

Evaluation of BOS (Bantuan Operasional Sekolah – School Operational Assistance) Training Program

MANAGEMENT RESPONSE

Initiative Summary

Initiative Name	Support for School and District Management Training Program (Indonesia)		
AidWorks initiative number	Agreement: 58059		
Commencement date	14 February 2011	Completion date	31 December 2012
Total Australian \$	26,000,000.00		
Total other \$	AUD618,119.27 for support from BOS central management team and M&E activities for the program.		
Delivery organisation(s)	Ministry of Education and Culture (MoEC)		
Implementing partner(s)	District BOS Management Teams under the direction of the MoEC's Central BOS Management Team located within the Directorate General of Elementary Education.		
Country/Region	Indonesia		
Primary sector	Education		
Initiative objective/s	<p>Australia provided AUD26 million to the Gol's Ministry of Education and Culture (MoEC) to implement nationwide school-based management training under the School and District Management component (also known as Component 2) of Australia's Education Partnership with Indonesia Initiative. This training program was aimed to maximise the efficient, effective and transparent use of School Operational Assistance (BOS) funds and other school resources. It was to be delivered nationally to every school and Madrasah and included the principal, treasurer and a school committee representative from each (around 650,000 participants). The program provided intensive (up to five days) training focused on improving school management teams' core skills in the areas of school planning and financial management. This training program was developed as a part of Gol's quality assurance system, with specific reference to the Minimum Service Standards for education and National Education Standards.</p> <p>To increase effectiveness and to optimize the utilization of BOS funds, schools and Madrasah are expected to learn and apply school-based management skills. The training was delivered by District BOS Management Teams under the direction of the MoEC's Central BOS Management Team located within the Directorate General of Elementary Education.</p>		

Evaluation Summary

Evaluation Objective:

- a) To produce a document that provides an account of the results of Australia's investment in the program. The document focuses on providing an assessment of the effectiveness of the program using the available information; including to what extent has it improved principals' and school management team's knowledge of school-based management, school planning and financial management;
- b) To document the existence and severity of potential limitations to the validity of findings from the previous monitoring and evaluation work, as well as key lessons learned for DFAT and MoEC related to monitoring and evaluation conducted for BOS training.
- c) To outline lessons learned and provide recommendations to DFAT and Component 2 of the Education Partnership Program regarding design, implementation and Monitoring and Evaluation activities, where relevant.

Evaluation Completion Date: 30 September 2013

Evaluation Team: Sheldon Shaeffer (Senior Evaluation Specialist).

Response from Australia's Department of Foreign Affairs and Trade (DFAT) to the evaluation report

- The evaluation report provides a comprehensive picture and analysis of the program. The report also outlines useful lessons to inform future similar training programs that are conducted through the government system. The evaluation findings can usefully inform the remaining professional development activities under Component 2 of the Education Partnership program, the bulk of which are also delivered by GoI with direct grant funding from Australia.
- While the BOS funds as a financial support scheme from the central government are still operating, the BOS training program was a one-off activity, which complemented other donor investments being implemented at the time (such as the World Bank's BOS KITA loan). At this stage, DFAT does not plan to fund further rounds of BOS training.

Key findings:

- This BOS training program had several important features:
 - It focused largely on the preparation for and implementation of the Ministry of Education and Culture's complex School Operational Assistance program (Bantuan Operasional Sekolah - BOS) which provides every school and madrasah per capita funding for specified operational costs.
 - It situated this BOS training into the larger concept of school-based management (SBM), including the development of school self-evaluations and improvement plans designed to help schools attain the Ministry's National Education Standards.
 - It was intended to reach every "School Management Team" in the country as represented by the school's principal, treasurer, and a member of the school committee.
 - It was based on a cascade model of training in which 60 Master Trainers trained over 1,000 provincial and district levels trainers who, in turn, carried out 3-4 day training sessions at almost 11,000 sites across the country.
- Given the size and complexity of Indonesia's education system, the BOS Training Program was quite successful, especially in terms of its quantitative goals. It overcame enormous administrative and logistical problems to reach – at a relatively low cost of AUD 41 (IDR 344,000) per trainee - over

630,000 School Management Team members and to produce and distribute almost 670,000 resource packages.

