabupaten/kota* level could not change their deployment and designation because they did not know the decision-makers at the central level, or if it happened it was very limited. Now, teachers have a lot of relatives at the *kabupaten/kota* level who can easily change their deployment and designation.

(Key informant at the *kabupaten/kota* level in Luwu, male, about 40 years old, 14 October 2011)

At the same time, the education agency has not been able to map teacher excess and shortage in all schools.

Uneven teacher distribution was influenced by the low commitment of teachers and lack of incentives to work in remote areas. In the beginning of the recruitment, teachers agreed to be designated in remote areas. However, this would not last long. Afterwards, they would ask to be moved to the urban areas (through their personal contacts). Teacher distribution is also influenced by quota imposed by the central government which falls short of the need. Other factors important to note is the teachers leaving the position due to retirement and promotion to become principals or supervisors.

In addition, students are also distributed unevenly. In remote areas with sparse population, many schools have only a few students and they are not distributed evenly among schools. Teachers are not attracted to move to remote areas because of lack of infrastructure, such as teachers' housing, electricity, road, and a lack of an incentive scheme. On the other hand, in urban areas students are concentrated in certain schools: the "favorite schools". In these schools, the pupil-teacher ratio exceeded the MSS. In other words, the schools needed more classrooms.

Teacher certification had not helped improve education quality; it just helped improve the welfare of the teachers. Certification had attracted many people to become teachers since teachers could earn good income.

A lack of accurate data on teachers in every school makes it difficult for *kabupaten/kota* governments to submit a statement declaring the need for more teachers to the central government, as well as specifying the quantity and competence required. For example, *kabupaten/kota* governments tend to recruit teachers with competence in subjects such as Islam, Indonesian language, and civic education, while schools actually need math and science teachers.

The presence of temporary noncivil servant teachers so far has helped fill the shortage of civil servant teachers, particularly because recruitment of those teachers is in the hand of the principals and the cost is borne by school grants. It is no secret that noncivil teachers are paid far less below the decent salary. When a civil servant teacher is transferred to those schools, the principals will be in a dilemma. Theoretically, the schools have to let go of the temporary noncivil servant teachers who have dedicated themselves for years with low salary.

The solid basis for teacher transfer is the teacher data in every school. This informs the excess or shortage of teachers at the school level. In elementary schools, the data needed is the number of classroom teachers, religion teachers, and physical exercise teachers; and in junior high school the

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<sup>6</sup>The informant means that the distribution system operates based on nepotism.

number of teachers for each subject. Without this accurate data, the education agency will have difficulties to distribute teachers proportionally to all schools. Data has not been managed well by the the education agency. All data sent by schools have not been used optimally. Moreover, lack of data verification by the education agency makes the data less accurate.

The data from school arrives late. As an example, now we are in October but the data which should have been here by August has not arrived. Meanwhile, sanction is very difficult to be enforced.  
(Key informant at the *kabupaten/kota* level in Luwu, male, about 40 years old, 14 October 2011)

The monthly report from school was collected through the *kecamatan* education agency. It is not accurate since many principals are too lazy to recalculate the data. Instead, they simply resend the old data. No sanction is applied to schools sending the report late.  
(Key informant at the *kabupaten/kota* level in Barru, male, about 50 years old, 14 October 2011)

### 3.4 Educational Unit Operational Cost (BOSP) Analysis

SMERU conducted a baseline study for BOSP in two *kabupaten/kota*, i.e., Bulukumba in South Sulawesi and Aceh Tenggara in Aceh Province. The findings of the study showed that Aceh Tenggara had already received assistance in the calculation of BOSP from AUSAID in 2011. Aceh Tenggara eventually shifted to the SBM package, hence, the team did not include this *kabupaten/kota* in the endline study.

The study was administered in September 2011. This study found issues concerning education funding sources, BOS funding distribution, efficiency of BOS implementation, and stakeholders' perception on education.

The main sources of education funding in Kabupaten Bulukumba, South Sulawesi are BOS and the Free Education Program (Program Pendidikan Gratis/PPG). The source of BOS funding comes from the central government, while the source of the PPG is from the local government. The Provincial Government of South Sulawesi provides 40% of total PPG funding, meanwhile the *kabupaten/kota* government provides the rest (60%). The funding source for maintenance and development of infrastructure, such as to build and maintain classrooms, is solely from the Special Allocation Fund (DAK).

Most of the time, the distribution of BOS was behind schedule. Hence, school should either postpone some planned activities or find alternative sources of funding to facilitate those activities. This happened because some schools were late to submit their previous year BOS report. BOS fund would be disbursed only if all schools have reported the previous year of BOS implementation.

Another issue related to school funding was that the amount of BOS funding received by a school was based on the number of pupils in that school. The calculation of BOS did not consider overhead costs of the school. This resulted in disparities between schools since schools with excess pupils, particularly in urban areas, would receive much larger amount of BOS funding compared with schools which have only several pupils.

In terms of the adequacy of school funding, the community stakeholders highlighted the transparency of school financial management. They believed that current available funding sources—BOS and PPG—were already sufficient to cover school operational costs. However, the problem was that many school principals still did not manage those funding sources efficiently. From the school side, the issue was more about the lack of funding to finance school infrastructure rather than operational costs.

## 3.5 Business Enabling Environment

KPPOD conducted a baseline study in Kabupaten Probolinggo to identify the initial condition of the one-stop service implemented by the Investment and Licensing Office (KPMP). The baseline findings showed some factors which caused the service of KPMP to be less than optimal and might hamper *kabupaten/kota* investment climate.

The establishment of KPMP in 2008 was more due to regulations at national level<sup>7</sup> rather than as a response to local needs. Thus, community's awareness and support to this institution was quite low. In 2011, KPMP had an authority to process 30 types of licenses<sup>8</sup>. However, KPMP could only be able to issue 18 out of 30 types of licenses. It was due to lack of coordination between KPMP and other technical agencies. Some technical agencies were reluctant to transfer their authorities to KPMP. Furthermore, the head of KPMP was not confident to actively ask technical agencies to transfer the authority. This was because of the different level of echelon between KPMP and other technical agencies. KPMP's echelon is lower than that of *kabupaten/kota* agencies. Because of its lower echelon, KPMP hesitates to coordinate with other technical agencies.

Before Kinerja started its intervention, KPMP staff did their tasks only based on Public Service Standard based on KPMP Head Decree (Surat Keputusan Kepala Kantor Penanaman Modal dan Perijinan–SK Kepala KPMP) Kabupaten Probolinggo Number 503/322/426.404/2008. There was no SOP for business license available. This made the licensing process not transparent because KPMP staff could handle license application based on their own preference. People who submitted application could also personally approach KPMP staff to make their application be processed faster.

In Probolinggo, a number of community forums existed and some of them were already well organized. They were quite active in giving inputs regarding various issues to the local government. Nevertheless, the government officials are perceived to be not so responsive to the demand side. The government officials did not actively disseminate their programs to the community; thus, this made it difficult for the community to understand the orientation of the local government's programs. This situation was exacerbated by the lack of access to public information.

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<sup>7</sup>These regulations are Government Regulation No. 41 Year 2007, Ministry of Home Affairs Regulation No. 26 Year 2007, and circular of the head of BPKM.

<sup>8</sup>Kabupaten Head Regulation No. 33 Year 2008 concerning the Description of Duties and Functions of Kabupaten Probolinggo's Investment and Licensing Office and Kabupaten Head Regulation No. 41 Year 2008 concerning the Delegation of Partial Licensing Authority to Kabupaten Probolinggo's Investment and Licensing Office.

## IV. HEALTH

### 4.1 Kabupaten/kota Regulation on Safe Delivery, Early Breastfeeding Initiation (EBI) and Exclusive Breastfeeding (EB)

Kinerja's approach to support the implementation of safe delivery and exclusive breastfeeding (EB) is to help the local government to develop a *kabupaten* head regulation (*perbup*)/*kota* head regulation (*perwako*) that regulates the implementation of safe delivery, EBI, and EB. The regulation is intended to be a legal basis for stakeholders in the health sector to improve public service delivery.

In Bener Meriah, Kinerja helped the *kabupaten/kota* government to develop a *kabupaten* head regulation on MCH which involved stakeholders, such as the representatives of the Ministry of Religious Affairs at the *kabupaten/kota* level, Consultative Assembly of Religious Leaders (Majelis Permusyawaratan Ulama–MPU), and Community Empowerment Bureau (Badan Pemberdayaan Masyarakat–BPM).

Stakeholders at service delivery unit said that this regulation, to some extent, improved their understanding of EB and safe delivery. One respondent said that previously there were still some midwives who provided formula milk and bottle. Now, because of the MCH regulation and its dissemination, they do not provide these items anymore.

However, some supply-side respondents highlighted the lack of the MCH regulation's impact on private health service providers, such as *kabupaten/kota* hospitals and private clinics. According to these private providers, the health agency does not have full control over hospitals and private clinics. Thus, it is difficult to monitor the implementation of the MCH regulation in those health facilities. Some hospitals and private clinics continue to feed newborns with formula milk.

In Singkawang, Kinerja assisted the local government to develop a *kota* head regulation on EBI and EB. The regulation does not regulate safe delivery since the local government planned to develop a separate regulation on it. The regulation has been disseminated to all five *kecamatan* in Singkawang. However, it was revealed that the dissemination was not too effective in reaching private health facilities and hospital. The managers of those facilities do not really care about this issue.

Because private hospitals are much more professional. However, for this matter they do not feel the obligation to comply. Therefore, we are looking for ways to deal with them.  
(Key informant at the *kabupaten/kota* level in Singkawang; male, about 40 years old, 12 August 2014)

Some respondents highlighted the need of a cross-sector team of health service which can monitor and oversee the implementation of the regulation. The team is expected to support the dissemination of the *kota* head regulation to hospitals and private clinics.

In Bondowoso, Kinerja helped the local government to develop a *kabupaten* head regulation that was slightly different from regulations in other *kabupaten/kota* reproductive health. Furthermore, the regulation also explicitly regulates the role of hospital and private healthcare facilities in the implementation of safe delivery and EB. According to the regulation, private healthcare facilities should submit data on antenatal care, safe delivery, and EBI on a regular basis to *puskesmas* and



the health agency. Hospitals, both public and private, also should develop SOPs on referral services for safe delivery, EBI, and EB.

These local regulations were also used by Kinerja to motivate the *kabupaten/kota* governments to implement programs that support the provision of EB. Kinerja encouraged the local government to provide a lactation corner or room at public offices. The health agency then responded this as their commitment to Kinerja by instructing the creation of lactation rooms from the national or provincial government to Kinerja's partner *puskesmas*. Now, some *puskesmas* in Bondowoso and Singkawang already provide a lactation corner or room funded by national or provincial health agencies, which aim to support EB achievement. However, this facility is not yet fully utilized, primarily due to a lack of information dissemination.

## 4.2 Standard Operating Procedures (SOPs)

In order to improve the governance of service delivery units, one of Kinerja's approaches is to help health service providers to develop SOPs, both technical and nontechnical. Technical SOP gives a picture of procedure on ANC, INC, and PNC visits. Meanwhile, the nontechnical SOP is more about flow of service which is published for service users. The purpose of this intervention is to encourage health service users to understand their rights and actively demand it.

In Bener Meriah, Kinerja held a workshop on MSS, SOP, and service standards which was attended by the local government stakeholders. Kinerja, through LPSS and IO's facilitators, also gave assistance to all partner *puskesmas* in developing their SOPs. After the SOPs have been developed, they are supposed to be published so that the visitors of the *puskesmas* can see and read them. However, it was found that not all partner *puskesmas* have made the SOPs available to their visitors. One *puskesmas* just printed out the SOPs due to its budget constraints. Meanwhile, another partner *puskesmas* received financial support from Bank Aceh to show the SOPs in banner form.

Unit-level respondents view that SOPs are useful as reference in doing their tasks. Nevertheless, service users still do not understand the benefit of the flow of service SOPs displayed in *puskesmas*. This statement was also confirmed by service users who said that they noticed all banners and posters put on the walls of *puskesmas* and that they would read them while waiting for their turn. However, they admitted that they do not understand the information given through those banners and posters. Health workers said that although the SOPs are still not understood by service users, they are always willing to explain the procedure and help the visitors who do not understand what they need to do at *puskesmas*.

In Singkawang, several *puskesmas* have received ISO certificate. Furthermore, other *puskesmas* are also in the process of obtaining the certificate. As one of the requirements to obtain ISO certificate, these *puskesmas* must have SOPs. Kinerja assisted partner *puskesmas* to improve their SOPs in accordance with related regulations and *puskesmas'* needs. In general, the nontechnical SOPs have been published and put on the walls of *puskesmas* so service users can see them.

Health workers admitted that the SOPs are useful to standardize the health service delivery. They said that patients now understand their rights and what they should receive during their visit to *puskesmas* and health workers are motivated to deliver better service due to the SOPs.

In Bondowoso, a *puskesmas* which wanted to be a regional public service agency (Badan Layanan Umum Daerah–BLUD), must prepare SOPs as one of the requirements. BLUD is a form of government public service provider which has more flexibility in managing its programs and



finances. Furthermore, there was a *puskesmas* performance assessment conducted by the local government which required *puskesmas* to have SOPs and make them visible to all *puskesmas* visitors. With assistance from Kinerja, partner *puskesmas* developed new SOPs and improved existing SOPs. Each division in the *puskesmas* discussed SOP related to the tasks in respective divisions and then the draft of the SOPs will be discussed in the *puskesmas* meeting. *Puskesmas* provide their services based on this nontechnical SOP since the health agency only provides technical SOPs on medical treatment.

In Banda Aceh, *puskesmas* staff acknowledged the benefits of SOPs supported by Kinerja. They mentioned that the SOPs were useful for both health workers and *puskesmas* visitors. According to health workers, the SOPs helped them to improve their knowledge on the procedure for ANC service. Meanwhile, *puskesmas* visitors now can understand the service flow and procedures at the *puskesmas*.

[We] gain knowledge every time there is an SOP update, like what happened with pregnancy check. In the past, health professionals must comply with the "7T" maternity service standards. Now the standards are updated to "10T" and will be updated again to "14T" in the future.<sup>9</sup>  
(Participant of FGD with health workers in Banda Aceh, 29 August 2014)

I think in terms of service quality to patients there was no difference. But after Kinerja assistance was given, nontechnical SOPs were beneficial. Patients now understand the procedures of services which they should receive.  
(Key informant at the *puskesmas* level in Banda Aceh, female, about 40 years old, 26 August 2014)

### 4.3 Partnership between Midwives and Traditional Birth Attendants

According to respondents at the health agency and unit level in Bener Meriah, developing a partnership between traditional birth attendants and midwives was unnecessary in their *kabupaten*.. They said that old traditional birth attendants do not practice anymore and already refer pregnant women who come to them to health workers. Due to a government program that covers the costs of deliveries at health facilities, giving birth with the assistance of traditional birth attendants is more expensive compared with giving birth at a health facility—this has a big impact on encouraging women to give birth at a health facility.

Although most pregnant women now give birth assisted by qualified health workers, there were a few people who still preferred to visit traditional birth attendants. One reason for this was that they had used the service of traditional birth attendants before and thought that it would be fine to use the same service again.

In Bondowoso, the traditional birth attendants-midwives partnership program has existed since 2007/2008. Kinerja helped the health agency and *puskesmas* to revitalize the program in order to

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<sup>9</sup>7T: 1) weighing, 2) measuring blood pressure, 3) measuring the height of the uterine fundus, 4) giving complete tetanus toxoid immunization, 5) giving at least 90 Fe (iron) tablets during pregnancy, 6) performing tests for sexually transmitted diseases, and 7) interviewing the patient in preparation for referrals.

10T: 7T + 8) assessing nutritional status (measuring upper arm circumference), 9) determining fetal presentation and fetal heart rate (FHR), and 10) examining results of laboratory tests (routine and special).

14T: 10T + 11) performing standard examination of Hb, VDRL (Venereal Disease Research Lab), urine protein, and urine reduction, 12) facilitating breast care, 13) facilitating pregnancy exercise, and 14) providing malaria medicine and iodine oil capsules.

support safe delivery. Traditional birth attendants who are engaged in this partnership receive a certain amount of money as an incentive whenever they bring a pregnant woman to a qualified healthcare worker. Furthermore, traditional birth attendants who join the program are also educated by the *puskesmas* about the importance of birth delivery assisted by qualified health workers and they were given different responsibilities in helping pregnant women.

There are about 600 traditional birth attendants in Bondowoso and about 400 out of them have joined the partnership program. Several reasons may hinder the success of this program. First, the abolishment of maternity insurance (*jampersal*) made people, particularly in rural area, prefer to go to traditional birth attendants as their fees were considered to be cheaper. One respondent at *puskesmas* highlighted an increase in the number of births assisted by traditional birth attendants.

After the maternity insurance program ended, 6 out 18 births in this *kecamatan* were assisted by traditional birth attendants. This is quite big, one third of the total births.

(Key informant at the *puskesmas* level in Bondowoso, female, about 30 years old, 21 June 2014)

Second, people who live in remote areas have difficulty to access both health workers and village midwives. This condition makes them more likely to rely on traditional birth attendants instead of qualified midwives. Third, the decision on where to give birth is still dominated by family (mother or mother-in-law). Many elderly people who influence the decision still believe in traditional birth attendants.

I am worried about what my elderly family members would say if I do that [making decision in favour of giving birth assisted by qualified health workers]. The traditional birth attendant is usually the one who tries to cure a child who gets spasms or fever by spitting out water, which she has drunk, at the child's face.

(Key informant at the *puskesmas* level in Singkawang, male, about 40 years old, 12 August 2014)

The program of traditional birth attendants-midwives partnership is not part of Kinerja's program in Singkawang due to an already-high percentage of facility-based births. Nevertheless, it is worth to note about the existence of traditional birth attendants which may hinder safe delivery in that *kabupaten/kota*. Although in general the percentage of safe delivery increased, a number of health workers highlighted the issue of traditional birth attendants in some areas. There are cultural and traditional customs affecting the use of qualified midwives. People in the Madura and Chinese communities reported that they believe childbirth assisted by traditional birth attendants was better than giving birth in a healthcare facility.

*Puskesmas* staff gave some explanations regarding this belief. First, the average level of education in that area is still low. Second, people prefer to give birth assisted by traditional birth attendants because they think that giving birth this way is comfortable compared with giving birth in a healthcare facility, and they also think that giving birth in a healthcare facility with assistance from qualified health workers is only necessary in an emergency situation.

## 4.4 Maternity Pocket (Kantong Persalinan)

One of the *puskesmas*' program to support safe delivery is through the use of antenatal monitoring tools, namely *kantong persalinan*,<sup>10</sup> to monitor pregnant women in the region. Supported by

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<sup>10</sup>It is a yearly planner organized in a form of pockets that represents each month of the year (January–December). Each pocket is used for carrying cards that show information of upcoming pregnancy deliveries in each month in the neighbourhood of the *puskesmas*.

Kinerja, the *puskesmas*, started to update the *kantong persalinan* regularly in order to have a more accurate data on the number of pregnant women, particularly those with risk factors, and to map them so that the *puskesmas* can make better preparation to help those pregnant women deliver safely.

In Bener Meriah, the provincial health agency (Dinas Kesehatan Provinsi/Dinkes provinsi) applied a new system of *kantong persalinan* in which it uses colors to differentiate risk levels. Respondents at the unit level highlighted the improvements of data since the use of this tool. They said that the data between *puskesmas* and village-level maternity clinics is now integrated, whereas previously only women who visited the *puskesmas* were included in the *kantong*. Furthermore, health workers now become more aware of the importance of their task to update the *kantong persalinan* regularly. Unit-level respondents mentioned that the revitalization of the *kantong persalinan* was most likely carried out because of instructions from the provincial health agency, but some of them acknowledged Kinerja's help in improving it.

In Singkawang, an initiative to expand the *kantong* system, called *kantong kontinum*, began in 2013 by the *head* of *puskesmas* of Singkawang Selatan. As Kinerja was revitalizing the *kantong persalinan* initiative to focus on safe delivery, *puskesmas* Singkawang Selatan added additional information on EBI, EB, and child nutrition, which all together constituted *kantong kontinum*. Now other *puskesmas* in Singkawang have adopted the system. The health agency tried its best to allocate funds from the local budget to finance *kartu kontinum* (*kontinum* card). As an alternative, *puskesmas* could use its Health Operational Assistance (BOK) to sustain *kantong kontinum*.

*Kantong kontinum* helped the health staff to collect information about pregnant women. The data would be used for further services of EBI and EB. Thanks to *kantong kontinum*, data of EB 0-6 months was recorded and reported every February and August. *Kantong kontinum* was also used to identify malnourished infants. However, there remain challenges for midwives to closely monitor the implementation of EB in their community. This is because *puskesmas* have very limited resources to conduct a close monitoring on the implementation of EB. Moreover, it is very difficult to monitor whether a baby under six months only receives EB or not, since it depends on the family's awareness of EB benefits .

Regarding data collection implemented by *puskesmas* in general, collecting data on pregnant women—particularly their ANC data—remains a significant challenge for *puskesmas*. In particular, *puskesmas* cannot access data on pregnant women's visits to other hospitals and private clinics (mostly occurred in urban areas). However, various *puskesmas* by their own initiatives have tried to overcome this challenge by conducting direct monitoring of antenatal visits in the community, e.g., Local Area Monitoring (Pemantauan Wilayah Setempat—PWS).

Another reason that causes data collection to be difficult is the mobility of pregnant women. In Banda Aceh, pregnant women go to a *puskesmas* for their first ANC visit. However, many of them then go back to their hometown for the delivery. In Singkawang, for example, a pregnant woman may visit several different *puskesmas* or midwives during her pregnancy because of convenience (e.g., she can visit a clinic in one *kecamatan* for the initial service and visit another clinic in a different *kecamatan* for the next service). This creates difficulty for the *puskesmas* to conduct data collection on safe delivery, EBI, and EB.

## 4.5 Strategy for Health Promotion

The main objective of health promotion is to improve the community's awareness on MCH. Kinerja's innovation is to involve other stakeholders to actively help health workers in promoting information on MCH such as antenatal care, safe delivery, EB, and other aspects. In doing so, Kinerja encourages the local government to implement innovative promotion strategies.

After the regulation was signed by the *kabupaten* head of Bener Meriah, the local government, with support from Kinerja, conducted several activities to disseminate the information on the regulation. For example, they held an event called health expo on the anniversary day of the Indonesian Midwives Associations (IBI). In that event, they invited local elites to promote the regulation and raise community's awareness of MCH and elected an Ambassador of EB and Babies to support the dissemination of the regulation. One of Kinerja innovations in promoting this issue is by using local art, called *didong gayuh*, so that people can understand the message more easily.

