

Education Sector - Analytical and
Capacity Development Partnership
Indonesia
Mid-term Review

Final Report

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List of Abbreviations

ACDP	Analytical & Capacity Development Partnership
ADB	Asian Development Bank
APPR	Annual Partnership Performance Report
ATOG	ACDP Technical oversight Group
Balitbang	National Office for Research & Development (<i>Badan Penyelidikan dan Pengembangan</i>)
Bappenas	National Development Planning Agency (<i>Badan Perencanaan Pembangunan Nasional</i>)
BOS	School Operational Assistance Fund
CSO	Civil Society Organization
DAC	Development Assistance Committee
DFAT	Australian Department for Foreign Affairs & Trade
EFA	Education for All
EPRA	Education Policy Research in Aceh
ES	Education Sector
ESSP	Education Sector Support Programme
EU	European Union
EUD	Delegation of the European Union to Indonesia, Brunei Darussalam and ASEAN
IEPRP	Indonesian Educational Policy Research Partnership
KKG	Teachers Working Group
LT	Long term
LTR	Long Term Research
MDG	Millennium Development Goals
M&E	Monitoring and Evaluation
MoEC	Ministry of Education and Culture
MoRA	Ministry of Religious Affairs
MSS	Minimum Service Standards
MT	Medium term
NER	Net Enrolment Rate
OECD	Organization for Economic Co-operation and Development
POM	Performance Oversight & Monitoring Contractor
PPP	Public Private Partnership (in financing of educational services)
Puslitjak	Centre for Policy Research (<i>Pusat Penyelidikan Kebijakan</i>)
Renstra	Education Strategic Plan
RRM	Rapid Response Mechanisms
RSBI	International Standards School (<i>Rintisan Sekolah Bertaraf Internasional</i>)
SEDIA	Support for Education Sector Development in Aceh
TVET	Technical and Vocational Education & Training

1 Executive Summary

i. Introduction

The Analytical and Capacity Development Partnership (ACDP) Indonesia is a facility to promote education sector-wide policy research and dialogue. This contributes to an enhanced long term impact of the Education Sector services as well as to the institutional and organisational reforms necessary to improve their effectiveness.

The European Union (EU) and the Australian Department for Foreign Affairs and Trade (DFAT) have provided US\$ 50 million to fund the implementation of ACDP over the five years of the Government’s planning cycle (2010-14). The Asian Development Bank (ADB), is the managing and administering agency¹ for implementing ACDP in collaboration with DFAT, EU and the Government of Indonesia (GoI). ACDP has two types of activities:

- Performing research work/studies; so far 44 such activities are at different stages of execution (as of October 2014).
- Organising and facilitating meetings, focus group discussions and workshops; so far 144 events with 4,849 participants coming from all involved stakeholders (Bappenas, MoEC, MoRA, Universities, Civil Society Organisations (CSOs), private educational actors, etc.),

Under the orientation of the Head of the Centre for Policy Research (Puslitjak) within the Office for Research and Development (Balitbang), ACDP has a permanent Secretariat at the Ministry of Education and Culture (MoEC). The ACDP Secretariat has a full time staff comprising of three international core advisors, 14 national research, communications, procurement and finance specialists and consultants recruited by selected contractors working in MoEC, MoRA and in the Aceh, Papua & NTT provinces. ACDP research activities are performed by teams of national and international advisors and researchers recruited by consulting firms, which are short-listed as eligible suppliers by the ADB. ACDP contracts are awarded through a tendering process managed and administered by the ADB.

ii. MTR Conclusions

Relevance

This criterion defines the extent to which these activities have been selected in relation to the *key educational issues* to which their outcomes and impact will contribute. To this effect, the mission has identified four educational issues: I-Accessibility; II-Quality; III-Employability (extent to which education meets labour market needs); IV-Sector Governance. The conclusions of the mid-term review regarding these issues are as follows:

- The distribution of the 44 studies so far (taking into account the educational issues they address and the policy priorities of the stakeholder which requested them) may appear slightly unbalanced at this stage: for example, the relative small proportion of studies on issues I & III respectively as compared to II & IV, with a large majority of studies on the issue of Governance and fewer topics related to accessibility and employability, (although some completed Governance studies might have generated additional results related to issues I and III, if properly assimilated by MoEC policy makers). Besides, only slightly above 10% of the 44 studies (5) deal with religious education and MoRA policy-making (even if some transversal MoEC studies might also interest MoRA).

- Seen from the “*policy making process*” angle, ACDP appears as a unique demand-driven mechanism which aims at assisting the authorities of the sector to select their educational policies through the systematic use of evidence-based researches. In that sense, the capacity building role of ACDP has been to transform MoEC technical & management staff’s mind-set to increase usage of evidence-based work rationale and practices. In this respect, most of the authorities met by the mission have

¹ In charge of managing the financial resources for recruiting contractors and ensuring the provision of the required services

expressed a clear vision of this “mental and cultural revolution” and their will to comply with its working consequences.

- In general terms, ACDP inscribes itself in the overall framework of both EU and DFAT strategic orientations of their cooperation². The majority of studies identified so far indeed address issues of *Governance* (EC & DFAT) and *Quality of General and VET Education* in general (EC) and of *Islamic Education* in particular (DFAT). Nevertheless, ACDP addresses to a lesser extent issues related to employability of basic and vocational and technical education (VET) graduates³ (EC) and the increase and optimization of financial resources to the education sector (EC).

Effectiveness

ACDP research is demand-driven and aligned with priorities of the government

The studies carried out under ACDP are driven by the explicit demands of the MoEC, MoRA and Bappenas and/or by key issues in Indonesian education that are considered by ACDP advisors, in consultation with its key stakeholders, to be high priority for the GoI. The mission has observed that most, if not all, of the studies undertaken by ACDP are of a demand-driven nature. The way in which the ACDP Secretariat positions itself when discussing potential studies and terms of reference, has ensured that the focus of ACDP studies are well aligned with the priorities of the GoI.

ACDP has developed good relations with, and is generally well regarded by, MoEC, MoRA and Bappenas

In general there seems to be strong support for the ACDP among key stakeholders in the MoEC, MoRA and Bappenas. There is a growing appreciation and eagerness for high quality research to facilitate and feed into the policy making process. ACDP has played an important role in contributing to this new way of thinking and, to some extent, the consistent organisational culture. Nevertheless, the level of communication/synergy between ACDP and Balitbang (Puslitjak in particular) is not high enough: for example, the perception in ACDP Secretariat being that the quality of Puslitjak research is insufficient while Puslitjak is of the opinion that ACDP is expensive, being more interested in results in terms of policy options than in the methodology and approach of ACDP researches and studies.

Good level of interaction between ACDP, donors and ADB

DFAT and EU are working well in the context of their limited local resources, providing input and feedback on ACDP-prepared ToRs and research outputs and ACDP Secretariat is responsive to DFAT / EU requests (e.g. further info / clarification). There is potentially scope for more interaction between parties earlier in the research design process to keep everyone informed and as a way of setting expectations, and this does not have to be time or labour intensive. ADB's role in ACDP is mainly to manage and administer the process and procedures for implementing ACDP activities (issuing tenders for selecting consultants, issuing contracts to the winner of the tender, managing the contracts with the consultants, etc.); nevertheless, ADB may express opinions to ACDP Secretariat about the contents/orientations of ACDP studies, when establishing the ToR of each study and selecting the contractor to implement it.

ACDP Results: What has been achieved so far?

- To date, ACDP has carried out research studies belonging to three categories: 1. Policy research studies; 2. Operational research papers/proposals for selective legislative/ regulatory reforms; and 3. Operational research papers/proposals for organisational change & capacity development. In terms of *responsiveness to the demand*, these studies are of two types: “*Rapid Response mechanisms*” (RRM)

² EC-Indonesia Country Strategy paper (2007-2013) and Australia Educational Partnership with Indonesia (2008-2013)

³ And associated issue of “transition from school to work” (EC)

for meeting emergency demands from higher authorities and “Long Term Research” (LTR), to provide evidence for alternative policy scenarios of development of Education Sector.

- Based on an analysis of ACDP research to date, approximately 30% can be considered as “Rapid Response” studies and 70% focus on longer term education research. This balance is deemed appropriate for a “think tank” type organisation like ACDP⁴. However, what is important is getting the balance right based on the education priorities of GoI. In this context the ACDP Secretariat should continue to take a “client” oriented approach. This entails reacting to the demands of its clients (e.g. MoEC, MoRA) and being a critical ally. For example, by providing objective guidance on the pros and cons (or the opportunity cost) of carrying out research in a particular way – often weighing up “responsiveness” against the depth and rigour of research.

- From its “systemic” findings, i.e. from establishing cross-references between priority educational issues and clusters of ACDP studies, the mission concludes that the GoI is going to rely more and more on research to inform evidence-based policy decision-making by providing alternative scenarios to respond to pending complex educational issues (a condition for ensuring *Quality* of the Sector); in this respect, the majority of ACDP stakeholders are of the opinion that methodologies, tools & techniques of ACDP studies and researches are of high quality and well thought through, thus ensuring a rigorous quality assurance throughout. But, in spite of their exigency for quality, GoI institutions require at the same time evidence and insight within short time frames and, in this context the mission concludes that on occasions research commissioned by ACDP might not have been used as much as it could have been due to timing and that the full appropriation of certain studies’ results by the policy makers has been hindered by a lack of consistent complementarity between ACDP studies.

- At the activity level the ACDP Secretariat does a good job at capturing information and monitoring all of its research; the cumulative approach taken to six monthly reports provides the reader with clear insight into everything undertaken. However, a lot more could be carried out at outcome level, in particular to ensure that research topics align with the key strategic issues of the Education sector development and to facilitate capacity building.

- Overall, given the above findings, the assessment of the mission (from a “review” rather than an “evaluation” perspective) with respect to the outputs and derived outcomes of the programme is that the ACDP programme, though in the 70% of its life cycle so far, has achieved its purpose to a relatively large extent, although a lot still remains to be done; in particular to make ACDP more of a “built-in” mechanism in the evidence-based educational policy making device, a condition which should also facilitate the transition of the GoI (Bappenas, MoEc & MoRA) to a sustainable post-ACDP organization.

Efficiency

ACDP will not utilise the entire allocated budget by December 2015 having committed only 50% to date

- In terms of *finances and budget*, EU and DFAT have committed funding amounting to close to 80% of the earmarked funds, but only 47% of the total grant commitments to support implementation of the ACDP through to December 2015 have been transferred so far from ADB to ACDP Secretariat and disbursed. Within these expenses, the operational management and core advisory team budgets have been committed (as at end June 2014) up to 90% (amounting to 22% of the budget, initially foreseen to be 11%) compared to only 44% of the Technical Cooperation services budget (ACDP projects), which account nevertheless for almost three quarters of the budget (73%). This is attributed to the fact the ACDP Secretariat plays a larger role than was originally anticipated in planning, coordination and supervision of implementation of projects to ensure the delivery of appropriate high quality research.

⁴ See among several books and articles on the subject (“think tanks”) in particular: Communicating complex ideas: translating research into practical social and policy changes- edited by Enrique Mendizabal – March 2014

- In terms of **procurement** for ACDP Technical Cooperation services, two consortia have so far carried out the vast majority of the work commissioned by ACDP. More specifically, 84% of the work by number of contracts launched and 88% of the work in terms of budget allocation. Added to this, the number of pre-qualified consortia under the ACDP has been reduced to five (there were originally eight but three have withdrawn) and enthusiasm among several consortia to submit proposals is diminishing. This is in part due to several issues linked to ADB rules and procedures, such as ADB Procurement Guidelines sometimes being unclear; lengthy and complicated process for Contract variations; ToRs for small component parts within larger contracts require somehow heavy supporting material (e.g. for workshops) although they may be sometimes justified (e.g. for large scale surveys). Two other conclusions made by the mission are: first, the current method of procurement is not set up for rapid response contracts, which need indeed to be turned around quickly so as to meet the needs of decision makers in GoI; second, ACDP has sometimes not been able to meet fee rates demanded by top international experts.

- ACDP is demonstrating **value for money** in terms of the quality and reliability of the ACDP secretariat, a strong approach to research design and sound financial management. Evidence suggests a cost-conscious and proportionate approach to the allocation of budget. At the same time, there are areas for improvement including the current procurement mechanism which is not generating “healthy competition” between shortlisted service providers. While there is solid measurement and monitoring of costs, inputs, activities, and outputs, little has been carried out by way of capturing of ACDP outcomes. This is an important factor in terms of providing a return on investment assessment for ACDP.

- In terms of the adequacy and appropriateness of **human resources**, the ACDP secretariat appears to be functioning quite well. A heavy workload has been reported particularly at certain points in the “research commissioning cycle” but this was not deemed to be unmanageable or to be adversely affecting ACDP staff or the outputs of the facility. At the same time the review has identified the need for more focus on communications and M&E. A replacement communications specialist has been recruited, but there remains a strong case for the existing ACDP Secretariat to recruit additional M&E expertise.

Visibility

Scope for more effective ACDP communication

- While there has been some focus on communicating and promoting ACDP (particularly in terms of organising and hosting workshops, seminars, stakeholder engagement and networking) there is widespread agreement among stakeholders that this requires more attention going forward. It has also been an issue raised by the ATOG who have recently requested “a continued and strengthened emphasis on the knowledge to policy through communications”. The ACDP Secretariat has recently recruited a communications manager and two communication assistants. These additional resources should bolster the ACDP’s capacity to refine and implement the existing ACDP communications strategy. In terms of a quick win, work on the ACDP website is already underway with new content due to be launched shortly.

Impact

Other results suggesting potential ACDP impacts

Although it is too early to assess the impact of the ACDP programme (only half way in terms of budget), the mission has observed some positive “spill over” effects which may open the way to *potential trends* able to trigger more ACDP outcomes beyond its objectives and purposes. Among them, the following conclusions can be provided:

- Capacity development of staff within the participating Ministries, which have benefitted from the guidance of ACDP advisors and developed their skills and knowledge in terms of good research;

- There is a general consensus that ACDP has brought staff in the MoEC , MoRA and Bappenas closer together, through the process of identifying the research to be carried out and implementing it involving collaboration between ministries which might not have occurred to the same extent in the absence of ACDP;
- ACDP studies have provided opportunities of skills transfers between international and national organisations/universities with dense flow of knowledge; this has benefitted Indonesian staff;
- Several studies (and dissemination events) have taken place at the request of Provincial governments and in these opportunities representatives of several departments have worked together in a more flexible way than would have been possible following routine practices.

iii. MTR Recommendations

The recommendations have been categorised into the areas of improving effectiveness, efficiency, visibility and ensuring sustainability. Those recommendations deemed particularly important have been marked as “Priority” and a timeframe for their implementation has been indicated.

