BOS Training: Its Implementation, Impact, and Implications for the Development of Indonesia's Education System*

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An Independent Review -- Prepared for AusAID Indonesia

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Glossary

English	Indonesian
ADB – Asian Development Bank	
AUD – Australian Dollar	
AusAID - Australian Agency for International Development	
BOS - School Operational Assistance program	Bantuan Operasional Sekolah
BOSDA - district-level BOS programs	Bantuan Operasional Sekolah Daerah
CPD – Continuing Professional Development	
DEO - District Education Offices	

DGMBE - Directorate General for the Management of Basic Education	
ESSP - Education Sector Strategic Plan	
IDR - Indonesian Rupiah	
KKG – Teacher Working Group	Kelompok Kerja Guru
KKKS – Principal Working Group	Kelopok Kerja Kepala Sekolah
LPMP -- Institute for the Improvement of Educational Quality	Lembaga Peningkatan Mutu Pendidikan
LPPKS - Centre for the Development and Empowerment of School Principals	Lembaga Pengembangan dan Pemberdayaan Kepala Sekolah
MoEC - Ministry of Education and Culture	
MoRA - Ministry of Religious Affairs	
NGO - Non-governmental organisation	
P4TK - Centre for the Development and Empowerment of Educators and Education Personnel	Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan
PAUD – Early Childhood Education	Pendidikan Anak Usia Dini
PPP – Principal Preparation Program	
SBM - school-based management	
SD -- primary school	Sekolah Dasar
SMP - junior secondary school	Sekolah Menengah Pendidikan
SMT - school management team	
SNP – National Education Standards	Standard Nasional Pendidikan
UPTD - District Technical Implementation Unit	Unit Pelaksanaan Teknis Daerah
USAID - United States Agency for International Development	

Executive Summary

In response to the Government of Indonesia's serious and long-term commitment to school-based management in the education sector, the Ministry of Education and Culture (MoEC) designed a comprehensive training program in 2011 with AUD26 million of support from the Australian Agency for International Development (AusAID). The design was meant to reach every primary school and junior secondary school in the nation – around 280,000 schools.

This program had several important features:
- It focused largely on the preparation for and implementation of the Ministry's complex School Operational Assistance program (Bantuan Operasional Sekolah - BOS) which provides every school 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 a thousand 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 or 344,000 IDR per trainee - over 630,000 School Management Team members (97% of its original target of approximately 650,000) 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.**

But **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.

Further capacity building on BOS and SBM will be essential due to frequent turnover in staff, lack of knowledge of new staff and updates to related policies and regulations. There are many existing mechanisms which need to be strengthened and better coordinated in order to ensure further and continuous capacity building of all relevant actors in regard to BOS and SBM. These include District Education Office BOS support units, teacher and principal working groups, programs for pre-service and in-service principal training, and civil society organisations involved in education.

Many lessons were learned through the BOS Training Program in regard to increasing the quality of cascade training, which is considered essential in a country such as Indonesia due to its size. These included ensuring: (1) that any MoEC professional development programs are "owned by" the District Education Offices; (2) that the programs are well understood by MoEC's implementing agencies; (3) that the training materials are of good quality and readily available; (4) that clear guidelines, which reinforce and expand on the training materials, are provided to every school; (5) that each tier of trainers has been adequately trained by the tier above; (6) that time is provided during the training for interaction, analyses of good practice and hands-on work by the participants; and (7) that MoEC ensures serious quality assurance of the organisation, content, methods, and immediate outcomes of the training down to the bottom of the cascade.

Other, more general lessons learned from the BOS Training Program relate to actions that might be taken beyond cascade training to develop a more comprehensive, systematic approach to building the capacity of MoEC personnel. These include 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.

BOS Training: Its Implementation, Impact, and Implications for the Development of Indonesia's Education System

Sheldon Shaeffer

I.   Introduction

Financing and managing an education system as large and dispersed as Indonesia's – with hundreds of thousands of public and private schools, 50 million students, and three million teachers – have long been challenging tasks. A massive effort in the 1970s and 1980s, based on large revenues from oil exports, built tens of thousands of new primary school classrooms and hired and trained an equally large number of new teachers. As a result, enrolments steadily grew. But two problems remained: (1) the expansion in quantity was not matched by an enhancement of quality, as schools struggled to raise funds from parents for their basic operational as well as development costs, and (2) a stubborn number of children from poor families, unable to pay the required fees, remained out of school – or dropped out as the fees increased with grade level.

One solution to these problems was a policy of broad decentralisation of governance responsibilities to the district level – in the case of education, to the District Education Office. Linked to this policy, the Indonesian government adopted the principles of school-based management (SBM) through regulations published in 2003[1]. SBM is a form of education governance that grants responsibilities and authority for individual school management and academic operations to principals, teachers, and other local community-based stakeholders. The expectations are that more local, and often shared, decision-making will lead to more efficient and effective policies and programs aligned with local priorities, which in turn will lead to improved school performance and enhanced student achievement.

In 2005, schools were provided general standards for recommended SBM activities and the assignment of responsibilities for these activities. These standards direct schools and madrasahs[2] to formulate a school vision, mission, and goals on the basis of inputs from all stakeholders including a school committee elected by the community. Schools are to develop a four-year (midterm) plan and an annual plan. The midterm plan is to describe the school's goals with regard to the overall quality of its graduates and the programmatic improvements needed to enhance their quality. The annual plan is to be more managerial and detailed, covering student affairs, curriculum and learning activities, teaching staff and their development, facilities and infrastructure, finance and investment, the school culture and environment, public participation and partnership, and other programs leading to more immediate school improvement. The two plans are to be prepared with the input from various stakeholders, approved by school staff, endorsed by the school committee, and validated by the District Education Office.

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[1] This section on school-based management is adapted from *Implementation of School-Based Management in Indonesia*. World Bank: Jakarta. 2012.

[2] Madrasahs are Islamic schools, public and private, supported and coordinated by the Ministry of Religious Affairs (Mora)

The guidelines also direct schools to engage in self-evaluations to assess their current status and quality. For instance, they direct schools to develop evaluation methods to use for problem diagnosis, provide feedback for ongoing changes, and support the development of the annual improvement plan. Also, schools are to develop a proper management information system to support effective, efficient, and accountable education administration. The school committee is expected to monitor school management on a regular and continuous basis with supervision over academic management exercised by the principal and the District Education Office.

Based on a steadily increasing national budget and a constitutional amendment passed in 2002 which obligated national and local governments to spend 20% of their budgets on education, and in order to further encourage school autonomy and effective school-based management, a grant program to schools, the School Operational Assistance program (Bantuan Operasional Sekolah or BOS), was established in 2005. It disburses block grants directly to public and private schools and madrasahs – at elementary and junior secondary level -- on a per-student basis to cover costs such as utilities, books and learning materials, locally-hired teachers, and student activities.

The BOS program is therefore a financial support scheme of the central government that seeks to improve access to – and the quality of -- basic education for every child in Indonesia. In this regard, the BOS program in Indonesia represents a significant and innovative approach to the trend found in many countries of the world towards more genuinely "free" basic education by providing funds from the central government to support the operational costs of schooling previously borne by families through a variety of fees and other voluntary or involuntary contributions.

What is important here is that the nature of the BOS program supports the Government of Indonesia's efforts to transform the education sector from a highly centralised system to one that supports school-based management. In order to do this and also to ensure greater accountability of fund use, BOS expenditures are linked to school self-evaluations and improvement plans, requirements for accurate financial reporting, oversight by the school committee, and independent monitoring.

Such a fund transfer process may appear easy -- X amount of money per pupil is transferred periodically from the central government to a school to pay its operating costs. But in Indonesia it has proven to be complicated and controversial in terms of both policy and implementation.

At **the policy level**, among others, the following issues have been important:
- Should the funding formula – the per pupil allowance – be the same for all schools, rich and poor, large and small, urban and remote, primary and secondary?
- How should funds be transferred to schools – directly from the central government or through one or more intermediate levels of the bureaucracy (i.e., the province and the district)? In either case, who should be held accountable for ensuring that the process is efficient, transparent, honest, and on time?

- For what categories of expenditures should the funds be used – for any needs identified by the school or for fixed categories (infrastructure, running costs, teacher salaries, materials) and fixed maximum percentages for each?
- Should district-level policies related to the provision of additional funds (the so-called BOSDA) be more responsive to local needs and, if so, how?

Through trial and error, and as the details of the program evolved, these issues have been temporarily resolved – but then even more complications have arisen during **policy implementation at the local level** of school, community, and the district bureaucracy. These include:
- Who decides how the funds are to be spent? The principal alone – or in collaboration with the teachers and/or the school committee? If the latter, how genuinely collaborative is the process, and how does this process promote stronger school-based management?
- To what extent is the allocation of the funds across BOS categories tied to some systematic school self-evaluation and improvement plan – and ultimately to some improvement in student outcomes?
- Who manages/audits/reports on the use of the funds?
- How transparent to the local community is the use of the funds? (E.g., are the BOS accounts, as required, publicly posted by the school?)
- What is the role of the District Education Office in the program – to ensure compliance with national policies (a role such offices usually feel comfortable with) or to build the capacity of and empower local schools and communities to use BOS funds wisely?
- And ultimately, what kind of initial training, of whom, and followed by what kind of continuous capacity building and coaching is required to ensure that the program is implemented correctly (following the established guidelines), honestly and transparently (with no unintended or intended misuse of funds), and effectively (resulting in the desired school and student outcomes)?

In order to address complicated issues such as these, the nature of the competencies required by a large range of local actors in the implementation of BOS and SBM, from the District Education Office through school staff to the community, changed enormously. This included both knowledge about BOS and skills in interpreting and implementing its complex rules towards the school's desired outcomes (e.g., more effective school-based governance, more transparent financial management, improved processes of school self-evaluation and annual planning linked to BOS expenditures, and better student outcomes)[3]. This need for new competencies related to BOS specifically and SBM more generally led to calls for a system-wide training program.

In response to this need, the Central BOS Management Team, with support from the Royal Netherlands Government through the World Bank, designed a one-day training or "socialisation" program, with detailed implementation guidelines, for School BOS Management Teams (school

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[3] New competencies were also, of course, required for officials at the top of the system who needed to manage the BOS process and to surrender some of their previous authority to lower levels of the system.

principals, school treasurers, and members of the school or madrasah committee) from virtually every primary and junior secondary school in the country. But an evaluation of this program, run through 2009 and 2010, found that this brief socialisaton did not adequately increase the knowledge and enhance the skills of the School Management Teams and that considerably more detailed and systematic training was needed to transmit the knowledge and develop the competencies required to manage BOS and promote SBM.

As a result, the Australian Agency for International Development (AusAID), through its contribution to the Education Sector Strategic Plan (ESSP) via Australia's Education Partnership with Indonesia, decided in 2010 to provide AUD26 million to the Ministry of Education and Culture (MoEC) to fund a BOS Training Program in 2011 and 2012 -- a three/four day training activity reaching the principal, treasurer, and a school committee representative from every primary and junior secondary school in the country. This effort was virtually unprecedented in scope and complexity but was considered essential in order to optimise the implementation of both the BOS program and, more generally, school-based management.

II.   The BOS Training Program: Intent, Process and Outcomes[4]

A. Planning, preparation, and expected outcomes

The design of the BOS Training Program launched in 2011 – compared to the earlier socialisation program -- included an increased number of training days, more and better-prepared trainers, and improvements to the training materials.[5] The training focused on building core skills in school-based management and BOS implementation, including in school self-evaluation, planning and budgeting, and financial management. The training program also addressed other issues – such as HIV/AIDS, character education, and disaster risk reduction -- which were considered both of growing importance and necessary for schools to take into account in their management and planning processes.

The training program aimed to produce the following outputs:
- the preparation of the BOS training itself, including the design, printing, and distribution of BOS training and resource packages and the selection and training of BOS trainers by the Central BOS Management Team
- delivery of BOS training in 2011 at the district level to School BOS Management Teams – to approximately 650,000 participants in total, by BOS trainers
- evaluation of the impact of the BOS Training Program.

