

Bandung City, Indonesia // Analysis of the Interface Between UKS and SBM



Analysis of the Interface between Usaha Kesehatan Sekolah (UKS) Program and School-Based Management (SBM)

From April to August 2016, SEAMEO INNOTECH and GIZ, in coordination with the UKS coordinating team of the City of Bandung, jointly conducted a study to describe and analyze the structures, processes, roles and responsibilities involved at the interface between the UKS program and School-Based Management (SBM). Group interviews were conducted with UKS teams at city, subdistrict, and school levels, supported by a review of the 2014 versions of the UKS Joint Agreement and the UKS Guidelines of the Ministry of Education and Culture (MoEC). The study was conducted to inform strategies for sustainably scaling up the Fit for School Program in Bandung as a model for West Java and other parts of Indonesia.

Underlying SBM Concept

The World Bank SBM Framework for Indonesia proposes a framework based on Participation, Transparency and Accountability, and Autonomy.¹ UKS program implementation and management on school level have been analyzed from the perspective of the above-mentioned SBM aspects.

¹ Vernez, Georges; Karam, Rita; Marshall, Jeffery. 2012. Implementation of school-based management in Indonesia. Jakarta, World Bank. <http://documents.worldbank.org/curated/en/537441468042883853/Implementation-of-school-based-management-in-Indonesia>