Improving Effectiveness

1. Map ACDP research against key education issues

(Priority – Immediate & ongoing attention required)

The ACDP secretariat should map its research by the education issues or themes that have been or are likely to be covered by MoEC and MoRA, such as ECD, TVET (TVET(Technical and vocational education and training), Higher Education, Teacher quality, Teacher absenteeism, Student retention, Learning outcomes, Mother Tongue instruction etc. At a strategic level this would be useful information for the ACDP Secretariat and key stakeholders in:

- a) Demonstrating the scope and extent of the research being carried out under ACDP, and
- b) Identifying any significant policy & implementation gaps that could be considered as future research areas.

2. Focus on capturing ACDP results / outcomes

(Priority – Immediate & ongoing attention required)

The ACDP Secretariat should focus on capturing outcomes arising from the research generated through the facility. There is reliable monitoring of inputs, activities and outputs. However, there needs to be an increased emphasis on tracking, assessing ACDP outcomes particularly as this intervention represents a \$50 million investment by the EU and DFAT.

3. Invest in a core advisor with proven M&E expertise and experience

(Priority – Immediate & ongoing attention required)

The ACDP Secretariat should recruit a fourth core advisor with strong monitoring and evaluation skills, who will be in charge of developing a comprehensive M&E framework to begin systematically capturing ACDP results and helping its stakeholders to fully assimilate them.

4. Strengthen interaction with donors throughout the design process

The ACDP secretariat and donors should strengthen interaction during the research design process. At a practical level this does not have to be resource intensive and could take the form of an informal meeting to keep each other abreast of potential studies and working through ToRs.

Improving Efficiency

5. Develop a strategy to improve ACDP procurement

(Priority – Immediate & ongoing attention required)

It is recommended that the ADB consider how it can administer ACDP facility more effectively and efficiently within the constraints of its procurement regulations. It should consider the findings of this mid-term review and work with donors, the ACDP secretariat, and existing contractors to develop a strategy to improve ACDP procurement.

Improving Visibility

6. Increased focus on promotion and communication of ACDP

(Priority – Immediate & ongoing attention required)

The ACDP secretariat should focus on further developing the current communications strategy. Effectively communicating research is a key aspect of the knowledge to policy cycle and ACDP has developed some good networks and a good reputation within parts of MoEC, MoRA and Bappenas but there is scope to do more. More specifically, ACDP communications should focus on:

- a) Refining ACDP target audiences, key messages and channels.
- b) Being a 'trusted voice' within GoI, an objective and reliable entity, not seen to be pushing a political agenda.
- c) Making its research as accessible as possible to policy makers but also to universities, research centers and CSOs dedicated to social development and poverty reduction.
- d) Tracking developments in education from a GoI perspective but also through public opinion in terms of what the key issues / hot topics are.
- e) Ensuring a good level of visibility for EU and DFAT.

7. Work with other donor funded interventions for mutual benefit

It is recommended that ACDP engage with DFAT's *Knowledge Sector Initiative* programme, to get an in-depth understanding and appreciation of the intervention and to establish how the initiatives might benefit from one another.

Ensuring Sustainability

8. Optimise ACDP performance in the remaining 14 months and develop a sustainability strategy for what happens beyond December 2015

(Priority – Immediate & ongoing attention required)

It is recommended that the donors, the ADB and the ACDP Secretariat work with the GoI to:

- Systematically address the recommendations of the mid-term review to optimise the performance of ACDP over the remainder of the current contract.
- Develop a strategy with clear objectives for a potential ACDP extension (beyond December 2015) to make best use of the remaining budget. There should be a particular focus on sustainability and how the ACDP function will be transferred to the GoI. There are a number of areas to work on in this context including:
 - o Increased collaboration and cooperation with Balitbang (currently seen as the most likely home for an ACDP type operation within the GoI) to ensure that there is a sufficient body of expertise and experience in commissioning and managing research conducted by third parties. It will also be important to maintain ACDP attributes such as being a “trusted voice”.
 - o A “critical mass” of support for research and evidence-based decision making across the Ministries of Education, Religious Affairs and other government departments. GoI regulations making it possible to procure research from universities and the private sector both national and internationally.

2 Introduction

2.1 Activity Background

In 2009 the Government of Indonesia (GoI) agreed that Australia and the European Union (who had been coordinating technical and financial partners of Indonesian development for many years) would launch a new programme of support to the Indonesian education sector, namely the Education Sector Support Programme (ESSP). The ESSP is aimed at helping the Government of Indonesia (GoI) education sector, i.e. the Ministry of Education and Culture (MoEC), the Ministry of Religious Affairs (MoRA) and the National Development Planning Agency (Bappenas), to achieve Education for All (EFA) and Millennium Development Goals (MDG) goals and to reduce poverty through a programme of activities organised within the Education strategic plan (RENSTRA 2010-2014).

In 2010, the GoI, EU and the Australian Aid launched a joint effort within ESSP to accelerate and improve its effectiveness, the *Analytical & Capacity Development Partnership (ACDP)*, funded respectively by EU (20M€) and DFAT (25M AUD\$) with the objective to improve the effectiveness of Renstra 10-14 implementation, in particular in terms of poverty reduction, achievement of EFA & MDGs and improvement of regional and global economic competitiveness.

The Analytical and Capacity Development Partnership (ACDP) Indonesia is a facility to promote education sector-wide policy research and dialogue to contribute to an enhanced long term impact of education services as well as to the institutional and organisational reforms necessary to improve their effectiveness. The European Union (EU) and the Australian Department for Foreign Affairs and Trade (DFAT) have provided US\$50 million to fund the implementation of ACDP over the five years of the Government's planning cycle (2010-14). The Asian Development Bank (ADB), as executing agency, manages the financial resources for implementing ACDP on behalf of the Government of Indonesia (GoI). ACDP has two types of activities:

- Performing Research work/studies (some of them based on extensive sample surveys); so far 44 have been identified and are at different stages of execution so far: **19** have been completed, **13** are still ongoing and **12** are planned and at distinct stages of preparation (ToR, tenders, award expectation).
- Organising and facilitating meetings, focus group discussions and workshops. So far 144 events have taken place with 4,849 participants belonging to all involved stakeholders (Bappenas, MoEC, MoRA, Universities, Civil Society Organisations, private educational actors, etc.).

Under the orientation of the Head of the Centre for Policy Research (Puslitjak) within the Office for Research and Development (Balitbang), ACDP has a permanent Secretariat at the Ministry of Education and Culture (MoEC). The ACDP Secretariat has a full time staff comprising of three international core advisors, 14 national research, communications, procurement and finance specialists. In addition, national and international consultants recruited by consulting firms selected by ADB⁵ work in MoEC, MoRA and in the Aceh, Papua & NTT provinces to implement specific research studies.

2.2 Mid-Term Review (MTR) objectives and questions

The overall objective of the Mid-Term Review is to provide the decision-makers in the Government of Indonesia, the relevant services of the EU, DFAT and the wider public with:

⁵ ACDP contracts are awarded through a tendering process managed and administered by the ADB. The ADB has shortlisted a number of consulting firms who compete for ACDP work.

1. An independent assessment of the performance of the project (applying the criteria of the Development Assistance Committee (DAC) of the Organization of Economic Co-operation and Development (OECD); and
2. A set of key lessons and practical recommendations to guide the future of the intervention.

In order to satisfy these requirements we propose combining **process** and **theory-based** approaches to the review as described in the table below:

MTR Objectives	Proposed Approach to the ACDP MTR
1. Assessing the relevance, effectiveness, efficiency, impact and sustainability of the ACDP	<p>A process or performance approach has been the primary focus of this review. A process approach seeks to assess how the ACDP services have been delivered examining programme implementation, the institutional arrangements surrounding the programme and to what extent performance management framework is appropriate and adequate. In summary, there has been an assessment of the extent to which ACDP delivers value for money.</p> <p>The theory-based element of the review has been framed and guided by the design of the ACDP (i.e. what it set out to do) and examining the extent of its contribution to achieving results. In this sense the review deals with attribution by assessing the ‘contribution’ of ACDP to any observed results. It also examines contextual and external factors that play a role in influencing change. It should be noted that the Mid Term Review (MTR) is not an evaluation of ACDP, nor an in-depth assessment of its impact.</p>
2. Making recommendations for improvements to the ACDP	Drawing on evidence from both process and theory-based elements detailed above, the formative part of this review provides direction for the future.

2.3 Mid-Term Review Approach and Methods

The table below describes the three phased approach and the methodologies and tools used to undertake this mid-term review.

Phase 1: Inception	
Familiarisation	<ol style="list-style-type: none"> 1. Desk research: Review and analysis of all available information and data. 2. Preliminary consultations: With EU Delegation in Indonesia and DFAT to “set the scene”, to understand context and expectations and to raise any issues.
Review Framework	<ol style="list-style-type: none"> 3. Develop a Review framework with questions and sub-questions (applying <i>OECD-DAC criteria</i>) and determine what evidence will be required to answer them. The framework is presented in Annex 5. 4. Develop data collection methods and plans for implementation: <ul style="list-style-type: none"> - Identification of stakeholders to be consulted, how and when; - Develop interview guides, data collection framework and templates.
Inception Report *Deliverable*	<ol style="list-style-type: none"> 5. Outline of the scope, methodology, details of the mission to Indonesia, and list of key stakeholders to be involved.
Phase 2: Data collection (In-country Mission)	
Field Visit	<ol style="list-style-type: none"> 1. Entry Briefing with EU Delegation and DFAT post in Jakarta.

	<ol style="list-style-type: none"> 2. Interviews / Focus Groups: Face to face interviews (or where applicable focus groups) with stakeholders in Indonesia including ACDP Technical Oversight Group (ATOG) members, Bappenas, EU, DFAT, ACDP, ADB and various Directorate-Generals across the MoEC and MoRA. A visit to Aceh province was carried out. 3. Systematic recording of key points arising from interviews in data collection template. 4. Preliminary analysis: Undertake analysis of the interview data to feed into Aide Memoire.
Aide Memoire and Debrief *Deliverable*	<ol style="list-style-type: none"> 5. Develop Aide Memoire on key findings, preliminary conclusions and issues arising. 6. Debriefing with EU Delegation, DFAT, ADB, ACDP Secretariat Team and the ATOG.
Phase 3: Analysis and Reporting	
Triangulation and analysis	<ol style="list-style-type: none"> 1. Triangulate evidence from all sources, articulate findings, draw conclusions and make recommendations.
Reporting *Deliverable*	<ol style="list-style-type: none"> 2. Draft Review Report providing evidence to support conclusions and recommendations. 3. Produce Final Review Report addressing feedback on draft from EU and DFAT.

2.4 Structure of this report

As stipulated in the ToR, the draft final report contains the following sections:

Chapter 3 – Findings presents the data collected by the mission from interviews with stakeholder institutions (MoEC, MoRA, Bappenas) (see Annex 2) and the consultation of relevant documents (see Annex 3). This data has been processed and sifted by the mission according to the five criteria of the OECD/DAC list: Relevance, Effectiveness, Efficiency, Impact and Sustainability. It should be stressed that the mission has concentrated its observations on the first three criteria. Impact and Sustainability criteria have been examined more from an anticipation and hypothesis point of view, given that ACDP has over a year in operation and a good proportion of its budget still to be used.

In Chapter 4, the mission presents its Conclusions and Recommendations, according to the 5 OECD/DAC criteria listed above. The mission has added the *Visibility* criterion given its particular importance for the perception, understanding and effective use of ACDP services by the Indonesian Government Partners in charge of managing the Education Sector. It might also be fruitful for the civil society and the population which are the end-beneficiaries of the educational services.

The Recommendations are addressing different groups of ACDP institutional stakeholders, in particular the following key stakeholders⁶:

- ACDP Secretariat for all technical and management aspects of ACDP activities;
- EU and DFAT, as the funding agencies and ADB as the managing agency of ACDP on behalf of the GoI;
- ACDP Technical Oversight Group (ATOG) and its three co-chairs, MoEC (Head of Balitbang), MoRA (Director-General Islamic Education) and Bappenas (Deputy Minister for Human Resources and Culture), as the entity in charge of the orientation and supervision of ACDP on behalf of the GoI.

Annexes complement the text with useful information about the persons met by the mission, the documents consulted, the logical framework of ACDP and methodological tools used by the mission during its review.

⁶ Although not nominally directed to them, some of these recommendations might also interest individual or group actors of the educational professions and/or Civil society (e.g. school principals or Civil Society Organizations),

3 Findings

3.1 Relevance: Problems and needs

According to its ToRs (see Annex 1), the general and specific objectives of ACDP are, in terms of **impact** “...to contribute to implementing Indonesia's medium-term development policies and strategies for poverty reduction, to achieve Education For All (EFA) and education-related Millennium Development Goals (MDG), and to improve its regional and global economic competitiveness...”. In terms of **outcomes**, it aims at “...contributing to the government's efforts to strengthen the education system and sustain organisational performance improvement over the next 15 years by modernising the system, improving service empowerment, and enabling better regional and international competitiveness”⁷. According to the findings, the mission has considered that the contribution achieved so far by ACDP activities over the review period to the expected impact/outcome results described above, should be examined from its field findings through the **relevance** criteria; i.e. the extent to which these activities have been selected vis-à-vis the key educational issues to which their outcomes and impact will contribute.

According to its objectives and terms of reference, ACDP must indeed be contributing to provide policy elements for addressing the key pending educational issues which the GoI (and in particular MoEC and MoRA) has been facing over the period⁸. Consequently, these issues are to be used by ACDP for setting priorities between the numerous requests which it receives from its main stakeholders (Bappenas, MoEC's and MoRA's directorates and technical bodies). From its documentation and opinions collected from key authorities and experts in MoEC, MoRA & Bappenas,⁹ the mission has identified the following four educational issues:

- Accessibility (with priority to post-basic levels);
- Quality (students' performances, teaching/learning process, etc.);
- Employability (matching education offer with labour market needs);
- Sector Governance (planning, programming/financing, decentralization, equity, gender streaming, etc.).

The following table presents the preliminary findings on the subject, based on the available study reports, technical discussions with ACDP Secretariat and interviews with the concerned stakeholders and beneficiaries. A recommendation for systematising this relation (between study topic and strategic educational issues) and permanently using these criteria for prioritising the planned/requested studies is presented in Chapter 4.