B. Cost

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[4] The bulk of this section is taken from a commissioned evaluation *Boss Training Program: Evaluation Report.* 2013. INSIST Yogyakarta.
[5] These materials were produced through collaboration among key stakeholders and donors working on SBM activities -- the World Bank, AusAID, USAID, ADB, and MoEC.

Although MoEC provided some funds for the preparation and planning of the training program, the AusAID contribution of AUD26 million covered the bulk of the program's costs including the following:

- all expenses, including transportation, accommodation, per diems, and honoraria, of all Master Trainers, local trainers, and School Management Team members; this amounted to 83% of the total budget – 5% for the central training of trainers and 78% for provincial and district training; expenses such as per diems were relatively standard across the training sites, but transportation expenses varied by the distance of participants from the site;
- the printing of almost 670,000 copies of 15 training and resource packages (14% of the total budget);
- the management, monitoring, and evaluation of the training program (3%), including the accommodation, transportation, per diems, and operational costs of the central, provincial, and district BOS teams; in retrospect, however, and given some of the issues around implementation described below, a larger allocation for this category of the budget might have been provided so that, for example, many more of the training sites could have been subject to quality control from Master Trainers and MoEC staff.

The total cost per participant (approximately AUD41 or 344,000 rupiahs) seems reasonable for an exercise of this magnitude. Any future audit should reveal the extent to which these funds were efficiently and transparently used; e.g., where did allocated funds go if the training days were shortened or sessions combined and were the materials produced at reasonable cost.

C. Implementation of the Training Program

1. The training process

The BOS training was a massive and complex undertaking, using 1,786 trainers (including 60 Master Trainers) in around 10,000 sessions. The training eventually reached 631,990 participants (97% of the target audience) in 495 districts from 211,691 schools (primary and junior secondary, of both the MoEC and MoRA) and produced and distributed 669,728 training modules and discs.

In typical cascade fashion, the Master Trainers were trained in Jakarta by the Central BOS Management Team and subsequently trained other trainers at the provincial and district level; these trainers would actually deliver the training in 3-4 day training sessions, each with some 60 participants, throughout the country. Each participating school was asked to send three members of their School BOS Management Team -- the school principal, the treasurer, and a member of the school committee - to attend the training. Almost all schools sent three participants in line with this request, but problems with inactive school committees, inadequate travel allowances, and, particularly in the Papuan provinces, long distances from the school to the training site meant that the entire target audience was not reached.

Although the majority of principals were male (primary school -- 66%; junior secondary school -- 87%), about 41% of the total participants were female. In this regard, it is interesting to note that

the distribution of work in the School BOS Management Teams is highly gendered. The principal was a male dominated position, while the treasurer position was seen by participants as a women's job (with 72% of treasurers female). The school committee representation, meanwhile, was dominated by males due to the perception of the participants that the work of the school committee was "public," not domestic work, and therefore more suited to males.

Training was scheduled for 3-4 days, depending on the accreditation level of the school, with a mixture of standard powerpoint presentations (prepared by the Central BOS Management Team and delivered by the trainers), groupwork, and simulation exercises. The core BOS guidelines were meant to be distributed at the training site (though they occasionally arrived late or were kept in district offices for later distribution), both to frame the training and provide useful guidance back at the participants' schools. BOS management at the central level organised at least 60 Master Trainers and another 15 relevant officers both from MoEC and MoRA to directly observe the training process in approximately 1000 (out of 10,000) training sites in 397 districts (65% of the total).
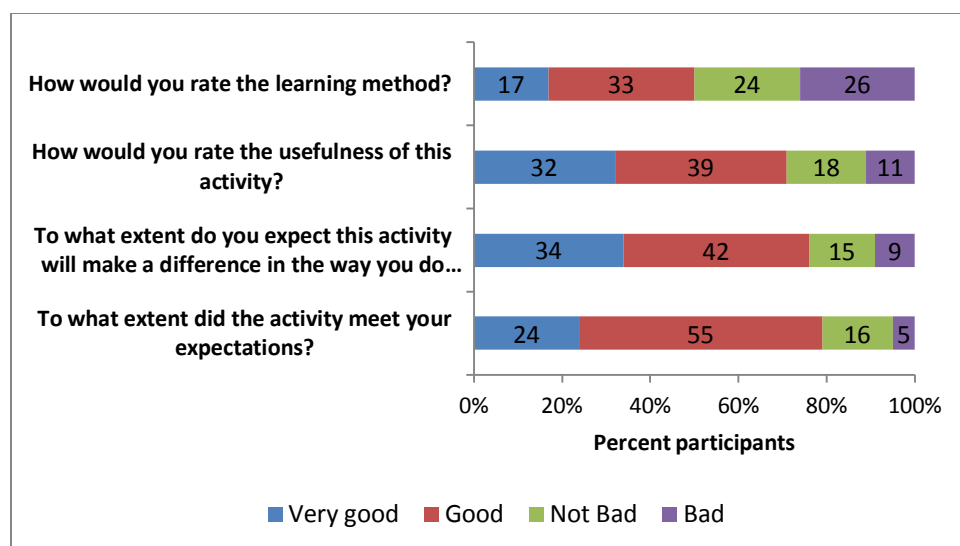
2. Evaluation of the process

A monitoring and evaluation design (Annex 1) was developed which included pre- and post-tests (Annex 2) concerning knowledge gained during the training; these were administered by the central trainers where possible and then sent to and analysed in Jakarta (with a response rate of 71.5%). Participant opinions about the training were assessed in two ways: (1) by an immediate "reaction test" or evaluation form (Annex 3), and (2) through interviews centred around "guiding questions" (Annex 4) during visits made to a sample of 155 schools (selected using stratified purposive random sampling) several months after the training. The immediate assessments were generally positive in nature while the latter, done through interviews some weeks after the training, tended to focus more on weaknesses in the process. The school visits also attempted to capture how trainees applied the knowledge and skills gained during the training and collect information about the context influencing the use of BOS resources.

The results of the analysis of the trainee's evaluation of the BOS training done through the reaction tests are summarised in Figure 1.

Figure 1: Participants' reactions to the training process
(Source: Reaction Test/Evaluation Form)

How would you rate the learning method?	17	33	24	26
How would you rate the usefulness of this activity?	32	39	18	11
To what extent do you expect this activity will make a difference in the way you do…	34	42	15	9
To what extent did the activity meet your expectations?	24	55	16	5

Percent participants

■ Very good ■ Good ■ Not Bad ■ Bad

These data indicate that participants generally found the training useful (71%) and felt it would make a difference in the way they did their work (76%). Almost 80% of them stated that some or all of their expectations were met. Only 50%, however, rated the learning method as very good or good.

Other more detailed participant and observer assessments of the training, including those of a Joint Review Mission (a one-off monitoring activity conducted jointly by the government and development partners, both donors and NGOs), explored a wide range of training issues as follows:

Organisation. As the training was to be conducted in all schools in Indonesia, its organisation and implementation depended greatly on the educational capacity of provinces and districts, the facilities available, the local culture, the political situation, and the quality of trainers. Local conditions had a remarkable influence on how training was delivered to participants. Given their limited resources, local governments generally showed a strong commitment to ensure the training was successful, offering venues for training, releasing their staff to attend training sessions, and ensuring that the BOS management teams at all levels were committed to the delivery of the training. But there were also challenges and concerns including issues relating to financial management, such as delays in disbursement of payments and gaps in compliance with technical guidelines (especially related to training duration).

BOS trainers. The 1,786 BOS trainers at the school level were trained by the 60 Master Trainers for three days during 2010 and 2011. The BOS trainers had various backgrounds: some were from the District Education Office, others were from the regional offices of the MoRA, and some were school supervisors or principals. Trainers were chosen by the MoEC based on the candidates proposed by the District Education Office.

Participants noted that most trainers of the BOS Training Program were knowledgeable and had a strong background in the central topics of school self-evaluation, school planning, and character education. On some specific topics, however, such as taxation, disaster risk reduction, and HIV/AIDS, trainers, did not always have established experience. In this case, it was important to recruit knowledgeable local resource people with expertise on these issues.

While participants were generally happy with the skills of the trainers, they felt that more trainers were needed to improve training efficacy and efficiency, especially given that some of the trainers held local positions which conflicted with their training responsibility. Also, as noted above, BOS training guidelines recommended a maximum of 60 participants to each trainer, but this limit was often exceeded, sometimes through combining two groups into one.

Training methods. The training method used was one of the key determinants of successful training. Most training activities were conducted in classrooms with fixed (classical) seating arrangements of rows of chairs facing the front of the class. Training was often delivered in lecture style with a lack of time for practice. Some trainers did not apply an adult learning approach to training, so group dynamics were not fully explored, and training was often a series of powerpoint presentations with little room for group work, exploration, or discussion.

Although the venues and class sizes often hindered effective training, the better trainers anticipated the impact of these challenges and tried to implement an interactive approach to learning. But in terms of the learning method, at least a quarter of participants reported that they were not happy with the approach used, with a further quarter commenting that they were only somewhat happy.

Most participants commented that three (or even four) days were not long enough to cover all the training material. In addition, some participants found that the time allocated to theory and practice was not in balance. Practical exercises were limited, and more time was also needed for question-and-answer sessions.

> *"I think theory dominated 75 percent of the training, with 25 percent simulation. There were question-and-answer sessions but they were very limited. Group discussions and presentations were also very short. The delivery of materials felt incomplete, as there was limited time for simulations."* [6]

In addition, some schools considered that since some of the topics covered in training were new, in many cases they were delivered too quickly; participants from 46% of the schools visited in the follow-up study reported that the training was delivered too quickly. This was especially a problem for those classes where training lasted less than three days; for example, for participants that were receiving material on school self-evaluation for the first time, the time allocated to the material was often insufficient to gain a deeper understanding of the topic.

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[6] Interview with training participant from SMP 7 Kairate, Seram Barat, Maluku

Class size and venue. In terms of venues, district offices generally provided school halls as venues for training, and participants reported that this was both convenient and appropriate. Considerable effort was made by district education offices to accommodate training; however, the large class sizes (at least 100, according to 46% of the school visited) sometimes made finding an appropriate venue difficult.

> *"The training site was not really comfortable. Two classrooms were united by opening the wooden divider and filled with 100 participants. It was very crowded. Trainees sat on a small chair suitable only for primary school students; the roof was low and it made the room very hot. Some participants said it felt like the training was being held in an "angkot" (public minivan)."[7]*

The ratio of trainers to participants was, on average, 1: 39, which on the surface appears quite manageable. In fact, in many of the BOS training classes across the country, the number of participants was close to 100 or above, and it was quite challenging for trainers to apply interactive training methods. Participants commented that bigger class sizes led to poorer results, as they influenced participants' ability to stay focused and pay attention to the training. Large class sizes also influenced the level of attention trainers could give to participants.

> *"The large number of participants put the trainers in a difficult position as they could not be flexible or creative in delivering material. As a result, lectures dominated training; only a little amount of time was used for question-and-answer sessions." [8]*

Training duration. Based on the BOS training technical guidelines, the BOS training should have been conducted for three days in accredited schools and four days in non-accredited schools. Even in those districts that allocated the correct amount of time, there was still a lot of material to be covered over those three or four days of training; this included not only the standard BOS management material but also supplementary material such as character education, HIV/AIDS, disaster risk reduction, and gender mainstreaming.

At a number of training sites, the training was reduced to just one or two days. This meant that the training ended up being similar to the BOS socialisation in 2009 which only explained briefly about BOS technical implementation. In such cases, this often resulted in some materials not being adequately covered, including materials considered essential to BOS implementation such as school self-evaluation and school planning.

