

AUSTRALIA AWARDS IN INDONESIA (AAI)

END-OF PROGRAM REVIEW (EPR)

FINAL REPORT

Prepared for DFAT, Australian Embassy, Jakarta

22 February 2021

Clear Horizon

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Document review and authorisation

Version	Date distributed	Issued to	Comments
1	20 January 2021	DFAT Jakarta	
2	22 February 2021	DFAT Jakarta	

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Last Saved	29/10/2021 10:30 AM
Clear Horizon Reference No.	20188

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Acronyms

ACRONYM	EXPLANATION
AAI	Australia Awards in Indonesia
AE	Alumni Engagement
AES	Enhanced Alumni Engagement Strategy
AGS	Alumni Grants Scheme
BAPPENAS	Ministry of National Development Planning
DFAT	Department of Foreign Affairs and Trade
EII	Economic, Investment & Infrastructure Branch (DFAT Jakarta)
ELTA	English Language Training Assistance
EPR	End-of-Program Review
GFA	Geographic Focus Area
GHD	Governance & Human Development Branch (DFAT Jakarta)
JST	Joint Selection Team
KEQ	Key Evaluation Question
LPDP	<i>Lembaga Pengelola Dana Pendidikan</i> / Indonesian Endowment Fund for Education
LTA	Long-Term Award
MC	Managing Contractor
MEL	Monitoring, Evaluation and Learning
MoEC	Ministry of Education & Culture
MoHA	Ministry of Home Affairs
OAE	On-Award Enrichment
OASIS	Online Australian Scholarships' Information System
ODA	Official Development Assistance
PDT	Pre-Departure Training
PEA	Political Economy Analysis
PSC	Political and Strategic Communication Branch (DFAT Jakarta)
PWD	People with Disability

ACRONYM	EXPLANATION
SCA	Short-Course Award
SCB	Scholarships and Alumni Branch (DFAT Canberra)
SE	Scholar Engagement (previously OAE)
SetNeg	Ministry of State Secretariat
SSMP	Split-Site Master's Program
STA	Short-Term Award
TVET	Technical Vocation Education and Training
VFM	Value for Money

Map of Indonesia



Source: Base map from [Wikipedia - Indonesia](#).

KEY:

- The seven provinces in the AAI Geographic Focus Area
- Australian Embassy Jakarta
- Australian Consulates-General in Surabaya, East Java; Denpasar, Bali; and Makassar, South Sulawesi

Acknowledgements

The Review team wishes to thank all those involved in the *Australia Awards in Indonesia End-of-Program Review*, for the support and willing assistance provided.

Thank you to the Australian Embassy, Indonesian government and AAI team representatives who participated in the interviews and the *Validation and Future Options Workshop*. Their perspectives and views are greatly appreciated and formed the evidence base for the Review.

The EPR Team also appreciates receiving a comprehensive set of background documents for the Desk Review. We express our thanks to DFAT and the AAI team for these documents which provided essential information to aid our understanding of the Program.

The Review team would also like to thank Ibu Tea and Ibu Yuli for their administrative and logistic support which ensured a smooth running and comprehensive Review process, despite the challenges of conducting the Review remotely.

Executive Summary

1. Introduction

The Department of Foreign Affairs and Trade (DFAT) at the Australian Embassy in Jakarta appointed Clear Horizon Consulting to conduct an *End-of-Program Review (EPR)* of the *Australia Awards in Indonesia (AAI)* program. This Report presents the findings of the EPR, which was conducted from October 2020 to January 2021.

2. Purpose of Review

The EPR is intended to distil the learning from the AAI program as implemented from 2014 to the present, in order to inform DFAT on the shaping of a future Australia Awards program in Indonesia. Secondly, the Review provides accountability to stakeholders, including both the Government of Australia and Government of Indonesia, awardees, alumni and Australian taxpayers. The Terms of Reference are at Annex 1.

3. Australia Awards in Indonesia (AAI)

AAI is an eight-year program (April 2014 to 31 March 2022) with a total estimated value of AUD420 million. This Review focused on the AUD166 million investment (INL131), which is managed by managing contractor Coffey International for DFAT's Indonesia program. The program logic is at Annex 2.

Between 2014 and 2020, AAI supported: 2,070 long-term awardees to study at post-graduate level in Australian universities; 660 participants in pre-award selection English Language Training Assistance (ELTA); 2,474 Short Course awardees to participate in short course activities in Australia with preparatory and follow-up activities in Indonesia; along with numerous Australia Awards Fellows (624 in just 2014 and 2015). In addition, there was rapid growth in alumni engagement following redefinition of alumni to include all Australia Awards alumni (both long- and short-term) and any Indonesian alumni of Australian education institutions whether privately or publicly funded. The alumni database more than doubled from 6,868 alumni in 2014 to 13,918 in 2020. Program dimensions are attached at Annex 3 and expenditure details at Annex 12.

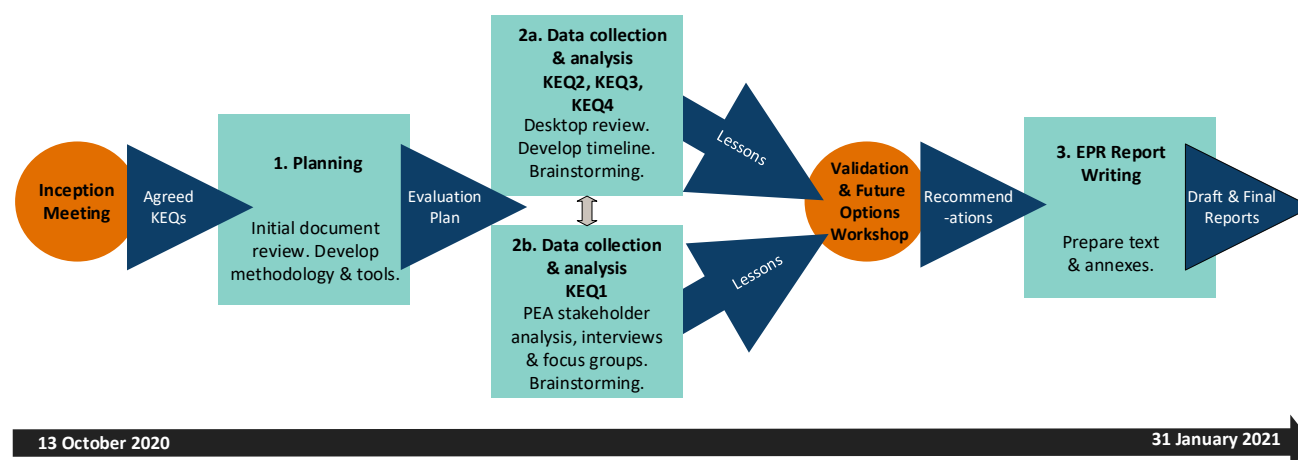
4. EPR Methodology

Key Evaluation Questions (KEQs)

1. How relevant is AAI in supporting Australia's current and emerging strategic priorities?
2. How effective has AAI been in supporting people-to-people links between Australia and Indonesia?
3. How effective has AAI been in contributing to human capital development in Indonesia, and contributing to Australia's broader sustainable development agenda in Indonesia?
4. How effective and efficient has the approach to managing and resourcing the program been?

The diagram below summarises the dual pathway methodology adopted to respond to the KEQs and sub-questions (Annex 4), involving both extensive document review (over 180 references listed in Annex 5), 24 interviews (Annexes 6, 7 and 8), and data analysis (Annex 9). The Team took a 'forward leaning'

approach in recognition that this EPR will inform development of the design of the next AAI program commencing in 2022. Initial findings were discussed in an online *Validation and Future Options Workshop* on 10 December 2020 (refer Annexes 10 and 11).



5. Political and Economic Context

Section 5 presents an overview of political and economic developments in Indonesia and Australia from 2014 to 2020, which have been significant for AAI. The timeline at Figure 5 (page 14) summarises these changes.

The most significant changes in the political and economic context were:

- the rapid growth in the Indonesian economy over the past two decades, which created the ‘fiscal space’ for ‘home-grown’ scholarships
- the new policy direction introduced by the Australian Government in Indonesia in 2014-15, accompanied by a 40 percent cut to the aid budget (Box 2, page 9 refers)
- the treaty-status *Indonesia Australia Comprehensive Economic Partnership Agreement (IA-CEPA)*, which has been negotiated over several years and came into force in July 2020, with its associated *Plan of Action for the Indonesia-Australia Comprehensive Strategic Partnership and Economic Cooperation Program*
- the COVID-19 pandemic which has had both an ‘almost catastrophic’ effect on AAI since February 2020, and major health and economic impacts in Indonesia, ‘undoing’ recent progress in reducing poverty.

6. Findings - Overall

In line with previous evaluations and reviews, evidence confirmed that AAI continues to demonstrate significant strengths, including ‘gold standard’ program management.

A significant challenge affecting the program is how to simultaneously achieve the goals of both governments: Indonesia and Australia. The EPR recommends adjustments to governance arrangements including establishment of a decision-making body to ensure priorities are mutually determined. Its responsibilities would involve deciding priority fields of study for scholars along with shortlisting and approval of Short Course topics.

The Review endorsed recent changes to the practice of Embassy Partners nominating Long Term Award candidates, including reducing the allocation to this category from 20 per cent to 10 per cent.

Involvement of AAI personnel in activities promoting education in Australia suggested a need to clarify boundaries and limit engagement in such events specifically to AAI promotion.

Varying perspectives exist around the prestige of Australia Awards. Some Embassy stakeholders favoured increasing the proportion of Ph D candidates and pursuing a high-end branding strategy akin to Chevening and Fulbright scholarships. The Review concluded that an over-emphasis on prestige has the potential to undermine the Program's reputation for achieving positive development outcomes, particularly for marginalised and vulnerable groups. Addressing issues such as stipends as well as reintroduction of scholar engagement and reintegration activities have the potential to enhance both the quality and standing of awards.

Overall, AAI demonstrated strong agility both pre-COVID-19 and during the pandemic. It has, for example, employed new online modes of delivery for program components including pre-departure activities and alumni engagement. Its approach to addressing unforeseen problems is characterised by flexibility and innovation.

7. Findings - Relevance

The evidence collected suggests that, following introduction of the DFAT policy directions of 2014-15, there has been a shift in AAI away from Indonesia-led development processes and outcomes. The focus of AAI appears to have been increasingly on promotion and networking, building relationships and influence to enhance Australia's soft power. Furthermore, there is a diversity of views among Australian stakeholders on the priorities of AAI, which relates to individually held views on the preferred mix of development and public diplomacy results that AAI can deliver.

Issues that would be easier to resolve if there were more clarity and an agreed position include: AAI governance and leadership; the role of Embassy Partners; fields of study; geographic targeting; prestige; promotion; and scholarship alumni reintegration.

Over time, budgetary constraints and successful promotion meant that scholarships became more competitive, with the success rate falling from 23 per cent of applicants in 2014 to just 4 per cent in 2020. Some interviewees regarded this as adding prestige (like the British Chevening or US Fulbright awards), while others thought it inefficient. A distinguishing feature of Chevening Master's scholarships is the high level of engagement and support offered in-country and reintegration support for recent returnees. These add to quality and prestige.

8. Findings - Effectiveness in Human Capital Development)

AAI scholars had high rates of completion, which reflected effective selection and preparation, and support while in Australia through On Award Enrichment, later called Scholar Engagement. Despite evidence of its effectiveness and close alignment with DFAT's public diplomacy objectives, Scholar Engagement ceased in June 2020, as a budgetary measure.

Short courses consistently demonstrated high levels of relevance and satisfaction among awardees. Over half classified their course as '*highly relevant*' to their work and 84 per cent were able to implement their award projects.

AAI consistently demonstrated a commitment to the principles of social inclusion and has a proven record in women's access and participation. AAI is regarded as a leading provider of capacity development for people with disability in Indonesia, with customised support built into every stage of the Program and preparedness to allocate additional funds to ensure that no awardee with disability is disadvantaged. AAI's geographic targeting reduced barriers to participation for people from seven priority

provinces, some of whom were from ethnic minorities, by supporting English language training and reserving an equity quota for scholarship applications.

9. Findings - Effectiveness in People-to-People Links

Since 2014, AAI has demonstrated a steadily increasing capacity to create and maintain robust links with individuals, national and sub-national government entities, universities, public and private sector organisations. Data revealed that AAI was viewed positively by the vast majority of alumni and was seen as contributing positively to the relationship between Indonesia and Australia.

In light of the recently signed IA-CEPA, opportunities for AAI to support development within the area of bilateral trade are likely to increase. The discontinued Fellowships model was particularly effective at creating partnerships between organisations in Indonesia and Australia to deliver needs-based capacity development and expose Indonesian awardees to Australian practice. AAI is appropriately positioned and possesses the standing and the capacity to take up these opportunities, particularly if it can incorporate a Fellowships model and support capacity development within other DFAT investments.

10. Findings - Efficiency

Stakeholders believed that AAI resourcing in terms of staffing was 'about right'. The Standing Offer for Research and Evaluation (STORE) is an efficient way of accessing additional expertise. Resourcing in terms of budget has constrained scholarship numbers but led to an expansion in short courses, a more flexible mechanism. The AAI Team produce high quality Annual Plans, Annual Reports and Monitoring, Evaluation and Learning (MEL) products. The Value for Money section looks at relative costs, benefits and risks between the various AAI awards noting that future planning would benefit from modelling to understand the implications of varying the composition of AAI awards (e.g. the proportion of PhD and Master's scholars, or between long-term and short-term awards). Parallel co-financing has been used effectively through the Split-Site Master's Program, now planning its fifth cohort. There is potential for a collaborative relationship with LPDP (the Indonesian Endowment Fund for Education), which to date has not been realised, despite Australia being the second largest destination for LPDP scholars. The 1,841 LPDP scholars in Australia from 2013 to 2019 amount to 74 per cent of DFAT's own scholarship program for those years. AAI served 'whole of government' well, for example, through short courses funded through the *Red Meat and Cattle Partnership* and the *White Paper on Developing Northern Australia*. Co-funding and in-kind contributions were evident in the Alumni Grants Scheme and ELTA.

11. Summary of Recommendations

The following table provides a summary of the 14 recommendations in this EPR. This is an updated version of the table discussed during the *Validation and Future Options Workshop*. Changes reflect discussions during and responses following the Workshop. Page numbers have been included for ease of reference.

No.	Recommendation	Page
1	In preparation for the design of the new AAI program, focus attention on reaching an agreed DFAT view of AAI's purpose and priorities now and through to 2030.	17
2	That the practice of Embassy or Consulate officers nominating LTA applicants be clearly communicated to all parties and be monitored by the AAI Team to ensure that any new processes contribute to managing expectations and providing transparency.	18
3	The design team to explore options for a new governance model which gives decision-making power to a Program Coordinating Committee or equivalent.	19

No.	Recommendation	Page
4	Undertake systematic consultation with key Indonesian agencies about course priorities for LTA including Split-Site Master's Program (SSMP) fields of study, to ensure the interests of both Governments are reflected.	19
5	The current practice for nomination of short course topics by both the Australian Embassy and the Indonesian Government continues, but shortlisting should be done by a new well-briefed Joint Course Selection Panel following clear selection criteria, prior to being sent to the AAI PCC for endorsement.	20
6	Limit ODA-funded outreach and promotion activities to AAI-related promotion targeted at GFA provinces and vulnerable groups, and encourage the Department of Education, Skills and Employment and Austrade to resume responsibility for generic education promotion.	20
7	Quality in LTA should be enhanced by restoring budget for Scholar Engagement.	22
8	Increase the capacity for innovation by allocating funds to the Program Enhancement Fund line in the budget for the balance of the current program. Suggested areas of focus are Recommendations 9, 10, 11 and 12 as well as how AAI can best respond to emerging issues relating to Indonesia's recovery from COVID-19.	25
9	Undertake research through the alumni network and Indonesian partners on reintegration issues and needs, with a view to re-establishing reintegration support for LTA returnees as a priority.	30
10	Undertake research into both the relative socio-economic standards of Indonesia's provinces and the demand for postgraduate qualifications before commencement of the AAI design to provide an evidence base for discussion of future geographic prioritisation.	33
11	Within the STA program, consider designing a pilot for a revitalised Australia Awards Fellowships program for Indonesia modelled on the program formerly funded by DFAT Canberra, to promote organisation-to-organisation linkages and partnerships.	37
12	Model the expenditure implications of allocating different proportions of Masters (including SSMP), PhD and STA awards to ensure evidence informed decision-making and achievement of value for money. This modelling would weigh up the cost, risk, and the perceived value to Indonesia and Australia.	42
13	Integrate co-financed awards as part of annual AAI LTA intakes. Over time, increase the proportion of co-financed scholarships within LTA to achieve both integration with Indonesian systems and value for money.	43
14	Strengthen cooperation between the Australian Embassy, AAI and LPDP with a view to exploring opportunities for service provision to their Australian scholarships' program, thereby encouraging LPDP to send more scholars to Australia.	43

12. Conclusion

While the AAI Program fundamentals may be considered 'gold standard', this EPR found there is some room for improvement. Discussing and resolving some of the 'big picture' issues will be crucial prior to the design of the next phase, so that the design team does not have to wrestle with ambiguity. This is particularly the case if the 'light touch design update' approach is to be used. Over the next 15 months, the Program could pilot new ideas in readiness for the next iteration due to start in early 2022. Implementation of the proposed Recommendations has potential to lead to an even stronger 'platinum standard' Program.

1. Introduction

The Department of Foreign Affairs and Trade (DFAT) at the Australian Embassy in Jakarta appointed Clear Horizon to conduct an *End-of-Program Review (EPR)* of the *Australia Awards in Indonesia (AAI)* program, which commenced in April 2014 and is due to conclude on 31 March 2022. This draft Report of the Review, conducted from October 2020 to January 2021, presents the EPR Team's findings and recommendations for the future, based on a review of the program to date. The Terms of Reference for the Review are attached at Annex 1.

2. The AAI Program

2.1 What is AAI?

AAI is an eight-year program (2014-22) with a total estimated value of AUD420 million. This Review focused on the AUD166 million investment (INL131), which is managed by managing contractor (MC), Coffey International for DFAT's Indonesia program. Substantial in-Australia expenditure (university fees, scholarship funding through the global Australia Awards (AA) program, etc) is funded and managed by the Scholarships and Alumni Branch (SCB) DFAT Canberra.

AAI continues a long tradition of Australian support to and partnership with Indonesia, in accessing Australian expertise and friendship through scholarships, now known as Long-Term Awards (LTA). These commenced in the early 1950s under the Colombo Plan. Other programs followed, including English language training assistance (now called ELTA) through the Indonesia Australia Language Foundation, and more recently, capacity development initiatives such as Australian Leadership Awards / Fellowships (no longer offered), Short-Course Awards (SCA)¹, Scholar Engagement (formerly known as On-Award Enrichment (OAE), and Alumni Engagement through networking and events along with support provided through the Alumni Grants Scheme (AGS).

AAI is formalised through a Subsidiary Arrangement, which was signed by the Secretary of the Ministry of State Secretariat (SetNeg) and the Australian Ambassador, on 3 July 2014 and has been amended twice. The more recent amendment approved AAI's extension by four years to 30 June 2022, although the official end date has now been agreed as 31 March 2022.

2.2 Program logic

The program logic has evolved since the first iteration in the 2013 design document. The program logic diagrams at Annex 2 show the two most recent versions - from the *AAI Annual Plan 2019-20* and *Annual Plan 2020-21* respectively.

2.3 Stakeholders

AAI stakeholders include: the two partner agencies, DFAT and SetNeg; coordinating departments such as BAPPENAS (Ministry of National Development Planning), the Ministry of Home Affairs, and the Ministry of Finance; government departments in Indonesia which send staff to Australia under either LTA or STA; Australian government departments represented in the Embassy, such as Austrade, Treasury, and Department of Agriculture, known as 'Embassy

¹ When Phase 1 commenced, Short-Term Awards included both SCA and Fellowships, whereas now that Fellowships are no longer offered, STA seems to have replaced SCA in everyday terminology.

partners'; Australian Consulates-General in Bali, Surabaya and Makassar; applicants, awardees and alumni; participating non-government organisations (NGOs); particularly organisations representing people with disability; the private sector; the Scholarships and Alumni Branch (SCB) and Indonesia Branch in DFAT Canberra; host universities and training providers in Australia; universities offering split site Masters' degrees in Indonesia; and the Australian taxpayers who ultimately fund the program.

AAI maximises program accessibility by people with disability (PWD) and staff from disabled people's organisations. It has geographic targeting to seven provinces known as the Geographic Focus Area (GFA) – East Nusa Tenggara, West Nusa Tenggara, Papua, West Papua, Maluku, North Maluku and Aceh². Women are well represented in all AAI programs, often slightly outnumbering men. AAI's Monitoring, Evaluation and Learning (MEL) tracks participation by social inclusion and geographically targeted groups.

2.4 Program dimensions

Australia's largest Australia Awards program operates in Indonesia. Between 2014 and 2020, AAI supported 2,070 long-term awardees to study at post-graduate level in Australian universities, and 2,474 Short Course awardees to participate in short course activities in Australia with preparatory and follow-up activities in Indonesia. Further details of LTA and SCA numbers and annual rates of change can be found in Tables 3.1 and 3.3 in Annex 3.

Two streams of program activities support LTA awards - ELTA for targeted potential LTA applicants from the GFA provinces and for people with disability (PWD) prior to selection, and Scholar Engagement (formerly OAE) which was offered to enrich the experience of LTA scholars in Australia, prior to its cessation in June 2020 as a budget measure. Table 3.6 in Annex 3 shows that there were 660 (56 per cent women) ELTA alumni between 2014 and 2019. There were no courses in 2020 due to COVID-19. AAI staff in Australia coordinated 158 Scholar Engagement activities in 17 categories from late 2014 to mid-2020. Table 3.8 in Annex 3 provides further details.

The fourth (now third) sub-program managed by AAI team is Alumni Engagement (AE). In 2014, there were 6,868 (48 per cent women) scholarship alumni in the AAI alumni database. By 2020, this number had more than doubled to 13,918 alumni (49 per cent women). Table 3.9 shows that 77 per cent of the alumni in the database by 2020 were AAI alumni.

3. Focus of the End-of-Program Review

3.1 Purpose

The EPR is intended to distil the learning from the AAI program as implemented from 2014 to the present, in order to inform DFAT on the shaping of a future Australia Awards program in Indonesia. Secondly, the Review provides accountability to stakeholders, including both the Government of Australia and Government of Indonesia, awardees, alumni and Australian taxpayers.

The EPR is 'forward leaning' - it is intended to inform the design of the next AAI program, and identify potential improvements for the remaining 15 months of the current program.

²The GFA provinces are marked on the map on p viii

3.2 Audience

The primary audience for this EPR is the Executive of the Australian Embassy in Jakarta, while secondary audiences include the Government of Indonesia, particularly the Ministry of State Secretariat (SetNeg), DFAT Canberra (Scholarships and Alumni Branch & Indonesia Desk) and the Australian Public, given that the intention is to publish the Review on DFAT's website.

3.3 Scope

The Terms of Reference (ToR, p 3) describe the scope and focus of the Review as follows:

The review will:

- a) conduct a political economy assessment, to ensure the alignment of the program with the current Indonesian and Australian strategic objectives;*
- b) assess the efficiency and effectiveness of current implementation practices to deliver long-term awards, short-term awards, and alumni engagement activities designed for 2014-22; and*
- c) identify new and/or enhanced requirements/improvements that should be considered in the future design.*

3.4 Key Evaluation Questions

Prior to the Inception Meeting with DFAT Jakarta on 13 October 2020, the team reviewed and revised the original Key Evaluation Questions (KEQs)³. Various sub-questions have been moved, and the original KEQ5 regarding lessons for the future program has been distributed as the final sub-question across all KEQs. Box 1 below presents the final version of the four KEQs. Annex 4 provides the full set of KEQs including the 16 sub-questions.

Box 1: Key Evaluation Questions

1. How relevant is AAI in supporting Australia's current and emerging strategic priorities?
2. How effective has AAI been in supporting people-to-people links between Australia and Indonesia?
3. How effective has AAI been in contributing to human capital development in Indonesia, and contributing to Australia's broader sustainable development agenda in Indonesia?
4. How effective and efficient has the approach to managing and resourcing the program been?

At the Inception Meeting between DFAT Jakarta and Clear Horizon on 13 October 2020, it was agreed that priority would be placed on **relevance** and **efficiency** (i.e. KEQs 1 and 4). Relevance past, present and future was seen as a key criterion, to ensure that findings and recommendations coming out of the Review would be 'forward leaning'. In other words, recommendations should inform the design of the new Australia Awards program due to commence in April 2022, and, potentially, changes which could be introduced during the remaining 15 months or so of the current AAI program.

The KEQs form the basis of the methodology as set out in Section 4.

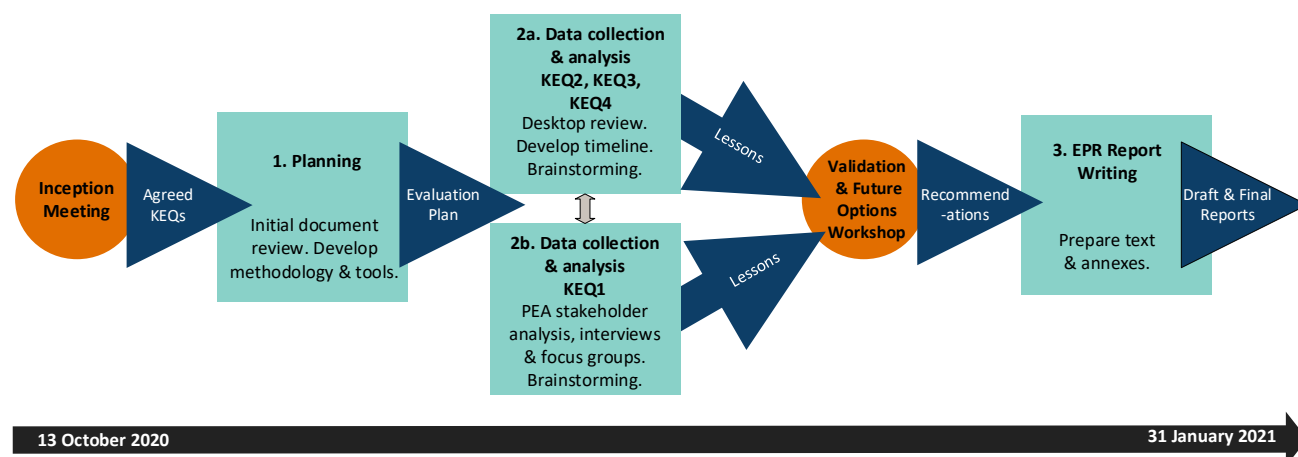
³ The original version of the KEQs is on pp 4-5 of the ToR at Annex 1.

4. Methodology

4.1 Overview

In the *Evaluation Plan* submitted to DFAT 27 October 2020, the dual path Review methodology was summarised in the diagram reproduced as Figure 1 below.

Figure 1: EPR Methodology



While the diagram is stylised to show the conceptual approach, there were overlaps between the two means of data collection. For example, reading material (Pathway 2a) relevant to the PEA provided a backdrop to the interviews (Pathway 2b). Similarly, the interviews and group discussions in Pathway 2b revealed information relevant to Effectiveness and Efficiency (Pathway 2a). This continuous two-way cross-fertilisation of ideas between the two pathways is indicated in the diagram by the double-headed grey arrow.

4.2 Desktop review

The Team referred to an extensive range of documents to collect pre-existing data including: the AAI design; AAI Annual Plans and Annual Reports; other MEL products; DFAT appraisal documents; documents from other sources such as the Global Tracer Facility; and Australian policy documents. DFAT Jakarta provided access to over 130 documents for review. In addition, the team members identified relevant documents through their own research. A list of over 180 references is included at Annex 5.

4.3 Consultations

To add to data collected through the desktop review, the team conducted 24 interviews and meetings between 2 and 26 November 2020. Annex 6 shows the interview schedule. Through these interviews and associated meetings, the team met with 65 people (36 women and 29 men).