The dissemination of the regulation had also been done through workshops on antenatal care (ANC) and safe delivery as well as talk shows at local radio which involved various stakeholders, such as the *kabupaten* head, health agency staff, and IBI representatives. The Bener Meriah Health Agency also initiatively disseminated the regulation by distributing a copy of it to all health workers, particularly midwives at the *puskesmas* and in the village, so that they can obtain the information.

We distributed the copy of the *kabupaten* head regulation to village midwives during the *puskesmas*' mini workshop.

(Key informant at the *puskesmas* level in Bener Meriah, female, about 30 years old, 3 June 2014)

In Bondowoso, the wife of the *kabupaten head* was willing to help the dissemination as "Ummi Persameda" –a person who is assigned by the Bondowoso *kabupaten* head to support the regulation by actively promoting and disseminating to the community. She actively visited the *kecamatan* and encouraged community leaders, such as religious leaders and the wives of village heads and *kecamatan* heads to help promote the regulation to the villages. With this regulation, the implementation of the programs on MCH receives more cross-sector support.

In Banda Aceh, the promotion strategies also emphasized on the involvement of male leaders since they have more influence over the society. Furthermore, Kinerja encouraged the local government in Banda Aceh to promote health issues through occasions, such as wedding ceremonies and Friday prayers' sermons.

Three *kabupaten/kota* have also developed an agreement between the health agency and the religious affairs office (KUA) to include information on pregnancy and ANC in premarital courses. Since February 2014, *puskesmas* midwives of Banda Aceh, assisted by village midwives, have been mentoring couples who wish to get married. In Bondowoso, religious leaders helped health promotion through special sermons delivered over seven minutes (*kuliah tujuh menit*).

In Singkawang, there is a breastfeeding care forum which especially supports working mothers who want to exclusively breastfeed. Kinerja's contribution was to motivate *puskesmas* and the MSF to actively support working mothers so that they become more aware of the importance of EB and more confident in requesting their employers to support them.

Pregnancy class (*kelas ibu hamil*) is not part of Kinerja's innovation in promoting health in the four sample *kabupaten/kota*. However, this program was considered by unit-level stakeholders to be effective in disseminating knowledge to pregnant women and their families. During the class, pregnant women were taught how to identify danger signs during pregnancy and childbirth. The

women were also often accompanied by their mother or husband, which increased the class' influence on ANC and EB.

Although the promotional strategies conducted by the local government is considered to be successful in affecting the community, there are a number of factors highlighted by respondents that may hinder the impact of those strategies. Traditional customs affect efforts to encourage EB. Other family members or members of the community are often involved in raising children, and thus may feed a baby additional foods and liquid, such as bananas or coconut water, without the knowledge of the mother. Traditional or local customs and practices also affect ANC. In Bondowoso, for example, based on the community's traditional belief, women who are less than four months pregnant are not permitted to go to the *puskesmas* for check ups or receive ANC.

Another factor that can affect the success of EB is that working mothers are less likely to exclusively breastfeed due to their work schedules. Moreover, working mothers in rural areas are not able to store their breast milk due to lack of facilities, such as refrigerators.

## 4.6 Health Budgeting and Planning

In Singkawang, Banda Aceh, and Bondowoso, Kinerja has organized training sessions on health costing based on MSS indicators which were attended by staff from the health agency and *puskesmas*. The training aimed to help health agencies to develop a budget which supports the achievement of MSS indicators. In the training, participants were asked to fill templates provided by Kinerja using *puskesmas* data which they had. Budget constraints is the major challenge faced by health agencies in fulfilling MSS targets. One respondent in Singkawang mentioned that budgeting based on MSS indicators required a large amount of funding which cannot be fulfilled by the local government.

Fully adopting MSS indicators needs a lot of funding. Eventually when the funding is not sufficient, we need to lower the target and to adjust the allocated fund. This is not an ideal thing but at least this is what we are able to do.

(Key informant at the *kabupaten/kota* level in Singkawang, male, about 40 years old, 12 August 2014)

In Bondowoso, the health agency staff who attended the training thought that the assistance from Kinerja on the MSS costing may be useful. However, which method is used by the health agency in preparing its budget will also depend on the local government's financial capacity.

At the service delivery unit level, *puskesmas* has benefited from MSS-based budgeting. Health workers noted that this system helps them to manage their budget, as proposed programs based on MSS are more likely to be approved than those not based on MSS. Moreover, *puskesmas* can allocate BOK funds to program activities related to MSS indicators.

In Singkawang, Puskesmas Singkawang Selatan has started to develop budgeting and planning based on MSS indicators. *Puskesmas* staff admitted that the MSS e-costing from Kinerja is easy to use and accommodates the *puskesmas*' needs. This e-costing helped Puskesmas Singkawang Selatan to focus more on and allocate BOK funds to specific targets that needed to be reached in order to provide better health services. Furthermore, *puskesmas* could do monthly evaluations to assess any changes on MSS indicators.

I thought this MSS formula is good because I can use it to identify problems and other things.

(Key informant at the *puskesmas* level in Singkawang, male, about 40 years old, 12 August 2014).

## 4.7 Complaint Handling Mechanism

Kinerja also encourages service providers to be more connected to the service users by implementing a few mechanism on receiving inputs and complaints from the community. Firstly, Kinerja supported local MSFs to conduct a complaint survey at partner *puskesmas* in all sample *kabupaten/kota* to capture aspirations from the demand side. Based on this complaint survey, *puskesmas* can have more information on what improvements should be made in order to be able to provide better services to the community.

The results of the survey were used to develop a complaints index, a service charter, and technical recommendations for each partner *puskesmas*. This service charter consisted of a number of points which were to be fulfilled by the *puskesmas*. For example, *puskesmas* staff should be friendlier to visitors and they had to be more discipline in keeping with the opening hours of the *puskesmas*. The technical recommendations were passed on to the the health agencies, as they were related to facilities, staff, and equipment which the *puskesmas* itself could not provide or improve.

In general, the stakeholders at unit level responded to the survey positively although the accuracy of its results is another issue. In Banda Aceh, partner *puskesmas* have made efforts to fulfill their service charter. Some points have not been fulfilled yet since they are not under the *puskesmas*' authority. One unit-level respondent in Banda Aceh commented that the survey can be used to assess the quality of service provided by health workers at *puskesmas*.

In Bondowoso, *puskesmas* responded to the results of the complaint survey similarly. They acknowledged the benefit of the survey for them. They also made efforts to address the points in the service charter. For example, they responded to a complaint about fee transparency by disseminating the local regulation (*perda*) on health service fee to the community. Health workers highlighted *puskesmas*' financial constraints that caused them to be unable to fulfill the service charter completely. They said that due to very limited budget, *puskesmas* cannot increase incentive for health cadres and provide better additional nutritious foods for babies. Respondents at unit level also revealed that the health agency has not given any response to the technical recommendation.

In Bener Meriah, one *puskesmas* informed Kinerja that some of the results of the complaint survey are not too accurate. For example, people complained that *puskesmas* did not provide enough deworming medication. However, according to *puskesmas* staff, the complaint did not reflect the real condition and it was because those people did not know the procedure for consuming deworming medication. Moreover, the inconsistency of people's satisfaction on the availability of doctors was also highlighted.

Regarding a 24-hour doctor service, previously three doctors were available at this *puskesmas* but people were still complaining. But now, only one doctor left but they do not complain about it.  
(Key informant at the *puskesmas* level in Bener Meriah, male, about 40 years old, 5 June 2014)

In the beginning, the health agency staff in Singkawang did not positively respond to the results of the survey because they did not really understand the concept and the goal of this activity. Some points in the survey were also considered to lack accuracy. However, the health agency eventually agreed with Kinerja to make some changes based on the service charter.

Compared to other *puskesmas*, Puskesmas Singkawang Selatan responded better to the implementation of the survey. At first, the *puskesmas* showed resistance to the survey results; however, they then learned that the goal of this survey was to improve their services.



Everyone was 'allergic' to the answers received in the survey. But now we are not 'allergic' anymore and perceive those results as feedbacks for improvements.

(Key informant at the *puskesmas* level in Singkawang, male, about 40 years old, 12 August 2014)

They acknowledged the benefit of this survey and are one of the only *puskesmas* to have already conducted the second survey, using their own resources, in the middle of 2014. However, they felt that the way the questions in the instrument were formulated needed to be improved because the questions were closed question.

Some people said that that type of question did not affect the input, but I thought the closed-question type was not good enough because it did not give any space to explain the answer.

(Key informant at the *puskesmas* level in Singkawang, male, about 40 years old, 12 August 2014).

Secondly, Kinerja helped *puskesmas* to revitalize feedback mechanisms at the service delivery unit. *Puskesmas* was encouraged to provide some facilities to channel inputs from the community, such as complaint box and telephone and/or sms number for complaints. Service users who want to complain or provide feedback can also directly contact the head of the *puskesmas*, midwives –both in the village and at the *puskesmas*–and health agency staff.

The findings of the endline study found a similar pattern across *kabupaten/kota*. The complaint box was not effective because almost no one used it to express their complaints. The team found that most of the complaint boxes were not equipped with pencil and paper so that *puskesmas* visitors who wanted to use the box have to bring their own pencil and paper. Furthermore, people sometimes cannot differentiate the complaint box from a charity donation box.

The use of a response [complaint] box was not efficient, probably because of the location of the box that was not easily seen by everyone. When the box was opened, we found money instead of paper. It seems that the community does not know the difference between a response box and a charity donation box.

(Key informant at the *puskesmas* level in Bener Meriah, female, about 30 years old, 3 June 2014)

People could also express their complaints or feedbacks by using the phone/sms number provided by the *puskesmas*. However, most people felt that the most effective way to complain was by directly contacting midwives, the head of the *puskesmas* or health agency staff because they would receive a quick response.

## 4.8 Multistakeholders Forum and Citizen Journalism

In the health sector, Kinerja supported the initiation of the MSF and strengthening the already existing MSF at two levels—*kabupaten/kota* and *kecamatan*—which aimed to act as a liaison between service providers and the community. In general, the *kecamatan* MSF has been more actively engaged in numerous activities compared with the MSF at *kabupaten/kota* level. This is because most *kabupaten/kota* MSFs have been recently revitalized and reinforced by Kinerja. Furthermore, most of *kabupaten/kota* MSF members are from the *kecamatan* MSF so that they were more active at the service provider unit. Most of MSF members understood that their function is to assist *puskesmas* to disseminate and advocate health issues (particularly MCH issues), and have facilitated complaints and feedback between the community and *puskesmas*.

In Bener Meriah, the *kecamatan* MSFs have been actively involved in *puskesmas* activities. MSF members have been invited to attend cross-sector mini workshop held by *puskesmas* on several occasions. According to the MSF members, they attended the mini workshop which is held every

three months. In the workshop, village midwives presented their report and the MSF members gave inputs for those reports. Furthermore, through the local parliament members, they also advocated for the improvement of the MCH room at *puskesmas* because the space was too small.

Members of the *kecamatan* MSF in Bukit-Bener Meriah have also joined women's groups, including *Kelompok Pendukung Ibu*. These members motivated and encouraged participation in a monitoring survey conducted by *puskesmas*. The members also provided inputs to the health agency on the recruitment process of the new head of the *puskesmas*. The *kecamatan* MSF at Permata *puskesmas* also advocated for the Kabupaten People's Representative Assembly (DPRK)—since several DPRK members of Bener Meriah are from this *kecamatan*—to improve road access to the Permata *puskesmas*.

In Singkawang, the *kabupaten/kota* MSF has regular meetings every month and the members actively help the health agency to disseminate a *kota* head regulation on EB and EBI. At the service provider level, Puskesmas Singkawang Selatan has been very responsive to the presence of the *kecamatan* MSF. The head of *puskesmas* acknowledged the contribution of MSF members to the dissemination of information on health issues to the community, particularly pregnant women.

The *kecamatan* MSFs also helped *puskesmas* by informing them of complaints from the community so that the *puskesmas* can address those issues quickly. For example, MSF members visited and assisted pregnant women who did not understand their health rights. One of MSF members took a pregnant woman who did not have any ID card to the *puskesmas*. At first, the pregnant woman did not want to go to the *puskesmas* because she was afraid that she has to pay for the service but the MSF member contacted the *puskesmas* and convinced her that service was free for her.

The head of Puskesmas Singkawang Selatan always tried to invite *kecamatan* MSF to attend events held by the *puskesmas*. He also always accepted MSF members whenever they came for consultation. Because the area covered by Puskesmas Singkawang Selatan is very large, the head of *puskesmas* is expected to have more MSF members to help the *puskesmas*. However, it was difficult to find a person who wanted to work voluntarily.

In Bondowoso and Banda Aceh, however, *kecamatan* MSFs are not yet widely known in the community. One member of the *kecamatan* MSF in Bondowoso admitted that he felt more comfortable communicating his complaints or feedbacks to *puskesmas* as an individual rather than as a representative of the community through MSF. In Banda Aceh, the *kecamatan* MSF members are also health cadres who work on other health issues in general. They sometimes combine their roles between being an MSF member and a health cadre.

In general, CJ members have observed the following changes. CJ contributed to the dissemination of the SOP of service procedures. They gave recommendations directly to *puskesmas* to put the SOP of service procedures on display so visitors could read it. This was acknowledged by CJ members in Bener Meriah and Bondowoso.

In Bondowoso, CJ technical assistance increased awareness about problems related to health which occur in the community. CJ could produce articles in various media, including *Kompasiana*, on these issues so that the readers would understand more about the issues, for example a mother would die when delivering a baby if there is no road from the village to the hospital. A CJ member wrote a short story about underaged marriage and she also participated in a writing competition at the provincial level which won her second prize. CJ members of Round 1 who was a radio reporter shared their knowledge on writing and radio reporting.



In Banda Aceh, CJ members could increase their skills by developing a relationship with people at the bureaucracy level. They could become members of the MSF. In terms of incentive, CJ members could obtain Rp50.000 from the CJ facilitator/media IO for every article they produced. This incentive was good to encourage them to write. One CJ member who is very active in writing is motivated by her facilitator to publish her articles in a book.

CJ members had their ID card in November 2013 after putting efforts to push Kippas to issue this ID card. This was important for CJ members as school principals or teachers would like to see an ID card by when they made a visit. CJ members had the selfconfidence to introduce themselves and even to protest in the forum if things were not carried out properly. The importance of an ID card was also raised by CJ members in the other *kabupaten/kota*.

The ID card for CJ members will be expired by the end of this year. Without this ID card, CJ members could find difficulties in obtaining information.

(Key informant at the community level in Singkawang, male, about 20 years old, 13 August 2014)

In Bener Meriah, CJ members whose hobby was writing could feel satisfaction after producing articles. Many of them realized that a more effective way of informing the government was to write articles in the media rather than demonstrating on the street.

In Singkawang, CJ members could improve their understanding on MCH issues; they could also improve ability to search for related news and to write articles. More importantly they have more confidence to probe for more facts from their informants and to inform the community about those facts.

**Table 5. Supply Side Round 1's Knowledge of the Demand Side in Four *Kabupaten/kota* in 2014<sup>a</sup>**

	CJ, n=16 <sup>b</sup>	MSF, n=23	CSO, n=21
	%	%	%
Do not know	50.0	0.0	25.0
Know but do not know its roles	6.3	12.5	25.0
Know and its roles are ineffective	18.8	56.3	43.8
Know and its roles are effective	25.0	75.0	37.5

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten/kota* and school levels, but excluding nonpartner schools. Numbers of informant differ across intervention due to the case of NR (not relevant) and NA (not available) responses.

<sup>b</sup>Only for Singkawang and Banda Aceh

Table 5 shows that the government officials at the *kabupaten/kota* level and at the service delivery units were still not very familiar with CJ. However, a quarter of those respondents thought that the CJ presence was effective enough to improve public service delivery. Moreover, all government officials at the *kabupaten/kota* and service delivery unit levels knew about the MSF and highly recognized its effectiveness in improving public service delivery. Knowledge and recognition of the MSF was much higher compared to knowledge and recognition of civil society organizations (CSOs).

Table 6 is an overview of the content of CJ articles which were uploaded in various media. The productivity of CJ in Bondowoso was much higher than the rest of the *kabupaten/kota*. However, a majority of articles still fell under the category of informative type of articles. Only 6% of articles were categorized as critical. This might help explain why our key informants still have the perception that CJ's roles in public service delivery have not been optimal.

**Table 6. CJ Articles about Health**

	Date of Publication	Number of Writers	Number of Articles	Category of Articles	
				Informative	Critical
Bener Meriah	16 March 2014–30 October 2014	4	6	5	1
Bondowoso	12 June 2012–8 September 2014	9	19	18	1
Singkawang <sup>a</sup>	4 December 2014–9 January 2015	4	4	4	0
Banda Aceh	13 November 2013–1 September 2014	5	6	6	0
All <i>kabupaten/kota</i>	12 June 2012–9 January 2015	22	35	33	2

<sup>a</sup>Only from Matakabar.com.

## 4.9 The Community Satisfaction on Health Service

In each *kabupaten/kota* visited, the team held an FGD at one of the partner *puskesmas* for service user in order to enrich inputs on the perspective of demand-side stakeholders. During the FGD, a mini-survey on user satisfaction was conducted and the FGD participants were asked to fill the questionnaire. The questionnaires focused on users' satisfaction of MCH information, respondents' perception on *puskesmas* response for respondents' feedbacks, and respondents' perception on *puskesmas* service improvement.

**Table 7. Community Satisfaction of MCH Information Dissemination (%)**

Satisfaction of MCH Information	Banda Aceh n = 8	Bener Meriah n = 11	Bondowoso n = 12	Singkawang n = 5
	%	%	%	%
Very satisfied	75	0	58	80
Satisfied	25	82	42	20
Not satisfied	0	18	0	0

Table 7 shows that in three of the four sample *kabupaten/kota*—Banda Aceh, Bondowoso, and Singkawang—over 50% of the respondents were highly satisfied with the MCH information dissemination. Singkawang has the highest number of people (80%) who reported that they were highly satisfied, while Bondowoso has the least number (58%). There was only one sample *kabupaten/kota*, Bener Meriah, where the respondents were not satisfied, and it was only 18% of the total respondents.

The participants of the FGD for service users in Bener Meriah said that they did not know if *puskesmas* have counseling programs on MCH issues and that they never received any information about this from the *puskesmas*. Meanwhile, FGD participants in Singkawang mentioned that they could obtain the information on MCH issues easily from midwives or read it on the MCH book. In Banda Aceh, the participants agreed that information on MCH is easy to access but some of the pregnant women are a bit lazy to try and find it. In Bondowoso, the information on MCH can be accessed through counseling and consultation, MCH books, and birthing classes. The FGD participants admitted that they saw posters and banners about safe delivery, EBI, and EB at the *puskesmas* but users did not pay any attention.

**Table 8. Puskesmas Response on Community Feedback**

Addressed Feedbacks	Banda Aceh n = 8	Bener Meriah n = 11	Bondowoso n = 12	Singkawang n = 5
	%	%	%	%
Many	87.0	78.0	58.0	100
Few	0.0	22.0	9.0	0.0
No response	13.0	0.0	33.0	0.0

On Table 8, we can see that all FGD participants in Singkawang perceived that *puskesmas* have already fulfilled many of their requests. Meanwhile, only about a half of the FGD participants in Bondowoso have the same perception. There were two *kabupaten/kota* whose respondents mentioned that *puskesmas* only fulfilled a few requests. The *kabupaten/kota* were Bener Meriah and Bondowoso with the rate of 22% and 9% respectively. Moreover, there were 13% of total respondents in Banda Aceh and 33% of total respondents in Bondowoso who thought that *puskesmas* did not fulfill any requests, as shown on Table 8.

In Banda Aceh, FGD participants said that *puskesmas* will quickly respond to feedbacks if people submit the feedback through sms or express their complaint directly to midwives or the *puskesmas* head. The use of a complaint box was not effective because the response was slow.

**Table 9. User perception on Service Improvement (%) since 2011**

Service Improvement	Banda Aceh n = 8	Bener Meriah n = 11	Bondowoso n = 12	Singkawang n = 5
	%	%	%	%
A lot of improvement	87.0	55.0	91.0	100
A little improvement	13.0	45.0	0.0	0.0
Declining	0.0	0.0	9.0	0.0

When participants of the FGD for service users were asked about their perception on the improvement of *puskesmas* services, respondents in all four sample *kabupaten/kota*—ranging from 55% to 100%—of the total respondents, stated that *puskesmas* have made a lot of improvement. As many as 13% of total respondents in Banda Aceh and 45% of total respondents in Bener Meriah think that *puskesmas* has made little improvement. However, a fraction of respondents (9%) in Bondowoso said that there was a decline in service quality.

In Bener Meriah, about 45% of FGD participants felt that there was little improvement of *puskesmas* services. These participants were still unsatisfied with the services provided at *puskesmas* because, for example, of the absence of USG equipment.

## 4.10 Sustainability and Replication

Out of all of Kinerja activities, SOP interventions are most likely to be maintained by *puskesmas* and health agencies. The strengthening of the service delivery unit through the preparation of SOPs is considered to have had an immediate and positive impact on health workers. Health workers are able to refer to the SOPs to ensure that all necessary procedures have been carried out consistently when providing services to their patients. Moreover, SOPs can also be used as an instrument to ensure that health services are delivered in accordance with the existing standard.

The *puskesmas* and health agency staff reported that they considered SOPs to be very useful for them, and many already have a plan to continue the development of unfinished SOPs as well as to improve or revise existing SOPs in accordance with their needs and related regulations. One partner *puskesmas* in Bener Meriah said that the development of SOPs will continue after Kinerja ends. The local government also has provided financial allocation to support this intervention.

In Banda Aceh, the health agency staff stated that the agency has allocated fund to support SOP interventions. This is aligned with the *puskesmas*' commitment of to continue the development of SOPs. One unit-level respondent commented that SOP interventions are more likely to result in sustainable change because they have a direct impact on health service and is in written form.

In contrast to SOP interventions, only a few *puskesmas* reported a desire to conduct another complaint survey. Many of the *puskesmas* reported that while budget constraints would prevent them repeating the survey, the main reason was that they felt they did not benefit from conducting surveys. *Puskesmas* and its staff were not sufficiently involved in the development of the survey instruments, and therefore, they do not really understand the mechanism of this intervention. Furthermore, they lacked understanding of the purpose of this survey. Therefore, they feel that the survey results were overly negative and were less accurate compared with the real condition (e.g., health workers feel that they know better about medicine supply and some of the complaints are not within the authority of the *puskesmas* or health agency).

However, *Puskesmas Singkawang Selatan* has conducted a second complaint survey using its own funds. This demonstrates that the *puskesmas* will commit to the program if they feel they can benefit from the mechanism and use the outputs to improve their service. Furthermore, *puskesmas* should be involved in the development of the survey mechanism to ensure that they will have a complete understanding of its purpose.

Regarding health promotion activities, the local government of Bondowoso will continue health promotion activities through *Umami Persameda*. This program will be expanded so that *Umami Persameda* will also be elected at the village level.