- Considerable information about the use of BOS funds, school self-evaluation and planning was transferred during the training. In many cases this knowledge was shared widely in the school community after the training, and in some cases it led to improvements in school-based management, school committee participation, and the implementation of the BOS program. Thus, the BOS Training Program produced useful outcomes in terms of trainees reached, materials produced, knowledge gained, and, where conditions were favourable, school management improved.

Challenges in the supervision, quality control, and consistency of the training program's implementation meant that some of the desired outcomes of the training were not so successfully achieved. This was in part due to the inherent problems of cascade training of such magnitude and complexity. Many participants, although learning useful knowledge, did not gain enough in-depth understanding of the issues covered or sufficient practical experience in core SBM and BOS processes. This in turn limited what might have been even greater impact of the training on BOS and school based management. More systematic and comprehensive monitoring and quality control of the program might have ensured it was more consistently implemented in line with its design and procedures and would likely have led to even better outcomes.

Tool: Management Response Template (registered # 158)
Effective from December 2012 to December 2013

<p>2. Increase the quality of cascade training model, which is considered essential in a country such as Indonesia due to its size. Ensure that each tier of trainers has been adequately trained by the tier above.</p>	<p>DFAT agrees:</p> <p>The cascade training model has allowed the BOS training program to reach a large number of beneficiaries in a quite limited timeframe.</p> <p>The cascade training model requires particular strategies to ensure consistency in dissemination of information and practices at all levels.</p>	<p>Most Education Partnership professional development activities going forward do not use a cascade approach.</p> <p>An ‘enhanced’ cascade training model is being used for the Education Partnership New School Induction Program, which requires all trainers not only to complete a “Training of Trainers” session, but also to attend a number of full workshops as an apprentice trainer before being assigned as a lead trainer. This approach seeks to improve quality and consistency of program delivery.</p>	<p>DFAT</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>
<p>3. Ensure that any MoEC professional development programs are “owned by” the District Education Offices.</p>	<p>DFAT agrees:</p> <p>All districts targeted through the Education Partnership have shown commitment to the activities (mostly through an MoU or letter of understanding).</p> <p>The Partnership also seeks to ensure districts have the competencies required to undertake their responsibilities in regard to education service delivery through strengthening education officials’ skills and knowledge.</p>	<p>Province and District Education Officials will be targeted for training in strategic planning, financial management, human resources development and management, access planning and school site selection.</p> <p>School and madrasah supervisors (who generally sit at the district level) will also be given comprehensive training in their roles as principal mentors.</p> <p>DFAT will encourage MoEC to seek prior commitment before adding new districts to the system with APBN funding.</p>	<p>DFAT</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>

<p>4. Ensure that the programs are well understood by MoEC's implementing agencies.</p>	<p>DFAT agrees:</p> <p>The bulk of the Education Partnership program is delivered directly through Indonesian government systems with Indonesian personnel and institutions as the implementing partners.</p> <p>DFAT's managing contractor is based within the MoEC office responsible for implementing professional development activities (the Centre for Education Personnel Development) and works closely with MoEC to ensure all programs are well understood by its implementing agencies.</p> <p>For instance, the contractor supported MoEC to produce a Procedures Manual for implementing school and madrasah principal continuing professional development with specific technical guidance for areas such as procurement, financial management and reporting.</p>	<p>Close partnership is developed and maintained within MoEC and with its implementing agencies to ensure programs are well understood.</p> <p>Joint monitoring of implementation is focused on uncovering any misunderstanding of the programs' intent or procedures.</p> <p>Procedures are revised if required to account for changes in the operating environment and/or findings of monitoring and evaluation.</p>	<p>DFAT</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>
---	--	--	--