Key educational issues	Studies & Researches ¹⁰	Comments
I-Accessibility Each student, whatever his age (within the school-age bracket) has the possibility of accessing to the next higher and/or parallel courses of study without “dead-ends” (provided he meets the assessment criteria)	01, 05, 06, 014, 32	3 completed 1 on-going 1 planned

⁷ See ACDP Monitoring & Evaluation strategy – Balitbang, MoEC - ACDP Secretariat - July 2012, updated March 2014

⁸ And will continue to face in the remaining period of activities of ACDP (and most probably beyond)

⁹ A complement to this analysis of the key educational issues has been provided by OECD preliminary sector review to which ACDP has been contributing at the expressed satisfaction of OECD mission through its research 02 “Overview of the Education Sector in Indonesia 2012”

¹⁰ Each number refers to the list of complete, on-going and planned studies/researches presented in **Annex 9**

Key educational issues	Studies & Researches ¹⁰	Comments
II- Quality The teaching/learning process provides quality standards (teachers, curricula, textbooks, technology/IT) which are at least above the MSS and will aim at matching international standards	07, 09, 10, 11, 12, 13, 18, 20, 22, 28, 34D, 42, 45	5 completed 6 on-going 2 planned
III- Employability The education offer at post-basic levels will meet labour market needs (nationally and for tertiary education internationally)	19, 24, 25	1 completed 2 planned
IV- Governance The governance of the education sector - performed by MoEC and MoRA in compliance with Bappenas objectives and Ministry of Finances’ regulations – will follow policy guidelines in terms of equity, consistent planning/programming/budgeting, Public Private Partnership (PPP), transversal coordination, decentralisation & gender mainstreaming.	02, 03, 04, 08, 15, 15A, 16, 17, 18, 21, 23, 26, 27, 34, 34C, 34F, 36, 37, 38, 39, 40, 41, 43, 47	10 completed 6 on-going 7 planned
TOTAL	44	19 completed 13 on-going 12 planned

Source: MTR analysis based on ACDP Six Month Progress Report (June 2014)

The results presented above call for the following remarks:

- The relative proportion of studies related to I & III respectively, as compared to II & IV, is somewhat unbalanced, with a large majority of studies related to *governance* (more than 50%) and much less related to *accessibility* and *employability* (although some completed *governance* studies might have generated more additional results related to issues I and III, if properly assimilated by MoEC policy makers). For the mission, this indicates that either these two topics are not GoI’s priorities (which is probably not the case) or that ACDP should exert more pressure on its stakeholders of the GoI to include more studies/researches on the *employability* and *accessibility* topics in order to produce evidence for educational policy making towards easier access for all target populations and a better preparation of the educational system (both General and Religious) to the employment market.
- The results of the completed *governance* studies (19) might have generated more “rapid Response” studies related to issues I and III, if properly “absorbed”/appropriated by the policy makers in MoEC.
- Only slightly above 10% of the studies (5) deal with religious education (MoRA policy-making), 4 out of 5 are still in the on-going or planning stage; that will probably lead to a rebalancing between MoEC and MoRA in the remaining period.

In addition to the above “educational contexts-related” relevance criteria, the mission has considered that ACDP relevance should also be assessed from a “policy making process-related” angle. ACDP is indeed a unique mechanism¹¹ in the sense that it aims not only at assisting the authorities of the

¹¹ The mission experts have, through their professional experiences with Ministries of Education in several other countries, come across situations of implicit or explicit demands by the respective authorities of the Education

sector for selecting and fine-tuning their educational policies but also to do it through the systematic use of evidence-based researches & studies. In that sense, ACDP has taken advantage of the participation in its activities of a growing number of technical & management staff to enhance the mind-set of MoEC staff – at central level but also in the three provinces where ACDP has been working (Aceh, Nusa Tenggara Timur, Papua) – and train them to use more often evidence-based working habits.

To be even more relevant, ACDP should also have aimed at generating more transparency and accountability to the Indonesian population. In this respect, although most of the authorities met by the mission have expressed clear vision of this objective and their will to comply with its working consequences, it will be only when assessing final impact and sustainability that this additional relevance criteria will possibly be assessed. At this stage, it is still too early to assess the relevance of ACDP activities (studies and visibility events) with this objective of accountability to the Indonesian population but ACDP work processes and habits should take this into consideration for the final period of its activities.

3.2 Effectiveness: Achievement of Purpose

3.2.1. The outputs and outcomes

During its 3.5 years of implementation, ACDP has delivered so far two kinds of activities:

- **Events and encounters** (meetings, focus group discussions and workshops), 144 so far with 4,849 participants coming from the key stakeholders (Bappenas, MoEC, MoRA), public and private Universities, Civil Society Organisations such as SMERU, private educational actors (in particular Non-formal and Informal education actors). These events have taken place in majority in the capital but also in the provinces (Aceh, Bali, Kalimantan, Papua, Western Papua, Sulawesi & Sumba Barat). They have provided opportunities of dissemination of information, exchanges of opinions and offered visibility to the other activities of ACDP, studies and researches.

- **Research Studies and Activities** 44 (many of them being based on extensive sample field and household surveys). So far, 19 have been completed, 13 are on-going or 12 planned at various levels of progress according to their contractual advancement. Among these 44 completed/ongoing/planned research studies, the mission has identified three categories¹²:

1. Policy research studies aiming at preparing alternative policy scenarios, e.g. the study on *Free Basic Education Strategy*, providing evidences about alternative financing policy scenarios;
2. Operational research papers that focus on legislative and regulatory reforms on policies and financing, e.g. the study on the *evaluation of International Standards Schools- Rintisan Sekolah Bertaraf Internasional (RSBI)*;
3. Operational research papers that focus on selective organisational change and capacity development in central, provincial, and district agencies, schools and universities, e.g. the study on *Teacher management in Aceh* which, within the overall support to Aceh Education research, aims at proposing selective changes in teacher management such as teaching force planning;

sector for such analytical and capacity development support function (such as fulfilled by ACDP) either within the area of responsibility territory of the Ministries or outsourced.

¹² There is also a category referring to improved information and communication systems as part of effective ACDP implementation. Most of the events in this category are meetings, focus groups and workshops; in addition to their specific immediate information and networking outputs, they aim to establish and sustain processes for building knowledge management and organizational learning processes.

Having reviewed the ToRs of ACDP projects and the results of those already completed, the mission has observed that the above categories of research and studies can be distributed between two types¹³:

- A. “Rapid response” studies, triggered by circumstantial and/or high political level requests (a Minister’s for example); they belong generally to category 3 above and sometimes to category 2; a typical example of such studies/researches is the study on the Curriculum and Textbooks reforms 2013-2014 which responded to an urgent demand of the Centre for Curriculum and Textbooks¹⁴.
- B. “Long term” research studies which aim at providing evidences for alternative policy scenarios, like for example the study on Indonesia Education Policy Research Partnership (EPRP) which should provide useful elements for the new GoI to adopt/update its policy about the general issue of the type, contents and modalities of partnership (with the private sector, with universities, etc.) which the Education policy-makers in the Sector stakeholders (MoEC, MoRA & Bappenas) will adopt to stimulate and strengthen the development of the Education Sector.

From its own estimates, the mission considers that the distribution of the completed, ongoing and planned activities can be established (in terms of allocated budget) as shown in the following table:

	Type A (Rapid Response studies)	Type B (Long Term studies)
Completed studies	30%	70%
On-going studies	40%	60%
Planned studies	25%	75%

- Based on these figures, approximately 30% of studies/researches performed to date by ACDP can be considered as “Rapid Response” studies and 70% focus on longer term education research. This balance is deemed appropriate for a “think tank” type organisation like ACDP. However, what is important is getting the balance right based on the education priorities of GoI. In this context the ACDP Secretariat should continue to take a “client” oriented approach. This entails reacting to the demands of its clients (e.g. MoEC, MoRA) and being a critical friend. For example, by providing objective guidance on the pros and cons (or the opportunity cost) of carrying out research in a particular way – often weighing up “responsiveness” against the depth and rigour of research.

Note: The mission wishes to share its perception (not an evidence yet), based on opinions expressed by persons interviewed in MoRA and MoEC (Director of PUSLITJAK in particular) that some stakeholders consider ACDP might provide more “rapid responses”-type work when identifying, planning and organising its research studies. This issue will require thorough discussions at ATOG level in order to clarify the future role and “style” of an ACDP-type organisation which will take over when ACDP programme will be completed (see Chapter 3.5. Sustainability).

¹³ Which may not exclude each other, depending on the type of demand formulated by the stakeholder: some LT studies indeed may provide elements for ST policy decisions

¹⁴ Which ACDP Secretariat did not respond by a study (there was no time...) but rather by brain-storming workshops with the technical staff of MoEC, thus demonstrating its ability to meet the demand with a variety of different responses.

3.2.2. The place of ACDP within the organisation of its key stakeholders (MoEC and MoRA)

The MoEC has a Centre for Policy Research (Puslitjak), a centre within Balitbang, with a duty to provide evidence and insights for educational policy making, with most of the research carried out by an in-house team (the centre has a yearly budget of US \$30m), including primary data collection (no outsourcing possibility but a daily per diem provides an incentive for staff to undertake this type of work). It has not been possible for the mission to obtain a list of the studies carried out by the Centre and the mission impression is that the level of communication/synergy between both bodies seems not to be high enough: for example, the perception in ACDP Secretariat that the quality of Puslitjak research is not high enough with the perception within Puslitjak that ACDP is expensive; also the main “client” (Balitbang and its Puslitjak) is not so much interested in the methodology and approach of ACDP researches and studies, but is expecting results in terms of policy options. As far as MoRA is concerned, ACDP Secretariat is not working through the Balitbang of this Ministry but directly with the line Directors, in particular the Directorate General of Islamic Education where it has seconded a permanent Technical Advisor, providing its advisory services from his base in MoRA Balitbang. The mission has observed that this organisation (due in part to the fact that MoRA is a centralised organisation while MoEC works on a decentralisation basis) has allowed ACDP technical service providers (technical advisors and consulting firms in charge of the studies and researches) to work very closely with their MoRA counterparts, but giving sometimes priority, at MoRA staff request, to rapid responses studies rather than to long term reflections on the studied topic.

3.2.3. Quality: For ACDP the quality of research is key but a balance should be maintained between “quality” and “responsiveness”

The evidence suggests that GoI is going to rely more and more on research to inform evidence-based policy decision-making. Aside from ACDP, Bappenas also places a high level of importance on the DFAT-funded Knowledge Sector Initiative programme¹⁵. In such a context it is the responsibility of the ACDP Secretariat to ensure that any research carried out under its label is rigorous and reliable; such a focus on quality at the outset is currently demonstrated by the ACDP Secretariat’s comprehensive process of developing ToR for proposed research. Moreover, this emphasis on quality continues throughout the research with the ACDP monitoring the quality of all deliverables very closely up to the point, at least in one case, that ACDP secretariat advisors actually had to rewrite the research by themselves, because of its poor quality. The majority of stakeholders consulted recognise that ACDP research is of high quality. The approaches, methodologies, tools and techniques are well thought through and the quality assurance throughout is rigorous. While the focus on quality is critical in certain instances Government Ministries are under significant time pressure and require evidence and insight within short time frames. On occasions research commissioned by ACDP might not have been used as much as it could have been due to timing. Another issue which has in some cases hindered the full appropriation of a study’s results by Indonesian policy makers is the consistency between studies (*time consistency* and *content consistency*¹⁶). Such issues have arisen in the following studies:

004 General Senior Secondary Education Financing study (2013) the results of which came too late to be taken into account in the new *Renstra* under preparation;

020 Evaluation of International Standard Schools in Indonesia comes apparently too late for modifying current policies and regulations about RSBI which was ruled out by the Constitutional Court before the new GoI takes over;

Among on-going studies:

¹⁵ The KSI programme’s key stakeholder in Bappenas is the Director for Industry, Science and Technology, Tourism and Creative Economy

¹⁶ To ensure *time consistency*, a study Y should not be launched before a study X has been completed because study Y will need study X results for its implementation; to ensure *content consistency*, two studies which are exploring two different aspects of the same policy should be closely coordinated.

011 Teachers absenteeism study which involved a very comprehensive and geographically extended survey will require once completed the setting up of a MoEC/ACDP task force - similar to the Teacher Working Group (KKG) – but in charge of recommending alternative scenarios about teachers management. In other words such a study will require follow-up actions in order to be useful for policy-making:

Among planned studies

019 Senior Secondary Education Tracer studies

Such a study should be part of a set of several studies relating VET offer and labour market demands, thus involving MoEC but also the Ministry of labour and representatives of the employers. Given the complexity of the issue the tracer surveys should be used for several other studies, for example *Curriculum development for VET secondary schools*, involving in the formulation of the curriculum topics formulation and of the practical learning cases, direct participation of the industrial manufacturers or services providers which will employ the VET graduates.

The above examples highlight another issue for ACDP in terms of whether under certain conditions the level of rigour should be off set against how quickly the research can be delivered. The ACDP Secretariat is aware of this issue and continues to work with its clients to get the balance right and, in its final report, the mission will propose guidelines to EU and DFAT for ACDP to manage this issue in the most adequate and balanced manner.

Another Quality-related issue, on which end-users seem to give a growing importance, is the capacity building dimension, which the stakeholders (MoRA in particular) will scrutinise carefully when assessing the quality and sustainability of ACDP outcomes (see next paragraph).

3.2.4. Close Monitoring of ACDP outputs but not at outcome / result level

At the activity level the ACDP Secretariat does a good job at capturing information and monitoring all of its research. The six monthly reports provide a comprehensive account of all ACDP research activities (but more in terms of implementation efficiency than in terms of effectiveness). This cumulative approach to reporting provides the reader with clear insight into everything undertaken. But there is a lot more that could be carried out at outcome level, in particular to ensure that choice of research topics and time frame is made in function of key strategic issues of the Education sector development. Also, the issue of capacity building for the stakeholders’ staff¹⁷, i.e. contributing (through their direct involvement) to the acquisition of policy making-oriented research skills, of the ability to apply critical reading and thinking when checking policy documents and should be taken care of to a greater extent, as a necessary complement to the quality of research outcomes. This has appeared to the mission as a pending issue expressed in particular by MoRA stakeholders¹⁸.