Kinerja supported the replication of *kantong kontinum* in all *puskesmas* in Kota Singkawang. Moreover, the *puskesmas* head of Singkawang Selatan was asked to share her experience in managing *kantong kontinum* with Kabupaten Sambas to assist their replication efforts.

On the demand side, the MSF, especially at the *kecamatan* level, has the potential to continue. This is because the MSFs are made up of members who have a strong commitment to health issues, particularly MCH. Moreover, many *puskesmas* have also positively responded to the presence of the *kecamatan* MSF. *Puskesmas* staff in Bener Meriah said that the *puskesmas* is willing to support the *kecamatan* MSF, although Kinerja's assistance will end, because the *puskesmas* already has a close relationship with MSF members. The health agency staff also hoped that the *kecamatan* MSF can continue without Kinerja's support.

MSF members played their role as a liaison between *puskesmas* and the community, and to provide feedback to improve the quality of health services. However, there are several major challenges that must be considered if the MSF is expected to continue in the future. The members of MSF realize that they do not have strong capacity for advocacy and public speaking skills that would enable them to work in an equal partnership with their counterparts at the supply side. Furthermore, it is quite difficult for the MSF to carry out their activities optimally without sufficient funding. *Puskesmas* and the health agencies admitted that they are less likely to allocate funding to MSF activities, and this threatens its sustainability. For example, partner *puskesmas* in Bondowoso doubted the sustainability of *kecamatan* MSF since the *puskesmas* cannot provide financial support for the MSF.

In Bondowoso, a few CJ members were recruited by local radio stations as reporters after they were trained by Kinerja. Furthermore, one CJ member in Banda Aceh was quite active in writing and she was motivated by Media IO's facilitator to publish a compilation of her articles. Nevertheless, it is, in general, less likely that the CJ activities will be continued. Although almost all CJ members reported that they are committed to carrying out CJ activities, many of them are unable to contribute their time as required. Furthermore, many of the CJs expect to receive more training and mentoring from Kinerja, and without this support, it is likely that they will cease their activities.

Even when the Media IO's facilitator still gives assistance to CJ members, they [CJ members] do not show any enthusiasm. What if Kinerja ends?  
(Participant in FGD for CJ members in Bondowoso, female, about 30 years old, 19 June 2014)

The replication of the Kinerja health intervention can be categorized into two types. First, the Kinerja program could be replicated in other *kabupaten/kota*. In Bener Meriah, its local government has agreed to work together with IO Redelong (Kinerja's health IO in Bener Meriah) to replicate some of the interventions. They plan to develop SOPs for *puskesmas* and carry out other programs financed by the local government budget. In East Java, the local governments of Banyuwangi, Lumajang, Lamongan, and Pacitan were already replicating Kinerja interventions in this health sector. In West Kalimantan, Kubu Raya has already had great success in implementing Kinerja's interventions, and even developed a *kabupaten* head regulation within a three-month time period.

Second, the replication in Banda Aceh, Bener Meriah, and Singkawang may be emphasized by the scale up of the intervention. The health agency of Banda Aceh will develop SOPs for all *puskesmas*, not just those in the partner *puskesmas*. Meanwhile, nonpartner *puskesmas* in Singkawang have implemented some programs inspired by the Kinerja intervention, such as the *kantong kontinum*. In Bener Meriah, a number of nonpartner *puskesmas* had been facilitated by Kinerja to learn from *puskesmas* Bukit. Furthermore, all *puskesmas* in this *kecamatan* have replicated SOPs. Meanwhile in Bondowoso, scale-up of Kinerja program is still a plan of the health agency.

Replication of the interventions, however, will only be possible if there is sufficient buy-in from the local and provincial governments, together with sufficient financial support. In Bener Meriah, the health agency still needed assistance from Kinerja to oversee the new Regional House of Representatives (DPRD) members in terms of planning and budgeting. In Bondowoso, the health agency is not likely to allocate fund to support the MSF because they feel that the *kabupaten* MSF still does not have any significant contribution. In Singkawang, the health agency always invited nonpartner *puskesmas* to join Kinerja activities so that they can be motivated to learn from the Kinerja program. Furthermore, the health agency of Banda Aceh already allocated funds to develop SOPs for all *puskesmas* in the *kabupaten*.

## V. SCHOOL-BASED MANAGEMENT

RTI International (2012:7) wrote that

School Based Management (SBM) supports a participative, transparent, and accountable process in school governance. It includes the introduction of Minimum Service Standards (MSS); a community complaint survey and school self-evaluation; the participatory preparation of school plans and budgets involving school principals, teachers, school committees (SC), and community leaders; the transparent and accountable application of these school plans and budgets; the strengthening of the SC to oversee the implementation of the school plans; and the strengthening of the SC to conduct advocacy with decision makers on the implementation of an agreed service charter.

### 5.1 Remoteness

The key determinant for achieving the performance targets and goal-level outcomes is remoteness: whether the school is rural or urban. This is related to both access to and quality of education. Compared to those in rural areas, schools in urban areas enjoy better infrastructure in terms of roads and electricity, have sufficient teachers in terms of quantity and quality, and receive more visits from their supervisors. In West Kalimantan, the age of most supervisors limits their movement to faraway schools. Most supervisors were above 50 years old.

I joined Kinerja's comparative study in Kota Probolinggo where we saw some schools: the best and the worst ones. In my opinion, the worst school there equals to the best school here.  
(Key informant at the *kabupaten/kota* level in Melawi, male, about 50 years old, 10 October 2014)

Parents in urban areas are generally more aware of the importance of education and therefore are more willing to participate in school-based management. Parents in rural areas usually have a relatively lower level of education and socioeconomic status than parents in urban areas. s.

"The main problem in education is that parents are ignorant. When their children fail the exam, they come to school asking the teacher to pass them, even though they know their children are not able to read and write. Meanwhile, one of the reasons for student absenteeism in this school is that parents ask the older children to take care of their younger siblings [This is the remotest school in the three sample schools in Sekadau].

(Key informant at the school level in Sekadau, female, about 40 years old, 16 September 2014)

In rural areas, parents commonly believe that the government is solely responsible for the education of children, which means that they are less likely to engage with school-based management programs. One of the participants of the focus group discussion (FGD) commented that allowing their children to go to school is already a challenge for them, let alone being involved in school management.

Parents are willing to give children Rp5.000/day as pocket money but are not willing to contribute Rp5.000/year to improve school facilities.

(Participant in FGD with the MSF in Melawi, 12 October 2014)

Adding to the complication, schools also encounter difficulties coordinating meetings with parents, due to poor road access. Another example, communities in West Kalimantan rely on nearby rubber

plantations as a primary source of income. This means that they need to harvest the rubber twice a day, in the morning and in the afternoon. This work schedule also makes it difficult for them to attend school management meetings.

The school usually shares with the committee their financial problems and asks for help. The committee takes decision considering the economic situation facing the community. In this school, most parents earn money from rubber which price has lately been free falling. Therefore, the committee is hesitant to ask for contribution from the community.

(Key informant at the community level in Melawi, male, about 60 years old, 9 October 2014)

Many of the narratives collected in the endline study were confirmed with the data of the monitoring team. The team visited all the partner schools in the three sample *kabupaten/kota* from April 2014 to September 2014 to assess the state of affairs of the service charters in those schools.

## 5.2 Commitment at the School Level

The achievement of SBM and MSS also strongly depends upon the commitment and transparency of school principals. Other inhibiting factors, such as remoteness, may be less significant than the commitment of school principals. There are also low-performing schools in nearby urban areas with school principals who demonstrate minimal commitment. By the same token, some schools in remote areas are able to provide complete and accurate documentation, which may be published due to the willingness of transparent principals. Yet only school principals without financial burden are willing to publish their work plan and financial reports.

Publishing the financial reports for the principals is like preparing the rope to hang oneself.

(Participant in FGD with MSFs in Bengkayang, 26 September 2014)

One of the principals of the partner schools questioned why schools have to be transparent while the government themselves are not. Transparency seemed to be applied only to the lower level and not to the upper one.

(Key informant at the project level in Bengkayang, female, about 50 years old, 1 October 2014)

Good leadership by school principals is the key to revitalize the school committees, and to invite parents' participation. This holds true not only for partner schools, but also to nonpartner schools. In one extreme case, the committed principal of a partner school was transferred to a nonpartner school. In his new school, he immediately applied SBM and in a short time was able to build a fence with the help of the school committee.

So strategic is the role of school principals that moving them to other schools will significantly influence the achievement of SBM. These principals have to be given the time to execute their plan. If they are transferred, there is no guarantee that their successors have the ownership of the work plan which had been previously developed. In other cases, the departing principals brought the school's work plan with them to his/her new school, making it impossible for his/her successor to publish it, let alone execute it. In Bengkayang, for example, considerable numbers of principals were relocated in May 2013, including from the partner schools. One out of two partner schools visited in Bengkayang had had a school principal transferred, but none in Sekadau and Melawi.

School principals are the primary supporting factor affecting the achievement of SBM. This is because SBM is the intervention at the service delivery unit level. First, schools which principals are information technology (IT) literate can easily complete the required school documentation.



Unfortunately, only 50% of principals in partner schools are able to operate a computer. This is worsened by an undersupply of electricity to the school and surrounding community.

Second, young principals are more likely to be IT literate and to have the will to develop their school's work plan. SBM requires principals with long term vision, and this is reflected in the work plan. If the school principal is approaching retirement, however, incentive to complete the five-year work plan for his/her school is also limited. However, these two aspects are less important when compared to the commitment aspect. The team found a partner school where the school principal is no longer young nor IT illiterate, yet her school is able to demonstrate very good performance.

During consultation with the principals, the *kabupaten* coordinator of the intermediary organization urged them to make individual email account so that she could easily send her feedback on the schoolwork plan. One of the principals was angry at her and said, "Why do I have to deal with "Imel" again. I'm through with her!" She was confused at first but later became aware that "Imel" was the name of e his ex-girlfriend. This gives illustration of how IT illiterate the principals in general are.

(Key informant at the project level in Bengkayang, female, about 50 years old, 1 October 2014)

### 5.3 "Free Education" Slogan

The "free education" slogan has been used by local parliament members in all *kabupaten/kota* and is considered one of the constraints in parents' participation. "During consultation with their constituents, the local parliament members requested that the community do not participate if schools asks for contribution." Apparently, free education campaign has been very massive and prominent on television.

At the same time, school principals have difficulties in providing accurate information about the meaning of free education to parents. They could not explain the difference between fix contributions (*pungutan*) and voluntary contributions (*sumbangan*). They could not describe what school grants can and cannot be used for. Principals who are able to approach parents by giving sufficient information about these aspects are trusted by the parents and, hence, they are able to mobilize voluntary contributions from parents.

Inviting parents' participation in school management is all about communication.

(Key informant at the *kabupaten/kota* level in Melawi, male, about 60 years old, 10 October 2014)

### 5.4 Local Government Commitment

Commitment of the local government is important to support SBM at the service delivery unit. One example of local government commitment is the establishment of a *kabupaten* head regulation to ensure that each school is obliged to fulfill the MSS in Bengkayang and Sekadau. In Bengkayang, the commitment to SBM was realized after a circulation letter issued by the *kabupaten* head stated that all schools have to execute SBM. Another example of commitment to SBM by the local government is to delay the transfer of principals working in partner schools to allow the principals to realize the schoolwork plan they have established. In this regard, Bengkayang demonstrated less local government commitment compared to Sekadau and Melawi. Bengkayang had transferred a lot of principals in mid-2013.

Another form of government commitment is by allocating appropriate facilities to enable the education supervisors to perform their jobs. In Melawi, the education agency has provided all



supervisors with a motorcycle and a funding for gasoline expense with the amount of Rp30,000 to Rp400,000 per month.

Policies at the national level which support SBM and MSS include school grants and teacher certification, regulation of MSS, and provision of science models and equipment. Meanwhile, policies inhibiting the achievement of SBM and MSS include the 2013 School Curriculum, particularly as the required textbooks have not yet been made available and teachers have not been trained. Complaints about the 2013 School Curriculum were consistently received at the *kabupaten* level, the school level, and the community level. One respondent referred to the policy of Joint Decree of Five Ministers (SKB 5 Menteri) as the main inhibiting factor to SBM. He said that the transfer of the principals in Bengkayang (mentioned above) was the consequence of the implementation of the Joint Decree of Five Ministers.

## 5.5 Kinerja's Technical Assistance

Majority of key informants commented that they valued Kinerja's facilitation to partner schools in preparing and publishing their administrative documents and financial reports. Kinerja's training and technical assistance has helped to improve the accuracy of administrative documents and to increase transparency. The partner schools are able to stand as example to other non-partner schools.

Another contribution mentioned by the respondents is the revitalization of school committees in order to increase parents' participation. The positive involvement of school committees was visible by the improvements of school infrastructure and facilities. In Sekadau, for example, the school committee helped to build a fence, a toilet, and a simple dam behind the school yard to prevent land slides. In Melawi, a school fence and an additional classroom were built thanks to the participation of the school committee. In Bengkayang, a key informant said that the information board was made available due to Kinerja.

**Table 10. Key informants Perception of School-Based Management<sup>a</sup>**

Words <sup>b</sup>	Baseline (n=60)	Endline (n=45)
Participation	42	70
Transparency	13	14
Accountability	3	5
School documentations	1	12
Others	7	17
Not know	10	1 <sup>c</sup>

<sup>a</sup>Data collected from in-depth interviews with key informants at the *kabupaten/kota* and school levels, including non-partner schools.

<sup>b</sup>A respondent might describe the meaning of SBM with more than one word.

<sup>c</sup>Key informant from non-partner school.

During the baseline and endline survey, we collected the understanding about the concept of SBM from all key informants at the *kabupaten/kota* and school levels. Table 10 presents the number of words that they expressed in explaining SBM. One important difference is that there was only 1 out of 45 informants (or 2.2%) who did not know the meaning of SBM: a huge reduction from the

baseline, which was 10 out of 60 informants (or 16.7%) This key informant who did not understand the SBM concept came from a non-partner school.

### 5.6 Utilization of Minimum Service Standards

At the school level, MSS has been integrated in schools' work plans, namely the school work plan (RKS) and annual work plan RKT). The fulfillment of MSS itself was hindered by the available school grants. In other words, the plan is there but the realization is still limited. The most difficult indicator for schools to fulfill is teacher funding. The school grant regulation sets that a maximum of 20% of the total school grant may be allocated for noncivil servant teachers. In remote schools that rely heavily on noncivil servant teachers, 20% is not sufficient.

In terms of textbooks, the 2013 Curriculum textbooks have not yet reached schools. Other textbooks were bought by the school in phases, rather than all at once. Problems arise because the books sold this year will not be available next year, and therefore the purchase-by-phase system is not sustainable. Another reason was that the education agency regularly revised the textbooks required, which means that schools must often purchase new textbooks each year. Hence, it would be very difficult for schools to have a complete set of textbook for every student each year.

As for science learning media and equipment, the provincial and central governments have maintained the supplies to schools. Thus, although many schools still do not have a complete set, every year they receive new models and equipment. However, the problem is not only the availability of the equipment, but more importantly, whether the equipment is used or not. Many learning media and equipment were stored in the warehouse tidily but unused. The schools argued that the models and equipment delivered to schools were not necessarily the ones they needed. Models and equipment bought by schools themselves through school grants were much more likely to be used by the teachers.

### 5.7 Contribution of the Demand Side

Table 11 summarizes the perception of the supply side, that of government officers at the *kabupaten/kota* level and school level. Among different packages of the demand side, school committees and complaint survey/service charter are perceived by the supply side to be more influential to the improvement of public education service delivery.

**Table 11. Supply Side’s Knowledge of the Demand Side<sup>a</sup>**

	CJ n=33	MSF n=14	CSO n=31	Complaint Survey/Service Charter n=32	School Committee n=18
	%	%	%	%	%
Do not know	66.7	57.1	16.1	12.5	0
Know but do not know its roles	12.1	7.1	19.4	12.5	0
Know and its roles are ineffective	6.1	0	32.3	3.1	22.2
Know and its roles are effective	15.2	35.7	32.3	71.9	77.8

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten/kota* and school levels, but excluding nonpartner schools. Number of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

### 5.7.1 Citizen Journalism

In general, the contribution of CJ members Round 1 was hindered by the lack of guidance from the National IO, which was the Institute for the Studies on Free Flow of Information (ISAI). The recruitment for CJ Round 1 was focused on mainstream journalists in the hope that they would enhance capacity of CJ members as well as link them to mainstream media. The recruitment of CJ members also included civil servants. By doing so, the IO aimed to link the service users with the service provider. However, both mainstream journalists and the civil servants were too busy to be involved after the training session. This explains why the presence of CJ is not known by key informants in the supply side of Round 1. At the same time, the supply and demand side intervention in Round 1 was carried out by different IOs.

When LPS Air took over the role from the ISAI as IO, there was a strong improvement in the activities of the CJ members. This was particularly clear in CJ Round consolidation, when LPS Air implemented changes based on the experience and lesson learned from CJ Round 2. The most important lesson learned was that CJ members could be expected to keep writing when provided with the means or channel to express themselves in writing. LPS Air then established a website [www.matakalbar.com](http://www.matakalbar.com) to publish articles written by the CJ members. Other lessons learned included the recruitment process for new CJ members as well as the recruitment by local people of a regional fasilitator (*fasda*).

#### Box 1. Activities of CJ

CJ members in Sekadau held activities in one of the partner schools (SDN 1 Rawak Hulu) in which they disseminated information about school grants. Parents and the community in general have to know what school grants are and what can they be used for. CJ members also went to all twenty partner schools to oversee the publication of school grants documents. All activities of CJ members were written and posted on [Matakalbar.com](http://Matakalbar.com).

CJ members in Bengkayang share the same characteristics: young and unmarried. This explains why they can form a solid group. They spend their time together by doing various activities from serious ones, such as discussing development issues to going on holiday. CJ members in Bengkayang are well known for their productivity in writing. Their articles are published in *Gong Borneo* newspaper, [Matakalbar.com](http://Matakalbar.com), and in *Kompasiana*.

CJ members in Melawi are people from various age and professions. For example, one member is a high school student while another one is an official of the regional public order enforcers (Satpol PP). Despite their limitations, CJ members were very enthusiastic to write. Many of them are computer illiterate and therefore submitted their articles in handwriting. Bad internet signal significantly affects the progress of CJ activities in Melawi. Because of this, they are not able to send pictures together with their article to [Matakalbar.com](http://Matakalbar.com).

**Table 12. Supply Side's Knowledge of Citizen Journalism<sup>a</sup>**

	Bengkayang n=11	Melawi n=10	Sekadau n=12	Total n=33
Do not know CJ	72.7	90.0	41.7	66.7
Know CJ but do not know its roles	18.2	0.0	16.7	12.1
Know CJ and its roles are ineffective	0.0	0.0	16.7	6.1
Know CJ and its roles are effective	9.1	10.0	25.0	15.2

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten-kota* and school levels, but excluding non-partner schools. Number of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

According to Table 12, the *kabupaten* government and schools in Sekadau were more familiar with CJ compared to Bengkayang Melawi. Local media played a key role in supporting the activities of the CJ. In Sekadau, the use of Radio Dermaga strongly supported the roles of CJ. From the radio, the CJ could obtain many public service issues from the radio listeners. These issues were real and could be collected without any cost by CJ members. The radio was also an effective instrument to widen the outreach to many remote areas in West Kalimantan. In Bengkayang, the presence of a government-owned weekly magazine, *Suara Gong Borneo*, was helping CJ members in the publication of their articles.

For CJ members, owning ID cards made them more confident when collecting data from their informants before writing articles. This boosted the numbers of articles published, as well as widening their reach. The CJ members in Melawi were not as skilled as those in Bengkayang. Some of them were very interested in writing but could not use a computer. To overcome this problem, they would send their handwritten articles to CJ facilitators who will type them for the website Matalabar.com.

**Table 13. CJ Articles in Matalabar.com**

	Date of Publication	Number of Writers	Number of Articles	Category of Articles	
				Informative	Critical
Bengkayang	20 November 2014 to 18 January 2015	3	9	7	2
Sekadau	31 October 2014 to 23 December 2015	1	10	8	2
Melawi	17 September 2014 to 1 February 2015	7	10	7	3
All <i>kabupaten/kota</i>	17 September 2014 to 1 February 2015	11	29	22	7

Table 13 is an overview of the contents of CJ articles which were uploaded in Matalabar.com. In terms of quantity, CJ could write articles productively. However, in all SBM *kabupaten/kota*, about 75% of the articles are still informative or news event type. This might help explain why our key informants still have the perception that CJ members’ role in public service delivery has not been optimal.

**5.7.2 Multistakeholder Forums**

According to RTI International (2012: 4)

Seminars, focus group discussions (FGDs), workshops, personal approaches, and training all resulted in establishing and/or strengthening MSFs at *puskesmas* and schools and at *kabupaten/kota* levels. MSFs are strengthened and will continue to be strengthened to conduct regular monitoring of complaint survey progress and advocacy for service improvement.

In SBM, the process of establishing the *kabupaten/kota* MSFs began at the end of Round 1 and early Round 2. As of the endline visit, the profile of the *kabupaten/kota* MSFs could be summarized as shown in Table 14.

**Table 14. Information about *Kabupaten* MSFs**

	Bengkayang	Melawi	Sekadau
Name	Forum Peduli Pelayanan Publik	Forum Peduli Pelayanan Publik Kabupaten Melawi	Forum Sekadau Sehat dan Cerdas
Legal basis of establishment	Notarial deed in May 2013	Not yet established	<i>Kabupaten</i> head regulation in August 2014
Source of funding	Self-funded (at present) and CSR (in the future)	Not known	Inserted through the <i>Kabupaten</i> community welfare agency
Sector of focus	Education and health	Education, health, and licensing	Education, health, and environment
Membership	In total: 32 people. A majority of the education task force were mostly young non-civil servant teachers	In total: more than 37 people. A majority of the education task force members were civil servants	No data on total membership but the wife of the deputy <i>kabupaten</i> head was included. A majority of the education task force members were civil servants and retired civil servants.
Structure	3 task forces	5 task forces	2 task forces

The MSF in Bengkayang was established much earlier and therefore it was involved in many more Kinerja activities. The MSF in Bengkayang was critical of the education agency. During the visit in Bengkayang, MSF members gathered to write a position paper to the education agency to speed up the fulfillment of technical recommendations from school. This is also the MSF's contribution.

The MSF in Sekadau required more time for its establishment since early 2013. Initially, it was planned that the education agency or Regional Development Planning Agency (Bappeda) were the ones to issue the regulation. However, both were worried about financial consequences of issuing the regulation. Eventually, in August 2014, the regulation was issued by the *kabupaten* head and the fund was channeled through the *kabupaten* community welfare agency. The MSF members in Sekadau, however, had been invited to participate in many activities related to public services since 2013.

