

AUSAID EDUCATION
INITIATIVES IN ACEH, PAPUA
AND PAPUA BARAT

Independent Progress Review of Australia-
UNICEF Education Assistance to Papua
and Papua Barat

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AusAID

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Aid Activity Summary

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Author's Details

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Disclaimer

The views expressed in the evaluation report are those of the authors and do not represent the views of the Government of Indonesia or the Government of Australia.

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Executive summary

Background

Following the request of Government of Indonesia (GoI) in 2006 for donor assistance for Papua, Australia committed to support education development in the provinces of Papua and Papua Barat. It was agreed that the support would be delivered through UNICEF. The program design was developed collaboratively with UNICEF during 2009 and is broadly consistent with the concept document jointly agreed with the GoI in May 2009.

The designed goal and objectives were refined during the inception period and are reflected in the performance management framework, the goal being to contribute to improved quality of primary education in Papua and Papua Barat through strengthened education planning, teaching practices and schools management. This is delivered through 2 program components:

1. To assist the education offices in Tanah Papua and 6 targeted districts to strengthen education planning.
2. To improve teaching practices and school management in targeted schools in 6 districts in Tanah Papua.

End of program outcomes include:

- Education Strategic Plans and Annual Work Plans developed or improved in 2 provinces and 6 districts
- Education offices preparing and implementing integrated strategic plans and annual work plans using participatory methods
- Education offices using reliable data for planning, program implementation and monitoring and evaluation
- Improved teaching processes, school management and community participation in targeted urban and peri-urban primary schools through implementation of MBS
- Teachers in target rural and remote schools have enhanced skills and confidence in multigrade teaching (Grades 1 to 6)
- Teachers in small schools have enhanced skills and confidence in early grade teaching of literacy and numeracy (Grades 1 to 3)

This independent progress review focussed on evaluating the program against three criteria: effectiveness, efficiency and sustainability. In addition the evaluation reviewed evidence for relevance, monitoring and evaluation, as well as analysis and learning. The evaluation was conducted by an independent team. Participatory and formative approaches were used. Consultations included 58 women and 104 men from Jakarta agencies, Papua and Papua Barat Provinces as well as Biak, Jayapura, Jayawijaya and Manokwari Districts and 12 schools between February 12 and 25, 2012. A formal counter-factual approach was not used. National agencies including BAPPENAS and MoEC were consulted as well as dialogue partners such as the World Bank, USAID and UNICEF. Documented outputs from UNICEF and its regional partners, activity reports and some field results were reviewed. The detailed evaluation plan is annexed to the report.

Key findings

A. Relevance

How well aligned are the current program outcomes with current AusAID Education Strategic Objectives?

Papua and Papua Barat are ranked last and third-last respectively in the Indonesia Human Development Index; more than 30% of the population in each province lives in poverty, and many children – seven times the national average in Papua – are not attending school.

Governance in the education sector is weak – the 2010 World Bank Indonesia Local Education Governance Index ranks Papua and Papua Barat very low for Education Service Provision Standard. At the time of program commencement no provincial or district education office in either province had a RENSTRA or RENJA developed locally that complied with MoHA or BAPPENAS regulations. In addition, some districts had budget allocations to education below the national benchmark of 20% of total budget.

Despite these challenges, there were change processes underway in both provinces that AusAID was able to identify, support and in some case scale-up. Chief among these were the program for SBM and the teacher development activities of the Quality Assurance Institute (LPMP). The program also aligns well with national, provincial and AusAID strategic plans for basic education.

How appropriate are the current approaches and implementing partners to achieving those objectives?

The design agreed with GOI was for delivery through a multilateral partner. UNICEF was identified as an appropriate partner, having a strong local presence and effective partnerships with LPMP and local universities. UNICEF also had experience in implementing a version of SBM (CLCC) and active, happy, joyful learning (PAKEM) in the two provinces. The quality of local UNICEF program officers as development practitioners in each province and the districts, and the strong and positive relationships they have with provincial and district stakeholders has been a significant success factor.

B. Effectiveness

How well is the program progressing against strengthened planning outcomes?

The program is effectively changing planning knowledge and skills, but not yet practices. In 2011 the program engaged 672 men and 234 women in workshops to prepare RENSTRA and RENJA. There is clear evidence that Component 1 activities effectively engaged senior leaders in districts. For example, in Sorong District the Bupati attended the public consultation and endorsed the RENSTRA developed by the district education office with input from the public consultation. There are also signs that participatory approaches are being adopted for developing strategic and annual work plans. For example, in Papua Barat almost all heads of district education departments joined the consultation for the new education RENSTRA. Synchronising activities and targets between provincial and district plans was a focus of the consultation process.

All participating provincial and district education offices now have RENSTRA that comply with the requirements of the national laws on planning (BAPPEDA #24/2004) and decentralised planning (MoHA #54/2010). Several Bappeda plan to use the education plans and consultative process as a model for other working units. Despite the numbers of trained stakeholders and the thorough sector planning in each province and the 6 target districts, the evaluation found little evidence of intermediate outcomes in model schools or participating education offices. Similarly, the evaluation could not find evidence of the plans being used to strengthen elements of the change process such as changed budget allocations for KKG or travel for supervisors. Even though the timeframe is short, the evaluation team expected to see more solid evidence of planning that would deliver tangible benefits for education through the annual work plan. It was noted that the recently approved RENSTRA and RENJA of every target district and provincial government includes a budget allocation for SBM.

One concern identified by the evaluation was the limited understanding of the budget envelope available for annual planning – resulting in ambitious lists of activities and program proposals that exceeded the budget capacity of province or district governments. Another concern is the limited understanding amongst program stakeholders of possible implications of the recent changes in the regulation of the national school operating fund (BOS). This change – the fund is to be transferred to provincial governments and then disbursed to schools as a provincial grant – has implications for planning activities.

Looking to the remaining 10 months of program life – there is an opportunity for Component 1 activities to support districts to scale-up planning for RENSTRA and RENJA as new Bupatis are appointed, and as non-program districts express interest in learning from program participants.

How well is the program progressing against teacher-practice and school management outcomes?

The model for delivery of each of the Component 2 outputs includes training of trainers (TOT) followed by training delivered to model schools and then to satellite schools in defined clusters. The change process uses cluster meetings for teachers (KKG) and principals (KKKS) as well as individual mentoring visits. TOT is progressing as designed. During 2011 the program trained 593 women and 597 men in school-based management, early grade teaching and model school initiatives. By the end of 2011 the training modules for Master Trainers had been completed in draft form and were being used; a series of refresher courses was held for SBM trainers, two Early Grades TOTs had been held and one Multi-Grade TOT has been conducted.

The draft ToT materials could make a significant contribution to local and national efforts to improve Multi-Grade and Early Grades teaching, however they require review and piloting prior to finalisation. Multi-grades materials require more contextualisation and the Early Grades materials require more explicit advice on teaching methods for early literacy and numeracy – at present the balance of advice is geared more towards “what” rather than “how”. There is a lack of teacher materials containing explicit guidance on early grades teaching or multigrade teaching. The development and provision of contextualised early reading material (18 story books for grades 1-3) is a significant achievement and worthy of replication, likewise the provision of the Early Grades resource kit. However, neither of these resources was distributed with a teaching guide, thereby limiting the opportunity for effective use by untrained teachers. This can be easily rectified.

The potential success of Component 2 activities is seen readily in urban and peri-urban areas where principals with strong leadership skills and enthusiasm are able to use the training and materials to push ahead with SBM and reform of teaching and learning processes for early grade classes. However, in none of the rural and remote schools visited by the evaluation was the KKG operating regularly or with minimum effectiveness, and the likelihood of success, even with education office support, is very low. Clusters where schools are 15-30km apart and where there is no road or regular transport are not sustainable as modalities for ongoing professional development.

If progress has not been sufficient then why not, and what can be suggested for improvement? And, will the program extension ensure achievement of program objectives?

The education change model needs to be radically changed for rural and remote areas. The education change model needs to be radically changed for rural and remote areas. Although model schools are a government

strategy based on government regulations with government establishing model schools in every non-target district across Papua province, there are significant problems with the current model for delivering change in rural and remote areas, which account for 60-70% of children in Papua: (1) the cluster group model is inappropriate for rural and remote areas because of access and transport issues, as evidenced by the current level of dysfunction of the teacher and principal network; (2) the concept of model school is misleading, being based primarily on geographical factors, not on capacity to lead in education reform; some of the model schools visited appeared to lack both the facilities and leadership to host teacher development meetings; (3) selection of Master Trainers from teachers, principals, supervisors, education offices, university and LPMP has advantages for sustainability but is problematic if trainers do not have adequate experience in schools and sufficient understanding of pedagogy to provide mentoring support to untrained, low capacity teachers, or if trainers are unable to fulfil the training/mentoring role. Model schools are a government strategy based on government regulations with government establishing model schools in every non-target district across Papua province.

The effectiveness of the model for disseminating good practice also depends on the quality of the training materials for Master Trainers and the quality and availability of teacher-support materials. While the SBM materials for Master Trainers are in line with MoEC expectations, customisation of materials for Tanah Papua is less than desired and the major focus is on preparation for learning rather than “how” to teach. In addition, the contextualised early grades readers need “how-to-use” help for most impact.

The evaluation found no evidence that the model school and cluster approach would sustainably replicate changes in SBM, early-grade teaching and multi-grade teaching practice. This raises concerns for the delivery of designed end-of-program outcomes by December 2012. What can be achieved in that time is an improvement in the quality and relevance of materials for Master Trainers, teachers and children – through review and piloting and a more differentiated plan for supporting teachers in rural and remote areas.

Branding of Australian Aid in Papua and Papua Barat was part of the delivery strategy for this program. Australia needs to demonstrate and communicate to the Indonesian Government and citizens its contribution to development in the Papuan provinces, and the fact that its assistance is an inherently stabilising influence. This should include seeking to better inform the Indonesian and Australian public about Australia’s aid program in the Papuan provinces. This strategy was recognised in clauses 19 and 20 of the Contribution Agreement between AusAID and UNICEF. The evaluation found limited branding of Australia or AusAID on program documentation, workshop banners and other outputs. No documentary evidence was provided of reports on efforts and achievements relating to recognition of Australia’s contribution. AusAID does not seem to have supervised this aspect of the Contribution Agreement.

C. Efficiency

Has the implementation of the activity made effective use of time and resources to achieve the outcomes?

AusAID and USAID developed a harmonised program in the sector, focused on the same districts and used UNICEF to deliver the two programs. Although this stretched the UNICEF management resources when the USAID STEP program commenced in May 2011, it enabled the Australian program to deliver more outputs for the same inputs.

Is the program sufficiently resourced to achieve desired results? If not, what should be changed?

The program is sufficiently resourced to achieve desired results. The program design included 14.4 FTE to support implementation. This is sufficient to implement the program and at 40% of total program costs, represents an allocation to personnel that is greater-than-normal for programs in Indonesia. Despite these resources, most of the team were only mobilised early in 2011 and some technical positions are still not filled even though there is budget available. The Jayapura UNICEF team reported that some of the delay relates to some recruitment issues with the UNICEF Jakarta office.

The cost of the program and the amount of the grant was denominated in AUD, calculated at a USD:AUD exchange rate of 1:1.256. Since the Australian contribution was made in AUD (45% in March 2010 and 55% in March 2011) and the expenses are incurred in and accounted for in USD, there is a significant efficiency saving available – in the order of A\$1.3 million or 20% of the total program value – as a result of the strengthened AUD against the USD. There is an opportunity to identify funds that could be re-allocated to field work or other program purposes but it is not clear if AusAID has questioned this during supervision or Program Steering Committee meetings.

D. Monitoring and Evaluation

Is the M&E system collecting the right information to allow judgment to be made about meeting objectives and sustainability at the next evaluation point?

Monitoring activities implemented by UNICEF focus at input and activity levels. For example, the number of training participants is systematically collected, using a format that disaggregates participants by agency, location and sex. There are several elements of good monitoring and evaluation practice:

- Evaluation of participant competencies before and after training – e.g. Sorong SBM training 2010

- Monitoring school SBM practice – *e.g.* district education offices in Manokwari and Biak have started to use a SBM monitoring instrument that integrates elements of the school supervisor monitoring tool, the SBM baseline survey and UNICEF CLCC monitoring tools.
- Evaluation of student perceptions of university MBS training-programs – *e.g.* UNPI, October, 2011.

The baseline survey prepared for AusAID is not well linked to the revised performance management framework. It baseline does not provide an *ex ante* measurement of the key outcome and output indicators presented in that framework. The performance management framework could have included output-to-purpose monitoring.

With the exception of activity participation, none of the good practices identified above are implemented systematically across the whole program. Performance monitoring data are rarely collated, analysed or reported by UNICEF. The lack of systematic monitoring of trainee response to training, changes in their knowledge, attitudes, skills or aspirations suggests the theory of change underlying the training is not understood. Changes in the operating environment for supervisors, principals and teachers are not monitored and were not evaluated in the base line survey. The monitoring and evaluation system used by UNICEF does not yet comply with Indonesian Program M&E Standards. The design allocated UNICEF the resources to implement good practice monitoring consistent with the AusAID M&E Standards.

E. Sustainability

To what extent are there factors/signs that indicate that program outcomes will be sustainable?

There are early signs of sustainability in some elements of the program. For example, provincial agencies have started to replicate consultative processes for preparation of RENJA in non-program districts using their own budget. Similarly, the Papua Barat Provincial Education Department has allocated Rp1.2 billion (about A\$120,000) in the 2012 APBD budget to establish SBM model schools in all districts of the province – replicating the work started in Manokwari and Sorong districts under the AusAID-UNICEF program. The evaluation found no evidence that the model school and cluster approach would sustainably replicate changes in SBM, early-grade teaching and multi-grade teaching practice.

There is a broader sustainability question about the capacity development model employed by UNICEF. Training events in centralised locations such as provincial city hotels or LPMP Jayapura are insufficient to create change in practices. An enabling environment is also needed – typically including leadership (*e.g.* by principals and supervisors), allocation of funds (*e.g.* for supervisor travel and KKG meetings), and regulatory changes (*e.g.* enabling decisions for supervisors or working group operations). There is no systematic approach by UNICEF to understanding the political economy and working with provincial and district agencies to integrate changes to the enabling environment into proposals for training.

Lessons learned

What lessons and achievements from the Australia-UNICEF program can be used to inform design of future education assistance in the provinces?

Lessons learned from the Australia-UNICEF program include:

- **Current national programs are appropriate for urban and peri-urban areas** – urban and peri-urban schools in Papua and Papua Barat have many development needs but these are not significantly different from those in other areas of Indonesia. National programs such as BOS and program partnerships between MoEC and donors such as the Principal Preparation Program under the Education Partnership and governance strengthening activities under AIPD-Governance are relevant to schools in both provinces if appropriately customised to the local context.
- **Remote and rural schools in Papua need a differentiated approach** – the needs of remote and rural schools in Papua and Papua Barat – covering 60-70% of children requiring basic education – are unique and require a differentiated response. This should include core elements of SBM, early grade teaching practices and multi-grade teaching practices customised for untrained, isolated teachers through more practical guides on how to teach literacy, numeracy and citizenship to small classes that are both multi-age and multi-grade.
- **Putting knowledge and skills into practice requires an enabling environment** – despite the large numbers of trained stakeholders and thorough sector planning, little progress in delivering intermediate outcomes was observed in model schools or participating education offices. This is partly because it is still early in some change processes. However, in some cases (*e.g.* SBM, which has been underway since 2005) the lack of engagement with political and financial decision-makers constrains the extent to which participants can put their new knowledge and skills into practice.
- **Most transformative change comes from effective leaders** – of the 12 schools, 4 districts and 2 provinces engaged during this evaluation, a consistent relationship was observed between progress towards quality education outputs and leadership.
- **Little is known about how best to deliver education services to remote/rural children** – the challenges of delivering services in rural and remote areas of Papua and Papua Barat are complex and require both extensive resource commitments and innovation. There are emerging case studies of good practice but an overall strategy based on analysis of needs and opportunities is still lacking. This is the core education

development need in Papua and Papua Barat. There is an opportunity to conduct research through the ACDP under the Education Partnership to better understand needs and how best to adapt MoEC programs for quality education to meet the needs of this group of Indonesian children. UNICEF can also contribute to this understanding by systematic and rigorous monitoring and reflection of change or lack of change in the rural and remote schools.

Recommendations

Based on document review, interviews with national and provincial stakeholders and field reviews in Papua and Papua Barat, as well as thorough reflection on the AusAID Strategy Paper, the evaluation team has recommendations for (A) UNICEF to address in the remaining implementation period; (B) AusAID to address in the remaining implementation period; and (C) AusAID and GoI to consider for future programming.

(A) Recommendations for UNICEF to address in the remaining implementation period

1. **Strengthen performance management** – it is recommended that UNICEF use the available human and financial resource allocations to strengthen and systematically use the monitoring system to monitor indicators in the agreed performance framework as well as conduct an end line evaluation before end of October 2012. Monitoring results should be presented in an output-to-purpose report for the next PSC meeting and also the program completion report.
2. **Review stimulus modules to ensure quality and relevance for Papua** – it is recommended that UNICEF use available resources in the design for short-term inputs from experts in early grade and multi-grade teaching practices to strengthen stimulus materials for Master Trainers and prepare complementary teaching method resources that support less-experienced teachers to implement early grade and multi-grade teaching in practice.
3. **Strengthen mentoring support approaches in rural and remote areas** – it is recommended that UNICEF use available resources in the design to support district agencies and Foundations to deliver mentoring support to principals and teachers in rural and remote schools with systematic mentoring visits by selected Master Trainers and provision of very simple teaching support materials targeted to untrained teachers working in isolation.
4. **Acknowledge and promote Australian identity as agreed** – it is recommended that UNICEF maximise opportunities for building the identity of the program as Australian-funded and highlight efforts and achievements in this regard in a separate section, headed “Recognition of Australia’s Contribution”, in reports to AusAID. This is consistent with the Grant Agreement.

(B) Recommendations for AusAID to address in the remaining implementation period

5. **Focus supervision on quality and accountability of implementation** – it is recommended that AusAID schedule quarterly supervision missions and monthly engagement with UNICEF to monitor implementation during the remaining implementation period, particularly for Component 2 activities (in particular distinguishing between change processes for early grade and multi-grade teaching), acknowledgement and promotion of Australian identity and consistency of inputs and activities with agreed design.
6. **Work with USAID and UNICEF to ensure transparent accountability for funding** – it is recommended that AusAID and USAID work with UNICEF to ensure that all grant funds are accounted for and allocated in the most efficient way to achieve end-of-program outcomes as designed.

(C) Recommendations for AusAID and GoI to consider for future programming

7. **Maximise opportunities for ~~Ensure~~ education stakeholders in Tanah Papua benefit from existing programs** – it is recommended that AusAID work with provincial education offices to ensure that education systems in their province are fully aware of and are assisted to participate fully in ~~benefit~~ from programs such as Education Partnership, AIPD-Governance and related programs financed by USAID, the Netherlands and the World Bank.
8. **For education offices and urban/peri-urban schools in Papua and Papua Barat, maintain engagement in basic education through national programs** – it is recommended that AusAID use existing programs to strengthen basic education service delivery in urban and peri-urban areas. This could be achieved over the next 2-4 years with current programs such as the Education Partnership (e.g. targeting existing 8 districts for Component 2 Principal Preparation Program to build capacity of education leaders) and AIPD-Governance (e.g. ensuring provincial planning and public finance management support includes education offices in both provinces and in districts currently supported by the Australia-UNICEF program).
9. **For rural and remote children in Papua and Papua Barat, maintain engagement in basic education through a narrower and deeper program** – it is recommended that AusAID in partnership with GoI develop a concept note and design for a new program that supports provincial and district education offices in Papua and Papua Barat to strengthen delivery of SBM, early grade teaching and multi-grade teaching specifically in rural and remote schools. Once the function of the design is agreed between GoI and AusAID, the form of implementation can be negotiated. If an implementation service provider is required, the GoI and AusAID could enter into negotiations with UNICEF to undertake this role. Any implementation agreement could include an inception period during which the design is reviewed by all stakeholders and implementation arrangements finalised.

10. **Improve the grant agreement and supervision capacity for any future program** – it is recommended that any new design includes resources for AusAID supervision of technical as well as program management elements. These supervision activities could be complemented by a comprehensive and explicit grant agreement and six-monthly progress reporting using output-to-purpose reports.

