

MONITORING MODULE



PREPARED BY



Background Information

The recent increase in education budget allocation, which amounted to 20% of the development budget, has been utilized to improve the school facility and teacher's welfare rather than improving education quality. In addition to School Rehabilitation program, the government has provided a School Operational Grant (Bantuan Operasional Sekolah/BOS) to support the 9-Year Compulsory Education program. Both programs were successful in reducing dropout rate (increasing the Gross Enrollment Rate/APK and Net Enrollment Rate/APM) and illiteracy rate.

During the decentralization era, education funds were directly distributed to the schools in the form of School Operational Grant (BOS), while funds from the Provincial and City/District Regional Budget were distributed through free education programs, free subsidy programs, and other similar programs, along with the Special Allocation Fund (Dana Alokasi Khusus/DAK) and Regional Infrastructure Fund (Dana Infrastruktur Daerah/DID), which led to corruption practices in regional level as well as in national level.

The non-optimized role and function of the School Committee, who was supposed to monitor school processes, had caused various problems in school, such as the rise of illegal levies imposed by schools to parents. These problems can be addressed by disclosing school information publicly, such as the School Budget and Work Plan (Rencana Kerja dan Anggaran Sekolah/RKAS) and School Accountability Report (Laporan Pertanggungjawaban/LPJ), to keep the public informed and allows for gap analysis.

During the reformation era, corruption practices in education sector still took place in the form of misuse of education funds (BOS, BOP, and DAK) for the interest of budgeting and relevant officials, in collaboration with school and local education officers along with business partners as their operators.

The above problems were mainly caused by ineffective controlling function, as the current practice relied only on internal controlling, while public control function is very limited. Thus, it is very important for the community and media to actively participate in raising awareness to the public, encouraging them to assist in the monitoring of educational processes.

Objectives and Purposes

This public monitoring module for Cek Sekolah Ku was prepared with a purpose to give a guideline for all relevant parties to participate in monitoring and evaluating educational and schooling programs using social audit approach.

The objectives of the preparation of this Cek Sekolah Ku guide are as follows:

1. To increase the awareness and participation of general public, students, parents, and teachers, encouraging them to be actively involved in community-based monitoring process in educational activities.
2. To develop student's critical attitude in the school monitoring process through databases and websites.
3. To build an information portal (infrastructure) and Activation Program (activity) for public-participation-based school monitoring which encourage the participation of school members in school processes.

Target groups and beneficiaries

Target groups:

- Students
- Community members
- Teachers
- Media

Beneficiaries:

- Students
- Parents
- Schools
- General public
- Media
- Government (Education Department)

Object of Monitoring:

In Cek Sekolah Ku, the objects that will be monitored by the citizens forum are all documents related to school and education, which include planning, process and accountability, including school and education budget. School budget and activities which were documented in School Budget Plan (*Rencana Anggaran Pendapatan Sekolah/RAPBS*) and/or School Budget and Activity Plan (*Rencana Kegiatan dan Anggaran Sekolah/RKAS*) are public document that must be disclosed to the public.

II. IMPLEMENTATION

Cek Sekolah Ku is a process to raise awareness and participation of general public, to be actively involved in education and school monitoring. To participate, there are several systematic steps, which were designed to be simple and easy, as Cek Sekolah Ku were mostly targeted to the general public as beneficiaries.

In general, the implementation of Cek Sekolah Ku can be described as follows:

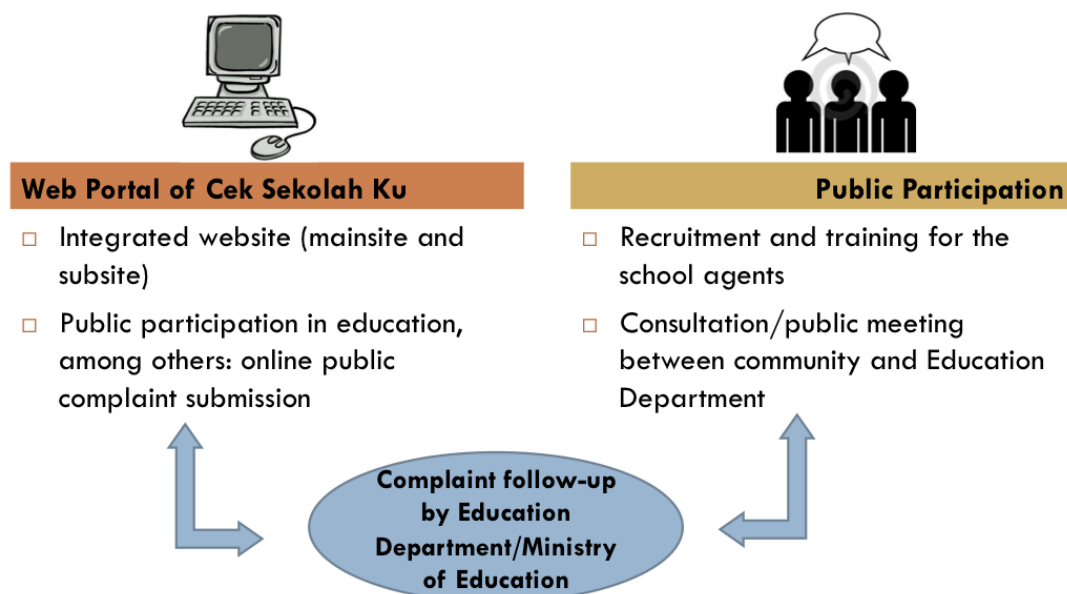
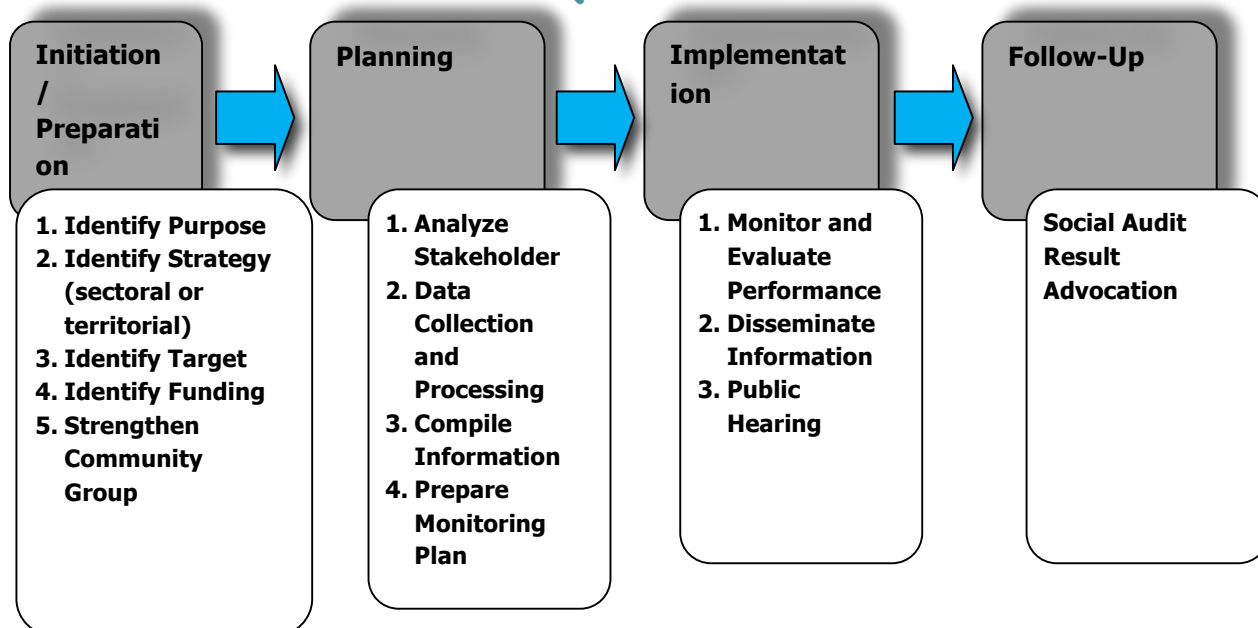


Figure 1. Cek Sekolah Ku System

Cek Sekolah Ku is a combination between information technology utilization and social audit approach. Thus, it can be concluded that Cek Sekolah Ku is a social audit method in education and schooling. Steps for social audit accommodated in Cek Sekolah Ku can be seen in the following scheme:



Source: Modification from *A Practical Guide to Social Audit as A Participatory Tool to Strengthen Democratic Governance, Transparency, and Accountability*. Gerardo Berthin, 2011.