> *"The training was conducted only over one day, and some of the topics were not delivered. As a consequence, most participants have a poor understanding of the topics. The training was very short, and the trainers had little time to develop the topics. The BOS training was useful for those of us who never received training on the topics...The topics and materials of the BOS training were needed by*

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[7] Interview with participants from Tanah Laut District, Kalimantan Selatan
[8] Interview with M Ruskin, principal of MTs Hashanah, Pekanbaru, Riau

schools to improve the quality of the school. But unfortunately, not all materials were delivered well as only one day was allocated to training. " [9]

Training Materials. As mentioned above, the materials were usually used to transmit information rather than to promote more practical, simulation exercises. But the guidelines and CDs provided during the training[10] were well regarded by the trainees and generally seen as being useful references after the training to develop school plans and conduct self-evaluations, especially in those schools that did not receive the complete three days of training. Schools indicated that the BOS reporting format presented in the materials helped them to develop better quality reports, and most participants found the training materials to be highly relevant to their work in managing BOS funds.

This was not always the case with the additional materials on HIV/AIDS, disaster risk reduction, etc. From a cost-effectiveness perspective, it made sense in the training design to try to transmit information about these increasingly important issues to a "captive" audience of senior school leaders during the nation-wide BOS training. But the modules were sometimes not adequately covered due to a lack of trainer expertise or time (especially when the training days were shortened) or were not considered relevant for all districts (e.g., HIV/AIDS in Aceh).

The manual -- considered comprehensive in scope and arranged in a logical and practical manner -- was also in many cases the main medium used later for discussing and sharing of knowledge about important aspects of school-based management such as self-evaluation and school planning among teacher and principal working groups. Attesting to the value of the manual, in some so-called "favourite" schools usually located in the district capital, principals and teachers had a copy of the training material on their personal computer so that they could access it whenever they needed it. As some schools noted, the training materials often became the first point of reference when support or assistance from the District Education Office was not available.

On one further issue, the effectiveness of the distribution of training materials varied greatly between districts. In some districts, training activities began without materials due to a lag in delivery from the central BOS team. In other areas, participants did not receive either CDs or training manuals with some districts storing the materials in the District Education Office and waiting for schools to pick them up. In some cases, participants borrowed and copied the modules from other participants. From the 155 schools visited after the training, 17 schools (11%) - mostly in Nusa Tenggara Timur, East Kalimantan, Maluku, and North Maluku - reported beginning the training without the necessary materials.

### 3. Change in trainee knowledge: pre- and post-test results

The evaluation process sought to determine whether participants had learned something new from the training. This was largely assessed through pre- and post-training tests. Although there

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[9] Interview with principal of SD Pasangkayu, Mamuju Utara, Sulawesi Barat
[10] These included electronic copies of all the powerpoint presentations and materials distributed at the training, relevant government regulations, and the training banner. MoEC also provided the Buku Sekolah Electronik (e-text books copyrighted to MoEC).

was considerable inconsistency in how these tests were administered and therefore some doubts about the extent of their validity, the difference between pre-training average test scores and post-training test scores (from 64.10 and 75.65) was significant enough to indicate some gains in knowledge (Figure 2). The largest increases were observed in questions on taxation issues, followed by financial management, school self-evaluation, and character education. Score increases on school-based management and quality assurance issues were relatively consistent. It is interesting to note that female participants generally fared better in terms of test score increases compared to their male counterparts (14 points compared to 9).

**Figure 2: Pre-test and Post-test Scores by Gender** *(Source: Pre-test and Post Test)*
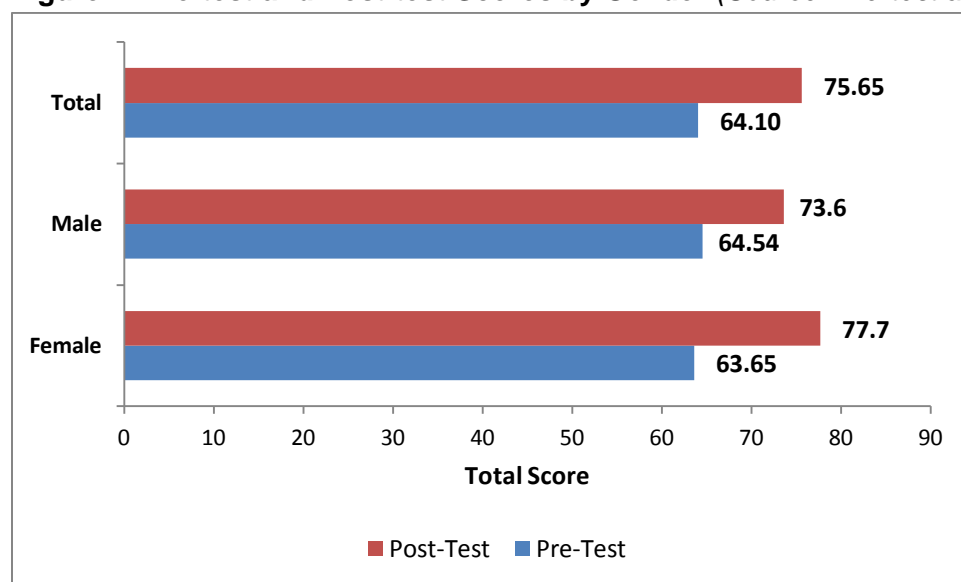
The training appeared to be most relevant for treasurers who saw the greatest increases in scores after training (see Figure 3). Meanwhile, principals saw the lowest increases in knowledge (at only 7.38 points); compared to treasurers, they generally had previous experience with the topics of training such as school self-evaluation, budgeting, and school-based management.

Figure 3: Pre-test and Post-test Score by Type of Participant
(Source: Pre-test and Post Test)
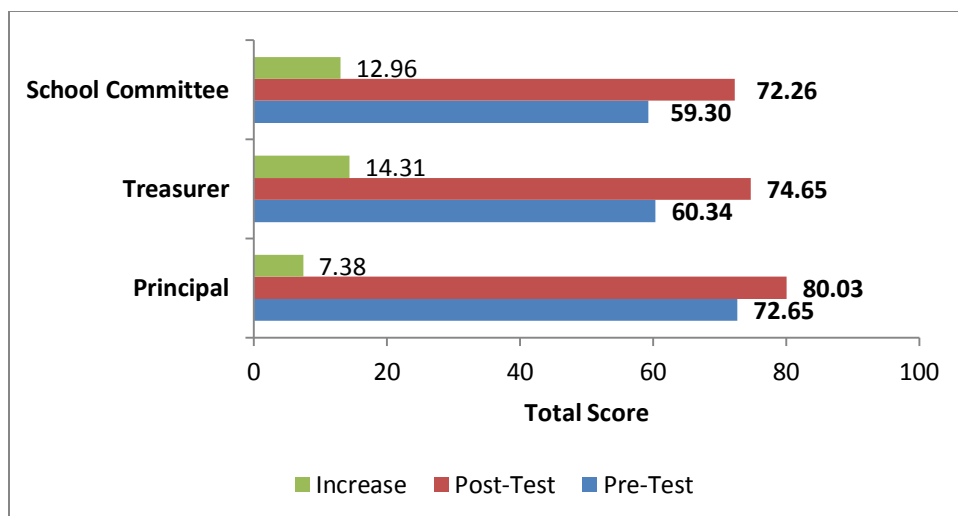
Tests also sought to assess whether participants could then apply the learning and use it to improve their effectiveness. Reaction tests showed that 71% of the participants thought their effectiveness would be improved, and 77% were confident that they could apply the learning received during the training (see Figure 4).

Figure 4: Perception on Training Results
(Source: Reaction Test/Evaluation Form)
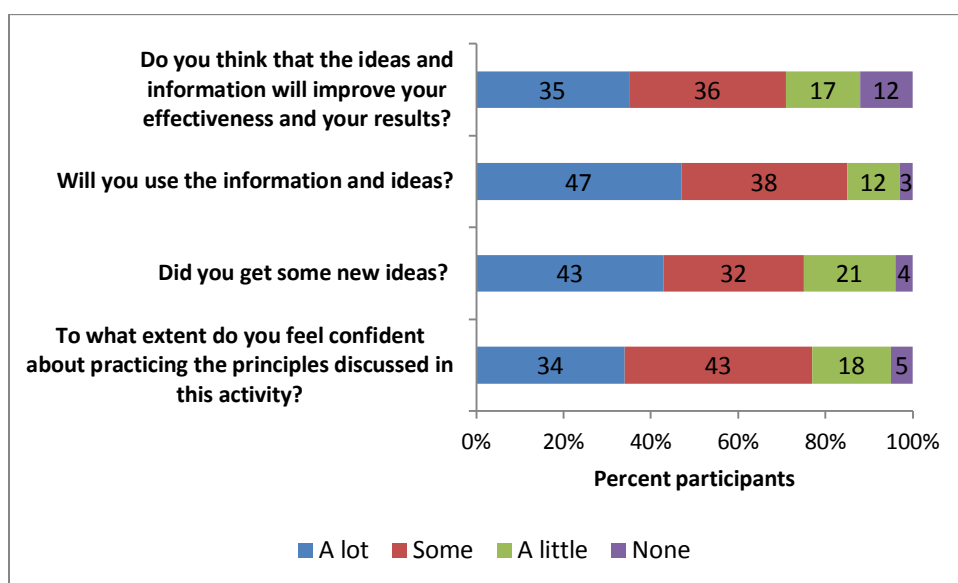
D. Post-training follow-up and results

1. Follow-up actions at the school level

To observe the school-level changes associated with the BOS Training Program, two monitoring visits were made to 155 schools. The first, made generally a month after trainees participated in

BOS training, aimed to obtain a general impression of how the BOS training had been implemented, look at how effective the training had been, and seek for ways to improve implementation (*"How well was it conducted? And how could it be improved?"*). This visit also tried to capture follow-up activities and the implementation of the work plan developed by schools at the end of training.

The second monitoring visit was conducted a couple of months after the first and focused on capturing impacts and changes in schools after training. Through interviews and observations, the second post-training monitoring visit tried to assess how trainees had applied their knowledge and skills. The two observation visits also collected information about the broader context influencing the management of BOS funds and the process of school-based management. The findings below were documented from the interviews with participants and BOS district staff. Some opinions contradicted the quantitative data derived from the reaction tests administered directly after the training and described above, but it is important to present them to provide another perspective on the training. This inconsistency may be due to the fact that interviews were conducted in just 155 schools (although randomly and purposively selected), compared to the 150,000 schools that submitted questionnaires; that there was a lack of frankness or rigor when the original questionnaires were completed; or that further reflection on the training after participants returned to their schools highlighted the program's challenges rather than its achievements.

The BOS Training Program intended to encourage schools to make changes to school governance and practice following training. Follow-up activities taken by schools were considered to be an early sign of the impact of BOS training. During the monitoring visits, it was found that **almost all schools took further action after the training, with the principals playing a critical role in making things happen at the school level. These follow-up activities, however, were mainly limited to introducing teachers, school committee members, and parents to the material covered in the training**, although some training participants also discussed the training topics in the principals' and teachers' working groups, sometimes with the help of the school supervisor.

2. **Changes in BOS and SBM implementation**

"Most of the positive outcomes associated with the BOS Training Program related to improved school governance. Materials on school self-evaluation, planning, and reporting helped schools to increase their knowledge and reporting skills, thereby improving accountability and transparency of BOS fund management. Some schools commented that the materials revitalised their notions of school planning. Schools implemented a range of changes in planning, increasing participation of teachers and school committees. One of the encouraging changes related to strengthened networks and knowledge sharing among local schools. Participants responded enthusiastically to the training materials, and in a number of cases sought to further explore or reinforce the knowledge obtained through their local networks. The training process inspired knowledge sharing through teacher and principal working groups, as well as

more informal networks among schools."[11]

The impact of the training program varied between schools. **Some schools demonstrated significant changes as a result of the BOS Training Program, but most showed only limited signs of progress with few visible changes.** The data on this impact is anecdotal in nature; e.g., 38% of the principals interviewed reported that their relationship with their school committee in managing BOS funds had gotten better, and 28% indicated that their reporting on BOS funds had improved. This varying influence of BOS training among participants was a factor of the different conditions, contexts, characteristics, and needs of the schools. Also, the BOS Training Program was designed to be implemented using the same framework throughout Indonesia. As a result, despite some adaptation to local contexts, the contribution of the BOS training process to school improvement was quite different in different sites.