Acronyms

ADB	Asian Development Bank
AIBEP	Australia Indonesia Basic Education Project (often referred to as BEP)
AIP	Australia Indonesia Partnership
AJEL	Active, Joyful, and Effective Learning
AKPK	District Education Finance Analysis
ANTARA	Australia - Nusa Tenggara Assistance for Regional Autonomy Program
AUD	Australian Dollar
AusAID	Australian Agency for International Development
Bappeda	<i>Badan Perencanaan Daerah</i> (Provincial/District Planning Agency)
Bappenas	<i>Badan Perencanaan Nasional</i> (National Planning Agency)
BEC TF	Basic Education Capacity Building Trust Fund (MoNE; WB)
BEP	Basic Education Project
BERMUTU	Better Education through Reformed Management and Universal Teacher Upgrading
Biro Hukum	Legal Drafting Office
BKPP	Civil Servants Education and Training Board
BPPPA	Board for Women's Empowerment and Child Protection
Bupati	Head of the District Government
BOS	<i>Bantuan Operasional Sekolah</i> (Operational Grant to Schools)
BOSP	<i>Biaya Operasional Satuan Pendidikan</i> (School Unit Cost Analysis)
CLCC	Creating Learning Communities for Children
CSO	Civil Society Organisation
DAK	<i>Dana Alokasi Khusus</i> (Special Allocation Fund)
DAU	<i>Dana Alokasi Umum</i> (General Allocation Fund)
Dayah	<i>Pesantren</i> (Islamic Boarding School)
DBE	Decentralised Basic Education (financed by USAID)
DBE 1	DBE Package 1 - program for school and District management
DBE 2	DBE Package 2 - program for Teaching and Learning
DBE 3	DBE Package 3 - program for Life Skills
DBEP	Decentralised Basic Education Project
Depag	<i>Departemen Agama</i> (Ministry of Religious Affairs; see MoRA)
Dep Dagri	<i>Departemen dalam Negeri</i>
DIALOG	Delivery Improvement and Local Governance
Dinas Dikpora	<i>Dinas Pendidikan Pemuda dan Olahraga</i> (Education Youth and Sport)
Dinas Pendidikan	Provincial Office of Education
Dinas	District (Education) Office
DPRA/D	Provincial or District Parliament
DPISS	District Information Support System
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> (District Government)
EAST	Education and Training for Youth Employment
EFA	Education for All
EG	Early Grade
EMIS	Education Management Information System
ERA	Educational Rehabilitation in Aceh
ESSP	Education Sector Support Program
ESWG	Education Sector Working Group
GENIA	Gender Education Network in Asia
GER	Gross Enrolment Rate
GoA	Government of Australia
GOI	Government of Indonesia
Gugus	Cluster of Schools
Guru honor	Honorarium teacher (untrained teacher paid small honorarium)
ICT	Information and Communication Technology
Kemenag	District Office of the Department of Religious Affairs
Kanwil Kemenag	Provincial Office of the Ministry of Religious Affairs
KK	Working Group
KKG	<i>Kelompok Kerja Guru</i> (Primary Teacher Working Groups)
KKKS	<i>Kelompok Kerja Kepala Sekolah</i> (Principals' Working Group Meetings)
LAPIS	Learning Assistance Program for Islamic Schools
LGSP	Local Government Support Program
LI	Individual School format for the annual school census

LPMP	<i>Lembaga Penjaminan Mutu Pendidikan</i> (Education Quality Assurance Institute)
Mapenda	School Curriculum Section of Depag
MBE	Managing Basic Education
MBS	<i>Manajemen Berbasis Sekolah</i> (School-Based Management)
M&E	Monitoring and Evaluation
MG	Multi-grade
MGMP	<i>Musyawarah Guru Mata Pelajaran</i> (Junior Secondary Subject Teacher Working Group)
MGP-BE	Mainstreaming Good Practices in Basic Education
MKKS	<i>Musyawarah Kerja Kepala Sekolah</i> (School Principal's Working Group)
MI	<i>Madrasah Ibtidaiyah</i> (Islamic Primary School)
MIN	Primary <i>madrasah</i>
MoHA	Ministry of Home Affairs
MoNE	National Ministry of Education
MoRA	Ministry of Religious Education
MPD	<i>Majlis Pendidikan Daerah</i> Provincial Council of Education
MTE	Mid Term Evaluation
MTs	<i>Madrasah Tsanawiyah</i> (Islamic Junior Secondary School)
MTsN	Junior secondary <i>madrasah</i>
NER	Net Enrolment Rate
NGO	Non-government Organisation
NTTPEP	<i>Nusa Tenggara Timur</i> Primary Education Partnership
NZAID	New Zealand Agency for International Development
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OTSUS	<i>Otonomi Khusus</i> (Special Autonomy)
PAKEM	<i>Pembelajaran Aktif, Kreatif, Efektif, dan Menyenangkan</i> (Active, Creative, Effective and Joyful Learning is the active learning approach used in primary schools)
PEACH	Public Expenditure Analysis
PFM	Public Finance Management
PGSD	Primary Teacher Training Institute
PISA	Program for International Student Assessment
PNA	Papua Needs Assessment
PPMG	Regional Teacher Training Institutions
REDIP	Regional Education Development and Improvement Program
RENSTRA	<i>Rencana Strategis</i> (Strategic Plan)
<i>Rencana Induk</i>	Master Plan
RESWG	Regional Education Sector Working Group
RPJM	Medium Term Development Plan
RPJP	Long Term Development Plan
S1	Bachelor Degree
SBM	School Based Management
SD	<i>Sekolah Dasar</i> (Primary School)
SDN	<i>Sekolah Dasar Negeri</i> (Public Primary School)
SEQIP	Science Education Quality Improvement Project
SISWA	[Education] Systems Improvement through Sector Wide Approach
SK	Letter of authorisation
SKPD	Unit of government
SMP	Junior High Schools
SPM	National Minimum Service Standards
STEP	Striving for Equity in Education in Papua and West Papua
SWAp	Sector-wide Approach
SWOT	Strengths Weaknesses Opportunities Threats
TA	Technical Assistance
TIMSS	Trends in Mathematics and Science Study
TOR	Terms of Reference
TOT	Training of Trainers
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
UPE	Universal Primary Education
USAID	United States Agency for International Development
USD	United States Dollar
UU	A national law
WB	The World Bank

1 Introduction

1.1 Background of activities

AusAID support to education in Indonesia includes programs that support:

- national priorities through the Education Partnership, successor to the AIBEP and LAPIS programs that concluded in June 2011; and
- priorities in two targeted areas – the province of Aceh and the two provinces of Papua and Papua Barat.

AusAID education support in Papua and Papua Barat

Australia supports Government of Indonesia (GoI) goals of improving access, quality and governance in basic education and its priority of providing nine years of basic education to all children. Australian support to education in Indonesia primarily focuses on junior secondary education. However, a unique response was deemed appropriate for Papua and Papua Barat due to their special development needs. The program designed for implementation by UNICEF has immediate education improvement objectives and is a first step to ensure that both Papua provinces fully benefit from the longer term Education Partnership.

Following the request of GoI in 2006 for donor assistance for Papua, Australia committed to support education development in the provinces of Papua and Papua Barat. Australia agreed in 2008 that support for the two provinces should be delivered through UNICEF in line with its policy of close cooperation with UNICEF in the area of improved education service delivery. The activity was funded under the Australian Government (GoA) Delivering Better Education initiative (2008-2011). The overall initiative focuses on (1) education system strengthening for less developed regions, and (2) improving basic education access, quality and governance, including in faith-based schools.

The program design was developed collaboratively with UNICEF between June and September 2009 and is consistent with the concept document jointly agreed with the Government of Indonesia in May 2009. The program contributes to the Australia Indonesia Partnership Country Strategy 2008-13 which has a focus on supporting Indonesia to achieve the Education for All targets, particularly in lagging regions; the program also contributes to UNICEF's Country Plan of Operations for Indonesia.

What the Australia-UNICEF program set out to achieve

The designed goal and objectives were refined during the inception period and are reflected in the performance management framework agreed between AusAID and UNICEF. The goal of the Australia-UNICEF program is to contribute to improved quality of primary education in Papua and Papua Barat through strengthened education planning, teaching practices and schools management. This is delivered through 2 program components:

- **Component 1:** To assist the education offices in Papua and West Papua and the 6 targeted districts to strengthen education strategic planning.
- **Component 2:** To improve teaching practices and school management in targeted schools in 6 districts in Papua and West Papua.

How the Australia-UNICEF program works

To meet the commitment to strengthen institutional capacity of the education sector Component 1 is implemented in three phases with dual focus on strengthening capacity for planning, budgeting, monitoring and evaluation; as well as developing evidence-based strategic and operational plans. The three phases are: (1) Planning Phase; (2) Strategic Plan Formulation Phase; and (3) Annual Operational Planning / Implementation Phase.

Based on implementation challenges and the current program environment, targeting of schools for Component 2 used different criteria than those set out in the design. Following consultation with AusAID and district education partners, UNICEF developed criteria for reclassification of schools to target the intervention whilst maintaining the total number of schools participating in the program:

- accessible urban and peri-urban schools that receive intervention in the 3 pillars of School-Based Management (SBM);
- rural and remote schools that receive focused support for Active, Joyful, and Effective Learning (AJEL) in multi-grade and early-grade teaching methods as well as core principles of SBM.

A cluster approach was planned to reach all targeted schools in Component 2. This builds on the cluster school system and strengthens the existing structure in the education sector, which includes School Principal Working Groups (KKKS) and Teacher Working Groups (KKG).

The Australia-UNICEF Program is managed within the framework of UNICEF operations in Indonesia with a central office in Jakarta and sub-offices in Papua and Papua Barat in-line with the GoI decentralisation policy. The Jakarta office provides guidance and technical support to the provincial teams, managing relations and engaging with AusAID, and quality assurance of project implementation and reporting. Program officers support direct technical inputs and assistance to specific program activities implemented at field level such as monitoring, strategic planning, curriculum design and teacher training programming.

1.2 End-of-program outcomes

End of program outcomes for the Australia-UNICEF program were set out in the design (page 17), and were refined in the Performance Management Framework. They include:

- Education Sector Strategic Plans and Annual Work Plans developed or improved in two provinces and six districts.
- Education offices preparing and implementing integrated strategic plans and annual work plans using participatory methods
- Education offices using reliable data for education planning, program implementation and monitoring and evaluation
- Improved teaching processes, school management and community participation in targeted urban and peri-urban primary schools through implementation of MBS
- Teachers in target rural and remote schools have enhanced skills and confidence in multigrade teaching (Grades 1 to 6)
- Teachers in small schools have enhanced skills and confidence in early grade teaching of literacy and numeracy (Grades 1-3)

1.3 Evaluation purpose

This evaluation was designed to be the second stage of a cluster evaluation covering education support in three provinces: Aceh, Papua and Papua Barat. The evaluation plan, approved by AusAID, is presented in Annex 5. The purpose of the cluster evaluation is to:

- evaluate actual performance against planned outcomes and suggest areas for improvement;
- analyse and comment on the relevance of program objectives and delivery mechanisms against AusAID strategic objectives;
- analyse and make recommendations on most suitable mechanisms for AusAID education support in the provinces over the next five years including if current programs mechanisms should be continued; and
- identify approaches and activities that could be replicated in other provinces.

1.4 Methodology

The investigatory framework for the cluster evaluation was informed by a Strategic Paper which sets the direction of AusAID education assistance in each target province. An evaluation plan was prepared to set out the methods, evaluation questions and analytical tools to be used (see Annex 5). This was approved by AusAID prior to the field work being undertaken. Collaborative and formative approaches were used to engage program stakeholders. A formal counter-factual was not used because of the short timeframe allowed for the evaluation. The cluster evaluation focused on the extent to which change is being delivered that would not be possible through other means. To do this the evaluation used the following methods: document review, with and without comparison, semi-structured and individual interviews, field observations, case studies, and focus groups.

Evaluation field work for the Australia-UNICEF Program was implemented between February 12 and 25 in Papua and Papua Barat with line agency and donor stakeholders in Jakarta; with provincial agencies and donor partners in Jayapura; and with program stakeholders and schools in the districts of Jayapura, Jayawijaya, Manokwari and Biak. Districts were selected with purposive sampling to represent a range of development progress and to be feasible within the time-frame. 12 schools were visited in 4 districts. Interviews were conducted with government staff from 4 districts and other donor programs were used to evaluate whether capacity development in provincial and district governance for education is leading to impacts on education outcomes for girls and boys in Papua and Papua Barat.

To ensure objectivity the evaluation was conducted by an independent team: evaluator (John Fargher) and education specialist (Hetty Cislowski). Drs. Palogo MPd. of the Ministry of Education and Culture joined the mission as an active team member. The AusAID Indonesia Senior Program Manager for Education Priority Provinces (Katie Smith) and the Australia-UNICEF Education Assistance to Papua and West Papua Activity Manager (Nieke Budiman) also contributed to evaluation field work. The primary intended users of this evaluation are AusAID, GoI and the provincial governments of Papua and Papua Barat.

1.5 Criteria

The Australia-UNICEF program was evaluated against 6 of the 8 criteria defined in AusAID Guidelines: relevance, effectiveness, efficiency, and sustainability as well as monitoring and evaluation, plus analysis and learning. AusAID asked that gender equity and impact were not evaluated. Given the purpose of the evaluation, it placed particular importance on evaluation of relevance and effectiveness. Evaluation against these criteria produced context-specific understandings to inform management decisions and programming for new investments.

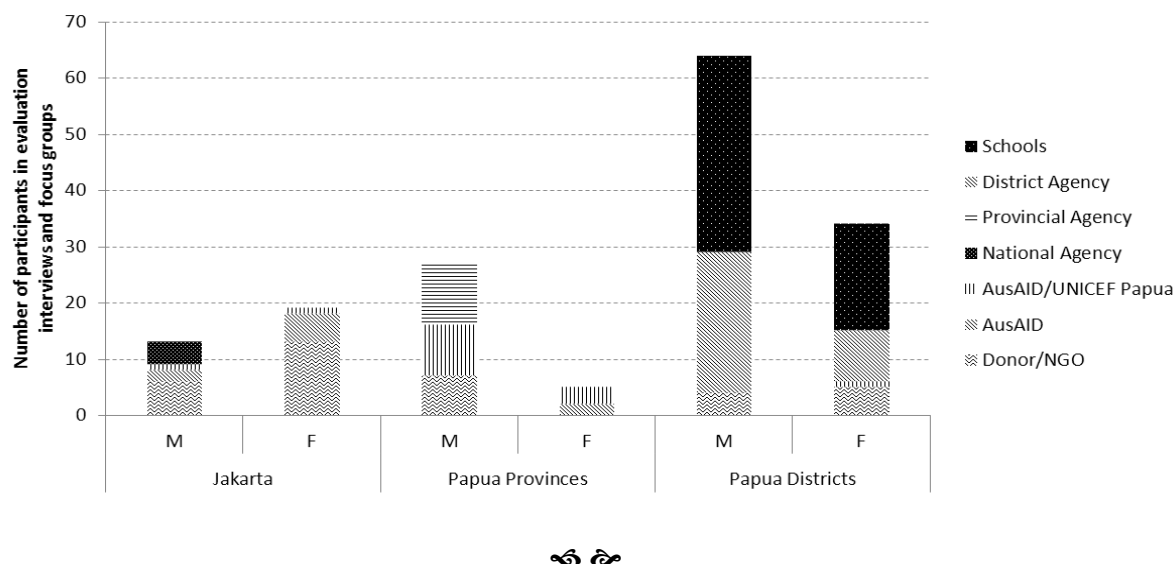
1.6 Limitations

Evaluation activities in Papua and Papua Barat were conducted over a short time frame with a small team. It was not planned as a scientific evaluation with a counterfactual and randomised sample of beneficiaries. Rather it was a participatory and formative evaluation that planned to learn lessons from past activities and collaboratively identify opportunities for improved effectiveness, efficiency and sustainability. In the available time frame, the evaluation team was able to interview stakeholders from 12 schools and four districts as well as provincial stakeholders. Most schools were from urban and peri-urban samples, and so the progress in rural and remote schools was not thoroughly evaluated. More district field work, school visits and interviews would have strengthened the evidence base for lessons learned about district implementation in rural and remote areas. This was not easily possible because of large distances (in space and time) to remote schools and security restrictions in some areas.

1.7 Stakeholders in the evaluation

Chart 1 shows the breakdown of the 58 women and 104 men from Papua and Papua Barat Provinces as well as Biak, Jayapura, Jayawijaya and Manokwari Districts and 12 schools interviewed for the evaluation. These data are disaggregated by location, agency association and sex. A detailed list of stakeholders consulted for the evaluation is presented in Annex 3 and the evaluation schedule is presented in Annex 4.

Chart 1 : Profile of stakeholders interviewed



2 Evaluation findings – Papua and Papua Barat

2.1 Relevance

Education change in Papua and Papua Barat has started but much remains to be done

The change process to strengthen quality of, and access to, basic education in Papua and Papua Barat is led by MoEC and was already underway in Papua and Papua Barat when the Australia-UNICEF program was designed in 2009. This included school-based management (SBM) programs implemented in several districts of Tanah Papua since 2005.

Confirming the needs identified in the AusAID Strategic Paper¹, the baseline survey of 247 schools (30% sample of primary schools in 6 target districts) provides good evidence of the extent of progress at the time of inception (late 2010/early 2011) and the on-going needs:

- **School-based management** – with the exception of Manokwari and Mimika, more than a quarter of surveyed schools had previous exposure to school-based management training. The baseline did not test to what extent this training was put into practice but 82% of surveyed schools had no parental or community involvement in school management.
- **School committees** – 85% of the surveyed schools had a school committee, most of which were established in the past 4 years (it is a requirement to have such a committee before receiving the national Operational Grant to Schools (BOS)). The committees particularly engaged in preparing long-term (RPS) and annual (RKAS) school plans as well as school maintenance – roles emphasised by school visits during the evaluation. Only 11% of schools surveyed for the baseline perceived their school committee to be effective. School visits during the evaluation highlighted a diverse range of effectiveness – from committees

¹ AusAID (2011) AusAID's education support to Aceh and the Papuan provinces: Strategic Paper. Australian Agency for International Development, Jakarta, Indonesia (p19)

with leadership and sound competencies in areas such as accounting, building maintenance and basic education to others which were clearly not functional.

- **School monitoring** – with the exception of Mimika, the number of schools completing the yearly school census form in the target districts has steadily increased over the last four years. Advice from the provincial education office suggests that the quality of data collected through the annual census is of variable quality, and that capacity still needs to be built to improve data quality as well as its effective analysis and use. The baseline did not evaluate whether feedback was provided to schools, but school interviews conducted during the evaluation consistently identified a lack of feedback.
- **Working groups** – the national system of working groups for principals (KKKS) and teachers (KKG) is supposed to operate in all target districts. There were some school clusters in Jayawijaya and Manokwari that did not have KKKS established – but this was less than 18% of surveyed schools. The baseline suggests that more than half of principals always or often attend KKKS meetings. The baseline survey identified that fewer KKG exist – with the proportion of school clusters without a KKG ranging from 58% in Manokwari to 16% in Sorong. The evaluation found limited evidence of KKK and KKG activity and no evidence of them operating as an effective part of the change process. More work is needed to improve the frequency and quality of working group meetings – they are an integral part of the program logic (see Chart 5) and essential for efficient scale-up and leveraging of the Australian investment. This has implications for both the program and for district planning and budgeting.
- **Multigrade teaching is needed** – the baseline survey identified between 23% (Mimika) and 78% (Manokwari) of schools have a need to implement multi-grade teaching. School visits and teacher interviews during the evaluation highlighted that most teachers currently cater for multigrades in one room as separate entities rather than having an integrated syllabus and lesson plan for 2 or more grades. This finding was further emphasised by observation and discussion with participants at the multigrade teaching TOT activity at LPMP in Jayapura during the evaluation – in which several teachers expressed that they now had a different understanding of multigrade teaching.

In addition to the ongoing change processes identified above, the baseline survey highlighted areas where new change is needed including the participation of parents in school activities (*e.g.* more than 70% of surveyed schools in each district had no parent involvement). World Bank analysis² highlights weaknesses in education sector governance and the need for strengthened strategic and annual work planning to provide a foundation for education service delivery at provincial and district levels (see Chart 3).

Papua and Papua Barat have special education needs

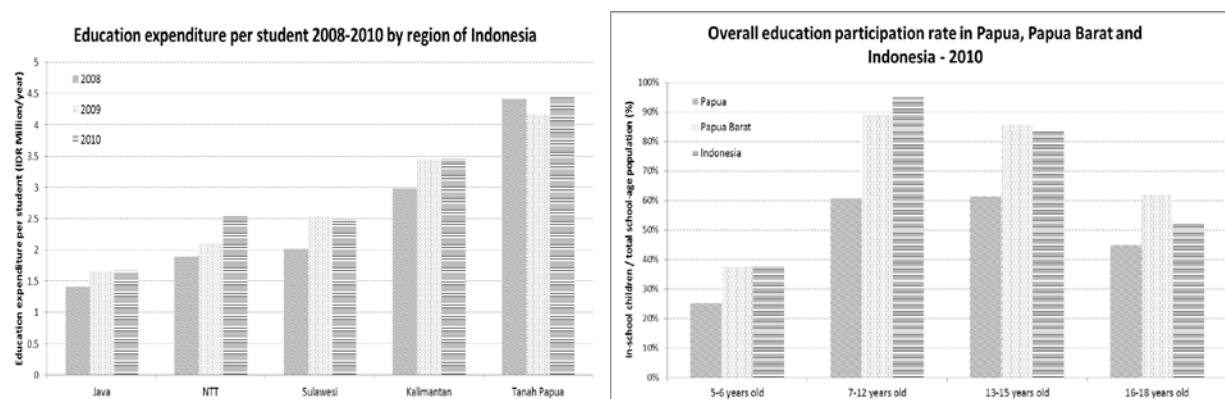
As shown in Chart 2 and Chart 3, there are special education needs in Papua and Papua Barat (*e.g.* education is more expensive, reaches fewer children and is less well governed than other regions of Indonesia). The reasons for this include³: more poor people than average in Indonesia (*e.g.* 34.8% in Papua compared with 14.2% nationally); many new districts with limited administrative experience (*e.g.* 11 out of 40 districts in Tanah Papua were formed since 2007); poor teacher qualifications (*e.g.* on average 8% of teachers in Papua have an S1 degree, compared with 25% national average); poor teacher attendance (*e.g.* teacher absence exceeds 30% in most rural and remote schools); low population density (*e.g.* Papua average is 27.7 people/km² compared to the national average of 127 people/km² but the range in Papua is from 4.1 [Merauke] to 566 [Biak Numfor] people/km²); difficult logistical access to more than 55% of schools; and high costs of transporting consumables to schools (*e.g.* there are no roads to Wamena, capital of Jayawijaya District, so everything is air-freighted or carried in).

² World Bank (2010) The Indonesia Local Education Governance Index (ILEGI): A report card of 50 local governments. World Bank, Jakarta, Indonesia

³ BPS Census 2010; World Food Program (2009) Food Security and Vulnerability Atlas of Indonesia published with Indonesian Ministry of Agriculture; Ministry of Education and Culture (2010) Education statistics and teacher data.