Figure 2. Scheme for Social Audit Stages.

Identification of Social Audit Objectives in Cek Sekolah Ku

The objectives of Cek Sekolah Ku shall be carried out in accordance with the social audit scope i.e. determining whether a social audit should be conducted: the planning education programs of a school, school programs implementation, public policies formulation at the Education Department and schools, public policies implementation, and/or public service implementation, in particular, the education sector.

Community Group Empowerment in Cek Sekolah Ku

Community group empowerment in Cek Sekolah Ku emphasizes on strengthening the institutions of implementer community groups and building personal capacities of community groups - parents, students, NGOs, and media - in carrying out social audit.

Institutional strengthening shall be carried out through the following steps:

1. Formation of community forums concerned with educational issues, comprising of community members, students, teachers, NGOs, and the media. The member of the Community Forum shall come from the benefit-receiving communities, and its criterias and selection methods are determined in a deliberation between the benefit-receiving community members.
2. Formulate Community Forum rules which uphold universal values, i.e. justice, social resoponsibility, accountability, trust, transparency, and concern for the people.

3. Prepare description of roles and duties of the Community Forum.
4. Prepare social audit work plan in Cek Sekolah Ku in accordance with the social audit planning, implementation, and follow-up phase. The work plan shall be prepared in a table as described in Table 1.

Table 1. “Cek Sekolah Ku” Social Audit Work Plan						
No.	Activities	Sub-activities	Targeted Result	Time of Implementation	Parties Involved	Person in Charge
1.	Education Stakeholders Analysis					
2.	Data Collection and Processing					
3.	Preparation of Information					
4.	Preparation of Monitoring Plan					
5.	Information Dissemination					
6.	Public Hearing					
7.	Social Audit Results Advocacy					

Source: Modified from various sources on Social Audit

Personal capacity building for members of Community Forum in operating Cek Sekolah Ku shall be carried out by providing training or technical mentoring in:

1. Accessing public document, mainly utilizing Law No.14/2008 regarding Public Information Transparency.
2. Analyzing stakeholders.
3. Understanding documents related to programs/activities in school, including school budget and activity plans.
4. Processing data and preparing information.

5. Monitoring or supervising projects/activities/programs, policies, and public services in education sector.
6. Performing inspection or investigation as a follow-up action to the monitoring or supervising process.
7. Disseminating information regarding monitoring or supervision and inspection or investigation result.
8. Organizing public hearings.
9. Advocating as a follow-up action to Cek Sekolah Ku social audit result.

Social Audit Stakeholders Analysis

In this phase, analysis of stakeholders shall be carried out to identify which stakeholders are relevant to the projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku, along with their main roles, strengths, weaknesses, opportunities, and challenges. Based on the result, the interest and influence level of each stakeholder shall be mapped; the result of which can be used to determine the partnership potential of each stakeholder. The partnership potential measurement is key in supporting the next steps of social audit implementation.

Stakeholder analysis shall be carried out through the following steps :

1. Identify key parties from the executive, legislative, and civil elements, with relevance and relation to the projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku.
2. Identify the main roles of each key party identified in step 1 for all projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku.
3. Identify strengths and weaknesses of each key party identified in step 1 for all the projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku.
4. Determine the interest and influence level of each key party identified in step 1 for all projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku. The categories of interest and influence level are as follow:

Interest Level	Influence Level
1. High interest level	1. High influence level
2. Low interest level	2. Low influence level
3. No interest	3. No influence
4. Unknown interest level	4. Unknown influence level

5. The result of steps 1-4 shall be formulated in the following table:

Table 3. Stakeholders Analysis Matrix					
Stakeholder	Main Roles	Strengths	Weaknesses	Interest Level <ul style="list-style-type: none"> - High interest level? - Low interest level? - No interest? - Unknown interest level? 	Influence Level <ul style="list-style-type: none"> - High influence level? - Low influence level? - No influence? - Unknown influence level?