Increased knowledge. Regardless of differences in technical implementation between areas, the training offered new knowledge and provided reference materials for participants to conduct more effective and efficient school planning and school-based management and better reporting on BOS implementation. Self-evaluation and planning materials and the supplementary materials (gender, character education, disaster risk reduction) also provided some participants with valuable knowledge to manage schools better. Although some schools were already familiar with selected materials, the BOS Training Program provided more details, showed examples of good practice, and, in some regions, provided opportunities for practice.

Compiling the results of participant interviews with pre-test and post test data, it can be concluded that school committee members gained more knowledge than the other members of the School BOS Management Team – for example, they increased their understanding of the process of developing school plans. Treasurers, too, were able to emphasise that the management of BOS funding was a shared responsibility with the school committee, not just the responsibility of the treasurer as an individual. School committee members also gained a clearer understanding of managing BOS funding, conducting self-evaluations, implementing improvement plans, and reporting on BOS funds.

School governance. Most of the positive outcomes associated with the BOS Training Program related to improved school governance. Materials on school self-evaluation, planning, and reporting helped some schools to develop a school vision and mission, increase their reporting skills, and improve the accountability and transparency of BOS fund management. Some schools commented that the materials revitalised their notions of school planning.

One of the fundamental aspects of the BOS Training Program was school self-evaluation, the process whereby internal stakeholders assess the quality of the school based on National Education Standards (Standard Pendidikan National) and then use this analysis as the basis for developing school plans and budgets to further achieve these standards. The National Education Standards are very important for schools as they determine their accreditation status. Despite the importance of such assessment for all schools, training or information on the process outside of the BOS training was limited. Some better-established schools located in

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[11] INSIST. op cit. p. 34.

district capitals schools had received training on it before the BOS Training Program, but not all of them had applied the technique at the school level. The BOS Training Program encouraged more schools to apply self-evaluation as the basis for the development of school plans; such plans are key to improving school quality and to helping schools meet the minimal and national standards of education.

For other schools, the BOS training material encouraged them to change the way in which they developed plans and budgets. In the past, schools often gathered opinions from teachers and the school committee and put them on a rather random list of future activities. The resultant plans were rather ad-hoc and conducted without any needs analysis. After the training and with more rigourous methods of self-evaluation and school planning, some schools became more aware of their strengths and weaknesses and ultimately were convinced that the school plan should be based on actual needs, not on their individual "desires."

> *"Financial strategic planning is now discussed transparently at our school. There is a significant planning progress in which we intend to expand the schoolyard by buying empty land. The school and parents have discussed fundraising to buy the empty land. The school also plans to make use of the schoolyard as a production plantation and fishpond to increase school income. The income will optimize school resources and improve school quality and support school development."* [12]

Increased teacher participation. The post-training monitoring found that in certain schools, the BOS training prompted them to increase the participation of teachers in school-based management. As a part of the self-evaluation process, for example, all stakeholders in the school were required to participate in identifying the strengths and weaknesses of the school. These findings were then used to analyse the current conditions in the school, and this analysis was used as a baseline for further planning.

The monitoring showed that some schools specifically encouraged teachers to be part of the self-evaluation process. For example, one week after training, SMP Plus Muniruf Arifin in East Nusa Tenggara province began conducting its self-assessment. The principal divided the teachers into eight groups to work on the school self-evaluation based on the National Education Standards. Teachers worked in these groups to identify strengths, weaknesses, challenges, and opportunities relating to the school's performance against the national standards. For some teachers, this was the first experience of participating in the school analysis.

Strengthened school networking and the sharing of learning. One of the encouraging changes linked to the BOS training related to strengthened networks and knowledge-sharing among local schools. As mentioned, participants responded enthusiastically to the training materials, and in a number of cases sought to further explore or reinforce and share their knowledge through teacher and principal working groups, as well as more informal networks among schools.

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[12] Interview with principal of MIS Miftahul Jannah, Pontianak, Kalimantan Barat

The lack of practical work during the BOS training in some cases prompted schools to discuss and practice the training materials in teacher and principal working groups. These groups studied and discussed self-evaluation, school planning, and BOS reporting. They examined the self-evaluation process in each school and supported each other to develop school plans and budgets based on the assessment. BOS reporting, one of the most complex topics, was also discussed and experiences shared among the group. This exchange of knowledge helped to strengthen networking among schools and learning among teachers and principals.

Improved quality of reports. One of the biggest concerns about BOS funding implementation has been account settlement and reporting. Traditionally, taxation cases have been the most complex as there have been different perceptions on how to calculate tax on different BOS expenses. As accountability and transparency are at the core of BOS implementation, the BOS Training Program and accompanying module aimed to help treasurers to develop better reporting by providing them with reporting information, samples, and a format to develop quality reporting.

Schools reported that they were able to improve the quality of reporting since sample formats provided in the BOS Training Program offered a helpful guide. School treasurers said that writing reports was much easier, and they gained much useful information about reporting, taxation, and financial management. The improved reporting skills contributed to the accountability of BOS funds usage as treasurers and schools were better informed on the rules and regulations of BOS reporting.

Changes in principals. Principals commented that the BOS Training Program helped them to improve their knowledge of school-based management, especially school self-evaluation and school plan development. The step-by-step guide in the training handbook provided details and clear processes for the school to reflect on their individual conditions. Another advantage was that this material helped schools to achieve National Education Standards, which was important to principals, and to use reliable data to analyse school strengths and weaknesses, school resource management, and school challenges.

Changes in treasurers. As noted above, one of the most important components of BOS fund management relates to the quality of reporting from treasurers. BOS treasurers are regular teachers, without any specific financial or accounting background, although most have at least some experience with complicated government financial reporting requirements. Even so, BOS treasurers mentioned that they appreciated that the training tried to raise participants' awareness about their responsibilities in managing BOS funding and gave further clarity about the "dos and don'ts" related to the BOS program. The process of planning, implementation, and reporting of BOS funding used to be done mostly by principals and treasurers, but attendees commented that the training delivered new insights into the importance of teamwork in managing school resources.

Changes in school committee members

"The school committee participated in the BOS Training Program. After the training, the meetings between the school committee and school have increased significantly. Up to January 2012, there have been three meetings to discuss BOS training follow-up activities. The discussions focused on three main issues:
- *School facility development*
- *Development of after-school activities for students*
- *Development of the student learning process" (from an interview with a school committee member in Karanganyar, Central Java)*

As one of the three pillars of school-based management, school committee members are vital elements in improving school quality. Many schools reported that one of the most challenging components of school-based management had been managing the participation of school committees and parents. The common belief that because of BOS, "basic education is free" complicated management in some schools, because parents believed that they had no need to support the school when the government was already financing school expenses through BOS funding. Greater involvement of the school committee in school-based management was thus highly strategic to address this issue.

In the past, school committee members rarely had exposure to capacity-building opportunities to improve school-based management. The BOS Training Program, however, helped school committee members to gain a deeper understanding of the school planning development process and the role of the school committee in school-based management. Post-training monitoring found that school committee participants had improved their overall understanding of school-based management and understood better their roles and responsibilities and the need to work together to achieve a common goal. In many cases, also, BOS expenses were reported openly, and this helped to further build the trust between the school and school committee.

"Everything about BOS funding became clearer after the training. BOS funding management became more transparent. Previously, the principal was the one who planned BOS funding usage. After the training, planning became more democratic, as the school committee was also involved in the planning development process. It was the first step for school to get closer to the school committee. The training was the bridge between the school committee and the school." [13]

3. Factors contributing to the impact of training in schools

One of the more interesting observations resulting from the evaluation process was how the training had different kinds and levels of impact at different schools. Several factors were identified as playing a role in this process.

Leadership from principals. As mentioned above, principals played a critical role in ensuring training had an impact at the school level. Principals are typically the head of management in a school, the guardian of the school spirit, and the engine for change in the school. School visits

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[13] Interview with School BOS Funding Treasurer, SMP 9 Jayapura , Papua

demonstrated that schools without strong leadership from the principal were likely to make little progress in planning following the BOS Training Program. In contrast, highly motivated principals with strong leadership skills planned follow-up activities following BOS training and implemented improved school-based management techniques. The knowledge and skills of principals with prior experience in these assessment and planning processes were reinforced by the BOS training

Culture of the school. Another important factor, usually closely linked to the leadership style of the principal, is the general culture of the school – the traditions, beliefs, policies, and norms shaped and maintained not only by school principals but also by senior teachers and other school stakeholders such as the school committee. Does the culture welcome collaboration among teachers and mentoring of young teachers by the principal and older teachers? Does it welcome the involvement of the parents and the larger community in the school – or try to keep them away? Do its teachers see teaching as a genuine vocation and profession – or as a means to double their income with professional certification without increasing their efforts to help their students achieve more? Positive answers to these questions will much more likely produce a culture supportive of BOS principles and therefore amenable to serious self-evaluation, improvement planning, and school-community collaboration

Teacher quality and experience. Qualified, experienced teachers were also another important factor affecting program impact at the school level. Many of the teachers at SMP 7 Kendari, Southeast Sulawesi, and SD 19 Cempaka Baru, Jakarta, for example, hold post-graduate degrees, which had a significant impact on the management of BOS funds. At SD 19 Cempaka Baru, BOS funding was managed carefully, and efforts were made to improve accountability and transparency; for example, by displaying the school plan and budget on the notice board in clear view. For these schools, BOS training increased the teachers' awareness of the implementation of good school-based management.

E. Conclusion: Achievements and Challenges of the BOS Training

It is not easy in any country as large and diverse as Indonesia to implement national programs and policies, whether dealing with quality standards, curriculum content, new materials and texts, or education personnel competencies. Ensuring that the essential messages – in this case, an understanding of, and ability to apply, SBM and BOS principles and practices -- get transmitted successfully down to hundreds of diverse districts and out to hundreds of thousands of schools is a daunting task. The typical way of fulfilling this task in Indonesia is through a cascade approach as described above.

Given the sheer size of Indonesia, in terms both of geography and population, designing a multi-tier cascade approach method of training for the BOS Training Program was logical. The central government needed to quickly disseminate new information and practices and promote new behaviours and attitudes related to SBM and BOS across the country's vast and varied archipelago. A cascade model of training – trainers from the centre training trainers in the province and then to the district and ultimately to trainees at the school – seemed to be an efficient and relatively inexpensive way to achieve this goal. At the same time, for such a

training design to succeed in reaching its stated goals, strict supervision and quality control of all aspects of the process must be put in place with many checks and balances to ensure that the full "message/content" and its intent are conveyed adequately and professionally at all levels.

1. Achievements in regard to planned outputs

The BOS Training Program, in important ways, was quite successful in achieving its planned outputs, especially in terms of its quantitative goals. Thus:

- According to MoEC reports, the Training Program overcame enormous administrative and logistical problems to reach – at a relatively low cost per trainee -- over 630,000 School Management Team members (97% of its original target) and to produce and eventually distribute almost 670,000 resource packages.
- During the training process, considerable information about (if not practice in) fundamentals of school-based management – e.g., the use of BOS funds and school self-evaluation and planning -- was transferred; this was especially helpful to participants such as school treasurers and school committee members.
- Reactions of the participants immediately following the training were generally positive – they found the training useful, felt it would make a difference in the way they did their work, and indicated that some or all of their expectations were met.
- The BOS training manual, which was developed as a guide for district education offices and schools across Indonesia, is now seen as a useful reference for BOS implementation and school planning at the local level.
- Interview data showed that the impact of the BOS Training Program, in some schools, was not limited to increases in levels of knowledge alone. There were several change stories (see Annex 5) associated with BOS training, such as the inculcation of discipline in data collection and reporting systems, the dissemination of those values deemed fundamental to the development of students' character, and innovative methods developed to improve the management of BOS funds. This was especially true in relation to the material that focused on the basic skills of school-based management (school self-evaluation and financial management). These changes stories, however, may be influenced by factors other than training, such as strong school leadership or active school supervisors and committees, and therefore are likely associated with, but cannot be directly and solely attributed to, BOS training.

