

# 2006年インドネシア大地震後のブロックグラント・提案書形式による前期中等教育復興活動の事例研究

## Case Study on Block-grant and Proposal-based Activity Approach in Reconstructing Lower Secondary Education after the Great Indonesian Earthquake of 2006

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### ABSTRACT

本研究の目的は、2006年に発生した中部ジャワ大震災の後に実施されたバントゥル緊急支援プログラム（Bantul Emergency Programme, BEP）のインパクト、ならびに課題について議論することにある。BEPの一環として、参加型計画がブロックグラント事業について行われた。そのため、人々が活動を自主的に計画し、実施することが推進された。加えて、BEPでは、学校や行政、大学などの諸機関が連携して

迅速な活動実施にあたった。さらに、対象地域では教育活動が迅速に復旧され、また地域の関心も回復し、教員の現職研修などの通常の教育発展のための活動も再開された。

The objective of this paper is to discuss the impacts and issues of the Bantul Emergency Programme (BEP), implemented in Indonesia after the great earthquake of 2006. As part of the BEP, participatory planning activities were conducted with a block grant. Thus, people could voluntarily design and conduct activities. In addition, under the BEP, schools, administrations and universities collaborated to enable the smooth execution of the programme. Moreover, education in the targeted area has rapidly recovered and local interest has been revived, thus smoothly transiting back to ordinary educational developmental activities such as teacher professional development.

## 1. INTRODUCTION

With respect to the issues of natural disasters and school education, Nicholai and Triplehorn (2003) claim that emergency education programmes take place ‘in situations where children lack access to their national and community education systems due to the occurrence of complex emergencies or natural disasters’. Aguilar and Retamal (1998) introduce three phases of educational responses during an emergency. The first phase is the recreational/preparatory one, in which community members are mobilised to initiate activities such as games and sports. In this phase, community members are also trained in needs assessment. The second phase is devoted to non-formal schooling, where basic literacy, numeracy and life skills are taught. The third phase involves the reintroduction of a curriculum with which both teachers and students are familiar. Finally, Kagawa (2006) notes that even immediate interventions for the purpose of emergency education should be based on the visions of long-term comprehensive development of society, in consultation with the local people. The Inter-Agency Network for Education in Emergencies (2004) also states, ‘effective emergency education programmes are based on a thorough understanding of the crisis-affected community and its active involvement in the design of the programme,’ because active

involvement of the community facilitates the identification of community-specific education issues and the effective strategies to address them as well as to identify and mobilise local resources within a community, based on consensus and support for education programmes.

The literature above, however, has limitations and restraints: it tends to be theoretical and lacks analysis on concrete cases. It should be noted that there is still a very limited collection of academic literature with examination on concrete cases in the field of educational management during and after a disaster, even regarding the cases in developed countries. Although there are articles pertaining to Katrina (Berub and Katz, 2005; Cook, 2006; Elliot and Taylor, 2006; Hardy 2006a, 2006b; Vail, 2006), or Hanshin Earthquake (Hashimoto, 1997; Kaneyoshi, 2004; Ogawa, 1997), they tend to be portrayals and not to have deep academic analysis. Further, there is an extreme scarcity of research on cases from developing countries. Although Nath (2006) discusses this issue from the perspective of prevention in the Indian context, the arguments are theoretical and not necessarily in depth analyses of real cases.

Therefore, it is necessary to probe a case in a developing country from the perspective of administrative management. Since it is necessary to deal with a case in a developing country from

the perspective of administrative management, this study will examine the case of an intervention under an international project in an earthquake of 2006 in Yogyakarta Special Province, Indonesia. The case will be taken from experiences in an international project, named Bantul Emergency Programme under the Programme for Strengthening In-service Teacher Training of Mathematics and Science at Junior Secondary Level (SISTTEMS). Both the Indonesian government and Japan International Cooperation Agency (JICA) have headed this project

This paper discusses an international collaboration effort in rebuilding the lower secondary education system in Bantul right after the earthquake in 2006. The collaboration, named Bantul Emergency Programme (BEP) under the Programme for Strengthening In-service Teacher Training of Mathematics and Science at Junior Secondary Level (SISTTEMS). Both the Indonesian government and Japan International Cooperation Agency (JICA) have headed this project.