Source : Modified from Social Audit : A Toolkit. A Guide for Performance Improvement and Outcome Measurement. Centre for Good Governance, 2005.

6. Determine the potential partnership of each key party identified in step 1 based on interest and influence level mapping on step 4. The classification of potential partnership to be established can be seen on the following table:

Table 4. Partnership Potential Classification Matrix				
	Unknown interest level	No interest	Low interest level	High interest level
High influence level	<ul style="list-style-type: none"> - Maintain harmonious relationship - Consultation 	<ul style="list-style-type: none"> - Maintain harmonious relationship - Consultation - Establish as source of information 	Key Partner: <ul style="list-style-type: none"> - Always communicate - Full involvement 	Key Partner: <ul style="list-style-type: none"> - Always communicate - Full involvement
Low influence level	Information sharing	Establish as source of information	Intensive approach → establish as a key partner	Intensive approach → establish as a key partner

No influence	Ignore	Ignore	Information sharing	- Maintain good relationship - Consultation
Unknown influence level	Ignore	Ignore	Information sharing	Information sharing

Source: Modified from Social Mapping. Metode Pemetaan Sosial : Teknik Memahami Suatu Masyarakat. Bambang Rudito and Melia Famiola, 2008.

Data Collection and Processing

In this phase, the data required to carry out social audit in Cek Sekolah Ku for projects/activities/programs, policies, and/or public services targeted by social audit is collected and processed.

The required data includes, among others:

- Budget for the projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku; in this case, the RAPBS, APBS, and RKAS.
- Accountancy records (cash book, invoices, material purchase receipts).
- Technical records (project planning, project specifications, contracts, and others).
- Managerial records (fund allocation, and others).
- Policy documents describing the organizational structure and work procedures of public institutions responsible for projects/activities/programs, policies, and/or public services.
- Documents related to policies, whether those in preparation and those will be/being implemented.
- Public Service Minimum Standard

Box 1. Mechanism of Obtaining Public Information by Utilizing Law No.14/2008 regarding Public Information Transparency

CHAPTER VI

MECHANISM OF OBTAINING INFORMATION

Article 22

- (1) All Requestor of Public Information shall submit a written or unwritten request for obtaining Public Information to the relevant Public Body.
- (2) The Public Body shall record the name and address of the Requestor of Public Information, subject and format of the information requested, and method of disclosure requested by the Requestor of Public Information.
- (3) The relevant Public Body shall record unwritten requests of Public Information.
- (4) The relevant Public Body shall provide a receipt for the request of Information Public as referred to in paragraph (1) and paragraph (3) in the form of registration number, at the time the request

is received.

- (5) In the event that the request is submitted directly or via electronic mail, the registration number shall be provided at the time the request is received.
- (6) In the event that the request is submitted through postal mail, the registration number may be delivered along with the information requested.
- (7) No later than 10 (ten) business days after the receipt of request, the relevant Public Body shall submit a written notification comprising:
 - i. confirmation regarding its authority over the required information;
 - ii. If the Public Body does not have the authority over the required information but has the knowledge of its whereabouts, it shall notify the other Public Body with authorization over the required information;
 - iii. the request shall be accepted or rejected with the reasons stated in Article 17;
 - iv. the request may be wholly or partially accepted, and the information to be provided shall be clearly stated;
 - v. in the event that a document contains excluded materials as referred to in Article 17, the excluded information may be blackened out by stating the reason and the content;
 - vi. the format and medium to deliver the information; and/or
 - vii. the fee and payment method for obtaining the information.
- (8) The relevant Public Body may extend the period to submit the notification as referred to in paragraph (7), no later than 7 (seven) business days, by providing a written notification specifying the reason for extension.
- (9) Further provisions regarding the procedures for requesting information to Public Bodies are stipulated by the Information Commission.