2. Challenges in the BOS Training

In part because of the inherent problems of cascade training of such magnitude and complexity, and despite the sizeable financial and human investment in the program by both AusAID and MoEC, **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**. Many participants, although learning useful knowledge, did not gain enough in-depth understanding of many 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 – management.

Many of the challenges to the program's implementation are endemic to cascade training in general -- and many of these might have been mitigated by more consistent and systematic monitoring and quality control. These include:

Coordination. Difficulties in communication from the central government to the province and then to the district education office led to delays in the transfer of BOS training funds, in the distribution of materials, and sometimes in the training itself.

Supervision/monitoring. Cascade training, above all, requires extensive supervision and monitoring of the quality of the training being carried out at the bottom of the cascade – in this case, during the district-level training sessions. Master Trainers and MoEC staff visited approximately 1000 training sites (out of 10,000) – a number adequate for a snapshot of what was happening but not adequate for genuine quality control of the process. Anecdotally, there are also reports of the supervisors arriving late (since the training had been shortened) or of functioning only to distribute and collect the pre- and post-tests.

Local ownership. The evaluation found that in some areas there were inadequate preparations made at the district level. The training was perceived by some district offices as a "national project," with their role, at the bottom of the process, limited to sending out invitations, distributing materials, and selecting venues and trainers.

Venues and duration. For a variety of reasons (e.g., a shortage of suitable training venues), in many cases two classes were sometimes combined into one – and/or the duration of the training was shortened. Central supervision and correction of these deviations from the original training design in some 10,000 session sites was a major challenge in the cascade design.

Job balance. Another problem related to the heavy workloads of district education officers, many of whom acted as trainers at the bottom of the cascade and therefore had to carry out their regular work as well as take part in the training for two months. It was also difficult for both provincial and district BOS management staff to manage their time efficiently and implement training effectively when many batches of training were conducted simultaneously in one area.

Training in remote areas. BOS training in remote areas faced a variety of unique challenges. Chief among these were geographic constraints. In some areas, participants had to travel for two or three days and walk and use small boats or even airplanes before reaching the training venue. The travel allowance was therefore often insufficient to cover transport.

Remote areas also lacked infrastructure, hampering the delivery of both goods and information. In some remote areas training materials were delivered late, in other cases they were not delivered at all, and in others, the lack of electricity affected the presentations.

Perhaps even more so than in other areas, participants in remote areas stressed the need to adapt the training to local conditions in terms of both content and style of delivery. Some participants from schools in Papua commented that the language, content, and style of delivery were too complex and not well adapted to how people in the region preferred to learn.

"The facilitator communicated in language that was complex and quite hard for us to understand. We need time to absorb material, and this made it difficult."[14]

"I saw that the city people [district education office] weren't always aware of developments in the regions. This meant that some of the material prepared for us wasn't appropriate, such as the information on HIV/AIDS and drugs. Meanwhile, the topics that we really needed, such as financial reporting, were covered too quickly."[15]

In summary, the BOS Training Program produced useful outcomes in terms of trainees reached, materials produced, knowledge gained, and, where conditions were favourable, school management improved. But more systematic and comprehensive monitoring and quality control of the implementation of the program – better coordination and communication among the different levels of the cascade, greater efforts to ensure that district offices felt genuine "ownership" of the process, even more strenuous supervision and oversight of essential components of the training (e.g., the duration of training, the competency of local trainers, the need for a reasonable trainee-trainer ratio) – might have ensured even more in-depth understanding of SBM and BOS principles and more widespread implementation of good practices across the hundreds of thousands of schools reached by the training.

D. Lessons Learned from the BOS Training Evaluation

There are three sets of lessons that can be drawn from the BOS Training Program and its evaluation. These relate to: (1) the training itself, (2) the monitoring and evaluation of the training, and (3) need for further follow-up to, and reinforcement of, the original training. The last will be discussed in the next section of this paper.

1. The BOS training design: lessons learned

In an ever larger and more complex education system such as Indonesia's, with substantial funding and evolving priorities (e.g., teacher performance appraisals, principal/supervisor training, a significantly reformed curriculum), both educators and administrators require continuing capacity development in a wide range of competencies. This has proven especially true in the management of such a significant and complicated program as BOS. As mentioned above, such a context makes reasonable some form of cascade training. But there are many the problems with such an approach, no matter where implemented.[16] These include:

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[14] Interview with participants, Wamena, Papua

[15] Principal, YPPK Santo Matheus, Wamena, Papua

[16] An unpublished review by Jean Wilson and Simon Smith, "Lost in Transmission: A review of the effectiveness of cascade training in development contexts", presented at the 12th UKFIET International Conference on Education and Development in Oxford, September 10-12, 2013, could locate only 12 rigorous reviews of cascade teacher training but concluded that "there is an overall lack of evaluation evidence in support of the approach". It discusses the inevitable sacrificing of quality for quantity in cascade training and suggests, as this review has done, the need for the localization of responsibilities in such training, the need for follow-up through clusters and support groups, the requirement that Master Trainers to take on many different roles in the program implementation (e.g., supervision at the bottom level), and socio-cultural training of the Master Trainers in sensitizing them to the needs and contexts of lower levels of the cascade.

- the standardisation of the messages, designed at the national level and transmitted, with little adaptation, to very different contexts at the local level
- the necessarily brief duration of the training which makes it easier to focus on straight information transfer rather than on more complex changes in behaviour and the mastery of good practice
- the uneven quality of trainers at the bottom of the cascade where quality matters the most; this can be due both to poor selection of the trainers at the district level and to inadequate training by their trainers further up the cascade
- the difficulty of monitoring the process and enforcing the agreed procedures in some 10,000 sites to ensure consistency in the training itself, leading to deviations in the original design
- the equal difficulty in assuring the quality of the end result due to the inevitable distortion of the integrity of the message as it moves from tier to tier and from Master Trainer to local trainer.

Many lessons were learned and actions taken in Indonesia to increase the quality of the cascade from the top to the bottom – and thus of the BOS training -- but these were not always adequately implemented. These included:
- ensuring that the training materials are of good quality and readily available -- in some case the materials were not distributed to the trainees
- ensuring that clear guidelines which reinforce and expand on the training materials are provided to every school -- the BOS guidelines appear to do this
- ensuring that each tier of trainers has been adequately trained by the tier above -- there was some inconsistency in this process given the difficulty of trainers at different levels to master a diverse range of often technically detailed modules, including those beyond the scope of SBM such as HIV/AIDS and disaster risk reduction
- providing time during the training for trainer-trainee interaction, analyses of good practice (e.g., examples of good reporting formats), and hands-on work by the participants in various aspects of BOS and SBM - the short duration and large classes of many training sessions limited the time available for these kinds of activities
- enabling the Master Trainers at the top of the cascade, supported by MoEC staff, to carry out serious quality assurance concerning the organisation, content, methods, and immediate outcomes of the training at the bottom of the cascade; as mentioned above, this supervision was limited to only 10% of the training sites and was sometimes too little and too late.

Other, more general lessons learned from the BOS training relate to actions that might be taken beyond cascade training to develop a more comprehensive, systematic approach to building the capacity of MoEC personnel. These include the following:
- **MoEC should establish a permanent cadre of national and provincial Master Trainers.** As discussed above, the development of a cohort of Master Trainers who could carry out the required training of trainers, ensure the quality of the training ultimately delivered to the target audience, and then be available for further follow-up and capacity building was at least partially achieved in the BOS training process. The

60 Master Trainers did train over a thousand other trainers and visited 1000 of the 10,000 or so training programs carried out for school management teams. Many of these trainers maintain active contact with each other through a Yahoo group, and some are being requested by local governments, funds permitting, to do further capacity building around SBM and BOS.

But they are apparently not seen as a permanent national cadre of trainers either for BOS or for other programs in which their training skills and experience might be useful (e.g., for professional development activities such as the Principal Preparation Program and the Continuing Professional Development program, funded partly through Australia's Education Partnership with Indonesia, and the training recently carried out to launch the new curriculum which consisted of 572 national instructors, 4,740 core teachers, and 55,762 target teachers[17]). And there does not seem to be an effort to develop a similar cadre of Master Trainers at the provincial or district level who could be just as capable but much more easily (and cheaply) available than the national Master Trainers. This cadre, in fact, could include trainers from other government agencies beyond the MoEC and also from civil society and non-government organisations.

MoEC should identify a unit with adequate authority to coordinate trainers, training activities, and materials across training institutions, MoEC units and levels, and development agency projects. BOS training, whatever its significance, has been only one of several large MoEC and development agency training programs carried out over the last several years. The end result is several cadres of "master trainers" or "national instructors", perhaps with some overlap, but with no overarching coordination or centralised database – who, living where, has what training skills, and with what particular expertise. Similarly, there appears to be no coordination in terms of training activities (who in MoEC is being trained where, by whom, and about what) or materials (e.g., the many school self-evaluation formats being used in Indonesia). For example, greater coordination between the Office for Education Human Resources Development and Education Quality Assurance (Badan Pengembangan Sumberdaya Manusia Pendidikan dan Penjaminan Mutu Pendidikan) - the unit responsible for increasing capacity of principals, supervisors, and teachers -- and the Directorate General for the Management of Basic Education which is responsible for managing schools and implementing the BOS would help make MoEC's professional development efforts more effective and efficient.

2. Evaluation methodology: lessons learned.

The second set of lessons learned relate to the monitoring and evaluation of the BOS training. These include the following:
- For a program as complex and massive as the BOS training, and in order to go beyond the mere counting of people trained and materials distributed, **external monitoring**

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[17] Jurnas. July 16, 2013. *6.000 Sekolah Diklaim Siap.* p. 20

and evaluation expertise should be provided. Thus, AusAID's decision to provide such external technical assistance to the Central BOS Management Team in regard to monitoring and evaluation was the right one. This made it possible for the Team – with limited capacity for data collection and analysis -- to focus its efforts on managing/coordinating the entire process and on financial accountability (procurement and compliance of spending) rather on worrying about the detailed analysis of the results of the training. The decision also brought a neutral and more qualitative perspective to the evaluation process.

- In such a monitoring and evaluation process, however, **it is necessary to clearly define the balance between the formative and summative aspects of evaluation** – between providing technical assistance to MoEC to assess and improve the BOS training process (i.e., formative assessment) and ensuring that its final processes and impacts are fairly evaluated (i.e., summative evaluation). In this case, the evaluation methodology, which paid attention both to improving the process and to evaluating final outcomes, was highly relevant for an activity managed through the government system. For example, as part of monitoring and evaluation efforts, the Joint Review Mission (monitoring performed jointly by the government, donors, and civil society) was effective early in the process in identifying some of the operational problems of coordination between the central, provincial, and regency/city governments and facilitating communication between these groups. This mechanism also served to help promote a common understanding and clarity over business processes related to BOS.

- **The monitoring and evaluation design of such a complex program must combine both quantitative evidence-gathering through tests, questionnaires, and structured interviews and more qualitative methods such as observations, focus groups, and informal interviews**. This was largely achieved in this program with an evaluation model that collected quantitative data at the time of training (pre- and post-tests for knowledge gain and reaction tests concerning the training itself) and, through post-training visits, was able to observe the impact of the training through more qualitative school observations and interviews. The model therefore was effective in exploring both the nature of the training process itself, in selected sites, and the impact of the training on school-based management.

- But where an important part of the analysis depends on the collection of large amounts of quantitative data (as in the pre- and post-tests and reaction tests), **it is essential to collect the data in a standardised and systematic way.** There is enough anecdotal evidence about the lack of rigour in collecting these data from the BOS training sessions to call into question – though probably not invalidate – the conclusions derived from this part of the evaluation.