The MSF Melawi had twice changed its organizational structure. In a meeting in June 2014, a decision was made to integrate three interventions of Kinerja, and the membership was appointed. The third structure was chaired by one of the heads of the Health MSF at the *kecamatan* level. However, the MSF members in Melawi had not met to discuss the education task force prior to the FGD facilitated by SMERU in October 2014. At the FGD, it was revealed that some members had not yet been informed about their appointment to the education task force.

**Box 2.**  
**The Future Role of *Kabupaten* MSFs as Perceived by MSF members in Sekadau**

In the future, MSF members have to work with all schools and provide understanding on the importance of being transparent and accountable. However, to avoid the impression that MSF members would only look for mistakes, MSFs had to be careful in dealing with the education agency. That is why MSF members should not give the impression that they are only looking to find mistakes.

In practice, MSF members have to influence the education agency. Moreover, they also have to influence decision-making by inviting the *kabupaten* head, local parliament, and school committee in a meeting in which MSF members explain problems at the school level. By being exposed of these problems, the *kabupaten* head and local parliament will allocate fund to support the implementation of SBM in schools.

**Table 15. Supply's Side Knowledge of MSFs<sup>a</sup>**

	Bengkayang n=4	Melawi n=4	Sekadau n=6	Total n=14
Do not know MSF	50.0	75.0	50.0	57.1
Know MSF but do not know its roles	25.0	0.0	0.0	7.1
Know MSF and its roles are ineffective	0.0	0.0	0.0	0.0
Know MSF and its roles are effective	25.0	25.0	50.0	35.7

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten/kota* and school levels, but excluding non-partner schools. Numbers of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

Table 15 shows that the supply side (government officers at *kabupaten/kota* and school levels) in Sekadau and Bengkayang was equally familiar with the presence of MSFs. The supply side considered that the MSF was more effective in Sekadau.

### **Box 3.**

#### **The Importance of the *Kabupaten* Head Regulation for MSF members in Melawi**

One of the members of the MSFs was the representative of the school committee in a MSF at the *kabupaten* level. He shared his story during the FGD.

One day, he went to a nearby school to talk about a service charter with the principal. The principal asked him, "Who are you?" He explained that he was one of the members of *kabupaten* MSF of Melawi. He was asked again, "Do you have with you the *kabupaten* head regulation?" He responded that the regulation was yet to be issued. Because he failed to show the regulation, he could not discuss anything with the principal. He was just served with a cup of coffee and was offered a cigarette. The principal said, "If you have the MSF regulation in your hand, I am willing to discuss with you the service charter and I am willing to implement it."

The moral of the story, he said, was the importance of the regulation. One might say that the MSF could function effectively without any legal foundation. In Melawi, this was not the case. He continued, "The principals are part of the government while members of the MSF are just part of the community who cannot deal with the government if the MSF has no regulation."

The contribution of MSFs in three *kabupaten/kota* (and together with the CJ Round Consolidation) to the improvement of public education service delivery was demonstrated in their involvement in the monitoring of the service charter in 20 partner schools. Particularly for Sekadau, CJ was using radio to collect people's complaints of public services for further discussion. Tapping the complaints from service delivery users through radio would cost them nothing; whereas if they conduct field visits, there was an additional gasoline cost.

In terms of CSOs, the most frequently mentioned CSO was the Education Council (Dewan Pendidikan). Table 11 highlighted that the Education Council was perceived to be less effective than the MSF.

### 5.7.3 Complaint Survey and Service Charters

**Table 16. Supply Side's Knowledge of Complaint Surveys and Service Charters<sup>a</sup>**

	Bengkayang n=11	Melawi n=10	Sekadau n=11	Total n=32
Do not know CS/SC	18.2	10.0	9.1	12.5
Know CS/SC but do not know its roles	27.3	10.0	0.0	12.5
Know CS/SC and its roles are ineffective	0.0	0.0	9.1	3.1
Know CS/SC and its roles are effective	54.5	80.0	81.8	71.9

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten/kota* and school levels, but excluding non-partner schools. Number of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

In the three *kabupaten/kota*, complaint handling and service charters were the most popular and regarded as most effective in Sekadau. On the other hand, only half of the key informants (54.5%) in Bengkayang knew the complaint survey and service charter and recognized its effectiveness. This finding seems to be different from the result of service charters monitoring where Bengkayang was considered to have the highest realization of service charters (88%) compared to Melawi (75%) and Sekadau (74%). However, Table 17 would throw lights on important aspects of the Service Charters.

**Table 17. Monitoring Result of Service Charters in Partner Schools<sup>a</sup>**

	Bengkayang	Melawi	Sekadau
Monitoring schedule	28 May–15 Sept 2014	11 Sept–17 Oct 2014	15 April–1 May 2014
Monitoring team	<i>Kabupaten/kota</i> MSF	School Committe	<i>Kabupaten/kota</i> MSF
Number of school monitored	20 schools	14 schools	20 schools
Service charters displayed on the board	75%	21%	85%
Number of charters per school <sup>b</sup>	3–14 charters	13–35 charters	21–56 charters
Average number of charters per school	7 charters	22 charters	35 charters
Number of service charters enacted per school <sup>b</sup>	3–11 charters	9–33 charters	16–49 charters
Average number of service charters enacted per school	6 charters	17 charters	26 charters
% realization <sup>b</sup>	88%	75%	74%

<sup>a</sup>Data from Kinerja USAID.

<sup>b</sup>Data was recalculated due to many input errors.

Table 17 explains that in comparing the three *kabupaten/kota*, Sekadau completed the monitoring activity much earlier than the other two *kabupaten/kota*. Every partner school in Sekadau also had more charters than in other *kabupaten/kota*: on average five times more than that in Bengkayang. The number of schools displaying service charters was also highest in Sekadau. However, the number of service charters enacted is relatively low, about 74%. It shows that by solely looking at the number of service charters will not be sufficient without looking further on its implementation.



### 5.7.4 School Committee

The revitalized school committee contributed toward the improvement of education services in terms of physical assistance. In Table 11, one can see that among various interventions on the demand side, the school committee was valued as most effective by the supply side. Across *kabupaten/kota*, school committees in Melawi were fully acknowledged for their effectiveness compared to other *kabupaten/kota* (Table 18).

**Table 18. Supply Side's Knowledge about the School Committee<sup>a</sup>**

	Bengkayang n=6	Melawi n=6	Sekadau n=6	Total n=18
Do not know school committee	0.0	0.0	0.0	0.0
Know school committee but do not know its roles	0.0	0.0	0.0	0.0
Know school committee and its roles are ineffective	50.0	0.0	16.7	22.2

<sup>a</sup>Based on in-depth interviews with key informants at the *kabupaten/kota* and school levels, but excluding nonpartner schools. Number of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

This evidence is also supported by data on parents' satisfaction (see Table 19) which demonstrates that the average satisfaction in partner schools in 2014 was higher in all comparisons: (i) non-partner schools in 2014; (ii) average satisfaction in 2014; (iii) partner schools in 2011; and (iv) partner schools in the baseline study. In other words, the qualitative data supports the fact that better performance of school committees in sample partner schools are the result of the impact of Kinerja.

**Table 19. Parents' Satisfaction of the Performance of School Committees**

	Bengkayang	Melawi	Sekadau	Average
Partner schools in 2014	2.4 (17)	3.1 (12)	2.5 (18)	2.7
Non-partner schools in 2014	3 (8)	2.6 (9)	2 (10)	2.5
Partner schools in 2011 (recreation of baseline data)	3 (17)	2.6 (12)	1.5 (18)	2.3
Partner schools in 2011 (real baseline data)	2.6 (23)	2.2 (22)	2.0 (26)	2.2

Note: Satisfaction level from 1 (very unsatisfied) to 4 (very satisfied).

(n)=number of FGD participants.

One can see from the Table 19 that parents in Melawi are relatively satisfied with the performance of the school committee. This gives a good indication of the performance of the SBM regional and local facilitators (*fasda* and *faslok*). The *fasda* and the *kabupaten/kota* coordinator of SBM in Melawi both live in Melawi and act as a solid team. The *faslok* explicitly appreciated the performance of their counterparts during interview. Familiarity of key informants on the *fasda* and DC in Melawi was very high compared to that in Sekadau and Bengkayang. In Bengkayang, the DC acknowledged that her expertise and her organization's field were not on school management. Instead, her background experience was more on multiculturalism and society. This might affect



the success of SBM in Bengkayang. In Sekadau, the presence of SBM facilitators or the coordinator could not be traced.

A comparison of school committees between the baseline condition and endline condition is reflected in Table 20. In general, the knowledge parents have about the organizational structure of the school committee remained the same over the years. Mostly, parents only knew the school committee head and that the school committee only met twice a year: in the beginning and at the end of the year. The school committee usually organized gifts from the graduating sixth grade students to be given to the school. In terms of school committee activities, both schools in Melawi have been much more active after Kinerja.

**Table 20. Parents' Knowledge about School Committee in Baseline and in Endline**

	Partner schools Sekadau	Partner schools Melawi	Partner schools Bengkayang
Baseline: Knowledge about school committee's organizational structure	A majority of parents only knew the head of the committee. The committee holds a meeting twice a year.	A majority only knew the head of committee or knew the person without knowing the name.	In one school, parents knew the head, secretary, and treasurer of the committee. The head has been leading the committee since the last 7 years. In another school, no one knew the committee at all, not even the head.
Endline: Knowledge about school committee's organizational structure	Majority only know the head of committee. The committee meets at least twice a year.	Majority only knew the head of committee. Committee meet at least twice a year, depending on need.	In one school, majority only knew the head of committee. In another school, the committee was elected in early 2014 but no meeting was held since then.
Baseline: Knowledge about school committee activities <sup>a</sup>	The committee only gives approval to school grants. The committee organized gifts from the graduating sixth grade students, such as hand wash basin. The committee financed the acquisition of land for library.	The committee helped maintain the building. Committee organized the purchase of four computers. The committee recommended the change of school schedule for some classes from afternoon to morning. The committee recommended to add an Islamic religion teacher	In one school, the committee collected contribution to buy desks, school benches, and floor tiles for the classroom. In another school, the committee has not been active since the last 3 years.
Endline: Knowledge about school committee activities <sup>a</sup>	The committee was active to meet with the sThe cCommittee organized gifts from the graduating six grade students. The committee was involved in the decision of passing grade for sixth grade students.	The committee fulfilled the school needs, such as a hand wash basin, infrastructure, soil piling on the yard to avoid flood, restoration of classroom. The committee also constructed a new classroom. The committee was involved in the meeting of school documentations, but not for their preparation.	In one school, the committee provided a table and chair even before Kinerja. The graduating sixth grade students would give the school one box of ceramic tiles to be installed in the classroom. In another school the committee planned to build a fence and school yard but has not collected contributions from parents.

<sup>a</sup>Information was also collected from interviews with the head of the school committee.

## 5.8 Positive and Negative Unintended Consequences from the Supply and Demand Sides

A positive unintended consequence of Kinerja is that the principals in Sekadau have used the results of the complaint survey as an instrument to call the attention of the education agency. With the survey result in hand, the school was able to show the education agency what was lacking from the view of the users. In a meeting with the education agency, the school principal discussed the results of the survey, and proposed for a budget from the education agency. So far, the education agency in Sekadau has rejected the budget proposal, and implied that it was a fictional account concocted by the school.

The principal of one partner school referred to the visit made to her school as a positive unintended consequence of Kinerja. The school enjoys being visited by local as well as expat staff of Kinerja. The principal said her school has become a local favorite school after receiving assistance from Kinerja. Many other schools have come to learn from the experiences of her school, and the enrolment rate has recently increased. The principal of another school revealed that upon her assignment in the partner school, she was warned by her predecessor not to collect money from the parents. Luckily, the school was chosen to be the partner school that enabled her to use Kinerja SBM to invite participation of the parents, and therefore disobeyed the message of her predecessor elegantly. She was thankful to Kinerja.

Another positive unintended consequence is the career path for high-performing IO staff. After finishing his contract, the IO *kabupaten/kota* coordinator of Melawi was appointed as short term technical assistance (STTA) of SBM in Melawi. CJ members also have gone on to have enhanced career opportunities as a result of their training and experiences. One became a mainstream media journalist, and later became a *fasda* for CJ activities.

The use of radio has also positive unintended consequence as it was not initially used in West Kalimantan. In 2014, the radio was introduced in Sekadau and it was proved to be a key channel in boosting the dissemination of information about Kinerja. Even though the website Matakabar.com had been made available, the presence of radio fits with the context of West Kalimantan, as it is more familiar to those who cannot access the internet and the service delivery users in remote areas.

### **Box 4. Response to CJ Articles Was Not Always Positive**

CJ members shared their experiences of writing about the situation in local schools and the subsequent repercussions. In Sekadau, one CJ member criticized a school teacher in a local newspaper, and the principal came to him to protest.

One of the CJ Melawi members also shared his experience of writing an article in a local newspaper about a school in a remote area which did not require students to attend on Fridays and Saturdays. Upon the publication, the school and the community in that village came to him asking him to withdraw that article.

In Bengkayang, a CJ article on unattended city park had caused trouble for the author. She was called by a parliament member and indirectly intimidated. However, this park was repaired afterwards.

Envy toward partner schools was mentioned as a negative unintended consequence by some informants. This was, however, primarily at the beginning of the program, resulting from the

assumption that partner schools received financial assistance from Kinerja. Once they knew that Kinerja only provided technical assistance, there was no more envy.

another negative unintended consequence was the placement of the wife of the *kabupaten* head of Melawi as the head of the MSF in the hope that the regulation for MSF could be immediately issued. In reality this was not so, as the *fasda* of the MSF was not confident in facilitating the wife of the *kabupaten* head, and also because her schedule was tight. After winning the legislative election as a provincial parliament member, she was replaced as the head of MSF. If this had not happened, it is possible that the MSF could have enhanced the image of elitism in its membership, which would be detrimental to the MSF's function in supervising public services.

Stakeholders in Melawi are resistant towards being critical against local government. They are even hesitant to discuss issues of public service delivery. Any discussion can reach the *kabupaten* head as he usually hangs around in coffee shops for hours.

(Key informant at the project level in Melawi, female, about 50 years old, 14 October 2014)

The participants of FGDs with CJ and MSF members revealed that the amount of transportation cost reimbursement to attend the training at the *kabupaten* level was too small. This is particularly the complaint from schools located in remote areas. Moreover, the training did not include an accommodation fee, even in cases where the training took place over more than one day.

Key informants reported that some principals at the partner schools wished to withdraw from the program because there were too many requirements but no assistance. There is still an assumption that donor agencies would give financial assistance, beside technical assistance. During interviews, two partner schools in Bengkayang and one in Melawi explicitly stated this expectation.

In Sekadau, the education agency rejected the result of the complaint survey. The education agency had requested that the result of the survey be revisited before obtaining the signature of the agency. In a nutshell, he recommended that the process of the survey be improved by verifying the community perception of the schools in order to enhance accuracy. This problem did not happen in Bengkayang and Melawi. It is worth noting that the education agency in Sekadau has had its own SBM since 2007, focusing on teaching and learning process. This scheme was applied in one elementary and one junior high school in each *kecamatan*.

## 5.9 The State of Affairs in Public Service Delivery

Overall, community stakeholders were satisfied with the services provided (Table 21).

**Table 21. Parents' Satisfaction of the Education Services in Schools**

Satisfaction		Bengkayang	Melawi	Sekadau	Average-rata
Books and science models and equipment	Partner schools in 2014	1.2	2.6	1.5	1.8
	Nonpartner schools in 2014	2.2	2	2	2.1
	Partner schools in 2011 (recreation of baseline data)	1.2	2.1	1.9	1.7
	Partner schools in 2011 (real baseline data)	2.8	2.0	2.2	2.3
Teachers	Partner schools in 2014	2.3	3.1	2.7	2.7
	Nonpartner schools in 2014	2.6	3.4	3	3
	Partner schools in 2011 (recreation of baseline data)	2.5	2.6	1.7	2.3
	Partner schools in 2011 (real baseline data)	2.2	2.7	2.2	2.4
Education goals	Partner schools in 2014	2.8	3.4	3.1	3.1
	Nonpartner schools in 2014	3.1	3	3	3
	Partner schools in 2011 (recreation of baseline data)	2.8	2.9	2.6	2.8
	Partner schools in 2011 (real baseline data)	3.3	2.7	2.5	2.9
Information and transparency	Partner schools in 2014	3	2.7	3.1	2.9
	Nonpartner schools in 2014	3	3	2.6	2.9
	Partner schools in 2011 (recreation of baseline data)	3	2.7	2.1	2.5
	Partner schools in 2011 (real baseline data)	3.3	2.7	2.5	2.2
Response to the complaints <sup>a</sup>	Partner schools in 2014	2.6	n.a.	2	2.4
	Nonpartner schools in 2014	2.9	n.a.	1.9	2.4
	Partner schools in 2011 (recreation of baseline data)	2.1	n.a.	2	2

Note: Satisfaction level from 1 (very unsatisfied) to 4 (very satisfied).

<sup>a</sup>No real baseline data.

Some qualitative insights arise from Table 21 above are as follows. First, there is a consistent increase in the average satisfaction of partner schools before and after the project. This is true for all indicators and for both measurements of baseline data as well as recreated 2011 data. Second, noticeably low scores in book and equipment indicators were strongly influenced by the fact that almost all FGD participants as well as key informants in the interview expressed their concern towards the unavailability of the 2013 Curriculum Textbooks. This indicator was rather high in Melawi, which is in line with the explanation given by key informants in in-depth interviews and during FGDs. When compared to other *kabupaten/kota*, Melawi was lucky in that about 80% of

2013 Curriculum textbooks had been distributed to the schools. Third, while the scores of indicators from before and after Kinerja were obvious for partner schools; the difference in scores between partner and nonpartner schools were less obvious. In our sample schools, the present principal of a nonpartner school in Melawi used to be the principal of a partner school in 2012. He was moved to a nonpartner school in early 2014. The parents of the nonpartner school in Melawi were happy with his leadership and discipline. In Bengkayang, the nonpartner school had a very active school committee that helped the principal in handling school issues. This might explain why parents in nonpartner schools were equally satisfied with education services and, hence, the margin between partner and nonpartner schools were insignificant.

## 5.10 MSS Data at the Kabupaten/kota and School Level

In general, the community themselves had not had any experience in looking for data from the education agency. For example, CJ members said that they usually took data from other articles, or wrote about Kinerja activities. They said,

Our writing is rather participative and not investigative.  
(Participant in FGD with CJ members in Bengkayang, 27 September 2014).

In two out of six FGDs with MSF and CJ members, the respondents expressed their dissatisfaction with data availability and data accuracy, for example, the lack of available data on teachers and school infrastructure at the *kabupaten* level. They said, in terms of data accuracy, that the improvement was insignificant. However, the data at the school level could be collected from the partner schools during monitoring of service charters. Therefore, the change in data compared to baseline data in 2011 has been more obvious at the school level rather than at the *kabupaten* level.

The only data released annually by the education agency is the graduation rate which is always at 100%.  
(Participant in FGD with MSF members in Sekadau, 20 September 2014)

The team's experience in collecting MSS data from the education agency could be used to examine the access to data. First, the data might be available but was scattered across various sections. For example, data on students was kept by the Basic Education Section, while data on teachers was in the Education Staff Section. Other data on MSS and school grants were held by the Planning Section. In Sekadau, the education agency did not collect data on MSS as a whole; only the data on the education agency's supply of model and equipment to schools was available. The data on students and teachers was not provided although the team visited the Elementary and Junior Education Section and Education Staff Section several times.

Bengkayang presents a special case concerning MSS data. The Bengkayang education agency was asked by the provincial government to collect data on MSS for all schools. This enabled the team to acquire a complete set of MSS data for all schools in Bengkayang, much more complete than in Sekadau and Melawi. It should be noted that information on MSS data was received from the planning divisions only by chance from the interview with the supervisor and at the last minute. Prior to that, the team had been unable to obtain the data from the relevant offices, as the *kabupaten* head had instructed all offices not to release data without a letter stating clearly what the data was going to be used for. The team had submitted the letter and was assured that the needed data would be sent by email; however, the data was never received. It was later learned that access to data is obtained through informal measures and depends on how each staff personally responds to the inquiry.

Melawi is a special case in terms of education data. Since 2007, the head of education agency added one division to the organizational structure, which was the Data Information and Technology of Education Division. This division is responsible for collecting all the education data from all schools in the *kapupaten*. Thus, there is no structural obstacles to accessing the data in Melawi. Moreover, this division stored all data in softcopy or electronic version. The team was able to copy all the required data without submitting a formal letter, unlike in Bengkayang. Unfortunately, the data on MSS was not collected by this division. Only some indicators of MSS were available within the school level data collection.

## 5.11 Publication of School Documentations and Service Charters

**Table 22. School Transparency and Parent's Satisfaction**

	Partner Schools in Sekadau		Partner Schools in Bengkayang		Partner Schools in Melawi	
	1	2	1	2	1	2
Schoolwork plan <sup>a</sup>	RKS 2012–2016	RKS 2012–2016	RKAS 2011–2014	RKT 2013–2014	RAPBS 2013–2014	RAPBS 2013–2014
	RKAS 2013–2014	RAPBS 2014		RAPBS 2013–2014	RAPBS 2014–2015	
		RKAS 2013–2014				
		school grant plan				
School financial report <sup>a</sup>	Report of school grant	No	Realization of RKAS I/2014	Report of school grant I/2014	Realization of budget use	no
Service charters displayed on the school board <sup>a</sup>	No <sup>d</sup>	yes	yes	yes	yes	yes
Fulfilment of Service Charters <sup>b</sup>	84%	72%	100%	100%	96%	92%
Parents' satisfaction of information and transparency <sup>c</sup>	2.8	3.4	n.a.	3.0	3.0	2.4

Note: RKAS: schoolwork and budgeting plan; RKS: schoolwork plan; RAPBS: school income and spending budget plan; RKT (annual work plan),

<sup>a</sup>Observation of the published data on the information board in partner schools:

<sup>b</sup>Data from Kinerja USAID.

<sup>c</sup>Data from FGD with parents:1 (very unsatisfied) – (4 very satisfied).

<sup>d</sup>Data from Kinerja USAID: yes; data from observation:no.

In general, all partner schools published their work plans, almost all published their financial reports as well as their service charters. One partner school in Melawi excelled in publishing their reports and data, and this was reflected in the satisfaction of the parents of the information and transparency indicator. On average, most parents in partner schools were relatively satisfied with this indicator. However, according to FGD participants, parents did not read the notice board. Many

said they will only drop-off and pick up their children outside the school grounds; the location of the notice board inside the school meant that the parents did not see and read the information. In one school, the respondents were not willing to score their satisfaction of information and transparency indicator as they did not know the use of notice board.