Table 1 below shows the distribution of people met by organisation.

Table 1: People Met (Online) by Organisation

Organisation	No. Met	Organisation	No. Met
DFAT Embassy	24	SetNeg	2
DFAT Consulates-General	9	BAPPENAS	4
DFAT Canberra	4	Endowment Fund for Education (LPDP)	3
Former DFAT Embassy	3	Ministry of Education & Culture (MoEC)	4
AAI Managing Contractor	10	Ministry of Home Affairs (MoHA)	2
Total	50		15

The left-hand side shows the number of Embassy personnel and AAI team members, and the right-hand columns show the number met by Indonesian department. Annex 7 provides further details.

The EPR team developed a master list of questions. Interview questions aimed to add value, rather than repeat what is already known through AAI's pre-existing extensive and high-quality monitoring, evaluation and learning (MEL) products. For some interviews, the questions were further customised. The interview questions are attached at Annex 8.

Through these means, the team gained an appreciation of the complexities of the program and particularly the changes in the economic and political context within which it has been operating since 2014. These are described in further detail in Section 5 below.

4.4 Data analysis

Throughout the EPR stages, the team was engaged in a continuous cycle of enquiry – reading, analysing, brainstorming, further reading, stakeholder interviews, learning and reflection. This became an iterative process forming an upward spiral as the team's understanding and ideas grew.

Data collected through reading, interviews and group discussion were collated using a large evidence matrix so that information could be organised under themes. Further details are provided in Annex 9.

4.5 Validation and Future Options Workshop

The online *Validation and Future Options Workshop*, held on 10 December 2020, brought together the DFAT Jakarta senior management team, the Scholarships and Alumni (S&A) team, and the managing contractor's AAI team. The Workshop Agenda, which includes attendees is attached at Annex 10.

The EPR Team prepared a *Discussion Paper* in advance of the Workshop, so that participants would join the workshop ready to participate fully in the discussions. Participants engaged with the issues and shared ideas during the Workshop plenary and break-out sessions. They contributed additional ideas via a follow-up *Feedback on Draft Recommendations Form* using a template distributed immediately after the Workshop (refer Annex 11).

Ideas discussed during and following the Workshop have helped the EPR team consolidate and finalise the findings and recommendations. This Report benefits from final these steps in the EPR methodology.

4.6 Limitations

AAI's Indonesian operations from 2014 through to 2022 represent a \$166 million investment by DFAT. This is part of a larger \$420 million investment if in-Australia operations are included. The challenge for the team was to restrict inquiry to the four key evaluation questions and 16 sub-questions within the allocated time. This required some further prioritisation, particularly on KEQs 1 (Relevance) and 4 (Efficiency), as proposed in the *Evaluation Plan*.

The COVID-19 pandemic restrictions demanded new approaches, given that the team was unable to travel to Indonesia. In the *Evaluation Plan*, the Team noted:

'...the team is not able to: meet with interviewees in person; have chances for observation and incidental learning through visits to workplaces; have opportunity for informal discussion 'by the watercooler'; or engage with workshop participants as fully during the Validation and Future Options Workshop. While remote conduct from Melbourne creates limitations, Clear Horizon is confident we can deliver a useful and useable Report through adoption of the methodology proposed in this Evaluation Plan, enabled by interactive communications technology.'

Indeed, the technology worked better than expected, and there was enormous goodwill as interviewees, many of whom were working from home, embraced the opportunity to discuss AAI in a truly collaborative manner during meetings, interviews and the Workshop.

The COVID-19 pandemic is continuing into 2021 and its impacts are expected to be long-lasting. The EPR Team had to make assumptions about the resumption of the full range of AAI activities and the future design. Based on the expected widespread use and effectiveness of vaccinations, the Review assumed that borders will re-open in the second half of 2021. This timing accords with expectations in the AAI Annual Plan 2020-21.

5. Political and Economic Context

5.1 Overview

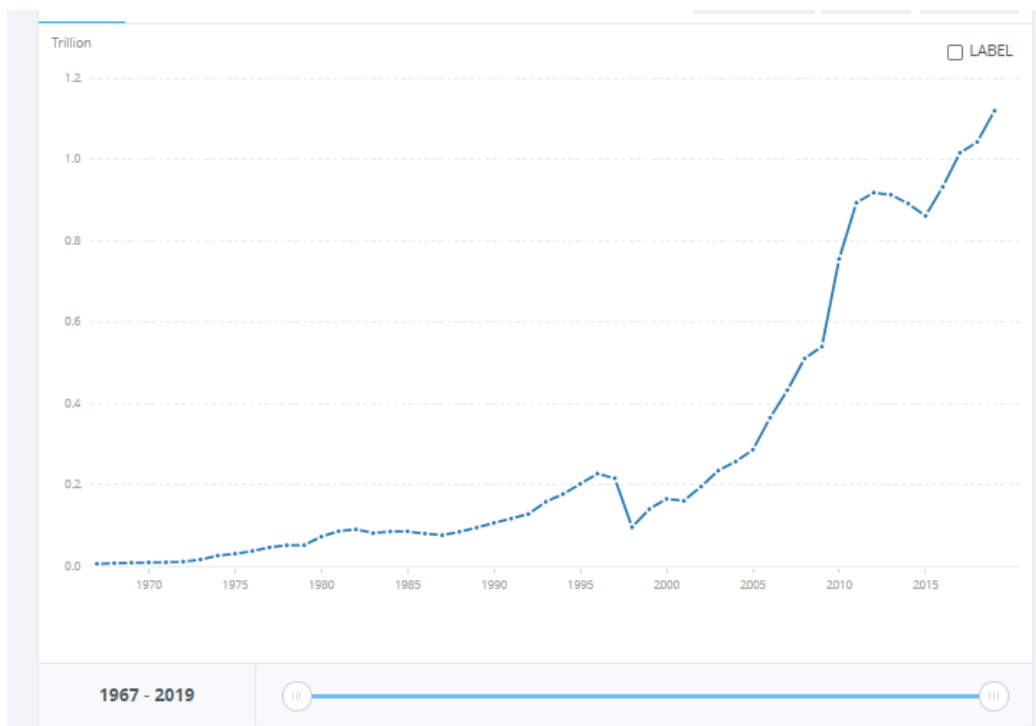
This section presents an overview of political and economic developments in Indonesia and Australia which are significant for AAI. The period from 2014 to 2020 was eventful with much to report. This section provides a backdrop to analysis in Section 6 below.

5.2 The Indonesian Economy – pre-COVID-19

There has been substantial growth in the Indonesian economy since the Asian crisis of 1997-98. Gross Domestic Product in current USD grew from USD95.446 billion in 1998 to USD1.119 trillion in 2019⁴, with a small dip in 2015. The World Bank declared Indonesia an *upper middle-income country* in July 2020 based on 2019 data. Figure 2 illustrates the rapid economic growth enjoyed by Indonesia. Although the quality did not reproduce so well, the steepness of the curve since 2000 is clear.

Figure 2: Growth in Indonesia's Gross Domestic Product 1967 – 2019

⁴ World Bank data and Figure 2 accessed from <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?end=2019&locations=ID&start=1967&view=chart>



Source: World Bank

5.3 ‘Home-grown’ scholarships

Economic growth has created ‘fiscal space’ for the Government of Indonesia to invest in new activities such as ‘home-grown scholarships’ and reduce dependence on official development assistance (ODA) to support study overseas. For example, in 2012, the Minister for Finance, Sri Mulyani Indrawati, established a scholarship program under the Endowment Fund for Education (LPDP) to fund overseas study by Indonesians. The initial annual budget of IDR1 trillion increased rapidly to IDR22.5 trillion (USD 1.68 billion) by 2017⁵.

Australia’s role in this process was noted by one interviewee, but it has not been formally recognised,

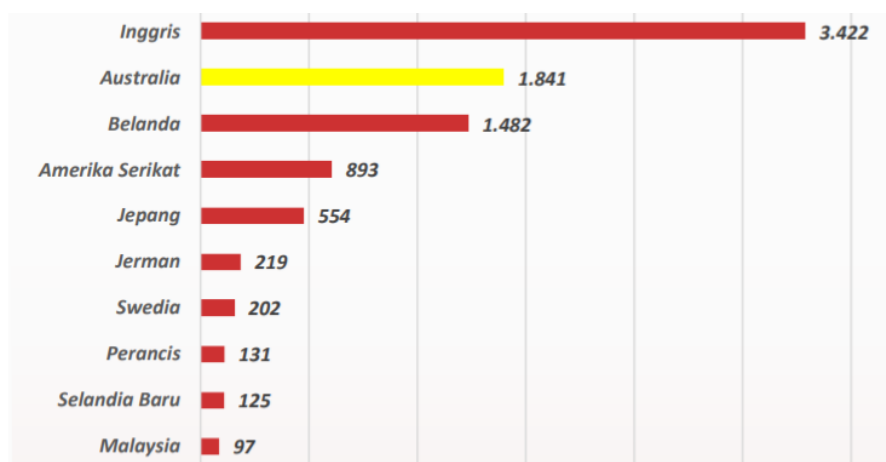
‘the individual or individuals who were setting up LPDP, were in effect Australia Awards alumni...Because what they were wanting to do was, to base really, really closely on the Australia awards program, based on their personal experience. Quite a feather in the cap, I think, for the AAI program.’

Data provided by LPDP show that during the period from 2013 to 2020, Australia received the second highest number of LPDP-sponsored scholars (1,841 over the eight years). Figure 3 provides details of the ‘top 10’ destinations for LPDP scholars, showing Australia in second place in yellow.

Table 2 shows the source provinces of scholars on LPDP scholarships to Australia or alumni who have completed their study. The number of scholars from these ‘top 10’ provinces was 1,507. Of these, only 7 per cent came from provinces (Aceh and Nusa Tenggara Barat) in the AAI GFA. The table shows that 85 per cent were from Java (rows 1-6).

⁵ Jakarta Post, 1 Feb 2017

Figure 3: LPDP Scholars by 'Top 10' Country, 2013-20



Source: LPDP PowerPoint Presentation, 12 Nov 2020

Table 2: 'Top 10' Provinces of LPDP Awardees to Australia

Ref	Province of Origin	Number	%
1	West Java	381	25.3
2	DKI Jakarta	292	19.4
3	East Java	240	15.9
4	Central Java	152	10.1
5	DI Yogyakarta	112	7.4
6	Banten	107	7.1
7	South Sulawesi	74	4.9
8	Aceh	55	3.6
9	Bali	47	3.1
10	Nusa Tenggara Barat	47	3.1
Total		1,507	100

Source: LPDP PowerPoint Presentation, 12 Nov 2020

The prioritisation of human capital development in the Indonesian *National Medium-Term Development Plan (RPJMN)* 2020-24 is indicative of a likely continuation of this trend. Indeed, various central and provincial government departments have set targets for upgrading qualifications of their staff. For example, several interviewees mentioned that the Ministry of Religious Affairs has a slogan of '5,000 Doctors' (*Beasiswa Program 5000 Doktor*), although others indicated that a Master's degree is the appropriate level of post-graduate qualification for the government service, with PhDs required mainly by academic staff at universities.

AAI and several Indonesian Government departments have also successfully established the co-financed *Split-Site Master's Program (SSMP)*, building on a pilot commenced before the design of this program was prepared. Parallel co-financing has been adopted, where Indonesia funds students studying for the first year in an Indonesian university and Australia funds the second year at a partner university in Australia. Alumni graduate with two Masters' degrees.

5.4 Changes in Australian Policy Settings

There were several significant changes in the Australian government's policy settings during the period 2013 to 2020, which have had a direct bearing on AAI. These are described in the paragraphs below.

Integration: The integration of AusAID and DFAT took place from 1 November 2013, three months after the current AAI program design was finalised. Development cooperation policy, programming and delivery was integrated into mainstream DFAT operations, after almost 40 years of separate aid administration within the Foreign Affairs portfolio. Members of the specialist stream of aid policy and program management professionals were integrated into the mainstream DFAT professional stream or took redundancy packages.

Aid Priorities: During the same period, there were significant strategic changes in the Government of Australia's priorities in Indonesia (2014-15), affecting AAI in its first year of operation. These are summarised in **Box 2** below.

Box 2: Changes in Australia's Policy in Indonesia, 2014-15

- A strengthened focus by the Australian Embassy on increasing the profile of Australia in Indonesia, with promoting education excellence playing a key role.
- An increased focus on strategic people-to-people relations (public diplomacy).
- Reductions in the number of long-term scholarships combined with a parallel adjustment in Program priorities, especially an increase in the number of Short-Term Awards.
- A broadening of the scope of Australian alumni beyond Australia Awards Scholarships to include any tertiary graduate of an Australian university or institution.
- A prioritisation of engagement with Australian and Indonesian private sectors to build trade links and generate opportunities for collaborative economic development.

Source: AAI Annual Report for 2014-15, Section 1.3, p 10

Budget Cuts: The 40 per cent cut to the global Australian aid budget announced in the half-year financial outlook in December 2014 and implemented in the May 2015 budget impacted the aid program in Indonesia and AAI. Australian aid to Indonesia fell from AUD542.5 million (2014-15 budget estimate) to AUD323 million in 2015-16. This came immediately after a rapid increase in aid in the later years of the Gillard/Rudd government, which had led to an expansion in scholarship numbers. The impact on LTA intakes and the composition of AAI more generally is shown in Table 3 below. In reading this table, it should be understood that Intake 2014 was selected in 2013 and mobilised in 2014 calendar year. So, Intake 15 reflects the changed priorities outlined above and the drop in budget.

Table 3: Changes in AAI Composition from 2013 to 2015

Intake	Total LTA	Total STA	Total Awardees	LTA/ Total Awardees (%)
2013	460	378	838	54.9
2014	508	403	911	55.8
2015	337	576	913	36.9

Table 3a: Changes in AAI Short Term Awards Composition from 2013 to 2015

Intake	Fellowship Awardees	Short Course Awardees	Total STA
2013	192	186	378
2014	303	100	403
2015	321	255	576

Table 3b: Changes in AAI Long Term Awards Composition from 2013 to 2015

Intake	LTA	AALP	ACIAR	Total LTA
2013	432	21	7	460
2014	507	1	0	508
2015	334	3	0	337

Source: Constructed from DFAT Canberra data.

The Table shows that SCA places increased to 255 that year from 100 the previous year. Total STA in 2015, including Australia Awards Fellowships amounted to 576, so that scholarship awardees represented only 36.9 per cent of total award numbers compared to 55.8 per cent in the previous year. By increasing SCA, AAI was able to preserve the total number of awardees between 2014 and 2015, even though an SCA award is markedly different from a scholarship. Indeed, the total increased by two from 911 to 913, despite the drop in the scholarship intake from 507 to 334.

2015 Northern Australia White Paper: The June 2015 *Our North, Our Future: White Paper on Developing Northern Australia* is a 20-year plan to stimulate economic growth in Australia's north through investment and collaborative support. It identified priority sectors for engagement between Australia and Indonesia, including domestic beef production chains and tropical health. This opened the way for short courses funded separately but implemented with the support of AAI.

DFAT Policy Documents: The *Public Diplomacy Strategy 2014 -16* and *2017 Foreign Policy White Paper* noted the importance of soft power in Australia's foreign policy. The White Paper defined soft power as,

'having the ability to influence the behaviour or thinking of others through the power of attraction and ideas.' (p107)

The White Paper states that provision by Australian universities of *quality education* is one of the strengths that contribute to this soft power (p110). The explicit valuing of soft power reinforces the dual benefit of Australia Awards (AA) globally. This dual benefit is reflected in the Impact statement in the AAI program logic, *'Indonesia's development is enhanced by the contributions of internationally qualified professionals and a strong and positive relationship with Australia.'* (Refer Annex 2). The White Paper (p 41) described the bilateral relationship with Indonesia as *'a mature and mutually beneficial partnership'*, which should also underpin approaches to AAI implementation.

With the arrival of a new Head of Mission in early 2015, the Australian Embassy placed greater priority on public diplomacy, and therefore sought AAI's support to develop an alumni strategy paper for Indonesia.

The Enhanced Alumni Engagement Strategy (AES) for 2016-20 was finalised in December 2015. The new Strategy radically broadened both the definition of alumni and the nature of the

engagement. The inclusive definition expanded alumni beyond scholarship awardees to include all Australia Awards alumni (i.e. also STA alumni), and returning scholars and trainees from tertiary study in Australia who had been private students or alternatively sponsored.

The AES was reinforced by the **Australia Global Alumni Engagement Strategy 2016-2020**, a whole-of-government strategy, led by DFAT Canberra. It was developed during 2015, concurrently with the AES and launched by the then Minister for Foreign Affairs, the Hon Julie Bishop, in early 2016. Like the AES, it expanded the definition of alumni. The document sets out a blueprint for ‘meaningful engagement’ with Australian alumni which aims to ‘grow a global alumni community that actively engages and promotes Australia and advances our national interests, especially in the Indo-Pacific region.’

The **Alumni Engagement Plan in Indonesia**, finalised in July 2020, was prepared by the Embassy with support from the AAI team. It maps planned AAI alumni activities against both the AES and the *Comprehensive Strategic Partnership* objectives. A graphic from the Plan is included below as Figure 4. It shows the four means of engagement from the *Global Alumni Strategy* on the left, linking to Pillars 1 and 2 of the *IA-CEPA Comprehensive Strategic Partnership* on the right.

Figure 4: AAI’s Alumni Engagement Plan



Australia Awards Strategy: In 2016, the Minister also launched the *Australia Awards Global Strategy*. The Australia Awards’ goal is ‘to support partner countries progress their development goals and have positive relationships with Australia that advance mutual interests.’⁶ The strategic framework has four outcomes which contribute to realising this goal. The four outcomes in AAI’s program logic (Annex 2), are identical to these outcomes, clearly demonstrating how AAI is

⁶ Australia Awards Global Strategy, p 9

nested under the Australia Awards' broader global framework. The Strategy also set out Priorities, Principles, Investment Modalities and Innovation and Opportunities, which appear relevant today, even though the document was designed for the period 2016-18, and a newer version is not yet available.

Fellowships: In 2018-19, the Australia Awards Fellowships program, which had been an alternative form of STA, funded by DFAT Canberra in annual rounds of grants to Australian organisations, was 'paused indefinitely' due to budget constraints. Applications for Fellowship grants had been highly successful in Indonesia. For example, in 2014, the year AAI commenced, Indonesia had 302 Fellowship awardees under 25 separate partnership agreements or 25.7% of the total number of Fellows. In 2015, this increased to 322 Fellows in 28 partnerships.

Growth in International Education: Indonesia is one of seven markets identified in the Australian Department of Education, Skills and Employment's *National Strategy for International Education 2025*. DFAT is part of the whole-of-government approach to promoting Australia as a high-quality international education destination following the Austrade market development roadmap, *Australian International Education 2025*⁷.

Australia experienced a massive growth in international student numbers between 2014 and 2019⁸. Pre-COVID, international education had become Australia's third largest export industry. Over this period, the number of Indonesian students in higher education in Australia grew from 8,470 to 10,621, a growth rate of 25 per cent over the five years, and the total number of Indonesian students across all types of education institutions grew by 27 per cent from 17,893 to 22,713.

When AAI commenced in 2014, there was a parallel Australia Awards program, Endeavour Leadership Awards, funded and managed by the Department of Education, Skills and Employment. Funding for new awards under this program finished in the 2019-20 Australian budget.

Changes in Tuition Fees in Australia: In October 2020, the Australian Parliament passed the *Higher Education Support Amendment (Job-Ready Graduates and Supporting Regional and Remote Students) Bill 2020* which will lead to changes to university tuition fees for newly enrolling domestic students from January 2021. Courses have been regrouped so that the cost of humanities and social science degrees will increase substantially while the cost of STEM and 'job-ready' courses will decrease. While international students pay full fees and are not directly affected, the changes coming on top of a sector highly affected in 2020 by COVID-19 are expected to affect availability of some courses in some institutions.

5.5 COVID-19

AAI in 2020 faced '*almost catastrophic*' disruption due to the COVID-19 pandemic and this is expected to continue into the immediate future. There is uncertainty going forward as to the extent of the disruption, the efficacy of vaccinations, the timing of the re-opening of borders and resumption of international travel. DFAT's policy documents⁹ guide current program

⁷ See reference C20 in Annex 5, p 29.

⁸ Data from the Commonwealth Department of Education, Skills and Employment's website show the number of international students increased from 586,626 (of whom 249,362 were higher education students) in 2014 to 956 773 (442,219 higher education) in 2019, a growth rate of 63 per cent over the five years (77 per cent for higher education). https://internationaleducation.gov.au/research/International-Student-Data/Pages/InternationalStudentData2019.aspx#Pivot_Table

⁹ *Partnerships for Recovery: Australia's COVID-19 Development Response*, 2020; & *Indonesia COVID-19 Development Response Plan*, Oct 2020

implementation, but when thinking about a future AAI program through to 2030 some design assumptions will have to be made about the likely ongoing impact of COVID.

The Indonesian economy has been hit hard by the COVID-19 pandemic. Advances made in recent years in poverty reduction (declining from 23.4 per cent of the population in 1999 to 9.2 per cent in 2019¹⁰) have been undone. The World Bank estimates that eight million people could fall back into poverty, with poverty rates continuing to be higher in Eastern Indonesia including Papua (three times the national level), and vulnerable groups such as women and people with disability (PWD) hit the hardest¹¹. Such data support continued targeting by geography (such as the GFA provinces) and by sector. DFAT's *Indonesia COVID-19 Response Plan Performance Framework* lists AAI as supporting Economic Recovery¹², although it is conceivable that AAI could also support DFAT initiatives in the Health Security and Stability areas, particularly through customised short courses.

5.6 IA-CEPA Plan of Action

After many years of negotiation, the *Indonesia Australia Comprehensive Economic Partnership Agreement (IA-CEPA)* was ratified by Australia in November 2019, Indonesia in February 2020 and it entered into force on 5 July 2020. The treaty had been signed in Jakarta on 4 March 2019 and it was tabled in the Commonwealth Parliament on 21 March 2019. In its report, the Joint Standing Committee on Treaties noted that the IA-CEPA would

*bring both commercial and strategic benefits. It is intended to strengthen bilateral ties and provide a basis for deepening the trade and investment relationship with what Australia sees as an important strategic partner.*¹³

The associated *Plan of Action for the Indonesia-Australia Comprehensive Strategic Partnership 2020-2024* was signed in Canberra by the Foreign Ministers of Australia and Indonesia on 10 February 2020. While AAI is mentioned specifically under Pillar Two at Clause 43, much more of the *Plan of Action* matches the scope of AAI. The section on *Development Cooperation* in Pillar One reflects Indonesian priorities in a range of sectors (such as agriculture, business, technology and the digital economy), promotion of women's leadership and empowerment, and disability-inclusive development. Pillar Two addresses the importance of connecting people through strengthened linkages and cooperation in education, research and other areas.

In May 2020, DFAT prepared the design of the five-year \$40 million *IA-CEPA Economic Cooperation Program*¹⁴. Its goal is 'to maximise the benefits of IA-CEPA, support trade and investment, improve market access, and promote inclusive economic growth in Indonesia.' The principles of the program include co-contribution. This opens the way for additional contributions by the Indonesian Government and the private sector. As such, it is described a 'hybrid' approach which may draw on both ODA and non-ODA funds. The design explicitly describes how AAI can support IA-CEPA both through provision of short courses in targeted sectors, and in contributing to a *Technical and Vocational Education and Training (TVET) Clearinghouse* under Activity 4, *Co-Investing in Skills and Training*.

¹⁰ Badan Pusat Statistik data cited by the Asian Development Bank in its *Indonesia 2020-24 – Emerging Stronger*, its Country Partnership strategy, Sep 2020

¹¹ *Indonesia COVID-19 Development Response Plan*, DFAT, Oct 2020, p 1

¹² Ibid, p 5

¹³ Page 3 of Report 186 of the Parliamentary Joint Standing Committee on Treaties (References, C25).

¹⁴ *Investment Design for IA-CEPA Economic Cooperation Program*, accessed at [INDONESIA - AUSTRALIA COMPREHENSIVE ECONOMIC PARTNERSHIP](#).

IA-CEPA signals an opportunity for the Australian tertiary education sector as it opens the way for establishment of new campuses in Indonesia and cooperative relationships between universities in the two countries.

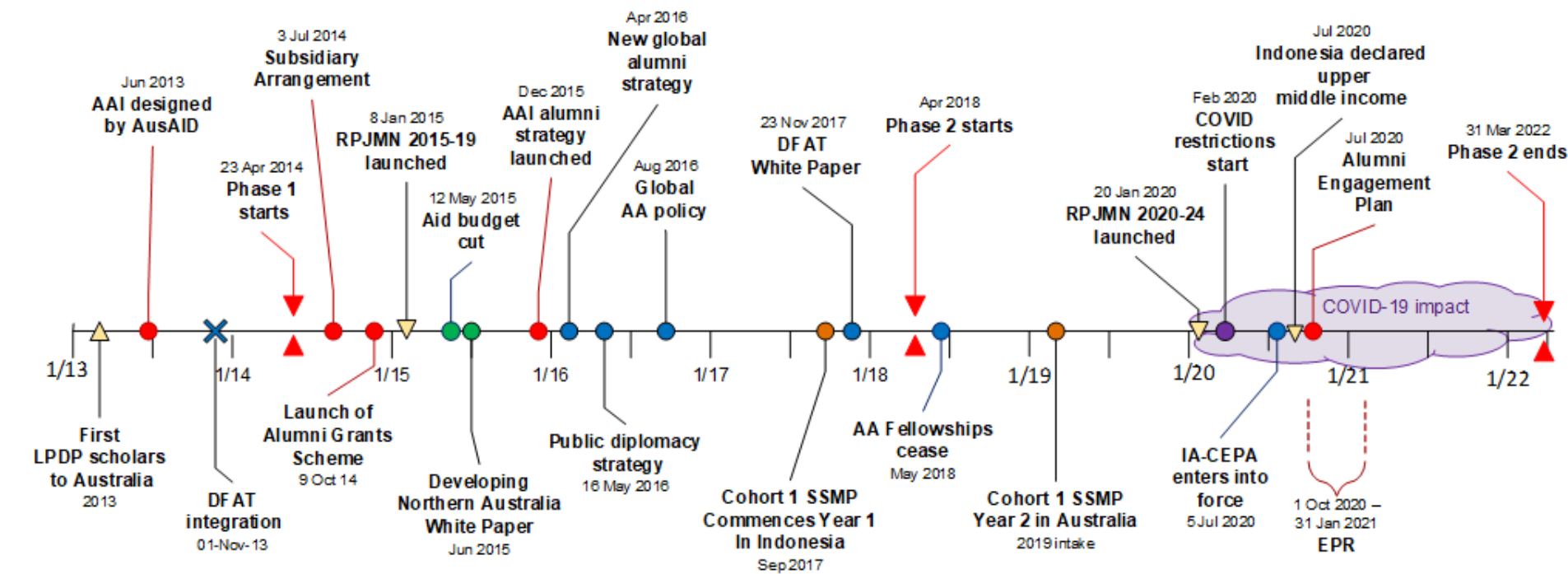
Importantly, IA-CEPA signals a change in the Australia-Indonesia relationship from 'aid donor – aid recipient' to 'development cooperation partners', which is a significant indication of the maturing bilateral relationship. With an almost 70-year history in Indonesia, the scholarship program, and indeed AAI as a whole, is well placed to benefit from this development.

5.7 Summary of changes

Figure 5 below is a timeline which depicts these key milestones and events. The 'COVID cloud' on the right is assumed to affect the program through to the end of the current phase, and potentially beyond, as Indonesia rebuilds its economy.

The following three sections present the preliminary findings made by the EPR Team against this changing context for AAI. They are structured around the evaluation criteria of *relevance*, *effectiveness* and *efficiency*.

