

Australia's Education Partnership with Indonesia –  
Performance Oversight and Monitoring (POM)



# ANNUAL PARTNERSHIP PERFORMANCE REPORT (APPR) 2012

December 2012





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Managed on behalf of AusAID by GRM International Pty Ltd

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## ACRONYMS

ACDP	Analytical and Capacity Development Partnership
(AI)BEP	(Australia-Indonesia) Basic Education Program
APPR	Annual Partnership Performance Report
AusAID	Australian Agency for International Development
BAN S/M	<i>Badan Akreditasi Nasional Sekolah/Madrasah</i> - Board of National Accreditation School/Madrasah
BAPPENAS	<i>Badan Perencanaan Pembangunan Nasional - National Development Planning Agency</i>
BOS	<i>Bantuan Operasional Sekolah</i> – School Operational Funds
C1 (2,3,4)	Component 1 (2,3,4)
CPD	Continuous Professional Development
ECBP	Evaluation Capacity Building Program
EP	Education Partnership
EP-PMS	Education Partnership – Performance Management System
EOPO	End of Partnership Outcomes
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GoA	Government of Australia
GoI	Government of Indonesia
HRM/D	Human Resource Management / Development
IPDET	International Program for Development Evaluation Training
JRF	Joint Results Framework
JSE	Junior Secondary Education
KSI	Knowledge Sector Initiative
LPPKS	<i>Lembaga Pengembangan and Pemberdayaan Kepala Sekolah - Board of School Principal Development and Empowerment</i>
MDC	Madrasah Development Centre
MoEC	Ministry of Education and Culture
MoHA	Ministry of Home Affairs
MoPW	Ministry of Public Works
MoRA	Ministry of Religious Affairs
MoA	Memorandum of Agreement
NER	Net Enrolment Rate
NES	National Education Standards
PENDIS	<i>Direktorat Jenderal Pendidikan Islam</i> – Directorate General of Islamic Education
PENMA	<i>Direktorat Jenderal Pendidikan Madrasah</i> – Directorate General of Madrasah Education
PEO	Provincial Education Officer
POM	Performance Oversight and Monitoring
PPP	Principals Preparation Program

Pusbang-Tendik	<i>Pusat Pengembangan Tenaga Kependidikan - Centre of Education Personnel Improvement</i>
QAI	Quality At Implementation
RENSTRA	<i>Rencana Strategis</i> – Strategic Planning
Rp	Rupiah
SATAP	<i>Sekolah Satu Atap</i> – One-Roof School
SCC	School Construction Committee
SNIP	Sub-national Implementation Partner
SSQ	School Systems and Quality
§	(Sub-)Section
UBE	Universal Basic Education
USB	<i>Unit Sekolah Baru</i> – New School Unit
WiPS	Working in Partner Systems

## EXECUTIVE SUMMARY

The A\$500m investment in the Education Partnership (EP) is Australia's flagship development initiative in Indonesia. The Annual Partnership Performance Report (APPR) presents an annual overview of EP progress at all levels of the EP logic and with respect to cross-cutting and overarching developmental themes. The APPR is divided into five sections covering the context within which the EP is operating; the achievements by the EP to date; how the achievements have been secured; who has benefited from the EP; and what implications can be drawn for future action.

### Context

At national level, the new GoI commitment to 12 years of universal basic education is likely to impact sectoral priorities and financing in years to come and may therefore affect EP objectives. In terms of public finance, GoI is currently sustaining its commitment to spend 20% of the national budget on education, although there has been a decline in education expenditure as a proportion of GDP since 2009. At sub-national level, districts have increased responsibility for the provision of education services. Although districts exhibit uneven management capacity there is evidence of a widespread move to close the funding equity gap.

### Achievements

Significant results have been achieved since EP inception. However, the extent to which these results represent significant progress towards the achievement of End-of-Partnership Outcomes is difficult to judge given the lack of milestones or targets against which to measure.

For EOPO 1, school construction is well underway but has been delayed. On-going issues surround the appropriateness of new school construction as the best response to infrastructure provision for improving access to education; the site selection process and the quantity and quality of proposals; and how best to balance the role of field monitors.