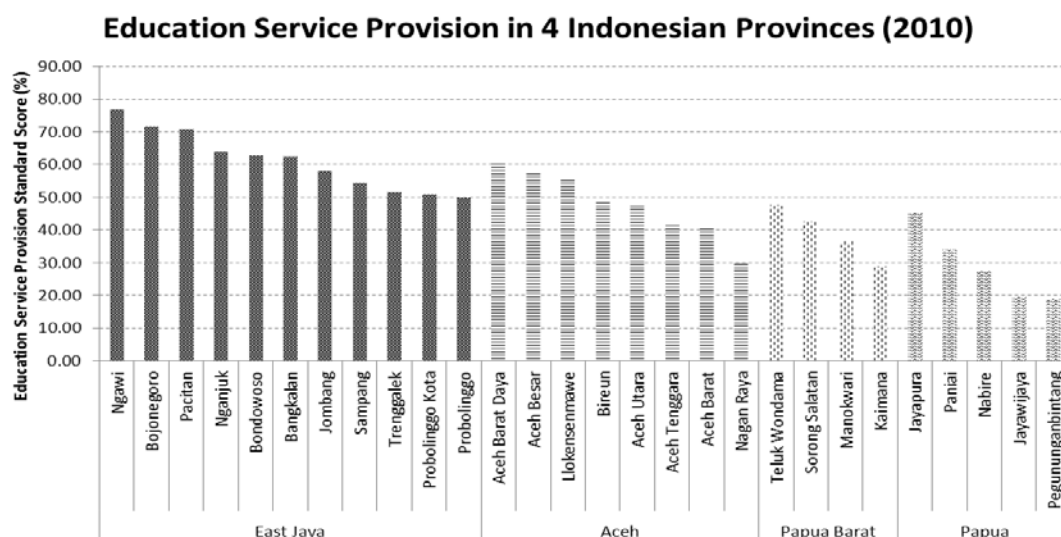
There are few reliable and current data at provincial level on basic education outcomes for children in Papua and Papua Barat. However, recent studies at district level in Papua⁴ suggest the challenges and ongoing needs identified above impact negatively on education outcomes. For example, in Jayapura District the proportion of children repeating a year in primary school is high – ranging from 26.9% in Unurum Guay Kecamatan (a sub-district with 0.41 learning groups per teacher) to 0.9% in Waibu Kecamatan. The national benchmark for grade repetition is 1%.

Chart 2 : Education in Tanah Papua: more expensive, reaching fewer children



Source: Data held by Puslit in Balitbang, Ministry of Education and Culture data (2011); Jakarta, Indonesia; and also BPS Census 2010.

Chart 3 : Papua and Papua Barat rank poorly for education governance



Source: World Bank (2010) The Indonesia Local Education Governance Index (ILEGI): A report card of 50 local governments. World Bank, Jakarta, Indonesia.

Relevance of Australia-UNICEF Program to GoI and AusAID strategic objectives

Australia-UNICEF program outputs are well aligned with the strategic issues, directions, aims, targets and priority policies for the provinces of Papua and Papua Barat set out in the GoI 2010-14 Medium Term Development Plan (RPJM). The RPJM highlights the need to reduce the regional disparities in education participation and quality in order for MDG targets to be achieved. Papua and Papua Barat are consistently ranked in the bottom five on most education indicators of access and quality. Targeting these two provinces for special assistance is highly appropriate and the Strategic Paper¹ highlights strong convergence

⁴ DIALOG (2011) *Challenges for better education and health service delivery: Strategies in Papua*. Delivery Improvements and Local Governance Project. World Bank, Jakarta, Indonesia.

between GoI priorities for Papua and Papua Barat and the contribution to the education sector offered by Australia.

Components 1 and 2 are also both well aligned with the current GOI plans to improve quality in education through achievement of minimum service standards (MSS) which requires improved planning and budgeting at district and provincial offices and improved school practices in school management, lesson planning and teaching processes.

Outputs are also consistent with AusAID Education Strategic Objectives and the 2011 AusAID Strategy for Support to Indonesia's Papuan Provinces – particularly: the focus on improved service delivery, education in remote communities, strong leadership, treating Papua and Papua Barat as distinct entities, and mainstreaming HIV/AIDS to reduce the impact of HIV. Results emerging from the Australia-UNICEF program are also relevant to the Australia Indonesia Partnership 2008-2013, especially Pillar 2 (Investing in People).

How appropriate are approaches and implementing partners to achieving objectives?

Australia was committed to a multi-lateral approach for delivery and GOI agreed that UNICEF would be an appropriate partner. Clearly, UNICEF's prior experience in the region, has provided a good foundation for program implementation, especially taking into consideration the complex and diverse development context and the issues of governance in a decentralised, autonomous administration with many districts recently formed (*e.g.* 8/29 in Papua formed after 2007). Recognising that plans and budgets must be approved by the political process, it would have been relevant for the program to engage more proactively with political actors such as provincial and district parliaments, perhaps drawing on the civil society mapping activities supported since May, 2011 by USAID through UNICEF.

The approach to Component 2 builds on a foundation of SBM training that commenced in some districts during 2005. This foundation provides a cadre of experienced trainers thereby enabling the program to move faster than it might otherwise have been able.

UNICEF built on its strong local presence and extended the range of its partner organisations in Papua and Papua Barat. In particular, a recent MoU with the Papua education department has enabled an effective partnership with LPMP and the two main universities. . The program also built strong connections with the Netherlands-supported HIV and AIDS program and the USAID STEP program. A recent multilateral aid review by UKAID⁵ identified UNICEF as one of 9 multilateral agencies (out of 43 reviewed) that provided very good value for money for UK development and humanitarian objectives. This assessment is relevant to Australia, which is finalising its own multilateral aid review in 2012. Given the circumstances, UNICEF was a relevant partner and has added value to the program – as the evidence under the effectiveness criterion shows.

AusAID and USAID agreed to harmonise their support to the education sector in Papua and Papua Barat – with complementary objectives and a common implementing partner. This has put some pressure on UNICEF but there are synergies identified at this early stage (*e.g.* understanding teacher absenteeism) that support the relevance of this decision.

2.2 Effectiveness

The timeline presented in Chart 4 highlights the 14 months it took to get from design to fully operational program. In a program of 2 years duration, this delay was costly in development as well as other terms. The design underestimated the time required to transition from contracting to full implementation, especially for programs operating at province and district levels. However, UNICEF relationships and networks enabled effective start-up once the full

⁵ UKAID (2011) Multilateral Aid Review, Department for International Development, London, UK.

team was in place in late 2010/early 2011 and so the delivery of outputs is now consistent with the design and by the end of 2011 measureable progress was being made (see Chart 5).

Chart 4 : Timeline for Australia-UNICEF program

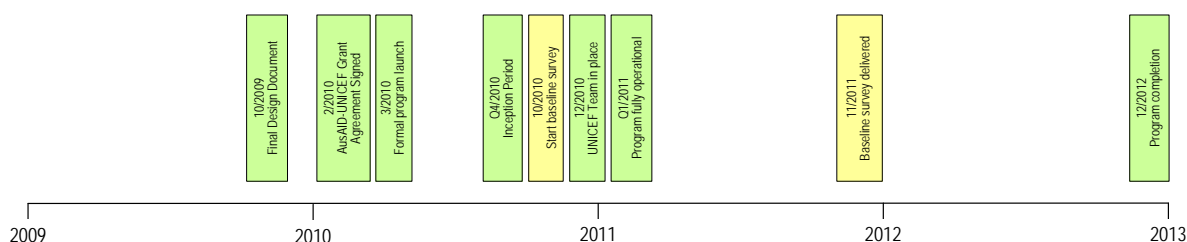
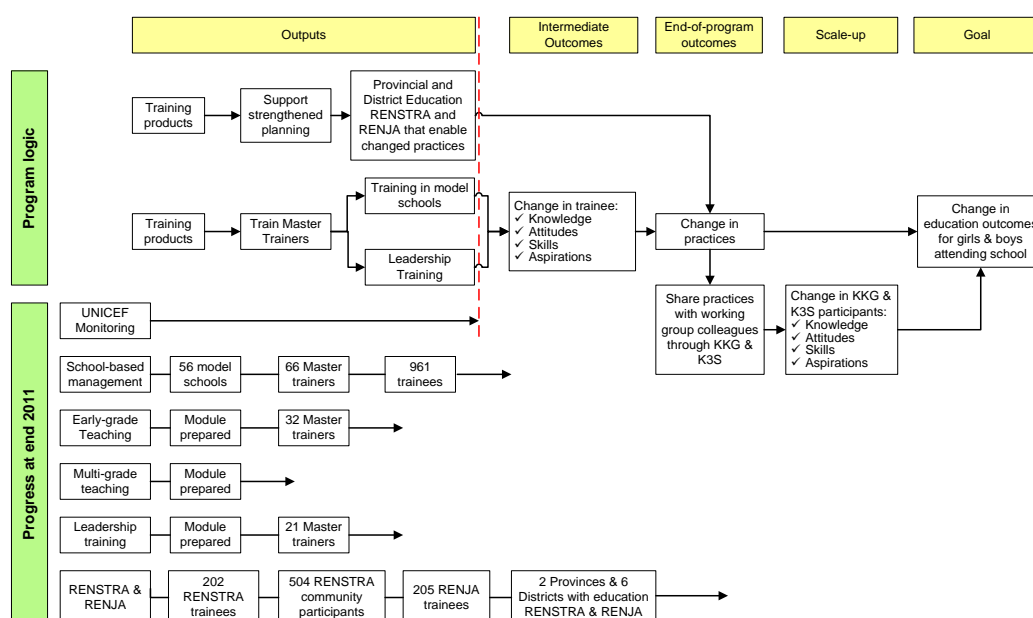


Chart 5 : Progress against program logic at February 2012



How well is the Australia-UNICEF program progressing against Component 1 outcomes?

Education departments in both provinces and all 6 districts have now finalised the RENSTRA and developed annual work plans (RENJA) for 2012 that are aligned with these plans. The Head of the Papua Department of Education told the evaluation that the planning capacity was now sufficient to prepare strategic and annual work plans – with the on-going constraints

relating more to technical capacity to put those plans into practice. A senior Bappeda Papua official also told the evaluation team that the provincial education RENSTRA was of good quality and consistent with GoI regulations (see Box 1). In Biak, Bappeda staff identified the close working relationship that had been forged with the

Box 1 : Education RENSTRA now meet national standards

The District Education Office in Sorong, Papua Barat was supported by the program to prepare a 5-year strategic plan for education in the District (the RENSTRA). This document was reviewed by the Indonesia State Finance & Development Surveillance Committee (BPKP) in November 2011. BPKP found that the Sorong Education RENSTRA complied with the national law on planning (BAPPEDA #24/2004) and decentralised planning (MoHA #54/2010) and should be used as an example by other district line agencies (SKPD). Bappeda of Sorong District is now working on this and the District Department of Health has taken a copy of the Education RENSTRA for reference. [Email from Sorong Dinas Pendidikan, 21/2/2012]

Education Department during preparation of the Education RENSTRA. They also identified the process and document as models for other departments to follow, although they had not yet done anything proactive to promote that. Similarly, interviews with Bappeda Jayawijaya demonstrated that the education office is the only government work unit in the district with a

completed RENSTRA that is consistent with the requirements of the national laws on planning (BAPPEDA #24/2004) and decentralised planning (MoHA #54/2010).

One concern identified by the evaluation was the limited understanding of the budget envelope available for annual planning – resulting in ambitious lists of activities and program proposals that exceeded the budget capacity of province or district governments. Similar concerns exist for some RENSTRA, although budget uncertainty over the medium-term is a common issue in public sector planning. There is an opportunity to better link budget resources and annual work planning with Bappeda to ensure proposed activities and programs are within the financial capacity of the education office. This is consistent with lessons learned by ANTARA and also more recently with AIPD-Governance in eastern Indonesia.

Another concern is the limited understanding in program stakeholders of possible implications of the recent changes in the regulation of the national school operating fund (BOS). Recent changes in BOS administration were not raised as an issue by any stakeholders interviewed⁶. The changed roles for provincial and district agencies has implications for strategic planning.

Component 1 activities effectively engaged senior leaders in districts. For example, in Sorong District the Bupati attended the public consultation and endorsed the RENSTRA developed by the district education office with input from the public consultation. Similarly, in Manokwari District, the Bupati asked that public consultation for the education RENSTRA be conducted with Bappeda and synchronised with development of the RPJMD 2011-2016. In Papua Barat, the education department contributed Rp123 million (around A\$13,500) of their APBD budget to share the costs of finalising the RENSTRA – particularly for collecting additional data and analysing it as well as to support the writing process.

There are signs that a more participatory approach is being adopted for developing strategic and annual work plans. For example, in Papua Barat almost all heads of district education departments joined the consultation for the new education RENSTRA. Synchronising activities and targets between provincial and district plans was a focus of this consultation process. One outcome of this was a clear division of roles and authorities for education service delivery between province and district agencies in Papua Barat.

The evaluation found mixed evidence of parental and community involvement in schools – with a few schools (*e.g.* in Manokwari urban area) having strong parental involvement as a result of leadership from the Principal whilst most had no meaningful involvement. There is not yet evidence that the program has contributed to changes in this aspect of SBM.

The Papua Barat provincial education department contributed Rp700 million (around A\$77,000) from its APBD budget to support stakeholder participation in the review and finalisation of the draft education RENSTRA. Synchronising activities and targets between provincial and district plans was a focus of the consultation process. In total 231 people participated, of which around a quarter were women and one third were from district school communities (teachers, school committees and parents).

The UNICEF team has demonstrated flexibility in its delivery of program activities – an essential requirement in a complex development context such as Papua. For example, in Papua Barat and some districts in both provinces the 2012 education RENJA had already been developed, so the participatory processes supported by the program were used to review the document and make adjustments that were then submitted to the relevant Bappeda for approval and submission to DPRD (Governor or Bupati office).

⁶ Until 2010 BOS was transferred from MoEC directly to schools, but this changed in 2011 so that BOS was disbursed from the Ministry of Finance to districts and then to schools. In 2012 this was changed again – with Ministry of Home Affairs (MoHA) Decree 62/2011 on BOS Management Guidelines, which set out that the fund is to be transferred to provincial governments and then disbursed to schools as a provincial grant.

Analysis of effectiveness: Component 1 – Strengthened planning capacity

Evidence from several district education offices confirmed that the capacity to prepare plans had improved. Similarly, there was clear evidence of participatory planning being implemented with program support but at this early stage of implementation there was no evidence of the plans being put into practice. The evaluation also identified that, while it was not part of the design, district stakeholders will need more support on how to engage with and influence political actors during the planning process to ensure resource allocation and effective implementation of the plans. Monitoring capacity remains limited at this stage, with no district education office visited able to show the evaluation team data collection or analysis relating to the RENSTRA or RENJA.

Looking to the remaining 10 months of program life – there is an opportunity for Component 1 activities to support districts to scale-up planning for RENSTRA and RENJA as new Bupatis are appointed, and as non-program districts express interest in learning from program participants.

Overview of Component 2

Component 2 included 3 sub-programs to be implemented in a selection of schools in 6 districts: (i) support for school-based management (MBS); (ii) support for multigrade teaching (MT); (ii) support for early grades teaching (EG). The program design specified that early grade teaching should specifically target rural and remote schools where there are many small schools providing only grades 1-3.

In each of the 6 districts, schools to receive benefits under the program were identified in clusters as urban, peri-urban, rural and remote (see Chart 6). A core or “model” school was designated as the training centre from which designated satellite schools would receive training and mentoring support through the cluster teacher network meetings (KKG) and principals’ meetings (KKKS) (see Chart 5). Master Trainers, sometimes drawn from core schools but also including supervisors and staff from district education offices, LPMP and universities (see Chart 7), were selected on a range of criteria including previous role as a trainer, competence and communication skills. Final selection of trainers was the responsibility of provincial and district education offices.

Chart 6 : Classification of schools selected for participation in program

Location	TOTAL	BIAK	JY.PURA	JY.WIJAYA	MIMIKA	MANOK	SORONG
Interior	189	13	75	0	2	66	33
Urban	88	21	9	16	21	21	0
Semi-urban	114	19	23	14	8	0	50
Isolated	100	36	6	28	17	0	13
TOTAL	491	89	113	58	48	87	96
School Committee	TOTAL	BIAK	JY.PURA	JY.WIJAYA	MIMIKA	MANOK	SORONG

Source: UNICEF (2011) Annual Donor Report – Australia UNICEF Education Support to Papua and Papua Barat. UNICEF Jakarta, Indonesia (p84).

For Early Grades and Multi-grade teaching, the concept of “model” school does not imply that the school is a model of good teaching practice. It is related to the geographic location of the school and its capacity to host cluster meetings. For SBM “model schools”, the term was indicative of good practice in some, but not all, of the schools visited. The cluster mechanism for disseminating knowledge is adopted throughout Indonesia by MoEC as the regular means of providing information and technical support for principals and teachers. The cluster network meetings sometimes receive funding from provincial or district education offices or LPMP for their operating costs and schools sometimes allocate budget for teachers to travel to meetings.

The materials for training of trainers (TOT) were developed with program support under the leadership of LPMP with inputs from a broad stakeholder working group. The materials appear to draw heavily on existing UNICEF products, with some customisation. There is considerable common ground between the three sets of stimulus materials in the principles of PAKEM (Active, Creative, Effective and Joyful Learning). These principles are endorsed by GOI as an appropriate framework for developing more interactive, child-centred teaching.

Component 2 - Progress to date

Training-of-trainers is progressing as designed

By the end of 2011: the training modules for TOTs had been completed in draft form and were being used; a series of refresher courses were held for SBM trainers and two Early Grades TOTs had been held. One Multi-Grade TOT was being conducted at the time of the evaluation.

The selection of Master Trainers may prove problematic as the model rolls out beyond the initial TOT stage. For example, some supervisors and district education office staff who have become Master Trainers have not had any training in education or experience in the classroom on which to draw. Their capacity to assist untrained teachers to master new teaching techniques will be extremely limited. On the other hand, some other Master Trainers, drawn from schools, including some excellent teachers, may not have the time to act as an effective Master Trainer in their cluster. For example one of the Multi-Grade Master Trainers interviewed in Jayapura was the only teacher in school of 70 students, teaching grades 1 to 6 by running to 6 different classrooms, assisted sporadically by 2 English-as-a-Foreign Language students from a nearby college. The most capable Master Trainers observed were those who were effective principals in medium to large schools in urban and peri-urban areas.

The roll-out from model to satellite schools is not yet systematic

Extending the training to satellite schools had not commenced in a systematic way but there was evidence in the field visits that some mentoring visits had taken place and some Master Trainers had contributed to KKG meetings. This is appropriate progress at this stage of implementation. Under the 2012 work plan, the TOT will be completed as planned. Whether all satellite schools are then supported in the period to December 2012 depends very much on the effectiveness of the KKG model and whether Master Trainers have the time and resources to undertake individual mentoring visits to satellite schools.

From evaluation field visits and from discussions with program and education office staff, the effectiveness of KKG is very variable. In the urban areas where access is easy and where there is a critical mass of trained teachers, professional development through a modality such as the KKG is appropriate and has a good chance of success provided there is some ongoing support and direction from the education office and LPMP.

The potential success of the program is seen readily in urban and peri-urban areas where principals with strong leadership skills and enthusiasm are able to utilise the training and materials to push ahead with school-based management and reform of teaching and learning processes.

However, in none of the rural and remote schools visited by the evaluation was the KKG operating regularly or with minimum effectiveness, and the likelihood of success, even with education office support, is very low. Clusters where schools are 15-30km apart and where there is no road or regular transport are clearly not sustainable as modalities for ongoing professional development (see Box 2).

Quality and content of materials supporting change process

The effectiveness of the model for disseminating good practice also depends on the quality of the training materials for Master Trainers and the quality and availability of teacher-support materials:

- **SBM materials for Master Trainers are broadly aligned with MoEC expectations of school-based management as contained in the national standards** – however the

Box 2 : A benchmark school to test the model

As shown in Chart 5, the Australia-UNICEF program relies on school clusters, teacher working groups (KKG) and active school supervisors as the change agents to replicate and extend new skills and knowledge in school clusters. The example of one of the schools visited in Manokwari District, illustrates the constraints that limit the effectiveness of these change agents. Any change model needs to fit this reality.

The village is the sub-district town, connected to Manokwari city by sealed roads – a 3 hour drive that costs around \$300 for a return taxi ride. The School has 1 principal, 1 teacher and 3 *honor* teachers for 57 children organised into 3 multi-grade classes: Class I-II, Class III-IV, and Class V-VI. The teacher is at university gaining a degree, so is absent from the school with permission during 2012. The *honor* teachers are high school graduates from the village with no training in teaching methods. They are paid around \$30/month. The School Committee, 3 men, meets once a year. The Principal is away from school about one week in four, collecting his salary and school funds from Manokwari (the nearest banking facilities). Malaria is endemic and both the Principal and the school guard were suffering from malaria when the evaluation team visited the school on February 21, 2012.

The school is a core school in a cluster of 4 schools, but the other three schools are distant: one 30km accessible by foot or motor bike, the other two each 15km away. The KKG has not yet been established because the most distant school is unable to attend the meeting. The Supervisor, based in Manokwari, tries to visit once every 6 months but there is no formal budget allocation for travel costs, so this is difficult.

The school was chosen by the program to be an Early Grade model school – because it is the core school and because of its relative accessibility by road. The Principal attended training in November 2011 and Class I-II has the teaching resources kit on a table in the classroom. The *honor* teachers have not yet been supported to use those materials. The Principal is keen to share his new knowledge with other schools in the cluster, but distance means this has not happened yet, and without additional funds for travel and living, is unlikely to happen soon.

Even within his own school there is little evidence of the flow-on impact of his training on teaching techniques. One lesson observed for 10 minutes was entirely rote learning of reading material, unsupported by the actual text – *i.e.* the teacher was the only one who had the words in front of him. No-one in the school is to blame for this – the principal has little time and no resources to initiate professional development with the staff and he says the honor teachers are not paid enough to spend extra time on lesson planning.

emphasis on ~ 70% PAKEM and 30% school-community involvement means that there is less attention given to key management issues such as effective monitoring and supervision of teachers and addressing student absenteeism and drop-out. For example, several schools visited that had received inputs from the MBS program components cited improved student attendance as an outcome of implementing MBS. However, inspection of attendance rolls indicated that student absenteeism was far greater than acknowledged in evaluation interviews.