Figure 5: Timeline of Key Events and Policies Affecting AAI



Key to colours:

0	AAI events and milestones
	DFAT events & policies
	Indonesian events & policies
	Joint Australian & Indonesian program
	Other Australian Government department
	COVID-19

6. EPR Findings – Relevance

6.1 Delivering Mutual Benefit

Since the Colombo Plan of the 1950s, Australian scholarship programs have always aimed to deliver mutual benefit through both development cooperation and public diplomacy. This is demonstrated by AAI's impact statement (or goal),

'Indonesia's development is enhanced by the contributions of internationally qualified professionals and a strong and positive relationship with Australia.' (Program Logic, Annex 2)

The evidence collected during this Review suggests that, following introduction of the new DFAT policy directions of 2014-15 (Box 2 above refers), there has been an apparent shift away from Indonesia-led development processes. Over recent years, the focus appears to have been increasingly on promotion and networking, building relationships and influence to benefit Australia (i.e. soft power). The move in July 2020 of the S&A team from DFAT Jakarta's Governance and Human Development (GHD) Branch to the Political and Strategic Communication (PSC) Branch reinforces this perception, although interviewees noted that when the S&A team worked within GHD, there were always 'cross-overs' to PSC.

Changes in expenditure patterns demonstrate the shift towards a greater focus on public diplomacy, as indicated in Box 3 below.

Box 3: Changed Expenditure Patterns

- **Alumni:**

With the introduction of the AES in late 2015, the AAI managing contractor took on a much larger role in managing the alumni sub-program. This included: expanding the alumni database; introducing new means of communication with alumni through social media (e.g. the *Australia-Indonesia Alumni Forum* on LinkedIn); and introducing new alumni engagement activities. The expanded role is demonstrated by an almost quadrupling of AAI expenditure on *Alumni and Reintegration* from AUD355,792 in 2014-15 to \$1.328m in 2016-17 and \$1.31 in 2017-18. In relative terms, the *Alumni and Reintegration* share of AAI expenditure doubled from 4 per cent of implementation costs in the 2014-15 program year (Nov-Oct) to 8 per cent in 2018-19 (refer to Annex 12). At the same time, the prior focus of post-Award support to returning scholars on reintegration support has been lost, leaving the impression that support for AAI returnees has been diluted in the expansion to embrace all alumni. The two key alumni events are the annual *Alumni Gala Dinner* and the *Gig on the Green*. The developmental benefits of such events are unclear.

- **Communications and Promotion:**

Expenditure on *Communications and Promotion* went up more than ten times in two years from \$32,976 in the 2014-15 program year (Nov 2014 – Oct 2015) to \$340,085 in 2016-17. Total expenditure also grew during that period. In relative terms, expenditure on *Communications and Promotion* increased from 0.4 per cent of implementation costs in 2014-15 to 1.5 per cent in 2016-17 and 1.9 per cent in 2018-19, or almost five times. Promotion and outreach have expanded from promotion of AAI awards to also include promotion of study at Australian universities, formerly the responsibility of Austrade and the Department of Education, Skills and Employment.

A number of issues which the EPR Team was asked to look at relate to this overarching question of the balancing of the dual outcomes for AAI. These issues cannot be resolved fully until decisions are made as to the appropriate mix of development cooperation and public diplomacy, and what sort of 'beast' AAI should be. There needs to be broad agreement among Australian stakeholders on how mutual benefit works. At present there appears to be a diversity of views.

For example, the following quotation from consultations and the *Validation and Future Options Workshop* illustrate this diversity:

'the Indonesian Government may not see the priority the same as we would...this leads to tension, and could account for a shift in how this 'balance' is being reported...Need to get Indonesian priorities and figure out how to balance those and feed them in'

'the rationale for doing scholarships is to contribute to Indonesia's human development..... Should we be complementing our scholarships program with other activities to have a more holistic or targeted approach to human resource development or are we just going to focus on the people-to-people links and the goodwill and the influence that we get from our alumni? ... let's just be clear about that (in the design).'

Furthermore, there was a sense that as senior A-based staff cycle through the Embassy every three years, policy positions can change. For example, several informants noted that former Ambassador Grigson favoured maximising alumni numbers and outreach, to network and build relationships with them. That led to the AES and significant changes thereafter, as exemplified in Box 3 above.

During the inception briefing on 13 October 2020, a range of views held by the Embassy executive regarding what AAI priorities should be, was presented to the EPR Team. The range of views included: i) a strategic program with 'a good profile among the senior Indonesian public service'; ii) a 'hard-core development' approach favouring support to rural eastern Indonesia; iii) a focus on maximising numbers of scholarships, with less regard for targeting by geography or vulnerable groups; iv) a focus on increased prestige, linked to increasing the number of PhD awards, not necessarily targeting the Jakarta elite but academics, more like the Fulbright program.

Against this diversity of views, three questions arise which are vital to resolve, ideally before the 'light touch' AAI design commences.

1. Has this shift in balance towards public diplomacy been deliberate, or has it resulted from a gradual drift as the changes in context described above influenced the program?
2. What is the Australian Government's vision for AAI for 2030?
3. In the public diplomacy arena, what is legitimate use of ODA funding?

These are big picture questions which require early attention. Issues that would be easier to resolve if there were more clarity and an agreed position around these questions include: AAI governance and leadership; fields of study; geographic targeting; prestige; promotion; alumni reintegration; and the role of 'Embassy Partners'. These are explored more fully below.

Recommendation 1:

In preparation for the design of the new AAI program, focus attention on reaching an agreed DFAT view of AAI's purpose and priorities now and through to 2030.

Embassy partners

Several interviewees noted that the practice of Embassy or Consulate officers nominating LTA applicants under the Embassy Partner category runs the risk of undermining carefully curated relationships. The risk is that an unsuccessful candidate may hold unrealistic expectations of the role of the Australian nominating official. Indonesian cultural expectations differ markedly from Australian expectations in matters of this nature, which adds to the riskiness of the practice. The EPR Team also noted the risk to the assumed neutrality of public officials.

Originally, the Review team recommended that Embassy Partner nominations should be discontinued. Responses to the draft recommendation from the *Validation and Future Options Workshop* participants were mixed.

Those in favour of keeping the status quo advised that,

1. Tightening of the process had occurred in the last selection round. The new approach, including sign-off of nominees at the Minister Counsellor level, was deemed effective in overcoming issues relating to managing expectations. Ensuring Embassy Partner candidates still compete on merit with other shortlisted candidates also highlights the transparency that is associated with good governance principles.
2. Retaining the Embassy Partner category was still deemed useful. It encourages the Embassy to signal potentially strong candidates, who are already starting to build close linkages with Australia. Also, it gives the Embassy the flexibility to promote the program in their networks.

Those in favour of discontinuing this practice stressed:

1. *'It is difficult to say 'no' to contacts who want you to nominate someone, even if that person is not among the best of the group.'* The Embassy officer has *'no idea when nominating someone whether that individual will be in the most competitive group or not.'* Instead of a formal nomination process, some workshop participants suggested that the Embassy could still provide advice to the Joint Selection Team (JST) on whether particular candidates from the final list are considered well-suited for an award.
2. *'It would make program managers' lives easier not having to worry whether or not applicants are 'connected' to the Embassy/ 'Konjens' (Consulates General), or provide senior management with reasons why their candidate did not pass.'*
3. There would be a more level playing field for deserving candidates.

At the Workshop, the AAI Team suggested piloting automatic shortlisting of Embassy Partner nominees. If adopted, this change should be supported by written communication to senior managers in partner agencies explaining the relative roles and limitations on both nominators and members of the JST, including confidentiality requirements and the subsequent inability to

provide information about individual applicant's outcomes. In piloting this approach, AAI could specifically track nominees' outcomes and adjust future practice as appropriate.

However, more action is required to manage the pressure on AAI program managers and potential reputational risks, as it seems that these are fed by misunderstandings amongst senior management in the Partner agencies about exactly what nomination involves.

Following discussions at the Workshop and information received from participants subsequently, the EPR Team decided to change the draft recommendation.

Recommendation 2:

That the practice of Embassy or Consulate officers nominating LTA applicants be clearly communicated to all parties, and be monitored by the AAI team to ensure that any new processes contribute to managing expectations and providing transparency.

6.2 Program governance and leadership

High quality and committed focal points in the Indonesian partner agencies, SetNeg, BAPPENAS and Ministry of Home Affairs engage actively in the Program Coordinating Committee (PCC), and with other national and sub-national Departments. Relationships between Indonesian and Australian Government officials and the AAI team at working level appear well established and effective. However, it is not clear what relationships exist at the executive level, which appears surprising given the weight placed on building effective relationships and genuine bilateral partnership.

At the Workshop, a question was posed regarding design of a governance mechanism to achieve the level of engagement with Indonesia that could help the Embassy arrive at a more mutually determined set of priorities.

The PCC meets twice a year and appears well attended. Typically, development cooperation programs have a PCC that is synonymous with a program board whereas in AAI there appears to be a parallel leadership and decision-making strand in the Embassy. One interviewee talked about

'...a constellation of decision-makers at the Embassy as well as in Canberra...our team has many masters, and that can be half the trouble at times.'

The EPR team was told that Annual Plans were prepared and approved, but implementation was not straightforward. There are further decision points along the way requiring the AAI team to consult with the Embassy, rather than take the Plan as given and go ahead and implement it, as contracted. This was explained as follows,

'Previously, the team developed the Annual Plan and implemented it, following what was set out in the Plan. But, over time, DFAT has been chopping and changing so we haven't been able to implement the Annual Plan as approved. Each program has to double check with DFAT before implementing new activities- DFAT has closer oversight than previously.'

It was not clear whether this resulted from the changes in DFAT following integration where some staff are less experienced in aid program contract management and program oversight, or from the changes in program context, or both.

From the Embassy's perspective, the relationship between the S&A team in the Embassy and the managing contractor team was so close, it was as though the AAI team was

'an extension of the Embassy'.

Recommendation 3:

The design team to explore options for a new governance model which gives decision-making power to a Program Coordinating Committee or equivalent.

6.3 Adopting a partnership approach

LTA Fields of Study

There appear to be some mismatches between what Indonesia wants and what Australia is providing. For example, in LTA, Indonesian stakeholders wanted more support in science, technology, engineering and mathematics (STEM) and ultimately fields like artificial intelligence.

Some Australian interviewees questioned the prioritisation of particular topics, and whether AAI was producing more alumni in some fields such as counter-terrorism and de-radicalisation than required.

Recommendation 4:

Undertake systematic consultation with key Indonesian agencies about course priorities for LTA including Split-Site Master's Program (SSMP) fields of study, to ensure the interests of both Governments are reflected.

SCA Topic Selection

The process for nominating topics for STA courses was updated in 2018. Indonesian agencies that wish to benefit from short courses can submit their proposals to the Embassy or AAI. AAI submits proposals received throughout the year together with a list of suggested repeat courses to DFAT at the end of August each year. DFAT explores additional course topics through consultations with other Australian Government departments represented in the Embassy, Indonesian Government representatives, and DFAT-funded programs to determine the final list of courses. The final list is subsequently endorsed at the PCC meeting.

It could be perceived that the Embassy is making unilateral decisions when producing the short-list of approved STA courses. If this is the case, this would be at odds with the spirit of partnership encompassed in IA-CEPA. The EPR Team's initial suggestion of shortlisting being done by the PCC was knocked back by Workshop participants, on the grounds that the PCC's representation may not be appropriate.

As annual expenditure on SCA exceeds that on LTA we suggest that a new mechanism be developed to allow joint shortlisting and selection of STA short courses by a small panel which includes both Australian government and Indonesian government representatives. This would run in parallel with the JST which selects LTA awardees.

Recommendation 5:

The current practice for nomination of short course topics by both the Australian Embassy and the Indonesian Government continues, but shortlisting should be done by a new well-briefed joint course selection panel following clear selection criteria, prior to being sent to the AAI PCC for endorsement.

6.4 Education promotion

Interviews revealed that since the commencement of Phase 1 in 2014, AAI has increasingly been involved in promotion of Australian universities at education fairs and during outreach visits alongside promotion of LTA. The role of the AAI team in outreach and promotion was discussed at the *Validation and Future Options Workshop*. The EPR Team was advised that, prior to COVID restricting all travel, changes had been introduced which limited such visits to GFA provinces only. Feedback after the Workshop indicated:

'promotion activities have already been scaled down, with focus almost solely on GFAs and vulnerable groups. The Program has some flexibility to undertake promotion in other provinces at request of either government or where opportunities exist for high value promotion (e.g. international education fairs).'

Recommendation 6:

Limit ODA-funded outreach and promotion activities to AAI-related promotion targeted at GFA provinces and vulnerable groups, and encourage the Department of Education, Skills and Employment and Austrade to resume responsibility for generic education promotion.

6.5 Prestige in AAI

KEQ 1.3 asks, 'should the AAI in whole or in part pivot to a more prestigious offering? And mirror a Fulbright/Chevening model? in other words, more PhD focused?' (refer Annex 4)

Principle 5 in the *Australia Awards Global Strategy* (reference G1, p 13, Annex 5) states,

'We will promote the Australia Awards to ensure visibility and recognition of the Australian Government's prestigious inbound Awards initiative...'

Prestige is part of the definition of a global Australia Award, whether a long-term academic award or a short-term award. It is linked to the quality of the course on offer, the quality as received by the awardee, and the perceived benefits downstream.

In November 2018, AAI prepared *Increasing Prestige in Australia Awards in Indonesia: A Discussion Paper*, with a particular focus on scholarships (Annex 5, reference A95). It defined prestige as (bold added for emphasis),

*'Prestige refers to respect or admiration bestowed on something, which gives it a **reputation for quality, success or influence**. A scholarships program is viewed as being prestigious because people see it that way when compared to other similar programs.'* (p1).

This definition includes both the absolute values ascribed to prestige - *reputation for quality, success or influence* – and the relativity of prestige, which is captured in the second sentence. As such, it is quite an elusive term when seeking to apply it to AAI. What is prestigious for one person may not be regarded so by another.

The Discussion Paper notes:

‘Two options for increasing prestige in AAI are: (1) changing targeting and selection criteria to place more emphasis on excellence as opposed to equity; (2) creating a sub-set of scholarships targeted at exceptional candidates.’

However, if merit were the defining criterion, the Paper was concerned that the finely tuned balance between equity and merit awards in AAI would need to be changed, thereby disadvantaging those most in need of Australian support.

Fulbright / Chevening models

The Fulbright Indonesia website advises that Fulbright scholarships are available to Indonesian citizens to undertake graduate degree study or advanced research at a US university in a variety of fields. Fulbright Master's and PhD scholarships support two and three years of graduate study respectively at a US university. PhD scholars would therefore be supported for less time than AAI offers. It appears that application rounds are open to all, but the site also notes the following equity measure,

‘Applications from qualified candidates beyond major cities on Java, e.g., eastern Indonesia, are particularly welcome.’

Chevening Scholarships are awarded by the Foreign, Commonwealth and Development Office of the United Kingdom to individuals with demonstrable leadership potential who also have strong academic backgrounds and a strong vision for the future. The scholarship offers full financial support to study for any research Master's degree at any UK university while also giving access to a wide range of exclusive academic, professional, and cultural experiences. For example, the *Chevening Annual Report 2019-20* (reference D2) reports on the cohort of 1,700 new scholars from almost 160 countries, including more than 50 awardees from Indonesia, who arrived in the UK in October 2019. Events organised for them included the following:

- an orientation event with keynote speakers including Britain's Ambassador for Human Rights. This welcoming event offered scholars from diverse countries and diverse universities opportunity to network among themselves and to meet officials from the Foreign, Commonwealth and Development Office and Chevening Secretariat staff.
- wellbeing activities and support during the COVID-19 lockdown, including online yoga, mindfulness classes, and a private online tour of the Victoria and Albert Museum led by a cultural heritage expert.
- a 2-day Chevening Scholar Conference, which had been scheduled to be held at the University of Edinburgh, was held online due to COVID.
- a farewell event with keynote speakers including a senior BBC foreign correspondent.
- Embassy/High Commission support for returning scholars and 'lifelong engagement' with Chevening alumni.

Applying international experience

In the Chevening model, what appear to make the awards prestigious are the relationships being developed in the UK and the respect accorded to the scholars through these events. By contrast, in Australia Awards, the support for scholars is contracted out to universities. The brand is not so highly reinforced by centralised events which bring a whole cohort (or State cohorts) together from the different countries. In years past, there were leadership fora and education conferences in Canberra for selected awardees, but these events have ceased due to budget cuts.

The Chevening model does not relate to increased elitism, but to greater engagement with awardees while they are awardees – before, during and immediately after their return. If this were replicated in AAI, there would be a need to restore funding for both Scholar Engagement in Australia and for reintegration workshops and support, as well as considering other options which would give scholars a sense of being part of a cohort rather than individuals.

Other factors affecting prestige

The desirability of AAI scholarships may also be affected by funding levels. For example, interviewees noted that funding for awardees' families is no longer provided as part of an LTA award.

'There is a perception that our scholarships are good, but they don't always support the lifestyle needs of a family - this is a contested view. There has been continued budget pressure on the whole aid program. ... So that meant we are not as generous as we could be across the whole program.'

Some interviewees saw the stipend as relatively low for the many scholars attending centrally located universities and wishing to live locally, particularly those who chose to take their families with them to Australia. While there was an acceptance that budgetary pressure means that increased stipends are unlikely, there was some concern that perceptions of prestige are interlinked with generosity of support.

Views were also expressed that scarcity increases prestige. Over recent years, the LTA application process has become more competitive and scholarships harder to acquire. AAI's M&E data show that LTA applications increased from 4,225 in 2014 to 6,071 in 2020, while the intake size halved. This resulted in the conversion rate (or chance of success) from application to award reducing from 23 per cent in 2014 to only 4 per cent in 2020. The perception is that Chevening and Fulbright awards are also highly competitive but comparative data are not available.

Ultimately, prestige in Australia Awards is associated with the **quality** of the course on offer and as received by awardees. This, in turn, should lead to greater success and influence in future.

Recommendation 7:

Quality in LTA should be enhanced by restoring budget for Scholar Engagement.

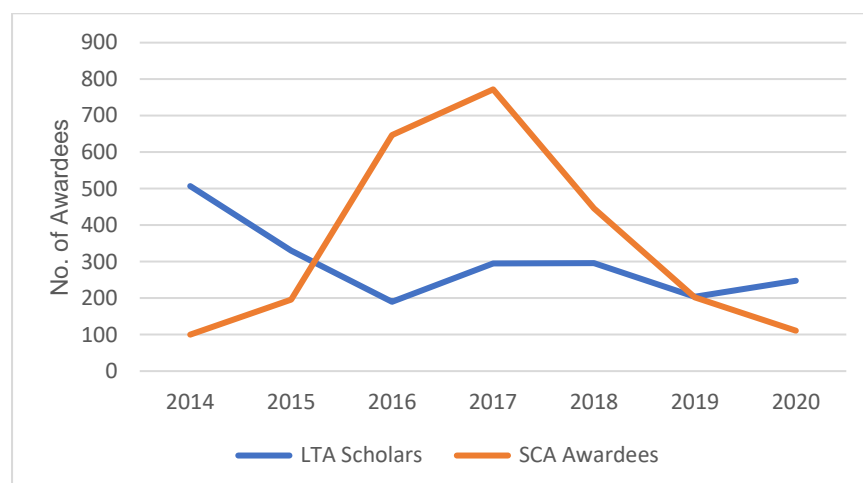
6.6 Program agility pre-COVID-19

AAI has had to adapt to the changing political and economic context to maximise the reach and benefits of the program. For example, the policy changes in 2014-15 required a restructure of the

AAI team to better meet the demands of the rapidly increasing short course program, which prior to 2014 had only been run as a pilot, and the changed definition of alumni.

Figure 6 below¹⁵ illustrates the volatility of LTA and SCA numbers during the period¹⁶. Between 2015 and 2016, the LTA intake declined while growth in the SCA program accelerated, reaching a peak in 2017 of 29 courses attended by 772 awardees. There are cross-over points in 2015, where SCA awardees started to exceed LTA, and again in 2019 following a decline in SCA. It is notable that the 2020 LTA intake of 248 (142 of whom were mobilised prior to borders closing in February 2020) is approximately half the 2014 intake.

Figure 6: Scholarship and Short Course Awardees, 2014 - 2020



Source: Tables 3.1 and 3.3 in Annex 3

The rapid growth in SCA can also be seen in the expenditure data (Annex 12). Expenditure on SCA increased almost eight times between 2014-15 and 2015-16 from AUD1.3 million to \$10.7 million. AAI reporting noted that this was funded through savings and program budget reallocation. This involved agility on the part of the managing contractor team and Indonesian partners,

'After the cuts, the intake dropped to 300, and has fallen further since then. AAI was really agile. The team demonstrated agility and was adept, to respond to the demands of DFAT, the Indonesian Government and the Australian Government. The program became more nuanced. The program was able to adapt and diversify after the budget cuts. Part of this was driven by Government of Indonesia. One of the real strengths of this program is the partnership with the Government of Indonesia, and that's primarily led through SetNeg.'

The result was that the number of short-course awardees increased from 100 in 2014 to 255 in 2015. This increase of 155 almost matched the fall by 171 in the number of new LTA awardees over this period.

¹⁵ It should be noted that this chart is based on overlapping calendar year data for LTA and project year (1 Nov – 31 Oct) data for SCA. There is a two-month difference in the periods.

¹⁶ The orange line represents SCA not STA, as Fellowship awardees are not concluded.

This volatility has been a defining feature of the 6.5 years under review. The annual contractor Partner Performance Assessments show consistently high scores for agility and responsiveness to DFAT's changed policy settings and new requirements.

6.7 Program agility in response to COVID-19

The evidence demonstrates that AAI has responded as well as could be expected to the devastating impact of COVID-19 on a program reliant on movement of people across international borders and face-to-face education and training. The sudden onset of the pandemic came at a critical time in the academic year when the 2020 intake was being mobilised.

COVID-19 has had a complex impact. It was described in an interview as *'almost catastrophic as AAI's core business is sending Indonesians to Australia and it came to a crashing halt'*. The S&A and AAI teams were left in a position of great uncertainty affecting planning for the future.

Decisions had to be made against a backdrop of high uncertainty about the pandemic's duration, particularly in the early months of 2020. As AAI is part of a global program, decision-making was led by DFAT Canberra. Some frustration resulted from delays in decisions being made regarding the 2020 and 2021 intakes, but interviewees also acknowledged that the situation was complex and duration of the pandemic impossible to predict.

Adaptation to overcome COVID-19 restrictions included moving a lot of face-to-face processes online such as: pre- and post-course workshops for SCA; the AGS Grants Orientation Workshop; selection for SCA and SSMP; pre-departure training (PDT) for some LTA awardees; and, engaging with alumni through online initiatives and competitions.

In addition, there were an estimated 500 LTA scholars in Australia at the time the borders were closing. Some returned to Indonesia, but most stayed in Australia to continue their studies. DFAT Canberra noted an increase in welfare cases in Australia Awards overall, particularly in Melbourne which experienced the most severe and lengthy lockdown affecting most of Semester 1 and all of Semester 2. The largest proportion of AAI scholars is located in Victoria (refer Table 3.2 in Annex 3).

While evidence demonstrates the importance of agility in responding to the various policy changes and to COVID-19, it is surprising that funding for the Program Enhancement Fund (Innovation Fund) ceased in recent years. The *Australia Awards Global Strategy* states that,

'DFAT places a high priority on applying innovation – finding new ways to solve problems as a way to deliver the best and most practical solutions to development problems. (p17)

Furthermore, *innovation* is a criterion in DFAT's *Aid Quality Check (AQC)* reporting. Research in the lead-up to the design would support creative forward-thinking responses to the range of issues presented in this Report and other issues yet to emerge, particularly from the pandemic.

AAI would be well-placed to offer short courses in emerging niche topics, which may relate to the health or economic aspects of the COVID pandemic¹⁷. Increased links between Australian and Indonesian public health experts through capacity development and associated information sharing would be beneficial to both countries. While an online format is not ideal, the immediate need for such courses would warrant remote delivery until borders re-open.

¹⁷ Section 5.5 above refers.

Recommendation 8:

Increase the capacity for innovation by allocating funds to the Program Enhancement Fund line in the budget for the balance of the current program. Suggested areas of focus are Recommendations 9, 10, 11 and 12 as well as how AAI can best respond to emerging issues relating to Indonesia's recovery from COVID-19.

7. EPR Findings – Effectiveness in Human Capital Development

7.1 Awardees' experience in Australia

Effective human capital development relies on the awardees having had a successful experience in Australia that enables acquisition of new skills and knowledge which can then be applied. The EPR found that AAI implemented effective predeparture activities including credible candidate selection processes and provided English Language Training for People with Disabilities and people from GFA provinces and systematic predeparture training (PDT). Together these activities form a foundation for successful experiences in Australia.

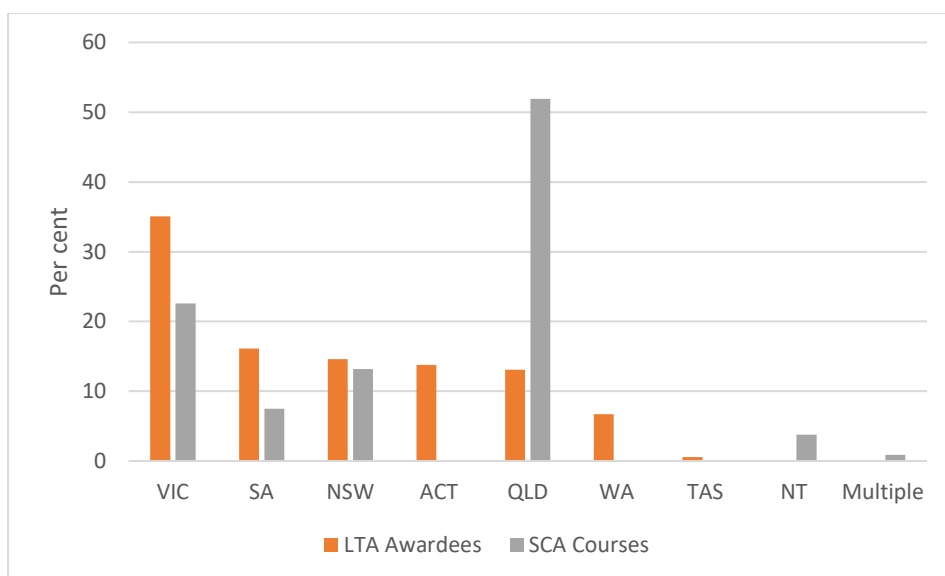
Across the life of the program, excluding students still on-scholarship or pending results of their studies, 98% of scholars studying Master's programs (2,446 scholars, 1,243 women) and 89 per cent of PhD scholars (209 scholars, 86 women) completed their studies. Such high completion rates indicate that, in general, the Joint Selection Team is choosing the right candidates and that most LTA awardees are well prepared for study in Australia.

According to the 2020 Scholars' Variation Report, however, around 10 per cent of scholars make substantive variations to their planned course of study (970 substantive variations were made from 2014 to 2020)¹⁸. The findings have potential implications for the allocation of Master's and Ph D scholarships as PhD scholars were more likely than Master's scholars to record substantive variations (33 and 11 per cent respectively) and to apply for an extension (23 and 5.3 per cent). These extension variations are also costly (\$5.4 million in total over the previous six years). Particularly in the context of AAI's diminished budget, these costs are significant.

Figure 7 below shows the distribution by Australian states of both LTA scholars and SCA courses. Victoria ranks first for LTA. It has been the destination of 35 per cent of LTA scholars since 2014, while South Australia ranks second with 16 per cent. Notably Queensland ranks fifth for LTA with 13 per cent of scholars but Queensland universities dominate provision of SCA, successfully tendering for 52 per cent of courses. Victoria ranks second with 23 per cent of courses. No short courses have been hosted yet by universities in the Australian Capital Territory, Tasmania or Western Australia. Further details of state rankings can be found in Tables 3.2 and 3.4 in Annex 3.