III. Future BOS Training/Coaching'

"The topics in the training were delivered well, although some topics were described in broad detail. There was a lot of material to cover and only a limited time in which to deliver it. I think training would have been better if conducted for more than three days, or if there was a chance of follow-up technical assistance

to schools. Additional training would also be good to share experiences in implementing materials at the school level. Each school would be able to reflect and find solutions for problems at the school. " [18]

"Weaknesses in the BOS Training Program were very much focused on the implicit nature of BOS training to meet individual needs or properly account for the individual context of the school. The solution....is to provide direct guidance and assistance following the training – a clear support for follow-up through an 'on the job' phase in learning."[19]

"Review findings showed that the 2011 BOS national training raised awareness about school self-evaluation, planning, and budgeting and information disclosure requirements. ***However, there was a general lack of awareness of the conceptual linkages relating to SBM [school-based management] and improved education outcomes as a result of the national BOS SMT [school management team] training****...the majority of SMTs interviewed were only able to express awareness at topic level and did not appear to view the content in terms of overall SBM improvement...SMTs interviewed requested post-training coaching confirming that the cascade approached only catered for socialization and not competency development.* ***To support the development of the program's core competencies, SMTs would benefit by coaching from the cadre of skilled trainers which exist at Central, Provincial, and District levels during periodical monitoring visits."***[20] *(emphasis in the original)*

A cascade approach to training can usefully transmit important new information and sensitise trainees to the reasons for – and need for – behavioural and structural change at the district and school level. But it is not adequate for changing important attitudes (e.g., in regard to school-based management and the empowerment of school committees) and behaviours essential for implementation of such management. This is even truer when implementation of the training is not consistently and systematically carried out. This need to go beyond a three/four training course to ensure longer-term capacity building in SBM and BOS should have been considered earlier and more strategically in the process. But action can still be taken to fulfil in this need.

In other words, what structures, mechanisms, and activities within MoEC and beyond can now be developed or strengthened to continuously consolidate, enhance, and further build capacity in school-based management and BOS implementation? This is true not only at the school and district office level but also in central BOS management which still requires technical assistance, particularly in the areas of monitoring, evaluation, and the strengthening of its quality control systems.

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[18] Interview with training participants from MTs Muslimat NU, Palangkaraya, Kalimantan Tengah

[19] Spicer, Brian, *Annex C: Review of School and District Management Training: Development of a Continuing Professional Development Initiative for Indonesia. p. 5.*

[20] World Bank Jakarta. *Third World Bank Implementation Support Review, October 2011-March 2012, Aide Memoire, Indonesia School Operational Assistance – Knowledge Improvement for Transparency and Accountability Additional Financing.* March, 2012.

A. Why further capacity building about BOS and SBM is needed

As we have seen, gaining an adequate understanding of an inherently complex school operational cost program such as BOS – and its links to school-based management -- cannot be achieved in a one-off training session, even if the sessions were implemented as desired in terms of duration, class size, and the content knowledge and pedagogical skills of the trainers. Further capacity building about BOS and SBM is therefore essential – but also for other reasons:

- the increasing emphasis in Indonesia on school-based management and on the role of school committees in this process
- the frequent turnover of District Education Office and school staff and school committee members/chairs with new staff often beginning with little knowledge about BOS and SBM
- the regular updating of BOS regulations and formats (e.g., new categories for expenditures, new reporting formats, new rules on taxation)
- the expansion and increased complexity of district-level BOS programs (BOSDA)
- the continuing need to go beyond the more familiar administrative/financial aspects of BOS and enhance the more complicated processes of SBM, especially school self-evaluation and quality improvement processes
- the future development of additional practical tools to assist the school community in BOS implementation.

B. How this capacity building can best be done and by whom

There are many existing mechanisms which now need to be strengthened and better coordinated in order to ensure – and improve – further and continuous capacity building of all relevant actors in regard to BOS specifically and SBM in general. Such an effort, of course, must help to ensure efficient, accurate, and punctual reporting by the school **up** the system to MoEC, but, more and more importantly, it must also ensure transparency and accountability by the school **out** to its "clients" – its students, their families, and the larger community.

The mechanisms which can contribute to further capacity building around BOS include the following:

Principal and supervisor capacity building. MoEC, with the assistance of AusAID, is currently in the process of piloting various kinds of programs meant to enhance the competencies of school principals and supervisors in management and leadership. While technical assistance is being provided to produce a clear regulatory framework to govern the careers of supervisors, the **Supervisor Professional Development Program** directed at them is largely limited to ensuring they are equipped to carry out their role in mentoring and monitoring principals' continuing professional development.

The efforts directed at principals are much more ambitious and attempt to enhance professional competencies in five clusters: personal, managerial, social, entrepreneurship, and academic supervision. These efforts include two programs:

- **Continuing Professional Development** for in-service principals. This includes three levels of Units of Learning developed by the Centre for the Development and Empowerment of School Principals (LPPKS) in Solo, Central Java. The level of the Units given depends on the experience of the principal (i.e., in their first, second, or third term), and the Units are delivered by the local LPMP and, for higher level competencies, the 12 Centres for the Development and Empowerment of Educators and Education Personnel (P4TK). Units relevant to SBM and BOS include the following:
    - Four Yearly and Annual School Plan
    - Management of School Finance
    - Management of Teachers and Education Personnel
    - Management of School Facilities and Infrastructure
    - Monitoring and Evaluation
    - Leadership in Managing School Resources
    - Leadership in School Administration
    - School Planning and Development
    - School Leadership
    - Organisational Empowerment in Schools

- **Principal Preparation Program.** This program is for aspiring principals who are meant to be selected from good teachers vetted at the district level, trained in similar Units of Learning by local LPMP, and, if successful, certified as qualified principals and placed on a District Education Office list from which new principals are meant to be chosen. Units of Learning for the PPP deal with student/instructional management and administration. Those most relevant to SBM and BOS include the following:
    - Development of a School Plan
    - Management of School Finance
    - Management of School Infrastructure
    - Development of School Administrative Personnel.
    - Management of Educators and Education Personnel.
    - Monitoring and Evaluation

To see the extent to which these programs support further capacity building in regard to BOS, the content of these modules would need to be compared to the essential knowledge and skills related to BOS implementation and SBM processes. For example, are there modules specifically related to issues such as utilising and reporting on BOS funds, implementing school self-evaluation and improvement planning, or working with/animating school committees?

LPMP. These institutions, located in virtually every province in Indonesia, have a general role in quality assessment and improvement. As such, they are, as described above, intimately

involved in the CPD and PPP programs but also have a wider, more general function of providing support to schools related to SBM and BOS.

District Education Office BOS focal points/units. The above Units of Learning are linked to training modules provided to provincial and district education office staff in Human Resource Management and Development, Strategic Planning and Financial Management, and Education Access Planning. BOS units and focal points in District Education Offices should therefore have intimate knowledge of all BOS processes, regulations, reporting formats, etc.

District Technical Implementation Units (UPTD). This unit, formerly a sub-district education office with considerable financial resources, staff, and authority – and much closer to individual schools and clusters than the more distant District Education Office – now has few functions beyond local administrative tasks and the implementation of programs and regulations from above. It might be useful to explore how they might play a more important role in BOS capacity building.

Teacher and principal working groups (KKG and KKKS). The descriptions of the follow-up to the BOS training showed several examples of how these working groups proved useful in helping schools share knowledge and experience concerning BOS and SBM, especially in regard to school self-evaluations and school planning.

Civil society organisations. These organisations, both national and international, can also contribute to the impact of the training on BOS management. For example, they can help ensure that parents and the community know more about SBM and BOS and can fulfil their role in overseeing and assisting in school quality improvement.

Central and provincial Master Trainers. The role of master trainers is important, not only for preparation of training (training of trainers) but also for quality control of the training done at lower levels of the system. One expectation had been that the 60 or so Master Trainers selected for BOS training would be available both for further support to districts and schools in regard to BOS and, because of their training skills, for training in other programs (such as the CPD and PPP) and the training of teachers for the new curriculum. But this cohort of BOS trainers has apparently not been formally organised as a roster or pool of highly skilled trainers and is not linked to any similar roster as provincial and district level. It would be useful if such rosters were developed and, in the process, to ensure that they are distributed well across the districts in Indonesia so that, for example, each district should have at least one qualified master trainer.

Pre-service teacher education. Ultimately, of course, the essential principles and practices of SBM and BOS, especially those linked to school self-evaluation and improvement planning – and the role of teachers in this process -- should be introduced during pre-service teacher education and not only left to experience on-the-job or during in-service training. Thus, the question – to what extent is there any discussion of SBM and BOS in the coursework delivered in pre-service teacher education institutions?

   C. Cross-cutting issues

Finally, in the process of developing further capacity in the implementation of the BOS program and school management in general, there are a number of cross-cutting issues that should be considered. These include the following:

The establishment of a national standard or frame of reference on the basic information and skills needed to understand and implement the BOS and SBM modules, including the Minimum Service Standards (SPM) and National Education Standards (SNP); the development of a school vision, mission, and goals; the implementation of school self-evaluation and school plans and budgets; the basic principles of BOS finding and management.

The adaptation of SBM and BOS principles and practices to the diverse cultural and social backgrounds of the target areas. For example, the BOS training experience emphasised the importance of having a specific approach for remote areas. Adaptation might also be important in regard to the education levels and bureaucratic experience of the target audience and to specific cultural traditions and values. It is therefore important that the MoEC incorporates some recognition of different local conditions in both its further BOS coaching and its monitoring and evaluation design. This could best be done by permitting lower levels of the system to adapt further capacity building processes around SBM and BOS to these conditions – cultural, linguistic, geographic, etc.

Similar adaptation to the specific needs of madrasah. Madrasahs, many of which are community- or privately-managed, and also other private schools have different training needs than public schools. Due to their limited resources, madrasah often have difficulty in adopting BOS administration techniques. Furthermore, the BOS training modules do not include details on public madrasah, which have different financial systems and rules from private madrasah (which comprise more than 85% of madrasah).

A stronger focus on a gender perspective. Current training materials have a gender perspective, but discussions among the Master Trainers through their Yahoo group showed that qualitatively only a few of the trainers were capable of exploring gender issues in their training. As this training is conducted nation-wide, it is highly strategic for introducing basic awareness on gender issues into education in order to equip BOS management team members at the school level with the tools to use gender analysis in their daily work. It is not necessary to include a specific session on gender, but a gender perspective is essential in the development of school plans and budget. Gender in BOS training, in other words, must go beyond simply recording men's and women's participation rates.

IV.   The Impact of BOS Training on School Quality and Learner Outcomes

A final, essential point is the need to ensure that any analysis of the impact of BOS training goes beyond its focus on financial and administrative requirements to consider what should be its ultimate purpose – its impact on school quality and therefore on learner outcomes. The linkages between the BOS program and better student outcomes are complicated but logical. BOS provides additional funding to the school and support to school management processes; these lead in turn to more effective school governance, more transparent financial

administration, more systematic and participatory school self-evaluation, and more feasible and relevant school improvement plans – and thus, as the logic goes, better school quality and, ultimately, better student outcomes. Such outcomes include both increased access, retention, and completion and more effective learning and social development.

More systematic capacity building in regard to BOS through one or more of the channels described above should, in theory, build on this logic, strengthen these linkages, and lead to better student outcomes. This leads to two important questions – what kind of impact has BOS training had (or further capacity building organised by MoEC might have) on the use of BOS funds for improving school quality and enhancing the outcomes for their students, and how might this impact be both increased and measured? Answering these questions makes clear the need for the design of a holistic monitoring and evaluation plan which covers the continuum from BOS capacity building to enhancing learner outcomes, both quantitative (e.g., access and completion) and qualitative (e.g., learning achievement and character development).