- **Customisation of materials for Papua is less than desired** – for example in the draft materials used in the training course for Multi-Grade training of trainers, the introduction to multigrade teaching draws on references to an American television series (“Little House on the Prairie”) as if this would be familiar and meaningful to teachers. Materials have apparently not been piloted. They should be piloted in both remote and urban areas before being finalised. The MoEC representative on the team found the materials to be “general and theoretical rather than contextualised and practical”.

- **There is a focus on “what” rather than “how” to teach** – in general, both the Early Grades and Multi-Grade materials for Master Trainers are heavily weighted to lesson planning and ideas for providing the conducive environment for learning but lack sufficient detail on actual instructional processes that will be required for mastery in the basic skills. For example, in Early Grades pedagogy, there should be more detailed and systematic instruction on how to teach the basic skills of literacy, beginning with pre-reading and pre-

writing activities progressing through letter and sound recognition to word recognition. Evaluation visits in several school classrooms identified that children using word cards responded to the picture rather than the letters and words under the picture. Similarly for pre-numeracy and numeracy, systematic support is needed for teachers to understand the pre-formal learning stages and how to progress systematically through well-defined stages of learning literacy and numeracy. This could be addressed by providing more TA input to the modules – resources that were included in the design and are available to UNICEF through the AusAID grant agreement. There should also be more explicit guidance on how and when to make the transition from mother tongue to Bahasa Indonesia.

- **Contextualised early grades readers need “how-to-use” help for impact** – the program prepared 18 picture books with stories from Papuan culture that are an excellent resource for teachers. Unfortunately these are being distributed without any accompanying guidance on how they can be most effectively used for early grade literacy education. Similarly, principals reported that the Early Grades Resource Kit of early literacy and numeracy materials does not have any accompanying guidance on how to use the materials. Perhaps their use could be regarded as self-evident to a trained teacher, but is not the case for *honor* teachers with no exposure to teaching methodology. The evaluation team saw evidence of this on field visits to several schools. These deficiencies can be readily rectified.

Analysis of effectiveness: Component 2 – Improved teaching practices and school management

The model for dissemination of knowledge and skills (core school and satellite school being engaged through cluster meeting and individual mentoring) appears to be working in the urban and peri-urban areas but at this stage there is no evidence of change in rural or remote schools. The evaluation evidence suggests a low likelihood of objectives being met for these schools.

It must be concluded that a different model is required for rural and remote areas – one that recognises both the distance and access issues and the low level of capacity in the majority of schools. The support could be configured as regular visits from an itinerant support teacher spending several days in a school and providing explicit instructional materials. This special category of trainers could form a team of itinerant support teachers, that have special conditions (*e.g.* provision of motorbike or vehicle) and incentives (*e.g.* support for a scholarship after a number of years of service) to engage directly and more frequently as mentor and coach for *honor* teachers and teachers in remote schools. Other strategies could include using teams of specially selected graduate students, visiting teachers from other parts of the province or retired principals.

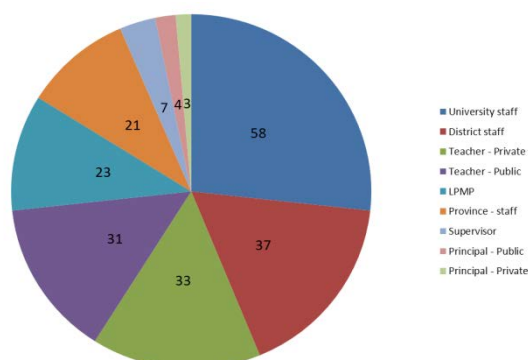
Already there are some examples of NGOs and Foundations working in remote areas with local untrained teachers. For example, Yayasan Kristen Wamena developed materials for civil society groups to deliver to untrained teachers working in one-teacher schools in remote villages in the Papua highlands. These materials appeared to be of high quality and very practical for use with teachers who had not had the benefit of any education beyond secondary school. The UNDP People-Centred Development Program also reported several examples of parallel schools and civil society groups training village teachers using local materials – one program of which received recognition of an MDG award from GOI in February 2012.

A remote-areas model must, in time, also incorporate effective use of communication technologies currently not widely available but being trialled in other programs such as the UNDP People Centred Development Program and by YASUMAT (see Box 4).

The present selection of Master Trainers has a comprehensive set of criteria which may be over-ruled by the province or district education office making the selection of participants for TOT activities (see Chart 7). Even in urban and peri-urban areas priority must be given to

trainers who have a deep understanding and experience of the pedagogy underpinning early grades and multi-grades teaching and who have the time and resources to deliver training. The present practice of people working in teams for delivery of SBM training may help to address some of the shortcomings of individual trainers.

Chart 7 : Origin of master trainers participating in LPMP training, 2010-2011



Source: Peserta Kegiatan 2010-2011 from LPMP Jayapura for activities supported by Australia-UNICEF program.

Linking training to principal leadership development is effective. Each of the schools where the program was considered to be working effectively (see Annex 2) had high performing principals. Opportunities to strengthen principal leadership as a core component of program delivery should be explored with the USAID program and with the new MoEC-AusAID Education Partnership Principal Preparation Program for principals, aspiring principals and school supervisors.

Building on previous SBM training is an effective feature of delivery in Component 2. It reinforces good practice and makes use of existing knowledge and HR capacity. Several of the schools visited already had previous exposure to SBM which provided a good foundation for the current program initiatives. Similarly, utilising existing structures such as KKG and KKKS at district/sub-district level in urban and peri-urban areas has good potential to support continuous learning and it is appropriate that the program uses the existing networks for this purpose. Similarly, training of supervisors as part of the mater trainer team has the potential to be institutionalised (e.g. elements of SBM have been incorporated into supervisors' monitoring checklists for 2012).

The stimulus materials (modules) for SBM, early grades and multi-grades teaching have potential to make a national contribution to enhancing the quality of teaching and learning in remote areas. The existing draft materials have been developed collaboratively so there is good ownership and commitments have already been made to include the materials in university pre-service education and teacher certification modules. The draft materials could be improved with greater contextualisation and more technical input especially on early grades pedagogy (*i.e.* more on “how” to complement the “what”). Part of this improvement process should include preparation of very basic stand-alone teacher support materials providing explicit guidance on teaching literacy and numeracy for low capacity teachers in remote areas. The first progress report (July 2011) refers to teacher materials being developed but the evaluation did not see any evidence of teacher support materials, other than the modules for master trainers. There is both the time and resource available in the program to make these improvements and to trial the material in the more remote schools. If this is able to be done, the modules could be offered to MoEC for adaptation and replication in other remote areas where there are small schools and many untrained teachers.

Branding of Australian Aid in Papua

Australia needs to demonstrate and communicate to the Indonesian Government and citizens its contribution to development in the Papuan provinces, and the fact that its assistance is an

inherently stabilising influence. This should include seeking to better inform the Indonesian and Australian public about Australia's aid program in the Papuan provinces⁷. This strategy was recognised in clauses 19 and 20 of the Contribution Agreement between AusAID and UNICEF which require UNICEF to: (1) maximise opportunities for building the identity of the program as Australian-funded; and (2) highlight efforts and achievements in this regard in a separate section, headed "Recognition of Australia's Contribution", in reports to AusAID.

The evaluation found inconsistent branding of AusAID on program documentation, workshop banners and other outputs. The UNICEF brand dominates and is proactively promoted – and almost all stakeholders referred to the "UNICEF program". No documentary evidence was provided of reports on efforts and achievements relating to recognition of Australia's contribution. AusAID does not seem to have monitored this aspect of the Agreement, even though it added specific clauses to the agreement on the subject of Australian identity.

Several GoI stakeholders from Ministry of Education and Provincial Education Office levels raised concerns about branding to the evaluation team. They confirmed that the program implements GoI programs and that principal branding should be to national, provincial and district education agencies of GoI. Where appropriate the contribution from Australia should then be acknowledged and promoted.

2.3 Efficiency

Harmonisation between AusAID and USAID increased efficiency

AusAID and USAID developed a harmonised program in the sector, focused on the same districts and used UNICEF to deliver the two programs. Although this stretched the UNICEF management resources when the USAID STEP program commenced in May 2011, it enabled the Australian program to deliver more outputs for the same inputs. For example:

- USAID supported development of training modules for leadership (district supervisors and school principals) which were used as part of the school-based management training financed by AusAID as well as for other leaders in the 6 program districts;
- USAID supported development of training modules on education finance for district government, school unit cost analysis (BOSP), government budget performance reporting (LAKIP), and integrated financial reporting (LKT) which enabled district education officers to prepare more accurate annual work plans (RENJA) supported by AusAID as well as model schools supported by AusAID to strengthen their financial management;
- USAID supported monitoring training for education offices in the same districts working with AusAID;
- USAID supported a number of analytical studies including the civil society partnership mapping study and the teacher absenteeism study which inform current and future investment in basic education support for Papua and Papua Barat.

Similarly, convergence with the Netherlands HIV/AIDS program also delivered by UNICEF in Papua and Papua Barat added value to the education program with information to support mainstreaming of HIV/AIDS in schools and into the Education Strategic Plans, as well as innovations to support monitoring of changes in this area. This efficiency results from the UNICEF partnership.

The program is sufficiently resourced to achieve desired results

As detailed in Chart 8, the program design included 14.4 FTE to support implementation. This is sufficient to implement the program and at 40% of total program costs, represents an allocation to personnel that is greater-than-normal for programs in Indonesia. However, UNICEF has not filled all these positions – with most of the team only being in place early in

⁷ AusAID (2010) AusAID Strategy for Assistance to Indonesia's Papuan Provinces. Australian Agency for International Development, Jakarta, Indonesia (p7).

2011 (see Chart 4). There was anecdotal evidence from some participants in the evaluation that the centralised nature of UNICEF management systems constrained the responsiveness and flexibility needed for the Papua context – especially for recruitment of program staff. For example, at the time of the evaluation there were reportedly 6 staff recruitment requisitions awaiting approval from Jakarta. Despite this, UNICEF claimed the full cost of staff for the first year⁸. This matter could have been questioned by AusAID at periodic management review meetings with UNICEF in Jakarta. Clarifying this may have helped to identify funds that could be re-allocated to field work or other program purposes.

Chart 8 : Budgeted and actual staff resources for implementation

Budgeted positions (FTE/year) ^a	Actual staff at February 2011 (FTE) ^b	Actual staff at February 2012 (FTE)
0.3 FTE Chief Field Officer (Jayapura)	0.3 FTE Chief Field Officer (Jayapura)	0.3 FTE Chief Field Officer (Jayapura)
1.0 FTE Program Manager Education	1.0 FTE Program Manager Education	1.0 FTE Program Manager Education
1.0 FTE Program Officer Education & Planning	1.0 FTE Program Officer Education & Planning	1.0 FTE Program Officer Education & Planning
1.0 FTE Education Officer	1.0 FTE Education Officer	1.0 FTE Education Officer
1.0 FTE Monitoring & Evaluation Consultant	1.0 FTE Monitoring & Evaluation Consultant	1.0 FTE Monitoring & Evaluation Consultant
0.4 FTE Curriculum Design Consultant	0.4 FTE Curriculum Design Consultant	0.4 FTE Curriculum Design Consultant
1.7 FTE District Education Officers		
6.0 FTE District Strategic Planning & Management Officers	5.0 FTE District Strategic Planning & Management Officers	5.0 FTE District Strategic Planning & Management Officers
2.0 FTE Program Assistant	2.0 FTE Program Assistant	2.0 FTE Program Assistant
14.4 FTE	11.7 FTE	11.7 FTE
6 person months Education Advisor		
6 person months M&E Advisor	2 person months M&E Advisor	

Sources: (a) Program Design Annex 5.2 Resourcing Schedule and Annual Progress Reports March 2011 and February 2012;
(b) Derived from field office interviews to verify information in UNICEF Annual progress report March 2011 updated July 2011. Annex B - Detailed utilisation of Australia-UNICEF education assistance funds from 01 March 2010 to 28 February 2011 p60, which shows funding used for 1 Chief of Field Office (L4 – which interviews with UNICEF confirmed was 0.3FTE), 1 International Project Manager (L4), 2 Project Officers (NO-C – for PO Education & Planning and Education Officer), 6 Project Officers (NO-B – for M&E Consultant and 5 FTE District Officers), 2 Program Assistants (GS6) plus one national consultant (Curriculum Design Consultant) and one international consultant (M&E Adviser).

The cost of the program and the amount of the grant was denominated in AUD, calculated at a USD:AUD exchange rate of 1:1.256. Since the Australian contribution was made in AUD (45% in March 2010 and 55% in March 2011) and the expenses are incurred in and accounted for in USD⁹, there is a significant efficiency saving available – in the order of A\$1.3 million or 20% of the total program value – as a result of the strengthened AUD against the USD. Again, there is an opportunity here to identify funds that could be re-allocated to field work or other program purposes but it is not clear if AusAID questioned this during periodic management review meetings with UNICEF in Jakarta.

Apart from the slow start-up, the program has been efficient in mobilising resources, establishing stakeholder relationships and working through provincial and district systems to implement activities. The use of experienced trainers from previous SBM training has been good use of existing resources and leveraging off previous training. The costs of Component 2 activities including materials development and TOT workshops at the last progress report (November 2011) was USD673,638.

The quality of training materials could have been improved with additional technical assistance and piloting but this may have delayed start-up of Component 2. The design and grant agreement include resources for these inputs. At this point in the program it is too early

⁸ UNICEF Annual progress report March 2011 updated July 2011. Annexes A and B.

⁹ Contribution agreement 49714 (undated) between AusAID and UNICEF – paragraphs 8 and 10.

to measure whether the program inputs for Multi Grade and Early Grades teaching will result in improved teaching practice in the target schools. It appears that practice change is more likely for the urban and peri-urban areas than in the rural and remote where KKG and KKKS are not fully operational and where there are larger number of untrained teachers.

2.4 Sustainability

To what extent are there indications that program outcomes will be sustainable?

There are early signs of sustainability in some elements of the program. For example, provincial agencies shared the costs of preparing RENSTRA (see Box 3) and have started to

Box 3 : Early signs of sustainability in participatory planning

The Papua Barat provincial education department contributed Rp700 million (around A\$77,000) from its 2011 APBD budget to support stakeholder participation in the review and finalisation of the draft education RENSTRA. Synchronising activities and targets between provincial and district plans was a focus of the consultation process. In total 231 people participated, of which around a quarter were women and one third were from district school communities (teachers, school committees and parents).

replicate the consultative processes for preparation of education RENSTRA and RENJA in non-program districts. Similarly, the Papua Barat Provincial Education Department has allocated Rp1.2 billion (about A\$120,000) in the 2012 APBD budget to establish SBM

model schools in all districts of the province – replicating the work started in Manokwari and Sorong districts under the AusAID-UNICEF program¹⁰.

Positive signs of sustainability include the commitment of two universities to incorporate training materials into teacher pre-service and accreditation modules but this will do little for teachers in remote areas or teachers without an S1 degree or the means to obtain one.

There are some clear signs that the theory of change used for the program is unlikely to be sustainable or fully effective in rural and remote areas. The reliance on school clusters, teacher working groups (KKG) and active school supervisors as the means to replicate and extend new skills and knowledge in school clusters is not working. Large distances between schools reduce the feasibility of clusters – teachers claim that they do not have transport money for participation and nor do school supervisors (see Box 2). These findings are consistent with other studies⁴. For example, the IDR134 million allocated by Jayapura District for supervision in the 2009 budget year was insufficient to cover all schools, especially those in remote areas, where the cost of transport is very high – as much as IDR2 million for a return trip to one school cluster. Similarly, in Biak the allocation of provincial budget for supervision by the district doubled from 2008 to IDR100 million in 2009/10 but this is regarded as inadequate to cover the operational activities of supervisors in the district¹¹.

2.5 Monitoring and evaluation

There are some elements of good practice monitoring and evaluation

As shown in Chart 5, the monitoring activities implemented by UNICEF focus at input and activity levels. For example, the number of training participants is systematically collected, using a format that disaggregates participants by agency, location and sex. There are also elements of good monitoring and evaluation practice:

- Use of competency self-assessment by participants before and after training – *e.g.* Sorong SBM training 2010 evaluation (see Chart 9).
- Monitoring school SBM practice – *e.g.* the district education offices in Manokwari and Biak have started to use a SBM monitoring instrument that integrates elements of the

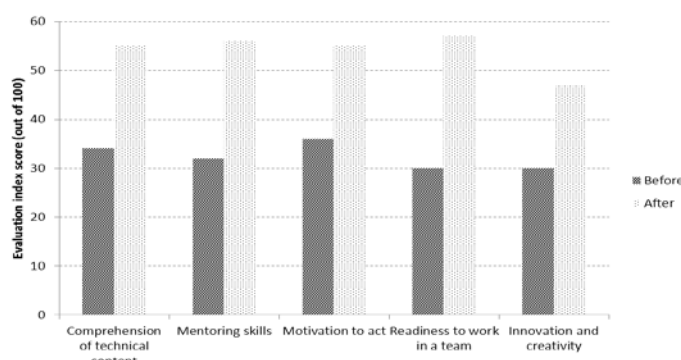
¹⁰ Pemerintah Provinsi Papua Barat Dinas Pendidikan (2012) DPA-SKPD 2012 Rekapitulasi Belanja Langsung Program dan Kegiatan Satuan Kerja Perangkat Daerah (p6 Kode Program 134).

¹¹ DIALOG (2011) *Strategies to improve education services in Jayapura and Biak Districts*. Delivery Improvements and Local Governance Project. World Bank, Jakarta, Indonesia.

school supervisor monitoring tool, the SBM baseline survey and UNICEF CLCC monitoring tools. This was trialled in SBM model schools during 2011 and will be scaled-up for use in schools in all participating clusters in these districts during 2012.

- Evaluation of student perceptions of university pre-service MBS training-programs – e.g. University in Manokwari using October, 2011 data to inform course management.

Chart 9 : Self-assessment of SBM competencies – Sorong trainees, 2011



Source: Trainee competency self-assessment score report from 14 participants in SBM training of trainers, Sorong, August 2010.

Forms for monitoring SBM were under development in Papua and had been trialled in 2011 in Manokwari and Biak – informed by the practical and simple monitoring index developed for an HIV/AIDS program financed by the Netherlands and implemented by UNICEF. This is an example of the value that UNICEF can add when its program officers are innovative and apply good development practice across the portfolio of programs implemented by UNICEF.

Baseline survey could support output-to-purpose review

The program has a revised performance management framework that includes a detailed logical framework – agreed to by AusAID and UNICEF in May 2010. Baseline survey information was collected for both Component 1 (institutional and organisational capacity were done thoroughly in 2010/11) and Component 2 (school data was collected from a 30% sample of schools in 2010). However, the baseline survey prepared for AusAID is not well linked to the revised performance management framework. For example, the baseline does not provide an *ex ante* measurement of the key outcome and output indicators presented in that framework. Instead it surveys the key institutions and organisational stakeholders and around 30% of primary schools in the 6 target districts to present a snap-shot of the status of schools, teachers and community engagement in late 2010. It also collects data on facilities, such as toilets, which are not part of the intervention. Whilst some of this is useful, it does not constitute a relevant baseline.

The performance management framework could have included output-to-purpose monitoring to support progress reporting to semi-annual PSC meetings as well as management of the program. If such an approach was adopted, the baseline could have been used to measure relevant output-to-purpose indicators (*i.e.* those in the revised logical framework). In this way the baseline would have been directly relevant to assessing performance of the program.

There is insufficient information to allow judgment to be made about performance

With the exception of activity participation, there is little evidence of good practices being implemented systematically across the whole program. The monitoring and evaluation system used by UNICEF does not yet comply with Indonesian Program M&E Standards. The design allocated UNICEF the resources to implement good practice monitoring consistent with the AusAID M&E Standards. In addition, monitoring data are not collated, analysed or reported by UNICEF. The lack of systematic monitoring of trainee response to training, any changes in their knowledge, attitudes, skills or aspirations suggests that the theory of change underlying the training is not being operationalised.

In a two-year program it is unrealistic to expect measureable practice change across all participating schools, but systematic monitoring of participant response to training is possible and would inform the proposed end line evaluation. Where such data are collected by the provincial or district education offices, which normally implement the training, there is still an important role for UNICEF to support the collation, analysis and reporting of these results to AusAID as well as their use to inform management.

Monitoring data is not systematically stored, analysed and used for management. The evaluation team could not be shown a comprehensive overview of historical training data as it was apparently stored on the separate computers of each project officer.

UNICEF has the resources and time to implement good practice monitoring

There is an opportunity for UNICEF to review the theory of change underlying the program (see Chart 5), and use that to identify the key measurement points to systematically monitor performance (e.g. training, follow-up practice in model schools, activity of KKG/KKKS, follow-up practice in satellite schools) in urban/peri-urban and rural/remote school groups. The District Coordinators funded by USAID in 5 of the districts provide a valuable monitoring resource for AusAID activities. They could work with District Education Officers to support a revised and systematic monitoring approach such as the one described here, which would at the same time support planning by the district and provincial education offices. The other monitoring resource that has not yet been engaged – a missed opportunity for remote schools – is the civil society foundations that provide around half the education services in the two provinces, especially in remote areas. In interview, *Yayasan Pendidikan Kristen* and Catholic school representatives indicated a willingness to be more closely engaged in the program.

2.6 Analysis and learning

Some isolated examples of good practice already exist

The UNICEF team in Papua Barat supports the provincial education office to use analysis of school monitoring data to inform and target capacity building activities. For example, monitoring of schools for SBM performance in Manokwari and Sorong districts during 2011 highlighted several gaps in delivery against the 3 pillars of the national SBM policy. As a result a refresher course in SBM was designed and delivered in February 2012 for school supervisors and district education office staff from the two districts.

Although there has not yet been systematic use of analysis and learning to inform implementation of the AusAID-funded program, two studies implemented under the USAID-funded activities are about to be finalised and should inform management of the current program as well as design of new programs: (1) a teacher absenteeism study, and (2) a partner mapping study.