## 2. Methods

On 27 May 2006, an earthquake hit the Yogyakarta and Central Java provinces and caused devastating damages to the area. Bantul district of Yogyakarta Province, which is the focus of this study, was the epicentre and severely damaged as a result. According to preliminary reports, approximately 4,000 people were killed in that district. The areas that lie along the fault line, in particular, sustained destructive damages. Approximately 170 teachers and 459 students of the schools under the Ministry of National Education (MONE) were killed (66 were junior high school students), according to the Bantul District Education Office (DEO). If religious schools falling under the jurisdiction of Ministry of Religious Affairs (MORA) are included, the death toll will increase. In addition, there was extensive damage caused to educational

facilities: 70% of approximately 400 primary schools could not be used, 12% of junior high schools were completely destroyed and 43% of the total number of schools were heavily damaged. To respond the emergency situation and the wills of DEO and MONE, Japan International Cooperation Agency (JICA) decided to implement a special program to rebuild schools. Turning to the design of the study, this paper will employ the methodology of the case study as an analytical method (Cohen et al., 2000; Creswell, 1998). Thus, it will provide an in-depth description and interpretation of the processes of the BEP activities in Bantul. In particular, focused discussions on thematic issues found in the results of the observations are presented. The present study is based on participatory observation: the data was collected through journals based on observations and interviews over a period of approximately 11 months, between May 2006 and March 2007.

The authors participated in SISTTEMS as team members—the first and second authors are of Japanese origin and the third author is of Indonesian origin. The first author visited Bantul for one month, spread over two time periods: August–September 2006 and January–February 2007. The second author worked in Bantul for a period of three months to coordinate local facilitators for the project activities in Bantul; the visit was divided into four time periods: August–October 2006, December 2006, January 2007 and February 2007. The third author was engaged by the BEP and SISTTEMS to conduct activities throughout the entire period, in charge of coordinating all the field facilitators belonging to bodies ranging from universities, to intermediate universities and local schools and committees.

## 3. CASE: BEP

Bantul is one of the three target districts located in the Java island for SISTTEMS: Sumedang in

the West Java Province, Pasuruan in the East Java Province and Bantul in the Yogyakarta Special Province. Following the outbreak of the earthquake, many international and national donors provided emergency aid to the schools and delivered materials such as tents and food (United Nations Office for the Coordination of Humanitarian Affairs (UNOCHA), 2006). The Japanese government also delivered tents to schools. However, soon after they finished delivering the goods, most of the donors vacated Bantul and this could have been why DEO officials strongly requested JICA to conduct BEP as a part of SISTTEMS in their areas.

Based on the Bantul DEO's request, JICA decided to conduct the BEP as a special programme, using the approach developed in another technical cooperation programme, the Regional Education Development and Improvement Programme (REDIP). The REDIP has been implemented in Indonesia since 1999 to improve the access to and quality of education in junior high schools. Under the REDIP, all schools and the sub-district education committees (TPK) in the target regions receive block grants for proposal-based activities; beneficiaries then plan, implement and report the activities.

### Mechanism of BEP

Here, the mechanism of the BEP will be explained. One special feature of BEP is all the junior high schools were recipients of aid regardless of the ministry they belong to, namely, the MONE and MORA, or whether the schools are public or private. In the following subsections, further details will be provided regarding the actors, the mechanism of fund allocation and disbursement, and the implementation of activities.

In the REDIP system, TPK and School team become the main actors for activities. TPK proposes activities at the sub-district level while a school proposes activities at school-level. In each sub-district, TPK was established consisting of

school principals, teachers and local educational stakeholders as its members. A treasurer and an internal auditor were also appointed to ensure the transparency and accountability. In two cases, two sub-districts were combined since the number of member school was too small. TPK members met twice a month, on average, to prepare and implement activities. TPK meetings were held at schools that were minimally affected but in a case when a proper meeting room could not be secured, the meetings were conducted in a corridor or in an open public space.

School teams (*Tim Sekolah*) were simultaneously established at the 106 targeted schools. A school team comprised of the existing school committee (teachers, parents and community representatives) and the school principal. Similar to the TPKs, a treasurer and an internal auditor were placed in the school team to ensure financial accountability.