Information Preparation

In this step, all data related to projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku are selected and archived. The selected and archived data are subsequently analyzed as per the requirements, to be disseminated to the communities for monitoring and supervision.

The analysis result shall be prepared in a simple, visual format, tailored to the educational level and the ability of the community receiving the benefit from a projects/activities/programs, policies, and/or public services targeted by social audit.

Preparation of Monitoring Plan

The preparation of monitoring plan shall be based on the objectives of Cek Sekolah Ku and the projects/activities/programs, policies, and/or public services targeted by Cek Sekolah Ku. With a monitoring plan, it is expected that the monitoring will be more focused, effective, and have a clear and measurable achievement and time target.

The social audit target in Cek Sekolah Ku may be the projects/activities/programs, policies, and/or public services; therefore, the monitoring plan for social audit comprises three types of monitoring plan, with key points as described in the following table:

Table 5. Key Points for Monitoring Plan in Accordance with the Social Audit Target

Projects/Activities/Programs	Policies	Public Services
<ol style="list-style-type: none"> 1. Priority Scale (High, Medium, Low) 2. Name of Project/Activities/Programs 3. Budget Allocation/Limit of each Project/Activity/Project 4. Target (Quantitative and Qualitative) of the Project/Activities/Programs 5. Public Bodies managing each Project/Activity/Program 6. Beneficiaries Groups (including their location) from each Project/Activity/Program 7. Monitoring Critical Point of each Project/Activity/Program. 8. Data and Information Requirement of each Project/Activity/Program 9. Monitoring Target of each Project/Activity/Program 10. Monitoring Steps of each Project/Activity/Program 11. Result of each Phase of Monitoring Activity 12. Person in Charge and the Monitoring Implementation 	<ol style="list-style-type: none"> 1. Nature of Policy Monitoring (Policy Formulating or Implementing) 2. Name of Policy 3. Objectives of (Formulating/Implementing) the Policy 4. Target (Quantitative and Qualitative) of Formulating or Implementing the Policy 5. Public Bodies managing/will manage the Policy 6. Department in Legislative Body related to the Policy 7. Target Groups affected by the Policy 8. Monitoring Critical Point of (Formulating/Implementing) the Policy 9. Data and Information Requirement of (Formulating/Implementing) the Policy 10. Monitoring Target of (Formulating/Implementing) the Policy 	<ol style="list-style-type: none"> 1. Sector of Public Service (e.g. Education, Health, Licensing, and others) 2. Name of Public Service 3. Objectives of Public Service 4. Target (Quantitative and Qualitative) of the Public Service 5. Public Bodies managing the Public Service 6. Beneficiaries of the Public Service 7. Monitoring Critical Point of the Public Service 8. Data and Information Requirement of the Public Service 9. Monitoring Target of the Public Service 10. Monitoring Steps of the Public Service 11. Result of each Phase of Monitoring Activity 12. Person in Charge and the Monitoring Implementation Team 13. Time of Implementation of each Monitoring Step

Table 5. Key Points for Monitoring Plan in Accordance with the Social Audit Target

Projects/Activities/Programs	Policies	Public Services
Team 13. Time of Implementation of each Monitoring Step	11. Monitoring Steps of (Formulating/Implementing) the Policy 12. Result of each Phase of Monitoring Activity 13. Person in Charge and the Monitoring Implementation Team. 14. Time of Implementation of each Monitoring Step	

The aforementioned key points shall be inserted in the matrix prepared in accordance with the monitoring plan of each project/activity/project, policy, and/or public service in education and schooling sector.

Performance Monitoring and Assessment

Monitoring process is carried out by the agreed monitoring team, which consists of beneficiaries of the programs/activities/projects, policies, and/or public services targeted by social audit, based on the monitoring plan.