Opportunities to use analysis and learning to improve quality

There are several opportunities to use analysis and learning to improve the quality and effectiveness of program implementation:

- **Refine modules to provide more support for systematic teaching** – analysis of the effectiveness of draft modules used for master trainers in multi-grade teaching and early-grade teaching is needed to inform refinement of the modules to ensure their effectiveness. The design included 6 person months of short-term advisor inputs to assist with education quality analysis and learning. At the time of the evaluation there was no evidence that this allocation had been used.
- **Analyse the results chain to strengthen the change process** – there is an opportunity to collect and analyse monitoring data along the results chain from training of trainers to effective model schools and changing satellite schools. This would highlight where change is occurring as planned and where constraints still remain. For example, the

change model underlying the program relies on effective school clusters, teacher working groups and supervisors. The evaluation found little evidence of any of these elements operating for effective or sustainable change in the rural and remote areas visited. Better monitoring data and thorough analysis of it would identify opportunities for refinement of the change model. The design included 6 person months of short-term advisor inputs to assist with monitoring, evaluation, analysis and learning. At the time of the evaluation some international and national inputs had been used – about one third of the total inputs available. The remaining inputs could be used to strengthen the monitoring system, analyse results and develop management responses to improve the change process.

- **Understand teacher needs to deliver more effective outputs** – despite data in the baseline survey and other studies by the World Bank², the program has not used analysis of teacher needs to inform how the program delivers outputs and intermediate outcomes. For example, an analysis of the number of untrained teachers in rural areas and the pattern of absenteeism, should lead to a differentiated model for teacher development in those areas. At the least, there is a compelling need to include very basic teacher guidelines for use with the teaching aids delivered to schools by the program such as early grade teaching kits and the Papuan reading books.
- **Provide systematic feedback to schools** – there is an opportunity for the program to work with district and provincial education offices to systematically collect, analyse and provide feedback on SBM performance data from schools in the program. Monitoring is a responsibility of school supervisors, and instruments are being finalised now for this purpose. In some districts – for example Biak and Manokwari – model schools are now being monitored. However, no feedback or benchmarking is provided. This is a missed opportunity that could be addressed in the next 6 months of implementation.

More strategic analysis would identify opportunities for institutional change

The current low level of systematic analysis and learning in the AusAID-funded program reduces the opportunity to use information as an entry point for policy dialogue and institutional change. For example, clear evidence of needs relating to teacher working groups, use of supervisors as change agents and limitations to the school cluster approach as a modality for change in rural areas could support engagement with provincial and district education offices for changes to funding for KKG, roles and functions of supervisors, and alternative in-service professional development approaches such as in-classroom mentoring. These changes could be piloted in model schools and the experience used to refine the approach and inform new institutional arrangements such as education office guidance, decisions and regulations. This evidence would also inform refinement of university programs used to train educators in SBM, early-grade teaching and multi-grade teaching.

Lessons learned are relevant to other AusAID investments in Papua and Papua Barat

Activities implemented under the Australia-UNICEF program have the potential to yield lessons useful to the Education Partnership (especially Component 2 for the Principal Leadership Program) and AIPD-Governance (especially engagement with provincial work units for development of RENSTRA and RENJA).



3 Lessons learned

3.1 Lessons learned for future investment in the sector

Document review, interviews with 58 women and 104 men from Papua, Papua Barat, 4 districts and 12 schools as well as discussions with government and donor stakeholders in

Jakarta identified the following lessons to inform future investment in the education sector in Papua and Papua Barat:

- **Current national programs are appropriate for urban and peri-urban areas** – urban and peri-urban schools in Papua and Papua Barat have many development needs but these are not significantly different from those in other areas of Indonesia. National programs such as BOS and program partnerships between MoEC and donors such as the Principal Preparation Program under the Education Partnership and governance strengthening activities under AIPD-Governance are relevant to schools in both provinces if appropriately customised to the local context.
- **Remote and rural schools in Papua need a differentiated approach** – the needs of remote and rural schools in Papua and Papua Barat – covering more than 60% of children requiring basic education¹¹ – are unique and require a differentiated response. This should include core elements of SBM, early grade teaching practices and multi-grade teaching practices with a focus on providing practical guides on how to teach literacy, numeracy and citizenship to small multigrade and multi-age classes.
- **Address both “what” and “how” to teach** – a constraint to improved basic education outcomes for children in Papua and Papua Barat is the availability of trained teachers in rural and remote schools. Resources to support changes in the quality of early grade and multi-grade teaching as well as SBM need to cover both “what to teach” (e.g. contextualised modules such as those prepared by the current program) and “how to teach” (e.g. teacher guides and curriculum methodology support materials targeted at *honor* teachers and other local teaching support people working in rural and remote schools).
- **Putting knowledge and skills into practice requires an enabling environment** – despite the large numbers of trained stakeholders and the thorough sector planning in each province and the 6 target districts, little progress in delivering intermediate outcomes was observed in model schools or participating education offices. This is partly because it is still early in some change processes, but in others – such as that for school-based management, which has been underway in districts such as Jayawijaya, Manokwari and Biak since 2005 – the lack of engagement with political and financial decision-makers has restricted the ability of trained participants to put their new knowledge and skills into practice in model schools or satellite schools in the clusters. Without practice change in model schools and active working groups to extend practice to other cluster schools, there will be no delivery of end-of-program outcomes. The general lesson learned is that training alone is insufficient – active engagement along the entire results chain is needed and is an important part of program implementation.
- **Most transformative change comes from effective leaders** – of the 12 schools, 4 districts and 2 provinces engaged during this evaluation, there was a consistent relationship between quality education outputs and leadership. It was the leaders of provincial or district education offices, school principals and the relationships they forged with community and government agencies that transformed education results. The program supported them to do this, but the change was enabled by the leaders. This emphasises the importance of appropriate targeting and use of the Principal Preparation Program under the Education Partnership – as well as linkages with leadership activities supported by USAID in Papua and Papua Barat and opportunities through AusAID programs such as the Australian Leadership Awards.
- **Little is known about how best to deliver basic education to remote/rural children** – the education needs of children in rural and remote areas of Papua and Papua Barat are complex and remain poorly understood. There are case studies of emerging good practice – for example some outputs from UNDP PCDP, USAID SERASI and NGO activities – but little systematic analysis of the extent and nature of early education needs. There is also emerging evidence of the role that information technology can play in education service delivery (see Box 4). Addressing the need for access to quality basic education for remote and rural children is the core education development need in Papua and Papua Barat. It is

estimated that more than 70% of children in Tanah Papua live in remote and rural areas¹². There is an opportunity to conduct research through the program resources and through the ACDP under the Education Partnership to understand these needs and how best to adapt MoEC programs such as SBM, EG and MG teaching as well as in-service professional development to meet the needs of this group of Indonesian children. An approach to ACDP could be made by both provincial governments.

3.2 Lessons for implementation of the program

There are several lessons that should inform refinement of program implementation in the remaining 10 months to completion:

Box 4 : Emerging evidence of the role IT can play

Communities in the district of Yahukimo, Papua Province have little communication with the outside world: they are 2-8 days walk from Wamena, the nearest large town, and SSB radio is the only regular means of communication, which is not accessible to the general public. Between 2009 and 2011, to improve communication and access to information, a local NGO – YASUMAT – installed five VSAT centres in five remote villages to access information and communication and to strengthen education services in these very challenging areas. YASUMAT, together with local communities, also runs 33 private schools for grades 1-3 in very remote villages which provide education to approximately 8,000 children.



There are five computers installed in each VSAT centre; the centres are solar-powered, and are regularly serviced (cost ~US\$150/month) but local people are being trained in maintenance, with the training period occurring over the course of a year (2012). The current cost for internet provision is ~US\$300/m.

YASUMAT is finding options for cost recovery, including partnering with government education agencies, charging for satellite phone and internet use and provision of other services. At present 50% of cost is recovered.

In 2012 YASUMAT is experimenting with remote training and provision of curriculum resources to local school teachers over the VSAT internet. They will also set up community information centres in Wamena and Dekai (government centre of Yahukimo District) which will link to the 5 highland centres. During 2012 YASUMAT will also provide training for teachers and community members so they can take full advantage of the new technologies.

- **Use monitoring data to inform management and refine quality of outputs** – systematic performance monitoring and collection and use of data for output-to-purpose reporting supports management decisions and enables more effective implementation. This approach can bridge activities under both components by integrating program monitoring and capacity building for monitoring implementation of provincial and district RENSTRA and RENJA. Several opportunities exist to strengthen this in the period to completion.

- **Integrate actions for an enabling environment into training proposals** – the lack of engagement with political and financial decision-makers has restricted the ability of trained participants to put their new knowledge and skills into practice in model schools or satellite schools in the clusters.

Without change in practice at model schools and active working groups to extend practice to other cluster schools, there will be no delivery of end-of-program outcomes. The lesson is that UNICEF should engage with district education offices to strengthen capacity development proposals by ensuring that institutional initiatives complement TOT activities.

- **Actively supervise implementation** – the program is implemented in a complex context with multiple partners. As the primary investor, AusAID has a function under the FMA Act to actively supervise implementation and support the partners to deliver quality outputs that are consistent with the design and grant agreement. Several of the weaknesses

¹² UNCEN, UNIPA, SMERU (2012) Teacher Absenteeism Study in Papua and West Papua, Indonesia. USAID STEP Program through the UNICEF Office, Jayapura, Indonesia (p16).

identified in the evaluation could have been addressed earlier if more frequent supervision had been able to be carried out.

- **Support teaching practice by focusing on “how” rather than “what”** – many of the teachers in schools identified to benefit from the program do not have formal teaching qualifications, and in rural and remote schools teachers are often not present and teaching is done by *honor* teachers. The lesson is that UNICEF should review the SBM, EG and MG modules to ensure they are relevant for the context in Papua and Papua Barat as well as complementing them with the most basic and practical “how-to” guides for Master Trainers in their engagement with teachers in rural and remote schools.

3.3 Evaluation criteria ratings

Independent progress report ratings against evaluation criteria are part of AusAID good practice performance management and aid effectiveness. The ratings¹³ against the evaluation criteria are presented in Chart 10. These acknowledge a short-period of actual implementation (12-14 months with the full team) but also reflect the longer period since program inception after the grant agreement was signed (almost 24 months).

Chart 10 : Evaluation criteria ratings – Papua and Papua Barat

Evaluation Criteria	Rating (1-6)	Comments
Relevance	5	High quality. Design and implementation to-date addresses clear needs for basic education. Scale and delivery partners are relevant. Also consistent with GoI and GoA development priorities for Tanah Papua and Education Sector. Complements other programs including USAID STEP and SERASI, AusAID Education Partnership and AIPD-Governance.
Effectiveness	4	Adequate quality. At this stage of implementation outputs are effective and likely to contribute to intermediate outcomes and end-of-program outcomes if recommended refinements in program implementation are implemented. Provincial and district partners now have compliant RENSTRA and RENJA, capacity to use consultative planning processes has been established and in some districts there is scale-up to other sectors and cost sharing for preparation of RENJA. Would have rated 5 if evidence of change in early indicators for Component 2 as consistently available – such as adoption of SBM, effective operation of model schools and some clusters.
Efficiency	4	Adequate quality. This rating based on evidence available. Efficient convergence with USAID program (more outputs for same inputs through studies, financial and leadership activities) and Netherlands program. Efficient implementation once team was in place – building on UNICEF relationships. Would have rated 5 if more transparent and regular financial accounting was evident for activities financed by AusAID and USAID.
Sustainability	4	Adequate quality. Early signs of sustainability for planning under Component 1 show promise. Similarly, engagement with universities to institutionalise SBM and other modules in teacher training programs is good quality. However, there is not yet evidence of other elements of sustainability under Component 2, including adoption of SBM practices in schools, leadership by supervisors and model-school principals, effective operation of KKG and some clusters. Evidence of progress in those areas of the results chain would be needed for rating 5.

¹³ 6 = Very High Quality; 5 = High Quality; 4 = Adequate Quality; 3 = Less than Adequate Quality; 2 = Poor Quality; 1 = Very Poor Quality

Monitoring & Evaluation	3	Less-than adequate quality. Activity monitoring and integrated USAID-AUSAID logframe are adequate quality. However, systematic performance monitoring and collection and use of data for output-to-purpose reporting to support management decisions are needed for higher rating. Integration of program monitoring and capacity building for monitoring implementation of provincial and district RENSTRA and RENJA would be high quality. Several opportunities exist to strengthen this in the period to completion.
Analysis & Learning	3	Less-than adequate quality. Not yet evidence of systematic analysis and learning from monitoring data. Some examples, especially in Papua Barat show the way forward. Several opportunities exist to strengthen this in the period to completion.



4 Recommendations

Based on document review, interviews with national and provincial stakeholders and field reviews in Papua and Papua Barat, as well as thorough reflection on the AusAID Strategy Paper¹, the evaluation team has recommendations for (A) UNICEF to address in the remaining implementation period; (B) AusAID to address in the remaining implementation period; and (C) AusAID and GoI to consider for future programming.

(A) Recommendations for UNICEF to address in the remaining implementation period

- Strengthen performance management** – the design included financial and human resources for technical support to strengthen program performance management systems. These resources have not been fully used and the outputs from resources used to date have not yielded sustainable or effective performance systems. It is recommended that UNICEF use the available human and financial resource allocations to strengthen and systematically use the monitoring system to monitor indicators in the agreed performance framework as well as conduct an end line evaluation before end of October 2012. Monitoring results should be presented in an output-to-purpose report for the next PSC meeting and also the program completion report.
- Review stimulus modules to ensure quality and relevance for Papua** – the design included adequate technical resources for development of quality materials. This should include appropriate contextualisation, piloting and refinement prior to dissemination. It is recommended that UNICEF use designed short-term inputs from experts in early grade and multi-grade teaching practices to strengthen stimulus materials for Master Trainers and prepare complementary teaching method resources especially for untrained and professionally isolated teachers.
- Strengthen mentoring support approaches in rural and remote areas** – the design included intensive support for teachers in rural and remote schools. As the cluster school approach currently used is unlikely to be effective or sustainable in rural and remote areas, it is recommended that UNICEF use available resources to ensure increased direct mentoring support to principals and teachers in rural and remote schools. This might involve subsidising transport arrangements for TOTs, supervisors and other trained personnel to make special visits to schools in the rural areas for one-on-one meetings.
- Acknowledge and promote Australian identity as agreed** – the Grant Agreement has explicit clauses relating to how the contribution from Australia is to be acknowledged and promoted. It is recommended that UNICEF maximise opportunities for building the identity of the program as Australian-funded and highlight efforts and achievements in

this regard in a separate section, headed “Recognition of Australia’s Contribution”, in reports to AusAID.

(B) Recommendations for AusAID to address in the remaining implementation period

5. **Focus supervision on quality and accountability of implementation** – the program is implemented in a complex context with multiple partners (UNICEF, USAID, the Netherlands, GoI agencies and civil society). Supervision is needed to support the partners to deliver quality outputs that are consistent with the design and grant agreement. It is recommended that AusAID schedule quarterly supervision missions as well as monthly engagement with UNICEF to monitor the quality of implementation during the remaining implementation period, particularly for Component 2 activities (in particular distinguishing between change processes for early grade and multi-grade teaching), acknowledgement and promotion of Australian identity and consistency of inputs and activities with agreed design.
6. **Work with USAID and UNICEF to ensure transparent accountability for funding** – use of the same UNICEF team to deliver the USAID STEP program and significant (favourable) changes in the AUD:USD exchange rate have created some accounting challenges for UNICEF. It is recommended that AusAID and USAID work with UNICEF to ensure that all grant funds are accounted for and allocated in the most efficient way to achieve end-of-program outcomes as designed.

(C) Recommendations for AusAID and GoI to consider for future programming

7. **Maximise opportunities for education stakeholders in Tanah Papua to benefit from existing programs** – there are a number of on-going programs that could benefit provincial and district education offices as well as civil society groups delivering education services. It is recommended that AusAID work with provincial education offices to ensure that education systems in their province are fully aware of and are assisted to participate fully in programs such as Education Partnership, AIPD-Governance and related programs financed by USAID, the Netherlands and the World Bank.
8. **For education offices and urban/peri-urban schools in Papua and Papua Barat, maintain engagement in basic education through national programs** – it is recommended that AusAID use existing programs to strengthen basic education service delivery in urban and peri-urban areas. This could be achieved over the next 2-4 years with current programs such as the Education Partnership (*e.g.* targeting existing 8 districts for Component 2 Principal Preparation Program to build capacity of education leaders) and AIPD-Governance (*e.g.* ensuring provincial planning and public finance management support includes education offices in both provinces and in districts currently supported by the Australia-UNICEF program).
9. **For rural and remote children in Papua and Papua Barat, maintain engagement in basic education through a narrower and deeper program** – the evaluation findings highlight the challenges facing isolated teachers in rural and remote areas of Papua and Papua Barat. This is consistent with the Strategic Paper prepared by AusAID in 2011¹. It is recommended that AusAID in partnership with GoI develop a concept note and design for a new program that supports provincial and district education offices in Papua and Papua Barat to strengthen delivery of SBM, early grade teaching and multi-grade teaching specifically in rural and remote schools. This could be a rolling design – incorporating lessons learned from early experiences that focus on “how-to-teach” for *honor* teachers and isolated teachers in small schools. The design could include grants to scale-up emerging successes from Foundations delivering basic education in remote areas as well as use of information technology for service delivery. Once the function of the design is agreed between GoI and AusAID, the form of implementation can be negotiated. If an implementation service provider is required, the GoI and AusAID could enter into negotiations with UNICEF to undertake this role. Any implementation

agreement could include an inception period during which the design is reviewed by all stakeholders and implementation arrangements finalised.

10. **Improve the grant agreement and supervision capacity for any future program** – one lesson learned from the evaluation was that more active supervision would enhance efficiency and effectiveness of implementation. It is recommended that any new design includes resources for AusAID supervision of technical as well as program management elements. This could include semi-annual supervision by a Technical Advisory Group (of experts in distance education, teaching methods and performance management) prior to PSC meetings, and management review meetings in Jakarta between AusAID and any engaged implementation services provider on at least a quarterly basis. These supervision activities could be complemented by a comprehensive and explicit grant agreement and six-monthly progress reporting using output-to-purpose reports.

5 Communication of lessons learned

Communicating lessons learned and recommendations from this evaluation to education stakeholders in Papua and Papua Barat is an important part of the on-going maintenance of the relationship between Indonesia and Australia.

There is an opportunity for AusAID and UNICEF to present lessons learned and recommendations to a wider audience of stakeholders interested in education quality improvement in Indonesia. The AusAID Counsellor, AusAID evaluation manager and Australia-UNICEF Program Management Team should facilitate this, using outputs from this evaluation as a basis for communication of lessons learned and development of management responses by Indonesian and Australian partners.