Figure 7: LTA Awardees and Short Courses by State, 2014 - 2020

¹⁸ AAI Scholars Variation Analysis Report 2020, p 2



Source: Tables 3.2 and 3.4, Annex 3

The COVID-19 pandemic has created extraordinary challenges for awardees. At the time of the EPR, there was a cohort of approximately 500 ongoing LTA scholars in Australia.¹⁹ The AAI team reported that awardees' experiences during the pandemic varied with university, as location determined the duration of lockdown and potentially affected the extent of scholars' isolation. The MC team maintained regular communication with universities about awardees' welfare and whether they should stay or return. Despite these pressures, *'of those who stayed in Australia, their performance is similar to last year's data'* though *'there have been many extension requests because of COVID'*.

According to some interviewees, alumni see the high cost of living in Australia as a significant barrier and one which increases the appeal of other scholarships.

OAE commenced in late 2014 to complement awardees' university experience and *'to foster lasting links with Australian people and organisations'*. Data indicate that scholars who participated in OAE activities were more likely to have engaged and maintained links with Australian professionals, although it is not possible to definitively determine a causal relationship.²⁰ Table 3.8 in Annex 3 has details of the full range of OAE/SE activities and participation over the life of the program.

These include the *Global Skills Passport*, an 'interactive self-enrichment application' developed with Australian ed-tech start-up, Practer, to encourage scholars to identify, participate in, and record their own additional learning experiences. The app was piloted in January 2019 and rolled out more broadly in May 2019. This introduced a shift from an AAI-led approach to self-led enrichment activities.

Table 4 below provides key KPI data for the OAE/SE sub-program.

Table 4: Key OAE / SE Performance Indicators

¹⁹ OASIS database

²⁰ AAI Annual Report 2018-19, p 8

Performance Indicators (KPI)	achievement	Date Actual
Number of LTA awardees participating in OAE activities while studying in Australia.	1,802	07-Oct-19
Percentage of awardees with enriched experience through participation in OAE activities	98.71%	07-Oct-19
Percentage of on-award enrichment participants who made links with Australian organisations while on-award	73%	10-Sep-18

Despite evidence of effectiveness and close alignment with DFAT's public diplomacy objectives, Scholar Engagement ceased in June 2020, as a budgetary measure.

Various stakeholder groups stressed the need for Australia Awards to incorporate practical elements such as site visits and experience of Australian workplaces. Both OAE and the Fellowships Program prioritised these elements, yet they were discontinued. Furthermore, as described in Section 6 above, other scholarships programs, such as Chevening, continue to prioritise enrichment. Indeed, it appears to be a distinguishing feature which adds to the prestige of their scholarships.

STA awardees' experience in Australia

While STA awards provide less exposure to Australia and its institutions than LTA, their relevance and responsiveness to emerging needs were seen to deliver political advantage as well as development outcomes.

'STA is great on the political front, for example the medical research short courses targeting people from Eastern Indonesia and bringing them to northern Queensland aligned with the Northern Australia White Paper. Also, MIKTA initiatives. We can respond to strategic priorities that crop up from the executive. We get short-term wins from short courses and the students come back faster.'

Among STA providers, some universities dominate the procurement process. Interviewees attributed this predominantly to high quality proposals (refer Table 3.4, Annex 3). In the case of STA programs with a practical rather than an academic focus, some stakeholders favoured a more diverse pool of providers capable of offering current industry experience and direct access to workplaces. Nevertheless, STA courses consistently demonstrate high levels of relevance and satisfaction among awardees. Over half classified the course as *'highly relevant'* to their work and 84 per cent were able to implement their award projects. Sixty-one per cent said they had more influence over key organisational decisions.

Split-Site Master's Program

SSMP has yielded less data about scholars' in-Australia experience than other LTA sub-programs, although the reason is not clear. While early indications showed higher than expected withdrawal rates (13 per cent by 2019), 37 awardees have now graduated from three Australian universities (University of Adelaide, 19; Australian National University, 10; Griffith University, 8).²¹

²¹ AAI Annual Report 2018-19, p 48

7.2 Use of new skills, knowledge and networks

Human Capacity Development

At the forefront of Indonesia's development plans is a focus on human development through improving the quality and competitiveness of human capital. Australia, through AAI, has contributed to Indonesia's human resource capacity to respond to social and economic development priorities. With the signing of IA-CEPA, there is further opportunity for Australian support for capacity development.

The Indonesia scholarship program employs a looser approach to human capital development than Australia Awards programs in countries such as Vietnam and the Philippines, because it does not specify the thematic or sectoral fields of study to be undertaken by LTA scholars. From the document review, it was not entirely clear what kind of capacity priorities AAI aims to address, and where those decisions are made.

Indonesian interviewees expressed a strong desire for researchers in STEM because of technological advances, but at present,

'only about 40 per cent are in STEM and 60 per cent are in Humanities and Social Sciences. We would like to reverse this, but 2.75 is an excellent grade in STEM because the teaching of STEM is not very strong and Social Science applicants are likely to have higher GPAs.'

AAI plans to address this issue,

'through additional emphasis on STEM during selection for Long Term Awards, selection of Short-Term Award course topics, as a priority in future Split-Site Masters Programs and in the choice of thematic events for alumni professional development'.²²

Workshop participants were also concerned that possibly applicants in the STEM fields did not interview as well as those in the social sciences, thereby reducing their likelihood of selection. This would be explored further.

There was strong support for STA both from both Indonesian and Australian stakeholders because the time between input and impact is short. As one interviewee stated,

'With STA, more people and institutions benefit. STA has more technical and detailed activity and skill. More knowledge before and a specific topic. Also, impact is more immediate. With the Action Plan you can see if it works or not. You can see the impact in one or two years.'

They were also seen as appropriate for stakeholder organisations because they encourage participants to learn and plan together, courses are specifically designed to match needs, require less time away from work and deliver good value for money (VFM). Evidence shows that where need and relevance are clearly established, short courses, which include a pre-course workshop in Indonesia, a post-course workshop and tailored workplace projects provide a framework for high quality capacity development and collaboration between organisations.

²² AAI Annual Report 2019-20

Alumni Network Development

As noted in Box 3 above, AAI has had a significant budget for alumni activities since the redefinition of alumni to include all Indonesians with study experience in Australia. The AE sub-program established and continually expands its alumni database, reaching 13,918 alumni (49 per cent women)²³ by 2020, to enable the program to ‘*communicate with the broader and more inclusive alumni community*’. This raises the question of how meaningful engagement can be with such a large group. Alumni Engagement strongly emphasises interaction via social media, guest speakers and social networking events. Performance is measured primarily via quantitative indicators such as database size, hits on social media and attendance figures, making it difficult to determine the real influence of these activities on alumni. One interviewee stated,

‘Sometimes we get unhelpful findings- some applicants are grateful for the opportunity, but they are focused on themselves not the relationship with Australia. OAE tries to address this. DFAT is sometimes concerned that if a bilateral issue arises, alumni are not speaking up to support Australia, but we didn’t send them to Australia to be supporters forever on their return.’

The *Alumni Engagement Plan* describes a tiered approach to alumni development which distinguishes between three groups of alumni with varying levels of influence (new, established and highly influential) (p 11) yet the goals tend to be vague with events aimed “connecting”, “celebrating” or “mobilising” alumni.

While there is evidence that some AAI events are intended for specific groups such as ‘young alumni’ it is not apparent whether a tiered approach is being implemented. The plan to build capacity and support the development of networks of scholars through events aligned with five Circles of Influence (Alumni Women Leaders, Australian Education Champions, Creative Economy, Food and Agriculture, and Mining, Energy, Environment and Forestry) is being reconsidered as ‘the concept of Circles of Influence has not taken root the way it was originally envisaged in the AES’²⁴.

AAI designed a ‘*niche engagement strategy*’ (i.e. principally engaging with alumni through social media and online) for the ‘established’ group because of competing time demands common to people in this phase of their careers. During the pandemic, AAI adapted the strategy and applied it to all groups with apparent success (judging by participation levels).

Interviews suggest that some alumni have adopted leadership roles in organising events including AGS activities, especially in the provinces. For example,

‘Those Australia Awardees we keep in touch with them and they have become important members of the three provinces that we look after Bali, Nusa Tenggara Barat and Nusa Tenggara Timor. They help us with things. For instance, when we had the Australian filmmaker in Lombok. Some of the Australia awards recipients helped us facilitate a filming workshop and a film festival.’

While the overall impact of Alumni Engagement is difficult to determine, there are some examples of outcomes arising from alumni networking. For example, the *One Hundred Priority*

²³ In 2019, the database total had been 15,453, but as noted in the *Annual Report 2019-20*, after data cleansing to remove repetition in the data, the number dropped to 13,918.

²⁴ *AAI Annual Plan 2019-20*, p 42

Tourism Villages Program was the eventual result of two people meeting at an alumni event²⁵ and has led to beneficial outcomes for many communities in West Nusa Tenggara.

The Alumni Grants Scheme (AGS) offers considerable opportunity for alumni capacity development by providing grantees with support to contribute to sustainable development. A key strength of AGS is that it extends the reach of AAI to downstream beneficiaries of its projects and encourages ongoing links with Australia (this occurred in 41 per cent of projects from 2014-15 to 2018-19)²⁶.

Application of new skills and knowledge

Some Indonesian stakeholders emphasised the importance of reintegration in enabling LTAs to apply newly acquired skills and knowledge in the workplace. *‘Sometimes when they went back to Indonesia and find there’s no job, or sometimes they find it difficult to consult with their bosses and maybe there is some sort of reverse cultural shock. So, we said that whenever they came home to Indonesia, it might be best to have the reintegration workshop for them to understand and maybe ... they will be integrated into their own organisation.’*

The *Australia Awards Scholarships Policy Handbook* makes clear that reintegration is part of the scholarships cycle and a shared responsibility²⁷. The Australian university supports awardees with their Reintegration Plans during their Return Home Briefings. The DFAT Australia Awards program areas are expected to: establish contact with new returnees and provide reintegration assistance; provide access to the alumni networks; and assist partner organisations in implementing Reintegration Plans, where possible.

While some alumni activities cover themes, which could assist with reintegration, returning LTA awardees are no longer routinely supported in their reintegration to Indonesian society and workplaces. The decision to cease reintegration support activities suggests that some of the focus on optimising the application of new skills and knowledge could be lost.

Recommendation 9:

Undertake research through the alumni network and Indonesian partners on reintegration issues and needs, with a view to re-establishing reintegration support for LTA returnees as a priority.

Comments on this recommendation after the Workshop ranged from *‘Not a good use of scarce resources’* to those who provided more nuanced views around retaining elements of it:

‘We provide them with a pre-departure briefing, but at the moment we do not help them reintegrate with the Indonesian lives. It will help the alumni to set their expectations upon return and clarify that responsibility re moving forward with their new increased capability is in their hands, not AAI or Australian Embassy.’

As noted above, reintegration support is a key part of the Chevening scholarship cycle. Their distinction between *returnees* and *alumni* may be helpful in overcoming an issue that one workshop participant raised in the recommendations feedback sheet,

²⁵ Ref A27, *AAI Annual Report 2018-19*, p 15

²⁶ Ref A27, *AAI Annual Report 2018-19*, p 8

²⁷ Reference G4 in Annex 5

'The current inclusive nature of alumni community would require a more strategic approach, balancing treatment and support to AAI alumni vs non-AAI alumni.'

As most SCA awardees are in executive and management positions (63 per cent according to the 2018-19 Annual Report), their potential to influence is evident. AAI data reveals that returned STA alumni report at high levels introducing changes to their workplace as a result of their experiences in Australia, transferring both general and technical knowledge and skills and introducing changes in programs, projects or services through implementing their award projects successfully. Other benefits accruing to STA alumni include additional/expanded job descriptions, greater influence over key organisational decisions and receiving promotions and higher income.

The pandemic has re-emphasised the importance of investing in human capital development and *'how reliant the Government of Indonesia is on high quality expertise'*. AAI can see the outcomes of the strategic approach to targeting key agencies when tracking the contributions of alumni to the COVID response by organisations such as Eijkman Institute for Molecular Biology and the Ministry of Finance Economic Response Team²⁸.

A review of the Allison Sudradjat and Hadi Soesastro Prizes awarded to outstanding AAI scholars provided evidence of their contributions to development. Data from 22 of the 38 recipients selected over ten years by the JST²⁹ revealed the following outcomes: research; adoption of financial tools and regional development approaches and models developed through study in Australia; creation of public health events; new education and accreditation standards; engagement in high-level decision-making bodies; and, improved maternal and child health practices. Several of the recipients had also established cooperation and/or partnerships with Australian universities and institutions.

Both these prizes and the Alumni Grants Scheme aim to kick-start change and strengthen practice and have the advantage of producing tangible evidence of impact. Prize recipients are asked to produce a newsworthy story and a good quality photo on their prize funded activities. This model has been successful and illustrates how AAI is contributing to good development and public diplomacy.

Professor Allison's evaluation strongly recommended retention of both prizes and the EPR Team supports this recommendation.

7.3 Gender equality and women's empowerment

AAI has consistently demonstrated a commitment to the principles of social inclusion and has a proven record in women's access and participation. Data show that for the ten years between 2009-2018, 50 per cent of the 3,601 scholars who took up scholarships to study in Australia were women. Alumni surveys regularly reveal heightened awareness of gender and, in some cases, implementation of changed gender strategies in the workplace³⁰.

Some interviewees perceived a risk that some STA programs were dominated by male awardees, but this was deemed to be a result of subject matter of some courses. Mitigation strategies include provision of some women-only STAs. Where there were specific needs, such as for female entrepreneurs in a specific industry, relevant programs were developed. Other targeted interventions to address disparities were also implemented. For example, AAI supported

²⁸ Ref A5, *Investment design document for the Australia Awards in Indonesia program (2014 & 2018)*, p 33

²⁹ Ref A100, *Evaluation Report on Allison Sudradjat and Hadi Soesastro Prizes*, Prof Janelle Allison,

³⁰ *2020 Scholar Variation Report*, p 2

a group of five female alumni to participate in a Regional Women Leaders Initiative organised by AA Cambodia.

A key stakeholder noted at interview that the range of awards offered by AAI is critical for the participation of women in some GFA provinces, who may be doubly disadvantaged.

'Often if I'm speaking to female AAI recipients ...because they come from more traditional backgrounds would not be able to leave or live in Australia without their family, whether that be their husband or children, or sometimes even their parents. So the short courses have been fantastic for our provinces ... which are traditionally a little bit more conservative... Australia's focus on equal gender participation has meant that there are a lot of women who have been able to do a short course whether that just be everything from a few weeks in Australia, studying malaria or doing things online.'

AAI ensures that gender messaging is mainstreamed into all activities through the review of all designs and Terms of Reference documents by the Social Inclusion Working Group. This group also tracks overall program achievements in relation to gender and social inclusion. Strong performance against gender-related targets is achieved across the sub-programs.

7.4 Development for All

Aid Quality Checks and AAI data reveal that the program effectively addressed issues of disadvantage across the sub-programs. Issues of marginalisation are dealt with in pre-departure training, in course content of some STAs and through support to AGS projects working with indigenous people in some targeted provinces.

AAI's targeting policy focussed on removing barriers for people from seven priority provinces, some of whom are from ethnic minorities, and People with Disability (PWD) through a nominal target of 30 per cent. This approach is described as having:

'a strong perceptive value. It says to the provinces, PWD, women etc that this is a program offering equal opportunity. It is a scholarship program of choice for these groups.'

The issue of equity vs merit-based selection for LTA awards has long been discussed with Indonesian government partners, (particularly SetNeg and BAPPENAS) and there is some pressure to re-examine which provinces are prioritised. While some stakeholders argued for changes to the targeting policy, one stated that if selection were purely based on merit, most candidates would be high-level academics and few would come from target groups. *'If we want equity, then we need targeting.'*

AAI research into the issue concluded that,

'some form of selection process that balances merit with equity is required to ensure the most meritorious candidates are selected consistent with targeted priorities'³¹.

Economic disadvantage is one element of the approach to targeting. Five of the seven provinces in the GFA are at the bottom of provincial economic rankings. Annex 13 shows a ranking of provinces by average Gross Regional Product (GRP) per capita based on 2019 (pre-COVID) *Badan Pusat Statistik* data. West Papua ranked sixth with GRP above the Indonesian average,

³¹ AAI Annual Report 2018-19, p 9

while Papua ranked eleventh. The annex notes that mining impacts these figures, but the ranking does provide one form of empirical evidence upon which to consider GFA.

It is likely that the economic impact of the pandemic will provide further impetus for a review of both the targeted provinces and the fields of study as part of the design of the new program. One interviewee noted,

‘Out of COVID there might be more focus on, like, emergency management, health care, a pivot to more diversified industries, like agribusiness, ecommerce, creative industries and not just sort of focused on tourism because it can be so volatile to external pressures...I guess the Australian Awards program will need to focus on tailoring courses that meet those demands and I probably even more of a focus on healthcare and emergency response management for our provinces.’

A more sophisticated analysis which considers these issues and examines the demand for postgraduate education by province is warranted in the design.

Recommendation 10:

That further research into the relative socio-economic standards of Indonesia’s provinces and the demand for postgraduate qualifications be undertaken before commencement of the design to provide an evidence base for discussion of future geographic prioritisation.

People with Disabilities

AAI is regarded as a leading provider of capacity development for PWD in Indonesia. It employs an integrated approach to disability. It prioritises outreach to people living with disability and staff from organisations working in the disability field. Short Course curricula specifically designed to raise awareness of disability among all course participants appeared highly successful.

AAI also tackles disadvantage by providing ELTA for participants from GFA provinces (except Aceh where English is not deemed to be an issue) and PWD, whose access to English language training may be limited. While fewer ELTA graduates now have the opportunity to access an award (due to reduced budget and decreased number of awards), we note that demand for ELTA remains strong, in part because it provides a broader public good beyond being a pathway towards Australia Awards scholarships. In this sense it exemplifies soft power in action.

AAI is seen as ‘the gold standard’ for PWD because of the customised support built into every stage of the program and the preparedness to allocate additional funds to ensure that no awardee with disability is disadvantaged:

‘People with Disability are well looked after. We support them at all stages from application onwards. There is a process to work out ‘reasonable adjustment’ when working out what is reasonable expenditure for the extra support for a PWD. All of this planning is captured in the Disability Support Plan which is prepared by AAI and signed off by DFAT. The Plan is highly tailored to individual needs.’

AGS projects demonstrated alumni contributing to improving the lives of PWD through innovations including new technology, livelihood initiatives, new workplace programs and tools designed to reduce barriers to education.

7.5 Collaboration

In the last year, AAI strengthened initiatives to build collaboration with different government agencies and position Australian universities as key partners. There was increased demand for co-funding scholarships through the most recent round of the Split-Site Master's Program (SSMP).

AAI's place in the 'scholarships market' has shifted with increased investment by the Government of Indonesia in scholarships and rising numbers of self-funded scholars due to increased prosperity. In recognising the need to retain relevance and influence, AAI has begun moving to more of a partnership model and striving to build collaboration with various agencies. The AAI team has worked on promoting collaboration with LPDP, for example through providing access to program enhancements, but it is still seen by some as '*a long and difficult road*'.

While collaboration with LPDP on ELTA and PDT have been discussed, evidence suggests that differences in timelines and semester starting dates in different countries along with varying IELTS requirements are ongoing issues. There also appears to be a level of distrust. Some interviewees viewed LPDP as 'shopping around' for the best arrangements and reported that the relationship between LPDP and AAI just 'didn't take off'. Given the opportunities for collaboration, achieving a constructive partnership is a priority.

To build collaboration and capacity among scholarship providers, AAI facilitated an International Scholarship Collaboration STA course in Brisbane in 2019. The program created links between prominent Government of Indonesia scholarship providers at the national level and representatives from sub-national governments that provide international education opportunities. Embassy involvement through participation by liaison officers also provided opportunity for enhancement of discussions and relationship building between government and Embassy personnel. The liaison officers then became alumni and remained connected to their cohort via WhatsApp or other social media on return.

As a co-financed program currently operating on a moderate scale (108 scholars over the first three years), the Split-Site Master's Program (SSMP) offers significant potential for upscaling, but the range of potential partner organisations adds complexity. AAI notes that it needs to manage the expectations of a range of partner organisations (e.g. one Ministry did not proceed with its cohort due to a perceived '*insufficient allocation of the number of Master's places*'). Demand from Indonesian partner organisations appears to outstrip supply of SSMP places. For example, for Cohort 5, which is due to commence in Indonesia in late 2021 and in Australia in early 2023, four partner institutions were selected (BAPPENAS, Ministry of Technology, Ministry of Health, and the Bureau of Statistics) from 20 expressions of interest. Tables 3.10 and 3.11 in Annex 3 provide further details of SSMP cohorts, including numbers of scholars, courses, and partner universities.

IA-CEPA has signalled the beginning of a range of new possibilities for AAI, especially if vocational education can be integrated into AAI offerings either directly or through the Economic Cooperation Program envisaged in the design. Pillar Two addresses the importance of connecting people through strengthened linkages and cooperation in education, research and other areas.

8. EPR Findings – Effectiveness in People-to-People Links

8.1 Effective People-to-People Links

The fact that AAI programs are oversubscribed is testament to their perceived value in Indonesian eyes. Many interviewees reported that the strength of the relationship between Indonesia and Australia is *'better than it's ever been'*.

SetNeg, the key Government of Indonesia partner for AAI, views the relationship with Australia as highly positive.

'At the grass root level in Australia [we] are actually having a good relationship. Very good. Especially people-to-people contact and then that's reflected in our Indonesian bigger political field.'

8.2 Positive alumni perceptions

It is consistently clear from M & E data that the majority of Australian alumni return home with positive perceptions of their study experiences and see Australia in a positive light³². It is possible that this will be affected as a result of border closures and difficulties experienced by scholars in Australia during the pandemic.

8.3 Mutually Advantageous Partnerships

Since its inception, AAI has developed a solid record of creating partnerships with a wide range of partners in both Indonesia and Australia demonstrating it is well equipped and well placed to contribute further.

In Phase 1, the Fellowships STA program was highly active, with 25 grants (303 Fellows) in 2014 and 28 grants (321 Fellows) in 2015. It is expected that similar numbers of grants continued until the cessation of the program, but data were not available for this Review. Each grant derived from a proposal designed and submitted for funding by a pre-existing partnership of Australian (host organisation and grant manager) and Indonesian entities. As such, there were 53 Fellowships partnerships, and 624 Fellowships alumni each with contacts developed through the Fellowship in the first two years of AAI alone.

Several DFAT interviewees regretted the cessation of Australia Awards Fellowships as they considered them highly effective in creating partnerships between organisations in Australia and organisations in Indonesia. They noted that each year a shortlist of Fellowships proposals was circulated around the Embassy for comment during the selection process to ensure that the topics met strategic priorities. However, as the program was managed by the Scholarships and Alumni Branch in Canberra, the managing contractor had very little involvement, so Fellowships received minimal profile in AAI reporting, despite the significant number of awardees. Table 3.5 in Annex 3 shows that the number of Fellows exceeded the number of SCA awardees during the years for which data are available.

³² AAI Annual Report 2018-19, p 5

When asked about partnerships, one interviewee raised Fellowships and noted,

'Fellowships were probably better (than Short Courses) at deliberately building linkages and partnerships with Australian organisations...such as universities, NGOs, research bodies & the private sector - building on pre-existing relationships...In many respects on the surface, they (SCA & Fellowships) looked quite similar, but I think the difference was Fellowships had this stronger mechanism to build the linkages between partner organisations in Indonesia and those organisations in Australia.'

Another cited an example of an effective Fellowship,

'A great one ... was a Fellowship to do with museum curatorship, which... our public diplomacy team loved, and it really linked to this political agenda that (Ambassador) Paul Grigson had about culture and arts and sharing.... They could build relationships and these curators would go to Australia, see all our museums, talk to people about protecting paintings and history and keeping culture and making sure that youth know about the history of the country, and then they'd come back to Indonesia. A lot of the big name museums and cultural institutions in Indonesia had delegates on this. So they sort of built a critical mass- it went for maybe 3 years. They were successful. It's not a huge number, but maybe there were 30 alumni from that. But for zero investment from the bilateral program for Indonesia, it was such a win for our colleagues in the public advocacy space.'

Stakeholders noted that opportunities for future mutually advantageous partnerships sit well under IA-CEPA. For example, one interviewee said,

'The new trade agreement, the IA-CEPA, really does complement the program because it means that there are more sort of study opportunities and more course offerings available through the trade agreement and also there is 'bandwidth' now for Australian tertiary institutions to open up shop in Indonesia, which wasn't available before. So, in terms of, I guess, political and economic factors, I think they will bolster the AAI program. Some changes in the local leadership ... recently definitely have had an impact on the interest in getting more opportunities for the young people from the regions to get the trainings or opportunities to go to study in Australia. There's more interest in promoting the program.'

According to another stakeholder,

'Incorporating the private sector more strategically in the new design will be important, particularly in the context of this new free trade agreement'.

This suggests the need for targeted STA through both SCA and, if possible, a renewed Fellowships program designed specifically for Indonesia. STA awards have the advantage of being immediate and targeted to specific partnership requirements.

Recommendation 11:

Within the STA program, consider designing a pilot for a revitalised Australia Awards Fellowships program for Indonesia modelled on the program formerly funded by DFAT Canberra, to promote organisation-to-organisation linkages and partnerships.

Private sector

Engagement with Australian and Indonesian private sectors to build trade links and generate opportunities for collaborative economic development was one of the policy changes introduced in 2014-15, as noted in Box 2 in Section 5 above. AAI responded through the LTA, STA and alumni engagement programs.

A 2018 report on AAI's work within the food industry demonstrated its capacity to contribute to the Australia government's private sector development goals and Indonesia's Human Capital Development priorities. A subsequent review in 2019 of AAI's involvement in the Tourism sector painted a consistent picture³³. The food industry report concluded that on average, alumni instituted changes rated as significant, which had a positive impact on their workplace or business. Changes included new products, processes and practices, increased revenues including for women-owned enterprises, mentoring initiatives, investment in pro-poor activities and access to new markets. In terms of Indonesia-Australia relations, alumni expressed positive views of Australia and found the AAI experience relevant to their business objectives and needs. In the eyes of policy makers, Australia was viewed as *'an authentic development partner with the relevant technology to assist Indonesia achieve its development goals'*³⁴.

Under AAI targeting policy prior to 2019, approximately 30 per cent of LTA scholarships were accessible to non-targeted applicants described as either 'private sector' or 'other'. In 2019, this figure was raised to 40 per cent to enable greater access for private sector applicants.

In terms of suitability of Master's or PhD LTA awards for the private sector, interviewees reported that Master's level study is more appropriate than PhD as it is unlikely staff positions would be kept open in the private sector for protracted periods. The development of new selection criteria for private sector applicants in 2019-20 *'based on an assessment by the JST of their likelihood to contribute to inclusive growth and improved trade relations between Indonesia and Australia'* constituted a significant step³⁵ in the focus of AAI.

The Alumni Engagement Plan also reflects the increasing priority placed on the private sector and the transition away from reliance on initiatives funded under the development cooperation program. It lays out a plan to connect alumni and their networks with Australian goods' and services' providers and encourage alumni businesses which enhance trade and investment links between Australia and Indonesia. Planned strategies include partnering with private sector stakeholders and exploring other sources of funding. To what extent AAI will be able to "capitalise on the increasingly diverse networks of alumni" is difficult to predict.

Overall, AAI demonstrated in MEL documents that there has been some pivoting towards creating mutually advantageous partnerships between institutions and businesses in Australia and Indonesia through SCA and alumni engagement, but there is scope for further growth in this area, particularly through a reinstated and targeted Fellowships program, a model which operated successfully in the past.

³³ A91, AAI Alumni Contributions to the Tourism Industry in Indonesia-Main Report, May 2019.

³⁴ A98, AAI Alumni Contributions to Private Sector Development in the Food Industry in Indonesia: Main Report, July 2018, p 29

³⁵ A25, AAI Annual Plan 2019-20, p 12

9. EPR Findings – Efficiency

9.1 Program management

Stakeholders have rated the MC's management of AAI highly.

'Looking back, I felt very privileged to work on ... such a high performing program and that's kudos to the Embassy team, who were there well before me. But, also, the calibre of staff at the managing contractor.'