For EOPO 2, the establishment of a comprehensive continuous professional development system is based on a new approach of competency-based professional development in MoEC. A strong foundation has been laid prior to national roll out of the scheme. National commitment to the system is very encouraging but is balanced by the risks associated with the transfer of management responsibility of the training system from SSQ to MoEC Pusbang Tendik in 2013.

For EOPO 3, the drive for quality improvement is well aligned with MoRA's policy commitment to support Madrasah in becoming viable alternative education providers for Indonesian children. Encouraging evidence of institutional buy-in for the support system is balanced with the need for an effective sustainability strategy to cement gains.

For EOPO 4, variable progress has been achieved in influencing policies and, more clearly, in influencing decisions that interpret, operationalise and implement policies and strategies. Whilst it may be too early to see evidence that the ACDP research model is influencing education policy, there exist concerns over the flexibility and turnaround time of the approach. On the other hand,



more rapid gains are being made by other components that have been effective in influencing decisions at implementation level.

### **Approach**

The EP is characterised by a blend of aid modalities bound by a common thread: a commitment to strengthen nationwide systems of education service provision. Whilst the blend of modalities is a sound and appropriate response that appears to offer good opportunity to build capacity through systems development, the different modalities employed can only accentuate the risk that the different components operate in silos and that the partnership operates as four non-contiguous initiatives. The EP also targets and utilises different implementation mechanisms at field level. These mechanisms represent the nationwide systems that are targeted by the EP, selected justifiably on the assumption that they offer the highest chance of success in achieving and sustaining outputs and component-level outcomes.

The Education “Partnership” reflects a philosophy rather than an approach as such. The EP is a multi-faceted program that has GoI and AusAID at its head but with multiple partnerships and relationships at lower, operational levels. The breadth of the program and the multitude of stakeholders make proactive management difficult, a situation exacerbated by the underutilisation of governance mechanisms.

### **Beneficiaries**

There is clear ambition within the EP to facilitate the systemic change that would see the benefits of the EP sustained well beyond the lifetime of the partnership. However, this ambition needs to be translated into an effective sustainability strategy. In addition, more clarity with respect to the identification of intended beneficiaries allied to a clear social inclusion strategy would translate the assumed correlations between EP intent and social inclusion objectives into decisive action.

### **Implications**

Findings are summarised and linked to an associated recommendation. Prime responsibility for implementation of each recommendation is identified and three levels of urgency are attached to the recommendations. Under the highest level of urgency are the following recommendations:

- Agree on a classification of beneficiaries and identify realistic impact expectations
- Strengthen the management of the EP with increased AusAID senior management resources that have overall EP overview and responsibility
- Consolidate the EP theory of change to include clear assumptions about each step of the EP logic and clear and measurable results expectations for each step of the EP logic through the identification of performance milestones
- Review district and site selection processes, to include measure of transition
- Establish robust monitoring process for C2 grant agreement implementation, with clear result milestones and targets and a clear support function for SSQ
- Monitor the opportunities and constraints for MoRA uptake of the SNIP/MDC model
- Consider additional response mechanisms for ACDP, including cross-fertilisation between the ACDP and the new AusAID funded KSI

Under the medium level of urgency are the following recommendations:

- AusAID and GoI negotiate the removal of non-additionality principle for EP funds
- Commission a review of factors influencing district funding of education, including steps to mitigate risks of financial substitution effects at district level.
- Finalise, socialise and implement an EP social inclusion strategy, including a mechanism to assess its implementation
- Review the EP governance mechanisms to avoid reproducing parallel management structure and to proactively manage the EP performance
- Consolidate the EP theory of change, to include a comprehensive risk register at EP level
- Diversify C1 approach to access improvement while keeping the focus on infrastructure provision, e.g. supporting school rehabilitation and/or extension programs.
- Review construction targets in recognition of current timeframes and capacities
- Commission a study to understand factors of capacity and identify actions to develop district capacity to fulfill their MoA obligations
- Identify intermediate steps in C2 logic to articulate expected shifts in knowledge, attitudes and practices in post-training phase, with appropriate mechanisms to review progress against expectations
- Review ACDP model to include considerations of role of incentives and organisational culture in shaping the evidence/policy interface, use of 'knowledge brokers' and an appropriate socialisation strategy
- Strengthen the C4 logic to include assumptions behind and expected shifts in knowledge, attitudes and practices of relevant policy-makers