Finally, the JICA expert team subcontracted to the Faculty of Mathematics and Science, State University of Yogyakarta (FMIPA UNY), to ensure facilitation of the BEP. This was because the faculty members of the FMIPA UNY were going to function as resource persons to assist with the in-service training under SISTTEMS. With the suspension of in-service training activities, it was unanimously agreed that the human resources of the FMIPA UNY would serve as facilitators for the BEP. Further, the FMIPA UNY selected one local coordinator and sixteen lecturers and assigned them to work as facilitators in Bantul. A facilitator was assigned to a specific sub-district to assist its schools and the TPK with their proposal-based activities. The facilitators assisted in proposal writing, facilitating TPK meetings, advising the TPK and schools, monitoring proposal-based activities and supervising the preparation of the financial and activity report.

Regarding the BEP's mechanism of fund allocation and disbursement, both TPKs and schools submitted their proposals to the Bantul DEO and

JICA expert team. After the appraisal and approval of the proposals, the funds were disbursed to the schools and TPKs. The total amount of the funds was 3 billion Indonesian rupiah, approximately equivalent to USD 332,810, according to the official exchange rate by the JICA (in August 2006).

On average, each TPK or school team met three to four times and discussed the sub-district and school education problems and their solutions, proposed necessary activities, and completed their proposals. Then, all the schools and TPKs implemented their activities for a period of four months, from 1 October 2006 to 31 January 2007.

### Activities

Turning to the types of activities conducted at the school level, a large number of school buildings were inevitably rehabilitated with BEP support. For many schools, the first priority was to create space in order to secure a sufficient number of classrooms. Depending on the extent of the damages, there were two types of approaches to using the BEP funds for rehabilitating buildings. If the damage was limited, rehabilitation of the school building, including its classrooms, library, science laboratory, school boundaries and toilets, was carried out. If the damage to the classrooms was too extensive, emergency classrooms were constructed or small-scale construction was carried out.

Apart from the rehabilitation of buildings, many activities were conducted and materials were procured in a flexible manner. For example, essential teaching aids and facilities were provided, such as textbooks, teaching materials and computers. At the same time, student competitions on subjects, sports, religion and art were conducted for the purpose of motivating students towards learning. Moreover, a certain number of schools also conducted trauma counselling with the support of the BEP. Thus, it can be concluded that the flexible way in which the BEP funds were utilised to their fullest extent

promoted the procurement of items and organisation of activities, based on the needs of the schools and TPKs.

## 4. ANALYSIS

During the process of implementation, the authors recognised some important issues in regard to administrative management of emergency programme in education. The issues can be categorised as following two thematic points: (1) uniqueness in BEP and (2) challenges in BEP. Thus, these issues in the BEP will be analysed as below.

### Uniqueness in BEP

First, compared to the aid provided by other donors, it should be underlined that the uniqueness of the BEP lay in the assistance that was provided in the form of block grants. There were several advantages in the cooperation that resulted from block grants. These benefits are listed as follows: (1) flexibility depending on the actual situation, (2) transparency and accountability and (3) broader partnership among stakeholders. With respect to flexibility, the nature of participatory bottom-up planning in the BEP enabled people to voluntarily prepare plans based on the needs and conditions of the schools or sub-districts, without being unified into particular schemes dictated by the donor agency. Thus, the activities themselves were not confined solely to the rehabilitation of buildings but covered the procurement of equipments and even the professional development activities of teachers. Since the schools and TPKs could choose their own activities, they were able to focus on the most effective and necessary activities and avoid duplication of the assistance already provided by another donor. Moreover, since the planners and implementers were also the beneficiaries, their initiatives were maximally valued. Kagawa (2006) points out that there is a significant power imbalance

between international agencies (donor and aid agencies) and national organisations in emergency-affected situations; further, although this is a challenging situation, it is also critically important because it facilitates the participation of the local people in decision-making processes. In that sense, the BEP was significant in terms of promoting local participation to overcome the emergency situation.