We installed a complaint/suggestion box in the school for 2 years ago. Until now it remains empty.  
(Key informant at the school level in Sekadau, male, about 40 years old, 17 September 2014)

I only know from this meeting that a notice board at school is important to read. I read a notice board in the church because many important information is placed there.  
(Participant in FGD with parents in Bengkayang, 24 September 2014)

On the service charter issue, in all partner schools, there were only two schools where FGD participants remembered the complaint survey. In one school in Sekadau, one of the respondents was in fact the enumerator of the survey. However, she did not know the follow up of the survey and declined to score her the satisfaction of service charter. In another school in Melawi, one respondent remembered the survey and agreed to give a score. She was satisfied with the service charter.

## 5.12 Agents of Change

In Bengkayang, the new DEO head is the agent of change. He attended Kinerja meeting at the *kabupaten* and provincial level. He issued ke circulation letter on SBM and was committed to allocate budget for SBM.

In Sekadau, the agents of change are the MSF head and CJ facilitator in the Round Consolidation. The MSF head is the active member of the Education Council who visits schools and gives advice to school committees. Almost all key stakeholders at the school level knew him and listened to his advice. Thanks to him, MSF members in Sekadau have been able to gather regularly using the Secretariat of the Malay Culture Council. The CJ facilitator is another agent of change in Sekadau. Being a facilitator, the progress of CJ in Sekadau was accelerated. He let Kinerja used his radio for free to discuss various problems related to public service facing the community.

In Melawi, the agents of change are the school principals. Two partner schools were headed by female principals. Their achievement went beyond *kabupaten/kota* level. SMPN 1 Belimbing has won a prize for being “Sekolah Sehat” (healthy school) at the provincial level and SDN 1 Nanga Pinoh has become a favorite school since it joined Kinerja in 2011. The principals of both schools have been able to make the best use of the Kinerja program to transform their schools and become examples to other schools in Melawi.

## 5.13 Sustainability of Partner Schools and Their Replication in Nonpartner Schools

There is a general desire across partner schools to sustain SBM. Unanimously, schools and school committees value the benefit they received from Kinerja, in particular the presence of school administrative documents such as school self-evaluation (EDS), RKS, and schoolwork and budgeting plan (RKAS).



The achievement in our school so far is a point of no return.  
(Key informant at the school level in Melawi, male, about 50 years old, 9 October 2014)

We want to continue our good relationship with parents. We will invite them to participate in the provision of more wash basins for our school in the near future.  
(Key informant at the school level in Melawi, female, about 50 years old, 8 October 2014)

In Melawi, the potential for sustainability is strong in partner schools because some schools are able to demonstrate “best practice.” They could be used as the model for nonpartner schools to replicate, particularly in terms of an active school committee. Although the transfer of principals was not recommended during the project, after the end of Kinerja, it could be one way to replicate SBM, as demonstrated in the case of a transferred principal of a partner school to a nonpartner school in Melawi.

In Bengkayang, replication of SBM to other nonpartner schools could be accelerated with the education agency circulation letter advising all schools to apply SBM, thus demonstrating the local government commitment. Therefore, all schools—partner and nonpartner—should apply SBM even after Kinerja ends. The head of the education agency in Bengkayang usually attended the Kinerja meetings at the provincial level and was willing to commit financial resources to encourage the sustainability of the program.

In Sekadau, the education agency has been strengthening the role of school committees through the Education Council, and this is an effort to sustain SBM through an existing mechanism. Schools and school committees in Sekadau were very familiar with the Education Council due to its active role in the school community. The education agency also improved the transparency of school reports through the school grant manager. The *kabupaten* head regulation on the establishment of MSF in Sekadau is one example of the government’s commitment towards sustainability of the demand side intervention.

In all *kabupaten/kota*, the local governments were helped by Kinerja to issue the *kabupaten* head regulation on MSS in order to sustain the utilization of the MSS. However, the progress varies differently. In Sekadau and Bengkayang, the regulations were being finalized. MSFs in both *kabupaten/kota* were intensively involved in the establishment of the regulations. Meanwhile, the absence of *kabupaten/kota* MSFs in Melawi delayed the preparation of the regulation. Until the end of the endline visit, there was no indication as to whether the MSS regulation in Melawi could be issued prior to the end of Kinerja.

## 5.14 Sustainability and Replication by MSF and CJ

Willingness to continue with MSF and CJ activities is strong across *kabupaten/kota*. In Sekadau, there is an MSF establishment regulation from the *kabupaten* head, which has secured its budget and activities in 2015. MSF members also took the task of replicating the SBM as their responsibility. They viewed that the replication of SBM in other schools is their responsibility. They have proposed to add more schools although the decision is yet to be made on which schools. CJ members are capable of continuing supervision of public services with the help of Radio Dermaga FM. They intended to receive training on radio journalism prior to the end of Kinerja.

In Bengkayang, MSF and CJ members’ desire to continue was also strong. MSFs have their notarial deed which enables them to continue working independently to safeguard public service delivery. Meanwhile CJ members are young and persistent, and write for various nonmainstream media as well as *Suara Gong Borneo* and also the *SEBALO* tabloid.



In Melawi, however, the possibility of MSF and CJ members to sustain these activities is weak. Embracing three sectors—education, health, and licensing—was too big a task for MSF members to manage as it required strong leadership, which was not owned by the present MSF head. He said, “I truly understand if MSF members here are confused because I myself am.” Wishing to have a *kabupaten* head regulation as the basis of its formal establishment, one MSF member asked during the FGD, “Which should be the leading sector among the task forces?” Despite a strong commitment toward public sector oversight, the MSF members seemed to be trapped by problems concerning its formal establishment. Meanwhile, a regular meeting was not organized as the *fasda* for the MSF was hesitant to approach each member personally and informally.

The target for the number of articles published on Matakabar.com has been achieved by CJ Melawi, although there were fewer articles than those published by CJ Sekadau and Bengkayang. LPS Air plans to establish two more community radio stations in Melawi which could be used after the end of Kinerja. Meanwhile, CJ Melawi was still dependent of the assistance of a *fasda*, particularly for typing and editing their articles. Despite their enthusiasm to write, a more sustainable solution should be found for them following the end of the *fasda*'s contract.

## 5.15 Sustainability and Replication by the IOs

Various IOs have different views on whether they were able to sustain the experience they gained from Kinerja. The IO in Bengkayang found it difficult to continue the SBM approach in its organization due to financial constraint. Moreover, the IO focus was on character building rather than school management. The Complaint Handling IO, on the other hand, valued highly the experience it had gained from Kinerja. After the end of Kinerja it was still willing to sustain the same work in the Kinerja *kabupaten/kota* of West Kalimantan, even without the support of a donor. Its good cooperation and network with the local governments had become its future asset. Meanwhile, CJ IO's commitment for sustaining public oversight was guaranteed by the presence of Matakabar.com.

## VI. PROPORTIONAL TEACHER DISTRIBUTION

This intervention was initiated based on the fact that many education agencies report that schools have teacher shortages and request more teachers and teachers for specific subject areas (RTI International, 2011: 15). These shortages make it difficult for the *kabupaten/kota* and the schools to comply with MSS. Kinerja assists education agencies to review and analyze relevant *kabupaten/kota* education data to determine current teacher distribution and to determine what would be a more equitable proportional teacher distribution or PTD. Kinerja aims to create an environment in which the education agencies receives support from their *kabupaten* heads and MSFs to implement incentive strategies to encourage teachers to work in remote areas.

According to RTI International (2012: 14):

The PTD support program's package of options consists of (1) a technical calculation that can be used to assess teacher distribution; (2) identification of incentive strategies to encourage teachers to work in remote locations; (3) formation of a policy regulation involving MSF; (4) implementation of pilot PTD strategies, including incentives and other approaches in three *subdistricts*; and (5) oversight of strategies through MSF.

### 6.1 Local Government Commitment

The commitment of local government was frequently mentioned as the most important factor affecting teacher distribution, particularly in relation to their active involvement in activities relating to PTD. In Barru, for example, the new head of the education agency attended all meetings, was involved in designing data collection, and in the verification process. Meanwhile in Luwu, the IO reported difficulties meeting with the head of the education agency.

In Barru, the commitment of local government was only evident after the appointment of a new head of education agency at the end of Round 1. Under the new education agency head, the local government continued what was left unfinished from Round 1 and even expanded its commitment. The local government:

- a) expanded Kinerja's program from three pilot *kecamatan* to all seven *kecamatan*;
- b) expanded coverage from only basic education elementary school (SD) and junior high school (SMP) to include secondary education senior high school (SMA)<sup>11</sup>;
- c) collected up-dated and accurate data from all schools;
- d) established the *kabupaten* head regulation, which includes criteria for teacher distribution;
- e) analyzed teacher excess and teacher shortage; and
- f) drafted the *kabupaten* head regulation regarding teacher distribution: who is moving where.

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<sup>11</sup>Different from the majority of education agency organizational structures, elementary schools and high schools in Luwu are split into two sections: elementary school and kindergarten are under the Basic Education Section, while junior high and senior high schools are under the Secondary Education Section.

### Box 5.

#### What is So Special about the *Kabupaten* Head Regulation in Barru?

As teacher distribution is only possible with close engagement among different stakeholders, the *kabupaten* regulation in Barru explicitly mentions all stakeholders that should be part of the implementation team of teacher distribution. These are the education agency, Bappeda, regional financial management agency (DPKD), regional civil service board (BKD), Ministry of Religious Affairs, Education Council, Teacher Association, universities, representatives from the nongovernmental organizations, and representatives from multistakeholder forums. This composition is ideal: 50% of the team members belongs to the government while the rest represents the civil society organizations. This was an example of Barru's openness to the involvement of CSOs in its policymaking process.

The implementation team was in charge of many different tasks which were: (i) to be involved in planning, implementation, monitoring and evaluation, and reporting the process of teacher distribution; (ii) to report the work to the advisory board verbally or in written documents; (iii) to collect data, information, and problems encountered as well as address the solution to teacher distribution; (iv) to prepare all materials needed in the establishment of a teacher distribution policy; (v) to collect, analyze, and present the data and information for further policy decision on teacher distribution; (vi) to formulate alternative policy recommendations on teacher distribution to the *kabupaten* head.

Points iv, v, and vi indicate that the regulation had the intention to use evidence as the basis for policymaking.

The issuing of the *kabupaten* head regulation was somehow hindered by the introduction of the 2013 Curriculum and the upcoming election. This forced the education agency to reconduct the analysis to accommodate changes in teaching hours. This delayed the signing of the *kabupaten* head regulation.

The Luwu local government's, commitment to ensure PTD was lacking. According to the IO, the education agency officials in Luwu were very difficult to meet, this implied the low commitment of agency. Moreover, the analysis of teacher excess and shortage in Luwu was hindered by the lack of data. Although the IO managed to submit the draft of the *kabupaten* head regulation regarding teacher distribution, the local NGO was unable to convince the *kabupaten* head to sign the regulation. Fortunately, the new LPSS was able to help the issuance in July 2013, with the assistance of the head of Bappeda who used to be the education agency head. However, neither the education agency officials nor the regional civil service board was aware of the issued *kabupaten* head regulation.

The education agency in Luwu was not interested in the data analysis because the data itself was not updated. There has been a lot of incidences where a teacher could move by only using a letter from the education agency head or a letter from the *kecamatan* education unit.

(Key informant from project level in Makassar, male, about 40 years old, 30 August 2014)

In Luwu, there was a lack of coordination within government departments which hindered the achievement of PTD. Instead of supporting Kinerja's counterpart (the head of the Subdivision of Planning), the newly appointed education agency officials formed a task force for teacher distribution in July 2012. Within this task force, the head of the Secondary Education Section spent six months updating the data of junior high and high schools, and encouraging teacher distribution based on a joint-ministerial decree, SKB 5 Menteri. In December 2012, he then submitted to the regional civil service board a recommendation list of 98 teachers who needed to transfer to other schools in December 2012.<sup>12</sup> Officials in the education agency as well as the regional civil service board reported that teacher distribution could not be executed as it required a *kabupaten* head

<sup>12</sup>When the team confirmed this to regional civil service board official, he said he was not aware of this list, but suggested that his boss may be aware of it. It was very difficult to find coherence in the key informants' responses in Luwu.

regulation as its legal umbrella. However, the team found that the excuses about the absence of *kabupaten* head regulation was to cover up the low commitment of the local government to distribute teachers. This is also an indication of the complex political situation in Luwu.

The education agency and regional civil service board are two important stakeholders affecting the success of PTD; cooperation between them is crucial to successful teacher distribution<sup>13</sup> The level of inter-stakeholder coordination could also be seen as part of local government commitment, especially as each local government must prioritize public interest. In Barru, the education agency and regional civil service board had a good relationship. Being the members of the teacher distribution task force, they determined the criteria for teacher transfer, prepared the *kabupaten* head regulation, and developed processes for data collection and analysis.

### Box 6.

#### The Participatory Process of Developing a *Kabupaten* Head Regulation in Barru

In the end of Round 1, the IO presented the first draft of the *kabupaten* head regulation and the analysis of teacher excess and shortage in three *kecamatan*. The presentation was made in front of the *kabupaten* head (*bupati*) and local parliament in 2012. The *kabupaten* head asked to expand the analysis to include all seven *kecamatan* so that the teacher distribution could be carried out in all parts of the *kabupaten*. Since the contract of the IO has been terminated and Kinerja could not add more funding, the *kabupaten* head was willing to allocate local budget for this expansion. With that funding, the STTA was hired to conduct the analysis in the rest of the four *kecamatan* and update the data in the previous three *kecamatan* which was obtained from the management information system on unique identification numbers for teachers and education personnel (SIM NUPTK).

Unfortunately, SIM NUPTK was not an accurate dataset for teacher distribution, and hence it was decided that the STTA would develop a form to be filled out by all principals of elementary and junior high schools. These principals were invited for a meeting in which they were given training on how to fill the data. They were given one week time to submit it to the education agency. In other words, Barru did not use the NUPTK data but made a dataset based on the real data from the schools. The data was not only created but also verified as a team was sent to schools to recheck the dataset.

Meanwhile, the draft of the *kabupaten* head regulation was continuously discussed in public. Eventually, it was signed in May 2013. At the same time, the analysis of the seven *kecamatan* was completed resulting in the 326 teachers required to be transferred.

The overall process was fully participatory as all stakeholders, including the MSF, were actively involved in the drafting. In the past, the teacher transfer was always tied to personal interest. This time, the decision of who is moving where was made based on the agreed indicators. The education agency head was firm and had made up his mind that the transfer was a pure consequence of need rather than wish.

Both Barru and Luwu have their *kabupaten* head regulations. It may appear that both *kabupaten* produced the same outcome: a *kabupaten* head regulation. However, looking at the process, one would conclude that the regulation in Barru was very different from that in Luwu.

## 6.2 Political Factor: Fear of Election

In Barru, the delay in executing the regulation was due to an upcoming local election in 2015. Some key informants in Barru mentioned that the upcoming (2015) local election made the *kabupaten* head extra cautious regarding the teacher distribution issue, particularly as he and his present deputy were intending to run in the next election. During the team visit, the *kabupaten* head

<sup>13</sup>According to key informants, the failure of teacher distribution in Luwu, in 2011 prior to the Kinerja program, was attributed to the disharmonious relationship between the education agency and regional civil service board.

regulation was about to be signed. “It was only a matter of days”, explained the education agency official. The regulation which transferred 326 teachers was eventually signed on 22 September 2014.

PTD in Luwu also faced a challenging political context. Strong rivalry between the *kabupaten* head and his deputy has affected the local government since the 2008 election; the local government appears to be split between the two leaders. This split was elevated during the 2013 local election, and teacher distribution became a contested topic with which neither leader was willing to engage. The transfer of functional staff such as teachers or healthcare workers after the election gives the impression that the *kabupaten* head, who won the 2013 election by a slim margin, was punishing supporters of his rival and/or rewarding his supporters. He also avoided any transfers that might lead to a demonstration.

Despite this, Luwu redistributed 167 teachers in 2011 prior to Kinerja assistance. However, this redistribution was not followed through by teachers, with many teachers remaining in their original schools. The education agency officials reported that the regional civil service board altered decisions made by the education agency. Other key informants said that the *kabupaten* head regulation which named the teachers to be redistributed was leaked, and those who disagreed with the transfer protested to the regional civil service board, and the local government failed to follow through with the regulation. Because Luwu became a new *kabupaten* in 2006, as a new jurisdiction, most of the teachers were appointed to structural positions. According to a key informant, Luwu has a shortage of almost 2,000 teachers for basic and secondary education, excluding those who had already retired. Coupled with geographic constraints, where 4 of the 22 *kacamatan* are remote areas, teacher distribution became an extremely complex and politically volatile issue.

It is also important to note that there has been discussion to separate the upper part and lower part of Luwu to create a new *kabupaten*. Five *kecamatan* of Luwu at the northern region would constitute the new Kabupaten Luwu Tengah.

There appears to be some agreement among government officials in Luwu. If you ask why the regional civil service board has not yet transferred the teachers, they will say there is no instruction from the *kabupaten* head. And if you ask the *kabupaten* head why, the answer will be that the data is not yet completed. So, it is like a vicious circle. [The problem is that nobody would want to take the initiative].

(Key informant at the *kabupaten/kota* level in Luwu, male, 56 years old, 25 August 2014).

## 6.3 Kinerja Technical Assistance

Kinerja’s technical assistance, particularly the assistance for establishing the *kabupaten* head regulation, was reported as a key factor that influenced the successful achievement of PTD. In the case of Barru, the draft *kabupaten* head regulation submitted by the PTD IO was improved with the help of local NGOs that were supported by Kinerja. The meeting on the finalization of the *kabupaten* head regulation was intensively used by the education agency, the regional civil service board, and MSF to interact and synchronize the understanding about the teacher distribution issue. Meanwhile, in Luwu, a similar process did not take place. From the perspective of the IO, the one-year technical assistance by Kinerja was perceived as too short to obtain the required valid and verified data.

In terms of technical assistance on data analysis, the IO acknowledged that it did the mapping for teacher distribution based on the Padati web data and NUPTK. However, there were a lot of missing data in the Padati web, for example information about teaching hours. Only a few schools had

entered this data. Therefore, the results were only an illustration, rather than an analysis, of the excess and shortage of teachers.

At the *kabupaten/kota* level, the importance of Kinerja's assistance could not be separated from the active role of the LPSS. Even following the completion of Round 1, LPSS in Barru continued to facilitate and assist the education agency and the IO. In particular, the LPSS was involved in collecting and verifying data from schools. Meanwhile, the LPSS in Luwu reported that he did not feel comfortable working under the supervision of the provincial coordinator (PC), and thus did not continue his involvement.

## 6.4 Other Factors

Aside from Kinerja, the role of central government, particularly the development and implementation of SKB 5 Menteri was mentioned as a key supporting factor for teacher distribution. One key informant in Luwu reported that

With SKB 5 Menteri imposed, local government will have to implement teacher distribution even without Kinerja.

(Key informant at the community level in Luwu, male, 58 years old, 26 August 2014)

Indeed, if the establishment of local regulations is measured as an achievement, the imposed regulation from the central government would certainly help Kinerja to achieve its target. As all *kabupaten/kota* were required to have a *kabupaten* head regulation, the issue lies on the quality of the local regulation, rather than the presence of the regulation. In the case of Luwu and Barru, both have established a *kabupaten* head regulation, but the process of establishment was very different (see Box 5 and Box 6).

One loophole is in the interpretation of SKB 5 Menteri which may be used by local governments to avoid implementing teacher distribution. A key informant in Luwu said,

The SKB 5 Menteri is applicable to the *kabupaten/kota* with an abundance of teachers, not to those with shortage of teachers.

(Key informant at the *kabupaten/kota* level in Luwu, male, 46 years old, 26 August 2014).

This is not necessarily correct because the unit of analysis of abundance and shortage should be at the school level, not at the *kabupaten/kota* level.

## 6.5 Multistakeholder Forums and Citizen Journalism

The introduction of MSFs were particularly influential in contributing to the successful implementation of PTD, as were the involvement of CJ. This is particularly evident in the case of Barru, where the MSFs and CJs were active.

The contribution of the MSF in Barru, known as ForPP (Forum Peduli Pendidikan), was obvious in the data collection from all schools and data analysis, and most importantly in the formulation of the *kabupaten* head regulation. ForPP originated from the Barru Journalist Forum (Forum Journalis Barru), consisting not only of mainstream media journalists but also CJ Round 1 members and CJ Round 2 alumni. ForPP held a *tudang sipulung* which is a discussion gathering that is attended by the *kabupaten* head and officials from various local government agencies. The discussion resulted

in 17 recommendations, one of which was to push the local government to increase information dissemination activities, and to implement teacher distribution among civil servant teachers. In addition, ForPP held a monthly meeting with the local government to discuss public service delivery.

MSF members in Barru were critical and fully aware of their roles, even to the extent that was not thought by the team. The quotation below illustrates their point of view during the FGD session.

I'm sorry to correct you. We should not use the term 'teacher distribution'. The word 'distribution' is only valid for economic goods. Our teachers do not belong to that category. You may say 'teacher distribution' elsewhere, but you should use 'teacher arrangement' ('*penataan guru*') in Barru.  
(Participant in FGD with MSF in Barru, 14 August 2014)

The contribution of ForPP was notably acknowledged in the *kabupaten* head regulation. There ForPP was mentioned as one of the members of the implementation team for teacher distribution. Moreover, the local government explicitly said that they were going to invite the participation of the MSF and CJ in local planning, such as a bottom-up development planning session (*musrenbang*) as well as the Regional Medium-Term Development Plan (RPJMD). This is indeed a significant achievement.

In Luwu, however, an MSF has not been formed. One reason for this is that the local NGO has a negative attitude towards local government. During the local NGO's six-month contract, the IO focused on disseminating information about the draft of the *kabupaten* head regulation to schools in four pilot *kecamatan*,<sup>14</sup> without first advocating for the establishment of the MSF. However, tense relations between the parties of the supply and demand sides in Luwu may have also contributed to the slow achievement in the demand side.

Local government needs no support from any sides, including CSOs or NGOs. Governments do what they have to do, they do their obligation.  
(Key informant from service provider side at the *kabupaten/kota* level, male, about 50 years old, 27 August 2014)

In Luwu, 252 principals intentionally stole school examination grants, Rp7,500/student. There were 3,000 students joining the examination and the money went to the local government officials. The principals were in distress when writing the financial report.  
(Key informant from service users side (*kabupaten/kota* NGO), male, about 40 years old, 26 August 2014)

These quotations confirmed that both supply and demand sides in Luwu had difficulties working together.

The contribution of CJ members in Barru was primarily related to their active involvement in ForPP, rather than an increase in publications. Meanwhile, CJ members in Luwu, particularly in CJ Round 1, were recruited from civil servants and therefore they have limited time and a fear of being critical toward the local government. Moreover, Luwu had no MSF which CJ members could get involved in.