In conclusion, the assessment of the mission (form a “review” more than from an “evaluation” perspective) with respect to the outputs and derived outcomes of the programme is that, having reached almost three quarters (70%) of its life cycle so far, the ACDP programme has achieved its purpose to a relatively large extent. Nevertheless, a lot still remains to be done in particular to make ACDP more of a “built-in” mechanism in the working practices of its stakeholders, as an evidence-based educational policy making device, a condition which should also facilitate the transition of the Gol (Bappenas, MOec & MoRA) to a sustainable “post-ACDP” organization.

¹⁷ Although not fully developed in ACDP design phase, ACDP is giving more and more attention to this dimension

¹⁸ As an illustration of this expectation by MoRA stakeholders, the mission wishes to highlight the training of trainers of Islamic teachers in schools in order to ensure policy-relevant reforms both in the renovation of Islamic education teaching-learning methods but also in its contents

3.3 Efficiency: Sound management and value for money

This section presents findings regarding efficiency and covers ACDP finances and implementation, procurement and value for money.

3.3.1 ACDP Finances and implementation

Table 1: Original, Revised and Committed ACDP Funding

	Original Allocations	Revised Allocations*	Contract Commitments from 2011 to 30 June 2014
A.1. Operational Management Team	1,934,000	2,306,000	2,127,355
A.2. Core Advisory Team	1,564,000	2,010,000	1,740,839
A.3. Technical Cooperation Services	30,600,000	29,786,000	12,969,991
A.4. Monitoring and Evaluation		226,480	
Indirect costs (5% applied on A1 to A4)	1,705,000	1,716,520	847,909
Contingencies	1,697,000	1,455,000	
Totals	37,500,000	37,500,000	17,686,094

* Based on ACDP revised spending Plan

Source: MTR based on ACDP Six Monthly Progress Report – June 2014

(Please note Technical Cooperation Services are ACDP Projects - Output 1: Legislative and regulatory reforms, Output 2: Capacity development and organisational change and Output 3: Information and communication systems)

As presented in **Table 1** the ACDP has transferred funding of EUR 17,686,094¹⁹ (US\$ 23,741,458) as of 30 June 2014. This amounts to 47% of the total grant commitments (EUR 37.5m / US\$ 50m) to support implementation of the ACDP through to December 2015.

The ACDP facility has been operational for three and a half years of a five year intended lifespan yet at this point with 18 months remaining only half the budget has been committed. The ACDP Secretariat has explained the main reasons for this include the time it took to establish the ACDP as well as the length of time it takes to determine Government of Indonesia’s “priority” research areas in the education sector and to commission and contract the ACDP funded research.

It is expected that contract commitments will increase by EUR 7,721,438 (US\$ 10,295,250) during the period July to December 2014 to bring the total commitments of grant funding to EUR 25,527,531 (or about 68% of total grant commitments) by the end of 2014. Actual disbursement of grant funding reached EUR 10,902,823 (US\$ 14,573,098) as of 30 June 2014 or 29% of all grant funding²⁰.

¹⁹ Please note the Six Monthly Report (June 2014) records A3 Costs as EUR 13,089,991 whereas the MTR calculates A3 Costs (Outputs A, B and C) as EUR 12,969,991.

²⁰ Source : ACDP Six Monthly Progress Report – June 2014

Table 2: % changes in breakdown of ACDP funding and % committed at end June 2014

	Original Vs Revised Allocations (% change)	% Committed of Revised Allocations
A.1. Operational Management Team	19%	92%
A.2. Core Advisory Team	29%	87%
A1 + A2 Sub-total	23%	90%
A.3. Technical Cooperation Services	-3%	44%
A.4. Monitoring and Evaluation	New line	0%
Indirect costs (5% applied on A1 to A4)	1%	49%
Contingencies	-14%	0%
Total	0%	47%

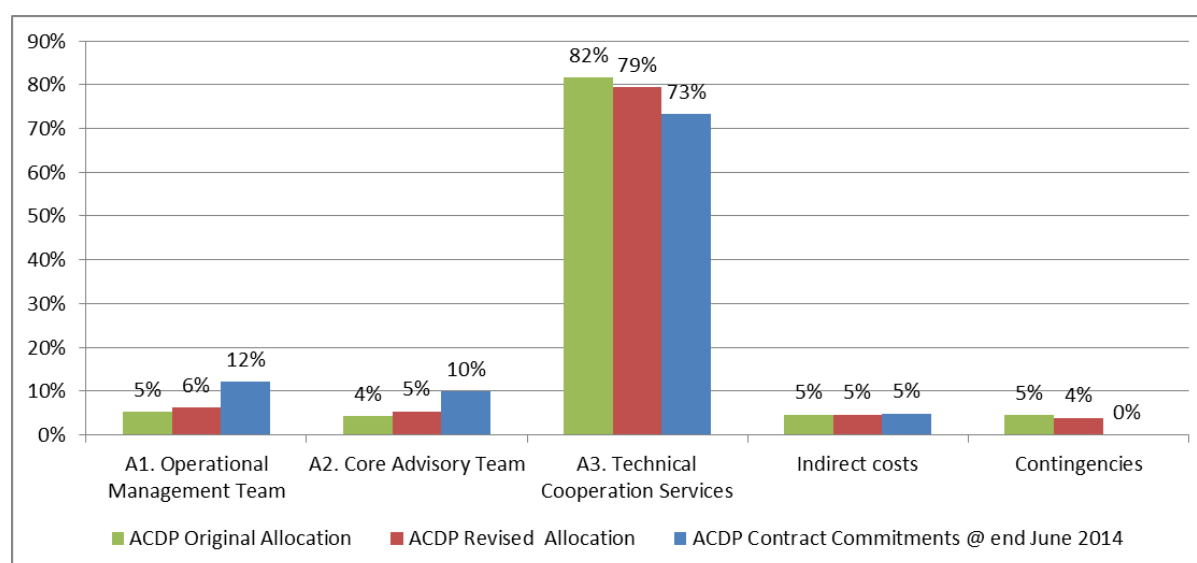
Source: MTR based on ACDP Six Monthly Progress Report – June 2014

While the level of funding did not change there were some alterations made to the allocation of budget. Most notably, funding allocated for the Operational Management and Core Advisory Teams was increased 19% and 29% respectively. While significantly larger in real terms, the technical cooperation services budget was reduced by 3% (from EUR 30,600,000 to EUR 29,786,000).

Another observation regarding the operational management and core advisory team budget is that 90% of it is committed (as at end June 2014) compared to only 44% of the Technical Cooperation services budget (ACDP Projects).

Breaking the component parts down (particularly A1, A2 and A3) and examining how they relate proportionately to the original, revised and currently committed funding allocations, shows how the execution of ACDP has changed since it was originally conceived.

Graph 1: % of ACDP funding by component part in original, revised and committed funding allocations



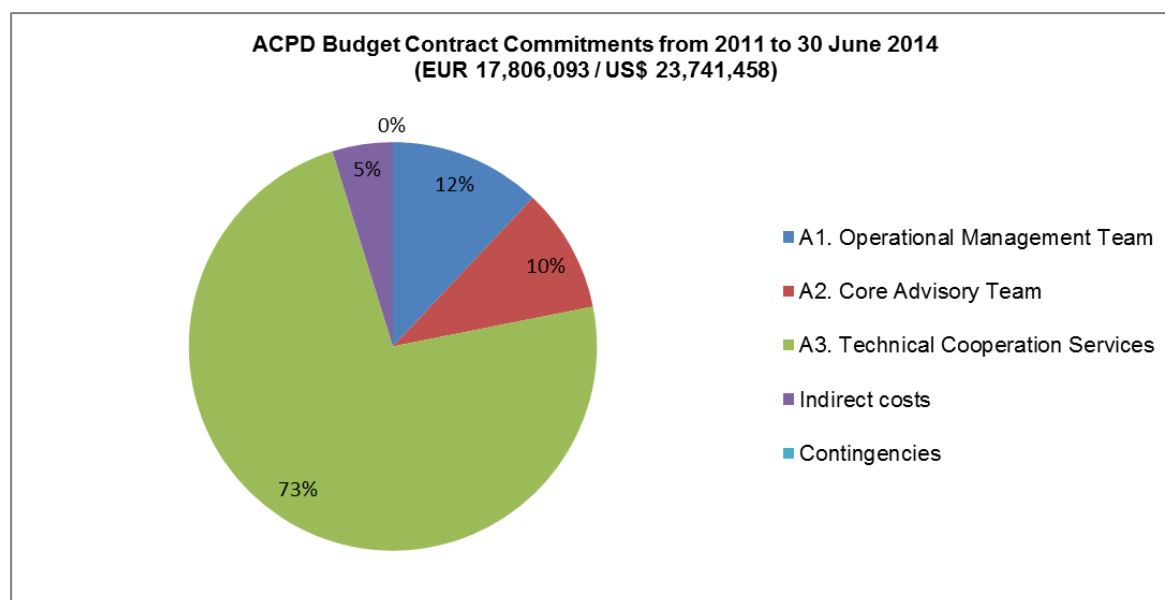
Source: MTR based on ACDP Six Monthly Progress Report – June 2014

In terms of comparing funding that was allocated at the outset of ACDP (the original allocation and a revised allocation) and what has been committed, again the most noticeable difference is the level of funding for the operational management and core advisory teams. As it currently stands, this

represents 22% of the budget whereas it was foreseen to have been around 11% when the ACDP allocation was revised.

This is attributed to the fact the ACDP Secretariat plays a larger role than was originally anticipated in planning, coordination and supervision of implementation of technical cooperation services to ensure the delivery of high quality and appropriate research.

Graph 2: Breakdown of ACDP component parts (Committed funding at 30th June 2014)



Source: MTR based on ACDP Six Monthly Progress Report – June 2014

The chart above shows a breakdown of ACDP committed funding from 2011 to the end of June 2014. The Operational Management and Core Advisory Teams account for 22% of committed funding and Technical Cooperation Services (ACDP projects) account for almost three quarters of the budget (73%).

3.3.2 Procurement

All stakeholders consulted recognise the importance of a robust procurement mechanism that guards against corruption and ensures ACDP funding is used as effectively and efficiently as possible.. At the same time, good procurement balances this with trying to attract the best organisations and individuals to carry out the work. In the case of ACDP, there is scope for the current procurement mechanism to be improved and this warrants some careful consideration. As it currently stands, two consortia (TIA and Cambridge Education) have carried out the vast majority of the work commissioned by ACDP. More specifically, 84% of the work by number of contracts launched and 88%²¹ of the work in terms of budget allocation. Added to this the number of pre-qualified consortia under the ACDP has reduced to five (there were originally eight but three have withdrawn) and enthusiasm among several consortia to submit proposals is diminishing.

²¹ IDC Bid performance summary

Table 3: Breakdown of ACDP contract awards

Consortia	CEL	TIA	British Council	SMEC	GFA	Cardno	PADECO	URS	Total
Successful Proposals	5	16	1	1	0	1	0	1	25
% of proposals won	20%	64%	4%	4%	0%	4%	0%	4%	100%
Value of Contracts	\$4,338,471	\$8,484,890	\$424,358	\$585,200		\$555,420		\$156,840	\$14,545,179
% by value of contracts	30%	58%	3%	4%	0%	4%	0%	1%	100%

Source: MTR Analysis based on latest IDC Bid performance summary

This situation raises some concerns in terms of commissioning ACDP research in the future. Unless ACDP’s approach to procurement changes there is a high risk that there will only be one or two suppliers bidding for ACDP work going forward. Such a scenario is not considered at all desirable. Ideally, such a facility requires healthy competition between contractors to ensure that the quality of research and value for money is maximised to the greatest extent possible.

Based on interviews with Cambridge Education, PT. Trans Intra Asia, Cardno and URS, there are several aspects regarding ACDP procurement that have been raised:

- ADB Procurement Guidelines: While all contractors have been issued with an ADB procurement handbook, many of the ADB processes and requirements remain unclear.
- Contract variation process: Where a contract amendment has been necessary contractors speak of the process being lengthy and complicated.
- ToRs within contracts: Once a contract is awarded and the work plan approved contractors question the need of ToR for small component parts of an assignment, for example, in the case of workshops or meetings. On the contrary, all parties understand and appreciate that larger items of expenditure need to be fully justified (e.g. large scale surveys).
- Procurement for “Rapid Response” contracts: The current method of procurement is not set up for rapid response contracts which need to be turned around quickly to meet the needs of decision makers in GoI.
- Fee rates for top experts: In some instances, ACDP has not been able to meet the fee rates demanded by international experts. Top expertise is expensive but can also represent good value for money. In this context ACDP might benefit from more flexibility in fee rates if the facility is to benefit from world class expertise.