If the government wants to support further capacity building in BOS and SBM more closely linked to school quality and student outcomes, several actions need to be considered. These include:

Clarification of the desired outcomes of the capacity building as **the result of some systematic and logical "theory of change".** What changes, both short-term and long-term, should be expected as a result of further capacity building, including in the following areas:
- the competencies (knowledge and skills) of principals, teachers, supervisors, relevant District Education Office staff, and school committee members at the district level but also of the Central BOS Management Team and other officials at national and provincial level
- the accuracy, timeliness, and transparency of the financial and administrative processes and reports of BOS
- the quality of SBM, especially school self-evaluations and improvement plans; their linkage to BOS allocations; and the degree of stakeholder participation in their design
- based on these improvement plans, the quality of teaching, facilities, and materials
- ultimately, the nature of student outcomes, both academic and social-emotional.

The selection of indicators to assess the achievement of these desired outcomes. Many of these are already available in documents such as the instrument used in the independent monitoring process in 2010-2011, but since these deal mainly with financial and administrative issues, others will need to be developed to assess the quality of processes and plans (how complete is the self-evaluation?), of school facilities and teaching methods (are they improved?), and of student outcomes (are more students enrolling, staying in school, and succeeding?).

The development of appropriate monitoring and evaluation methods and instruments. These methods should be both quantitative (from school reports, tests, questionnaires, etc.) and qualitative (analysis of self-evaluations and school plans, observations, focus groups, etc.). The relevant instruments should also, to some extent, be standardised for comparisons across

schools and districts and over time, with room for adaptation to local contexts. There is, for good or bad, a plethora of school self-evaluation formats being used around the country. These, including the lengthy and complicated one suggested in BOS training, should be reviewed, taking the best from each for a standard format.

The division of labour in regard to roles in such quality assessment. The development and implementation of such continuing monitoring and evaluation of the process and impact of BOS training will require the collaboration of many of the actors mentioned above (e.g., the KKG/KKS, the District Education Office, and the LPMP) and thus a definition of who is responsible, for example, for analysing self-evaluation and school planning processes and products, and who explores the linkages between BOS allocations and their potential impact on school quality and learner outcomes.

V. Implications of the BOS Training for future MoEC professional development of education personnel

The experience with BOS training experience has important implications for future professional development activities for education personnel in MoEC. These include the following:

- **Ensure that MoEC professional development programs are "owned by" the District Education Offices and understood well by MoEC's implementing agencies (such as the LPMP).** This is important so that these programs are not seen as "national projects" with little genuine input from, or ownership by, local institutions – but this will also require a redistribution of the training/capacity budget so that a larger percentage is managed at the district level.
- **Ensure that the content of the Units of Learning "get it right"** in regard to the content related to all aspects of SBM and BOS, both administrative and financial and in relation to the process of self-evaluation and improvement planning, including collaborating with and empowering the school committee[21]. These units should also consistently keep in mind their ultimate purpose – enhancing the educational outcomes for learners.
- **Ensure that the "trainers" (supervisors, LPMP staff, etc.) have mastered all relevant Units of Learning** so that the content of these units is delivered accurately and effectively.
- **Ensure that a proper balance of theory and (well-supervised) practice is maintained** during the CPD and the PPP.
- **Take full advantage of the networks of teachers, principals, and supervisors** (e.g., the KKG/KKKS) as places to practice and reinforce the competencies learned in these programs.
- **Adapt the existing Units of Learning to the diverse cultural and social backgrounds of Indonesia's various regions** so as to ensure that they are directly relevant to the local context and conditions**.**
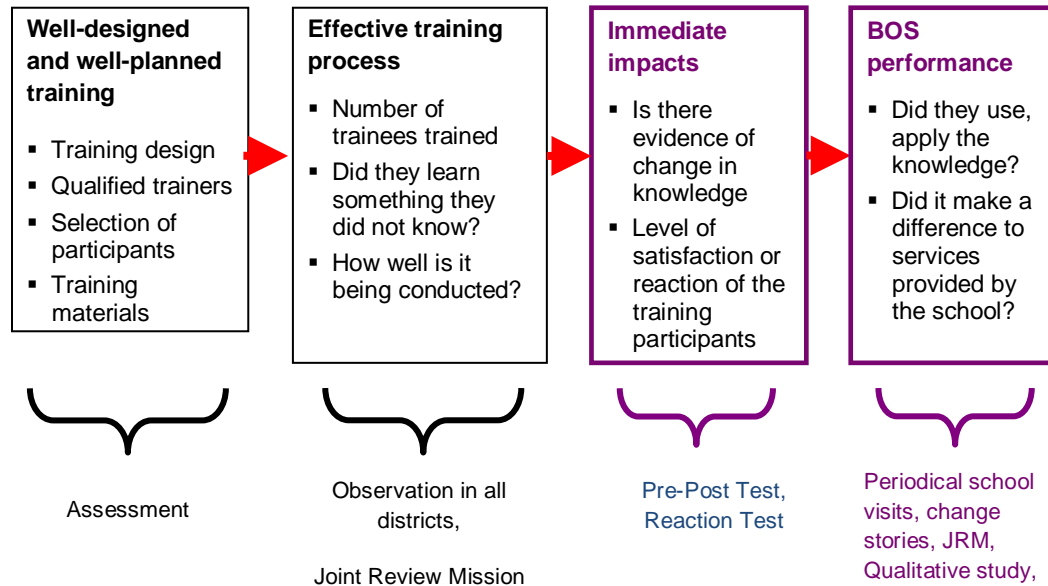
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[21] There are many other aspects of school governance that could be covered in these Units, such as the importance of links with pre-school programs (PAUD), models of assigning teachers to grades (e.g., the best teachers in the early grades), and inclusive education, broadly defined but with an emphasis on learners with disabilities.

- **Determine early in the process the essential desired outcomes of the different professional development programs and the indicators needed to assess their achievement and ensure that the training is carefully monitored during the process—for quality assurance purposes -- to permit adaptation of methods, materials, and approaches as needed.**

Annex 1: Evaluation Methodology

Evaluation Framework
The evaluation framework is based on the training-performance interface framework, as shown below:

Well-designed and well-planned training ▪ Training design ▪ Qualified trainers ▪ Selection of participants ▪ Training materials	**Effective training process** ▪ Number of trainees trained ▪ Did they learn something they did not know? ▪ How well is it being conducted?	**Immediate impacts** ▪ Is there evidence of change in knowledge ▪ Level of satisfaction or reaction of the training participants	**BOS performance** ▪ Did they use, apply the knowledge? ▪ Did it make a difference to services provided by the school?
Assessment	Observation in all districts, Joint Review Mission	Pre-Post Test, Reaction Test	Periodical school visits, change stories, JRM, Qualitative study,

The focus of the evaluation is on the activity level (are we doing what we promised to do), the immediate outcome level (participants' perceptions on the service they received through the training process) and change in knowledge (determined through pre- and post-training tests). To complete this, the evaluation can use attribution analysis, which aims to determine the proportion of observe change that can be attributed to the activity being evaluated. However, as the evaluation also wished to assess how far the desired outcome of BOS Training, improved school-based management of BOS, was achieved, the evaluation team conducted observation visits to selected schools. These visits aimed to observe day-to-day processes in these schools, and collect perceptions of training in a different setting (1-3 months and then 4-8 months after the training, to see how trainees applied the knowledge acquired during the training and the challenges they faced). Changes at this level may well be associated with training, but cannot be attributed to the training, as many other factors may be contributing.

The Scope, Population, Sampling, and Instruments

In light of the aims of the BOS training and the evaluation framework above, in its evaluation, the team assessed:
1. Pre-training knowledge/skills
2. Delivery of training of BOS trainers
3. Delivery of training to school BOS teams
4. Participant satisfaction (with training delivered)
5. Participant commitment (as an immediate outcome of training)
6. Participant change in knowledge/skills (as immediate outcome of training)
7. Post-training participant behaviour (in terms of actions)

There are two levels of evaluation activities for this assignment: activity level and impact level. Table 1 below summaries the scope of evaluation, methodology, and the activity.

Table 1: Evaluation Matrix

Scope/Level of Evaluation	Indicator	Methodology
Pre-training/Preparation	• Pre-training knowledge/skills • Number of central BOS training team members trained; number of BOS trainers trained by central BOS training team (by district of origin). • Number of BOS training and resource packages printed and delivered to districts prior to commencement of BOS training.	• Literature • Data from central BOS management
Activity Level	• Number of principals, school treasurers and school committee representatives that have completed BOS Training, by district, gender and type of school. • Percentage of participants that were satisfied with the overall quality of the BOS training they attended (reaction) • Percentage of participants that demonstrated a significant increase in knowledge as a result of the BOS Training (learning) • Number and nature of complaints received in relation to BOS training and progress in resolution. • Participant commitment (as an immediate outcome of training)	• Data from Central BOS Management • Training feedback and evaluation surveys by gender and type of school • Pre- and post-training knowledge tests or other assessment procedures using templates by district, gender and type of school.

Activity Level: Collect process indicators and assessing outputs of the training delivered

Activity level data were collected and managed through the MoEC structure[22]. The BOS central management team was in charge of collecting data at the activity level, with support from AusAID through the data management consultant team. To collect activity level data, all participants were provided with questionnaires to complete, rather than using sampling-based measurement. The evaluation team received the following data at activity level from BOS central management:

1. Activity data
   - Training preparation data (number of Training of Trainers activities conducted, trainers trained, and master trainers).
   - Training delivered (number of training activities, duration of the trainings, trainees, and number of BOS training and resource packages received).
   - Number and nature of complaints received in relation to BOS training.

2. Pre-test and Post-test on Knowledge

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[22] The BOS central management at the MoEC requested provincial level BOS managers collect questionnaires from the districts. However, most of the districts sent the questionnaires directly to Jakarta along with their financial reports. Combining financial reports and questionnaires helped to increase the response rate. The national master trainers who delivered training in selected districts also brought questionnaires to Jakarta.

As a part of the training package, all participants were required to undertake a pre- and post-training test. The consultant developed a draft for pre- and post-tests based on the training module provided by the BOS central management team. The BOS managers at each district were in charge of data collection and were responsible for sending all completed forms to BOS central management in Jakarta for further processing and data management.

3. Participants' reactions or evaluation
All participants were requested to fill the evaluation form provided by the trainer (see Annex 2). BOS Managers at district level then sent the form to Jakarta. Data processing and analysis followed the mechanism under point b above.

Impact Level: Determining whether BOS management teams improved governance of resource use

To complement activity-level data, the evaluation team conducted impact analysis through the following techniques:

1. Significant change stories/story telling techniques
We used the Most Significant Change approach to describe achievements in 25 selected schools, recommended by the master trainers and nominated by BOS district management. The informants (equal numbers of men and women) were asked to prepare 3-5 stories using the template. Participants were asked to describe, "In your opinion, what is the most significant change that has happened in schools and communities as a result of BOS training."

2. Observation data
Some 155 schools (44 SD, 31 MI, 47 SMP, and 23 MTs) were selected (using stratified purposive random sampling) as sample schools for observation of post-training activities. This observation method was designed to capture how trainees applied the knowledge and skills gained during the training. The observation collected additional information about the context influencing the use of BOS resources.

Instruments used for collection of quantitative data and guiding questions (see Annex 4) used for obtaining qualitative evidence are seen in Annex 3.

Data Management

The evaluation team mobilised 20 experienced field staff for school observations and 30 data entry staff for processing of quantitative data. To illustrate the benefits of BOS trainings, two qualitative researchers and one professional photographer were recruited to document impacts of BOS training that could not be expressed in figures and statistics.

Returned quantitative forms were stored in digital form, coded into categories manually and the data edited for consistency. An imputation process to supply responses to any questions that had not been answered on the original form followed. Due to its large size, the database was stored and managed with Stata, a statistical analysis software package capable of managing large-scale data.

Aggregation and information clustering are the basis for analysis of basic descriptive statistics (population totals, population means, or simple ratios of totals or means). These types of descriptive statistics constitute the majority of the data in this report. However, the matching of the quantitative (census) with the qualitative (interviews) evidence provides a more holistic perspective.