Under the lowest level of urgency are the following recommendations:

- Consider relevance of EP objectives in relation to future RENSTRA
- Consider relevance of EP objectives in relation to new JRF targets
- Monitor the budgets of critical EP support areas through the Annual Sector Financial Report
- Strengthen the EP theory of change to include a comprehensive mapping of existing donor initiatives in the education and the relative position of EP
- Consider inclusion of SSE schools in C1
- Commission a study to understand factors of non-submission from districts and identify remedial actions
- Review and clarify role of field monitors with respect to an increasing involvement in oversight of construction process
- Adjust the pedagogical content of CPD training material for on-line delivery and develop e-learning skills of beneficiaries
- Develop a sustainability strategy for C3
- Encourage policy makers involved in the EP to use ACDP and feed EP lessons and findings into ACDP work

# INTRODUCTION

## The Education Partnership

The A\$500m investment in the Education Partnership (EP) is Australia's flagship development initiative in Indonesia. With the vision of improving education service delivery in Indonesia, it is expected that, by 2016, the Partnership will have increased enrolment in Junior Secondary Education in targeted districts; improved management of schools and Madrasah; improved quality of Madrasah in line with National Education Standards (NES); and enabled increased utilization of research findings by policy-makers to inform education sector policy, planning and budgeting.

It is important that EP implementation is carefully scrutinised and managed, that significant 'developmental return' is generated and measured, and that EP results and lessons are captured and shared. The EP Performance Oversight and Monitoring (POM) team is charged with generating timely evidence and actionable recommendations so that AusAID (and its partners) can safeguard Australia's investment in the EP; improve EP management and implementation; strengthen education policy dialogue with the GoI; and guide future Australian investment in the Indonesian education sector.

## The Annual Partnership Performance Report

The Annual Partnership Performance Report (APPR) presents an annual overview of EP progress at all levels of the EP logic and with respect to cross-cutting and overarching developmental themes. It seeks to provide evidence to improve EP performance, inform policy dialogue between AusAID and GoI, and guide strategic direction given emerging education sector priorities. In summary, it is expected that the APPR will be used by various program stakeholders to 'prove' (accountability) and 'improve' (management) program performance.

This inaugural APPR focuses on progress from EP commencement in August 2011 to December 2012. Subsequent APPRs will report and analyse both progress within the calendar year, and progress from program commencement to date. The 2012 APPR stems from a dedicated analysis exercise conducted by POM in November and December 2012. Annex I details the APPR preparation process. It comprised three key stages: a review of documentary evidence<sup>1</sup> produced within the EP (e.g. monitoring reports, research reports, technical reports) and scanned through the lens of the EP-PMS analytical framework<sup>2</sup>; a series of key informant interviews<sup>3</sup> to drill-down and explore issues pertinent to the EP performance since its inception; and a consultative workshop with EP stakeholders on 07 December 2012 in which POM sought to receive feedback on emerging findings and implications<sup>4</sup>.

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<sup>1</sup> List of documents scrutinised can be found in Annex II

<sup>2</sup> The EP Analytical Framework is attached as Annex III

<sup>3</sup> List of key informants interviewed can be found in Annex IV

<sup>4</sup> The APPR workshop was attended by senior representatives of MoEC, MoRA, AusAID Jakarta and SSQ. ACDP representatives were invited but were unable to attend.

The EP is in its formative stages. The evidence base upon which to make informed, insightful comment is therefore limited. Nevertheless, the need for external assessment remains and this year's APPR is as much about setting the tone and direction for subsequent reviews as it is about providing evidence-based comment about current status and direction. The APPR reflects POM's commitment to facilitate the development of a culture of critical reflection concerning the EP achievement and direction; timely reflection of which is critical to improved management and accountability.

## APPR Structure

The layout of the APPR seeks to present information in a succinct and logical manner. Guidance on the contents of the report has been taken from the Monitoring and Evaluation Standards developed by the AusAID Jakarta Evaluation Capacity Building Program (ECBP). More specifically, this report includes, as Annex VI, an assessment of its compliance with the proposed features listed in 'Standard 3: Initiative Progress Reporting'.