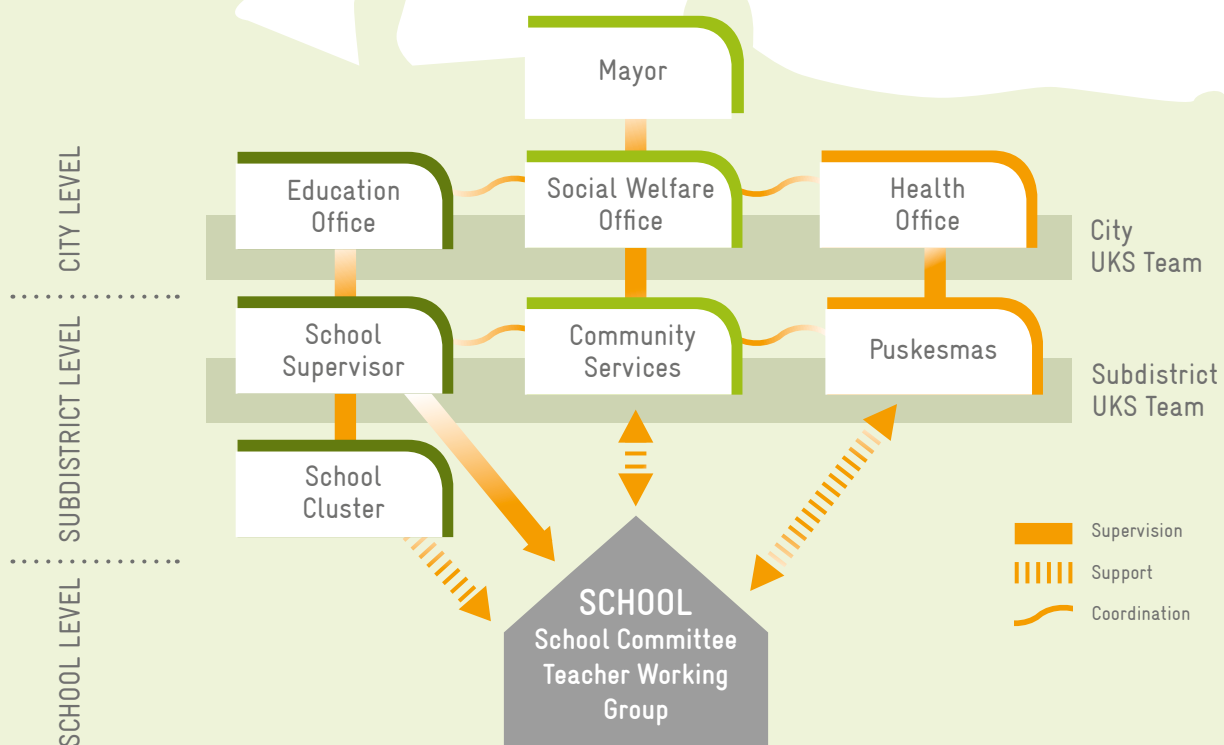
The UKS Program in Bandung

The UKS Program in Indonesia aims to improve the quality of education and students' achievement by practicing a clean and healthy lifestyle and creating a healthy environment for students, with pillars consisting of health education, health services, and healthy school environment. Its guidelines provide a comprehensive menu of activities, allowing schools to choose what is most needed in their context. The Program promotes inter-sectoral collaboration for school health between the Ministry of Education and Culture, the Ministry of Health, the Ministry of Religious Affairs, and the Ministry of Home Affairs with coordination teams at national, provincial, district and subdistrict levels.

Indonesia has one of the most decentralized educational management systems in Southeast Asia. Under decentralization, schools have the autonomy to prioritize which UKS activities to implement in their schools, including the level of financial and human resources to be allocated to be each program. School principals thus play a critical role when it comes to UKS program implementation. This is evident from the experience of UKS implementation in the City of Bandung. In schools where a principal embraces and champions school health as a critical dimension of

their work as an instructional leader, the UKS programs are observed to have greater chance of success and positive impact. In other schools, where principals view UKS as merely an additional extracurricular program that competes with other school activities, City UKS team members can experience challenges in ensuring effective school health program implementation is achieved. The National Education System Act mandates the establishment of School Committees to support community participation in school-based management. School Committees provide support in raising funds for schools and advocating to other parents. While parents are oftentimes involved in supporting school-based planning and fund raising for school activities, they are not always involved in other aspects of program implementation like monitoring and evaluation.

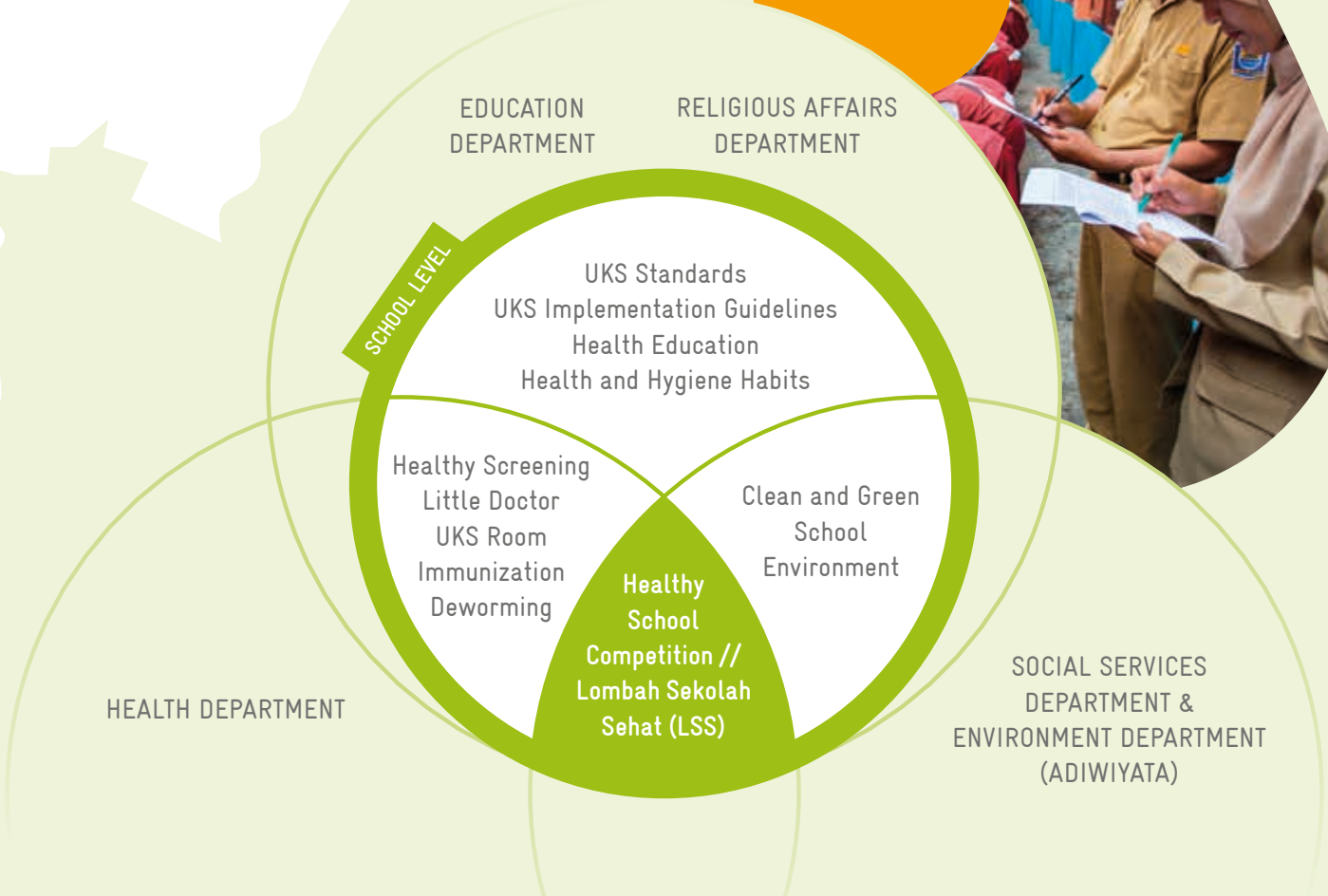
At the subdistrict level, the department of social service coordinates the UKS team while health services, technical assistance and trainings are mostly delivered by the community health center (Puskemas). At the City level, the Social Welfare Office coordinates the UKS team and reports the status of UKS implementation to the Mayor. In the absence of any joint UKS M&E system, however, it is at times challenging to consolidate reports from the different sectors, given differences in report formats. The Health Office manages the health Centers and monitors the delivery of school health services, while the Education Office grants the UKS team authority over the schools by proxy.