<p>5. Ensure that the training materials are of good quality and readily available.</p>	<p>DFAT agrees:</p> <p>Training materials are an important part of any training program that demands acquisition of knowledge and skills, such as the BOS training program and Principal CPD.</p>	<p>For its future professional programs, MoEC is, with the support of the Education Partnership, developing high quality materials through examining existing resources, carrying out extensive piloting and user-testing and improving materials on an ongoing basis to ensure they fit with the current context and practice.</p> <p>The Education Partnership is assisting MoEC to ensure training sessions and materials can be accessed in a number of ways such as through printed workbooks and manuals; CDROM, face-to-face training and mentoring and via the internet and radio.</p> <p>Training materials are developed and quality assured by the joint team, consisting of representatives from MoEC, MoRA, DFAT, and other relevant institutions.</p>	<p>DFAT technical advisory team</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>
<p>6. Ensure that clear guidelines, which reinforce and expand on the training materials, are provided to every school.</p>	<p>DFAT agrees:</p> <p>To our knowledge, GoI provides updated guidance on BOS annually to each school and madrasah that receives BOS.</p> <p>Provision of guidance on BOS is not covered as an activity under the Education Partnership beyond the BOS Training.</p>	<p>DFAT will ensure the appropriate counterparts in MoEC are aware of the evaluation findings and will encourage MoEC to consider it as input to its next revision of the BOS guidance.</p>	<p>DFAT</p> <p>MoEC Directorate General for Basic Education</p>

<p>7. Ensure that time is provided during training for interaction, analyses of good practice and hands-on work by the participants.</p>	<p>DFAT agrees: All Education Partnership professional development activities currently under implementation or design have elements of practical and/or on-the-job training.</p> <p>DFAT is actively promoting adult learning approaches of this kind with MoEC through evaluating and providing evidence of better learning outcomes.</p>	<p>DFAT, through its contractors, will support MoEC to explore a range of different adult learning methods and to adjust these for implementation through its own systems.</p> <p>Support will also be provided to carry out robust monitoring and evaluation of activities funded through the Education Partnership in order to influence MoEC policy on employing more effective learning methods in APBN funded programs going forward.</p>	<p>DFAT</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>
--	--	--	--

<p>8. MoEC needs to ensure serious quality assurance of the organisation, content, methods, and immediate outcomes of training down to the bottom of the cascade.</p>	<p>DFAT agrees:</p> <p>While most Education Partnership professional development activities do not use a cascade training approach, the lesson of ensuring serious quality assurance of the organisation, content, methods, and immediate outcomes still holds.</p>	<p>Education Partnership professional development activities will be subject to a number of levels of quality assurance as agreed with GoI in the Grant Agreement with Australia. The first step has been to develop a working group to develop a Performance Assessment Framework for the program and to prepare a Monitoring and Evaluation Plan for the first year of implementation (2014).</p> <p>MoEC will carry out program monitoring and quality assurance with the support of DFAT's technical advisory team. Joint monitoring will be carried out by members of the program steering committee, the Staff Development Technical Oversight Group (SDTOG) which includes MoEC, DFAT, BAPPENAS, MoF and Home Affairs.</p> <p>Finally, DFAT has in place an independent Performance Oversight and Monitoring contractor that will carry out independent evaluation and audit of the program.</p>	<p>DFAT (and its contractors)</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance and SDTOG members.</p>
---	--	---	---

<p>9. Develop a more comprehensive, systematic approach to building the capacity of MoEC personnel. Including establishing a permanent cadre of national and provincial Master Trainers able to participate in future MoEC capacity building exercises and identifying a unit in MoEC with adequate authority to coordinate trainers, training activities, and materials across training institutions, MoEC units and levels, and development agency projects.</p>	<p>DFAT agrees:</p> <p>A register of trainers and master trainers for national training programs implemented through national and de-concentrated agencies (LP2KS, LPMP and P4TK) has been developed. DFAT, through the Education Partnership, further developed these registered trainers by providing additional training and opportunities to deliver trainings when implementing pilot activities and stand-alone training activities. MoEC intends to use these trainers, to the extent possible, in future professional development programs funded through the Education Partnership.</p> <p>The Education Partnership does not have planned any further training programs implemented through sub national government (either provincial or district).</p>	<p>Continue to use MoEC trainers wherever possible for Education Partnership activities. Encourage MoEC to use those trainers already included in pilot activities to further build on their skills and knowledge.</p>	<p>DFAT</p> <p>MoEC Board for Education Human Resource Development and Quality Assurance</p>
--	---	--	--