Monitoring results are compiled in a matrix form as can be seen in the below table:

Table 6. Matrix of School Monitoring Results

Name of School	School Target (Quantitative and Qualitative)	School Monitoring Critical Point	Parties Involved	Findings, in accordance with the targets and monitoring critical points	Notes (recommendation, notes)

Although the field monitoring process has been carried out, several processes may still be required such as:

- a. Second field visit, for verification or investigation of monitoring findings.
- b. Verification or investigation of monitoring findings by conducting in-depth discussion with the stakeholders, especially the beneficiaries.

The performance assessment in Cek Sekolah Ku is carried out after all the monitoring processes are completed and the monitoring results as well as the supporting data has been prepared, including the verification and investigation results, in order to have an in-depth evaluation on the monitoring findings. School performance assessment is focused on:

1. Assessment of school or government agency performance in handling the programs/activities/projects or public services.
2. Assessment of school or government agency performance in implementing established or stipulated public policies.

The performance assessment of educational public services for the purpose of social audit, is conducted by measuring the performance of each school. The scoring shall be calculated using analysis tools as can be seen in the following tables:

Table 7. Tools for Assessment Analysis				
Analysis Tool	Weight	Key Questions	Score (1-5)	Performance Score (Weight x Score)
Relevance	0.25	<ul style="list-style-type: none"> ○ Can the program/activity/project achieve its objectives and targets in accordance with the plans/expectations, quantitatively or qualitatively? ○ Can the objectives and targets of the program/activity/project, which have been achieved, address existing problems? ○ If it has not fully met the expectations, what is the approximate percentage of the achievements? 		
Effectivity	0.25	<ul style="list-style-type: none"> ○ Are the approaches or measures used in the 		

		<p>program/activity/project suitable in order to achieve the objectives and targets?</p> <ul style="list-style-type: none"> ○ Are the approaches or measures in conducting the program/activity/project corresponds to the accepted standards or requirements? ○ Are the number and capacity of public agency handling the program/activity/project adequate? ○ Are the community outreach programs, especially to the beneficiaries of the program/activity/project, being carried out optimally? 		
Efficiency	0.25	<ul style="list-style-type: none"> ○ Can the program/activity/project met its objectives and targets according to the plans/expectations? ○ If it has not fully met the expectations, what is the approximate percentage of the achievements? ○ Has the program/activity/project fully utilize all resources, both human resources and funding, fo achieve its objectives and targets? ○ What is the percentage of its budget uptake? ○ With the available budget, can the program/activity/project achieve more than what has been planned/expected? 		
Impact	0.25	<ul style="list-style-type: none"> ○ If the program/ activity/project has given positive impacts for the beneficiaries, both in terms of socio-economic and environment condition, how large is the impact? ○ If the program/activity/project has given negative impacts for the beneficiaries, both in terms of socio-economic and environment condition, how severe is the problems caused? 		
Total				

Table 8. Tools for Analyzing Public Service Performance Assessment

Analysis Tools	Weight	Key Questions	Score (1-5)	Performance Value (Weight x Score)
Relevance	0.25	<ul style="list-style-type: none"> Has the public service achieve its objectives and targets in accordance with the plans/expectations, both in terms of quantity and quality? Can the achieved public service address existing problems? If it has not fully met the expectations, what is the percentage of the achievements? 		
Effectivity	0.25	<ul style="list-style-type: none"> Are the approaches or methods used in the provision of public service appropriate to achieve its objectives and targets? Are the approaches or methods used in the provision of public services comply with the accepted standards or conditions? Are the number and capacity of the public officials handling public service sufficient? Has the community involvement, especially the beneficiaries, been maximized in improving the quality of public service? 		
Efficiency	0.25	<ul style="list-style-type: none"> Has the public service achieved its planned/expected objectives and targets? If it has not fully met the expectations, what is the percentage of the achievements? Has the public service fully utilized its resources, both human resources and funds, in achieving its objectives and targets? 		