Annex 1

SWOT Analysis for Papua and Papua Barat

Annex 1: SWOT Analysis for Papua and Papua Barat

Australia-UNICEF Education Program – Strengths	Australia-UNICEF Education Program – Weaknesses
<ul style="list-style-type: none"> • Leadership from Dinas Pendidikan in each province • Strong ownership in Papua Barat • Provincial forum and Education Sector Working Group are positive developments • Highly relevant to needs of Papua & Papua Barat • AusAID and USAID developed harmonised programs in sector, focused on same districts • Leveraging relationships and experience of past UNICEF SBM (CLCC) programs in Papua • UNICEF team active and competent development practitioners • UNICEF relationships and network enabled effective start-up once team was in place – tangible outputs after first 12 months of full team in place • Provincial plans for replication of RENSTRA process • Planning support desperately needed • Contextualised MG and E.G. modules • MG modules represent good practice • 18 EG reading books with Papuan stories • Some links to Minimum Service Standards • Good sample of schools involved in program • Mentoring is effective capacity building approach • Program aligns with KKKS and KKG system • Early signs of sustainability for planning processes • Papua Barat using analysis to inform SBM training • USAID District Coordinators provide a valuable monitoring resource for AusAID activities • Convergence with Netherlands HIV/AIDS program has added value to education program • Institutional and organisational capacity as well as school baselines done thoroughly • Integrated logframe for AusAID-USAID education activities in both provinces 	<ul style="list-style-type: none"> • UNICEF management systems constrain flexibility needed for Papua context • Slow start up, and slow delivery of progress reports and baseline report – UNICEF needs to be more responsive • Short-term specialist inputs provided in PDD not used to support UNICEF team – lost opportunity • Consistent approach to branding needed – foremost Gol program and products; then Australian support; then UNICEF as implementing agency. UNICEF brand dominates and is proactively promoted • UNICEF team appears to lack technical expertise in pedagogy and performance management • No clear evidence of modules being adapted after trials to ensure fit for purpose in Papua and Papua Barat • Inadequate teaching method support or “how-to” guides to support implementation of SBM, E.G. and MG in practice or use of teaching aids such as E.G. kits & 18 books • AusAID-USAID should have agreed a more transparent financial management system for joint funding • Reduced efficiency with no-cost extension • Selection of districts appears to be inconsistent with designed goal and outcomes for rural and remote schools • Little evidence of RENSTRA or RENJA being implemented in practice • Modules do not appear to be sufficiently customised for purpose – much of the training is heavily reliant on UNICEF (e.g. mainstreaming good practice, CLCC, PAKEM etc.) • EG module not yet implemented in practice • MG module not yet distributed • Not clear how schools or master trainers were selected - district agencies can over-ride program criteria • Targeting avoids remote and small schools • KKKS and KKG not working effectively – risk to scale-up • Indicators in performance management framework not all consistent with goal and outcome statements • Missed opportunity to engage with foundations for monitoring, mentoring and training of remote schools • Implementation merged Stimulus Packages B and C – design was more appropriate with E.G. and MG separate • Weak understanding of program logic and reflection of this in program management • Baseline not aligned with logical framework/PAF • Limited analysis or interpretation of baseline data • UNICEF monitoring system is fragmented and weak • Child protection policy needs to be emphasised and implemented in practice

Australia-UNICEF Education Program – Opportunities	Australia-UNICEF Education Program – Threats
<ul style="list-style-type: none"> • Narrower and deeper engagement with most vulnerable schools – those in remote & rural areas • Agree consistent badging guidelines for all AusAID-supported work • Learn lessons from this program to inform EP (C2) and AIPD-Governance • Link AIPD and Component 1 work • ESSP is relevant – but more is needed: use this program as testing ground for ESSP C2 • Transparently report disbursement of AusAID and USAID funds through integrated logframe • Support districts to scale-up planning for RENSTRA and RENJA as new Governors are appointed • Institutionalise planning lessons and processes with local regulations • Adapt lessons learned from SEDIA relating to annual sector report and road shows to discuss difficult data & findings for Papua and Papua Barat • Institutionalise technical changes through university programs and local regulations • Support MoEC with high quality, multi-grade teaching modules for use throughout remote and rural areas of Indonesia • Increase support to model schools to enable teachers to put modules into practice • Print many more copies of 18 early reader books for Papua and use these as incentive for KKG activation • Use output-to-purpose review linked to revised logframe to strengthen performance monitoring • Use FBOs and District Coordinators to strengthen school-based monitoring of practice changes 	<ul style="list-style-type: none"> • Complex environment that requires significant adaptation of national systems and standards to meet local needs • Short duration of AusAID support • Model schools rely on KKKS and KKG functioning effectively as change agents • Alienation of FBOs/CSOs • Reputational risks for AusAID if program ends prematurely • ESSP not starting in Papua until 2014 or beyond • Delays in recruiting staff and mobilising resources flexibly to meet stakeholder needs • Changing procedures for disbursing BOS (MoHA Decree 62/2011) – with increased role for provinces and decreased role for districts

Annex 2

Rapid appraisal of lessons learned from 12 schools visited

Annex 2: Rapid appraisal of lessons learned from 12 schools visited

	District	School	Status	School features	Impact of training	Findings/Lessons learned
1	Jayapura Sentani Timur 14/02	Jayapura (a)	Model EG	3 classrooms, two are divided in 2 by partitions. 66 students, 9 teachers (4 PNS, 5 Honor), teaching 6 grades separately. Textbooks in use, but not many. Some learning resources in classrooms. Grade 3 student "reading" appeared to be from memory. School Committee established 2006 and is active in school improvement. Big community turnout for the visit.	The Year 4 teacher attended the TOT and has the only copy of module. She has no teacher training. The school has had one visit from the mentor. No plan as yet for how the learning will be shared across the early grades. Awareness of lesson planning and thematic approach. Early grades showed some impact of CFS principles in the materials on display.	<ul style="list-style-type: none"> The EG stimulus materials are primarily about the organisation and preparation for teaching whereas untrained teachers need very direct assistance with the actual teaching process; the reality is that in rural and remote areas most teachers are not trained. There do not appear to be any specific teacher notes or support materials in use, just the TOT package. Explicit advice on teaching early literacy and early numeracy appears to be lacking.
2	Jayapura Sentani Timur 14/02	Jayapura (b)	Model MBS	6 classrooms, 140 students, 14 teachers. Mixed ethnic composition. School Committee first established 2006, languished. New principal 2009 revitalised. Current principal has encouraged further so they now have a strong Committee with clear priorities; it operates a School Watch and a/h activities for students. Exec attended accounting training. Collaborative dev't of budget for BOS.	Cluster meetings usually Fridays 9 am. (Implied weekly?) Agenda set by KKG – next topic is Mathematics. TOT is a senior teacher (Ning) who has attended several MBS training activities and is also recognised as an excellent teacher and received a national award; she continues her learning; uses internet in town to contact colleagues in Jakarta. Enjoys helping other teachers. The TOT believes teachers should update themselves and be more responsible for own learning.	<ul style="list-style-type: none"> Example of an exceptional senior teacher acting as the TOT – this is an instance of how the model can work well in a peri-urban area.

3	Jayapura Sentani Barat 14/022	Jayapura (c)	Satellite MBS	Satap – Kinder to SMP + boarding facilities for isolated poor communities. 96 students in SD mainly from local area. 10 teachers, all untrained and funded by Yayasan except for the PNS principal. Teachers live on site. School appears to have a high drop-out rate. The school seems very isolated from educational support and staff appear helpless, desperate for trained teachers to be appointed.	Very vague about KKG and what training available. Although they are technically part of the cluster they do not seem to be engaged. They look to the Yayasan for guidance and support – but not much is forthcoming.	<ul style="list-style-type: none"> There is such low capacity here that training in MBS for one or two teachers would have little impact. They are barely surviving as a school. Until there is a critical mass of trained teachers in the school, change is unlikely.
4	Wamena	Wamena (a)	Model EG	Isolated rural school with 171 students; some boarding facilities. Some teachers walk 2 hours to school daily.	Teacher observed appropriately using mother tongue for instruction. Teacher reports that the training has helped her to make lesson plans and to recognise individual student needs. Showed creative use of local resources.	<ul style="list-style-type: none"> Good teaching observed. Difficult access to the location makes the choice of this school as model hardly appropriate.
5	Wamena	Wamena (b)	Model MBS	Large school with 2 classes per grade, 28 teachers (8 PNS, 6 certified, 10 honor). Fulltime librarian (honor) and very well stocked library. Enthusiastic principal.	Principal is the coordinator for KKKS and the school hosts the KKG but he seems vague on what is happening. Was asking for assistance himself on how to get better discipline in the school, both from teachers and students. Identified teacher lateness and absenteeism as key challenges.	<ul style="list-style-type: none"> Lack of direction and poor leadership of KKG impacts on effectiveness of the model.
6	Wamena	Wamena (c)	Satellite MBS	Large school of 522 students, 15 classes. 20 teachers (11 PNS of whom 5 also certified). Claims 90% student attendance. School Committee “passive, not active”. Was not clear on its composition or role. No record of meetings, only the list of names.	Principal says KKG and KKKS are just on ad hoc basis, not regular. Says the Pengawas not much help because they have no money for travel. Claims he would allocate money for teachers to travel to meetings if they were more regular, but training is not sufficient. Some conflict of information between UNICEF and principal about amount of training that has been provided.	<ul style="list-style-type: none"> School is not proactive in learning; wants more training opportunities but does not seem to attend KKG or KKKS meetings regularly; blames DINAS

7	Jayawijaya Wamena	Wamena (d)	Training school from Yayasan	Small school with 6 classes and training component for the Yayasan. Developing and trialling modules for basic literacy and numeracy to be delivered by high school graduates with little support- very practical lock-step methods with revision. Local content. Includes all lesson prep and resources needed. Trailing in "parallel schools" in remote areas. Mentors. Have offered to share materials. The classes in the school were clearly operating at a very high standard.	Seem a bit isolated though they have made overtures to local colleagues. Do not believe the KKG is operational.	<ul style="list-style-type: none"> • Have developed excellent examples of stand-alone teacher notes suitable for isolated teachers in remote areas with little or no training. • Classroom set up as genuine learning centres, not just dressed up in the usual PAKEM way. • Using internet in 5 remote areas via VSat; serves community purposes as well as school. • There is huge potential to build on their work.
8	Manokwari Mubrani District 21/02	Manokwari (a)	Core EG	Small school 6 classes operating in pairs (3 rooms). One PNS teacher and 4 Honor. The PNS teacher is way most of the time studying to complete his S1. Principal lives in teacher housing and is 90 km away from his family. 2 other teacher houses are available. Poor area. School Committee meets about once per year to discuss any problems.	Had EG training session in Dec and a mentoring visit January. KKG not yet established for this year. Not appropriate for them to be a core school as "we don't have the teachers". Also the other 3 schools in the cluster are 15 – 30 km distant. Says honor teachers not paid enough to spend extra time on lesson plans.	<ul style="list-style-type: none"> • Cluster model not effective in remote areas • No point being a model or core school if the school is struggling itself. • Hard to make any progress without critical mass of trained teachers.
9	Manokwari (South) 22/02	Manokwari (b)	Satellite MBS	192 students. 13 teachers – 4 S1, 9 Diploma and 5 Honor currently completing S1 study. Strong principal has a good idea of school improvement and an effective School Committee. Has a vision and a plan. Teachers enthusiastic and motivated. Says student attendance has improved from 60% to 90% since implementing MBS training. Gets support from Pengawas. Active School Committee.	Last KKG was Nov/Dec. Seems to be a workable model for them. Dinas not yet signed decree for KKG/KKKS – some ambiguity about whether core school or not. They have a large meeting room available for KKG.	<ul style="list-style-type: none"> • The school is making good progress on its goals • Good leadership makes the difference.

10	Manokware (North)	Manokwari (c)	Core MBS	Large school. 12 classes for 530 students. Some very large classes. Need more classrooms. Split site and further land not available. 20 teachers of whom 16 have S1. Strong Committee meets regularly and lot of parent participation. Strong partnership between principal, Pengawas and Community. Music and recycling programs in operation.	School seems very open to learning. KKG reported to be in a vacuum. Principal is experienced trainer and does about 15 visits per year to other schools.	<ul style="list-style-type: none"> • Good leadership makes a difference • Effective trainer and mentor – good urban model.
11	Biak 24/02	Biak (a)	Core EG	6 classes in 2 shifts because only have 3 classrooms. 80 students and 4 PNS teachers + principal and 3 Honor. Student attendance low. Many learning resources locked away unused in store room SMP shares site. Satellite dish “installed” some months ago but not operational.	Principal not able to articulate features of EG training program but says it is making a difference. They are the core school and have a room for meetings if DINAS provides trainer. KKG has met 3 times since the TOT	<ul style="list-style-type: none"> • School not able to generalise the basic PAKEM training from EG to other grades • Superficial understanding of the concepts • Need participant notes from training sessions • Not able to make use of program and other national resources without support notes
12	Biak 24/02	Biak (b)	Satellite EG	70 students. 4 PNS teachers and 1 Honor. Working a two shifts each having 3 separate classes. School Committee exists and has made a new fence for the school but does not appear to be engaged in any aspects of T&L. School rehab program has been poorly supervised.	Very vague on what KKG meetings have been held. Principal appears totally overwhelmed. Teachers not making the best use of EG resources.	<ul style="list-style-type: none"> • School not able to make best use of what training/support is available because of general low capacity • MBS is a broad foundation for the other modules; all should have this basic foundation

Annex 3
**People and
organisations
consulted**

Annex 3: People and organisations consulted

Organisation	Name	Position
UNICEF Jakarta	Seema Argawal-Harding	Director, Education
	Jiyono	Consultant
USAID	Mimy Santika	Senior Education Specialist
	Chimmi Thonden	Education Specialist
World Bank	Mae Chu-Chang	Manager Education
	Sheila Town	Operations Officer, Human Development
BAPPENAS	Dedy Koespramoedyo	A/g Director, Directorate of Special Areas and Disadvantaged Areas
MoNE	Ibrahim Bafadal	Director, Elementary Education
	Palogo Balianto	Specialist, SBM
UNICEF Jayapura	Neven Knezevic	Chief
	John Kawatu	Education Officer
	Adolfina Krisify	Education Officer
	Sri Karna	Education Officer
	Tajudeen Oyewale	HIV/AIDS Specialist
	Hironimus Sugi	Communications Officer
	Irwan Saptono	Education Officer
	Elwine Pattilahuan	Education Program Assistant
Dinas Pendidikan Province Papua	Yohanes Agung Nugroho	HIV/AIDS Officer
	James Modouw	Kepala Dinas
	Leonard Benaino	
	Dolat Abisay	PJOK
SD Filial YPK Amay	P Loby	
	Hanoela Aleriai	Ketua
	Yehuda Apaseray	Anggota Komite
	Natali Oyaitou	Anggota Komite
	Markus Apaseray	Anggota Komite
	Oskail Apasarey	Anggota Komite
	Sanonika Kisiwaitouw	Anggota Komite
	Absalon Setonntou	Sekretaris
	Marthen Ktomsian	Komite
	Stephen Apasetay	Ketua
	Yohana Somisu	
	Sabina Norokepou	Anggota
	Amos Norokepou	Anggota
	Rode Apaseray	Kepala Sekolah
	Selpi Yaroseray	Guru kelas
	Jemi Apaseray	Guru kelas
	Anthon Okeseray	Guru kelas
	Engge Kromsian	Guru kelas
	Alfrida Yarisetou	Guru kelas
	Sertina Oyaitou	Guru Bid study
	Rodemina Somisu	Guru Bid study
	Ketura Apaseray	
SD Negeri Dosay	Afganinur	Komite Sekolah
	Mesak Msiren	Ketua Komite Sekolah
	Wardhaningsih	Year 1 teacher
SD Sabron Sari	Paulina Kwano	
	Jois Simbah	
	Salomina Yapena	
	Muhammad Amin	
	Aludin Kopong	
	Irianti	
	Ari Separi	
LPMP	Eko Tanyanan	PO – AusAID-UNICEF program
YPK	Octavianus Rumaropen	
YPPK	Vincent Othorifiueer	
YPPGI	Pak Wempi	

Organisation	Name	Position
M Yusuf	BEC_TF	
Yulias Nataputun	BEC-TF	
Bishnu	UNDP	PCDP Coordinator
Bappeda Papua	Edison Howay	Head, International Cooperation
YKW Koinonia	Naomi Sosa	Advisor, Yasumati
	Ester Yahuli	Ketua Yasumati
	Lusiana Silaban	Principal
	Onny Tabuni	STKIP graduate, lecturer
	Deliyanti Kilungga	STKIP graduate
	Peter van der Wilt	Kepala Kantor YKW
	Martyn Van Driel	Coordinator, Program Papua Specific Curriculum
	Jusup Sukatendel	STKIP-KW Director
Wamena Dinas Pendidikan	Bambang Audiojoyo	PMP Dinas
	Hasuika Hisage	Working Group
	Darmawaty	Curriculum
	Murjono Murik	Kepala Dinas
Bappeda Wamena	Permadi	Sekretaris
	Hans Asso	Head, Dept Social Services
	Petros	Head, Bappeda
Dinas Pendidikan West Papua	Y Boari	
	B A Imburi	
	Denir Wiyanjaya	
	Edison Ompe	
	Suryanto	Officer UNICEF
Dinas Pendidikan Manokwari	Barnabas Dowansira	Kepala Dinas
	S Aronggear	Sekretaris
	Frans Mangansige	Evaluasi
Bappeda Manokwari	Kriston Turnip	Secretary Bappeda
Bappeda West Papua	Hermus Indon	
	Ishab Halata	Kepala
SD 32 Arfu	Julius Marantika	Education Officer, UNICEF
	Pak Kusmara	Kepala Sekolah
	Manase Kasih	Komite Sekolah, Head of Village
	Th Ramandey	School Guard
SD 07 Sowi	Alex Erikson Mandacan	Ketua Komite Sekolah
	Daniel Mandacanis	Toko Masyarakat
	Budi	Kepala Sekolah
SD 06 Sanggeng	Josephus Marisan	Pengawas
	Anna Mugiyakini	Kepala Sekolah
	Dr Iwas Bilas - Buki	Komite Sekolah
Dinas Pendidikan Biak	Kamaruddin	Sekretaris
	Daniel Aibekob	Program
	Petrus Havurubun	Kabid Dikjar
	Marthinus Wandossa	Koordinator Pengawas Sekolah
	Maarce F	Kasobbag Umum
	Marthen Kumissy	Kabid
	Timothius Rumansara	Facilitator Kabupaten
	Umi Khoir iyah	Staff Bidang Dikjar
SD Inpress Armnu	Noah Anes	Ketua Komite
	Meky Rumparmpan	Kacab Dinas Pend. Biak utara-warsa
	Maarce Fawalata	Dinas Pendidikan
	Umi Khoiriyah	Dinas Pendidikan
	Willem L Maran	Pengawas
	Pieter Havurubun	Kabid Dikjar
	Paulus Mofu	Pengawas
	Mesak Kapitavanus	Kepala Sekolah Inpres Armnu
SD Roidifu	Sergius Workrar	Kepala Sekolah
	Soleman Kapisa	Facilitator PKA
	Paulus Mofu	Pengawas
	Marthir Workrar	School Committee member

Organisation	Name	Position
	Agus Minuwom	Kepala Kampung
	Ari Arwimbar	Secretary
	Willem L. Maran	Pengawas
	Meky Rumparpam	UPTD BU

Annex 4

Evaluation schedule

Annex 4 : Evaluation schedule

Time	Date/Activity	Venue
	Sunday, 12 February 2012	
05.30	Team leave for Jayapura GA654	
14.00 – 15.30	Team arrive Jayapura, travel to Hotel	
	Monday, 13 February 2012	
08.30 – 10.00	Meeting with UNICEF Team (incl. USAID funded and coordinator from district level Jayapura)	UNICEF Office
10.30 – 12.30	Meeting with Bpk. James Modouw, Head of Dinas Pendidikan Papua and his planning, monitoring and related teams P Leo and P Lobia	Dinas Pendidikan Prov Papua
13.30 – 15.00	Meetings with UNICEF teams	UNICEF Office
18.30 – 20.30	Diner meeting with AIPD Papua	Swisbelhotel Jypr
	Tuesday, 14 February 2012	
06.30 – 13.30	School Visits in Jayapura. <u>Early Grade</u> SD Persiapan Batu Putih – Sentani Timur <u>SBM</u> SD YPK Netar – Model School – Sentani Timur SD Inpres Kleblouw (model school) and Satellite School – Sentani Timur (YPK Netar)	Sentani/Sentani Timur
14.30 – 16.30	Meeting with LPMP Observe Multi-grade ToT being conducted at LPMP and speak with teachers/participants	LPMP Office
	Wednesday, 15 February 2012	
10.00 – 12.00	Meeting with Faith Based Organisations	UNICEF Office
13.00 – 14.00	Meeting with Provincial Bappeda	BAPPEDA Office
14.30 – 15.30	Meeting with other Donor – UNDP	UNICEF Office
15.30 – 16.30	Meeting with other Donor - BEC-TF	UNICEF Office
	Thursday, 16 February 2012	
08.30 – 09.30	Travel Jayapura – Wamena, Jayawijaya	
09.30 – 10.30	Meeting with UNICEF Officer Jayawijaya and UNICEF Tech Coord Jayawijaya)	Education Office?
10.30 – 12.30	Meeting with District Education Office	District Edu Office
14.00 – 15.30	Meeting with District BAPPEDA	Bappeda Office
15.30 – 16.30	Meeting with NGO Yasumat and STKIP Yayasan Kristen Wamena	Yasumat Office
	Friday, 17 February 2012	
07.00 – 12.30	School Visits in Wamena, 2 schools - MBS 1. visit SD Advent Maima as Early Grade model school 2. SD N Wamena (MBS Model School), 3. SD YPK Wamena (MBS Satellite School), If time SD YPPK Honelama (KKG) or mentoring on leadership to support developing of school committee planning.	
12.30 – 14.30	Lunch Meeting with District Officers & Teachers already trained in MGEG	Restaurant/Hotel in Wamena
	Saturday, 18 February 2012	
09.00 – 11.30	Travel back to Jayapura	
13.00 – 14.30	Informal follow-up meeting with UNICEF team in Jayapura if needed	UNICEF Office/Swisbelhotel Jypr
	Dinner at CFO's house	
	Sunday, 19 February 2012	
08.00 – 11.00	Travel to Manokwari	
11.30	Check in Hotel	Swisbelhotel Manokwari
12.00 – 13.00	Afternoon free Possible other partner meeting	

7.30-8.45	Breakfast UNICEF Education Team	Swisbelhotel
	Monday, 20 February 2012	
09.00 – 11.00	Meeting with P. Junus Boari, Head Dinas Pendidikan W Papua & team	Dinas Pendidikan Prov. Papua Barat
11.30 – 12.30	Meeting with BAPPEDA W Papua	Bappeda Office
14.00 – 15.30		
16.00 – 17.00	Meeting with AIPD W Papua	Bappeda Office
	Tuesday, 21 February 2012	
06.30 – 15.00	School Visits in Manokwari District Mubrani for EG?	School site
	OR 2 MBS schools in Manokwari & lunch meeting with Teachers/Officers trained in MGEG	
	Wednesday, 22 February 2012	
06.30 – 11.30	Continue School Visits	
	MBS: 1 Model School & 1 Satellite in Manokwari Barat/Selatan/Utara?	Closest to Airport route
12.00 – 15.30	Return to Jayapura	
7.00	Dinner with Gender consultant	TDC
	Thursday, 23 February 2012	
08.00 – 10.30	Travel to Biak	
11.00 – 12.00	Meeting with UNICEF Officer & Tech Coord for program coordination	UNICEF Office?
13.30 – 15.00	Meeting with District Education Office	District Edu Office
15.30 – 16.30	Meeting with District Bappeda	Bappeda Office
	Friday, 24 February 2012	
06.30 – 15.00	School visits in Biak - Biak Barat/Utara Make plan between (Biak Utara, Biak Barat, Biak Timur, Biak Barat, Warsa, Oridek, Biak Kota, Yendidori). Model School for MGEG and 2 Satellite Schools	
	Saturday, 25 February 2012	
09.50 – 13.25	Return to Jakarta GA651	
	Monday, 27 February 2012	
morning	Time for any follow meeting needed in Jakarta	
14.00 – 15.30	Meeting with AusAID Edu team on preliminary findings	
	Tuesday, 28 February 2012	
09.00 – 11.00	Aide Memoire IPR of Australia-UNICEF Education Assistance to Papua and West Papua	AusAID Cyber 2 Office Rasuna Said

Annex 5

Evaluation plan

Annex 5 : Evaluation Plan

1. Introduction

1.1 Cluster of activities to be evaluated

AusAID support to education in Indonesia includes programs that support:

- national priorities through the Education Partnership, successor to the AIBEP and LAPIS programs that will end in June 2011; and
- priorities in two targeted areas – the province of Aceh and the two provinces of Papua and Papua Barat.

This evaluation plan is for a cluster evaluation of AusAID education programs in the three targeted provinces: the Support for Education Development in Aceh (SEDIA) program; and the AusAID support to education in Papua and Papua Barat.