Table 23 demonstrates the difference between perception toward the demand side in Luwu and Barru. One reason why there is a significant difference between Luwu and Barru is because Barru received longer Kinerja assistance in the same sector, which was education. This enabled the supply side to interact with the demand side, and with the LPSS more intensively over a longer period of time. This was not the case in Luwu, where the focus of the LPSS shifted toward the health sector, but the local government showed more commitment to work with civil society in Round 2.

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<sup>14</sup>Other key informants in Luwu said there were three pilot projects.



**Table 23. Supply Side Round 1's Knowledge of the Demand Side\***

	Luwu		Barru		
	CJ n=7	CSOs n=7	CJ n=7	MSFs n=7	CSOs n=5
	%	%	%	%	
Do not know	71.4	0.0	42.9	0.0	0.0
Know but do not know its roles	14.3	0.0	0.0	28.6	0.0
Know and its roles are ineffective	0.0	42.9	14.3	0.0	20.0
Know and its roles are effective	14.3	57.1	42.9	71.4	80.0

\*Based on in-depth interviews. Number of informants differ across intervention due to the case of not relevant (NR) and not available (NA) responses.

It is important to note that CJ Round 1 for both Luwu and Barru only received limited capacity building and training as CJ IO's focus on Round 1 was building interaction between mainstream media and *kabupaten/kota* government as well as other stakeholders. CJ only received training once in Makassar.

For CJ Round 1, the concept was more on training, not mentoring. CJ Round 2 was more directed toward mentoring. Yet, in terms of articles published, their coverage were still informative and focused on news event. CJ Round 3 pushed members to write for advocacy, to become more critical, and to develop collaboration with other IOs and CSOs.

(Key informant at the project level in Makassar, male, about 49 years old, 16 August 2014)

In terms of writing skills, Table 24 summarizes all published articles of CJ members uploaded in various websites, such as *Kinerja-Sulsel.org*, *kabarmakassar.com*, *Kompasiana*, or even in mainstream media like *Palopo Pos*. From a quantity point of view, CJ in both *kabupaten/kota* had been productively writing and uploading articles related to PTD. However, the articles generally still fell under the category of informative or news event, such as in Barru. Meanwhile, articles by CJ members in Luwu improved over time. In 2012 they were dominated by informative articles. But since 2014, more critical articles were produced. Hence, this supports the description above that CJ members in Round Consolidation produced more critical articles.

**Table 24. CJ Articles on Teacher Distribution in Barru and Luwu**

	Date of Publication	Number of Writers	Number of Articles	Category of Articles	
				Informative	Critical
Barru	25 May 2014–28 October 2014	6	14	14	0
Luwu	4 March 2012–2 November 2014	12	17	11	6
Both <i>kabupaten/kota</i>	4 March 2012–2 November 2014	18	31	25	6

## 6.6 The State of Affairs in Public Service Delivery

One significant impact of *Kinerja* in Barru is the improvement of school data covering not only the data on teachers but also school infrastructure and facilities. This is the result of data collection and



verification from the schools. Prior to this, the education agency and the STTA circulated a new form to local schools to verify and include the data in the central dataset. This activity was successful in synchronizing the data between the education agency, the regional civil service board, and the financial agency. Moreover, the perception of key informants on PTD in Barru was positively influenced by their acceptance towards SBM intervention in Round 2.

Community stakeholders in Barru were concerned about the delay of implementing PTD, however, they understood the difficult political context. Both Barru and Luwu reported challenges in accessing data. Barru, however, has a monthly forum for expressing their satisfaction or dissatisfaction with the public education services.

In terms of teacher distribution, the members of the MSF in Barru were concerned about the delay in executing the PTD. However, they reported that for data accuracy, the analysis must also accommodate changes to teaching hours as a consequence of the 2013 Curriculum, as well as the recruitment of new civil servant teachers. They also mentioned the difficult situation prior to election. In terms of data, although MSF members in Barru knew the improvement of data for teacher distribution, they actually did not know whether the data could be accessed by the education agency. There is also a monthly meeting that includes the local government and the education agency, where MSF members can share concerns and file complaints.

**Box 7.**  
**Quotations Related to Teacher Certification**

Every year, the number of certified teachers increases. In the past, teachers only go from home to school back and forth. Now, with certification on hand they can own a car. So, they go from home to school and from school to the city.

(Key informant at the *kabupaten/kota* level, male, about 50 years old, 11 August 2014)

Before there was teacher certification, all teachers just drive motorcycles. Now, schools have to provide parking space for teachers' cars.

(Participant in FGD with CJ-MSF in Barru, 14 August 2014)

In Luwu, CJ members reported a relative improvement in the access to data. Prior to Kinerja, the community was generally not aware of data on the number of schools nor data on the student to teacher ratio. However, access is still very limited. The team was unable to access data from the education agency in Luwu, except from the Secondary Education Section, which planned to implement teacher distribution.

## 6.7 Agents of change

Outstanding achievement in Barru was possible due to the presence of the new education agency head. The former education head was reluctant to act fast as he was approaching retirement. In mid-2013, when the new education agency head was appointed, the progress was very significant. The newly appointed education agency head and the newly appointed regional civil service board head used to work in Bappeda. They were already familiar with Kinerja's approach. They both were enthusiastic with the supply and demand approach of Kinerja and always attended Kinerja meetings and discussions.

In the demand side, the ForPP members were critical and had longed for an organization in which people from all walks of life meet and discuss the improvement of public services. Members of

ForPP collect Rp50,000 per month per individual as their personal contribution to ForPP. The establishment of ForPP in Barru took place at the right time, the right place, and involving the right people.

## 6.8 Sustainability and Replication

The initiative is likely to continue in Barru, particularly in relation to PTD and community involvement via ForPP. In Luwu, however, despite the potential of the CJ members, a lack of commitment from the local government means that the project is unlikely to be sustained following Kinerja's withdrawal from the area.

May I recommend one important thing? If Kinerja USAID is to be continued, as it is highly valued, would you please simplify the organization? There have been too many institutions involved which made us confused.

(Participant in FGD with MSF in Barru, 14 August 2014)

The local government in Barru has a strong commitment to continuing the teacher distribution program, because it is in line with the needs of the education agency. Taking into account teachers who have passed away or moved for personal reasons, the education agency will need to rearrange teachers on a regular basis. In fact, the education agency reported that it intended to conduct teacher distribution every semester. From the demand side, ForPP has a notarial deed for its formal establishment, and funding can be sourced independently from private sectors or donor agencies. ForPP members are interested in expanding the coverage from education to include health and business licensing. The local government is also willing to incorporate ForPP in future development planning sessions.

In Luwu, however, Kinerja initiatives are unlikely to continue as commitment was weak. One example was the initiative of the Secondary Education Section of the education agency that submitted to the regional civil service board a list of junior high and senior high school teachers to be moved and yet it had not progressed any further.

In terms of CJ members, their work would continue even after Kinerja ended. The CJ IO views CJ as an investment and potential network in the future, and thus will provide assistance when needed. To date, the IO has provided websites to encourage CJs to publish articles, including [kinerja-sulsel.org](http://kinerja-sulsel.org), [celebes.co](http://celebes.co), and [suarakomunitas.net](http://suarakomunitas.net), as well as Suara Warga magazine.

## VII. EDUCATIONAL UNIT OPERATIONAL COST ANALYSIS

The main outcome of this program was to support the analysis of the real educational unit operational cost or BOSP needed to achieve the Education MSS. Kinerja assisted the local government to re-calculate the BOSP based on the education MSS and educational national standards and estimate the gap between the actual operational needs and the available funding sources.

In the process of achieving this goal, Kinerja facilitated the participation of civil society—through the engagement of MSFs—to work together with the government stakeholders in developing policies and plans to support the education sector’s budget in fulfilling the needs. Furthermore, Kinerja also encouraged the involvement of the community in monitoring and supporting the program.

### 7.1 Development of BOSP

#### 7.1.1 Estimating BOSP

In the beginning of the program, Kinerja’s IO, and the Indonesian Institute for Education Innovation Training and Consulting (LPKIPI), assisted a team which consisted of education stakeholders such as education agency officials, school supervisors, school principals (both from rural and urban *kecamatan*), school committee representatives, and MSF members to estimate the BOSP and its gap.

This technical team was trained by Kinerja’s IO to use the BOSP template provided by Kinerja so that they can estimate the *kabupaten/kota* level funding needed to fulfill the operational cost for primary and junior high school level. According to one of technical team members, the team discussed the standards of educational cost in the closest and the farthest areas which were used as the cost assumption to calculate BOSP. The calculation using BOSP template showed that elementary school students needed Rp837.222 per year; meanwhile, the estimation for junior high school students was Rp1,002.709 per year.

#### 7.1.2 Drafting the Regulation on BOSP

After the disparity between grant funds and actual operational needs had been estimated, the team continued the process by discussing how this gap would be filled. The discussion was arranged through a series of FGDs attended by the MSF members to discuss alternative solutions to this gap.

The initial objective of this discussion process was to draft a *kabupaten* head regulation on the fulfillment of the BOSP. However, there was a debate among stakeholders who joined the discussion on how the fulfillment would be completed. The end-target was to advocate for a *kabupaten* head regulation on fully-funded school operational cost. However, The FGD participants realized that it was impossible for the local government to increase the allocation of *kabupaten/kota* educational funding due to its budget constraints. On the other hand, some stakeholders, particularly from the community, were afraid if this regulation would be used as a legal basis by schools to collect money from parents. Moreover, parents’ participation in school funding is still very low.

This debate caused the drafting of the *kabupaten* head regulation on BOSP to take longer before all MSF members agreed that the regulation was shifted from the fulfillment of BOSP to the technical guidance on the BOSP. By passing this regulation, schools—elementary and junior high—would be encouraged to use the BOSP template in developing the school’s budget and plan. *Kabupaten* head regulation (Perbup) number 19 on BOSP was signed in January 2013 and would be followed up by the education agency to disseminate it.

In the *Kabupaten* head regulation on BOSP, it is mentioned that the calculation of BOSP consists of two levels: *kabupaten/kota* level and school level. At the *kabupaten/kota* level, the calculation was conducted by a team, facilitated by Bappeda, which consisted of officials from the education agency, Bappeda, and regional revenue and asset and financial management agency (DPPKAD). Meanwhile, the calculation of BOSP at school level should involve the principals, teachers, the members of the school committees, and parents who are not members of the committees.

## 7.2 Implementation of BOSP

After the *kabupaten* head regulation on BOSP was passed by the local government, the focus was on the implementation of the BOSP template so that all elementary and junior high schools in Kabupaten Bulukumba would prepare their school budget and plan based on the template. There are a number of factors—supporting or hindering—which could affect the process of the implementation.

### 7.2.1 Dissemination Workshop on Perbup on BOSP

The education agency held a workshop to disseminate the *kabupaten* head regulation to all elementary and junior high schools; however, the event was considered to be not effective in developing the schools’ understanding of how to use the BOSP template. The education agency was asking Kinerja’s help to support the dissemination of the regulation and it was agreed that Kinerja would provide speakers, while the education agency facilitated the event.

There were almost one thousand participants, including principals and school treasurers, from 350 elementary schools and 65 junior high schools who attended the workshop. The participants were divided into three groups where each participated for three days in a half-day seminar. The workshops explained the concept of BOSP based on the *kabupaten* head regulation.

The participants were only informed about the *kabupaten* head regulation and the template of BOSP, which can be used by schools to prepare the school budget and plan. However, the presentation was only about the concept and it did not explain the technical issues on how to use the template. Since the purpose of the workshops was only to disseminate the *kabupaten* head regulation, it was not surprising that the participants could not directly use the template in their schools after attending the workshops and that they needed further technical assistance to help them use the template.

### 7.2.2 Support from the BOSP Technical Team Members

The BOSP technical team helped disseminate the *kabupaten* head regulation on BOSP informally through various occasions and encouraged school principals to adopt the method. The team was trained by Kinerja’s IO to calculate school operational costs at the *kabupaten/kota* level using the

BOSP template. After they finished estimating the BOSP for Kabupaten Bulukumba, they followed it up by sharing the information on the BOSP template to other schools.

The the education agency officials informally shared the knowledge of the BOSP method through schools' activities such as Principals' Working Group (K3S) meetings, Teachers' Working Group (KKG) meetings and curriculum meetings. During those meetings, the education agency officials explained the benefit of using the BOSP template in developing the school budgeting document and informed attendees that this method has been regulated by the *kabupaten/kota* government so school principals are encouraged to learn the method and to use the template.

Principals who joined the technical team have tried to adopt the template and found that it made the development of the school budgeting document easier because all items are clear in the BOSP template. One of the principals have shared the template to his colleagues in the same *kecamatan* and taught them how to fill the template. He admitted that the response from his colleagues was positive and some of the principals actively requested his help to give more explanation on parts which are not clear yet.

In general, the technical team members support the implementation of BOSP and expect that the education agency will continue this policy. They show their willingness to actively engage in the dissemination process if the education agency is committed to facilitate it.

If it is only for the calculation, I am ready to help. However, Haji Isbair is more professional [in BOSP method] because he has a complete data. I am only a principal, while he is a school supervisor.  
(Key informant at the school level in Bulukumba, female, about 50 years old, 25 September 2014)

The technical team considers assistance to school principals important so that the school can adopt the template. Without this assistance, principals, particularly senior principals who are used to preparing school budgeting documents manually, may find difficulties in using the template. The team members are quite confidence that they have the capability in using the template and are willing to train school principals with support from the local government.

### 7.2.3 Similiarity between BOS and BOSP

The BOSP template is actually similar to the BOS and PPG forms which have been commonly used by principals in preparing the school budgeting document. Both BOSP<sup>15</sup> and BOS refer to the eight national education standards and, thus, cover similar substances. The difference between those two methods is that BOSP calculation covers operational expenses for one year, while the calculation of BOS is based on semesters.

School principals believed that they can adopt the concept of BOSP and apply the template easily because the main idea of both methods—BOSP and the current form used to prepare the school budgeting document—is to calculate. Therefore, it was considered that principals have been applying the BOSP method although they have not used its template.

Although they do not understand [BOSP], but they have applied it indirectly because our [BOSP] target is to calculate and, in general, schools have done it.  
(Key informant at the school level in Bulukumba, female, about 50 years old, 25 September 2014)

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<sup>15</sup>BOSP also accommodates MSS.

## 7.2.4 Agents of Change

There are two education agency officials who have a significant role in the implementation of the BOSP template. The former head of Elementary and Secondary Education Division (Kabid Dikdasmen), Baharuddin, was the person who was involved in the intervention from the beginning and the one who had authority in the education agency to apply the method of BOSP at schools.

When he was the head of Elementary and Secondary Education Division, Baharuddin initiated the modification of the of BOS and PPG forms based on the BOSP template. By using this form, he wanted to encourage the transparency and the efficiency of school budgeting. The BOSP template which incorporated BOS and PPG into a single form will reduce the possibility of double counting of school expenses. Before he was transferred to his current position, Baharuddin was planning to apply this modified form to all schools so that the school budget can only be approved if they use the form based on the BOSP method.

If schools want to receive their budget, they have to bring the RKAS and its calculation [using the modified form].

(Key informant at the *kabupaten/kota* level in Bulukumba, male about 40 years old, 26 September 2014)

Unfortunately, Baharuddin could not monitor and oversee this initiative because he was transferred to new position six months after he implemented that policy. He expected that the Local Government Budgeting Team (Tim Anggaran Pemerintah Daerah/TAPD) and DPRD will monitor the implementation of his initiative in incorporating BOS and PPG into the BOSP template by only approving school budgets using the form. The main challenge is that the TAPD and DPRD do not have a good understanding of the concept of BOSP. Thus, it was quite difficult for them to carry out that function.

Another key person in the education agency who was involved in the program and has significantly contributed to the dissemination of BOSP is school supervisor, Isbair. He has been very active in disseminating the BOSP method to schools informally in any event, such as principals meetings and school-parents' meetings. He believed that the BOSP method can help schools to estimate its yearly operational cost and synchronize it with the available sources of funding. He also expected that the use of this method will increase the transparency and accountability in school budgeting, so that the parents can know the actual needs for the education of their children and will contribute.

## 7.2.5 Technical Issue

Technical issues may also be factors which hinder the implementation of BOSP in schools. The BOSP template is similar to the BOS form and it is quite easy for school principals to adopt it. However, many senior principals, particularly at elementary-school level, do not know how to operate a computer and use a software application.

The BOSP template is an excel format, while senior principals are used to preparing their school budget and plan manually. Thus, it will be quite challenging to make those principals use the BOSP template on the computer. This may not be a significant issue in urban areas since principals could ask for assistance from other people. However, many senior principals in remote areas still have to make their budget manually on their own.

## 7.3 Impact of BOSP

The local government is still not able to accommodate the gap between grant funding and the real operational needs through its *kabupaten/kota*-level funding. However, a number of schools have started to partially utilize the BOSP template in preparing the school budget and plan.

### 7.3.1 Change in Kabupaten/Kota Educational Budget

It was expected that the estimation of BOSP would be followed up by closing the estimated gap through *kabupaten/kota* level funding since the current participation of the community in the education process is still low. However, the local government is less likely to accommodate that expectation. Principals admitted that the change in the unit of operational grant funds was due to a change in policy at the national level rather than as an impact of the local government's commitment related to BOSP.

Stakeholders who were involved in the *kabupaten/kota* budget management mentioned that an increase budget allocation to the education sector was due to an increase in the number of students in Kabupaten Bulukumba. Until now, there is no policy from the *kabupaten* head to increase local grant funds to cover school operational needs.

In the 2013 amended budget, there was an increase of almost Rp3 billion in the education budget because Kabupaten Bulukumba received the Regional Incentive Fund (DID) from the central government. This incentive fund was given as a reward to the Kabupaten Bulukumba government since the audit assessment reported unqualified opinion which is the highest level of assessment by the central government's auditor. The fund was intended to support infrastructure in public service delivery in the health and education sectors.

That was the Regional Incentive Fund [DID] which would be allocated to facilities because we received an unqualified opinion category for our financial report. We received an unqualified opinion category for health and education and the incentive is not the same as school operational costs. It will be used to improve educational facilities.

(Key informant at the *kabupaten/kota* level in Bulukumba, male about 40 years old, 26 September 2014)

Nevertheless, the local government had committed to support the implementation of BOSP which was reflected by the allocation of Rp50 million to facilitate the dissemination of the workshops on BOSP.

### 7.3.2 Adoption of BOSP by Schools

After the dissemination workshops held by the education agency, there is no other activities yet conducted by the education agency to encourage the use of the BOSP template by school principals. Stakeholders are still waiting for further actions from the new Kabid Dikdasmen, whether she will continue her predecessor's policy in supporting the implementation of BOSP template or not.

Some principals, who joined the technical team of BOSP, admitted that they have started to partially adopt the template in preparing the school budget. According to them, the items in the BOSP template are quite detailed and there is already a price standard for each item. Before the BOSP was introduced, the development of the school budget was just based on each principal's preferences. The price standards used in the school budget could vary across schools even within one *kecamatan*. Now, principals can refer to the items and price standards in the BOSP template when preparing their school budgeting document.



[The development of the school budget document] was based on own preference, the price of [one rim of] paper can vary... Now, after the BOSP template has been distributed to schools, the price of paper is almost the same for all [schools]. Previously, between two schools which were located next to each other, the price can be different. It can be 50, 49, or 45.

(Key informant at the school level in Bulukumba, male, about 40 years old, 29 September 2014)

The BOSP template helps principals to develop the school budget document more efficiently and with more accountability. The use of BOSP also enhances transparency since it is clear on how each item is financed. This system will reduce double counting which means better use of available grants to improve the quality of education.

## 7.4 Multistakeholder Forums and Citizen Journalism

The Education MSF in Kabupaten Bulukumba has been actively engaged in the process of developing the regulation on BOSP and has encouraged the implementation of BOSP through monitoring and advocacy. Meanwhile, CJ activities have not been optimal enough to raise awareness of education issues among stakeholders.

### 7.4.1 Multistakeholders Forums

In Kabupaten Bulukumba, Kinerja's strategy in establishing an Education MSF was by strengthening an existing local NGO which was concerned with education issues. Bulukumba Forum, a local NGO with reputable credibility, was strengthened by Kinerja to take the role of the Education MSF that will support the implementation of BOSP. The MSF consists of relevant stakeholders: education agency staff, local parliament member, teachers' association (PGRI) representative, Education Council's member, TAPD member, legal division staff, Bappeda staff, school principals, school supervisors, Bulukumba Forum members, and the media.

MSF members actively engaged in the drafting of the *kabupaten* head regulation on BOSP. They discussed the results of the BOSP calculation carried out by the technical team in order to find a solution for the operational costs disparity. In the beginning of the drafting process, MSF members had different opinions on how this BOSP intervention should be followed up. On the one hand, it was expected that the local government could solve the gap by using its budget. On the other hand, MSF members realized that because of the *kabupaten/kota* financial capacity, the government was unlikely to do that. Through discussions, MSF members—both from the community and the local government—agreed that the solution was that *kabupaten* head regulation on BOSP should regulate the implementation of the BOSP calculation at the *kabupaten/kota* and school level.

Those stakeholders were enthusiastic in attending FGDs that discussed the draft of the *kabupaten* head regulation facilitated by the Bulukumba Forum. Although they were quite busy with their own routine tasks, they tried to make time to join the MSF's discussion, even when the discussion was held until late night.

Facilitated by the Bulukumba Forum, we held discussions through multistakeholder forums. We always had the discussions at night instead of the afternoon because we wanted to invite DPRD members, principals and others, but everyone is busy in the afternoon. Thus, we arranged the discussion at night after Isha until late night, around 11 pm. The discussions were held under the tree at the Bulukumba Forum's office.

(Key informant at the *kabupaten/kota* level in Bulukumba; male, about 40 years old, 25 September 2014)



After the *kabupaten* head regulation was issued by the *kabupaten* government, the communication between MSF members became more informal. Some of the MSF members did not realize that they were actually part of the MSF. They thought that the development of the *kabupaten* head regulation through a series of FGDs were activities which were facilitated by the Bulukumba Forum, and they attended the FGDs because they were invited by Bulukumba Forum. They admitted that the Bulukumba Forum still came to them to discuss the implementation of BOSP.

The Bulukumba Forum also consulted the results of their monitoring to other relevant MSF members and discussed how these results should be used for advocacy to the *kabupaten* head and local parliament. Based on the monitoring findings, the MSF recommended for further actions to stakeholders at *kabupaten/kota* level such as local parliament and the government agencies. They believed that those actions are required to enable this BOSP method be implemented in all schools in Kabupaten Bulukumba.

**Box 8.**  
**MSF's Monitoring on the Use of BOSP Template.**

After the dissemination workshop on BOSP, the MSF initiated a monitoring on the progress of BOSP implementation by visiting several schools in May 2014. The team visited seven schools, consisted of one junior high school and six elementary schools, in both urban and rural areas. They had been trained once by NGO Esensi to conduct monitoring and evaluation. Based on the guidelines from Esensi, they created a monitoring form.