Respondents noted that there is a high level of expertise within the AAI team engaged by the managing contractor, Coffey, with some staff having more than 20 years' experience managing scholarship programs. Other AAI team members had the experience of working within the Embassy prior to joining the team. Their understanding of the workings of the Embassy helped them anticipate and understand DFAT's requirements.

'Gold standard' management by the MC using well-established systems is recognised by DFAT with consistently high ratings in the annual *Aid Quality Checks (AQC)s* and *Partner Performance Assessments*.

The *Partner Performance Assessments* also describe strong and effective working relationships between the AAI team and the Indonesian partner agencies. The following quote from an interview reinforces this,

'I don't think I'm over emphasising this, but we had a really, really strong relationship with AAI... In some respects, they were an extension of the Embassy, because what we were tasked to deliver, we couldn't without the expertise and resourcing that existed at AAI. To be fair, they delivered beyond their brief, and beyond what we had originally signed them up to do. e.g. participating in study in Australia fairs and booths that normally Austrade would lead on but for a variety of reasons we led.'

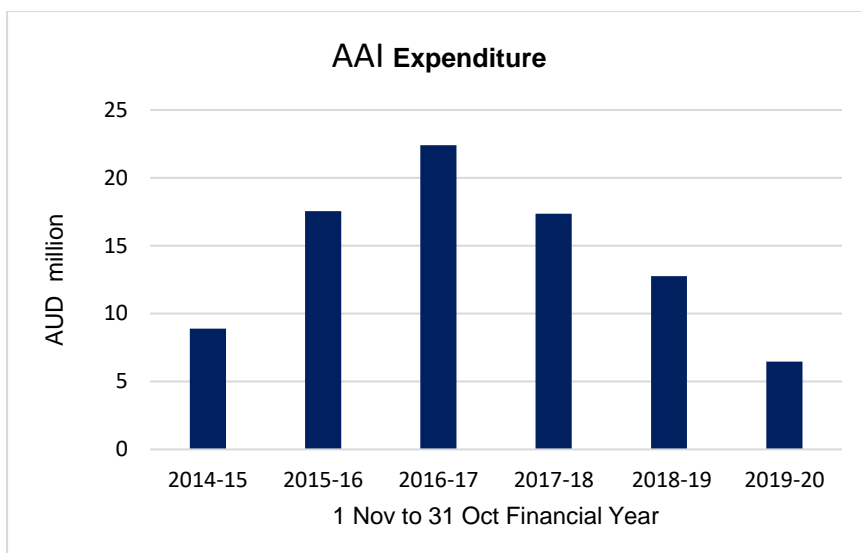
The AAI Team regularly updates a thorough Risk Matrix. The highest rated risk at the time of the Review was the impact of COVID-19.

9.2 Program resourcing

Budget & Expenditure

AAI expenditure is illustrated in Figure 8 below and detailed in Annex 12.

Figure 8: AAI Expenditure 2014-15 to 2019-20



Source: Table 12.1, Annex 12

Interviewees in both Jakarta and Canberra raised the issue of how best to predict and manage costs across a program which has scholars in Australia for multiple years. The significant forward commitments associated with post-graduate academic awards of between two and four years in length (or longer) reduce flexibility.

Annex 12 also shows annual implementation expenditure broken down into sub-programs, over the six-year period. The rapid growth in SCA expenditure should also have reduced the 'tail' and increased planning flexibility.

Staffing

AAI Team staff numbers are included in Table 5 below.

Table 5: AAI Team Personnel

Project Year*	Team	Vacant	Total
May-Oct 2014	35	0	35
2014-15	37	0	37
2015-16	47	2	49
2016-17	46	2	48
2017-18	46	1	47
2018-19	48	0	48
2019-20	48	0	48

Source: Data extracted from AAI Annual Reports

*Project year is 1 November to 31 October, except for the initial six months.

While program data are gender disaggregated, AAI personnel data as reported are not gender disaggregated. The senior management team, who met with the EPR Team on several occasions, included seven men and only two women.

The Standing Offer for Research and Evaluation is modelled on the Australian Government's standing offer model where consultants are recruited as a pool to draw on as required. This appears to work well in AAI, as it: expands the capacity of the long-term MEL team; fast-tracks engagement once the initial procurement and contracting is done; ensures availability of pre-qualified consultants with the required skill-set in specialist fields; and, importantly, encourages use of the same short-term advisers. This latter point is important, as through repeat

engagements the members of the panel build up knowledge of AAI and relationships with stakeholders and therefore become more effective over time. The pool of consultants therefore become an extension of the MC team.

Interviews with the AAI Team revealed that they thought that,

'... current resourcing is now 'about right'. Up till 2 years ago it seemed a bit under. The sheer number of ad hoc requests from DFAT was very high, and we found that creating and updating the alumni database was overwhelming.'

The AAI Team meets fortnightly and monitors workload through those meetings. The team has developed a capacity to scale up if required, using casual staff, including alumni.

Following is a DFAT interviewee's opinion of the AAI Team, which was echoed elsewhere,

'It is the gold standard across all of DFAT's Awards programs.'

In conclusion, both AAI management and resourcing in terms of staffing are strengths requiring minimal change or adaptation. Resourcing in terms of budget has been more volatile. AAI stakeholders adapted to policy and budgetary changes by varying the size of sub-programs as demonstrated in Annex 12 and by scaling up co-financed activities as described in Section 9.5 below.

9.3 Communicating Progress, Challenges and Results

The AAI team produce high quality Annual Plans, Annual Reports and Monitoring, Evaluation and Learning (MEL) products covering a large range of relevant topics, supported by databases. Annual Reflection Workshops feed into annual planning and reporting. M&E Plans have been updated as have the Program Logic diagrams.

The monitoring of AAI uses an integrated approach wherein the role of monitoring does not only rest with the MEL Unit but is performed by the implementing sub-program teams. Monitoring took the form of knowledge sharing workshops with grantees or field visits to the project locations. (2017-18 Annual Report, p62)

This approach freed up the MEL team for higher level work and created ownership of monitoring across the sub-programs as well as internal efficiency.

Through this extensive evidence base and strong working relationships, the Embassy personnel demonstrated that they were well informed about AAI progress, challenges, risks and results. However, some staff in Consulates did not appear to be as well informed and were keen to receive more MEL information.

9.4 Value for Money

Differing views were held among stakeholders about the ideal mix of PhD and Masters' scholarships per LTA intake. Indonesian interviewees stated that a maximum of 10 per cent of LTA intakes should be for PhDs and the balance Master's, to meet projected demand. Generally, PhDs are required for Echelon 1 civil servants and university academics. The views of Australian interviewees on the appropriate proportion of PhD and Master's places ranged from 10/90 to 50/50 respectively, with most favouring the current allocation of 18/82. This issue raises 'value

for money' (VFM) questions as there are costs in dollars, time and risk related to increasing the number of PhD awardees within the LTA allocation. Factors to consider include:

- The financial cost of one PhD approximates to two Master's, four Split-Site Master's, or 29 STA awardees.
- There is a risk to return on investment associated with investing in one person for four years as against say 29 people for a few weeks (two weeks in Australia and pre- and post-course workshops).
 - What if the PhD alumnus/alumna does not find employment which utilises his/her expertise?
 - What if this person does not become an influential leader?
 - What if the PhD scholar, in whom \$400,000 has been invested, returns without submitting his/her thesis? Box 4 below demonstrates that this has been a serious and costly issue.

Returning home prior to PhD thesis submission was considered such a serious issue that a Concept Note for a *Pilot PhD Completion Program* was developed in 2016. The \$250,000 program of support was targeted at up to 40 of the 68 scholars, who had returned to Indonesia between 2007 and 2015 without completing or submitting their PhD thesis.

At a cost of around AUD280,000 per doctoral scholarship (a conservative estimate given current costings), the 68 incomplete PhD awards were estimated to have been worth approximately AUD19 million of DFAT investment (Australian aid) which had not achieved the desired outcome.

Box 4: Pilot PhD Completion Program

- On the 'value' side of the VFM equation there are trade-offs between say a PhD and an STA award, for example:
 - addition of one PhD alumnus /alumna or up to 29 alumni to the alumni network
 - in-depth knowledge acquisition, skill development and agency over a sustained period or an intensive short exposure input to advance workplace skills and effectiveness
 - improving the productivity and contribution to sustainable development of one person or up to 29 people
 - greater length of time in Australia to acculturate and view Australia positively as against the disruption of absence from the workplace and community
 - realising alumni relationships within the duration of an A-based officer's three-year posting through STA, or creating alumni for potential Embassy relationships years into the future through LTA

- study as an individual (LTA) who may (or may not) create networks through group pre-departure training and while in Australia, or as a member of a cohort (STA) who is more likely to create valuable networks throughout the experience and maintain these links through social media and participation in alumni activities.

Administrative costs need to be considered when deciding on the split between LTA and SCA in annual programming. SCA is staff intensive and the turnaround times between departure and return are short. However, in SCA, the full costs are met from Jakarta, whereas the cost of some LTA scholarships is met by the AA global program in Canberra, and large items such as tuition fees, management of the relationships with universities, and tracer studies are managed by the Scholarships and Alumni Branch in Canberra.

Several stakeholders advocated for short courses as providing better value than scholarships. For example,

'From alumni impact data the benefit of STA is clear. Larger numbers can participate, and you get 'more bang for your buck'. More people are able to experience Australia and there are public diplomacy benefits. STA courses are 'cohort building' and ongoing group linkages and networking.'

'STA could deliver on Embassy interests. STA alumni don't have the length of time in Australia, but they get tailored leadership/development training. The quick return and implementation of what learned. They come to Australia as a cohort. Fellowships have stopped which is a shame.'

Another interviewee distinguished between the LTA and STA programs as follows,

'...we have quite a niche audience for each program because LTAs are usually young, upcoming leaders in their own sector. STAs more likely to be older, middle managers or above with some footing in their sector and we are expanding their networks and deepening existing knowledge.'

This implies that STA alumni are closer timewise to leadership roles than LTA alumni which could also be helpful in advancing public diplomacy.

There is insufficient time to delve more fully into these questions, but they deserve further attention in the design.

Recommendation 12:

Model the expenditure implications of allocating different proportions of Masters (including SSMP), PhD and STA awards to ensure evidence informed decision-making and achievement of value for money. This modelling would weigh up the cost, risk, and the perceived value to Indonesia and Australia.

9.5 Co-financing

The EPR team was advised that DFAT processes place limitations on joint co-financing, but parallel co-financing can and has worked well, for example in SSMP. In this model, each government funds activities in its country. If future design work were to indicate that joint co-financing is required so that both governments could each contribute to a jointly managed fund, then a new model which met the Commonwealth Procurement Rules and Indonesia's equivalent

policy would need to be devised. Perhaps this would involve establishing a trust account to be managed by the MC. For the immediate future, the assumption is that parallel co-financing is being or will be used.

Co-financing of Scholarships

The Government of Indonesia's commitment to increasing provision of 'home-grown' scholarships represents a significant shift in the landscape for AAI and an opportunity. It provides an impetus to consider the mutual benefits that could result from greater integration between AAI and Indonesian Government scholarship programs. SSMP has been introduced successfully, with planning underway for Cohort 5. As noted in Section 7.5, demand for SSMP outstrips supply.

Expansion of SSMP could achieve greater economies of scale and increase AAI's contribution to the Indonesian Government's human resource development. Australian universities would stand to gain in terms of increased student numbers (although students would be in Australia for only one year), receiving awardees in cohorts, and creating enhanced relationships with Indonesian universities. A further advantage is to open opportunities for working with Indonesian universities and position themselves for potential commercial opportunities arising from IA-CEPA. For AAI, there would be double the number of alumni relative to mainstream LTA master's awards, at roughly half the cost. There are also risks in terms of quality of course provision and continuity, but to date the selection and briefing processes appear to have managed this risk.

Recommendation 13:

Integrate co-financed awards as part of annual AAI LTA intakes. Over time, increase the proportion of co-financed scholarships within LTA to achieve both integration with Indonesian systems and value for money.

LPDP sent 1,841 scholars to Australia between 2013 and 2020, or 19 per cent of the LPDP total. This amounts to 74 per cent of AAI's LTA program of 2,502 awardees over the same period. Australia is the second most popular destination for LPDP awardees (UK is number one). AAI possesses technical expertise which has resulted in effective merit- and equity-based selection, thorough scholar preparation and strong completion rates. The AAI Team proposed a strategy where it could become a service provider to LPDP through support in specific aspects of the scholarship cycle such as predeparture training, English language training, SE and reintegration support. By enhancing scholarship quality, AAI could encourage LPDP to send more scholars to Australia. The challenge appears to be to find a way to progress the relationship between the Australian Embassy, AAI and LPDP to realise these opportunities.

Recommendation 14:

Strengthen cooperation between the Australian Embassy, AAI and LPDP with a view to exploring opportunities for service provision to their Australian scholarships' program thereby encouraging LPDP to send more scholars to Australia.

In Section 5, the growth of Indonesian 'home-grown' scholarships was described. Assuming this continues post-COVID-19, there is considerable potential for the Embassy and AAI teams to reach out in a spirit of IA-CEPA partnership to seek opportunities to collaborate. There will be

important design work and piloting to be done to determine the best collaborative programming and co-financing model. As relationship-building has already started with LPDP and as the LPDP model's origins are AAI LTA-inspired, it seems logical to start with LPDP. Later, if capacity exists for further expansion, then the S&A and AAI Team could explore opportunities to work with other Indonesian government or private sector entities interested in funding or co-funding scholarships for study in Australia.

Co-financing of Short Courses

There have already been cases of joint programming with 'whole of government', where AAI delivers short courses funded by external programs. These included courses delivered under the *Red Meat and Cattle Partnership* led by the Australian Department of Agriculture and the *Our North, Our Future: White Paper on Developing Northern Australia*, and more such collaborations are envisaged. The *IA-CEPA Economic Cooperation Program* investment design (May 2020) explicitly names AAI as a potential provider of short courses in areas such as Agrifood Innovation Partnerships and advanced manufacturing³⁶. It envisages other cooperation developing in TVET skills' development, organised through a TVET Clearing House, which will include AAI representation.

Co-funding of ELTA

The *Sustainability Plan for English Language Training Assistance (ELTA) Scoping Assessment: Findings* of February 2020 explored demand for English language training and readiness for co-funding ELTA activities in GFA provinces. It resolved that there was insufficient readiness and risks were high. It advised,

'It is recommended that co-funding opportunities are only explored on concrete programs with clear government commitment and budget allocations for programs that align closely with ELTA. At this stage no programs exist that fulfil these criteria.'

Instead, it recommended encouraging in-kind contributions from ELTA partners (e.g. making IELTS testing venues available free of charge) and working towards a transfer of management responsibility to local partners.

Co-funding of Alumni

The *Alumni Engagement Plan in Indonesia* envisages reducing reliance on ODA funding for its activities and increasing contributions by entities external to the Embassy, particularly Australian public and private sector organisations with a presence in Indonesia. The Plan's new governance model envisages bi-annual meetings of an Alumni Working Group of representatives from Australian governments, universities, private sector representatives in Indonesia, alumni and education agents, hosted by the Embassy. It also envisages further expanding co-funding of alumni activities, building on the successful practice to date. Co-funding is seen as attractive for two reasons:

- i. *Current levels of funding through the development cooperation budget are likely to tighten.*
- ii. *An expanded focus on public diplomacy objectives may also reduce alignment with ODA support³⁷.*

³⁶ p36 of the Investment Design document, at <https://www.dfat.gov.au/sites/default/files/investment-design-ia-cepa-ecp-may-2020-web-vers.pdf>

³⁷ p8 of the *Alumni Engagement Plan in Indonesia*

The AGS is already proving an effective mechanism for small scale co-funding, having attracted a total of \$239,928 in third-party funding since 2017 and fostering alumni linkages with other institutions³⁸.

10. Summary of Recommendations

Table 6 below brings together the 14 Recommendations from the text above, with page number references. This is an updated version of the table discussed during the *Validation and Future Options Workshop*. Changes reflect discussions during and responses following the Workshop.

Table 6: Summary of Recommendations

No.	Recommendation	Page
1	In preparation for the design of the new AAI program, focus attention on the desired balance between development cooperation and public diplomacy, to reach an agreed DFAT view.	17
2	The practice of Embassy or Consulate officers nominating LTA applicants does not continue.	18
3	The design team to explore options for a new governance model which gives decision-making power to a Program Coordinating Committee or equivalent.	19
4	Undertake systematic consultation with key Indonesian agencies about course priorities for LTA including Split-Site Master's Program (SSMP) fields of study, to ensure the interests of both Governments are reflected.	19
5	The current practice for nomination of a longlist of short course topics by the Australian Embassy or the Indonesian Government continues, but shortlisting should be done by a new well-briefed STA joint selection panel following clear selection criteria, prior to being sent to the PCC for endorsement.	20
6	Limit ODA-funded outreach and promotion activities to AAI-related promotion targeted at GFA provinces and vulnerable groups. Encourage the Department of Education, Skills and Employment and Austrade to resume responsibility for generic education promotion.	20
7	Quality in LTA should be enhanced by restoring budget for Scholar Engagement.	22
8	Increase the capacity for innovation by allocating funds to the Program Enhancement Fund line in the budget for the balance of the current program. Suggested areas of focus are Recommendations 9, 10, 11 and 12 as well as how AAI can best respond to emerging issues relating to Indonesia's recovery from COVID-19.	25
9	Undertake research through the alumni network and Indonesian partners on reintegration issues and needs, with a view to reestablishing reintegration support as a priority in the next phase.	30
10	That further research into the relative socio-economic standards of Indonesia's provinces and the demand for postgraduate qualifications be undertaken before commencement of the design to provide an evidence base for discussion of future geographic prioritisation.	33
11	Within the STA program, consider designing a pilot for a revitalised Australia Awards Fellowships program for Indonesia modelled on the program formerly funded by DFAT Canberra, to promote organisation-to-organisation linkages and partnerships.	37

³⁸ AAI Annual Report 2018-19, p 16

No.	Recommendation	Page
12	Model the expenditure implications of allocating different proportions of Masters (including SSMP), PhD and STA awards to ensure evidence informed decision-making and achievement of value for money. This modelling would weigh up the cost, risk, and the perceived value to Indonesia and Australia.	42
13	Integrate co-financed awards as part of annual AAI LTA intakes. Over time, increase the proportion of co-financed scholarships within LTA to achieve both integration with Indonesian systems and value for money.	43
14	Strengthen cooperation between the Australian Embassy, AAI and LPDP with a view to exploring opportunities for service provision to their Australian scholarships' program thereby encouraging LPDP to send more scholars to Australia.	43

11. Conclusion

While the AAI Program fundamentals may be considered 'gold standard', this EPR has found there is some room for improvement. The Review has highlighted some overarching ideas. Discussing and resolving some of these 'big picture' issues will be crucial prior to the design of the next phase, so that the design team does not have to wrestle with ambiguity. This is particularly the case if the 'light touch design update' approach is to be used.

Over the next 15 months, the Program could pilot new ideas in readiness for the next iteration due to start in early 2022. Implementation of the proposed Recommendations has potential to lead to an even stronger 'platinum standard' Program.

Annex 1 EPR Terms of Reference

AUSTRALIA AWARDS IN INDONESIA (AAI) 2014 - 2022

END OF PROGRAM REVIEW TERMS OF REFERENCE

This document constitutes a terms of reference for the mandatory independent end of program review for the Australia Awards in Indonesia.

Australia Awards in Indonesia

Providing the opportunity for individuals from developing countries to undertake tertiary education has been part of Australia's development program and foreign policy since the 1950s. Since that time, Australian scholarships have become a highly valued feature, and indeed, a fixture, of Australia's relationships with many of its partner countries, including Indonesia.

The Australian Department of Foreign Affairs and Trade's current scholarship program, the Australia Awards, are prestigious international study opportunities that offer the next generation of global leaders an opportunity to undertake study, research and professional development in Australia. Australia Awards build skills and capabilities, people-to-people links and institutional partnerships in areas that contribute to Australia's foreign, trade and international development priorities. Australia Awards specifically target development outcomes and economic and public diplomacy objectives.

Australia Awards in Indonesia (AAI) continues to be highly relevant to the strategic policies of both governments for sustainable development in Indonesia. Activities under this investment align with the development priorities shared between Indonesia and Australia, as articulated in the Indonesian National Medium-Term Development Plan (RPJMN) and the Australian Government's *Partnerships for Recovery: Australia's COVID-19 Development Response*, and as reflected in statements made by the leaders of both countries in February 2020 in joint communiqués pledging deeper bilateral cooperation in human capital development, education and workforce skills development. AAI short and long-term awards will continue to be an effective tool for both governments to pursue this agenda - ensuring, in a post-COVID-19 era, Indonesians have the necessary skills to respond to such crises.

Program context and rationale

Australia's world-class education, training and research are vital to Australia's ongoing prosperity. Pre COVID-19, the international education sector is our largest services export and third largest export industry overall. International education activity contributed \$30.3 billion to the economy in 2017.

Education links are a significant feature of the broader economic and diplomatic relationship between Australia and Indonesia. This stems from a long history of people-to-people links and strong mobility with over 20,000 enrolments from Indonesia in Australia in 2017 and more than 6500 Australian students in Indonesia since 2014 under Australian Government mobility programs. Education is an important soft power asset of Australia's in Indonesia.

Education cooperation is critical to building mutual understanding and strengthening the bilateral relationship to advance Australia's national interests, while also providing thousands of Indonesians with a world-class education. These links are supported by ongoing government-to-government engagement, all of which contribute to a highly regarded, mutually beneficial and active relationship.

There are hundreds of thousands of Indonesian alumni of Australian institutions, including senior leaders of government and business. Many alumni have gone on to hold positions of influence and have made significant contributions to Indonesia's development. Examples of high-profile alumni include: former Vice President Boediono; Former Minister for Trade Pangestu and current Minister for Tourism and Creative Economy Wishnutama; President Director of Blue Bird Group Purnomo; Chairman and CEO of Crown Group Sunito; co-CEO of Gojek Soelistyo; and three Special Staff to the Indonesian President: Yudistia, Mambrasar and Dewi.

AAI supports the education bilateral relationship by building a network of alumni who: 1) use their professional skills, knowledge and networks to contribute to Indonesia's development; 2) contribute to cooperation between Australia and Indonesia; 3) view Australia, Australians and Australian expertise positively and promote our country as a study destination; and 4) pursue effective mutually advantageous partnerships between institutions and businesses in Australia and Indonesia. Australia Awards could play a major role in presenting Australia and Australia's international education sector as 'open for business' which is particularly important in a post COVID-19 world, noting the major financial hit the sector has received.

AAI positions Australia as a major partner in building Indonesia's human resource capacity to respond to future and emerging social and economic development priorities. The Indonesian Government has identified improving the quality of human capital as central to its medium-term development goals. Australia can continue to be a strategic partner in this area through providing opportunities for access to high quality international education at both the post-graduate level and through well-defined, strategic short courses. AAI's role in promoting linkages between Australia and Indonesia also continues to be highly relevant in the context of the maturing Australia-Indonesia relationship, as evidenced by the forthcoming implementation of the Indonesia-Australia Comprehensive Economic Partnership Agreement (IA-CEPA).

Australia's current AAI investment

AAI is an eight-year program (2014-22) with a total estimated value of AU\$420 million, in which AU\$166 million (INL131) is managed by the Indonesia program. The Ministry of State Secretariat (SETNEG) is our Government of Indonesia partner in the design and delivery of the program, and this relationship and its roles and responsibilities have been formalised in a Subsidiary Arrangement (SA).

AAI is currently implemented in Indonesia by Coffey International as the Managing Contractor (MC). Coffey has been delivering the program since the 1st phase (2014-18) and continued into the current phase (2018-22).

AAI currently consists of three sub-programs:

- Long Term Awards (LTAs): scholarships for post-graduate study (Masters and PhD) in Australian universities -
 - This sub-program includes both the English Language Training Assistance (ELTA) and Split Site Masters programs;
- Short Term Awards (STAs): specialised short courses tailored to the needs of Indonesian institutions and organisations; and
- Alumni Engagement: events, a small grants scheme, professional development opportunities and social diplomacy engagement for all Indonesians who have undertaken studies in Australia.

AAI continues to respond to the changing context of international scholarship provision within Indonesia. For example, the recent explosion of Indonesian domestic/international scholarship schemes funded at the national and sub-national level, such as Lembaga Pengelola Dana Pendidikan (LPDP), has provided AAI with many opportunities to collaborate and partner. AAI has also pursued membership to Indonesian scholarship provider bodies, such as SETNEG's International Scholarships Forum, to ensure we are up-to-date with the latest requirements, challenges and opportunities.

End of Program Review

The second phase of AAI will conclude in April 2022. The contract does not allow DFAT to exercise a further extension. DFAT is preparing a program evaluation in the form of an *independent end of program review* in 2020 to inform whether DFAT should continue to fund this investment, as well as its shape moving forward, to ensure it is aligned with Australian and Indonesian priorities.

The evaluation will assess the program's effectiveness and quality. The evaluation will assess whether the program has been successfully delivering the design outcomes and to what extent the program has been contributing to Indonesia's development through the contribution of internationally qualified professionals, who build strong, positive, and ongoing relationships with Australia. It will also provide both DFAT and the implementing team with recommendations for improvements for the remainder of the program phase.

This evaluation will also provide credible evidence to decide the continuity of the program in the future. The assessment is to also consider, if the program were to continue, what improvements should be incorporated into a new design/procurement process (it is proposed that this process occur in 2021 – see attached annex A). We want this process to be an opportunity for exploring ideas and identifying opportunities for the new design.

Scope and focus of the review

The review will:

- a) conduct a political economy assessment, to ensure the alignment of the program with the current Indonesian and Australian strategic objectives;
- b) assess the efficiency and effectiveness of current implementation practices to deliver long-term awards, short-term awards, and alumni engagement activities designed for 2014-22; and
- c) identify new and/or enhanced requirements/improvements that should be considered in the future design.

The review's primary audience is the Australian Embassy in Jakarta's Executive and the Australian public (it will be published). It should consider a wide range of perspectives from all program partners including (but not limited to): Indonesian Government stakeholders, Australian government partners (such as Austrade, Dept of Education, state governments, etc), partner universities, alumni, and others. Again, noting the document is to be published, care should be given knowing that Australian, Indonesian, and possibly other audiences may read the final document.

Evaluation Questions

A draft set of key evaluation questions (KEQs) has been developed but will only be finalised once the evaluators are on board. A combination of monitoring, evaluation and learning (MEL) data, interviews, and other research, will inform the responses to the KEQs. Draft KEQs include:

KEQ 1 : How effective has AAI been in supporting people-to-people links between Australia and Indonesia?

KEQ 1.1 : How effective has the program been in building a cohort of alumni who view Australia, Australians, and Australian expertise positively?

KEQ 1.2 : How effective has the program been in building effective mutually advantageous partnerships between institutions and business in Australia and Indonesia?

KEQ 1.3 : How effective has the program been in building a cohort of alumni who are contributing to cooperation between Australia and Indonesia?

- a. Should the program consider removing/setting new participant targets outside of government, embassy partner, and geographic focus? How does the private sector fit in?

KEQ 2 : How effective has AAI been in contributing to human capital development in Indonesia, and contributing to Australia's broader sustainable development agenda?

KEQ 2.1 : How effective has the program been in building a cohort of alumni who are using their skills knowledge and networks to contribute to sustainable development?

KEQ 2.2 : To what extent do alumni contribute to gender equality or disability inclusion (in the organisations/communities they operate in)?

KEQ 2 : How effective has AAI been in supporting Australia's strategic priorities?

KEQ 3.1 : How has AAI contributed to Australia's interest: stronger growth, prosperity and stability in the region?

- KEQ 3.2 : What is AAI's record of accomplishment in terms of adapting and responding to emerging (external) needs and opportunities?

KEQ 4 : How effective and appropriate has the approach to managing and resourcing the program been?

In considering this question, the evaluation team is to consider several aspects of AAI's management, namely:

KEQ 4.1 : The overall satisfaction of relevant stakeholders with AAI management and resourcing.

- KEQ 4.2 : The program's communications with relevant stakeholders, especially about the program's progress, challenges, and results.
 - a. Has AAI maximised the outcomes by partnership with the private sector, NGOs, and partner governments?