A cluster evaluation allows common themes to be evaluated across different programs as well as unique aspects of each activity. Lessons learned from the cluster evaluation can be used to inform decisions about future investment in sectors and locations with similar characteristics to those evaluated.

AusAID support for education in Aceh commenced in 2005 with activities that responded to the 2004 tsunami and the 2005 Peace Accord. These activities were the Education Rehabilitation in Aceh and Communities and Education Program in Aceh and the A\$7m Support for Education Development in Aceh (SEDIA) program that commenced in September 2009. SEDIA is a facility that provides support to the province and all districts in Aceh to improve the effectiveness and efficiency of basic education, and assist them to meet key performance targets outlined in their education strategic plan. The program ends in June 2012 but has an option to extend for one year to June 2013.

AusAID support to education in Papua and Papua Barat commenced in March 2010 for two years. The program is delivered through UNICEF and aims to (i) assist two provincial education offices and six targeted districts (four in Papua and two in Papua Barat) to strengthen education sector strategic planning, budgeting and monitoring and evaluation; and (ii) to strengthen teaching practices and schools management in targeted schools. The program ends in March 2012. The Papua and Papua Barat programs have been running for a short time: just 18 months formally and effectively probably only about 12 months of program implementation. This means the evaluation may not see evidence of one whole cycle of planning and implementation at the district office. Currently a no-cost extension is being negotiated between UNICEF and AusAID which may extend the program to December 2012.

The three provinces (Aceh, Papua and Papua Barat) will also be beneficiaries of activities under the Education Partnership including: construction of junior secondary schools in needy districts; accredited professional development programs for all school principals, school supervisors and education officials; improved support to private madrasahs in respect to their accreditation; and analytical and capacity development services.

AusAID also provides support for strengthening of education service delivery for a selection of districts in these three provinces through its decentralisation programs. In Aceh LOGICA2 supports six district governments until 2012. In Papua and Papua Barat, the Australia Indonesia Partnership for Decentralisation (AIPD) will support eight targeted district governments until 2015. AusAID is developing a Common Results Framework (CRF) for SEDIA and LOGICA2 to measure achievements of support to Aceh. The CRF concept may also be applied in Papua and Papua Barat in the future

through stronger collaboration between AIPD and the Australia-UNICEF education assistance program.

1.2 Purpose of evaluation

The purpose of the cluster evaluation of two education initiatives is to:

- evaluate actual performance against planned outcomes and suggest areas for program improvement;
- analyse and comment on the relevance of program objectives and delivery mechanisms against AusAID strategic objectives, and make recommendations on whether the option to extend SEDIA for 12 months should be exercised and also whether the Australia-UNICEF Education Assistance to Papua/Papua Barat should be extended for 9 months;
- analyse and make recommendations on most suitable mechanisms for AusAID education support in the provinces over the next five years including if current programs mechanisms should be continued; and
- identify any approaches and activities (*e.g.* SEDIA Education Forum and Education Annual Report) from the two initiatives that could be replicated in other provinces.

As both initiatives are scheduled to end shortly after completion of the evaluations, the cluster evaluation is planned to the standards required for independent completion reviews.

The cluster evaluation will assess the actual performance of current AusAID education programs in the provinces against planned outcomes and make recommendations on their relevance using evaluation questions such as: Are the program outcomes and implementing partners appropriate? and Should the programs be extended? Are there activities that could be extended to other provinces in Indonesia? The cluster evaluation will collect evidence and lessons learned, and after analysis use these to make recommendations to AusAID on whether the agency should continue targeted education programs for the provinces taking into consideration that they will also benefit from the Education Partnership; their unique development needs; the political context; and AusAID long term strategies for each of the three target provinces (including other programs). Lessons learned from the evaluations will support AusAID decisions about future education support to Aceh and Papua. Evaluation results will also inform and assist the Education Section coordinate activities with other sections in AusAID, particularly the Decentralisation Section.

The cluster evaluation will test the hypothesis that the three target provinces have special needs that require additional and targeted initiatives that complement the support delivered through the Education Partnership.

1.3 Contents of evaluation plan

This evaluation plan conforms to Standard 5 (Independent Evaluation Plans) of the Indonesia Program Monitoring and Evaluation Standards (November 2010 version). It identifies the primary intended users of the evaluation and their evaluation needs; sets out limitations or constraints on the evaluation; states the purpose and objectives of the evaluation; provides a broad investigatory framework and poses detailed evaluation questions based on the terms of reference. The plan also sets out how unexpected issues will be dealt with; describes appropriate methods to collect data for the evaluation questions; explains how triangulation will be used to strengthen the confidence in the findings; and sets out a clear and appropriate sampling strategy where needed. In addition, the evaluation plan describes the proposed approach to data analysis and who will be making informed professional judgments about the performance of the cluster of

two activities being evaluated. The plan allocates evaluation tasks to team members. A proposed evaluation schedule and field work plan is presented that reflects adequate time to answer the posed evaluation questions. In addition, methods and tools are presented with performance questions presented for use in semi-structured interviews with stakeholders in Indonesia.

2. Investigatory framework

The investigatory framework for the cluster evaluation is informed by a Strategic Analysis Paper which will set the direction of AusAID education assistance in each target province. AusAID Education Section Jakarta will work with the Thematic Education Group in Canberra to prepare the Strategic Analysis Paper. The cluster evaluation will test the hypothesis that the three target provinces have special needs that require additional and targeted initiatives that complement the support delivered through the Education Partnership.

An understanding of practical use of a theory of change was used to develop performance questions for the cluster evaluation and forms the basis for assessment of performance against the 3 core evaluation criteria that are the foundation for the evaluation report:

- **Relevance** – which compares delivered outcomes with the purpose and goal of each of the two activities by answering the fundamental questions: *Are these three activities the right thing in the right place at the right time? Are the activities consistent with national strategic objectives? and Do the three activities still meet the needs of beneficiaries?*
- **Effectiveness** – which compares delivered outputs with the purpose of each of the two activities and asks *Is the purpose expected to be achieved at the end of the activity period?*
- **Efficiency** – which compares delivered outputs with inputs used for each of the two activities and answers the fundamental questions: *Could the same outputs have been delivered with less inputs? Could more outputs have been delivered with the same inputs?*

The cluster evaluation will also assess 3 other criteria: sustainability, monitoring and evaluation, and analysis and learning. The TOR have asked the evaluators not to evaluate gender equality and impact. The relationship between program logic and evaluation criteria is shown schematically in Chart 5-1.

3. Evaluation design

3.1 Approach

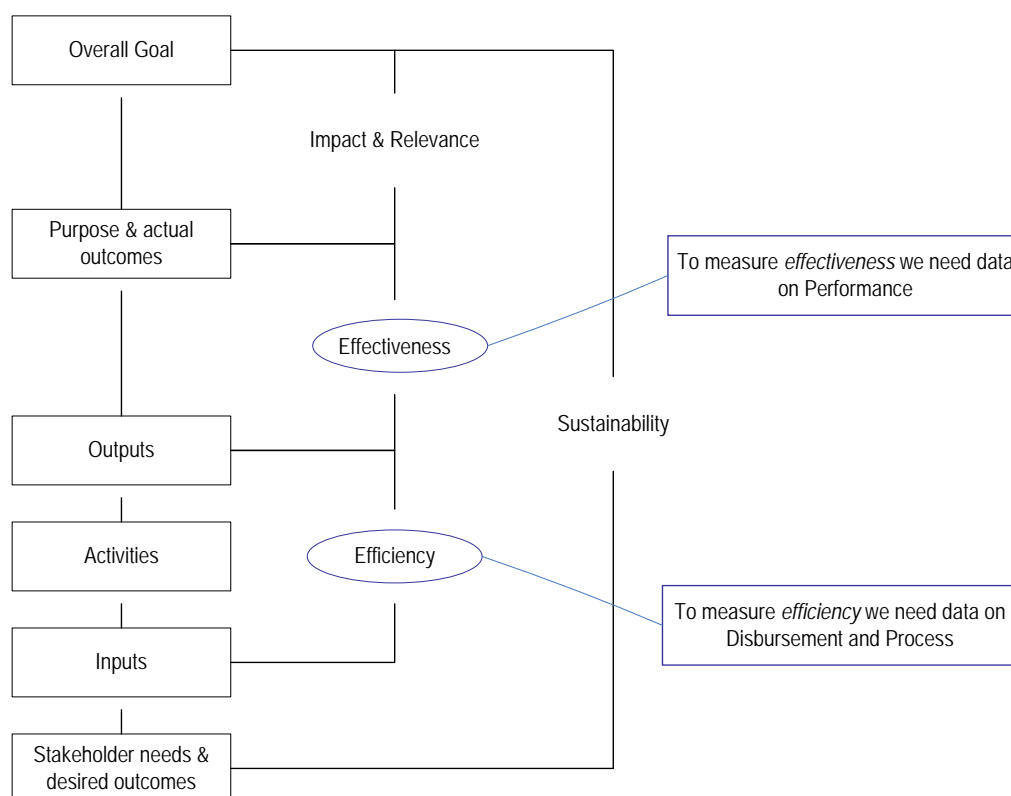
To ensure independence this evaluation will be led by an independent evaluator with one external technical specialist team member and two AusAID team members. The team will also include representatives from the governments of target provinces wherever possible. This is not a Joint Evaluation as defined by the Development Assistance Committee of the Organisation for Economic Cooperation and Development.

Our approach is collaborative – using semi-structured interviews, individual interviews and focus groups to engage with participants and other stakeholders in the three activities. The evaluation will also work with partners in each target province to prepare case studies that provide evidence to support the analysis.

Our approach is formative – using the evaluation process to engage with government and facility staff in each target province so that they learn about evaluations and their contribution to good practice performance management. Lessons learned will be used to inform future activities and provide constructive feedback to participants and other

stakeholders. This will especially include lessons relating to management of implementation and the interactions between the cluster of activities and other programs, including those financed by AusAID such as the Education Partnership, AIPD Governance and LOGICA.

Chart 5-1 : Relationship between program logic and evaluation criteria



Given the resources and time available, a formal counter-factual approach to evaluation will not be used for this cluster evaluation.

3.2 Primary intended users

The primary intended users of the evaluation are AusAID, GoI and the provincial governments of Aceh, Papua and Papua Barat. With the formative approach, the managers and local stakeholders of each activity and the immediate senior staff who can support the direction and implementation of any recommended changes would also be treated as intended users.

The AusAID Education Team and the partners implementing each activity will use the evaluation findings to prepare a management response, which will be reviewed by their leaders before being approved and then implemented.

3.3 Limitations

The evaluation will be conducted over a short time frame with a small team. It is not a scientific evaluation with a counter factual and randomised sample of beneficiaries. Rather it is a participatory and formative evaluation that seeks to learn lessons from past activities and collaboratively identify opportunities for improved effectiveness, efficiency and sustainability.

The short time span that the Papua and West Papua programs have been running also presents a limitation since it is unlikely that there will be evidence of more than one whole cycle of planning and implementation at the district offices visited for the evaluation.

3.4 Criteria

The two activities that form the evaluation cluster will be evaluated against 6 criteria defined in the AusAID Guideline: relevance, effectiveness, efficiency, and sustainability as well as monitoring and evaluation, plus analysis and learning. Given the purpose of the evaluation, the cluster evaluation will place particular importance on evaluation of relevance, effectiveness and sustainability. These will produce context-specific understandings to inform programming for new investments.

3.5 Evaluation questions

Primary evaluation questions that will be used to assess performance of each of the programs are set out in the TOR. Questions to be used in semi-structured interviews, individual interviews and focus groups are presented in Chart 5-2. Data from the responses to these sorts of questions can be used to provide evidence for evaluation against all criteria.

Data from the responses will be used to prepare information that will be the evidence for evaluation. The information will be positioned in the context of political sensitivities of Australia working in the provinces and the history of establishing the education program in Papua. Overarching questions which the evaluation report will address in detail include:

- How well aligned are the current program outcomes with current AusAID Education Strategic Objectives?
- How appropriate are the current approaches and implementing partners to achieving those objectives?
- Would a 12-month extension of the SEDIA program (with current objectives and mechanism) be relevant to AusAID Education Strategic Objectives? Would there need to be realignment of objectives should the program be extended for 12 months? If realignment is needed, what objectives would be more relevant for the extension period?
- What would be a suitable mechanism for AusAID education support in the longer term in accordance with AusAID Education Strategic Objectives?
- How well are the programs progressing against their expected outcomes?
- If progress has not been sufficient then why not, and what can be suggested for improvement? and Will the proposed program extensions ensure achievement of expected end-of-program outcomes?
- What are key successes of the programs so far and how far have these contributed to achievement of expected end-of-program outcomes?
- Has the implementation of each program made effective use of time and resources to achieve the expected end-of-program outcomes?
- Is each program sufficiently resourced to achieve desired results? If not, what should be changed?
- Has the additional task of managing USAID education assistance had any resource implications for the Australia-UNICEF Education Assistance in Papua and Papua Barat?
- Are proper risk management strategies in place and are they exercised in accordance with efficient and effective achievement of expected end-of-program outcomes?
- Do the monitoring systems used for each program collect the right information to allow judgment to be made about meeting objectives and sustainability at the next evaluation point?
- To what extent are there factors/signs that indicate that program outcomes will be sustainable?
- What lessons and successes can be shared between the different programs that could assist both programs to improve performance?

- What lessons and achievements from the programs can be used to inform design of future education assistance in the provinces?

In addition, the cluster evaluation will answer the following general questions:

- Is targeted education support to each of the three provinces relevant?
- Are the current mechanisms effective and efficient?
- What is the most suitable mechanism for supporting education in Papua and Papua Barat, taking into consideration the UNICEF program, other existing mechanisms (*e.g.* AIPD) or the option to design a new stand-alone program?
- Should targeted education support to Aceh continue or should it transition to the Education Partnership?

Interview questions to be used in semi-structured interviews, individual interviews and focus groups are presented in Chart 5-2. Each stakeholder will be asked the primary questions, where relevant. The semi-structured interview will use selected secondary questions from Chart 5-2 to elicit additional evidence and case studies from stakeholders to support answers to performance questions that will be presented in the cluster evaluation report. Not all secondary questions will be used, and each stakeholder will only be asked those secondary questions that help elicit additional data from them or triangulate evidence from other sources.

Chart 5-2 : Semi-structured interview questions

Primary Q	Secondary Questions
Is targeted education support to each of the three provinces relevant?	Are the programs the right thing at the right time in each province?
	How well aligned are the current program outcomes with current AusAID Education Strategic Objectives?
	How appropriate are the current approaches and implementing partners to achieving those objectives?
	Would a 12-month extension of the SEDIA program (with current objectives and mechanism) be relevant to AusAID Education Strategic Objectives?
	Would there need to be realignment of objectives should the program be extended for 12 months? If realignment is needed, what objectives would be more relevant for the extension period?
	What would be a suitable mechanism for AusAID education support in the longer term in accordance with AusAID Education Strategic Objectives?
How effective are the current programs?	What are key successes of the programs so far and how far have these contributed to achievement of expected end-of-program outcomes?
	To what extent do program activities contribute to achievement of end of program outcomes?
	How well are the programs progressing against their expected outcomes?
	If progress has not been sufficient then why not, and what can be suggested for improvement?
	Will the proposed program extensions ensure achievement of expected end-of-program outcomes?
	What value do the provincial governments perceive AusAID education programs to add?
	What real difference do program activities make to partners and beneficiaries?
	Are there any outputs that need enhancing to achieve end of program outcomes?
	How has new capacity changed education outcomes in each province?
	Can you provide examples of identified changes?
How efficient are the current programs?	What contribution did the provincial program make to those changes?
	Has the implementation of each program made effective use of time and resources to achieve the expected end-of-program outcomes?
	Is each program sufficiently resourced to achieve desired results? If not, what should be changed?
	Could the same outputs have been delivered with less inputs?
	Could more outputs have been delivered with the same inputs?
	Has the additional task of managing USAID education assistance had any resource implications for the Australia-UNICEF Education Assistance in Papua and Papua Barat?
	Are proper risk management strategies in place and are they exercised in accordance with efficient and effective achievement of expected end-of-program outcomes?
	What alternatives could be considered and what are their strengths and weaknesses?
	Can you provide examples of how the AusAID education programs could be managed differently?

Primary Q	Secondary Questions
What lessons and achievements from the programs can be used to inform design of future education assistance in the provinces?	What lessons and successes can be shared between the different programs that could assist both programs to improve performance?
	What lessons and achievements from the programs can be used to inform design of future education assistance in the provinces?
	What is the most suitable mechanism for supporting education in Papua and Papua Barat, taking into consideration the UNICEF program, other existing mechanisms (e.g. AIPD) or the option to design a new stand-alone program?
	Should targeted education support to Aceh continue or should it transition to the Education Partnership?
	How has basic education in each province changed since 2009?
	How effective are the technical advisors used by AusAID education programs in each province?
	What new knowledge has been/is being generated through AusAID education programs in each province?
	What evidence is there that the new knowledge is likely to be adopted by education authorities, schools and teachers?
	Describe some things that changed before and after AusAID support to education in each province?
	Do the monitoring systems used for each program collect the right information to allow judgment to be made about meeting objectives and sustainability at the next evaluation point?
	Can you provide examples of analysis and learning from the programs in each province?
How sustainable are outcomes from the programs likely to be?	To what extent are there factors/signs that indicate that program outcomes will be sustainable?
	To what extent were the objectives of AusAID support to education in each province realistic and achievable, particularly in relation to public policy, service delivery and institutional capacity development?
	What is the most effective way to support education service delivery in the province?
	Are there AusAID education program activities that are clearly not sustainable? What lessons can be learned from these?
	Do AusAID education programs and activities have sufficient and appropriate staffing resources?
	Do beneficiaries and/or partners have sufficient ownership, capacity and resources to maintain outcomes from AusAID education program activities after AusAID funding ends?

3.6 Methods

Given the goal and outcomes of the three education activities, and the complex context each is working in, the cluster evaluation will be conducted with a focus on the extent to which targeted activities deliver changes that would not be possible through other means. To do this the following methods will be used:

- **Document review** – review of documents prepared by AusAID, GoI, the three target provinces and the implementing partners responsible for the development, implementation and management of each of the three activities. These will be reviewed by the team and used to provide evidence against the evaluation criteria. These will include sector performance reviews and QAI prepared by AusAID for the three activities as well as ATPR for education.
- **With and without comparison** – to the extent logistically possible we will evaluate experiences, capacity and perceptions in district education facilities with and without support from AusAID to provide evidence to support assessment of effectiveness.
- **Semi-structured and individual interviews** – stakeholders in Jakarta, Papua, Papua Barat and Aceh will be consulted using semi-structured and individual interviews. Performance questions to support evaluation are presented in Chart 6-2 and will be selected for use to obtain evidence to support the evaluation. Individual interviews will especially be used with women and younger staff to ensure they have a space to present their perceptions freely.
- **Field observations** – we will conduct field inspections in provincial and district centres in Papua, Papua Barat and Aceh including meetings with education facilities and local government officials as well as delivery partners such as UNICEF and Oxfam. In addition to semi-structured interviews and focus groups, we will use field observations to see how partners relate and operate, observe outputs from activities and learn more about the context in which each of the three activities works.

- **Case studies** – we will use case studies to provide feedback, generate learnings, support direction or affirm changes resulting from each of the three activities. These could be at program or initiative scales, depending on the change and lessons learned. Case studies considered during planning for the cluster evaluation include: changes in school management by parents, teachers and government staff; changes in school performance and education outcomes; and changes in school attendance by girls.
- **Focus groups** – we may also use focus group techniques for collected stakeholders if semi-structured interviews are inappropriate because of the size of group or nature of participants. For example meetings with provincial and district education staff or school communities may be better done as focus groups.

3.7 Data needs

The evaluation team will need documentary evidence and data, including:

- **Financial data** – planned and actual expenditure from commencement disaggregated by source and quarter for each of the two activities.
- **Government of Indonesia data** – including number and location of education facilities in each of the three provinces as well as attendance and completion data for each facility and the population of school-aged children disaggregated by sex, ethnicity and religion. Where possible, planned and actual budget allocations between 2005 and 2011 to education facilities in each of the three provinces through national budget (APBN), provincial budgets (APBP) and payments direct to service units (*e.g.* BOS). The evaluation team recognises that AusAID may not have these data, and will consult with provincial stakeholders during field work to try and fill data gaps.
- **Program and activity outputs** – evidence of program outputs including technical and management reports from each of the two activities in the cluster as well as LOGICA and the Education Partnership to benchmark performance where possible; as well as outputs from workshops, training activities and any evaluations.
- **Performance reports** – monthly or quarterly progress reports, variance from plan analyses and any other regular performance reports from each of the two activities.

3.8 Triangulation

The evaluation team will use triangulation to strengthen confidence in lessons learned and evidence collected. For example we will verify key documentary evidence through semi-structured interviews with beneficiaries and, where relevant, field verification or meta-analysis of existing evaluations. This process is also aligned with the Evaluation Team's commitment to participatory and formative approaches to the evaluation – both the process of triangulation and the results themselves will be used in presenting findings to AusAID.

3.9 Sampling

Given the short time frame and small number of districts involved, the evaluation will use purposeful sampling to select schools and other education facilities participating in those districts that the evaluation is able to visit. Sampling will be based on distance from district centre, per capita income in the district, school attendance/completion data and participation in AusAID education support. Given the logistical constraints in some locations, the practical access to some locations will also be used as a criterion for sampling.