At sample schools, MSF members spoke with the principals and treasurers to verify whether the schools have utilized the template or not. The school budgeting document was compared to the template in order to examine if the schools used the template. They also visited school committee members to check whether the schools have involved the committees in the development of the school budgeting document using the BOSP template. This is because the *kabupaten* head regulation stipulates that community participation –school committee members and parents who are not part of the committee– is required in the process of the calculation of BOSP at the school level.

The result of the monitoring showed that schools that applied the template benefited from it. The template helped schools to prepare the school budgeting document and to avoid double counting. Some of the school principals were already aware of the BOSP template, however, they did not know how to use the template. Moreover, there were still schools that completely did not receive any information on the BOSP.

They consulted these monitoring findings to local parliament members and they were encouraged to initiate a regional regulation (*peraturan daerah—perda*) on this. These monitoring findings would also be used by the MSF for advocacy to the *kabupaten* head so that they can encourage commitment from the local government to support and facilitate this program.

As one of Kinerja's IO, the Bulukumba Forum benefited from their involvement in this Kinerja program. Before joining Kinerja, they did not know about the USAID and other donors. Now they have experience working with an international donor and it helped them to improve their capacity. Due to Kinerja, they learned how to implement good management of a project. They also learned how to influence policymakers through writings, discussions, and recommendations. Before working with Kinerja, they thought that advocacy was only a form of street protest. Now they understand that communication with policymakers is very important because gaining the commitment of the *kabupaten* head is crucial to make a program work.

#### 7.4.2 Citizen Journalism

CJ members in Bulukumba were relatively active in producing articles related to BOSP; nevertheless, the perception of education stakeholders towards CJ still needs to be improved.

Although the second-round intervention in Kabupaten Bulukumba focused on the health sector, CJ's IO still supported CJ members to write articles on education issues, particularly BOSP. CJ's IO held regular discussions attended by CJ members and mainstream media journalists to improve their knowledge of public service delivery issues. The IO also facilitated meetings between CJ members and education stakeholders to discuss problems in implementing the BOSP method.

Based on the Kinerja records, there are 17 CJ writings related to education issues in Kabupaten Bulukumba. Most of the articles' content are news event, which inform readers of activities related to the process of BOSP (Table 25). One CJ member admitted that articles written by CJ members have not had significant influence on the implementation of BOSP at the school level. However, he thinks that their writings helped the education agency staff to see that there was a problem needed to be solved.

**Table 25. CJ Articles on BOSP in Bulukumba**

	Date of Publication	Number of Writers	Number of Articles	Category of Articles	
				Informative	Critical
Bulukumba	4 March 2012–8 August 2014	10	17	14	3

Table 26 shows the knowledge of respondents who were involved in the process of BOSP about CJ. Only a few respondents actually knew about the CJ and its roles; meanwhile, the rest of the respondents was not aware of the function of CJ.

**Table 26. Supply Side's Knowledge of Citizen Journalism<sup>a</sup>**

	CJ n=7 (%)
Do not know	42.9
Know but do not know its roles	28.6
Know and its roles are ineffective	0.0
Know and its roles are effective	28.6

<sup>a</sup>Based on in-depth interviews. Numbers of informant differ across intervention due to the case of NR (not relevant) and NA (not available) responses.

## 7.5 Sustainability and Replication

After the dissemination workshop on BOSP, it seemed that there were no further planned activities related to BOSP carried out by the education agency. One of the reasons was because of the change of Kabid Dikdasmen. The new Kabid Dikdasmen was transferred from another office and, thus, she does not have enough understanding about the BOSP intervention. However, she has the authority to decide whether the education agency will provide further support to BOSP or not, although it has been determined by the *kabupaten* head regulation. The sustainability of BOSP will depend on how this new Kabid Dikdasmen perceives the benefit and the importance of BOSP.

In this situation, the MSF have an important role to convince the new Kabid Dikdasmen and other local elites that the implementation of BOSP will help improve ducation quality by enhancing effectiveness and transparency in school financial management. The results of the MSF monitoring can be used to advocate the use of the BOSP template in all schools. Moreover, stakeholders who have been involved in the intervention from the beginning also gave support to the sustainability of the program.

Regarding replication, three *kabupaten* have learned the BOSP method from Kabupaten Bulukumba. The education agency of Kabupaten Bulukumba has also been invited by other *kabupaten* in South Sulawesi to be a keynote speaker in the BOSP method training. He conveyed his experience in using the BOSP method and writing the draft of the BOSP legislation of Kabupaten Bulukumba.

## VIII. BUSINESS ENABLING ENVIRONMENT

Besides working on the sector of health and education, Kinerja is also working on local government service improvement of the BEE by improving service delivery and strengthening accountability mechanism. TAF, as part of the Kinerja consortium, is responsible for the program in this sector. TAF's program aims to improve the BEE through improved business licensing to allow micro, small, and medium business to flourish.

To achieve this improvement, Kinerja works with three types of interventions: incentives, innovation, and replication. Kinerja strengthens participation of the demand side to create incentives for improved licensing process through business community and other CSOs. The local government is encouraged to adopt innovative service delivery in streamlining business licensing through public-private dialogue and improvement or establishment of the one-stop shop (OSS). The OSS in Probolinggo is known as the Investment and Licensing Office (KPMP) for business licensing. At the provincial level, TAF and its local partners support the replication of the good quality licensing services to other kabupaten in Kinerja provinces.

### 8.1 Incentive and Innovation

Kinerja's incentive and innovative interventions in Probolinggo consist of several components: (i) transfer of licensing authority to KPMP office; (ii) development of license package; (iii) development of standard operating procedures (SOPs) and service standards (*standar pelayanan*—SP) on business license applications, including control card to monitor the implementation of SOP/SP; (iv) establishment of KPMP technical teams; (v) implementation of enhanced customer satisfaction (*Indeks Kepuasan Masyarakat*—IKM) surveys; and (vi) development of complaint handling mechanisms. In addition, Kinerja also supports improved transparency on licensing information through community participation, such as public-private dialogue and citizen journalism.

#### 8.1.1 Increasing the Authority of the KPMP

##### a) The Process of Authority Transfer

Since there were no reliable business license data in Probolinggo, Kinerja's IO started the assistance by mapping business licenses. The IO's facilitator interviewed each technical agency to identify existing business licenses. It was found that there are 109 types of license, including 30 licenses that are already under KPMP authority.

To present and verify the results of mapping business licenses, IO conducted an FGD that was attended by government representatives. They discussed a plan on how to transfer licensing process to the KPMP. The licensing processes that would be transferred are for business licenses. On the other hand licenses not related to business, such as licenses for demographic and civil registration, would not be transferred to the KPMP.

At the beginning, 39 licenses will be transferred to the KPMP office. The *kabupaten* legal unit (Bagian Hukum Setda) and KPMP assisted by Kinerja have drafted a *kabupaten* head regulation. The draft of regulation was presented to multistakeholders, such as government office representatives and business associations, to gain feedback. After the regulation was finalized and signed by the *kabupaten* head, the licensing processes was transferred from the technical agencies

to the KPMP. When the SMERU team visited Probolinggo, there were 30 licenses that have been transferred to the KPMP.

Since the process of transferring licensing authority is still ongoing, the community has not fully noticed the impact of the increase in KPMP authority. KPMP is currently active in disseminating information on the licensing process to multistakeholders, such as community leaders, business representatives, members of the doctors' association, and staff of *kecamatan* offices.

## **b) Local Government Commitment**

The role of local government elites has a significant impact on the smooth transfer of licensing authority. Although the KPMP hesitates to coordinate with other government agencies, good relationship between KPMP officials and *kabupaten* elites helps coordination. This good relationship encouraged all agency heads to fully support the licensing authority transfer.

Local government commitment is also reflected by a significant budget increase allocated to the KPMP. Before Kinerja started the interventions in 2011, the budget for KPMP was only Rp700 million. Kinerja approached local government officials who are responsible for managing *kabupaten* budget and convinced them that the increase of KPMP authority needs financial support. In 2014 the budget for the KPMP office was increased to Rp3 billion. This amount was equal to the budget allocated to a government agency that is echelon II level.

## **c) Kinerja's Technical Assistance**

The IO capacity is also recognized as another significant factor that positively influences the success of the intervention in Probolinggo. TAF regularly met with the *kabupaten* facilitators and strengthened them by providing updated information on the newest policy and issues related to national level BEE.

The IO local facilitator has good technical capacity as well as a good understanding of local characteristics. The stakeholders who were involved in the intervention activities admitted that the IO facilitator has a good understanding of the issues as well as sufficient technical capacity. Furthermore, the facilitator could approach government stakeholders so that the government could accept inputs provided by Kinerja.

Kinerja was the one that gave us newly fresh ideas on how to improve the service. We lack ideas since we are already tired in doing our tasks.  
(Key informant at the unit level in Probolinggo, male about 40 years old, 11 September 2014)

Although the head of the KPMP was replaced four times during the program, the facilitator was able to properly inform and transfer knowledge to the new head about the program. Thus, Kinerja had been consistently accepted by the head of KPMP.

### **8.1.2 Improvement of the KPMP Business Licensing Process**

To boost the business process, Kinerja aims develop an SOP for each license type. This approach is helpful because the licensing process becomes more transparent. Applicants are treated equally and fairly based on the procedure. The local government supported by Kinerja developed Head of Kabupaten Regulation (Perbup) No. 38 Year 2012 on Licensing Service SOP. In this regulation, the service standards and service flow chart on the processing of business license applications are described. The service standards include information such as legal basis, licensing requirements, licensing fee, and processing time. The service flow chart describes how the applications should be

processed. The chart also describes the responsibility of each staff involved in the process. Kinerja also encouraged the KPMP to apply a control card system to monitor the process of licensing application.

Kinerja also helped the KPMP to develop a license package in which service users can submit several licensing applications at the same time. This system is intended to make the licensing process more efficient. An applicant who wants to submit a license package, having all other requirements completed, is able to submit one copy of ID card and NPWP card (Tax ID Card) for all of the applications instead of one copy for each application.

With the significant budget increase, the KPMP has tried to improve its service. It has set up an online application for business licensing. The applicants would be notified by text message if the license is ready. The processing time has been shortened and become faster than that of the SOP timeline if all required documents are completed. The KPMP also allocated the budget to serve all 24 *kecamatan* by providing mobile licensing services; therefore, information dissemination and licensing service have reached all *kecamatan*. *Kecamatan* officials were also involved in information dissemination.

In general, people in the business sector are satisfied with the service provided by the KPMP. They appreciated the improvements in the licensing process and its transparency. Although our business-sector respondents did not have any recent experience in applying for business licensing, they noticed that the licensing process became more efficient.

In terms of the licensing process, if the applicant has completed all requirements, then it will be processed very quickly. However, some people still do not know the requirements but KPMP staff in the field actively informs those people about the requirements.  
(Key informant at the community level in Probolinggo, male about 40 years old, 11 September 2014)

It is revealed that business owners think that licensing requirements are very complicated and difficult to fulfill. Now, the KPMP becomes more transparent and actively informs service users about the license requirements.

When I applied for an HO license, a KPMP staff explained to me about the procedure to process it. The staff gave me the form (*blanko*) which includes the list of requirements that I needed to fulfill.  
(Key informant at the community level in Probolinggo, male about 40 years old, 11 September 2014)

Demand-side respondents also suggested that the KPMP needs to provide more licensing application forms. They expected that they do not have to go to the KPMP only to obtain the form. It can be very helpful if the form can also be available at *kecamatan* offices or can be downloaded online from the KPMP website.

Nevertheless, one of the main issues in Probolinggo is that small and medium entrepreneurs have not been aware of the importance of having a business license. Most of them are still thinking that a business license is needed only if they want to distribute their products in modern markets or if they want to apply for funding from the government.

### 8.1.3 Improvement of the KPMP Governance

Kinerja helps to improve the governance of the KPMP by strengthening both demand and supply sides. Kinerja encouraged the involvement of the community through MSF and CJ so that the community became more aware of the quality of services delivered by the KPMP. Nevertheless, it

seemed that some more efforts are needed to make these forms of demand participation become more influential.

On the supply side, Kinerja's approach is to improve the KPMP's feedback mechanism through an IKM survey and complaint handling mechanism. KPMP staff found that the IKM survey helped them to improve their services; meanwhile, there was no sufficient evidence to assess the contribution of complaint mechanism to the improvements of KPMP services.

#### **a) Multistakeholders Forum (MSF)**

In order to support the governance of the KPMP, Kinerja initiated community involvement through the formation of a public-private dialogue which is also known as MSF in business licensing. In Probolinggo, Kinerja's strategy was to strengthen an existing forum named Partnership Coordination Forum of Local Economic Development (FKKPELP). The forum was established in 2009. This forum consisted of various stakeholders, such as business owners/operators, NGOs and individuals who share similar concerns about business and economic issues. The forum was designed to be a platform for information exchange and discussion on issues related to local economic development. Unfortunately, it had been inactive for some time when Kinerja came to Probolinggo.

Through meetings facilitated by Kinerja, FKKPELP was revitalized by forming an MSF in business licensing. It was named the Entrepreneurs' Forum. This forum was expected to support the process of the KPMP reinforcement through its members' active participation. In the early period after the revitalization, MSF members were actively engaged in activities related to the KPMP such as the IKM survey, meetings on regulation drafting and complaint mechanism.

Unfortunately, the contribution of the MSF in business licensing to the improvement of the KPMP service had diminished as the second year intervention shifts the focus from business licensing to health. The decline of the MSF's active contribution was due to several reasons. Firstly, when the second Kinerja intervention in the health sector started, there was a concern about whether Kinerja should initiate a new MSF for the health sector or reinforce the existing MSF. Through discussion, it was agreed to form an MSF in public services which works on the multiple issues, such as education, health, and business licensing. Due to this agreement, the Entrepreneurs' Forum was merged into this MSF and became one of its divisions. There are two members of the Entrepreneurs' Forum who joined this MSF as the representative of the forum. Since the MSF in the second round of the Kinerja program was focused more on the health sector, the MSF's participation in issues related to business licensing became very limited.

Secondly, it was difficult to maintain individual commitment to actively join the forum. As explained by one former member of the Entrepreneurs' Forum, other members were busy managing their businesses so they did not have enough time to attend and put some efforts on the forum's activities. The commitment of business owners/representatives was quite low because they felt that they did not really benefit from the forum.

Thirdly, there are already several business associations in Probolinggo which have accommodated almost all business owners' needs. Business associations such as Apindo and Kadin have established a long-term communication with the KPMP and one of the associations' function is to facilitate their members to discuss with the KPMP about issues related to regional economic development, including the licensing process. These existing associations were considered to be sufficient for business owners to communicate their aspirations and to influence policies.



**b) Citizen Journalism (CJ)**

The CJ supported by Kinerja during the first year was not successful. Most government and business respondents mentioned that they did not know about CJ members’ activities in business licensing. This was due to the lack of performance of the IO appointed by Kinerja during the first year of intervention. The second year IO, Puskakom, said that they have been persuading the first year of CJ members with no avail since they were not interested to join the second-year program. Although the second year CJ was focusing more on health, the IO encouraged CJ members to raise issues related to business licensing. Several CJ members from the second round were relatively active in producing articles about business issues.

The IO improved their method in order to make CJ activities more sustainable by implementing several activities. Firstly, CJ members were selected from the MSF because MSF members were considered to have a better understanding of the issue. Secondly, the IO provided regular assistance for CJ members to help them improve their skills and knowledge. Thirdly, CJ members were introduced to government stakeholders to establish relationships with them.

Based on the writings of CJ members collected by the IO, there are about 30 articles related to business licensing written by the second-round of CJ’s members. About 30% of the articles could be perceived as critical writings which raised problems and concerns over licensing issue, while the rest are more news event or informative articles (Table 27). Based on the observation, these articles are available on two online media: CJ’s Facebook account and blog page.<sup>16</sup> CJ members may need some further efforts to make stakeholders in the business sector become more aware of the existence of CJ members in Probolinggo and their work so that CJ members can be more influential in supporting improvements in business licensing.

**Table 27. CJ Articles about BEE in Probolinggo**

	Date of Publication	Number of Writers	Number of Articles	Category of Articles	
				Informative	Critical
Bulukumba	10 November 2013–29 August 2014	7	30	21	9

**c) IKM Survey**

Kinerja’s innovation in strengthening the governance of the KPMP was by helping KPMP to conduct the IKM survey in order to obtain feedback from the service users. The IKM survey is a mechanism to obtain assessment from the community over the service provided by the supply side. In order to assure credible results, Kinerja employed a third party to conduct the survey. The results were used as feedback for the service providers to improve their service quality.

The KPMP, supported by Kinerja, conducted the first survey in 2012 using instruments enhanced by Kinerja. The KPMP involved MSF members who represent the community to carry out the survey. The results showed that the IKM was 75.1 and it was considered good. In the following year the KPMP also hired an independent organization from Malang to conduct the survey. The results of this survey were still perceived good, considering there was only a small and insignificant decrease in the index.

<sup>16</sup><https://www.facebook.com/groups/186582411493766/> and <http://CJkabprob.blogspot.com/>



In general, those two surveys showed that the community was satisfied with the KPMP's service. Nevertheless, the community still expected some improvements. There were also some concerns regarding an illegal fee on the licensing process and the lack of hospitality of the KPMP officials. The survey also found that service users criticized the facilities, such as parking space and office signs.

The office is quite far from here and it is small. It is located in Sinto area, next to a gas station. It was difficult to find the office because the signs were too small.

(Key informant at the community level in Probolinggo, male about 30 years old, 16 September 2014)

The KPMP responded that the illegal fees people suspected taken by its staff were actually fees collected by village or *kecamatan* officials. Field staff of the KPMP actively gave information about business licensing procedures. In collaboration with Kinerja, the KPMP conducted training about hospitality for its staff members who regularly have direct interaction with customers. Several business owners/representatives interviewed during SMERU endline survey in September 2014 said that the KPMP officials were more transparent about licensing fee, such as building permits (IMB); therefore there were no complaints anymore. The services also became more customer-friendly and there were no more complaints in this regard.

Previously, the information board in the KPMP office was hidden somewhere, but now it is accessible to all visitors. The KPMP also started to show the list of licensing fees. It means that they are more transparent. Secondly, before the IKM survey, the KPMP staff did not perform well. Now they, especially those who work at the front office, perform better because they become more aware of their image.

(Key informant at the community level in Probolinggo, male about 40 years old, 11 September 2014)

#### **d) Complaint Mechanism**

Kinerja also helped the KPMP develop their complaint mechanism and it was stipulated in Head of Kabupaten Regulation No. 37 Year 2012. The regulation stipulates classification and procedures for complaints received by the KPMP. Complaints can be classified into three categories: minor, medium, and major. For example a complaint over a licensing fee is categorized as a minor complaint which can be handled internally. For medium and major categories such as environmental hazard, the procedure requires a team which consists of technical agencies across sector.

MSF members also supported this mechanism by facilitating the complaints of service users so that the KPMP can quickly handle the problems. For example, one MSF member informed the KPMP about a complaint over a communication tower in one village. The KPMP then responded promptly and visited the village to meet the people who felt that they should receive compensation since their land was around the tower. After some clarifications, it was clear that the land was not in the area where compensation was possible.

Team observation showed that a complaint box provided in the KPMP front office was ineffective in accommodating user's aspiration. Paper and pen were not available, thus people who wanted to file a complaint should either bring their own paper and pen or borrow from the KPMP staff. Nevertheless, the front office staff said that people prefer to directly convey their complaints to the KPMP staff.

There was insufficient evidence to assess the impact and the effectiveness of this complaint mechanism since it has only been recently developed. However, supply-side stakeholders are confident that this mechanism can help the KPMP improve its services, particularly in responding to user complaint.

## e. Information Dissemination

The KPMP did massive dissemination of information about the licensing process using the mass media, such as radio, leaflets, posters, and newspapers. The leaflet contains information about the licensing process and the required documents. However, when SMERU conducted observations in the KPMP office in September 2014, the leaflet was not readily available. People who needed the leaflet had to send a request to customer service. The observation also found that no banner or poster containing information were put on the walls of the front office.

The plan for mobile licensing services was also to serve as a method of information dissemination in the *kecamatan*. The KPMP staff was also encouraged to be more active in disseminating the information to the community through any occasion so that people can easily access the information.

## 8.2 Sustainability and Replication

One of Kinerja strategies to support the sustainability and replication of its innovations is by initiating a one-stop service (PTSP) forum at provincial level. Kinerja, together with the provincial one-stop licensing service (P2T), set up the forum to improve coordination among *kabupaten* PTSP offices in Jawa Timur. The P2T role in coordinating *kabupaten* PTSP offices met challenges caused by factors that occur across *kabupaten*. The role of *kabupaten* PTSP offices depends on the *kabupaten* head's commitment and political agenda, and by the strong patronized bureaucratic culture.

Under such circumstances, the PTSP forum assisted by Kinerja has been very helpful in assisting the P2T and *kabupaten* PTSP offices to improve coordination by bridging discussions that involve all *kabupaten* PTSP offices and P2T. The purpose of this PTSP forum is to establish communication between *kabupaten* PTSP offices in order to encourage replication of Kinerja's innovations in other *kabupaten*.

Kinerja, through this PTSP forum, arranged a monitoring activity on Provincial One-Stop Service Performance Index (POPI) which involved the forum members as the implementer of the monitoring activities. Each *kabupaten* PTSP office will assess another PTSP forum member and present the results before the respective members for clarification. Using the results of the monitoring, Kinerja encourages *kabupaten* with low level POPI index to replicate Kinerja's intervention in order to strengthen their PTSP performance.

### 8.2.1 Sustainability

In Probolinggo, the sustainability of Kinerja assistance to the KPMP is high. Kinerja has assisted the KPMP in developing an SOP for all licensing processes which were already under the authority of the KPMP before Kinerja started the intervention. Currently, the KPMP plans to develop an SOP for licenses that have been recently transferred from technical agencies to the KPMP. The KPMP will be supported by a facilitator from the Association for the Advancement of Small Business (PUPUK) who will work as the KPMP's consultant. According to the KPMP staff, there are 30 licenses in the process of transfer from the *kabupaten* health agency and all of the licenses will require an SOP. The KPMP also continuously improved the service by conducting training facilitated by PUPUK.

The KPMP already has a plan to conduct another IKM survey which will be done either by the end of 2014 or in early of 2015. The survey will follow the same design initiated by Kinerja and will cover

about 1,000 respondents. However, it is not clear whether the KPMP will involve the community in conducting the survey or their participation will only be limited to survey respondents.