- KEQ 4.2 : How sustainable is the contribution of AAI to the existing investment in international scholarships in Indonesia?
 - a. With the emergence of domestic funded international Masters scholarships schemes, should the AAI offer pivot to a more ‘prestigious’ offering? And mirror a Fulbright/Chevening model? In other words, more PhD focused?
 - b. What has been the trajectory of PhD alumni vs Masters alumni following their Award experience?
 - c. With ever increasing constrained development budget allocations, what can the program do with co-financing?
- KEQ 4.4 : AAI’s track record in terms of identifying and addressing issues related to program management.
- KEQ 4.5 : AAI’s value-for-money track record:
 - a. economic: inputs have been procured at the least cost for the relevant level of quality.
 - b. efficient: value of outcomes in relation to the total cost of inputs.
 - c. effective: achieving program outcomes in relation to the total cost of inputs (sometimes equity considerations are factored in here).
 - d. equitable: ensuring that benefits are distributed fairly.

KEQ 5 : What are key lessons that can be drawn from AAI implementation?

This KEQ 5 is different from the other evaluation questions above, in that it required the evaluation team to synthesize key insights related to AAI implementation, especially those considered relevant for the reshaping / refinement of the approach to AAI in the future.

Evaluation Team

To ensure the findings are objective, we propose the evaluation will be conducted by a team of independent consultant/s who are not directly involved in program management. The consultants should have reputable experience of the Indonesian context. It is envisaged that the team consists of:

- Team Leader
- Evaluator/Researcher (National/ International)

Looking for individuals with experience in strategy/design, or M&E specialists, and/or familiarity with the scholarships sector.

The Team is responsible for the technical quality of the evaluation and the preparation and writing of all deliverables including Evaluation Plan and Draft and Final Reports.

Evaluation team will include DFAT staff, led by First Secretary Fairlie Williams and LES6 Tetty Naibaho, to the extent possible to help ensure the evaluation team understand our context and have insights into whether evaluation recommendations are appropriate and feasible. Counsellor of Media, Public Diplomacy and Scholarships and Alumni section will oversee the evaluation process.

Partners, including Indonesian government partners and the Managing Contractor team, will be required to participate in the commissioned evaluation and provide information.

Methodology

1. Planning, desk review and consultations

- Defining scope of work and deliverables, detailing approach to review process;
- Desk review of relevant materials, including but not limited to key documents (annex B);
- Consultations with key stakeholders: DFAT (including: Embassy Executive, Education Round Table, Scholarships and Alumni Branch, Indonesia Desk, colleagues at other Posts delivery scholarships); Coffey; Indonesian Government partners (including: SETNEG); Australian university representatives; and Australian alumni representatives.

2. Drafting and Presentation of review outcomes

- Preparation of a draft containing preliminary findings and recommendations from the review and consultations to gain final confirmation and recommendation for final reporting.

3. Final Reporting

- Preparation of a final consolidated issues and recommendations paper, accommodating the feedback from all key stakeholders.

Key Deliverables

The reviewer will produce:

1. **evaluation plan** before deployment for consultations (August 2020)
2. **draft report** containing preliminary findings following the completion of consultations and data collection (November 2020)
3. **final report** at the completion of the review process and following feedback on the draft report (December 2020)

Timeline & Process

The review will be undertaken between August – December 2020 and the report is to be completed in December 2020. Timeline for the completion of key deliverables is as follows:

The proposed evaluation process is outlined here:

Task	Number of days	Indicative Date
Verbal briefing of the key issues and priority information from DFAT	2 day	August/September 2020
Desk review. Key documents to review are listed (but not limited to) in Annex B.	10 days	August/September 2020
Evaluation plan development, including a description of methodology and key informant categories and draft interview guides	5 days	August/September 2020
<i>Evaluation plan approval by DFAT</i>	<i>3 days</i>	October 2020
Meetings, interview and assessment (online)	20 days	October 2020
Draft report preparation	8 days	November 2020
<i>DFAT to provide feedback on draft report</i>	<i>5 days</i>	November 2020
Final report completion and submission	5 days	November 2020
<i>DFAT management response drafted</i>	<i>10 days</i>	December 2020
<i>DFAT management response cleared</i>	<i>5 days</i>	December 2020
<i>Final report completion and publication</i>	<i>5 days</i>	January 2021

Total evaluation input: 50 days

DFAT will take full advantage of the consultancy service of QISS (Quality Investment Support Services) to quality assure key evaluation documents to ensure the evaluation plan follows all elements of standard independent evaluation plan, as listed in Annex C.

Post will also consult with the Investment Design Section (ACD/MPB/IND) in Canberra to ensure the findings and recommendations from the evaluation will be taken into account in designing a future context-specific program for Indonesia.

Ethical Considerations

1. In conducting this research, the study team should at all times comply with:
 - a. the Australasian Evaluation Society code of ethics, available at: https://www.aes.asn.au/images/stories/files/About/Documents%20-%20ongoing/code_of_ethics.pdf
 - b. DFAT Aid Evaluation Policies
2. Informed consent should be obtained in writing from all evaluation participants after they have been advised of what information will be sought and how the information will be recorded and used.
3. All information and findings should be treated as confidential.
4. All published or unpublished evaluation documents used in the study should be appropriately referenced.

End of program review, leading into a new design process

An end of program review is planned over the next few months to inform DFAT's decision on continuing to fund this investment as well as its shape moving forward, to ensure alignment with Australian and Indonesian priorities.

Following the review, we will commence a 'concept to tender' process with the aim to launch the new program in April 2022. We were advised by Kirsten Hawke of the Investment Design Section (ACD/MPB/IND) that we could either join the ADAPT trial or do a 'light touch design update'. We've also been advised (CE959877L) that the Australia Awards Section (AAS) in Canberra is establishing a panel of preferred suppliers/managing contractors for program delivery. Therefore our proposed model for this 'concept to tender' process is to undergo a 'light touch design update' and a streamlined 'procurement panel' process.

The proposed timeline, including key decision points, is as follows:

Step	Action	Timing	Comment
EPR	Terms of Reference for review to be finalised	Aug 2020	Approved by Counsellor, Media Public Diplomacy
EPR	Contract consultants for review	Aug 2020	Approved by Counsellor, Media Public Diplomacy
EPR	Review mission	Aug-Dec 2020	
EPR	Review report finalised, with recommendations for new design	Dec 2020	Led by Post, with close engagement of desk and AAS
Design	Written Approval to Commence Design process (risks and safe guards)		IND to support
Design	Update design concept	Dec-Jan 2020-21	Concept approval minute (quality assurance)
Design	Submit design to AMM for approval	Feb 2021	Investment Design document summary
Design	Peer review the design	Feb-Mar 2021	
Design	Design to be cleared by AGB	Apr-May 2021	Design approval minute (low risk, but high value program , e.g. +\$100 million over 8 years potentially).
Procurement	Ensure all financial approvals are finalised	Feb 2021	Approach the market minute.
Procurement	New panel and streamlined pathway for engaging Australia Awards managing contractors CE959877L	Apr-Nov 2021	AAS and ABB to support. Evaluation Outcome Minute.
Procurement	Contracts signed between DFAT and new in-country delivery team	Nov 2021	HOM to approve Commit and Enter into an Arrangement Minute.
New Investment	End of current AAI; and new program to commence	Apr 2022	

Key Documents

- Investment design document for the Australia Awards in Indonesia program (2014 & 2018)
- Annual Reports for the AAI program (2015, 2016, 2017, 2018, 2019)
- Original and amended contracts for the AAI program
- Aid Quality Checks (AQC's) for the AAI program (2015, 2016, 2017, 2018, 2019)
- Partner Performance Assessments (PPAs) for the AAI program (2015, 2016, 2017, 2018, 2019)
- Phase 1 AAI Evaluation Report (2014-2018)
- Australia Awards Global Strategy: 2019-23
- Australia-Indonesia Aid Investment Plan, Partnerships for Recovery, and other high-level strategic documents as required.
- Australia's Aid Policy
- AAI review documents, including the 'Awards Prestige' and 'Targeting' reviews conducted by Peter Bracegirdle, Sugeng Prayudi and Matt Zurstrassen.

Elements of a standard independent evaluation plan

Based on [DFAT Monitoring and Evaluation Standards](#) 5: Independent Evaluation Plans.

No.	Element
5.1	The evaluation plan is based on a collaborative approach
5.2	The primary intended users of the evaluation are clearly identified and their evaluation needs are described
5.3	The purpose and/or objectives of the evaluation are stated
5.4	A summary is provided to orient the reader to the overall evaluation design
5.5	Limitations or constraints on the evaluation are described (e.g. time frame; resources; available data; political sensitivities)
5.6	The Key Evaluation Questions are supplemented by detailed descriptions and/or sub questions
5.7	It is clear which questions are considered to be of higher priority and are expected to provide the most important information
5.8	There is sufficient flexibility to be able to address important unexpected issues as they emerge
5.9	The methods to collect data are described for each question (or related questions)
5.10	The proposed data collection methods are appropriate for the questions posed
5.11	Triangulation of data collection methods is proposed to strengthen the confidence in the findings
5.12	The sampling strategy is clear and appropriate for the evaluation questions posed
5.13	The plan describes how data will be processed and analysed
5.14	The plan identifies ethical issues and how they will be addressed
5.15	The process for making judgments is clear
5.16	Approaches to enhance the utilization of findings are outlined (if this has been requested in the terms of reference)
5.17	The evaluation plan provides guidance on scheduling. The final schedule (if attached) reflects adequate time to answer the posed evaluation questions
5.18	The allocation of evaluation tasks to team members is clearly described (i.e. data collection, processing and reporting)
5.19	The plan for publication of the final evaluation report is documented

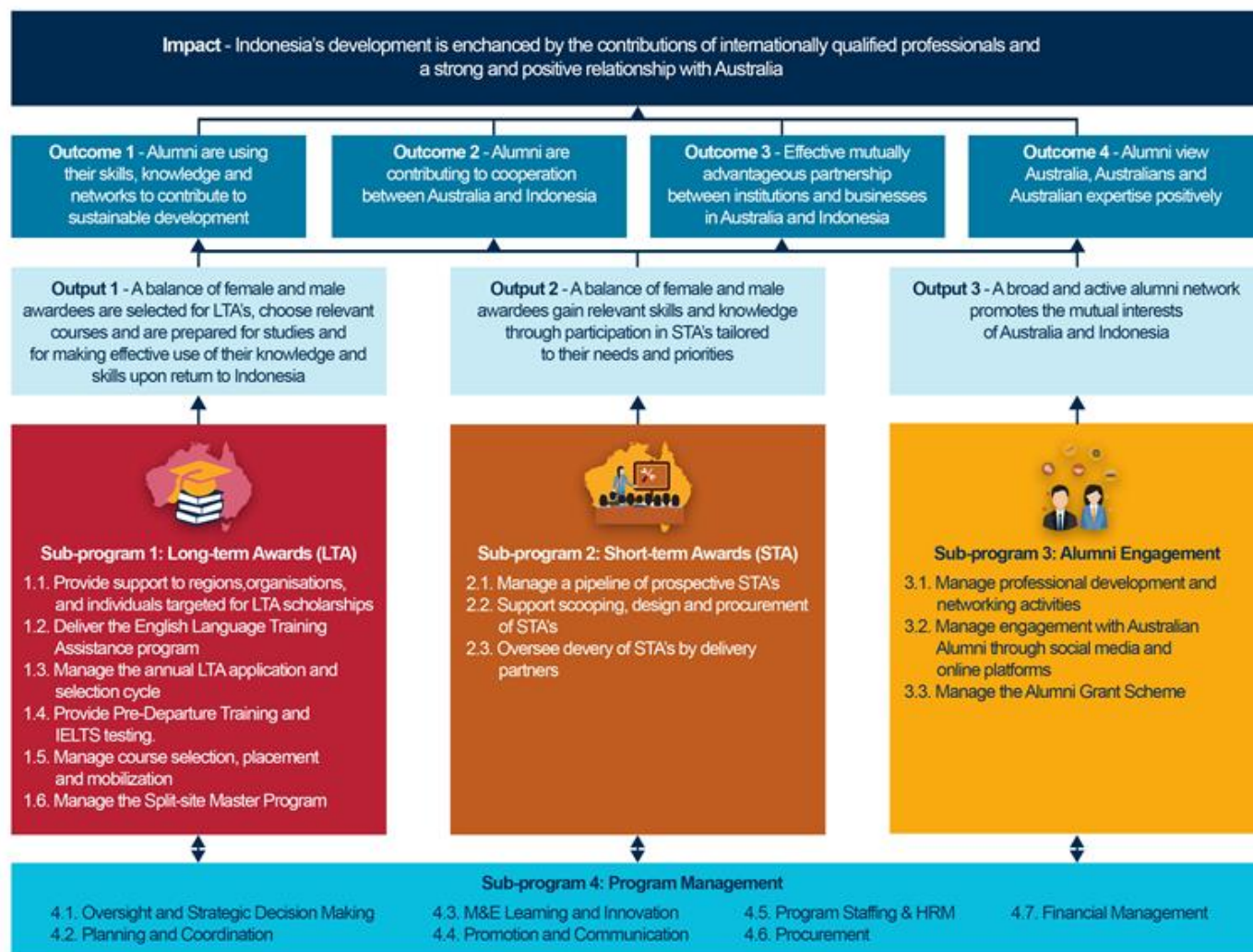


monitoring-evaluation-standards.pdf

Details of these elements can be found here:

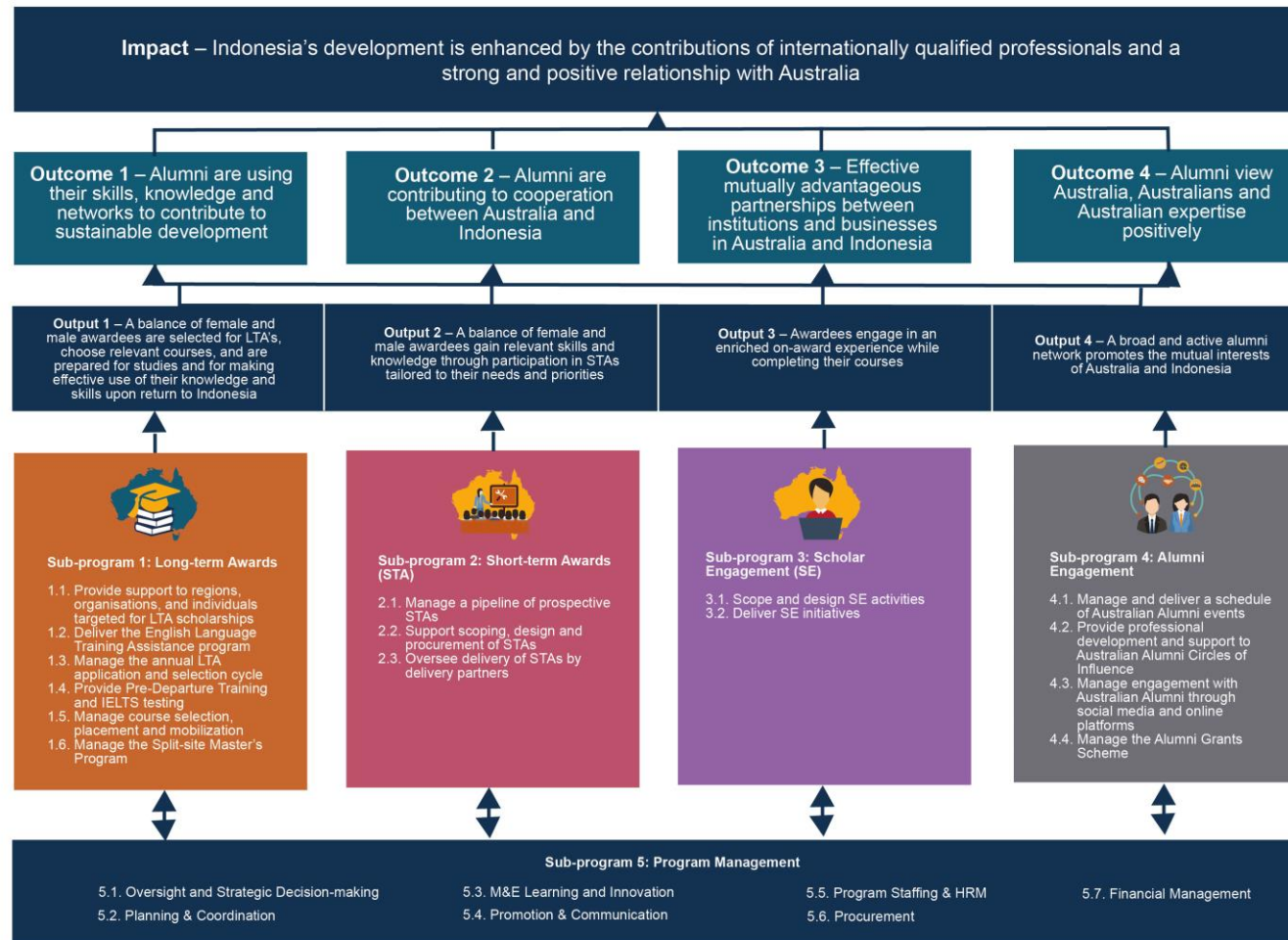
Annex 2 Program Logic

a) Current AAI Program Logic



Source: Draft 2020-21 Annual Plan

b) Previous Program Logic



Source: 2019-20 Annual Plan

Annex 3 Program Dimensions

Table 3.1: Long-Term Awardee (LTA) Intakes 2014 - 2020

Intake Year	No. of Scholars	Annual Change (%)
2014	507	
2015	330	-34.9
2016	190	-42.4
2017	295	55.3
2018	296	0.3
2019	204	-31.1
2020	248	21.6
Total	2,070	

Source: Adapted from 2019-20 Annual Report, p 45

Notes: Intakes are selected in the previous year.

The 2020 intake was not fully mobilised due to COVID-19. Before borders closed, 142 (59%) were mobilised.

Table 3.2: LTA Awardees by Destination, 2014 - 2020

Rank	State	No. of Scholars	%
1	Victoria	726	35.1
2	South Australia	334	16.1
3	New South Wales	302	14.6
4	Australia Capital Territory	285	13.8
5	Queensland	271	13.1
6	Western Australia	139	6.7
7	Tasmania	12	0.6
8	Northern Territory	1	0
	Total	2,070	100

Source: Adapted from 2019-20 Annual Report, p 45

Table 3.3: Short Course Awardees (SCA), 2014-15 to 2019-20

Year	M	F	% F	No of SCA Awardees	Annual Change (%)	No. of Courses Delivered	Annual Change (%)
2014-15	119	77	39.3	196		10	
2015-16	390	257	39.7	647	230.1	29	190
2016-17	355	417	54.0	772	19.3	29	0
2017-18	229	217	48.7	446	-42.2	18	-38
2018-19	92	110	54.5	202	-54.7	14	-22
2019-20	70	41	36.9	111	-45.0	5	-64
Total	1,255	1,119	47.1	2,374		105	

Source: Adapted from 2019-20 Annual Report, pp 53 & 59

Notes: 2019-20 is the project year which started in November 2019. Both the number of courses and awardees are reduced due to COVID-19.

Table 3.4: SCA Awardees by Destination, 2014-15 to 2019-20

Rank	State	No. of Courses	% of Courses
1	Queensland	55	51.9
2	Victoria	24	22.6
3	New South Wales	14	13.2
4	South Australia	8	7.5
5	Northern Territory	4	3.8
6	Multiple	1	0.9
7	Australia Capital Territory	0	0
8	Tasmania	0	0
9	Western Australia	0	0
	Total	106	100

Source: Adapted from 2019-20 Annual Report, p 59

Note: This table shows 106 courses contracted, whereas Table 3.3 showed 105 courses delivered. It is assumed that the discrepancy is due to COVID-19 delays.

Table 3.5: AAI Composition from 2013 to 2015, including Fellowship Awardees

Intake	Total LTA	Total STA	Total Awardees	LTA/ Total Awardees (%)
2013	460	378	838	54.9
2014	508	403	911	55.8
2015	337	576	913	36.9

Table 3.5 (a): Short Term Awards Composition from 2013 to 2015

Intake	Fellowship Awardees	Short Course Awardees	Total STA
2013	192	186	378
2014	303	100	403

Intake	Fellowship Awardees	Short Course Awardees	Total STA
2015	321	255	576

Table 3.5 (b): Long Term Awards Composition from 2013 to 2015

Intake	LTA	AALP	ACIAR	Total LTA
2013	432	21	7	460
2014	507	1	0	508
2015	334	3	0	337

Table 3.6: ELTA Participants, 2014 - 2020

Cohort	M	F	Total	% F	Annual Change (%)	Remarks
2014	40	50	90	55.6	-40	
2015	44	45	89	50.6	-1	
2016	37	61	98	62.2	10	
2017	58	74	132	56.1	35	
2018	53	78	131	59.5	-1	
2019	56	64	120	53.3	-8	
2020	n/a	n/a	n/a	n/a	n/a	Not yet implemented due to COVID-19
Total 2014-19	288	372	660	56.4		

Source: Table adapted from 2019-20 Annual Report, p37

Table 3.7: ELTA Conversion Rates, 2014 - 2019

Cohort	% Female Applicant	% Female Participants	ELTA Applicants to Participants	ELTA Graduates to LTA Shortlist	ELTA Graduates to Scholars
2014	56.6	55.6	10.4	40	28
2015	53.0	50.6	9.1	58	34
2016	51.1	62.2	9.9	32	21
2017	54.6	56.1	8.7	43	11
2018	54.5	59.5	8.4	21.4	8.4
2019	58.6	53.3	8.4	n/a	n/a
Total			9.0		

Source: Data adapted from Annual Report 2018-19, p 35 and Annual Report 2019-20, p 37

Table 3.7 (a): Number of ELTA Applicants and Participants, 2014 - 2019

Cohort	ELTA Applicants	ELTA Participants
2014	869	90
2015	983	89
2016	985	98
2017	1,514	132
2018	1,563	131
2019	1,422	120
Total	7,336	660

Table 3.8: Scholar Engagement (formerly On-Award Enrichment) Activities, 2014 - Jun 2020

Type of Activity	No. of Activities	No. of Participants	Average no. of participants per activity
Introduction to Australian Government Partners (IAGP) – formerly BAGUS	27	650	24
Supporting Equality to Achieve Real Advancement (SETARA)	24	429	18
Research Investment, Republic of Indonesia (RIRI)	4	86	22
State Government Seminars (WA, Vic, Qld & NSW)	33	597	18
Connection-Association-Friendship-Exchange (CAFÉ)	6	411	69
Indonesia Language Learning Ambassadors (ILLA)	3	170	57
Conference Grant Funding	3	52	17
Scholar Engagement Induction Seminar	14	537	38
Professional Linkages Workshop	6	301	50
Skills and Awareness in Maritime Understanding – Discoveries, Resources and Achievements (SAMUDRA)	2	35	18
Australia Indonesia Business Council (AIBC) Conference	2	19	10
Networking Events	14	88	6
Official visits	6	131	22
Workshop / Conference (gender, public health, marine affairs, disability, ACFID conference, Asian Studies conference)	7	117	17
Forum / Roundtable discussion	6	69	12
Kajian	1	7	7
Global Skills Passport		236	
Total	158	3,935	25

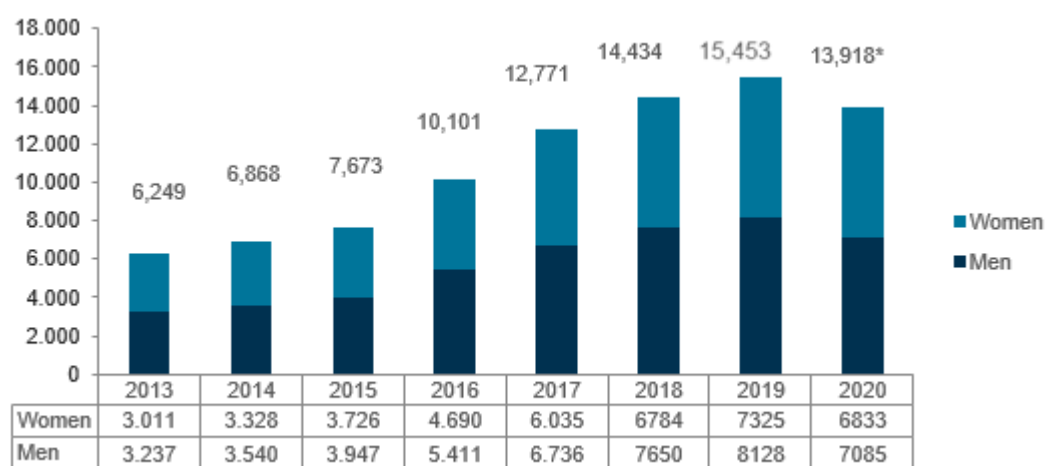
Source: Adapted from 2019-20 Annual Report, p 64

Table 3.9: Alumni in the Database by Funding Source (2020)

Funding Source	No. of Alumni	%
Australia Awards in Indonesia (AAI)	10,777	77.4
Other Government of Australia-funded program	1,371	9.9
Indonesian Government Funded Scholars	396	2.8
Self-funded	1,062	7.6
Other*	312	2.2
Total	13,918	100

Source: Data adapted from 2019-20 Annual Report, p84

Figure 3.1: Growth of Alumni Database 2013-2020



*Data cleaned for dual entries

Source: 2019-20 Annual Report, p 84

Table 3.10: Split-Site Master's Program

Cohort	Year Started	Intake Year	No. of Men	No. of women	Total
1	2017	2019	23	28	51
2	2018	2020	14	19	33
3	2019	2021	10	14	24
Total			47	61	108

Source: Data from AAI database

Table 3.11: SSMP University Partnerships by Cohort and Program

No.	Cohort	AAI Intake Year	Indonesian University	Australian Master's Program	Australian University	Indonesian Govt Sponsor
1	Cohort 1 Cohort 2	2019 2020	Universitas Indonesia (UI)	Master of International Development Economics	Australian National University (ANU)	Ministry of Finance
2	Cohort 1 Cohort 2	2019 2020	UI	Master of Applied Economics	University of Adelaide	Ministry of Finance
3	Cohort 1 Cohort 2	2019 2020	Institut Pertanian Bogor (IPB)	Master of Applied Entrepreneurship and Innovation	University of Adelaide	Aceh Provincial Government
4	Cohort 1 Cohort 2	2019 2020	IPB	Master of Applied Economics	University of Adelaide	Aceh Provincial Government
5	Cohort 1 Cohort 2	2019 2020	Universitas Hasanuddin	Master of Environment	Griffith University	BAPPENAS
6	Cohort 1 Cohort 2	2021 2023	Universitas Hasanuddin	Master of Global Public Health	Griffith University	Ministry of Health
7	Cohort 3	2021	Universitas Mulawarman	Master of Education (TESOL)	University of Adelaide	East Kalimantan Provincial Government
8	Cohort 3 Cohort 5	2021 2023	IPB	Master of Applied Economics	University of Adelaide	BPS (Central Bureau of Statistics)
9	Cohort 4	2022	Universitas Brawijaya	Engineering (Advanced) – Water Engineering	University of Technology Sydney (UTS)	BAPPENAS & Ministry of Public Works and Housing
10	Cohort 4	2022	Universitas Brawijaya	Engineering (Advanced) – Civil Engineering	UTS	BAPPENAS & Ministry of Public Works and Housing
11	Cohort 4	2022	Universitas Gadjah Mada (UGM)	Master of Disaster Resilience and Sustainable Development	University of Newcastle	National Disaster Management Agency (BNPB)
12	Cohort 4	2022	UI	Master of Applied Economics	University of Adelaide	SetNeg
13	Cohort 5	2023	Universitas Udayana	Master of International Tourism & Hospitality Management	Griffith University	BAPPENAS
14	Cohort 5	2023	Universitas Brawijaya	Master of Applied Economics	Macquarie University	BAPPENAS
15	Cohort 5	2023	UGM	Master of Social Policy	University of Melbourne	BAPPENAS
16	Cohort 5	2023	UI	Master of International Development Economics	ANU	Ministry of Trade

Source: Extracted from Exhibit D, Annex 10 of the 2019-20 Annual Report, pp 102-3

Annex 4 Key Evaluation Questions

Australia Awards in Indonesia (AAI) End-of-Program Review (EPR)

Key Evaluation Questions

KEQ 1: How relevant is AAI in supporting Australia's current and emerging strategic priorities?