[illegible]

Chart 5-4 : Fieldwork schedule Aceh October 2011

Activity	October 2011													
	16	17	18	19	20	21	22	23	24	25	26	27	28	29
Travel to Jakarta														
Jakarta consultations														
District consultations														
Collate data in Jakarta														
Prepare aide memoire														
Present aide memoire														
Return to Australia														

Chart 5-5 : Fieldwork schedule Papua/Papua Barat November 2011

Activity	November 2011																											
	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25	26	27	28					
Travel to Jakarta																												
Jakarta consultations																												
District consultations																												
Jakarta consultations																												
Collate data in Jakarta																												
Prepare aide memoire																												
Present aide memoire																												
Return to Australia																												

An aide memoire for Aceh will be presented around October 27 and an aide memoire for Papua and Papua Barat will be presented in Jakarta around November 25, 2011

3-12 Presentation of findings

The evaluation team will present and discuss initial findings with the AusAID Education Team members in Jakarta at the end of the evidence gathering phase of the evaluation. On or around October 27, 2011 the team will present the aide memoire for Aceh. On or around November 25, 2011 the team will present the aide memoire for Papua and Papua Barat. At that time the team will also present a brief summary report on the cluster evaluation to AusAID and invited GoI stakeholders. This will allow key stakeholders to discuss the team's preliminary findings.

The evaluation team will use initial feedback from stakeholders to inform preparation of the draft cluster evaluation report. The report will be prepared using the AusAID template for an IPR modified for a cluster evaluation of activities in three provinces. The draft report will be submitted to AusAID within 3 weeks of completion of field work for peer review and comments. Feedback from AusAID and GoI will be used to refine recommendations and prepare the final evaluation report for submission before end of January 2012.

The final report will include lessons learned of relevance to future options for Australian support to education in Aceh, Papua, and Papua Barat. For all key findings the evaluation team will describe the current situation, identify key enabling or inhibiting factors, provide an analysis of its implications for AusAID support to GoI programs, and recommend an appropriate response.

The AusAID Evaluation Manager will prepare a Learning and Communication Plan for dissemination of lessons learned from the cluster evaluation.

4. Roles and responsibilities

The evaluation will be implemented by a two-person evaluation team – a Team Leader/ Evaluator and an Education Specialist. The team will require one interpreter. AusAID staff and program field staff may accompany the team for selected meetings and field visits. The proposed roles and responsibilities of the team are summarised below.

4.1 Team Leader/ Evaluator

The Team Leader/ Evaluator will lead the mission and take primary responsibility for:

- performing the role of team leader and effectively utilising the expertise of team members in meeting the Terms of Reference and contractual obligations;
- drafting and submitting an Evaluation Plan that sets out the design and conduct of the cluster evaluation and is consistent with the Indonesian M&E Standard 5 including a sound methodology for the mission that reflects acceptable practice standards, and the time and resources available for the mission;
- quickly grasping the aims and key delivery mechanisms including principles, guidelines and requirements of the AusAID Indonesia program and its operational context;
- leading the mission in the field, allocating tasks, ensuring safety of team and efficiency of implementation;
- leading the evaluation process including participating in an inception briefing; assigning tasks and responsibilities with the team member; conducting site visits and presentation of initial evaluation findings in draft Aides Memoire;
- collecting evidence relating to relevance, efficiency, M&E, analysis and learning;
- collecting evidence relating to the efficiency of management arrangements;
- drafting and finalising the Aides Memoire;
- presenting preliminary findings to AusAID at an end-of-evaluation workshop;
- drafting and finalising the Independent Report of the Cluster Evaluation; and
- leading the response to peer review and preparation of the final cluster evaluation report;
- delivering a quality evaluation report to AusAID; and
- other duties in TOR and as directed by AusAID.

▪ Education Specialist

The Education Specialist will take primary responsibility for:

- providing high quality input towards the evaluation;
- assisting the Team Leader from the early stages of preparatory work prior to the in-country missions and report-writing phases;
- focusing on providing advice on technical issues, contributing knowledge on the education sector development context, and providing relevant briefings and/or papers as requested and/or agreed with the Team Leader;
- participating in meetings and field visits and other events as specified by the Team Leader;
- collecting evidence relating to changes in capacity of partners and related agencies to implement their education functions;
- collecting evidence relating to effectiveness and efficiency of specific capacity development and institutional strengthening activities supported by the programs in each province;
- assessing capacity development methodologies, activities and outputs and comparing them with expected capacity change outcomes and good international practice for institutional strengthening;

- describing the current capacity in each partner agency and identifying key enabling or inhibiting factors for institutional change as well as providing an assessment of their implications for AusAID support to education sector in Indonesia and recommending appropriate responses;
- analysing the findings of the evaluation with a particular focus on the extent to which each program has contributed to changes in individual, group and institutional capacity in partners and beneficiaries working in Aceh, Papua and Papua Barat;
- actively contributing towards the quality and the delivery of the required outputs;
- contributing to preparing and presenting the Aides Memoire;
- contributing to preparing the Draft Independent Report of the Cluster Evaluation including interpretation of lessons learned and developing recommendations;
- contributing to preparing the Final Independent Report of the Cluster Evaluation; and
- other duties in TOR and as directed by AusAID.

5. Report structure

The draft and final cluster evaluation report will be submitted electronically in MS Word format and be in accordance with AusAID Guidelines for Independent Completion Reports. The report will be ≤ 50 pages excluding annexes. The cluster evaluation report will contain separate chapters for each program and a combined chapter for cross-learning and recommendations as well as annexes if needed. The proposed key contents of the cluster evaluation report are shown in Chart 5-6.

Chart 5-6 : Proposed key contents of cluster evaluation report

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Annex 6

Terms of reference

Annex 6 : Terms of reference

Independent Progress Review of AusAID Education Activities in Targeted Areas of Indonesia September – December 2011

A. Introduction

The Australian Agency for International Development (AusAID) will undertake a review of its education assistance in the three priority provinces of Aceh, Papua and West Papua. The review will start with development of a Strategic Analysis Paper which will set the direction of AusAID's education assistance in the province. AusAID Education Section Jakarta will work with the Thematic Education Group in Canberra to prepare the Strategic Analysis Paper. This will be followed by an Independent Review that will assess AusAID's current education assistance in the provinces and suggest most suitable approach for further assistance, in line with AusAID's education objectives in the provinces.

The Independent Review is planned to start in September 2010, conducted by a team of two Specialists; an M&E Specialist as Team Leader and an Education Specialist as team member. The review includes an in-country travel to all three provinces of Aceh, Papua and West Papua. The independent review will also take into account the Education Partnership, AusAID's nationwide education program, and AIPD, AusAID's decentralisation program which will also operate in the three provinces as well as work of other Donors in the provinces.

B. Background

AusAID support for education in Aceh commenced in 2005 through two activities (Education Rehabilitation in Aceh and Communities and Education Program in Aceh) that were Australia's responses to the 2004 tsunami and the 2005 Peace Accord. These were succeeded by the \$7 million Support for Education Development in Aceh (SEDIA) program which commenced in September 2009. SEDIA is a facility that provides support to the province and all districts in Aceh to improve the effectiveness and efficiency of basic education, and assist them to meet key performance targets outlined in their education strategic plan. The program completes on 30 June 2012 but has an option to extend for a year to June 2013.

AusAID support to education in Papua and West Papua commenced in March 2010 for two years. The program is being delivered through UNICEF and covers the two provinces of Papua and West Papua as well as six target districts (four in Papua and two in West Papua). The program value is \$7 million and consists of two components which aim to (i) assist the two provincial education offices and six targeted districts to strengthen education sector strategic planning, budgeting and monitoring and evaluation, and (ii) to strengthen teaching practices and school management for schools in the six target districts. The program is due to complete in March 2012. Currently a no-cost extension is being negotiated between UNICEF and AusAID which will likely extend the program to December 2012.

AusAID has conducted two monitoring visits to Papua and West Papua. The first one in June 2010 during launching of the education assistance and the second one in March 2011 in conjunction with the first Program Steering Committee meetings in Papua and West Papua. The Australia-UNICEF Education Assistance to Papua and West Papua has not had any Independent Reviews prior to the one currently planned.

The three provinces (Aceh, Papua and West Papua) will also be beneficiaries of activities under the \$500 million nationwide Education Partnership, namely: construction of junior secondary schools in needy districts; accredited professional development programs for all school principals, school supervisors and education officials; improved support to private madrasahs in respect to their accreditation; and analytical and capacity development services.

AusAID also provides support for strengthening of education service delivery for a selection of districts in these three provinces through its decentralisation programs. In Aceh, the activity LOGICA II will support five district governments until 2013. In Papua and West Papua, the Australia Indonesia Partnership for Decentralisation (AIPD) is planning to support eight targeted district governments through to 2015. SEDIA and LOGICA II have been developing a Common Result Framework (CRF) to measure and maximise achievements of AusAID support for Aceh. There has been possibility this CRF concept will also be applied in Papua and West Papua province in the near future through stronger collaboration between AIPD and the Australia-UNICEF education assistance program.

With current AusAID education assistance in Papua, West Papua and Aceh due to complete in mid- 2012, and with the start of the Education Partnership, AusAID will need to make decisions about future education support to Aceh and Papua. A strategic analysis review and an independent program review therefore will be conducted from August 2011 to December 2011 to assist AusAID to determine future education assistance and operating

mechanisms in the three provinces. The analysis and review results will also inform and assist the Education Section coordinate activities with other sections in AusAID particularly the Decentralisation Section. The Strategic Analysis Review will be conducted by AusAID and be for internal purposes. The Independent Review Report will be a public document and will be published on AusAID's website pending AusAID's Senior Management approval.

C. Key issues

AusAID is preparing strategic paper for Papua/West Papua and Aceh, with the objective to map AusAID's direction on engagement in the education sector in the three provinces of Papua, West Papua and Aceh. This analysis is expected to be complete by mid-September 2011. In accordance to results of the strategic analysis, AusAID will need to determine most suitable mechanism for further support in the three provinces if required i.e. continuing cooperation with a multilateral partner, using other existing mechanisms (Education Partnership or AIPD) or designing new stand-alone programs. The independent review is needed to assess effectiveness and relevance of existing programs and performance of implementing partners for this option to be considered.

Current AusAID programs supporting education in Papua, West Papua and Aceh will complete mid-2012. An option to extend the program up to 12 months exists for SEDIA and a no-cost extension of up to 9 months has been requested by UNICEF informally for the Australia-UNICEF Education Assistance in Papua and West Papua. These options need to be examined as whether it will ensure achievement of expected outcomes for the Australia-UNICEF assistance and whether SEDIA extension is the answer for medium-term support.

Australia-UNICEF Education Assistance in Papua and West Papua experienced a slow start. A long recruitment process and the fact that an inception period was not factored in, was identified in the program's annual report as main causes for program progress delays. The Program Manager for the Australia-UNICEF assistance only arrived in Papua early December 2010 followed by four consultants for module development and capacity building activities for component one. The program is now underway however actual progress against expected outcomes needs to be measured.

USAID has recently agreed to provide assistance to Papua and West Papua through UNICEF. The US\$3 million assistance will become a testing ground for the US in determining future engagement in the provinces. The program will run for 18 months with most outputs complementing outputs of the Australia-UNICEF Assistance. A programmatic approach with a single branding, STEP (Striding Together for Equity in Papua), was proposed by UNICEF to place the Australian, US, Netherlands and World Bank assistance under one umbrella and a single branding. AusAID has not confirmed agreement to this approach and branding. Some resources (such as the Program Manager) currently working under the Australia-UNICEF assistance will also be shared with USAID assistance under this new programmatic approach.

There has been change of SEDIA Team Leader in February 2011. With the new Team Leader having less working experience in Aceh and less well established relationship with the Aceh senior officials compared to the former Team Leader; it is believed that this has resulted in a number of issues especially in negotiations and approval of six-monthly outputs and activities. The new Team Leader has only about 16 months until June 2012 to ensure SEDIA will achieve the end of program outcomes. AusAID's Education Team has been fully engaged in discussions and meetings with SEDIA Team and government partners including in reviewing SEDIA six monthly reports and work plans, however no independent monitoring has ever been commissioned for SEDIA.

D. Purpose of the evaluation

The objectives of this evaluation are to:

1. Inform AusAID the performance of SEDIA and the Australia-UNICEF Education Assistance to Papua and West Papua programs against their expected outcomes, and suggest areas for program improvement. For the Australia-UNICEF assistance this includes examining the likelihood that the nine month extension will ensure achievement of objectives.
2. Analyse and comment on the relevance of the current programs objectives and mechanism against AusAID's strategic objectives, and make recommendations on whether the option to extend SEDIA for 12 months should be exercised.
3. Analyse and make recommendations on most suitable mechanisms for AusAID longer term education support in the provinces (over the next five years), including if current programs mechanisms should be continued.

E. Scope of the Evaluation

The below key questions are presented for the evaluation team to focus on during examinations. All questions selected are necessary for this evaluation however **Priority Questions** have been marked bold to identify importance for the evaluation team to address as a priority.

Effectiveness

How well are the SEDIA and the Australia-UNICEF Education Assistance to Papua and West Papua progressing against their expected outcomes?

If progress has not been sufficient then (a) **why not, and what can be suggested for improvement?** And (b) **will the proposed program extensions ensure achievement of program objectives?**

What are key successes of the programs so far and how far have these contributed to achievement of program objectives?

Are there any outputs or lessons learned from the programs that could be applied in other provinces of Indonesia?

Relevance

How well aligned are the current program outcomes with current AusAID Education Strategic Objectives? And how appropriate are the current approaches and implementing partners to achieving those objectives?

Would a 12-month extension of the SEDIA program (with current objectives and mechanism) be relevant with AusAID's Education Strategic Objectives? Would there need to be realignment of objectives should the program be extended for 12 months? If realignment is needed, what objectives would be more relevant for the extension period?

What would be the suitable mechanism for AusAID education support in the longer term in accordance with AusAID Education Strategic Objectives? Including possible linkages with the AIPD and other Donors operating in the provinces.

Efficiency

Has the implementation of the activity made effective use of time and resources to achieve the outcomes?

- Are the programs sufficiently resourced to achieve desired results? If not, what should be changed?
- Has the additional task of managing the USAID assistance, has had any resource implications to the Australia-UNICEF Education Assistance in Papua and West Papua?

Are proper risk management strategies in place and are they exercised in accordance to ensure achievement of program objectives?

Monitoring and Evaluation

Is the M&E system collecting the right information to allow judgment to be made about meeting objectives and sustainability at the next evaluation point?

Sustainability

To what extent are there factors/signs that indicate that program outcomes will be sustainable?

Lessons learned

What lessons and successes can the SEDIA Program and the Australia-UNICEF Education Assistance to Papua and West Papua learn from each other that could assist both programs to improve its performance?

What lessons and achievements from the current SEDIA and Australia-UNICEF assistance can be used to inform design of future education assistance in the provinces?

Questions for this evaluation were prepared in accordance with standard evaluation questions under the DAC criteria of relevance, effectiveness, efficiency, impact, sustainability, gender equity, monitoring and evaluation, analysis and learning and lessons. Considering limitations of the evaluation duration and resource, it would not be possible to provide a well informed recommendation on all questions under the DAC criteria. Most relevant questions have therefore been selected for the evaluation team to focus on for this evaluation. A further review may be commissioned at a later stage if found necessary, which may address the remaining questions not examined under this evaluation.

F. Evaluation Process and Duration

In conducting the independent review, the review team shall undertake the following activities:

- Preliminary Briefing: Prior to start of desk review and preparation of the evaluation plan, the Evaluation Team shall attend a briefing (long distance if not possible in-country) with AusAID Education Team to discuss further objective, plans and expectations for the evaluation. Half day input - home country

- Document Review: Review of key program documents to establish understanding of the programs, develop the methodology and plan for the evaluation, and information gaps which need to be collected during field visits. List of key documents in part J of this document, and will be provided to the Consultants by AusAID 10 days prior to the in-country visit. Up to 4 input days - home country
- Evaluation Plan: The Team Leader shall develop an Evaluation Plan from home country in accordance to the AusAID Standard for preparation of Evaluation Plans in Appendix 1. Up to 4 input days for TL and 1 input day for Team Member – home country including 1 day for revision
- Pre-mission Briefing: The team shall participate in a preliminary briefing session in Jakarta with AusAID and Implementing Partner teams in Jakarta. 1.5 input days including travel
- In-country mission: The team shall have preliminary meetings with key stakeholders in Jakarta 1.5 input days and conduct field visits to: Aceh Province which include visits to Provincial Government and a sample of 3 districts under the SEDIA program. Up to 14 days including travel; and to Papua and West Papua Provinces including visits to the Provincial Government of Papua and West Papua and a sample of 3-4 districts depending on time availability. Up to 14 days including travel

A two-week break between the Aceh and Papua/West Papua field visits is available as an option depending on the evaluation team's preference and discernment. An initial finding report shall be submitted between the provincial field visits.

- Initial Findings: The team shall prepare and present an Initial Finding Report after the first field visit. 1.5 days in-country. A complete aide memoire shall be drafted and presented to AusAID and the Government of Indonesia after completion of all field visits. 3 days in-country
- Reporting: The team shall prepare and submit a draft Independent Review Report in electronic format three weeks after presentation of the Evaluation Aide Memoire. This period includes up to 3 input days for data processing for the team, up to 15 input days to write up report for Team Leader and up to 8 input days for Team Member. AusAID will then have 3 weeks to consolidate comments on the report.
- Final Report: shall be submitted 10 days after receiving comments on the draft report from AusAID. Up to 8 input days for Team Leader and 3 input days for Team Member.

G. Duration

The expected period for the evaluation process is from 19 September to 20 January 2012 with 24 days of travel in country 18 October to 30 November 2011 (with an optional two week break in between field visits). This evaluation period includes time for Desk review, preparation of the Evaluation plan, and preparation of Reports.

H. Reporting Requirements

Evaluation Plan

This plan will outline the scope and methodology of the evaluation and prepared in accordance to AusAID Standard for preparation of Evaluation Plans in Appendix 2. It is expected that the Evaluation Plan will be submitted to AusAID in electronic format by 30 September 2011 for AusAID feedback. As part of the Evaluation Plan, the Team should also present a draft outline of the Independent Review report for AusAID's consideration.

Aide Memoire

The Team Leader will submit and present a preliminary Aide Memoire (maximum 3 pages) on key findings upon completion of the field visit to Aceh and present a completed Aide Memoire upon completion of the field visit to Papua and West Papua (maximum 10 pages). The draft Aide Memoire will be prepared in reference to the Aide Memoire for Evaluation template (refer Appendix 2).

Independent Review Report

The Team Leader and team member will have time for data processing and report writing as described in Section F. Evaluation Process and Duration. The draft Independent Review Report shall be prepared according to AusAID Standards for Evaluation Reports (Appendix 3) and be a maximum of 50 pages in length, excluding annexes, containing separate chapters for each program and a combined chapter for Cross-Learning and Recommendation. The report shall be submitted to AusAID electronically, 3 weeks after presentation of the Aide Memoire. AusAID shall have 3 weeks to consolidate comments on the draft report and will call on meetings by telephone if necessary with the evaluation team. A Final Report shall be submitted electronically up to ten working days after receiving feedback from AusAID.

I. Review Team

The Independent Review team will comprise two members, an international evaluation expert with particular expertise in monitoring and evaluation (M&E) as a Team Leader, an Education Specialist.

Monitoring and Evaluation (M&E) Specialist/ Team Leader

The M&E Specialist will have a strong background and experience in evaluation methods and processes, previous proven skills and experience in conducting review and performance evaluation, and demonstrated ability to draw on international best practice to inform the mission. The Specialist will possess very high analytical skill, an ability to gather and interpret data and information and write constructive, informative reports. The M&E Specialist will have a forward-looking perspective in terms of looking for lessons and implications to inform future programming.

The Specialist will preferably have a sound knowledge of AusAID corporate policy on quality reporting system and business process for aid delivery; conversant with AusAID development assistance procedures/regulations and policies. S/he will have high familiarity with the Paris Declaration on Aid Effectiveness. S/he will have working knowledge and familiarity of cross cutting issues such as decentralisation, public financial system, gender equity, partnership, together with an understanding of Indonesia social and political context particularly in sensitive areas such as Aceh and Papua. S/he has a high level of professionalism and commitment to delivery of results and excellent report writing skills (in English). The Specialist will perform the role of team leader and will effectively utilise the expertise of team members in meeting the Terms of Reference and contractual obligations. As team leader, the Specialist will be ultimately responsible for delivering a quality evaluation report. Thus, team leadership skills are also essential.

The M&E Specialist/Team Leader will be responsible for the following outputs: drafting and submitting an Evaluation Plan; drafting and finalising the Aide Memoire; presenting preliminary findings to AusAID; and drafting and finalising the Independent Review Report. S/he will lead the evaluation process, including participating in the inception briefing; assigning tasks and responsibilities with the team member; conducting site visits and presentation of initial evaluation findings in a draft Aide Memoire.

Education Specialist

The Education Specialist will be a senior expert with comprehensive knowledge of the implementation of development cooperation in the education sector, and preferably the Indonesian education system. The specialist will have proven experience in analysis of education sectors with focus on EFA and MDG accomplishment and experience in the evaluation of major donor-funded education programmes covering basic education access, governance and quality in a decentralised system. The Specialist will have in-depth involvement in participating/leading in evaluations of international development partner assistance and have demonstrated ability to write assessment reports in English. Working knowledge of social evaluation methodology is highly desirable. The Education Specialist will be responsible for providing high quality input towards the evaluation and assist the Team Leader since the early stages of preparatory work prior to the in-country missions; analysing the findings of the evaluation; participating in meetings and field visits and other events as specified by the Team Leader; and actively contributing towards the quality and the delivery of the required outputs. The Specialist will focus on providing advice on technical issues, contributing knowledge on the education sector development context, and providing relevant briefings and/or papers as requested and/or agreed with the Team Leader.

J. Key Documents

Australia-UNICEF Education Assistance to Papua and West Papua

1. Program Design Document
2. MnE Framework
3. Annual Progress Report (March 2012)
4. Progress Report for the Contribution Partner Committee Meeting (Nov 2010)
5. Annual Work plan 10/11 and 11/12.
6. Proposal for Collaborative approach – STEP

Support for Education Sector Development in Aceh (SEDIA)

1. Program Design Document
2. M&E Framework and Logframe
3. 6 monthly progress reports including 6 monthly work plans

Other Programs

1. AIPD Program Design Document
2. AIPD update slide presentation file
3. Education Partnership PDD
4. Education Partnership Design Framework