The findings of the study showed that the sustainability of the MSF to support the KPMP is very low. The MSF was very active in the beginning of the process; however, they found difficulties in maintaining MSF members' commitment. In Kinerja's second round intervention, the MSF was merged into the Health MSF and became one of the divisions in this new MSF. Since the main focus of this new MSF is more on the health sector, the contribution of the MSF to the improvement in the KPMP service has diminished significantly. There has been one MSF member who continues to maintain communication with the KPMP, but the communication is based on a more personal and informal relationship.

The condition which may hinder the presence of the MSF in supporting the investment climate through improvement in the KPMP is the fact that there are already business associations and forums in Probolinggo which have accommodated entrepreneurs' aspirations. These associations such as Asosiasi Pengusaha Indonesia (APINDO) and Kamar Dagang dan Industri (KADIN) Indonesia have established a relationship with the KPMP and facilitated the communication between their members and the KPMP.

The role of CJ activities in this business licensing sector may also be relatively small since the first-round intervention of CJ was not successful. There are a number of writings related to the licensing sector produced by CJ members from the second-round intervention. Nevertheless, only a few relevant stakeholders in the sector were really aware of the existence of CJ and its roles.

Regarding the sustainability of Kinerja's intervention at the provincial level, the P2T has agreed to allocate its budget to facilitate activities proposed by Kinerja's facilitators. The P2T acknowledges the benefit of Kinerja innovations that support the activities of PTSP forum.

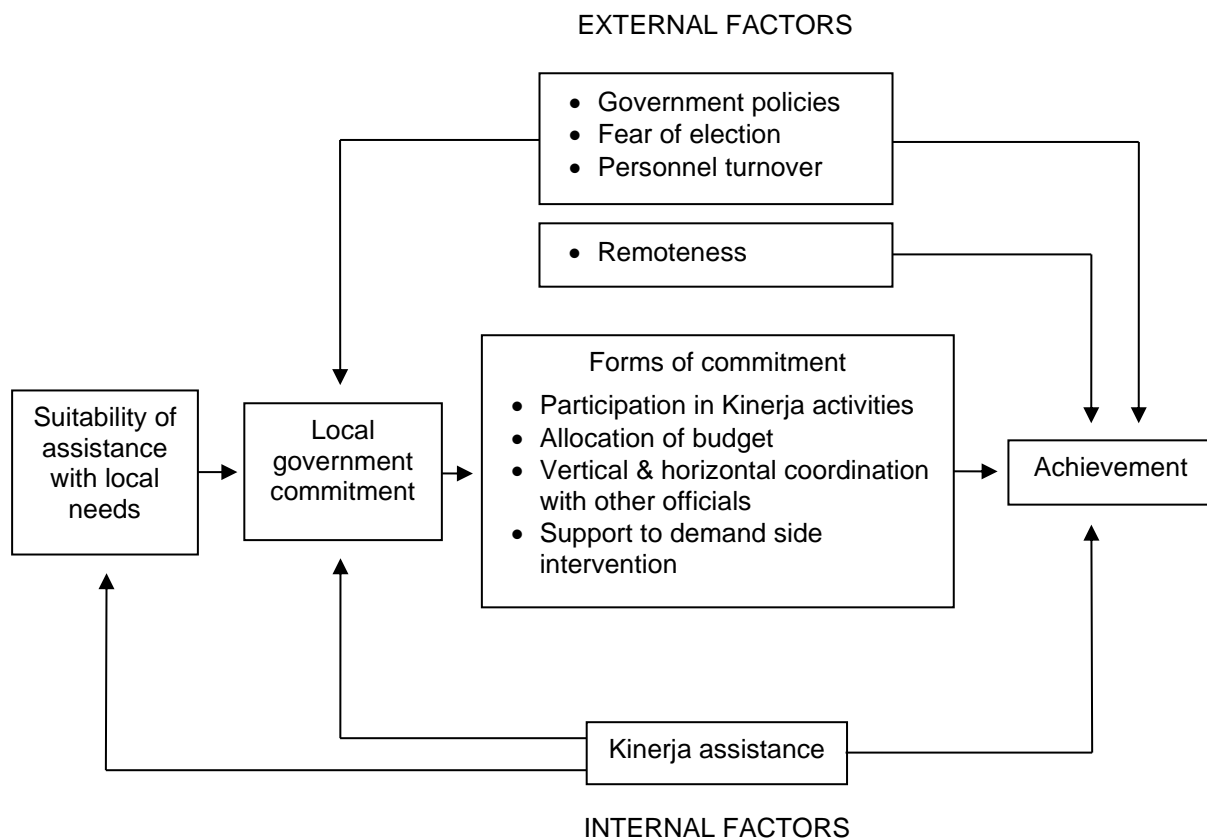
### 8.2.2 Replication

When this study was conducted in September 2014, there have been 10 *kabupaten* in East Java that have replicated the BEE-Kinerja innovations assisted by PUPUK. Those *kabupaten* that have received assistance should use their own budget and have a strong commitment to implement the replication of the Kinerja program.

# IX. CONCLUSION AND RECOMMENDATIONS

## 9.1 Factors Influencing the Achievement of Kinerja Targets

Figure 1 explains the environment in which Kinerja works. Across interventions, local government commitment—at the *kabupaten/kota* level and service delivery unit level—is the center of the discussion on the determinants of Kinerja achievement. Local government commitment could appear as active participation in Kinerja activities, ability to allocate budget, and solid coordination within agency and across agencies. Since Kinerja is about the supply and demand side of public services, commitment in terms of support to the demand side would be equally important.



**Figure 4. Factors influencing the achievement of Kinerja’s goals**

External factors such as government policies at the *kabupaten/kota*, provincial, and national levels are important determinants and so are the fear of election and personnel turnover. They could influence Kinerja’s achievement directly or indirectly through government commitment. Another external factor is geographic remoteness. Remote service delivery units suffer from lack of infrastructure, facilities, and accessibility, which potentially delay the achievement of Kinerja’s goals.

The internal factor is Kinerja’s technical assistance. It influences the achievement of Kinerja’s goals directly or indirectly through the strengthening of local government commitment. The baseline study does not, however, focus on assessing Kinerja’s technical assistance in detail.

The suitability of the intervention with local needs is an important factor in strengthening local government commitment. The intervention has been selected in the beginning of the project and over time there might be a condition in which the awareness of the importance of the intervention changes. For example, local government commitment changed following the local election in Kota Singkawang. Previously, MCH issues suited the needs of the *kota*. However, with the arrival of a new administration, these issues were regarded unsuitable for the vision and mission of the new *kota* head. In this situation, Kinerja officials had to convince the new *kota* head about the importance of the intervention toward public service delivery.

Suitability to local needs can also be improved with customized instruments for the intervention. For example, the instrument of the complaint survey which is adjusted to each puskesmas and school will help the subdistrict (*kecamatan*) to improve their quality. Suitability to local needs also means that the survey design should also take into consideration the ability of the SDU and *kabupaten/kota* government to address the community complaints. Another example is the adjustment to the PTD instrument which is based on data from Padati Web and NUPTK. Apparently, these tools were not helpful since they were not updated data.

Finally, all these factors are interlinked and together they influence the achievement of Kinerja's goal. This explains why it is very difficult to find a *kabupaten/kota* which stands out in all Kinerja's packages (interventions). At the same time, the sample *kabupaten/kota* of this qualitative research are limited and their conditions vary greatly. Hence, the study cannot generalize a conclusion on why Kinerja's goal is achieved in one *kabupaten/kota* but not in others.

## 9.2 The use of MSS by SDU and Kabupaten/Kota Government

Having received Kinerja's technical assistance on MSS, partner SDUs are able to make plans based on MSS. Partner schools have integrated MSS in their work plans. However, they still rely on the school grants as the only source of filling the MSS gap: the difference between goals and existing achievement. Not many principals are willing to invite parents to participate in contributing to the fulfillment of the indicators. Utilization of MSS is more obvious in the health intervention. Partner puskesmas have greater flexibility in budgeting MSS gap since they receive BOK funds—in addition to other funding sources—to finance activities related to MSS indicators.

In general and across interventions, the use of MSS at the *kabupaten/kota* level is limited to particular indicators: the ones explicitly mentioned in the Regional Medium-Term Development Plan (RPJMD) which are priority indicators. For example, in the education sector, the priorities of the local government are indicators related to teachers. However, this is a complex issue as the recruitment of civil servant teachers is not the authority of the local government. Meanwhile, the distribution of civil servant teachers is even more complex than simply closing the gap by recruiting noncivil servant teachers to achieve the MSS target.

Hence, the use of MSS would only be partially. While key informants realize the importance of MSS, the planning and budgeting follows the RPJMD. Budget constraints have been referred to most key informants as the barrier to MSS achievement. Particularly for SBM, Kinerja had provided assistance in formulating regulations on the MSS of education in 2014. Therefore, its impact has yet to be seen.

In the education sector, the endline study found that the utilization of science models and equipment at the school level is equally important as planning and budgeting. Planning and budgeting only cover MSS indicators regarding the availability aspect, and not the utilization aspect. This might explain why the fulfillment of particular indicators does not automatically translate into outcomes. In this respect, the roles of school supervisors come to the fore. They should oversee that learning process has been conducted properly using school supplies that have been made available.

### 9.3 Contribution of the Demand-side to Improvement in Public Service Delivery

The extent to which the demand side contributes to the improvement of public service delivery varies greatly across *kabupaten/kota* and across specific packages (CJ, MSF, and complaint survey).

Across different interventions, articles written by CJ members still lack a critical view. In general, writing is not an easy task for a majority of Indonesian people, even more difficult is writing critically. Most of the critical articles of CJ members were written during the Round Consolidation when the mentoring was more intensive. Moreover, productivity of writing differed between Java and outside Java. CJ members in Bondowoso and Kabupaten Probolinggo produced more articles compared to the rest of the *kabupaten/kota*. Aside from intensive mentoring, the recruitment process, and the IT literacy of CJ members as well as the availability of infrastructure (electricity and internet connection) should be fully considered in the design of technical assistances for CJ members. In other words, *kabupaten/kota* in West Kalimantan require a different approach compared to those in Java.

*Kabupaten/kota* MSFs in the majority of sample *kabupaten/kota* have been established after the end of Round 1. Some was formed in Round 2 or in Round Consolidation. During field visits, the formation of MSFs in some *kabupaten/kota* was still being processed. MSF activities were still limited to supporting Kinerja's interventions. In this condition, MSF members were still learning to understand their roles within the MSF as an organization to grow more solid. As the MSF had only been recently established, it required more assistance to be able to oversee public service delivery and to work together with service providers, both at the *kabupaten/kota* and service delivery unit levels.

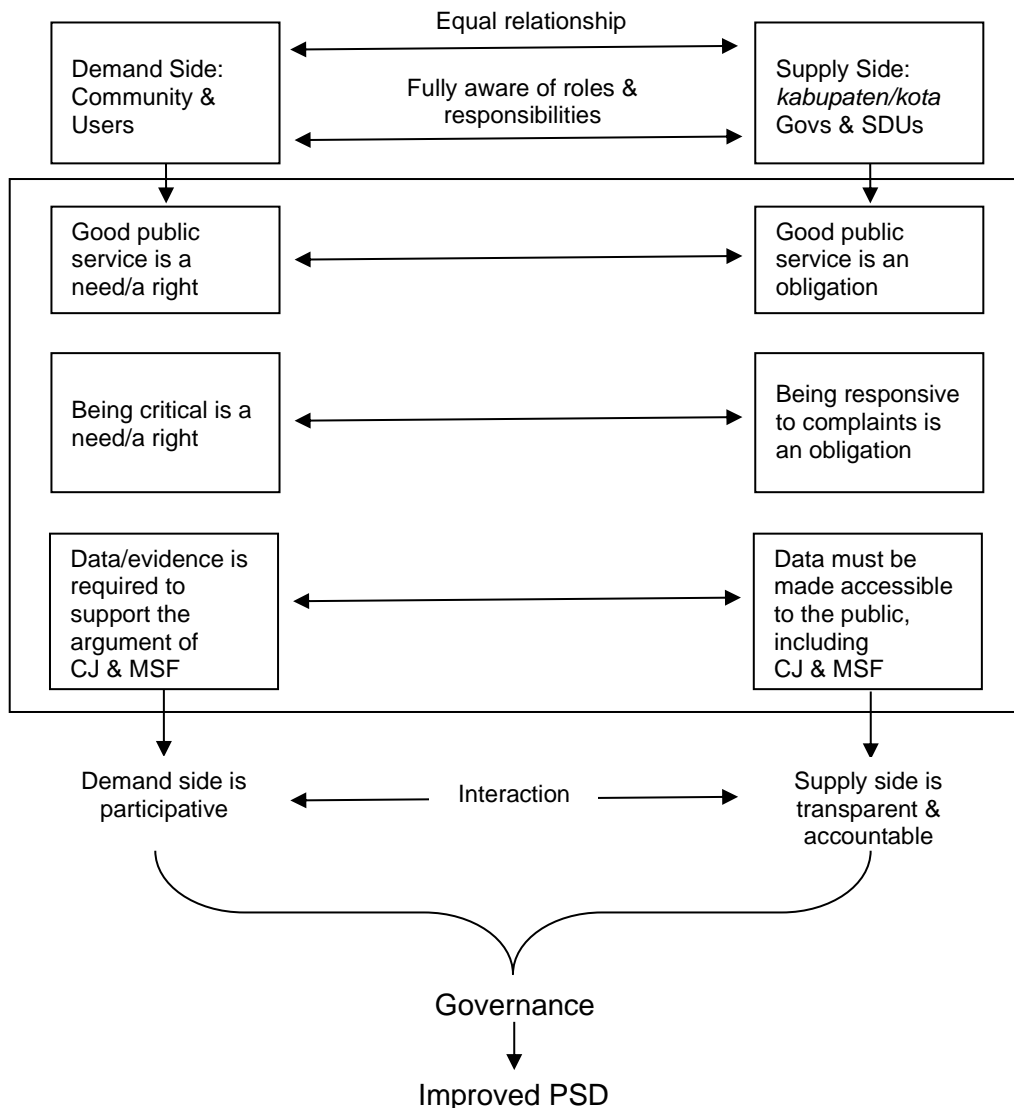
Complaint surveys were relatively new to local stakeholders. Nevertheless, its effectiveness in improving public service delivery was acknowledged by the supply side stakeholders. Unfortunately, the involvement of the supply side in the development of the survey was minimal. This situation made stakeholders of the supply side uncertain about the concept and mechanism of the survey. This problem might hinder the sustainability of complaint surveys in the future.

Table 28 summarizes the comparison between complaint surveys which was conducted in the *puskesmas* and in schools. Based on these facts, we conclude that the sustainability of complaint surveys is higher in health intervention than in education intervention.

**Table 28. Comparison between Complaint Surveys in Health and Education Sectors**

	<i>Puskesmas</i>	School
Exposure to various surveys	Familiar	Not familiar
Scope of implementation	Three partner <i>puskesmas</i> . Possibility of customized design of questionnaire is high	Twenty partner schools. Possibility of a customized design of questionnaire is low
Relationship of SDU and users	Equal, users could express opinion more openly	Unequal, users are tied in a hierarchical relationship where expressing opinion openly is not common
Potential source of financing	BOK	---

Figure 2 sums up the recommendation for the demand side in order to be able to contribute to the improvement of public service delivery. For a governance project like Kinerja, it is important to give technical assistances to the supply and demand sides in parallel. In this way, both sides would have a fairly equal relationship and would be aware of each other's roles and responsibilities.



**Figure 5. Precondition for demand side to improve public service delivery (PSD)**

## 9.4 Community Satisfaction of Public Services

Community satisfaction would vary across different interventions. For intervention at the SDU level—health, SBM, and BEE—the users were more likely to be satisfied with the public services they received from SDU. For interventions at the *kabupaten/kota* level such as PTD and BOSP, the community, in this case CJ and MSF members, had lower level of satisfaction with public services. Kinerja’s intervention at the *kabupaten/kota* level is indirect and not immediate and therefore it might be more difficult for the community to assess the benefit from Kinerja.

In terms of satisfaction with SBM, users of partner schools were generally more satisfied with changes in the quality of service delivery. They acknowledged the improvement of services made by the partner schools. In particular, changes were observed in responsiveness of partner schools to the feedbacks from the community.

## 9.5 Sustainability of Kinerja’s Packages

To assess the sustainability of all packages under the Kinerja program, we recommend using Table 29.

The local government agencies and service delivery units are more likely to continue the programs after Kinerja ends if they can benefit from the intervention. Some interventions are less likely to be followed up when they are considered to have insignificant impact or may have implication on the budget.

**Table 29. Prospect of Sustainability and Replication**

Intervention	Probability to Be Continued and Replicated	Explanations
<b>Health Sector</b>		
Preparation of SOPs	High	<i>Puskesmas</i> officials acknowledged that this instrument had immediate impact on their works. Moreover, health agencies had allocated budget to apply the SOP in all <i>puskesmas</i> .
Control cards	Low	The implementation of control cards may burden the operational budget of the <i>puskesmas</i> . The function of this instrument is already covered in the Maternal and Child Health book.
Kantong Persalinan or Kontinum	Medium	<i>Puskemas</i> in all <i>kabupaten/kota</i> had revitalized the use of <i>kantong persalinan</i> . In Singkawang, nonpartner <i>puskesmas</i> replicated <i>kantong Kkontinum</i> .
Midwife-traditional birth attendants partnerships	Medium	Local government believed that this partnership could reduce giving birth assisted by traditional birth attendants, particularly in rural areas.
Budgeting in accordance with MSS indicators	Medium	At the <i>kabupaten/kota</i> level, health agencies faced budget constraints that prevented them from costing the MSS based on the gap between targeted and existing MSS coverage.



		However, MSS had been integrated into the planning of <i>puskesmas</i> . Funding for MSS could be obtained from BOK.
<b>BEE Sector</b>		
Transfer of licensing authority	High	The Government of Kabupaten Probolinggo has committed to complete the process of transfer of licensing authority to KPMP. KPMP has already planned to hire Kinerja's facilitator as consultant to help develop the SOP for business licenses that have just been transferred to KPMP.
PTSP Forum	High	The P2T acknowledged the benefit of the PTSP Forum in maintaining communication and coordination among <i>kabupaten/kota</i> PTSP offices. Hence, it had committed to fund the activities of PTSP Forum.
<b>Education Sector</b>		
The use of the BOSP template in school budgeting	Medium	The sustainability of the program now depends on the new Kabid Dikmen, whether she will continue her predecessor's plans on BOSP.
The use of data integration tools of Padati's website and NUPTK in proportional teacher distribution	Low	This tool could not be used to distribute teachers in Barru and Luwu for the following reasons. First, teacher distribution strongly required accurate and updated data from the schools. Second, high teacher mobility affected the school data. Hence, any secondary data at the national level or even at <i>kabupaten/kota</i> level would not be sufficiently accurate. Third, Padati's website data and NUPTK data were not updated, there was a two-year lag. Fourth, Padati's website had only recently existed. Fifth, the use of internet to download data from Padati's website seemed to be a problem for remote <i>kabupaten/kota</i> , particularly for Luwu.
Development of school work plans and financial report	Medium	Principals who were familiar with SBM administrative documents would apply the same method in the same or new school. Nonpartner schools could learn how to develop it from partner schools. In a case in Bengkayang where a circulation letter had been issued, all schools had to develop those documents. Since principals were approaching retirement, there was a risk that they were not transferring their knowledge. If developing SBM administrative documents were not obligatory for all schools, partner schools were more likely to discontinue the SBM method.
Publication of school work Plans and financial report	Low	Only particular schools voluntarily published the work plan and financial report on the school information board.
Revitalization of School committee	High	In Sekadau, the local government had allocated funds through the Education Council to revitalize the school committee. This activity could be organized together with the MSF.
<b>Demand Side Approach</b>		
Citizen Journalism	Medium	CJ Round 2 and Round Consolidation were more likely to continue because the IO had set up various media for CJ alumni to publish their articles.

		In West Kalimantan, the IO used community radio to facilitate discussions on community complaints of public services.
Multistakeholders Forum	Medium	<i>Kabupaten/kota</i> MSFs' role was still limited to Kinerja's activities. In some <i>kabupaten/kota</i> , an MSF was not established. <i>Kecamatan</i> MSF members have strong commitment. Nevertheless, they still lack of individual capacity and operational funding.
Community Satisfaction Index	High	KPMP had benefited from the survey to enhance the quality of licensing process and it already planned to conduct another survey in the near future.
Complaint surveys	Low	Most of the SDUs did not understand the mechanism of this survey. They were not sufficiently engaged in the process of instrument development and survey implementation, and thus felt that the results were not so accurate and satisfying.

## 9.6 Measurement the Achievement of Kinerja Goals

Attempting to measure the sectoral achievement of Kinerja on the supply side, such as MSS achievements (program goal indicators and distant goal indicators) would be problematic. This challenge has been addressed by the Kinerja Performance Management Plan (RTI International, 2012: 15). It stated:

Kinerja will work with local governments to improve public service delivery in three sectors. However, it should be noted Kinerja will not directly affect services in these sectors, but rather only indirectly influence outcomes by attempting to address governance issues presently inhibiting effective service delivery. Therefore, while many of the key measures of success for Kinerja are sectoral indicators, Kinerja activities are a step further removed from these indicators than the activities of a sectoral project would be. This fact, combined with the relatively brief lifespan of the Kinerja project (4.5 years), creates a fundamental tension when attempting to track project results.

Another important note which is applicable to health intervention in Round 1 was the issue of tracking the results from different menus/packages in different *kabupaten/kota*. Kinerja National Office has a limited span of control in managing this heterogeneity for effective performance measurement. SMERU's qualitative study could not determine which package was applicable to which health *kabupaten/kota*. All these different health packages were not addressed in the baseline study. Unlike SBM and PTD interventions, which results could be comparable across different *kabupaten/kota*, the results of health interventions lack comparability. Moreover, many of the packages offered have existed in the *puskesmas* services, Kinerja only revitalized them. This revitalization creates greater challenges in observing the changes in Kinerja areas.

There are some issues related to the impact evaluation method for SBM intervention. First, the qualitative study was carried out ahead of the quantitative study. This reduces the exploratory power of the qualitative study where "why and how" cannot be fully used to explain the findings of the quantitative study. Second, Kinerja's efforts to scale up the SBM approach within the project lifespan is counterproductive to capture the difference between partner schools and nonpartner schools. Third, the transfer of trained principals of partner schools means that nonpartner schools

receive spillover effect which cuts down the impacts of Kinerja. These are important issues to consider in the measurement of Kinerja's impact evaluation of SBM.

Last but not least, the measurement of Kinerja's achievements in SMERU's qualitative impact study was only applicable in Round 1 intervention. Indeed, the measurement of achievement should also include Round 2 intervention and Round Consolidation, particularly because many lessons learned from Round 1 have been addressed in Round 2 and Round Consolidation. Complete results of Kinerja's achievement are therefore not captured by SMERU's endline study.

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