The four departments are responsible for their respective UKS activities, which they run in parallel. In terms of joint UKS activities, the common interface of these departments is the Healthy School Competition (Lombah Sekolah Sehat or LSS). Despite the fact that the LSS is not mentioned in the UKS Joint Agreement nor in the UKS Implementation Guidelines from the MoEC, it is central to the work of the UKS Teams and greatly influences the allocation of time, effort and resources. Since the departments work together to groom selected schools for the annual LSS, the activity mainly benefits the schools chosen for the competition, which are in most cases high performing and awarded schools. Thus while LSS-competing schools serve as learning models, the LSS provides less incentive for non-competing schools to meet UKS standards.

Other UKS related programs and activities are under the responsibility of one of the four involved sectors/ departments. While this set up is manageable for programs that require one-time or annual efforts like the health screening or deworming conducted by the health sector, it is more challenging for programs which require recurring efforts and are closer linked to school based-management (e.g., cleaning school grounds, daily hygiene activities, and operation and maintenance of sanitation facilities).

RESPONSIBILITIES:
UKS ACTIVITIES



HEALTH DEPARTMENT

EDUCATION DEPARTMENT

RELIGIOUS AFFAIRS DEPARTMENT

SOCIAL SERVICES DEPARTMENT & ENVIRONMENT DEPARTMENT (ADIWIYATA)

SCHOOL LEVEL

UKS Standards
UKS Implementation Guidelines
Health Education
Health and Hygiene Habits

Healthy Screening
Little Doctor
UKS Room
Immunization
Deworming

Clean and Green School Environment

Healthy School Competition // Lombah Sekolah Sehat (LSS)

Discussion

Autonomy & Leadership

The highly decentralized model of school management provides great opportunities for engaging school leaders as champions of UKS implementation. However, this requires that school heads are knowledgeable and aware of the importance of health aspects to achieve education outcomes and overall child development, and that school heads are committed to implement related programs and activities. This involves highlighting the critical role that UKS interventions play in achieving holistic child development and improving learning outcomes. It is envisioned that such an advocacy will help enhance support of school heads for UKS implementation as an important strategy for effective instructional leadership and school improvement. The District and City level UKS teams play a critical role in this advocacy process.