3.3.3 Value for Money

When examining Value for Money (VfM) during programme implementation, we look at the extent to which optimal value is being realised. This requires costs to be well managed, decisions to be well evidenced and resources to be balanced with results when making those decisions. In assessing ACDP’s Value for Money we have examined several facets of the programme as presented in the table below:

VFM Questions	RAG Assessment	Evidence
<p><u>People:</u> Is ACDP employing 1. The most qualified and experienced people to advise and implement the program 2. a sufficient number and the right mix of human resources within the funds allocated?</p> <p>Are staff being managed well to ensure optimal levels of performance?</p>	Amber	<p>The ACDP Core Advisors are well qualified and experienced in carrying out and commissioning research. Stakeholders consulted spoke highly of the ACDP secretariat.</p> <p>To date, the ACDP secretariat has not benefitted from any dedicated M&E personnel. The review has identified this as a requirement going forward. The ACDP secretariat has been without a communications specialist since April 2014 although a replacement has been recruited and began work in September 2014.</p> <p>Based on the Review team’s observations the ACDP secretariat appears to be functioning well. A heavy workload has been reported particularly at certain points in the “research commissioning cycle”. This was not deemed to be unmanageable or to have adversely affected ACDP staff or the outputs of the facility. The fact that staff have taken on a heavier work load at certain points goes some way to demonstrating the general level of commitment and wanting to see the ACDP generate high quality research outputs.</p>
<p><u>Procurement:</u> Is ACDP commissioning the right research at the right price?</p>	Green	<p>ACDP research projects accounted for 73% of the total budget committed at end June 2014. In the context of value for money they are a key consideration. Evidence suggests that the process of developing a terms of reference for a piece of ACDP research appears to be systematic and well thought through. It is predominantly demand driven and is put through a series of checks and balances and culminates in a high quality research design.</p> <p>Based on a basic assessment of ACDP project budgets the review team concludes that the ACDP secretariat and the ADB is operating in a cost-conscious manner and considers proportionality when planning and allocating resources. Several ACDP contractors consulted mentioned certain project budgets being insufficient which put them off bidding. This is an issue for the ACDP secretariat and the ADB to be aware of.</p>
<p><u>Procurement:</u> Is the ACDP procurement mechanism fit for purpose?</p>	Red / Amber	<p>In terms of compliance it seems that due process is being followed in terms of contracting ACDP research services through the ADB.</p> <p>At the same time there is less enthusiasm to bid for ACDP work among short listed contractors. The number of contractors has declined from eight to five and two contractors have carried out over 80% of the ACDP work. The current situation does not point to an environment of healthy competition.</p>
<p><u>Financial Management:</u> Is ACDP monitoring, controlling and accurately forecasting programme costs?</p>	Green	<p>Based on the financial information contained in the six monthly progress reports ACDP finances are well managed and accurate. There is breakdown of funding commitments and disbursements at the project level as well as an aggregated position of the ACDP as a whole.</p>
<p><u>Programme Performance:</u> Is ACDP accurately monitoring activities and outputs?</p>	Green	<p>There is reliable monitoring of inputs, activities and outputs in the six month progress reports. There are details of each ACDP project and the progress being made across the portfolio.</p>
<p><u>Programme</u></p>	Red	<p>There has been little in the way of capturing the results of ACDP. The</p>

VFM Questions	RAG Assessment	Evidence
Performance: Is ACDP monitoring results, and achieving what it set out to do (within the budget)?		mid-term review has identified this is an area of focus going forward. In terms of a “measurement” approach to VFM being able to demonstrate results is key – what has changed as a result of investing \$50m into ACDP.
Risk Management: Has ACDP established a process for reporting on and managing programme risks and issues?	Red	The mid-term review is not aware of an ACDP risk register and has not seen risks reported in the six monthly progress reports. Given the ACDP secretariat has reported problems with research deliverables it would be advisable to have the risk and proposed mitigation strategies systematically documented.
Communications: Is there a clear communications strategy in place and is there evidence to suggest it is being implemented successfully?	Red / Amber	The more effectively ACDP research is communicated and disseminated the more potential there is for the research to be known / used / acted upon so this is another important VFM factor. There is an ACDP communications strategy but as yet this has not been implemented. A communications manager has recently been recruited and the communications strategy is being refined and implementation has commenced. ACDP is heading in the right direction.

Legend - VFM Red, Amber, Green (RAG) Assessment

Green:	Likely to be achieving VFM
Amber:	Scope for achieving more VFM
Red:	Significant scope for achieving more VFM

We have summarised the VFM analysis above by judging ACDPs VFM performance taking *management and a measurement approaches*:

Judgement Criteria	Summary Assessment (+ves & -ves)
<p><i>Management approach</i> = achieving value for money through good management practice (i.e. good processes and buying decisions)</p> <p>(If ACDP has effective procurement practices, good financial systems, is developing and implementing projects in a participatory way with beneficiaries, and has a functioning monitoring and evaluation system then it is well placed to deliver activities that balance economy, efficiency and effectiveness).</p>	<p>Areas where VFM is demonstrated</p> <ul style="list-style-type: none"> + Reliable and qualified team in ACDP secretariat + Strong process for developing ACDP research design + Good financial management. Evidence of cost-conscious decision making and proportionality in terms of allocation of budget. <p>Areas where VFM needs to be improved and prioritised</p> <ul style="list-style-type: none"> - Poor procurement mechanism (Not generating healthy competition). - Limited focus on communicating ACDP research.
<p><i>Measurement approach</i> = demonstrating value for money through evaluation - measuring costs and benefits</p> <p>(Employing evaluative methods to demonstrate the overall value for money of a ACDP in a way that is plausible and compelling and allows for robust and transparent external validation and assessment. Importantly, it requires data on results that can stand up to scrutiny and analysis)</p>	<p>Areas where VFM is demonstrated</p> <ul style="list-style-type: none"> + Strong measurement and monitoring of costs, inputs, activities, and outputs. <p>Areas where VFM needs to be improved and prioritised</p> <ul style="list-style-type: none"> - Very little / No capturing of outcomes / results - No RoI assessment at results level.

3.3.4 Visibility and Communications

The ACDP secretariat developed a communications strategy and from the outset it was rightfully identified as an important part of the program.

“The purpose of ACDP communications is to support the achievement of programme objectives outlined in Section 1. Communications is a critical component of the ACDP programme to ensure that the knowledge constructed through the various analytical studies and research (outputs) will be available to inform policy development (outcomes) which will in turn contribute to education sector performance improvements (impact)”.

Source: Extract from ACDP Communications strategy

The ACDP Communications specialist resigned and ceased work in April 2014. Following an open recruitment process, a replacement was identified and contracted to start work in September 2014.

While there has been some focus on communicating and promoting ACDP (particularly in terms of organising and hosting workshops, seminars, stakeholder engagement and networking) there is widespread agreement among stakeholders that this requires more attention going forward.

The ACDP secretariat has recently recruited a communications manager and two communication assistants. These additional resources should bolster the ACDP’s capacity to refine and implement the ACDP communications strategy. In terms of a quick win, work on the ACDP website is already underway with new content due to be launched very shortly.

Figure 1: Screenshot of ACDP website



3.3.5 Human Resources

The ACDP facility has a permanent Secretariat at the Ministry of Education staffed with:

- Four international core advisors;
- Three core advisers working in Aceh, Papua and at MoRA;
- 14 national research staff;
- Eight research assistants;
- Five administration and management staff;
- One communications manager and two communications assistants.

The ACDP secretariats assess this level of staffing as adequate for managing the current portfolio of ACDP projects. The only exception to this is the need for a dedicated M&E resource to begin capturing ACDP results.

The ACDP secretariat manages a heavy workload particularly in the case of core advisors and particularly at certain points in the cycle of commissioning research. For example, when research proposals are being prioritised and the development of ToR begins.

It is also recognised that the core advisors take on a wide range of responsibilities including networking and engaging stakeholders, attending and organising events, contributing to the development of ToR (research design), quality assurance of reports as well as reviewing / contributing to external research.

As the analysis of ACDP finances shows (Chapter 3.3.1) the budget allocated to the Operational Management and Core Advisory teams already committed with 18 months left until ACDP completion is close to 90%. This raises the question of additional operational funding if ACDP is to continue.

Given the other considerations discussed above (see Chapter 2), besides the need for ACDP programme to be closer – if not integrated into – the policy and decision-making bodies and processes, the solution to the scarcity of guidance and TA resources of its Secretariat (and the excessive burden of multidimensional management and technical responsibilities) is not in the increase of Secretariat resources but rather in the more frequent use of alternative practices in the utilisation of the Technical Cooperation Services, for which an important budget is still available. For example, both Operational Management and Core Advisory Teams might use some of these resources to organise a network of back-up consultants/advisors whom they could mobilise according to the needs of the moment (proofreading of research ToRs, revision/editing of draft studies or researches, “hunting” of high level specialists in the Indonesian academic community, etc.) instead of taking over more of these time-consuming tasks.

3.4 Impact: Achievement of wider effects

It is not the purpose of the MTR to assess the impact of ACDP programme; besides it is too early since it is only half way in terms of budget. Nevertheless, the mission has observed some positive “spill over” effects of the ACDP programme which, although not planned nor programmed by its management and Secretariat, might open the way to *potential trends* able to trigger more ACDP outcomes beyond its objectives and purposes. Among them, the following can be listed:

- Capacity development of staff within the participating Ministries have benefitted from the guidance of ACDP advisors and developed their skills and knowledge in terms of good research;
- Improved coordination within and between participating Ministries: there is indeed a general consensus that ACDP has brought staff in the MoEC, MoRA and Bappenas closer together; the whole process indeed of identifying the research to be carried out and implementing it involved intense collaboration between ministries staff which might not have occurred to the same extent in the absence of ACDP;
- Skills transfers between international and national organisations/universities. The studies have been indeed the opportunity of dense flow of knowledge (international research approaches, methodologies and experiences) which have benefitted Indonesian staff;
- Several studies (and dissemination events) have taken place at the request of Provincial governments and in these opportunities representatives of several departments have worked together in a more flexible way than would have been possible while following routine practices.

The following Aceh case study illustrates and synthesises the trends listed above.

Case study presenting Education Policy Research in Aceh (EPRA)

The Education Policy Research in Aceh (EPRA) was launched in November 2013 under the ACDP with the aims of: 1. generating and using evidence to on which to base education policy reforms in the province and 2. Strengthening capacity of various local organisations in Aceh.

ACDP-EPRA comprises three education-related policy studies:

1. Improving the quality and relevance of senior secondary vocational education in Aceh,
2. Improving Teacher Workforce Planning and Management in Aceh, and
3. Evaluating the Use of the Special Autonomy and Oil and Gas Funds for Education.

The Mid-Term Review team travelled to Aceh to interview government officials and the EPRA delivery team. Several key findings from this visit are captured below:

- **Evident buy-in across several Aceh government departments:** Senior Officials from the Departments of Education, Religious Affairs, Manpower and Planning spoke very positively about the ACDP intervention and that there was a strong appetite for using the outputs of research in the development of education policy.
- **A need for research expertise as opposed to financial resources:** Officials made it clear that they welcomed ACDP research expertise and experience first and foremost. They are keen to see this expertise flow across into their departments and help them to get used to adopt a research-led approach to policy making, as their usual working practice.
- **EPRA has benefitted from the Support for Education Sector Development in Aceh (SEDIA)**

(SEDIA) program: SEDIA supported the Coordinating Team for Aceh Education Development (TKPPA) to monitor performance of education service delivery in Aceh. Not to detract from the EPRA work to date the benefits derived from SEDIA include existing government relations as well as an understanding and appreciation of the type of work being carried out.

While the outputs of EPRA research are currently work in progress there is evidence to suggest that they will be used in formulating future education policy in Aceh. The end product is not the only benefit of the EPRA intervention. Other benefits identified by the MTR include:

- The whole process of determining what type of research would be useful and what questions need to be answered seems to have been very beneficial. This has largely been driven government of Aceh.
- There is certainly no shortage of enthusiasm shown for this intervention which also seems to have brought a number of parts of the Aceh government together which might not have come about in the absence of EPRA.



3.5 Sustainability: Likely continuation of achieved results

The mid-term review has looked at the issue of ACDP sustainability in terms of 1. a potential extension to the current contract period and 2. What happens beyond an extension of ACDP? Both points were discussed with all stakeholders consulted and the views held were generally consistent.

ACDP is still some way off from constituting a replicable paradigm of a policy research-oriented advisory “think tank”. At the same time, after three and half years in operation all stakeholders recognise that ACDP has achieved something and many of the established ways of working for a rare and rather unique institution like ACDP have opened doors and paved the way for some good practices.

There is a general consensus among stakeholders that there are areas of ACDP requiring improvement so that even more can be achieved over the remainder of the current contract. In a scenario where the necessary improvements are made this should be factored into the decision around any potential extension of the ACDP.

In terms of improvements that are particularly key to sustainability, many have already been identified throughout the report, including better procurement mechanisms, better communications and an improvement in demonstrating results. However, perhaps the most important factor is the level of support for policy research and evidence-based decision making across MoEC, MoRA and Bappenas and additionally the level of commitment shown by Balitbang and its eagerness to take on ACDP’s role in the future. This will require increased interaction between ACDP and Balitbang. Most see the type of work carried out by ACDP to correspond most closely with what Balitbang does (although currently most of Balitbang research is carried out in-house as opposed to being commissioned to an external research provider). When considering a potential ACDP extension, but more importantly beyond that point, there needs to be an “evidence-based policy making” culture as well as the capacity to undertake and commission the research required to build robust evidence.

There are practical issues to consider as well. For example, government regulations can make it challenging to commission work to external providers. Also, will Balitbang have the resources to be able to procure the most appropriate teams, particularly given the increasing demand for such expertise and experience.

4 Conclusions and Recommendations

4.1 Conclusions

Relevance

This criterion defines the extent to which these activities have been selected in relation to the *key educational issues* to which their outcomes and impact will contribute. To this effect, the mission has identified four educational issues:

I-Accessibility; II-Quality; III-Employability (matching education offer with labour market needs); IV-Sector Governance (planning, programming/financing, decentralisation, equity, gender streaming). Its conclusions at this respect are as follows:

C1 - Education *governance* studies account for over 50% of the ACDP portfolio to date. There is currently far less research dedicated to issues of *accessibility* and *employability*.

C2 - Seen from a “*policy making process*” angle, ACDP appears as a unique demand-driven mechanism which aims at assisting the authorities of the sector in selecting their educational policies through the systematic use of evidence-based researches. In this sense, the capacity building role of ACDP, promoted by its core advisers (although not explicitly mentioned in its ToRs) has been to transform MoEC technical & management staff’s mind-set to make more and more use of evidence-based work rationale and practices. In this respect, most of the authorities met by the mission have expressed a clear vision of this “mental and cultural revolution” aim and their will to comply with its working consequences.

Effectiveness

C3 - ACDP has so far performed studies and research belonging to 3 categories: Policy research studies; Operational research papers/proposals for selective legislative/regulatory reforms; Operational research papers/proposals for organisational change & capacity development. In terms of *responsiveness to the demand*, these studies are of 2 types: “*Rapid response*” mechanisms (RRM) for meeting urgent demands from higher authorities and “*Long term research*” (LTR), to provide evidence for alternative policy scenarios of development of Education Sector.

C4 - Based on an analysis of ACDP research to date approximately 30% can be considered as “Rapid Response” studies and 70% focus on longer term education research. This balance is deemed appropriate for a “think tank” type organisation like ACDP. However, what is important is getting the balance right based on the education priorities of GoI. In this context, the ACDP Secretariat should continue to take a “client” oriented approach. This entails reacting to the demands of its clients (e.g. MoEC, MoRA) and being a critical ally. For example, by providing objective guidance on the pros and cons (or the opportunity cost) of carrying out research in a particular way – often weighing up “responsiveness” against the depth and rigour of research.

C5 -The level of communication/synergy between ACDP and Balitbang (Puslitjak in particular) is not high enough. The perception in ACDP Secretariat is that the quality of Puslitjak research is insufficient while Puslitjak is of the opinion that ACDP is expensive, being more interested in results in terms of policy options than in the methodology and approach of ACDP researches and studies.

C6 - As far as MoRA is concerned, ACDP Secretariat and consulting firms in charge of the studies and research are working very closely with their MoRA counterparts, but prioritizing sometimes RRM-type studies (such as *Study 009 on Religious Education in Schools*, dealing with actual contents of this education rather than about its long term rationale and role) at the expense of long term reflections on the studied topic.