The APPR is divided into five sections:

- Section 1 presents the context within which the Education Partnership is operating and analyses the evolving nature of that context. The section seeks to determine the continuing relevance of the EP.
- Section 2 considers what has been achieved by the EP to date in terms of key outputs. The section seeks to determine the adequacy of progress in relation to the End-of-Partnership Outcomes (EOPOs).
- Section 3 explores how the achievements to date have been secured. The section seeks to determine the effectiveness and efficiency of delivery mechanisms and the partnership approach as well as the sustainability of the EP.
- Section 4 considers who has benefited from the EP and seeks to determine intended or likely beneficiaries as well as actual beneficiaries.
- Section 5 presents key implications from the previous sections' analysis in the form of conclusions and targeted, prioritised recommendations.

# 1 What is the context?

This section describes the evolving context within which the EP operates, i.e. the education sector in Indonesia. As the Partnership moves into 2013, an assessment of continued program relevance is timely to allow adjustment where required. This section is divided into three parts, presenting contextual issues i) at national level, ii) at sub-national level and iii) specifically relevant to the EP components.

## 1.1 National level

As outlined in the EP Theory of Change, the EP objectives are directly linked to those of the Renstra 2010-2014 and those stated in the Joint Results Framework (JRF). While both the Renstra and the JRF are still valid and act as strong reference points for the EP, the JRF targets themselves are currently being re-evaluated and it is likely that some of the targets will change in the near future. This should not fundamentally impact the EP objectives and the EP logic, but minor adjustments may be required. Once approved, the next Renstra, covering the period 2015-19, is likely to place emphasis on developing infrastructure and improving the teaching environment for 12 years of basic education, with increased government support.

In terms of public finance, GoI is sustaining its commitment to the sector. Notable findings in that respect are:

- In 2011, GoI's commitment to spend 20% of the national budget on education was met for the third year in a row. Whilst this is laudable in itself, it did not result in a significant year-on-year increase in real funds available for education. Real increases in national funding for education have plateaued since 2009 with growth in education expenditure only marginally outpacing inflation.
- There has been a decline in education expenditure as a proportion of GDP since 2009. Expenditure on education as a percentage of GDP rose from 2.5% in 2001 to 3.7% by 2009, but subsequently declined to 3.3% in 2011. While education expenditure has been growing slightly faster than national public expenditure, it has been outpaced by a much faster growth of the economy as whole (as measured by GDP). This suggests that, in future years, the growth in national public education expenditure will continue to track the growth in the national public budget.
- Average expenditure per student across the country grew very strongly in 2011 (Rp. 2.8 million in 2011 compared to Rp. 2 million in 2010). This is a big increase from the stalled expenditure growth that was experienced in 2010. The average per student expenditure is now considerably higher in rural districts and reached Rp. 2.9 million per student in 2011. This compares with Rp. 2.4 million per student in urban areas.

A major change in the Indonesian education policy landscape is the new GoI commitment to 12 years of universal basic education (UBE) - up from the current figure of 9 years. This will inevitably have a major impact on sectoral priorities and financing in years to come, and may possibly impact on EP priorities. It is unclear at this stage how the implementation of this new policy will be funded,

and if the target 20% of national public expenditure will remain valid. Some analyses on financing options are currently being carried out, notably through ACDP, and there is emerging evidence and a realistic concern that budgets will be tightened, impacting areas of the sector that the EP supports (e.g. JSE infrastructure). If unchanged, the principle of non-additionality of donor funds in the education sector which currently applies to the EP will have an increased impact on the significance of the EP.

## 1.2 Sub-national level

Under the current GoI decentralisation policy, districts have increased responsibility for the provision of education services but still uneven capacity to manage them. Monitoring of district expenditure therefore becomes increasingly important: MoEC and MoRA need to ensure that national funding norms and procedures are being implemented appropriately.