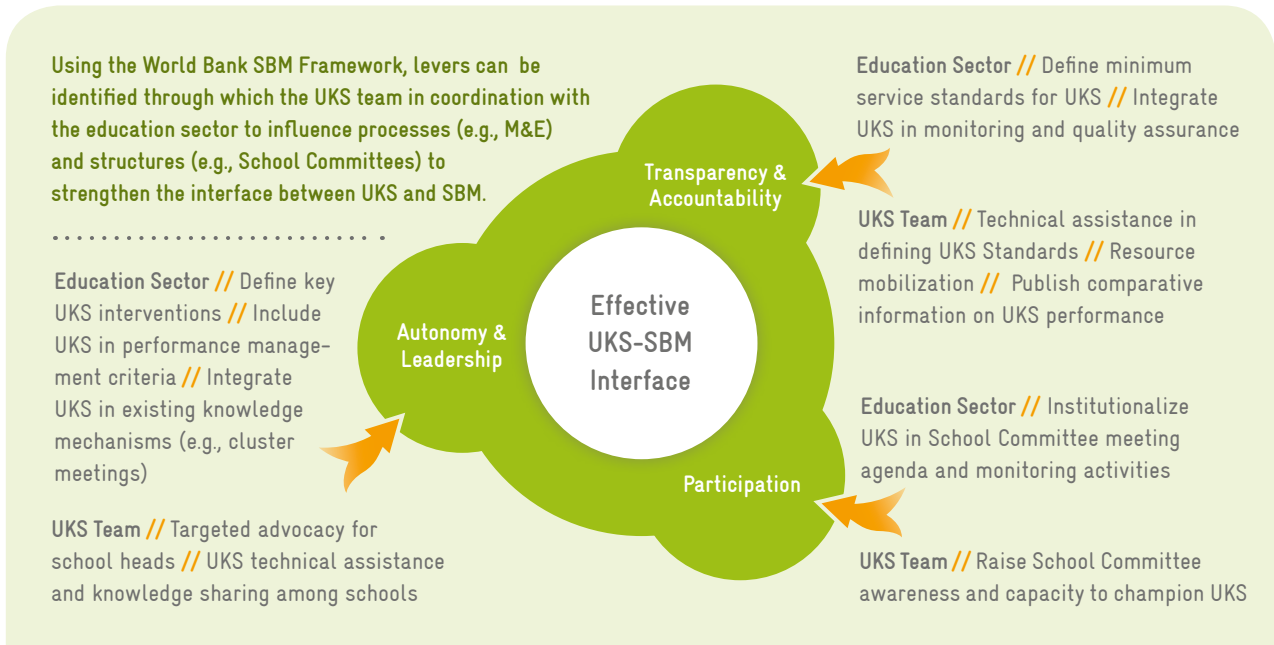
Participation

Parents and School Committees are in some cases involved in the planning of and fund raising for UKS activities. There are many good examples that should be further documented and shared amongst schools. The involvement and active participation of parents and school communities can be further strengthened by UKS teams and school heads actively raising awareness and reaching out to parents and school committees (e.g. make UKS part of the school committee agenda), to improve these programs, and to transform schools into healthy places, which is related again to the integration of UKS in SBM. A more systematic involvement of parents and school communities in the monitoring of UKS activities in schools could further increase participation and awareness and at the same time increase transparency and accountability.

Transparency & Accountability

The importance of school health interventions in effective school management can also be given more emphasis if key UKS indicators are monitored as part of school heads' annual performance evaluation. As mentioned earlier, for certain recurring UKS programs and activities, like aspects that are integrated in the daily school routines, SBM and the involvement of the education sector is even more crucial. The integration of specific aspects of UKS implementation in the monitoring and quality assurance system of the education sector or local government structures can be a way to give further importance to the topic and ensure implementation quality and to meet the basic rights of children. With this approach, the Education Department's engagement in the M&E system for UKS can be further strengthened so that the programs impact on child development can be better supervised and documented. Improved and integrated monitoring mechanisms could also help to further utilize the full potential of the intersectoral character of UKS.