C7 - From its “systemic” findings, the mission concludes that the GoI is going to rely more and more on research to inform evidence-based policy decision-making (a condition for ensuring *Quality* of the

Sector) and that the majority of ACDP stakeholders recognise that ACDP research is of high quality: methodologies, tools & techniques are well thought and the quality assurance throughout is rigorous.

C8 - In spite of the exigency for Quality, GoI institutions require evidence and insight within short time frames and, in this context, the mission concludes that on certain occasions research commissioned by ACDP has not been used as much as it could have been due to timing and that the full appropriation of a study's results by the policy makers has been hindered by a lack of consistency between ACDP studies.

C9 - At the activity level the ACDP Secretariat does a good job at capturing information and monitoring all of its research at both input (ToR and initial documentation on the educational situation to be studied) and output levels (policy conclusions and recommendations; six monthly reports cumulative approach to reporting provides the reader with clear insight into everything undertaken. But a lot more could be carried out at outcome level, in particular to ensure that research topics be made in function of key strategic issues of the Education sector development and to take care of capacity building.

C10 - The assessment of the mission (more from a “review” rather than from an “evaluation” perspective) with respect to the outputs and derived outcomes of the programme is that, having reached almost three quarters (70%) of its life cycle so far, the ACDP programme has achieved its purpose to a relatively large extent; although a lot still remains to be done in particular to make ACDP more of a “built-in” mechanism in the working practices of its stakeholders, as an evidence-based educational policy making device, a condition which should also facilitate the transition of the GoI (Bappenas, MoEC & MoRA) to a sustainable “post-ACDP” organization

Efficiency

C11 - In financial terms, EU and DFAT have transferred funding amounting to 47%²² of the total grant commitments to support implementation of the ACDP through to December 2015. Within these expenses, the operational management and core advisory team budgets have been committed (as at end June 2014) up to 90% (amounting to 22% of the budget (initially foreseen to be 11%) compared to only 44% of the Technical Cooperation services budget (ACDP projects) which account nevertheless for almost three quarters of the budget (73%). This is attributed to the fact the ACDP Secretariat plays a larger role than was originally anticipated in planning, coordination and supervision of implementation of projects to ensure the delivery of high quality and appropriate research.

C12 - In terms of procurement for ACDP Technical Cooperation services, as it currently stands, two consortia have carried out the vast majority of the work commissioned by ACDP. More specifically, 84% of the work by number of contracts launched and 88% of the work in terms of budget allocation. Added to this the number of pre-qualified consortia under the ACDP has reduced to five (there were originally eight but three have withdrawn) and enthusiasm among several consortia to submit proposals is diminishing. This is in part due to several issues linked to ADB rules and procedures such as ADB Procurement Guidelines not being always very clear; lengthy and complicated process for Contract variations; ToRs for small component parts within larger contracts require somehow heavy supporting material (e.g. for workshops) although they may be sometimes justified (e.g. for large scale surveys).

C13 - Other two conclusions made by the mission concern first the current method of procurement, which is not set up for rapid response contracts; they need indeed to be turned around quickly to meet the needs of decision makers in GoI; second, ACDP has sometimes not been able to meet fee rates demanded by top international experts. Top expertise is expensive but can also represent good value for money. In this context ACDP might benefit from more flexibility in fee rates if the facility is to benefit from world class expertise.

²² See page 24 for the justification of this figure

C14 - ACDP is demonstrating **value for money** in terms of the quality and reliability of the ACDP secretariat, a strong approach to research design and sound financial management. Evidence suggests a cost-conscious and proportionate approach to the allocation of budget. At the same time, there are areas for improvement including the current procurement mechanism which is not generating “healthy competition” between shortlisted service providers. While there is solid measurement and monitoring of costs, inputs, activities, and outputs, little has been carried out by way of capturing of ACDP outcomes. This is an important factor in terms of providing a return on investment assessment for ACDP.

Impact

Although too early to assess the impact of ACDP programme (only half way in terms of budget), the mission has observed some positive “spill over” effects of ACDP programme which may open the way to *potential trends* able to trigger more ACDP outcomes beyond its objectives and purposes. Among them, the following conclusions can be provided:

C15 - Capacity development of staff within the participating Ministries have benefitted from the guidance of ACDP advisors and developed their skills and knowledge in terms of good research.

C16 - There is a general consensus that ACDP has brought staff in the MoEC, MoRA and Bappenas closer together, through the process of identifying the research to be carried out and implementing it involving collaboration between ministries staff which might not have occurred to the same extent in the absence of ACDP.

C17 - ACDP studies have provided opportunities of skills transfers between international and national organisations/universities with dense flow of knowledge which have benefitted Indonesian staff.

C18 - Several studies (and dissemination events) have taken place at the request of Provincial governments and in these opportunities representatives of several departments have worked together in a more flexible way than would have been possible following routine practices.

Sustainability

C19 - The functions carried over by ACDP have proved to be a more and more valuable asset for enhancing the policy making process about the Long term (LT) and Medium term (MT) development of the Education Sector and the mission may conclude that there is a consensus among the key stakeholders for beginning from now on a joint reflection about the nature and characteristics of the national body which will take over ACDP functions when it will end and the conditions it must meet to fulfil adequately its future “ACDP-type” role.

C20 - The Secretariat of ACDP and DFAT/EU have all the management, technical and capacity building elements (adding what is delivered through the present MTR report) to begin working in cooperation with the GoI (Bappenas, Balitbang MoEC and Balitbang MoRA) on this anticipated planning of the “post-ACDP” conditions.

Visibility

C21 - While there has been some focus on communicating and promoting ACDP (particularly in terms of organising and hosting workshops, seminars, stakeholder engagement and networking) there is widespread agreement among stakeholders that this requires more attention going forward. It has also been an issue raised by the ATOG who have recently requested “a continued and strengthened emphasis on the knowledge to policy through communications”. The ACDP Secretariat has recently recruited a communications manager and two communication assistants. These additional resources should bolster the ACDP’s capacity to refine and implement the existing ACDP communications strategy. In terms of a quick win, work on the ACDP website is already underway with new content due to be launched shortly.

4.2 Recommendations

The recommendations have been categorised into the areas of improving effectiveness, efficiency, visibility and ensuring sustainability.

Improving Effectiveness

1. Map ACDP research against key education issues

(Priority – Immediate & ongoing attention required)

The ACDP secretariat should map its research by the education issues or themes that have been or are likely to be covered by MoEC and MoRA, such as ECD, TVET (Technical and vocational education and training), Higher Education, Teacher quality, Teacher absenteeism, Student retention, Learning outcomes, Mother Tongue instruction etc. At a strategic level this would be useful information for the ACDP Secretariat and key stakeholders in:

- c) Demonstrating the scope and extent of the research being carried out under ACDP, and
- d) Identifying any significant policy & implementation gaps that could be considered as future research areas.

The ACDP Secretariat should produce a first draft of this *strategic map* and seek input and feedback from representatives from all key stakeholder groups (EU, DFAT, ATOG, MoEC, MoRA and Bappenas). This high level view of ACDP work should be updated on a six monthly basis and form part of the ACDP progress report. Undertaking this exercise as soon as possible represents a good opportunity to promote what ACDP has done/is doing given the imminent change of government.

2. Focus on capturing ACDP results / outcomes

(Priority – Immediate & ongoing attention required)

The ACDP Secretariat should focus on capturing outcomes arising from the research generated through the facility. There is reliable monitoring of inputs, activities and outputs. However, there needs to be an increased emphasis on tracking and assessing ACDP outcomes particularly as this intervention represents a US\$50 million investment by the EU and DFAT.

A significant amount of research is being carried out and engagement with GoI at various levels is proved. In this context, it is critical to ask the “So what?” question and plans must be put in place to begin answering it. DFAT’s Performance, Oversight and Monitoring Contractor (POM) is looking at ACDP results to some extent, taking a longitudinal case study approach on four ACDP projects. However, there is a need to compliment this with some rigorous M&E within the ACDP secretariat. Not only should the M&E serve a summative function (i.e. what the ACDP has achieved) it should also serve a formative function (i.e. “what can we improve to ensure that we are more effective and efficient throughout the remainder of the contract” and particularly if the ACDP is extended).

An increased emphasis on demonstrating results through more M&E should be viewed in a positive way in that it will not only lead to improvements in the delivery of ACDP but it has the potential to provide the ACDP Secretariat with the evidence on which to further promote itself and demonstrate its value to donors and GoI.

3. Invest in a core advisor with proven M&E expertise and experience

(Priority – Immediate & ongoing attention required)

The ACDP Secretariat should recruit a core advisor with strong monitoring and evaluation skills to begin capturing results. The ACDP facility would have benefitted from an in-house M&E resource from the outset to develop a comprehensive framework against the programme logic and to track progress against it. Primarily, this would take the form of a more systematic approach to assessing who is using

the outputs of the ACDP and how they are feeding into GoI decision making. It is recommended that a ToR is developed for an additional ACDP resource (with a strong focus on M&E) for the remainder of the contract.

4. Strengthen interaction with donors throughout the design process

The ACDP secretariat and donors should strengthen interaction during the research design process. At a practical level this does not have to be resource intensive and could take the form of an informal meeting to keep each other abreast of potential studies and working through ToRs.

Improving Efficiency

5. Develop a strategy to improve ACDP procurement

(Priority – Immediate & ongoing attention required)

It is recommended that the ADB consider how it can administer ACDP facility more effectively and efficiently within the constraints of its procurement regulations. It should consider the findings of this mid-term review and work with donors, the ACDP secretariat, and existing contractors to develop a strategy to improve ACDP procurement. As part of developing this strategy the following points should be considered:

- Re-opening the competition for ACDP pre-qualification making potential bidders aware of steps that have been taken to improve the procurement of ACDP services. In this context other types of organisations should be taken into account. For example, where ACDP research requires large scale surveys or a concept paper to be developed quickly (drawing on secondary data), it could be beneficial to have survey firms or public policy consultancies on a short-list of suppliers.
- The possibility of employing other contracting models and whether a mix of procurement mechanisms might elicit interest from a greater number of parties (for example open tendering and contracting individual consultants directly).
- ADB should outline their approach to replacing the Principal Social Sector Economist, the key counterpart of ACDP.
- ADB should convene a meeting with ACDP contractors and / or speak to them individually about the issues they have with the current approach to procuring and managing ACDP contracts. It should also serve as an opportunity for ADB to provide feedback on where contractors could improve their ways of working.
- ADB should present on what is expected from contractors at each stage of the procurement process and throughout life of the contract. ACDP contractors require clearer guidance on ADB procurement rules and this may be best conveyed through face to face interaction.
- ADB should publish the potential pipeline of ACDP opportunities (at least, indicative) providing contractors with time to work on mobilising the right experts and developing their proposals.
- Examine the administrative support contract for ACDP and ensure that it is meeting all contractual requirements / service level agreement. Cash flow issues have been reported with instances of ACDP staff having to make payment for meeting rooms out of their own funds.

Improving Visibility

6. Increased focus on promotion and communication of ACDP

(Priority – Immediate & ongoing attention required)

The ACDP secretariat should focus on further developing the current communications strategy. Effectively communicating research is a key aspect of the knowledge to policy cycle and ACDP has developed some good networks and a good reputation within parts of MoEC, MoRA and Bappenas but there is scope to build on this. More specifically, ACDP communications should focus on

- a) Refining target audiences, key messages and appropriate channels.
- b) Being a 'trusted voice' within Gol, an objective and reliable entity, not seen to be pushing a political agenda.
- c) Ensuring stakeholders (Gol, donors, ADB) are kept abreast of ACDP activities in a systematic, timely manner.
- d) Making its research as accessible as possible. There is scope for ACDP research to be more oriented towards policy makers. When presenting or engaging with policy makers, those responsible for ACDP studies should be asking themselves: Can we explain the findings of our project in 15 minutes and identify 3 key messages that we could take into a conversation with a policymaker? Few policymakers will take the time to read a long research paper. But what they will appreciate is an occasional email with an accessible one or two page briefing note that outlines the research questions, data, findings and less than five possible implications.
- e) Tracking developments in education from a Gol perspective but also through public opinion in terms of what the key issues / hot topics are. The communications function should undertake regular media content analysis to feed into ACDP research and publish at least 4 months in advance the ACDP Events calendar.
- f) From the donor perspective it is important that both the EU and DFAT get some level of visibility as the funders of ACDP. While this point is captured in the ACDP communications strategy it should not be lost particularly with more and more communication activities foreseen.
- g) Incorporating ACDP communications within the M&E framework to assess the success of communication activities. This might include indicators on Gol's staff awareness, attitude and even behaviour change.

Awareness Indicators:

No. of Gol senior officials (DG's, Directors) and other staff who:

1. Have heard of ACDP?
2. Know what ACDP does?

Attitude Indicators:

What do Gol senior officials (DGs, Directors) and other staff think about:

1. ACDP concept?
2. Research generated from ACDP?

Behavioural Indicators:

To what extent Gol senior officials (DGs, Directors) and other staff have:

1. Participated in ACDP events?
2. Requested research from ACDP?
3. Provided input into ToR?

7. Work with other donor funded interventions for mutual benefit

It is recommended that ACDP engage with DFAT's *Knowledge Sector Initiative* programme, to get an in-depth understanding and appreciation of the intervention and to establish how the initiatives might benefit from one another. In this context, it is likely that ACDP would benefit from the systems and processes that KSI has for measuring how research contributes to / impacts on policy decisions of the Gol.

Ensuring Sustainability

8. Optimise ACDP performance in the remaining 14 months and develop a sustainability strategy for what happens beyond December 2015

(Priority – Immediate & ongoing attention required)

It is recommended that the donors, the ADB and the ACDP Secretariat work with the GoI to:

- Systematically address the recommendations of the mid-term review to optimise the performance of ACDP over the remainder of the current contract.
- Develop a strategy with clear objectives for a potential ACDP extension (beyond December 2015) to make best use of the remaining budget. There should be a particular focus on sustainability and how the ACDP function will be transferred to the GoI. There are a number of areas to work on in this context including:
 - Increased collaboration and cooperation with Balitbang (currently seen as the most likely home for an ACDP type operation within the GoI) to ensure that there is a sufficient body of expertise and experience in commissioning and managing research conducted by a third party. It will also be important to maintain ACDP attributes such as being a “trusted voice of GoI”.
 - A “critical mass” of support for policy research and evidence-based decision making across the Ministries of Education, Religious Affairs and other government departments. There appears to be a strong appreciation and appetite for ACDP research to feed into decision making within Bappenas, MoEC and MoRA. This needs to be maintained and strengthened to ensure that it becomes deeply entrenched within each Ministry.
 - GoI regulations making it possible to procure research from universities and the private sector both national and internationally.