		<ul style="list-style-type: none"> ○ What is the percentage of its budget uptake? ○ With the available budget, can the program/activity/project achieve more than what has been planned/expected? 		
Impact	0.25	<ul style="list-style-type: none"> ○ If the program/ activity/project has given positive impacts for the beneficiaries, both in terms of socio-economic and environment condition, how large is the impact? ○ Has the public service given negative impact to the community? ○ If the program/activity/project has given negative impacts for the beneficiaries, both in terms of socio-economic ○ and environment condition, how severe is the problems caused? 		
Total				

III. FOLLOW-UP ACTIONS

After the performance value assessment process as mentioned above has been completed, a list of recommendations will be compiled to be submitted to the government (executive and legislative).

Important things to note in the performance assessment process described above:

1. The performance assessment process must be conducted in collaboration with the stakeholders, in particular the beneficiaries, in a focused discussion. As previously explained, social audit is a participatory, transparent, and accountable process, thus, all decision making should involve the stakeholders. All of the performance assessment process, from the assessment of each analysis tools, scoring, to the implementation of the results, should be conducted in a participatory manner within a discussion forum.
1. The weight of each analysis tools shall be adjusted to the interests and needs of the community, for example, if impact analysis is considered more important than other analysis, the weight shall be made higher than the others by reducing the value of the other analytical tools.

Information Dissemination

The information dissemination is conducted in order to deliver and inform the results of the performance monitoring and assessment process to the stakeholders, in particular the beneficiaries. The results of performance monitoring and assessment process shall be prepared in a simple visual format, according to the education level and the capability of community stakeholders or beneficiaries of public services.

Information dissemination can be conducted by the following measures:

1. Dissemination of information through public media, such as newspapers, radio, television, public bulletin boards, and similar tools.
2. Dissemination of information using simple brochures or leaflets, distributed from home to home.
3. If Internet is accessible and well understood by the community, social media networks, such as Facebook and Twitter can be utilized.
4. Hold meetings with stakeholders, in particular the beneficiaries, to disseminate the results of monitoring and performance assessment process.

Other target groups outside the beneficiaries shall be based on the stakeholder partnership analysis result. All identified stakeholders must receive information on the performance monitoring and assessment result, except the stakeholders with no partnership potential. However, they also shall be able to receive the information, if necessary.

Public Hearing

Public hearing is conducted through a meeting forum between stakeholders, especially beneficiaries, with public institutions that are responsible of and handle the programs/activities/projects, policies, and/or public services, as well as the policy makers; in this case the local leaders and legislators. The purpose of this public hearing is to clarify and confirm the performance monitoring and assessment results to the public institutions that are responsible of and handle the programs/activities/projects, policies, and/or public services, as well as the policy makers, in this case the local leaders and legislators.

The parties that should be involved or invited to the hearing consist of:

- Beneficiaries and accompanying volunteers
- Expert panels, consisting of community leaders, academia, and professional associations.
- National and local media
- Government officials in charge of the programs/activities/projects, policies, and/or public services.
- Policy makers, in this case the local leaders and legislators.
- General public, especially the stakeholders that have been identified through stakeholder analysis (including the tactical and strategic alliance/coalition).

Advocacy on Social Audit Results

Advocacy on the monitoring results of Cek Sekolah Ku is an organized and collective effort to initiate and encourage the commitment or agreement of the government to follow up the performance monitoring and evaluation results that are delivered at the public hearing. Advocacy is carried out to anticipate cases where the government is too slow in following up the recommendations, or even ignore it completely.

Several important things to be carried out in conducting advocacy on social audit results are:

1. Plan the Advocacy Strategy.
2. Organize the beneficiaries, including role distribution in advocacy.

3. Build strong relationship with the media to gain public opinion.
4. Inflict public pressure on the officials, to encourage them in dealing with complaints and audit results as soon as possible.
5. Build relationships and communication with the relevant legislative members according to their function as executive performance supervisor.
6. Conduct further investigation (if necessary).
7. Prepare and deliver progress reports to the beneficiaries on how the government officials handle complaints and social audit results in Cek Sekolah Ku.