In contrast, many national and international donors, including the Indonesian government, provided assistance in a very short time and in a uniformed manner (UNOCHA, 2006). Such aid was generally provided in the form of construction, procurement of goods or the dispatch of necessary experts like doctors, as demonstrated in the case of Katarina (Hardy, 2006b) or in developing countries (Aguilar and Retamal, 1998). Moreover, the donors' support tended to be temporary and short-term in nature, barely spanning several months.

Moreover, by establishing TPKs and School Teams, various stakeholders were included in decision-making processes at each stage of their activities. This transparency was very different from the usual customs of schools—they tend to be closed and cut off from external society (Bjork, 2005). In addition, reports were checked by internal auditors, namely the head of the school committee, and external auditors such as the DEO, JICA expert team and FMIPA UNY faculty members. Thus, the schools and TPKs themselves secured the transparency of and accountability towards stakeholders, including community members and the donor agency.

Third, there was improvement in the relationship among the stakeholders such as junior high schools, the DEO, the FMIPA UNY and the community by the BEP. The relationship among the schools in each sub-district improved especially between the schools under the jurisdiction of MONE and the schools under the jurisdiction of MORA. Whereas they had few opportunities to communicate, as a result

of frequent meeting for TPK activities, they share and discuss the common issues surrounding their schools. Also, the partnership of schools and Bantul DEO and FMIPA UNY improved. Typically, as Saito et al. (2006, 2007) point out, university faculty members tend to act authoritatively towards teachers although ideally their relationship should be equal. Further, Bjork (2005) also makes a point about the belief that administrators are superior to teachers in a school. However, in the case of BEP, the members of TPKs and School Teams took the control of their activities, and the DEO officers and the UNY members maintained their roles as advisers.

### Challenges in BEP

Then, the BEP also has some limitations and challenges. These challenges can be roughly categorised into the following three issues: time constraints, fund amount and labour costs. First, it is admitted that in terms of quick delivery of materials, the BEP was slower than other agencies. This is because the funds could be distributed only after going through the time-consuming process in preparing and appraising of proposals. Thus, the immediate needs such as clothes or food should be secured from other sources. In other words, the BEP should be combined with other more immediate assistances. Also, it is necessary to consider how much time is needed to prepare people for the transition from the recovery to the ordinary developmental stages.

Second, the amount provided by the block grant for each school and TPK was only enough to conduct small-scale activities. The average amount for a block grant is approximately 25 million rupiah, or roughly USD 2,500 per school. Thus, despite the flexibility of its usage, if the school wanted to conduct large-scale activities such as the reconstruction of classrooms, the BEP block grant was insufficient. Most schools relied on other sources of fund for reconstruction of the school



buildings.

Finally, there is the issue of labour costs. As mentioned above, preparing an activity plan is a time-consuming process. The school committee members and TPK members need to estimate costs by accumulating market prices and presenting all the information in the format of a proposal. Thus, they are required to spend a large amount of time on preparation in order to ensure accuracy. Moreover, facilitators play an important role in this process, guiding the people to design activities in an appropriate manner. This time, university faculty members, who are considered to be resourceful, were engaged in the activities. The facilitators themselves should also be patient in guiding the people. Furthermore, the DEO officers and JICA expert team appraised the accuracy of the proposals, which require careful scrutiny in order to ensure accountability and transparency. In conclusion, the BEP should be considered a very labour-intensive activity and the stakeholders should take into consideration its difficulties when deciding on its execution.

## 5. CONCLUSION

The objective of this paper was to discuss the impacts and issues of the BEP as a case of an emergency assistance programme. In the BEP, the block grant approach and participatory planning were used. To summarise the discussion, the BEP differs from other emergency relief programmes since it enables people to voluntarily design and conduct activities based on their needs. However, considering the limitation of the BEP as being time-consuming, it should be combined with other relief activities. Under the BEP, each actors coordinated and collaborated execute the programme smoothly.

This research has a significant limitation: it has dealt with overall framework of the programme. It has not explored the actual happenings in the

classrooms and schools. Thus, there should be a trace on how educators and administrators in Bantul are engaged in LS as a successive activity of the BEP. Second, more detailed ethnographical studies should be conducted on both teachers and students, or even including schools as organisations, regarding their experiences throughout this disaster.

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