Annexes

Annex 1: Terms of Reference of the mission

(see attached pdf file)

Annex 2: ACDP Stakeholders consulted

In total over 60 stakeholders were consulted during the three week in-country field visit. The stakeholders consulted are listed in the tables below.

1. ACDP Secretariat

Name	Position
John Virtue*	Core Adviser Team Coordinator
Alan Prouty*	Team Leader / Operational Management Specialist
Abdul Malaki	Core Technical Adviser
David Harding*	Core Education Adviser
Sari Soegondo*	Communications Specialist
Basilius Bengoteku	Education Sector Research and Capacity Planning Officer
Yusuf Hadi Yudha	Statistician
Devi Suryani*	Operations Manager for Event Organisation and Networking
Frank Malingkas	Administration & Finance Manager
Djato Wiryawan	Procurement Specialist
Akhmad Saeful Bakhri	IT Specialist
Taaep Prihatib	Translator
Hillary Saccomanno	Education Policy Research Associate
Harry Achillini	Education Policy Research Associate
Budiarti Rahagu	Education Policy Research Associate
Daniella Situmorang	Associate Programme Analyst
The ACDP MTR consultants held a number of individual meetings with representatives of the ACDP secretariat (marked with *). A group meeting with ACDP secretariat was also convened at the outset and towards the end of the in-country fieldwork.	

2. Bappenas

Name	Position
Dra. Nina Sardjunani	Deputy Minister for Human Resources and Cultural Affairs
Dr. Ir. Subandi Sardjoko	Director of Education and Religious Affairs

3. Ministry of Education and Culture (MoEC)

Name	Position
Dr. Ir. Taufik Hanafi	Senior Advisor to the Minister of Education and Culture, (Member of ATOG)
Professor Furqon	Director Office of Research and Development (Balitbang)
Dr. Bambang Idrianto	Director Puslitjak, Balitbang
Dadang Sudiarto	Secretary of Balitbang

4. Ministry of Religious Affairs (MoRA)

Name	Position
Prof. Dr. H. Nur Syam, M.Si.	Director General Islamic Education
Dr. Amin Haidari	Director, Islamic Studies in Schools

5. ACDP Project: Education Policy Research in Aceh Provincial Government (EPRA) – Government officials

Name	Position
Azhari, SE.M.Si	Secretary of Aceh Specialisation, and Economic Development
Marwan Nusuf, B.Hsc, MA	Head of Division in Development Planning for Aceh Speciality and Human Resources
Prof. Dr. Ir. Abubakar Karim	MS Kepala BAPPEDA Aceh
Drs. Anas M. Adam, M. Pd	Head of Department of Education
Prof. Dr. H. Nur Syam, M.Si.	Director General Islamic Education Ministry of Religious Affairs
Nazamuddin, Ph.D	Vice Rector for External Relations Syiah Kuala University

6. ACDP Project: Education Policy Research in Aceh Provincial Government (EPRA) – Contractor team

Name	Position
Andrew Duncan	Team leader, EPRA – ACDP
Terry O’Donnell	Study Team Leader / Education Planning and Finance Expert, EPRA – ACDP
Wendy Duncan	Team Member, EPRA – ACDP

7. Delegation to the European Union to Indonesia, Brunei Darussalam and ASEAN

Name	Position
Frank Viault	Minister Counsellor, Head of Cooperation
Peter Marien	Attaché – Programme Manager, Education - Public Finance Management
Ms Destriani Nugroho	Project Officer
Ms Clarissa Ann Cassels	EU Internship

8. Department of Foreign Affairs and Trade (DFAT)

Name	Position
Hannah Birdsey	Counsellor – Education, Scholarships and Knowledge Sector Development Cooperation
Jerry Strudwick	Lead Education Specialist, Development Cooperation
Julia Wheeler	Senior Program Manager, Development Cooperation
Dewi Sudharta	Program Manager, Development Cooperation

9. Asian Development Bank (ADB)

Name	Position
Edimon Ginting	Deputy Country Director, Indonesian Resident Mission
Sutarum Wiryono	Education Officer, Indonesian Resident Mission
Renadi Budiman	Senior Finance Specialist, Indonesian Resident Mission
F.P. Anggriani Arifin	Associate Project Analyst, Indonesian Resident Mission

10. Australia’s Education Partnership with Indonesia (Performance, Oversight and Monitoring Facility)

Name	Position
Nick Clinch	Operations Manager
Simon Milligan	Education Research and Analysis Specialist

11. Australia’s Knowledge Sector Initiative Indonesia

Name	Position
Arnaldo Pellini	Senior Adviser

12. ACDP Consortia Representatives

Name	Position
Jackie Creighton	Cardno, Head of Business Development
Paul Harris	URS, Head of Business Development
Robert Smith	Cambridge Education
Ir. Noor Arief Muzadi	CEO, PT Trans Intra Asia
Dendy Hapsoro Kurnuawan	Operational Manager, PT Trans Intra Asia
Adipati Rahmat	Technical Manager, PT Trans Intra Asia
Daniel Moulton	Technical Project Director ACDP project, PT Trans Intra Asia
Sudarno Sumarto	Senior Research Fellow, SMERU
Widjajanti Isdijoso	Director of Research, SMERU

Annex 3. Bibliography²³

Note: All documents produced under the signature of ACDP Secretariat have been validated and officially transmitted to the funding agencies (DFAT and EU) by the Office of Research & Development (BALITBANG) of the Ministry of Education and Culture (MoEC)

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Annex 4: Mid-Term Review Approach and Methodology

Phase 1: Inception	
Familiarisation	<ol style="list-style-type: none"> 1. Desk research: Review and analysis of all available information and data including ACDP design documents (with details on ACDP logical framework), on-going ACDP reports, and relevant policy and programme documentation from the EC, DFAT and Indonesia. 2. Preliminary consultation: With EU Delegation in Indonesia and DFAT to “set the scene”, to understand expectations and to raise any issues.
Review Framework	<ol style="list-style-type: none"> 3. Develop a Review framework with questions and sub-questions (applying <i>OECD-DAC criteria</i>) and determine what evidence will be required to answer them. 4. Develop data collection methods and plans for implementation. <ul style="list-style-type: none"> - Identification of stakeholders to be consulted, how and when - Develop interview guides, data collection framework and templates
Inception Report *Deliverable*	<ol style="list-style-type: none"> 5. Develop Inception Report including an outline of the scope, methodology, details of the mission to Indonesia, and list of key stakeholders to be involved. It will also include the allocation of tasks among team members, timings and a template for the Final Report. The Inception Report is submitted to the EU Delegation and DFAT for approval and subsequently issued to the ADB and the ATOG (ACDP Technical oversight group) members for their approval.
Phase 2: Data collection (In-country Mission)	
Field Visit	<ol style="list-style-type: none"> 7. Entry Briefing with EU Delegation and DFAT post in Jakarta. Further clarification on expectations, discussion on methodological and procedural aspects of Review and to serve as an opportunity to meet the Review Team in person. 8. Interview / Focus Group Program: Face to face interviews (or where applicable focus groups) with stakeholders in Indonesia including ACDP Technical Oversight Group (ATOG) members, the EU, DFAT, ACDP, the Asian Development Bank (ADB) and various Directorate-Generals across Ministry of Education and Culture (MoEC) and Ministry of Religious Affairs (MoRA). Additional consultation with Australia's Performance Oversight and Monitoring (POM) Team on all outputs which relate to the ACDP. Representatives from local government will also be consulted where appropriate, for example during a field visit. 9. Systematic recording of key points arising from interviews in data collection template. 10. Preliminary analysis: Undertake analysis of the interview data to feed into Aide Memoire.
Aide Memoire *Deliverable*	<ol style="list-style-type: none"> 11. Develop Aide Memoire on key findings, preliminary conclusions and issues arising.
Field Visit Debrief *Deliverable*	<ol style="list-style-type: none"> 12. Debriefing with EU Delegation, DFAT, ADB, ACDP Secretariat and the ATOG.

Phase 3: Analysis and Reporting	
Triangulation and analysis	4. Triangulate evidence from all sources, articulate findings, draw conclusions and make recommendations.
Reporting *Deliverable*	5. Draft Review Report providing evidence to support conclusions and recommendations. 6. Produce Final Review Report addressing feedback on draft from EU and DFAT.

Annex 5. Mid-Term Review Framework

In line with the Key evaluation questions listed in the ToR (Annex 1), we present hereafter the layout of the review questions and the respective criterion they meet, along with indicative judgement criteria/indicators and sources of evidence.

Below topics will also be discussed with EU&DFAT

Review Questions	Judgement criteria / Indicators (Indicative)	Sources of Evidence (Indicative)
<u>Problems and needs (Relevance):</u> To what extent are the ACDP objectives consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies?		
Qu.1 To what extent has the ACDP been consistent with, and supportive of, the policy and programme framework within which it operates?	✓ Evidence demonstrating links and alignment between ACDP objectives and - the EC's Country Strategy Paper /Australia's Education Partnership with Indonesia / Indonesian Government's development policy and sector policies?	✓ Desk research: - ACDP facility design documentation - EC / DFAT / Indonesian policy documentation ✓ Interviews with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team
<u>Achievement of purpose (Effectiveness):</u> To what extent have the ACDP's objectives been achieved, or are expected to be achieved?		
Qu.2 To what extent is the ACDP utilising the full suite of mechanisms made available through the design?	✓ Evidence demonstrating use of all ACDP mechanisms (and / or explanation of why some mechanisms have not been used)	✓ Desk research: - ACDP facility design documentation ✓ Interviews with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team
Qu.3 Is the mix of activities appropriate to achieve the intended outcomes (as in the design) considering the ACDP's operating environment?	✓ Evidence that the mix of activities is sufficient to achieve intended outcomes (and identification of gaps if insufficient)	✓ Desk research: - ACDP facility design documentation - ACDP reporting - Performance Oversight Monitoring (POM) reporting ✓ Interviews with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team
Qu.4 To what extent does the current model facilitate effective implementation and results?	✓ Evidence that delivery model is appropriate and fit for purpose taking account of organisational structure, consortia model, procurement processes (including TOR development, bids assessment, responsiveness and timeliness)	✓ Desk research: - ACDP reporting - Performance Oversight Monitoring (POM) reporting ✓ Interviews with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team
Qu.5 Are the roles and responsibilities of the ACDP Secretariat, ADB, DFAT and EU clear and appropriate? If not, how can the roles and responsibilities of each be improved to facilitate results?	✓ Evidence that roles and responsibilities are clear and appropriate ✓ Evidence that Bappenas / MoEC &	✓ Desk research: - ACDP reporting - ACDP governance arrangements ✓ Interviews with:

Review Questions	Judgement criteria / Indicators (Indicative)	Sources of Evidence (Indicative)
Qu.6 What is the appropriate level of engagement from Bappenas, MoEC and MoRA? Does the current model facilitate this?	MoRA are engaged and to an appropriate extent	- DFAT / EU / Indonesian gov't officials / ATOG / ADB / ACDP Bappenas/ MoEC / MoRA
Qu.7 Does the M&E system provide sufficient information to support continuous programme improvement, facilitate learning, and enable a robust assessment of programme performance	✓ Evidence that the M&E is capturing results rigorously and is being used to adapt and improve ACDP	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews with: ACDP team / POM team
Qu.8 What is the quality of the: - analysis of strategic options - justification of the recommended implementation strategy, and - management and coordination arrangements?	✓ Evidence of high quality evidence to support strategic options, implementation strategy and management and coordination arrangements	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews with: ACDP team / POM team
<u>Sound management and value for money (Efficiency):</u> To what extent have activities transformed the available resources into the intended results (sometimes referred to as outputs), in terms of quantity, quality and timeliness?		
Qu.9 Operational work planning and implementation (input delivery, activity management and delivery of outputs), and management of the budget (including cost control and whether an inadequate budget was a factor);	✓ Evidence that ACDP Work plan is implemented within the programming benchmarks and budgetary frameworks ✓ Evidence of systematic monitoring of inputs, activities and outputs ✓ Evidence of sound financial management, cost-consciousness and adequate budget	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews with: - DFAT / EU / ATOG / ADB / ACDP team / POM team
Qu.10 Extent to which the costs of the project have been justified by the benefits whether or not expressed in monetary terms in comparison with similar projects or known alternative approaches, taking account of contextual differences and eliminating market distortions.	✓ Evidence of project benefits being commensurate with costs accounting for contextual factors (and comparing well to similar interventions if benchmarks are available)	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews / focus group with: DFAT / EU / ATOG / ACDP team/M&E adviser, ADB education adviser, Bappenas deputy Minister HR & Cultural affairs, Balitbang Director
Qu.11a Does ACDP have adequate resources (professional/technical staff and administrative staff) to deliver on its stated outcomes? Were changes necessary would	✓ Evidence of appropriate human resources (and right mix of skills and experience) to deliver ACDP outcomes	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring

Review Questions	Judgement criteria / Indicators (Indicative)	Sources of Evidence (Indicative)
ACDP have adequate resources?		(POM) reporting ✓ Interviews / focus group with: DFAT / EU / ATOG / ACDP team/M&E adviser, ADB education adviser, Bappenas deputy Minister HR & Cultural affairs, Balitbang Director ✓ Case studies of selected ACDP interventions (Representative selection based on criteria such as size, type of activity, geography)
Qu.11b Are there perceived advantages or difficulties with the current procurement setup. What are strengths and weaknesses of the system of working with consortia bidding for contracts?	✓ Evidence that the procurement set-up is appropriate and fit for purpose	✓ Desk research: - ACDP reporting ✓ Interviews with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team
<u>Achievement of wider effects (Impact):</u> To what extent have there been any impacts to date or where early indications demonstrate there are likely to be impacts on the future?		
Qu 12 Extent to which the ACDP objectives of the project have been achieved.	✓ Evidence (or emerging evidence) that progress is being made with regard to achieving ACDP objectives	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews / focus group with: - DFAT / EU / Indonesian officials / ATOG / ADB / ACDP team / POM team / Bappenas/ MoEC / MoRA ✓ Case studies of selected ACDP interventions (Representative selection based on criteria such as size, type of activity, geography)
Qu.13 Whether the effects of the project have been facilitated/constrained by external factors?	✓ Evidence of external factors and the influence they have had on ACDP	
Qu.14 Whether the effects of the project have produced any unintended or unexpected impacts, and if so how have these affected the overall impact?	✓ Evidence of unintended impacts that have arisen and the influence they have had on ACDP	
Qu.15 Whether the effects of the project have been facilitated/constrained by project/programme management, by co-ordination arrangements, by the participation of relevant stakeholders?	✓ Evidence of programme management /coordination arrangements influencing ACDP and in what way	
<u>Likely continuation of achieved results (Sustainability):</u>		
Qu. 16 To what extent is there ownership of ACDP objectives and achievements? e.g. how far all stakeholders were consulted on the objectives from the outset, and whether they agreed with them and continue to remain in agreement;	✓ Evidence to suggest extensive stakeholder consultation during design phase (and during implementation) ✓ Evidence of a sound programme design process – contextual analysis mapping assumptions and risks, Theory of Change, M&E Framework	✓ Desk research: - ACDP reporting - ACDP M&E - Performance Oversight Monitoring (POM) reporting ✓ Interviews / focus group with: - Bappenas/ MoEC / MoRA / DFAT / EU / Indonesian officials / ATOG /

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Review Questions	Judgement criteria / Indicators (Indicative)	Sources of Evidence (Indicative)
Qu. 17 To what extent is ACDP improving institutional capacity (Government and counterpart institutions) and how the flow of benefits is likely to continue after the project ends? (E.g. Trends in procuring research and utilising recommendations from ACDP work?)	<ul style="list-style-type: none"> ✓ Evidence to suggest institutions (or parts of institutions) are developing capacity and capability as a result of ACDP ✓ Evidence to suggest that research is being used in GoI institutions to facilitate decision making 	<p>ADB / ACDP team / POM team</p> <ul style="list-style-type: none"> ✓ Case studies of selected institutions to determine whether capacity has improved and how

Annex 6. Interview Guides

DRAFT INTERVIEW GUIDE FOR STAKEHOLDERS

Interviewee name:	
Position and institution:	
Interview date:	

Questions will be selected appropriately based on stakeholder group (as depicted in Review Framework).