KEQ 1.1: Does AAI continue to contribute to the pursuit of Australia's national interests in Indonesia?

KEQ 1.2: What is AAI's record of accomplishment in terms of adapting and responding to emerging (external) needs and opportunities?

KEQ 1.3: With the emergence of domestic funded international Masters' scholarships schemes, should the AAI in whole or in part pivot to a more 'prestigious' offering? And mirror a Fulbright/Chevening model? In other words, more PhD focused? What has been the trajectory of PhD alumni vs Masters' alumni following their Award experience?

KEQ 1.4: What are the key lessons for the future program?

KEQ 2: How effective has AAI been in supporting people-to-people links between Australia and Indonesia?

KEQ 2.1: How effective has the program been in building a cohort of alumni who view Australia, Australians, and Australian expertise positively?

KEQ 2.2: How effective has the program been in building effective mutually advantageous partnerships between institutions and business in Australia and Indonesia?

KEQ 2.3: What are the key lessons for the future program?

KEQ 3: How effective has AAI been in contributing to human capital development in Indonesia, and contributing to Australia's broader sustainable development agenda in Indonesia?

KEQ 3.1: How effective has the program been in building a cohort of alumni who are using their skills knowledge and networks to contribute to sustainable development?

KEQ 3.2: To what extent do alumni contribute to gender equality or disability inclusion (in the organisations/communities they operate in)?

KEQ 3.3: Has AAI maximised the outcomes by partnership with the private sector, NGOs, and partner governments?

KEQ 3.4: What are the key lessons for the future program?

KEQ 4: How effective and efficient has the approach to managing and resourcing the program been?

KEQ 4.1: How satisfied are relevant stakeholders with AAI's management and resourcing?

KEQ 4.2: How effective and efficient are the program's communications with relevant stakeholders, especially about the program's progress, challenges, and results?

KEQ 4.3: Does AAI deliver value-for-money?

KEQ 4.4: With ever increasing constrained development budget allocations, what can the program do with co-financing?

KEQ 4.5: What are the key lessons for the future program?

Annex 5 References

No.	Author	Date	Document
A1	DFAT	Aug-20	<i>Terms of Reference (ToR): Australia Awards in Indonesia (AAI) 2014-22 – End-of-Program Review</i>
A2	Government of Australia (GoA) & Government of Indonesia (GoI)	03-Jul-14	<i>Subsidiary Arrangement between the Government of Australia and the Government of Indonesia relating to the Australia Awards in Indonesia</i>
A3	GoA & GoI	15-Nov-16	<i>AAI - Amendment No. 1 to the Subsidiary Arrangement</i>
A4	GoA & GoI	23-Jan-18	<i>Exchange of Letters Amendment 2 to the Subsidiary Arrangement relating to the Australia Awards Indonesia Program</i>
A5	Emily Serong, Reza Irwansyah & Sara Webb	18-Jun-13	<i>Investment design document for the Australia Awards in Indonesia program (2014 & 2018), Volume 1</i>
A6	Emily Serong, Reza Irwansyah & Sara Webb	18-Jun-13	<i>Investment design document for the Australia Awards in Indonesia program (2014 & 2018), Volume 2</i>
A7	Laura Ralph	02-Jul-20	<i>Australia Awards Indonesia: COVID-19 impacts and our proposed response (internal minute)</i>
A8	AAI	Nov-19	<i>Indonesia: Short Term Award (STA) Guidelines</i>
A9	DFAT	15-Jun-16	<i>Alumni Engagement Strategy for Indonesia 2016-2020</i>
A10	DFAT / ACER	June 2018	<i>Australia Awards Global Tracer Facility: Case Study in Indonesia -education field</i>
A11	DFAT / ACER	2019	<i>Australia Awards Global Tracer Facility Tracer Survey Year 3 2018-19 Indonesia: Indonesia Country Report Alumni of 2011 to 2016</i>
A12	DFAT	10 Mar 2020	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2019-20</i>
A13	DFAT	2019	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2018-19</i>
A14	DFAT	2018	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2017-18</i>
A15	DFAT	2017	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2016-17</i>
A16	DFAT	2016	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2015-16</i>
A17	DFAT	2015	<i>Aid Quality Check (AQC) for INL 131- Australia Awards in Indonesia, 2014-15</i>
A18	DFAT	30-Jun-20	<i>Partner Performance Assessment (PPA), 2019-20</i>
A19	DFAT	2019	<i>Partner Performance Assessment (PPA), 2018-19</i>
A20	DFAT	2018	<i>Partner Performance Assessment (PPA), 2017-18</i>
A21	DFAT	2017	<i>Partner Performance Assessment (PPA), 2016-17</i>
A22	DFAT	2016	<i>Partner Performance Assessment (PPA), 2015-16</i>

No.	Author	Date	Document
A23	DFAT	2015	<i>Partner Performance Assessment (PPA), 2014-15</i>
A24	AAI	Jun-16	<i>AAI Alumni Grants Scheme – Operational Review</i>
A25	AAI	2019	<i>AAI Annual Plan, 1 Nov 2019 – 31 Oct 2020</i>
A26	AAI	2019	<i>AAI Annual Plan, 1 Nov 2019 – 31 Oct 2020, Annexes</i>
A27	AAI	Oct-19	<i>AAI Annual Report, 2018-19</i>
A28	AAI	Oct-19	<i>AAI Annual Report, 2018-19, Annexes</i>
A29	AAI	2018	<i>AAI Annual Plan, 1 Nov 2018 – 31 Oct 2019</i>
A30	AAI	2018	<i>AAI Annual Plan, 1 Nov 2018 – 31 Oct 2019, Annexes</i>
A31	AAI	2018	<i>AAI Annual Report, 1 Nov 2017 – 31 Oct 2018</i>
A32	AAI	2018	<i>AAI Annual Report, 1 Nov 2017 – 31 Oct 2018, Annexes</i>
A33	AAI	2017	<i>AAI Annual Plan, 1 Nov 2017 – 31 Oct 2018</i>
A34	AAI	2017	<i>AAI Annual Report, 1 Nov 2016 – 31 Oct 2017</i>
A35	AAI	2016	<i>AAI Annual Plan, 1 Nov 2016 – 31 Oct 2017</i>
A36	AAI	2016	<i>AAI Annual Report, Nov 2015 - Oct 2016</i>
A37	AAI	2015	<i>AAI Annual Plan, 1 Nov 2015 – 31 Oct 2016 (revised)</i>
A38	AAI	2015	<i>AAI Annual Report, Nov 2014 - Oct 2015</i>
A39	AAI	2014	<i>AAI Annual Plan, 1 Nov 2014 - 31 Oct 2015</i>
A40	AAI	2014	<i>AAI Annual Report, May to October 2014</i>
A41	AAI	2014	<i>AAI Interim Annual Plan, May to October 2014</i>
A42	AAI	May-14	<i>AAI Mobilisation Plan</i>
A43	DFAT	Sep-17	<i>Allison Sudradjat Prize Hadi Soesastro Prize: Guidelines for Australia Awards in Indonesia</i>
A44	ORIMA / DFAT	2018	<i>Australia Awards Scholarships Survey 2017 Post Report</i>
A45	ORIMA / DFAT	2019	<i>Australia Awards Scholarships Survey 2018 Post Report</i>
A46	ORIMA / DFAT	2020	<i>Australia Awards Scholarships Survey 2019 Post Report</i>
A47	AAI	Oct-20	<i>Draft Annual Report 2019-20, and Annexes</i>
A48	DFAT	Apr-14	<i>Contract between DFAT and Coffey</i>
A49	DFAT	2018	<i>Minute - Approval to Commit and Enter into an Amendment for AAI Management</i>
A50	DFAT	Feb-18	<i>Deed of Amendment 6</i>
A51	AAI	May-17	<i>AAI Social Inclusion Strategy</i>
A52	AAI	Jan-17	<i>AAI Monitoring Evaluation and Learning (MEL) Plan, Alumni Engagement Sub-Program</i>

No.	Author	Date	Document
A53	AAI	Jun-17	<i>AAI Monitoring Evaluation and Learning (MEL) Plan, Short Term Awards Sub-Program</i>
A54	AAI	Jun-17	<i>AAI On-Award Enrichment Sub-Program, Monitoring Evaluation and Learning (MEL) Plan</i>
A55	AAI	20-Apr-17	AAI Executive Summaries of Evaluation Reports (June 2015 – October 2016)
A56	AAI	2018	<i>AAI Monitoring, Evaluation and Learning (MEL) Plan 2018-19</i>
A57	AAI	Sep-16	AAI Report on Implementing the Recommendations of Evaluators (RIRE)
A58	AAI	May-16	<i>AAI Evaluation Quality Standard Guide</i>
A59	AAI	Aug-16	<i>AAI Monitoring, Evaluation and Learning (MEL) Plan 2018-19</i>
A60	AAI	Apr-17	<i>AAI Program Review</i>
A61	AAI	May-20	<i>AAI Program Coordinating Committee (PCC) Minutes</i>
A62	AAI	Dec-19	<i>AAI PCC Minutes</i>
A63	AAI	May-19	<i>AAI PCC Minutes</i>
A64	AAI	Dec-18	<i>AAI PCC Minutes</i>
A65	AAI	May-18	<i>AAI PCC Minutes</i>
A66	AAI	Dec-17	<i>AAI PCC Minutes</i>
A67	AAI	May-17	<i>AAI PCC Minutes</i>
A68	AAI	Feb-17	<i>AAI PCC Minutes</i>
A69	AAI	Nov-16	<i>AAI PCC Minutes</i>
A70	AAI	May-16	<i>AAI PCC Minutes</i>
A71	AAI	Mar-16	<i>AAI PCC Minutes</i>
A72	AAI	Nov-15	<i>AAI PCC Minutes</i>
A73	AAI	Jun-15	<i>AAI PCC Minutes</i>
A74	AAI	Nov-14	<i>AAI PCC Minutes</i>
A75	DFAT	Aug-19	<i>Long-Term Awards Targeting Policy, Management Response to the Internal Review</i>
A76	AAI	Sep-19	<i>AAI Risk Management Matrix</i>
A77	AAI	Feb-20	PMMD Alumni & communications data & tables 2015-19
A78	AAI	Sep-19	PMMD Alumni data & tables - Communication Events
A79	AAI	Sep-19	PMMD Alumni data & tables - Alumni events
A80	AAI	Aug-19	PMMD Alumni Database 2013-2019
A81	AAI	Apr-20	PMMD LTA data: ELTA
A82	AAI	Jan-20	PMMD LTA data: Split Site Scholars
A83	AAI	Sep-19	PMMD LTA

No.	Author	Date	Document
A84	AAI	Sep-19	RPWW: Database of LTA applicants 2014-2019
A85	AAI	Apr-20	AGS database 2014 - 2019
A86	AAI	Jan-20	OAE database 2014 - 2020
A87	AAI	Feb-20	PMMD STA database
A88	AAI	2020	<i>Report AAI Scholars' Variation Analysis 2020</i>
A89	AAI	13-Aug-19	<i>Sustainability Plan for English Language Training Assistance (ELTA)</i>
A90	AAI	May 2019 draft	<i>Short Term Awards 2019 Annual Survey</i>
A91	AAI	May-19	<i>AAI Alumni Contributions to the Tourism Industry in Indonesia, Main Report</i>
A92	AAI	Sep-19	<i>Non-AAI Alumni 2019 Survey</i>
A93	AAI	17-Oct-19	<i>Modelling an alternative approach to selecting Long-Term Awards</i>
A94	AAI	22-May-19	<i>Long-Term Awards Targeting Policy, Internal Review</i>
A95	AAI	18-Nov-18	<i>Increasing Prestige in Australia Awards in Indonesia: A Discussion Paper</i>
A96	AAI	12-Dec-18	<i>Women's Participation and Performance in AAI</i>
A97	AAI	25-Sep-18	<i>AAI Maluku & North Maluku, GFA Pilot Review</i>
A98	AAI	01-Jul-18	<i>AAI Alumni Contributions to Private Sector Development in the Food Industry in Indonesia</i>
A99	AAI	Apr-19	<i>Impact Analysis of English Competence on Awardees' Academic Performance</i>
A100	Professor Janelle Allison	2019	<i>Evaluation Report on Alison Sudradjat and Hadi Soesastro Prizes</i>
A101	AAI	2018	<i>On-Award Enrichment 2018 Survey Report</i>
A102	AAI	Feb 2018 draft	<i>Awardees' Performance Analysis</i>
A103	AAI	13-Jul-18	<i>Short Term Awards 2018 Annual Survey (including Annexes)</i>
A104	AAI	13-Jul-18	<i>Results STA Annual Survey 2018: Summary</i>
A105	AAI	06-Jul-18	<i>Long-Term Awards 2018 Annual Survey (including Annexes)</i>
A106	AAI	06-Jul-18	<i>Long-Term Awards Alumni Survey 2018: Summary</i>
A107	AAI	06-Dec-17	<i>Alumni Enhanced Engagement Strategy (AES) Indonesia, 2016-2020</i>
A108	AAI	06-Dec-17	<i>Internal Review of the Alumni Enhanced Engagement Strategy (AES) Indonesia 2016-20</i>
A109	AAI	04-Sep-17	<i>Non-awardee Alumni 2017 Annual Survey</i>
A110	AAI	05-Sep-17	<i>Non-awardee Alumni 2017 Annual Survey, Annexes 1-4</i>
A111	AAI	07-Aug-17	<i>ELTA Survey 2017 Final Report & Annex 1</i>
A112	AAI	07-Aug-17	<i>ELTA Survey 2017, Annexes 2-3</i>
A113	AAI	04-Aug-17	<i>STA Annual Survey 2017 & Annex 1</i>
A114	AAI	02-Aug-17	<i>STA Annual Survey 2017, Annexes 2-4</i>

No.	Author	Date	Document
A115	AAI	Jun-17	<i>Long Term Awards 2017 Annual Survey</i>
A116	AAI	Jun-17	<i>Long Term Awards 2017 Annual Survey Annexes</i>
A117	AAI	09-Jun-17	<i>STA Annual Survey 2016</i>
A118	AAI	27-Feb-17	<i>Monitoring of the ELTA PWD Program</i>
A119	AAI	2017	<i>Survey Summary & Recommendations Australia – Indonesia Alumni Forum</i>
A120	AAI	2017	<i>Alumni's Contributions in the Workplace</i>
A121	AAI	2016	<i>Concept Note – Pilot PhD Completion Program</i>
A122	AAI	Jun-16	<i>Alumni Grants Scheme: Operational Review</i>
A123	AAI	Oct-16	<i>Evaluation of the On-award Enrichment Sub-program</i>
A124	AAI	Nov-15	<i>Alumni Tracer Study 2015, Draft Report</i>
A125	AAI	Sep-15	<i>Review of Communication and Promotion</i>
A126	AAI	Dec-15	<i>Disability Thematic Study</i>
A127	AAI	Aug-15	<i>Evaluation of the Split-site Master's Pilot Program</i>
A128	AAI	Nov-15	<i>Review of Pre-Departure Training Activity: Operational Review</i>
A129	AAI	Aug-15	<i>Evaluation of the Short-term Awards Pilot Program</i>
A130	AAI	Jun-15	<i>ELTA Pilot Program Evaluation Report</i>
A131	DFAT	15-Jul-20	<i>Alumni Engagement Plan in Indonesia</i>
A132	AAI	Oct 2020	<i>AAI Annual Plan, 1 Nov 2020 - 31 Oct 2021, & Annexes</i>
A133	AAI	Ongoing	<i>Australia Awards in Indonesia Website</i>
A134	AAI	2014	<i>Australia Awards E-Newsletter, Indonesia, 11th Edition, 2014</i>
A135	AAI	2015	<i>Australia Awards E-Newsletter No. 15</i>
G1	DFAT	2016	<i>Australia Awards Global Strategy: Investing in the Next Generation of Global Leaders for Development, 2016-2018</i>
G2	DFAT	2016	<i>Australia Global Alumni Engagement Strategy 2016–2020</i>
G3	DFAT	Nov-17	<i>Australia Awards Global Monitoring and Evaluation Framework</i>
G4	DFAT	Jan-20	<i>Australia Awards Scholarships Policy Handbook</i>
G5	Susan Majid	19-Sep-16	<i>Literature Review Summary & Scoping Plan, Scoping Review of Australia Awards Short-Term Awards - 2016</i>
C1	DFAT	2020	<i>Partnerships for recovery: Australia's COVID-19 Development Response</i>
C2	DFAT	Jun-14	<i>Australian aid: promoting prosperity, reducing poverty, enhancing stability</i>
C3	GoA & GoI	Feb-20	<i>Plan of Action for the Indonesia-Australia Comprehensive Strategic Partnership (2020-2024)</i>
C4	DFAT	2015	<i>Aid Investment Plan Indonesia 2015/16 to 2018/19</i>

No.	Author	Date	Document
C5	DFAT	May-16	<i>Public Diplomacy Strategy 2014 - 16</i>
C6	Daniel Oakman	2010 edition	<i>Facing Asia: A History of the Colombo Plan</i>
C7	DFAT	Oct-20	<i>Indonesia COVID-19 Development Response Plan</i>
C8	Australian Government	2015	<i>Our North, Our Future: White Paper on Developing Northern Australia: Overview</i>
C9	Australian Government	2015	<i>Our North, Our Future: White Paper on Developing Northern Australia</i>
C10	World Bank	2020	World Development Indicators Database: Indonesia
C11	World Bank-Indonesia	2020	Indonesia Overview
C12	World Bank-Indonesia	16-Jul-20	<i>The Long Road to Recovery: Virtual Launch of the Indonesia Economic Prospects, July 2020, Report</i>
C13	World Bank-Indonesia	01-Oct-20	<i>From Containment to Recovery : World Bank East Asia and Pacific Economic Update October 2020 Report</i>
C14	Ralph Van Doorn	02-Oct-20	<i>From Containment to Recovery: The Outlook for Indonesia, PPT presentation</i>
C15	Peter Hurley, Mitchell Institute, Victoria University	01-Oct-20	<i>Corona Virus and International Students</i>
C16	DFAT	2020	<i>2019-20 Indonesia Development Program Progress Report</i>
C17	DFAT	23-Nov-17	<i>2017 Foreign Policy White Paper</i>
C18	LPDP	2020	<i>Data Sebaran Awardee LPDP Australia Tahun 2013-2020 - PowerPoint presentation</i>
C19		20-Nov-19	<i>Soft Power and Student Mobility</i> panel discussion at ANU
C20	Department of Education, Skills and Employment	Apr-16	<i>National Strategy for International Education 2025</i>
C21	DFAT	06-Oct-20	<i>Australian Development Budget Summary 2020-21</i>
C22	DFAT	May-20	<i>Investment Design for IA-CEPA Economic Cooperatipon Program</i>
C23	DFAT	05-Jul-19	<i>IA-CEPA Outcomes: Skills development - Factsheet</i>
C24	Grace D Amianti	01-Feb-17	<i>Government Allocates Rp 22.5 Trillion for Scholarships</i>
C25	Joint Standing Committee on Treaties, Parliament of Australia	11-Jul-05	<i>Report 186 IA-CEPA and A-HKFTA</i>
C26	Department of Education, Skills and Employment	Ongoing	<i>Endeavour Leadership Program</i>
C27	ADB	Sep-20	<i>Indonesia 2020-24 - Emerging Stronger</i>
C28	Dr Hazel Ferguson & Henry Sherrell, Parliamentary	20-Jun-19	<i>Overseas students in Australian higher education: a quick guide</i>

No.	Author	Date	Document
	Library, Parliament of Australia		
C29	Dr Ravi Tomar, Parliamentary Library	01-May-15	<i>The ever-shrinking aid budget</i>
C30		Ongoing	<i>The Jakarta Post</i>
D1	Chevening	Ongoing	Chevening Scholarships website
D2	Chevening	2020	<i>Chevening Annual Report 2019/2020</i>
D3	Bureau of Educational and Cultural Affairs, US Department of State	Ongoing	Fulbright Scholarships for Indonesians
D4	Fulbright Indonesia	Ongoing	Website of Fulbright Indonesia & the American Indonesian Exchange Foundation (AMINEF)
D5	JICA	Ongoing	Innovative Asia Program
B1	United Nations	2015	Sustainable Development Goals (particularly, SDG4 & SDG 5)
B2	DFAT	Apr-17	<i>DFAT Monitoring and Evaluation Standards</i>
B3	Australian Evaluation Society (AES)	Jul-13	<i>Guidelines for the Ethical Conduct of Evaluations</i>
B4	AES	Jul-13	<i>Code of Ethics</i>
B5	Department of Finance	20-Apr-19	<i>Commonwealth Procurement Rules: Achieving Value for Money</i>
B6	Commonwealth of Australia	2013	<i>Public Governance, Performance and Accountability Act 2013</i>
B7	Australia-Indonesia Centre, for the Department of Education	05-Aug-19	<i>Stronger Education Partnerships: Opportunities for Australian education and training providers in Indonesia</i>
B8	Avery Poole, Australia Indonesia Centre	05-Sep-18	<i>Australian Universities to benefit in Australia-Indonesia free trade deal</i>

Code:

Australia Awards Indonesia (A)

Australia Awards Globally (G)

Political and Economic Context (C)

Other Donor Scholarship & Training Programs (D)

Other Background Documents (B)

Annex 6 Interview Program

Date	Organisation	People	Local Time	AEDT
02-Nov	AAI	Dan Hunt, Geoff Colmer, Fadhil Baadilla, Sugeng Prayudi, Matthew Zurstrassen	9.00 - 10.30	1.00 - 2.30
02-Nov	AAI	Janne Laukkala, Devina Mariskova, Reza Irwansyah, Wahyu Kusumaningtias	11.00 -12.30	3.00 - 4.30
04-Nov	Consulate-General Bali	Anthea Griffin, Eleanor Daly, Craig Liversidge, Reskiana Ramli	1.00 - 2.00	4.00 - 5.00
05-Nov	SetNeg	Bp Taufiq Bagus Prakoso Ismujati; Bp Joko Tulodo; Ibu Munadillah	9.00 - 10.30	1.00 - 2.30
05-Nov	Consulate-General Makassar	Bronwyn Robbins; Lulu Purnamasari	3.30 - 4.30	6.30 - 7.30
06-Nov	Former First Secretary	Laura Ralph	11.00 - 12.30	11.00 - 12.30
06-Nov	Consulate-General Surabaya	Chris Barnes, Rebecca Elias, Arlen Hehakaya	11.00 - 12.00	3.00 - 4.00
06-Nov	DFAT Jakarta - STA liaison	Eko Setiono, Bram Marolop (Maro)	1.00 - 2.30	5.00 - 6.30
09-Nov	AAI (2/11 interview continued)	Dan Hunt, Geoff Colmer, Fadhil Baadilla, Sugeng Prayudi, Matthew Zurstrassen	9.00-10.30	1.00-2.30
09-Nov	AAI (2/11 interview continued)	Janne Laukkala, Devina Mariskova, Reza Irwansyah, Wahyu Kusumaningtias (Tias)	11.00-12.30	3.00-4.30
10-Nov	GHD Branch, DFAT Jakarta	Dr Astrid Kartika, Nikolasia (Nieke) Budiman, Fitroh Wardhani (Lulu)	2.30 - 4.00	6.30 - 8.00
11-Nov	PSC Branch, DFAT Jakarta	Keara Shaw, Rebecca Devitt, Ade Ganie	9.00 - 10.30	1.00 - 2.30
11-Nov	EII Branch, DFAT Jakarta	Kali Yuan, Henni Arup, Alvin Adisasmita, Pieter Edward	9.00 - 10.30	1.00 - 2.30
12-Nov	BAPPENAS	Bp Wignyo Adiyoso, Bp Ali Muharram, Bp Pandu Pradhana, Ibu Dwi Harini Septaning Tyas	9.00 - 10.30	1.00 - 2.30
12-Nov	LPDP	Bp Dwi Larso, Bp Azman Muammar, Ibu Anindita Farhani	1.00 - 2.30	5.00 - 6.30
17-Nov	DFAT Jakarta	Andi Muhardi, Finance	8.30 - 10.00	12.30-2.00
17-Nov	S&A Team, DFAT Jakarta	Fairlie Williams, Sri Novelma (Rino) Tetty (Tea) Naibaho, Yuliawati (Yuli) Wijaya	10.30 -12.00	2.30 -4.00
17-Nov	DFAT - Former First Secretary	Rob McKelleher	12.30 - 2.00	4.30 -6.00
18-Nov	Ministry of Home Affairs	Bapak Muh Arif Hidayat	9.00 - 10.30	1.00 - 2.30
18-Nov	AAI - group discussion	Dan Hunt, Geoff Colmer, Fadhil Baadilla, Sugeng Prayudi, Matthew Zurstrassen, Janne Laukkala, Devina Mariskova, Reza Irwansyah, Wahyu Kusumaningtias (Tias)	1.00 - 2.30	5.00 - 6.30
19-Nov	SCB & Indonesia Branch, DFAT Canberra	Wes Knight (SCB), Sarah Willis, Andrea Naumann, Simone Corrigan (INB)	1.00 - 2.30	1.00 - 2.30
19-Nov	Ministry of Education & Culture - International Cooperation	Ibu Evy Mulyani, Bp Adi Nuryanto, Ibu Irma Imaniar, Ibu Anita R D Susanti	11.00 - 12.30	3.00 - 4.30
19-Nov	DFAT Jakarta - Senior Management, S&A Team	Allaster Cox, Alison Duncan, Kirsten Bishop, Ian Gerard, Fairlie Williams, Sri Novelma (Rino) Tetty (Tea) Naibaho, Yuliawati (Yuli) Wijaya	1.30 - 3.00pm	5.30 - 7.00
26-Nov	Former First Secretary, AAI Design lead, former AAI (OAE)	Emily Serong	12.00 - 1.00	4.00 - 5.00

Annex 7 People Met (Online)

No.	Date	Name	Organisation	M/F
1	13 October 2020	Mr Ian Gerard	PSC, DFAT, Australian Embassy, Jakarta	M
2	13 October 2020	Ms Fairlie Williams	PSC, DFAT, Australian Embassy, Jakarta	F
3	13 October 2020	Ibu Sri Novelma (Rino)	PSC, DFAT, Australian Embassy, Jakarta	F
4	13 October 2020	Ibu Tetty (Tea) Naibaho	PSC, DFAT, Australian Embassy, Jakarta	F
5	13 October 2020	Ibu Merry Ginting	PSC, DFAT, Australian Embassy, Jakarta	F
6	13 October 2020	Ibu Yuliawati (Yuli) Wijaya	PSC, DFAT, Australian Embassy, Jakarta	F
7	2 November 2020	Mr Dan Hunt	AAI Jakarta	M
8	2 November 2020	Mr Geoff Colmer	Coffey International	M
9	2 November 2020	Bp Fadhil Baadilla	AAI Jakarta	M
10	2 November 2020	Bp Sugeng Prayudi	AAI Jakarta	M
11	2 November 2020	Mr Matthew Zurstrassen	AAI Jakarta	M
12	2 November 2020	Mr Janne Laukkala	AAI Jakarta	M
13	2 November 2020	Mr Reza Irwansyah	AAI Jakarta	M
14	2 November 2020	Ibu Devina Mariskova	AAI Jakarta	F
15	2 November 2020	Ibu Wahyu Kusumaningtias	AAI Jakarta	F
16	4 November 2020	Ms Anthea Griffin	Consulate-General, Bali	F
17	4 November 2020	Ms Eleanor Daly	Consulate-General, Bali	F
18	4 November 2020	Mr Craig Liversidge	Consulate-General, Bali	M
19	4 November 2020	Ibu Reskiana Ramli	Consulate-General, Bali	F
20	5 November 2020	Bp Taufiq Bagus Prakoso Ismujati	Ministry of State Secretariat (SetNeg)	M
21	5 November 2020	Bp Joko Tulodo	SetNeg	M
22	5 November 2020	Ibu Munadhillah	AAI Jakarta	F
23	5 November 2020	Ms Bronwyn Robbins	Consulate-General, Makassar	F
24	5 November 2020	Ibu Lulu Purnamasari	Consulate-General, Makassar	F
25	6 November 2020	Ms Laura Ralph	DFAT, Canberra (formerly DFAT Jakarta)	F
26	6 November 2020	Mr Chris Barnes	Consulate-General, Surabaya	M
27	6 November 2020	Ms Rebecca Elias	Consulate-General, Surabaya	F
28	6 November 2020	Ibu Arlen Hehakaya	Consulate-General, Surabaya	F
29	6 November 2020	Bp Eko Setiono	GHD, DFAT, Australian Embassy, Jakarta	M
30	6 November 2020	BP Bram Marolop (Maro)	GHD, DFAT, Australian Embassy, Jakarta	M
31	10 November 2020	Dr Astrid Kartika	GHD, DFAT, Australian Embassy, Jakarta	F
32	10 November 2020	Ibu Nikolasia (Nieke) Budiman,	GHD, DFAT, Australian Embassy, Jakarta	F
33	10 November 2020	Ibu Fitroh Wardhani (Lulu)	GHD, DFAT, Australian Embassy, Jakarta	F
34	11 November 2020	Ms Keara Shaw	PSC, DFAT, Australian Embassy, Jakarta	F
35	11 November 2020	Ms Rebecca Devitt	PSC, DFAT, Australian Embassy, Jakarta	F
36	11 November 2020	Ibu Ade Ganie	PSC, DFAT, Australian Embassy, Jakarta	F