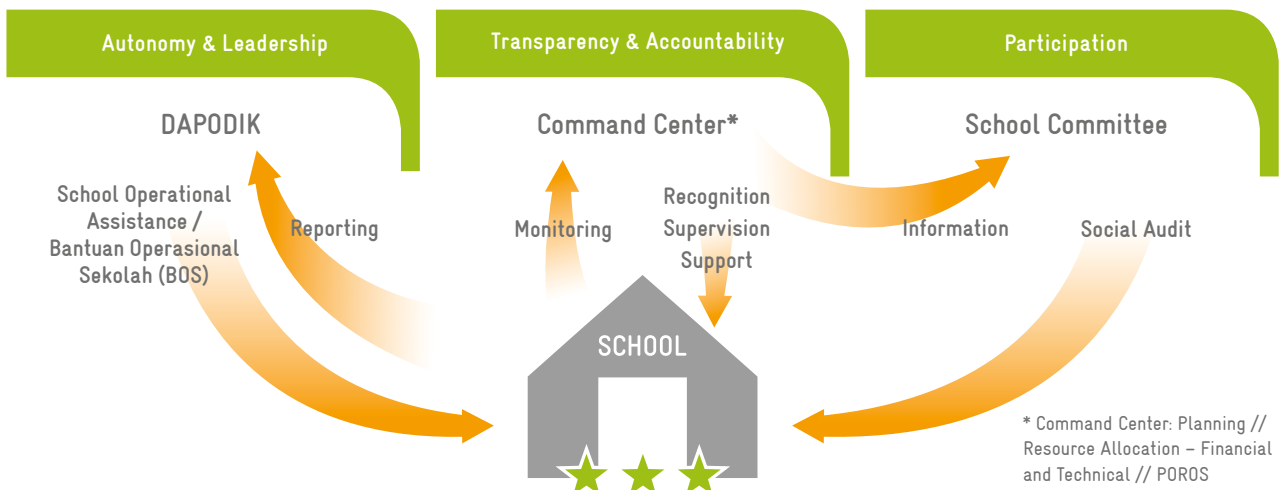
Recommendations



Towards Enhanced Quality and Effectiveness

The key to the operationalization of this framework lies in a performance management system that integrates M&E processes with transparency and accountability mechanisms. Guided by the preliminary findings of this study, the Fit for School Program supports the Bandung UKS team with the development of an online Performance Recognition System (POROS) based on the 3-Star Approach for WASH in Schools (WinS). By making school performance transparent to all, POROS was designed to drive accountability for WinS by recognizing the step-wise achievement of WinS and UKS milestones. While it currently acts as a performance management tool,

POROS can be further optimized to inform city planning, the allocation of financial and technical support, and feed into other systems that use WinS and UKS data, such as the Education Information System or DAPODIK. DAPODIK measures the attainment of national indicators for education and reflects whether the autonomy given to schools under decentralization is properly exercised to achieve education sector goals. Aligning POROS with DAPODIK will not only ensure that data is harmonized, but also aligns the local efforts with national goals. Finally, the established structure for participation, which is the School Committee, can be familiarized with POROS data to increase the public demand for better WinS, and strengthen the accountability of the schools to the communities that they serve.





Conclusion

Strengthening the interface between UKS and SBM offers possibilities for enhancing the quality and scale of UKS programs, and school health management in general.

SBM levers of transparency, accountability, participation, and autonomy can be strengthened to motivate school heads to improve the quality of UKS implementation.

A functioning performance management system that integrates M&E processes with transparency, accountability, and participation mechanisms may be established to operationalize this SBM Framework.

The UKS performance management system (POROS) should be harmonized with national information systems (DAPODIK) to align local efforts with national goals.

Given the high autonomy of school heads, empowering the School Committee to audit school performance builds social accountability.

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