Introduction

Please describe the institution you work for, your current area of responsibility and in what capacity you are involved with the ACDP?

Relevance

1. To what extent are the objectives of the ACDP aligned with the (select based on stakeholder):
 - EU's Country Strategy Paper?
 - Australia's Education Partnership with Indonesia?
 - Indonesian Government's development policy and sector policies?

Effectiveness

Implementation Vs Design:

2. Are all the mechanisms detailed in the ACDP design being implemented? If not, why?
3. Is the mix of activities appropriate to achieve the intended outcomes (as in the design) considering the ACDP's operating environment? If not, why?
4. To what extent does the current model facilitate effective implementation and results?

ACDP Actors:

5. Are the roles and responsibilities of the ATOG, ACDP Secretariat, ADB, DFAT and EU clear and appropriate? If not, how can the roles and responsibilities of each be improved to facilitate results?
6. What is the appropriate level of engagement from Bappenas, MoEC and MoRA? Does the current model facilitate this?

M&E:

7. How has M&E information been used to:
 - facilitate learning? If so, what have you learnt?
 - support continuous programme improvement? If so, how has the programme improved?
 - enable a robust assessment of programme performance?

Quality:

8. What is the quality of the:
 - Analysis of strategic options?
 - Justification of the recommended implementation strategy?, and
 - Management and coordination arrangements?

And what do you base your assessment on in all cases?

Efficiency:

9. Financial and Operational management: Please describe the process for monitoring of ACDP inputs, activities and outputs and how you track programme finances? Have there been any issues with regard to monitoring activities and financial management? What have they been? Have they been resolved? Are you on budget?
10. Value For Money (VFM): How do you define VFM on the programme? How do you ensure that you are getting VFM ?
 - Do you have any cost-benefit metrics?
 - Have you compared these to other interventions of a similar nature?
11. Resources: Does ACDP have adequate resources (professional/technical staff and administrative staff) to deliver on its stated outcomes? If so, where are the gaps and how are you managing these issues?

Impact

12. Objectives: To what extent do you think ACDP objectives are being achieved? What's the emerging evidence for this?
13. External Factors: To what extent has the ACDP been affected (helped or hindered) by external factors (not foreseen) ?
14. Unintended Impacts: To what extent have you seen any unintended impacts of the ACDP?

15. Internal Factors: To what extent has ACDP been affected (helped or hindered) by internal factors such as project/programme management, co-ordination arrangements, the level of participation of relevant stakeholders?

Sustainability

16. Participating in the ACDP design: Did you or your organisation contribute to the design and development of the ACPD? What did you think of this process? What evidence was used and to what extent was developing the ACDP (and how it works) a participatory exercise?
17. Capacity Building: In what way has ACDP contributed to building capacity within institutions? What changes have you seen? To what extent is research used to as a basis for making decisions in your institution? Has ACDP been a catalyst for this? Do you see this trend continuing?

Annex 7: Indonesian education sector and EU/DFAT-Indonesia cooperation at mid-2014

The status of the Indonesian education sector: a summary overall picture

The mission estimates necessary to start with an up-to-date knowledge and understanding of the overall status, progress and challenges of the Indonesian education sector before beginning the MTR. That knowledge indeed will enable the experts to enter directly and more accurately in the evaluation dialogue with the national (and regional) stakeholders of the sector. Based on the desk documentary review²⁴, the mission established the following schematic assessment of the current situation of the education system (achievements and challenges):

- A country of 240 million citizens with more than 700 first languages but a steadily fast growing economy with an education system geared towards preparing its students towards a **“Knowledge-based Economy”**; in the past 10-15 years;
- The management and monitoring of the education system has been undergoing a significant process of **Decentralisation** but with still high disparities in quality of education services between provinces; nevertheless, the integration and harmonisation of public and Islamic educational structures and modalities raises issues of management and governance differences between the decentralised Public system (under MoEC supervision) and the centralised Islamic system (under MoRA governance);
- At the same time, the GOI (MoEC and MoRA) has enhanced its central **Regulatory Role** building up on associated legislative and standardisation instruments but, given the decentralisation trend they have still to be well known and understood at local levels;
- A heavy effort has been accomplished by the GoI in **Educational Finances** (e.g. 20% of State budget constitutionally allocated to education) with free (compulsory) basic education since 2005 (School Operational assistance fund - BOS launched);
- **Access** to basic education and secondary education has increased significantly in the last 15 years (NER to basic education was 95.5% in 2011/12) but strong disparities still exist between provinces, particularly in remote areas;
- Finally, a lot of efforts have been dedicated to improving the **Quality** of the educational services: key institutions have been created to monitor and sustain it and make it relevant with the needs of the labour market²⁵; nevertheless, this effort has created heavy challenges on the human resources due to the changes in the teaching/learning process it generated (e.g. school-based curriculum and teacher force upgrading).

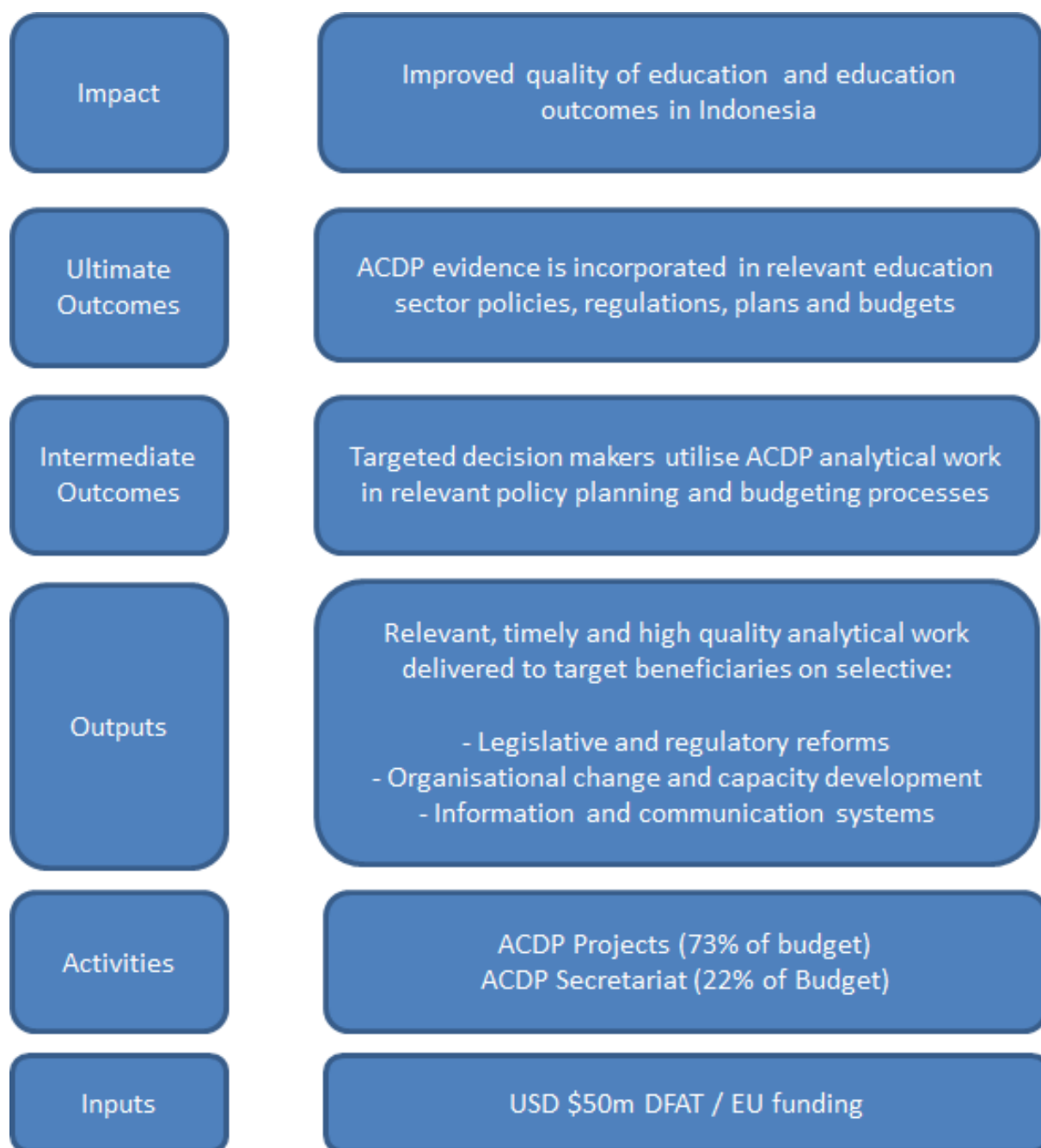
These achievements along with the challenges they created have certainly obliged ESACDP to be innovative in its analytical work and certainly persuasive in making policy makers of the educational system utilise its results to inform sector policy, plans and budgets. The above listed elements will be used during the in-country phase to establish semi-structured interview and observation guides.

²⁴ All key documents listed in Annex III of the ToRs were provided by EU Delegation/DFAT to the team in time for preparing the present report

²⁵ The Institute for Educational Quality/Lembaga Penjaminan Mutu Pendidikan – LPMP and the Teacher Training Institute/Lembaga Pendidikan Tenaga kependidikan – LPTK)

Annex 8: ACDP Logical Framework at mid-2014

The logical approach of ACDP to its objectives: a summary overall picture at MTR time



Source: MTR based on Annual EP Performance report 2013 – Final Report – Performance Oversight & Monitoring (POM) - DFAT - June 2014

Annex 9: List of ACDP activities (as of October 2014)

No.	Activity	Status
001	Early Childhood Development Strategy Study	Completed
002	Overview of the Education Sector in Indonesia 2012	Completed
003	Madrasah Education Financing in Indonesia	Completed
004	General Senior Secondary Education Financing in Indonesia	Completed
005	Review of a Decade of Gender Mainstreaming in Education in Indonesia	Completed
006	Free Basic Education Strategy Development	Completed
007	School and Madrasah Principals and Supervisors Competency Baseline Study	Completed
008	Evaluation of the Supplemental Food for School Children Program	Completed
009	Study on Religious Education in Schools	Ongoing
010	Formulation of a National Action Plan for Environmental Education	Ongoing
011	Teacher Absenteeism Study	Ongoing
012	Strengthening Education Research Capacity	Completed
013	Curriculum & Textbook Reform	Ongoing
014	Islamic Higher Education Institutions Study	Planned
015	Mid-Term Review of the Education Renstra	Completed
015A	Support to Development of MoEC Renstra	Ongoing
016	Linking the Master Plan for Acceleration of Economic Development to Programming in the Education Sector	Planned
017	OECD Indonesia Education Sector Review	Ongoing
018	Support to Basic Education Minimum Service Standards Planning & Monitoring	Completed
019	Senior Secondary Education Tracer Studies	Planned
020	Evaluation of International Standard Schools in Indonesia	Completed
021	Overview of the Islamic Education Sector	Ongoing
022	ECD Quality Assurance Systems Development	Planned
023	Support for MTB-MLE in Remote and Rural Areas in Papua	Planned
024	Development of Indonesian Qualifications Framework	Planned
025	Developing Strategies for University, Industry, and Government Partnership in Indonesia	Completed
026	Senior Secondary Vocational Education Cost & Financing Study	Planned
027	Support to the Development of MoRA Renstra	Planned
028	Student Assessment Reform	Planned
029	<i>Not Assigned</i>	-
030	<i>Not Assigned</i>	-
031	<i>Not Assigned</i>	-
032	Programme for International Assessment of Adult Competencies	Ongoing
033	<i>Not Assigned</i>	-
034	Support to Education Sector Review to Inform the National Medium Term Development Plan 2015-19	Ongoing
034C	Education Governance – National Partnerships for Education Study	Completed
034D	Paper on MSS and Quality of the Learning Environment	Completed
034F	Paper on Higher Education Governance & Management	Completed

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No.	Activity	Status
035	<i>Not Assigned</i>	-
036	Education Policy Research in Aceh	Ongoing
037	International Programme for Development Education Training	Completed
038	Rapid Assessment of Cash Transfer for Poor Students Programme	Completed
039	Rural & Remote Areas Strategic Planning for Tanah Papua	Completed
040	Support to Nusa Tenggara Timur	Planned
041	Study on Student Health & Nutrition	Planned
042	Evaluation of Principals Preparation Programme	Ongoing
043	Support to Balitbang Data Management	Ongoing
044	<i>Not Assigned</i>	-
045	Evaluation of ICT in Education in Papua	Ongoing
046	<i>Not Assigned</i>	-
047	Indonesia Education Policy Research Partnerships	Planned

Source : ACDP Secretariat