No.	Date	Name	Organisation	M/F
37	11 November 2020	Ms Kali Yuan	EII, DFAT, Australian Embassy, Jakarta	F
38	11 November 2020	Ms Henni Arup	EII, DFAT, Australian Embassy, Jakarta	F
39	11 November 2020	Bp Alvin Adisasmita	EII, DFAT, Australian Embassy, Jakarta	M
40	11 November 2020	Bp Pieter Edward	EII, DFAT, Australian Embassy, Jakarta	M
41	12 November 2020	Bp Wignyo Adiyoso	BAPPENAS	M
42	12 November 2020	Bp Ali Muharram	BAPPENAS	M
43	12 November 2020	Bp Pandu Pradhana	BAPPENAS	M
44	12 November 2020	Ibu Dwi Harini Septaning Tyas	BAPPENAS	F
45	12 November 2020	Bp Dwi Larso	Indonesian Endowment Fund for Education (LPDP)	M
46	12 November 2020	Bp Azman Muammar	Indonesian Endowment Fund for Education (LPDP)	M
47	12 November 2020	Ibu Anindita Farhani	Indonesian Endowment Fund for Education (LPDP)	F
48	17 November 2020	Bp Andi Muhardi	DFAT, Australian Embassy, Jakarta	M
49	17 November 2020	Mr Rob McKelleher	DFAT, Canberra (formerly DFAT Jakarta)	M
50	18 November 2020	Bp Muh Arif Hidayat	Ministry of Home Affairs	M
51	18 November 2020	Ibu Dameria F. Panjaitan	Ministry of Home Affairs	F
52	19 November 2020	Mr Wes Knight	SCB, DFAT Canberra	F
53	19 November 2020	Ms Sarah Willis	Indonesia Branch, DFAT Canberra	M
54	19 November 2020	Ms Angela Naumann	Indonesia Branch, DFAT Canberra	F
55	19 November 2020	Ms Simone Corrigan	Indonesia Branch, DFAT Canberra	F
56	19 November 2020	Ibu Evy Mulyani	Ministry of Education & Culture	F
57	19 November 2020	Bp Adi Nuryanto	Ministry of Education & Culture	M
58	19 November 2020	Ibu Irma Imaniar	Ministry of Education & Culture	F
59	19 November 2020	Ibu Anita R D Susanti	Ministry of Education & Culture	F
60	19 November 2020	Mr Allaster Cox	DHoM, Australian Embassy, Jakarta	M
61	19 November 2020	Ms Kirsten Bishop	GHD, DFAT, Australian Embassy, Jakarta	F
62	19 November 2020	Alison Duncan	EEI, DFAT, Australian Embassy, Jakarta	F
63	26 November 2020	Ms Emily Serong	Formerly AusAID/DFAT Jakarta, & AAI team	F
64	Ms Emily Serong	Mr Shane Flanagan	PSC, DFAT, Australian Embassy, Jakarta	M
65	10 December 2020	Mr Luke Brown	PSC, DFAT, Australian Embassy, Jakarta	M

Annex 8 Interview Questions

AUSTRALIA AWARDS IN INDONESIA (AAI) END-OF-PROGRAM REVIEW (EPR)

OCT 2020 – JAN 2021

INTERVIEW QUESTIONS

Interview number:	
Date / Time	
Names & positions of people being interviewed	
Organisation	
Number & gender of people being interviewed	_____ women & _____ men
Name(s) of interviewer(s)	
Communication method (e.g. Webex, WhatsApp, etc)	

Thank you for your time today in agreeing to meet with the Review Team.

Before we start, can we ask whether you have any questions arising from the AAI EPR Participant Information and Consent Form? The information explains that we are seeking your contribution to the current review of the Australia Awards in Indonesia program. Information and opinions that you share with us today will be treated as confidential. Findings will result from a range of information from multiple sources. Could we also confirm that you have signed and returned the form to Ibu Yuli at the Embassy (or will do after this meeting).

Introducing team members – Jane & Sue

QUESTION

- a) How long have you been involved in AAI?**
 - b) What is your role/are your roles in the AAI Program? What AAI activities have you participated in?**
 - c) In a typical week/month, how much of your work time does AAI take up?**

- a) How has COVID-19 affected AAI?**

(Prompts: If borders remain closed what will that mean? Should AAI focus on subject matters relevant to planning for and managing during a pandemic crisis? Reputational risk – particularly private students in lockdown, who later become alumni)

- b) What other political and economic factors do you think are significant for AAI, since you started to be involved?**

3. **How well has AAI been able to anticipate and adapt to changes in the political and economic environment? Can you share an example?**
4. **Looking to the future, what do you foresee are likely political and economic factors that may affect AAI?** *(Prompt: information about both Australia and Indonesia)*
5. **How are decisions made about AAI program priorities when the annual budget is allocated?** *(Prompt: who/when/how/ done as part of annual budget allocation?)*
6. a) **Thinking about the differences between scholarships/long-term awards (LTA) and Short Courses (STA), what do you consider are the relative benefits of each type of award?**
6. b) **Are there negative aspects of either?**
7. a) **Looking at scholarships only, what do you perceive to be the relative benefits of study at the Master's degree level compared to PhD?**
- b) **In the 2020 intake (candidates as selected), 82% of scholars were Master's candidates and 18% were to do PhDs. Do you think that percentage is about right? If not, what would you suggest?**
8. **What other similar programs exist which may have synergies with AAI? Are there benefits in seeking to cooperate or even co-finance with these? Are there disadvantages?** *(Prompts: Indonesian supported such as LPDP; other donor such as UK Chevening)*

For the next four questions we are seeking a response on a 4-level scale where 1 is Strongly Disagree, 2 is Disagree, 3 is Agree and 4 is Fully Agree. We ask you to be frank and open in responding. Scores for all interviews will be added and analysed as group results. There will be no identification of individual responses.

No.	Question	1 SD	2 D	3 A	4 SA
9.	The AAI program responded to COVID-19 restrictions appropriately and kept me/us informed.				
10.	Overall (putting COVID-19 aside- or thinking about 2019 and previous years), management of this Program is effective.				
11.	Current resourcing for AAI is about right.				
12.	The budget allocation between the different AAI components is about right – by that we mean between LTA, ELTA, OAE, STA and alumni.				

13. Could you comment on your rating for each statement, starting with:

a) COVID

b) Management

c) Overall resourcing

d) Allocation by component

14. The current AAI program will finish at the end of March 2022. If you were asked to design the next phase, what changes would you make? (or would you keep it the same?)

15. Are there any other points you wish to discuss? (What have we forgotten to ask?)

Thank you for your participation.

Next steps (continue interviews, Workshop, Report)

Annex 9 Data Analysis

Data collected through reading, interviews and group discussion were collated using a large evidence matrix so that information could be organised under themes. Table 9.1 below illustrates the grid format.

Table 9.1: Data Analysis Grid Format

Data source	Theme 1	Theme 2	Theme 3	Theme 4	etc
1					
2					
3					
4					
etc					

Table 9.2 below lists the 17 themes. The EPR Team selected these themes on the basis of the ToR, the KEQs and reading of key documents. Brainstorming and Report preparation benefitted from having topics already sorted by theme. Memorable quotations were also included to add richness to the final Report through allowing stakeholder voices to emerge.

Quantitative data was collected through the Desktop Review and supplemented by discussions through the PEA. Analysis using Excel tables and charts proved most useful.

In this way, the EPR Team identified strengths and challenges. These findings along with indicative recommendations were shared with key stakeholders in a *Discussion Paper*. The *Discussion Paper* replaced the usual Aide Memoire which the EPR Team would have prepared in-country. As such, it can be regarded as a 'zero draft' of this Report.

Table 9.2: Themes Used in Data Analysis

No.	Theme	KEQ No.
1	Changes in political & economic context	1
2	Program governance, leadership & decision-making	1
3	Public diplomacy- Australian national interest	1 & 4
4	Program agility / response to emerging issues (incl COVID-19)	1 & 4
5	Scholarships/academic awards - dimensions, targeting, effectiveness	1, 2 & 3
6	Short-term awards - dimensions, targeting, effectiveness	1, 2 & 3
7	Other scholarship & capacity development programs (Gol & donors)	1
8	Alumni - networks, attitudes, contribution to bilateral relationship	2
9	Alumni - use of skills/knowledge for sustainable development	3
10	Gender equality/ Women's empowerment	2, 3 & 4
11	Inclusion - disability, geographic	2, 3 & 4
12	Partnerships & cooperation	2 & 3
13	Private sector engagement	2 & 3
14	Unanticipated outcomes	All
15	Program management / M&E	4
16	Funding / Value for Money	4
17	The future	All

Annex 10

Workshop Agenda

Australia Awards Indonesia End-of-Program Review (EPR)

Validation and Future Options Workshop

Agenda

Date

Thursday 10 December 2020, 10:00 – 12:00 Jakarta time (2:00 – 4:00pm AEDT), via Webex Training

Purpose of the Workshop

- To share and validate initial findings by the EPR team.
- To discuss and resolve the 'sticky issues'.
- To draft recommendations to inform both the design of the future AAI program, and implementation of the remainder of the current phase.

Participants

DFAT Jakarta	AAI Team
<ul style="list-style-type: none">• Mr Allaster Cox – Deputy Head of Mission• Ms Kirsten Bishop - Minister Counsellor, GHD Branch• Ms Alison Duncan - Minister Counsellor, EEI Branch• Mr Shane Flanagan - Minister Counsellor, PSC Branch• Mr Ian Gerard – Counsellor, Media, Public Diplomacy, Scholarship & Alumni, PSC Branch (to Jan 2021)• Mr Luke Brown - – Counsellor, Media, Public Diplomacy, Scholarship & Alumni, PSC Branch (from Jan 2021)• Ms Fairlie Williams – First Secretary, Scholarship & Alumni.• Ibu Sri Novelma (Rino) – Unit Manager, Scholarship & Alumni• Ibu Tetty (Tea) Naibaho – Senior Program Manager• Ibu Merry Ginting – Program Manager• Ibu Yuliawati (Yuli) Wijaya – Program Manager	<ul style="list-style-type: none">• Mr Dan Hunt, Program Director• Bp Fadhil Baadilla, Deputy Director• Ibu Devina Mariskova, Awards Cycle Senior Manager• Bp Reza Irwansyah, Short-Term Awards Senior Manager• Ibu Wahyu Kusumaningtias (Tias), Alumni and Communications Senior Manager

- The workshop will be facilitated by: **Dr Jess Dart**, AAI EPR Project Director; **Susan Majid** – AAI EPR Team Leader; **Jane Perry** – AAI EPR Education & Training Specialist /Evaluator

Agenda

Time (Jkt)	Topic
10:00	Welcome and Introductions Purpose of workshop Consultation to date
10:05	Presentation on EPR Discussion Paper
10:20	Discussion.
10:30	Overview of next session
10:35	Break-out groups: Analysis of and response to 'sticky issues' and Recommendations
11:15	Sharing outcomes of discussion
11:35	Plenary discussion Implications for the next 15 months Implications for the design
11:55	Next steps
12:00	Close

Annex 11 Feedback on Draft Recommendations Template

Australia Awards Indonesia (AAI) End-of-Program Review

Individual Feedback on Draft Recommendations

Listed below are the draft recommendations arising from the AAI EPR. You are invited to provide feedback on any recommendations that are of relevance to your area of engagement with the Program.

1. For each of the chosen recommendations please indicate whether you agree with the recommendation (Yes/No).
2. Provide reasons or supporting information for your response if you wish.
3. We welcome additional comments below on the Discussion Paper and /or the Workshop.
4. Please email this form to tetty.naibaho@dfat.gov.au no later than Friday, December 18.

Draft Recommendations
1. Undertake systematic consultation with key agencies about course priorities for LTA (including the Split-Site Masters Program (SSMP) and fields of study, to ensure the interests of both Governments are reflected.
Do you support adoption of this recommendation? Yes/No
Reasons/supporting information for your response (optional).
2. Both the Australian Embassy and the Indonesian Government nominate short-course topics to the PCC for prioritisation and approval.
Do you support adoption of this recommendation? Yes/No
Reasons/supporting information for your response (optional).
3. Allocate a higher proportion of alumni funds to AGS and tighten the guidelines (e.g. by increasing the minimum size of the grant, or allocating a specific theme to each round) to target priorities and reduce the number of applications.
Do you support adoption of this recommendation? Yes/No
Reasons or supporting information for your response (optional).
4. The practice of Embassy or Consulate officers nominating LTA applicants does not continue.
Do you support adoption of this recommendation? Yes/No
Reasons/supporting information for your response (optional).
5. Rationalise promotion activities with a particular focus on Geographic Focus Area (GFA) provinces and vulnerable groups to ensure an appropriate balance of equity and merit.
Do you support adoption of this recommendation? Yes/No
Reasons/supporting information for your response (optional).
6. Undertake research through the alumni network and Indonesian partners on reintegration issues and needs, with a view to establishing reintegration support as a priority in the next phase.

Draft Recommendations
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>7. Restore the capacity for innovation by allocating funds to the Program Enhancement Fund line in the budget for the balance of the current program. Two suggested areas of focus are:</p> <p style="padding-left: 40px;">i) emerging issues relating to recovery from COVID-19;</p> <p style="padding-left: 40px;">ii) designing a pilot for a revitalised Australia Awards Fellowships program for Indonesia modelled on the program formerly funded by DFAT Canberra, to promote organisation-to-organisation linkages and partnerships within the STA program.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>8. In the lead-up to the design, consider whether the Indonesian development cooperation program could be recalibrated to increase the size of AAI as other investments conclude, to ensure that AAI has sufficient budget to reach its full potential.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>9. Model the expenditure implications of allocating different proportions of Masters (including SSMP), PhD and STA awards to ensure evidence informed decision-making and achievement of value for money. This modelling would weigh up the cost, risk, and the perceived value to Indonesia and Australia.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>10. Integrate co-financed awards as part of annual AAI LTA intakes, as will be the case in 2021, not as an 'add-on' as was the case previously.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>11. Strengthen cooperation between AAI and LPDP with a view to exploring opportunities for service provision to their Australian scholarships' program, thereby encouraging LPDP to send more scholars to Australia.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>12. Over time, increase the number of co-financed SSMP scholarships relative to the number of fully-funded Masters scholarships for study entirely in Australia.</p>
<p>Do you support adoption of this recommendation? Yes/No</p> <p>Reasons/supporting information for your response (optional).</p>
<p>Any other comments on the Discussion Paper and /or the Workshop?</p>

Thank you very much for taking the time to respond to the draft recommendations.

EPR Team - Dr. Jess Dart, Susan Majid, Jane Perry

Annex 12 Program Expenditure

Table 12.1 AAI Program Expenditure, 1 Nov 2014 – 31 Oct 2020

Item	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total 2014-15 to 2019-20
Personnel	1,379,857	2,659,826	2,740,819	2,452,354	2,464,059	2,567,380	14,264,295
Operations	315,450	260,291	351,438	511,030	439,181	331,997	2,209,387
Implementation	8,889,106	17,560,830	22,418,003	17,364,271	12,765,305	6,466,544	85,464,059
Management fee	1,150,868	1,113,151	2,771,302	2,653,551	1,506,128	1,412,291	10,607,291
Total	11,735,281	21,594,098	28,281,562	22,981,206	17,174,673	10,778,212	112,545,032

Table 12.1 (a) AAI Program Expenditure Percentage, 1 Nov 2014 – 31 Oct 2020

Item	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20	Total 2014-15 to 2019-20
Personnel	11.8	12.3	9.7	10.7	14.3	23.8	12.7
Operations	2.7	1.2	1.2	2.2	2.6	3.1	2.0
Implementation	75.7	81.3	79.3	75.6	74.3	60.0	75.9
Management fee	9.8	5.2	9.8	11.5	8.8	13.1	9.4
Total	100	100	100	100	100	100	100

Source: Expenditure data extracted from AAI Annual Reports 2014-15 to 2019-20

Table 12.2: AAI Budget Estimate, 2020-21

Item	AUD	%
Personnel	2,617,988	18.3
Operations	347,531	2.4
Implementation Costs	9,092,332	63.6
Management Fee	2,229,934	15.6
Total	14,287,785	100

Source: Data Extracted from *Annual Plan 2020-21*, p58

Table 12.1 shows that annual expenditure peaked at AUD28.3 million in 2016-17, more than doubling the AUD11.7 million spent in 2014-15, declining to AUD17.2 million by 2018-19 (pre-COVID). Expenditure in 2019-20 fell markedly to AUD10.8 million due to the COVID-19 pandemic and is an anomaly caused by curtailed levels of activity. Estimated expenditure for 2020-21 assumes increased levels of activity with total expenditure of AUD14,287,784 (Table 12.2).

High expenditure in 2015-16 and 2016-17 appears to relate to a significant increase in SCA and the 'long tail' from the rapidly increased LTA in intake 2014, as multi-year post-graduate students lead to substantial forward commitment of program funds (Table 12.3 and Figure 12.1). Table 12.4 shows planned expenditure for 2020-21. This shows an assumed increased level of activity relative to 2019-20 but not a full recovery to pre-COVID levels.

Table 12.3 Breakdown of Implementation Expenditure, 1 Nov 2014 – 31 Oct 2020

Implementation Costs	2014-15	2015-16	2016-17	2017-18	2018-19	2019-20
AAI Scholarship Cycle for Long Term Awards	6,175,769	4,532,894	6,131,767	5,767,118	4,525,633	2,460,433
Communications and Promotions	32,976	219,126	340,085	184,094	244,992	115,217
Awards Data	94,446	161,362	167,600	83,025	81,659	78,804
Targeting and Liaison	299,216	635,126	653,453	894,295	1,004,378	673,806
Short Courses	1,342,066	10,663,455	12,979,477	8,307,325	5,220,615	2,497,972
On Award Enrichment Activities	105,293	229,846	411,509	490,511	457,642	115,281
Alumni and Reintegration	355,792	771,047	1,328,753	1,310,295	1,016,590	434,673
Monitoring, Evaluation and Learning	212,393	297,974	402,797	324,571	210,353	90,358
Program Enhancement Fund (Innovation)	271,155	50,000	2,562	3,037	3,444	0
Total Implementation Costs (excluding Red Meat , NAPW & TPPDP short courses)	8,889,106	17,560,830	22,418,003	17,364,271	12,765,306	6,466,544

Source: Expenditure data extracted from AAI Annual Reports 2014-15 to 2019-20

Note: Data from May to October 2014 have not been included in Tables 11.1 and 11.2, as the budget was structured differently. Personnel costs were not available. Other expenditure was: Operations \$267,774; Implementation \$3,971,810; and Management Fee \$863,151.

Figure 12.1

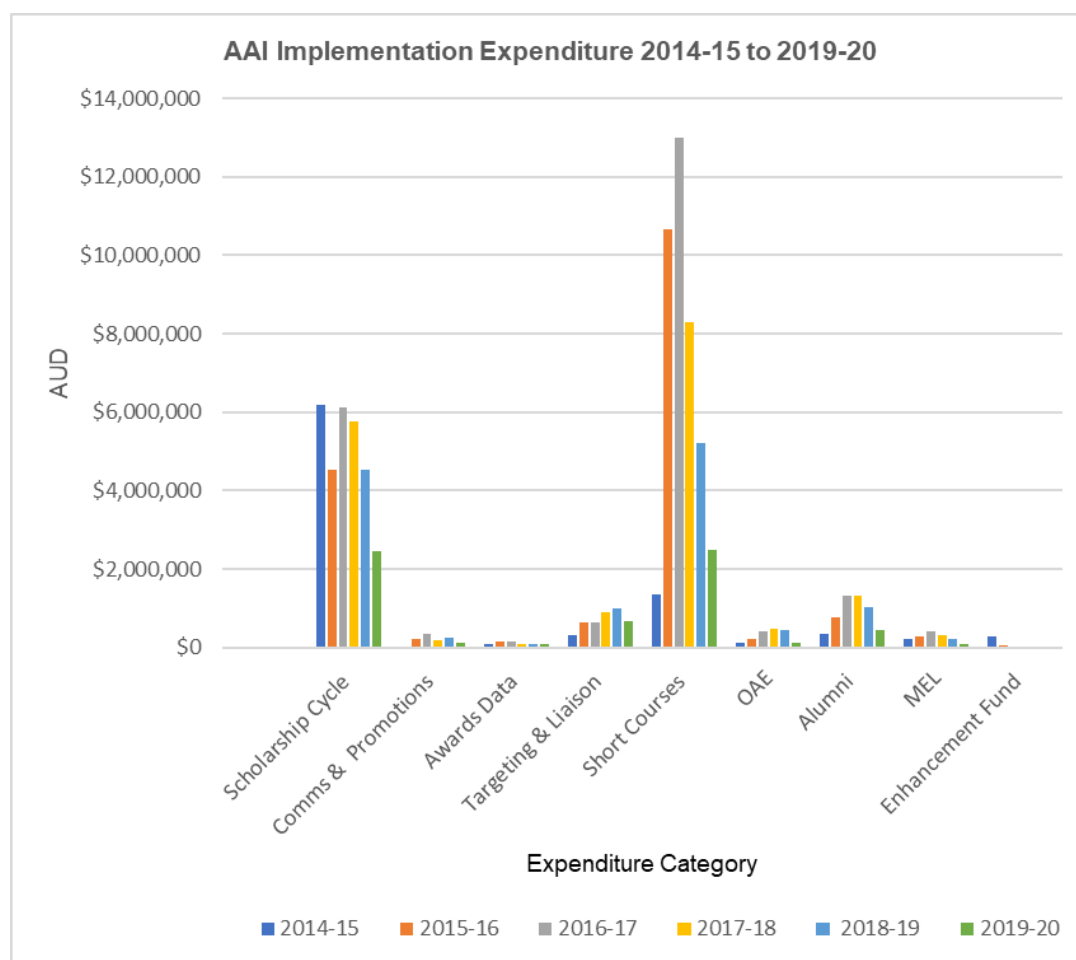











































































































Table 12.4: Breakdown of Estimated Implementation Expenditure, 2020-21

Implementation Costs	AUD
AAI Scholarship Cycle for Long Term Awards	1,983,032
Communications and Promotions	229,616
Awards Data	93,222
Targeting and Liaison	821,806
Short Courses	4,607,364
Scholar Engagement	0
Alumni and Reintegration	1,168,206
Monitoring, Evaluation and Learning	189,086
Program Enhancement Fund (Innovation)	0
Total Implementation Costs	9,092,332

Source: Data Extracted from *Annual Plan 2020-21*, p58

Annex 13 Gross Regional Product by Province, 2019

Rank	Province	Per capita GRP	Per capita GRP (Nominal)		Per capita GRP (PPP)	
		Thousand IDR	USD	Comparable country	USD	Comparable country
1	 Jakarta	269,074	19,029	 Lithuania	55,184	 Sweden
2	 East Kalimantan	175,654	12,423	 Romania	36,026	 Portugal
3	 North Kalimantan	131,302	9,286	 Turkey	26,929	 Kazakhstan
4	 Riau Islands	122,430	8,658	 Brazil	25,108	 Chile
5	 Riau	108,757	7,762	 Thailand	22,509	 Argentina
6	 West Papua	87,897	6,216	 Colombia	18,026	 Palau
7	 Jambi	60,065	4,248	 Georgia	12,319	 Egypt
-	 Indonesia	59,981	4,242	 Mongolia	12,302	 Egypt
8	 East Java	59,257	4,191	 Mongolia	12,153	 Egypt
9	 Bali	58,243	4,119	 El Salvador	11,945	 Ecuador
10	 South Sulawesi	57,026	4,033	 Tuvalu	11,695	 Algeria
11	 Papua	56,141	3,970	 Tuvalu	11,513	 Bhutan
12	 Central Kalimantan	55,356	3,915	 Algeria	11,353	 Iraq
13	 North Sumatra	55,054	3,894	 Algeria	11,292	 Iraq
14	 Central Sulawesi	54,486	3,853	 Sri Lanka	11,174	 Tunisia
15	 South Sumatra	53,742	3,801	 Eswatini	11,023	 Tunisia
16	 North Sulawesi	51,936	3,672	 Ukraine	10,699	 Algeria
17	 Banten	51,439	3,638	 Ukraine	10,550	 Jordan
18	 Bangka Belitung Islands	50,933	3,602	 Cape Verde	10,446	 Jordan
19	 Southeast Sulawesi	47,790	3,380	 Philippines	9,802	 Namibia
20	 West Sumatra	45,288	3,203	 Morocco	9,289	 Philippines
21	 West Java	43,092	3,048	 Egypt	8,839	 Guatemala
22	 Lampung	42,694	3,019	 Egypt	8,755	 Guatemala
23	 South Kalimantan	42,586	3,012	 Egypt	8,735	 Guatemala
24	 West Kalimantan	41,885	2,962	 Angola	8,590	 Vietnam
25	 Central Java	39,243	2,775	 Vietnam	8,048	 Laos
26	 Special Region of Yogyakarta	36,795	2,602	 Vietnam	7,546	 Morocco
27	 Bengkulu	36,219	2,562	 Honduras	7,430	 Cape Verde
28	 Gorontalo	34,217	2,420	 Laos	7,014	 India
29	 West Sulawesi	33,588	2,375	 Laos	6,888	 India
30	 North Maluku	31,627	2,237	 Nigeria	6,487	 Samoa
31	 Aceh	30,571	2,162	 India	6,270	 Tonga
32	 West Nusa Tenggara	26,166	1,851	 Bangladesh	5,368	 Myanmar
33	 Maluku	25,658	1,815	 Kenya	5,264	 Nigeria
34	 East Nusa Tenggara	19,591	1,386	 Myanmar	4,019	 Marshall Islands

Source: Extracted from [Wikipedia - List of Indonesian provinces by GRP per capita](#) based on data from Badan Pusat Statistik, 2020

Notes on methodology:

Gross Regional Product Nominal is the regional or provincial counterpart of the national gross domestic product, the most comprehensive measure of national economic activity. The Statistics Indonesia (Badan Pusat Statistik) derives GRP for a province as the sum of the GRP Nominal originating in all the industries in the province at current market prices.

List of Indonesian administrative divisions by GRP Nominal, with 14,140 IDR = US\$1 term of Nominal while 4,875.86 IDR = US\$1 term of PPP. Note some provinces have little population and large oil, gas, or mining revenues, and therefore GRP Nominal does not reflect consumer demand.

 Provinces in AAI's Geographic Focus Area