The analysis of data for a single question is fairly simple and begins by describing how responses are distributed among the categories. Tabular analysis, using two-way and three-way tables, is used to describe relationships between an item and others in the survey. The selection of the variables included in any tabular analysis is based on the logic of the program. No attempt has been made in this report to undertake any sort of multivariate analysis. Table 2, below, summarises core data on the BOS Training Program for a quick overview.

Table 2: Core Data of the BOS Training Program

No	Description	Data
1	Number of Trainers	1,786 (including 60 master trainers). Four Trainings for Trainers were conducted in Batam, Bandung, Surabaya, and Makassar
2	Target Trainees	656,073 (three participants from each school: principal, treasurer, and school committee member).
3	Number and types of targeted schools	211,691, consisting of 140,229 SD; 32,538 SMP, 24,607 MI, and 14,539 MTs
4	Training Resource Packages printed and delivered	669,728 training modules and disc
5	Trainees trained (December 2012)	631,990 or 97 percent of target participants, with 43% of those trained female.
6	Pre and Post Test Questionnaires received	451,937, or 71.5%
7	Number of schools visited for post training interviews	155
8	Overall pre-test score: post-test score (maximum 100)	65:76 (11.56 point increase)
9	Change in pre-test and post-test score (increased knowledge of the participants)	14.05 point increase in scores (Female) 9.06 point increase in scores (Male)
10	Extent to which training met participants' expectations.	Very good (23%); Good (56%); Not Bad (16%); Bad (5%)
11	Trainees' perception on the quality of the training	Very good 53.3%; Good 20.3%; Not Bad (21.7%); Bad (4.7%)
12	Proportion of the participants confident that they can apply the learning received during the training	74%

Annex 2: Pre-Test and Post-Test Questions

1. Which one of the following is the National Education Standards?
   a. Standards for Process, Content, and Appraisal
   b. Standards for Teacher
   c. Competency Standards for School Supervisors
   d. Standards for Principal

2. Which one of the following defines Minimum Service Standards in Education?
   a. A step by step standards towards National Education Standards
   b. Required standards for each education unit level after fulfilling the National Education Standards
   c. A continuation of National Education Standard within the Educational Standardized Mechanism
   d. Standards that are determined by each educational unit level.

3. Which one of the following is the component of Investment Cost in accordance to Costing Standards?
   a. Salary and Allowance of teaching staff
   b. Human Resources Capacity Building
   c. Monthly cost on electricity
   d. Chalk expense

4. Which one of the following is not part of Management Standards?
   a. Relationships between local government and its community
   b. Leaderships in School/Madrasah
   c. Monitoring and Evaluation
   d. Information System Management

5. The Minimum Service Standards of Education should be carried out gradually for all of the following reasons except:
   a. With current situation, the Minimum Service Standards was set too high and difficult to achieve by all School/Madrasah
   b. To implement the Minimum Service Standards as a whole requires a lot of resources
   c. To implement the Minimum Service Standards as a whole requires a large number of human resources and productive organization
   d. With current situation, all Minimum Service Standards are achievable to School/Madrasah

6. Which one of the following is the accurate substance of Quality Assurance System for Education:
   a. Quality Assurance System for Education is a central government 's program to improve the education quality in certain area
   b. Quality Assurance System for Education is a central government 's program being elaborated in accordance to local content by each education unit
   c. Quality Assurance System for Education is systemic and holistic activities of education unit or program, implementor of education unit or program, local government, central government and community, in order to improve the quality of education.
   d. Quality Assurance System for Education is a quality improvement mechanism in education and implemented independently by not involving the government

7. Which statement that represents main benefit of Self Evaluation for School/Madrasa:
   a. Allow School/Madrasa to calculate their profit accurately
   b. Allow School/Madrasa to assess their strenghts and weaknesses against teacher performance standard
   c. Allow stakeholders to manage BOS funds.
   d. Allow School/Madrasa to develop a priority based RKS and RKT to achieve National Education Standard/Minimum Service Standard

8. All of the following are objectives of development of School/Madrasa Working Plan except:
   a. To ensure School/Madrasa to achieve their goal and objectives

b. To ensure planning, budgeting, implementation, reporting and monitoring are connected
c. To urge supervisor and school Principal improve their performance
d. To optimize the participation of School/Madrasa community

9. Which is the most appropriate stages in developing School/Madrasa Working Plan:
   a. Preparation →Develop RKS/M → Approval and Legalization →Disseminate/Socialize
   b. Develop RKS/M → Approval and Legalization →Disseminate/Socialize→ Preparation
   c. Approval and Legalization → Develop RKS/M → Disseminate/Socialize
   d. Disseminate/Socialize→ Preparation→Develop RKS/M → Approval and Legalization

10. Minister of Education Decree no. 19 year 2007 stated that visions of School/Madrasah is:
    a. The current situation of School/Madrasa to be used in developing RKS
    b. The future situation that community and stakeholders of School/Madrasa wishes to have
    c. To assist School Committee evaluate School/Madrasa strenghts and weaknessess
    d. The latest situation of School/Madrasa concluded by District Government

11. The most appropriate sequence of School/Madrasa Workplan are as follows:
    a. Mission → Goal → Objectives → Vision
    b. Vision→ Mission → Objectives → Goal
    c. Vision → Mission → Goal → Objectives
    d. Objectives → Goal → Mission → Vision

12. Which one is not the objective of development of School/Madrasah Annual Work plan:
    a. To perpetuate position of Principal and School Committee
    b. To ensure designated goal and objective can be achieve with minimum risk
    c. To ensure integration, synchronization and synergy among School/Madrasah actors, other School/Madrasah, MONE at District and Provincial level across time
    d. To ensure efficient, effective, fair and continuous use of resources

13. All of the following are principles for the development of School /Madrasa Annual Workplan except:
    a. Systematic, the program/activities are listed in order of priority based
    b. Integrated one year program planning of School/Madrasa
    c. One source, indicate transparancy of source of donation and funding for school's operational expenses
    d. Participatory activity involve School/Madrasa Principal, Committee, Educational Council, and other stakeholders

14. Of the following items, which one is not defined as Operational Budget:
    a. Salary of teaching staff and allowance attached to salary
    b. Indirect Education Operational Expenses, such electricity, water, communication, maintenance
    c. Tax, insurance, overtime premium, transport expenses
    d. Land procurement, trainings on personal development for teachers

15. The principles of good Financial Management in School are:
    a. Accountablity, transparency, profit sharing, welfare for all
    b. Accountablity, transparency, equality, honesty and value for money
    c. Efficiency, transparency, profit oriented, welfare for all
    d. Profit sharing, value for money, efficiency, honesty

16. Which statement is correct about the use of BOS funds for procurement of book:
    a. Book procurement may not be conducted at once.
    b. One book for one student.
    c. School Committee decides the tittle of the books for procurement.

d. School has to pay VAT for procurement of books

17. Which statement is correct about taxation for BOS funds:
    a. School witholds PPh Pasal 22 amounting to 1,5% from total amount of procured goods or services.
    b. School does not withhold any taxes due its non-profit status.
    c. School pays VAT for procurement of any books.
    d. Schools does not withhold PPh Pasal 23

18. Which item that is taxable for BOS funds:
    a. Fees for temporary teachers, PPh Pasal 21.
    b. Honorarium for civil servant teacher Grade IID and below.
    c. Honorarium for civil servant teacher Grade IIIA and above.
    d. Transportation allowance for poor students

19. Below is the control mechanism for BOS funds:
    a. Supervision by direct supervisor
    b. Structural supervision.
    c. External Audit.
    d. Audit by school committee.

20. The following data should be reported to District BOS Management, except:
    a. List of poor students receiving free tuition fee.
    b. Total fund received and the expenditures.
    c. Complaints received.
    d. School committee's minutes of meeting on BOS

Annex 3: Reaction Test/Evaluation Form

BOS Training

Participant Evaluation & Feedback Form

We always want to improve the conduct of our program. Your feedback will ensure that the next program will be much better and responsive to the needs of our future participants. Thank you.

Date and Venue ....

Name and Institution...

Gender: ....

No	Question	a lot	some	a little	none	specific highlights and/or suggested improvements?
1	To what extent did the activity meet your expectations?	☐	☐	☐	☐	
2	To what extent do you expect this activity will make a difference in the way you do your job?	☐	☐	☐	☐	
3	Overall, how would you rate the usefulness of this activity?	☐	☐	☐	☐	
	To what extent did the activity provide the following?	**a lot**	**some**	**a little**	**none**	
4	Applicable theoretical information	☐	☐	☐	☐	
5	Practical examples	☐	☐	☐	☐	
6	Time for discussion	☐	☐	☐	☐	
7	Appropriate exercises for learning the content	☐	☐	☐	☐	
	Overall, how would you rate the following aspects of the activity?	**a lot**	**some**	**a little**	**none**	
8	Organization (overall preparation and the implementation) of the trip	☐	☐	☐	☐	
9	Presentation/Facilitator's quality	☐	☐	☐	☐	
10	The learning methods/teaching approaches used	☐	☐	☐	☐	
11	Time management	☐	☐	☐	☐	
12	To what extent do you feel confident about practicing the principles discussed in this activity?	**a lot**	**some**	**a little**	**none**	
13	**New knowledge and ideas:** Did you learn what you needed to, and did you get some new ideas?	☐	☐	☐	☐	
14	**Applying the learning:** Will you use the information and ideas?	☐	☐	☐	☐	
15	**Effect on results:** Do you think that the ideas and information will improve your effectiveness and your results?	☐	☐	☐	☐	

Annex 4: Guiding Questions

Area	Teacher and Head of Teacher	BOS Management Team	District Education Office
Benefit of BOS	In what ways has the BOS program benefited you and your school?	Have you ever participated in BOS orientation training? If yes, What can you do now after BOS training that you could not before?	What do you like about BOS training program? Why?
Roles & relationships	How do you see your role in relation to supporting BOS program?	Are you familiar with BOS Manual? In what ways has the district education office supported you in managing BOS? How do you see community's role in relation to supporting BOS program?	How do you see your role in relation to supporting school management? How often do you visit school on BOS issues?
Influence and Capacity building	Has your school been influenced by BOS to work in a different way? How? Have you seen the school being more proactive in taking responsibility for improving education quality? Give examples.	Compared to the period when your school had no BOS, do you think this school is better in providing a good education? In what way?	Has the BOS program had any influence on the way the district office supports education services? Give examples.
Gender Equality	Are there any examples of how BOS promotes gender equality?	Are there any examples of how BOS promotes gender equality?	What does gender equality in the BOS program mean to you? Are there any examples of how BOS promotes gender equality?
Where to next	What were the weaknesses, if any, of the BOS program? What do you think the program should do more of?	What do you think the district education office or school should do more of (in relation to the BOS program)?	What are the limitations of the BOS program? How would you improve the BOS program?
	What are the main opportunities for promoting gender equality through BOS? What should the gender objective be?	What are the main opportunities for promoting gender equality through BOS? What should the gender objective be?	What are the main opportunities for promoting gender equality through BOS? What should the gender objective be?

Annex 5: Change Stories

In addition to the individual interview and group discussion, we will assess impact using Most Significant Change methodology. The informants (equal numbers of men and women) are asked to prepare 5 or 6 stories to start with (if the facilitators like the method then could expand) using the template below. The story should describe "what in your opinion is the most significant change that has happened in schools, communities, or your office as a result of BOS training in 2011?". The storytellers then come together to discuss the changes and agree which story represents the most significant change. The selected story needs to be verified (later at school or community level or through group discussion)

"Most Significant Change" Story Documentation

Title of story: _____

Person documenting story: _____

Date of documentation: _____

What in your opinion is the most significant change that has happened in (school, students, and communities) as a result of your participation in BOS training work in 2011?"

Why do you think this is a significant change?

Confidentiality:

We may like to use your stories for reporting to our donor, or for sharing with other partners.

Do you:

Want to have your name on the story   Yes   ☐   No ☐

Consent to us using your story for publication   Yes   ☐   No ☐

Other comments:
……………………………………………………………………………………………………
……………………………………………………………………………………………………