In terms of district finance, the picture is encouraging as there is evidence of a widespread move to close the equity gap, at least at the macro-economic level. Notable findings in that respect are:

- Indonesia is moving towards a more equitable distribution of funding to districts for schooling: there are more public resources allocated per student for the poorest districts, and conversely less for the wealthiest districts. By 2011, districts from the two poorest quintiles had grown their allocations at a faster rate than others and were receiving more per student than other districts in other poverty quintiles.
- Average district education expenditure increased from 31% of total district budget in 2010 to 37% in 2011. In particular, the poorest districts (bottom quintile) recorded 40% average annual increase in their 2011 education budget (from 2010). This is a very positive result for the poorest districts as they have managed the highest average percentage increase in education of all the poverty quintiles. The continued strong growth of education budgets within the poorest districts is far in excess of the annual inflation rate.
- Only six of the poorest quintile districts (all in Papua) experienced a decline in the dedicated 2011 district budget funds for education compared with the previous year. This compares with 2010 when 37 of the poorest quintile districts recorded a contraction in their education allocations compared to the previous budget year.
- Highest district education budget allocations per student are found in the poorest districts: the poorest districts (quintile 5) have an average budget allocation of Rp. 3.3 million per student, in comparison with a district allocation of Rp. 2.5 to 2.9 million for the other poverty quintiles. The allocation per student is greatly affected by the sparsity of the population. More sparsely populated districts (such as those in the eastern region and many of those in the poorest quintile districts) have higher average salary costs. This is because of both lower student/teacher ratios and higher salary related costs associated with remote area allowances.

## 1.3 Component level

As with most policy areas with high public visibility and funding, the Indonesian education sector is dynamic: there are on-going policy debates, and regular reshuffling of responsibilities, positions,

funding and implementation priorities. In addition, support provided by AusAID and the donor community is also evolving with new agendas and programs. This creates opportunities and threats for the work funded by the EP. The following bullet points summarise some of the more obvious recent contextual changes that are relevant to the EP components.

### **Component 1**

- MoEC JSE infrastructure priorities currently focus on school rehabilitation instead of construction: under AIBEP, AusAID funded 30% of new schools constructed by GoI, whereas the EP now funds 80% of the school construction program.

### **Component 2**

- AusAID has concluded a WiPS assessment on GoI procurement and financial systems which clears the way for C2 to be implemented through GoI systems, enabling a transition of management responsibility for the continuous professional development (CPD) system from SSQ contractor to MoEC.
- It is likely that the Bantuan Operasional Sekolah (BOS) funds will be applied to all 12 years of UBE, with a possible spike of allocation in 2013 or 2014 (likely to equal more than 15% of total district expenditure for schooling).
- The competency-based model for the professional development system of educators and officials has been embraced wholeheartedly by MoEC and MoRA, and accompanied by a major push to develop on-line delivery of the CPD system.

### **Component 3**

- A new national strategic plan for MoRA has been signed into Regulation by the Director General of PENDIS and the Director of PENMA and cleared for implementation from January 2012. This is the first of its kind for MoRA and it includes regulations about national accreditation policy with appropriate supporting documents and training as part of the package.

### **Component 4**

- The requirement to base policy on sound research findings and evidence remains unchanged.
- AusAID is launching a new program in the knowledge sector (the Knowledge Sector Initiative) that focuses *inter alia* on the education sector.

## **2 What has been achieved?**

While the EP theory of change describes an expected pathway for changes to occur, it does not identify milestones or targets along the way and therefore does not provide a detailed framework for enabling judgement on progress to date. Nonetheless significant results have been achieved since EP inception and they can therefore be commented upon. This section presents some of these

results - mostly at output level - and comments on achievements against each EOPO are also provided.

## 2.1 Key results to date

The numbers in Table 1 below provide a broad overview of selected achievements of the EP components since its inception.

**Table 1: Key EP achievements**

Key numbers	EP Achievements
451	Number of school constructions started under C1 (115 USB and 336 SATAP) in 142 districts across 28 provinces
1,240	Number of principals trained through piloted CPD level 1 training in 31 districts across 5 provinces (= 0.5% of the total principal population)
248	Number of supervisors trained through piloted CPD level 1 training in 31 districts across 5 provinces
1,728	Number of aspiring principals trained through piloted PPP in 91 districts
1,340	Number of DEOs trained in HRM/D module covering 30 provinces and 268 districts
450	Number of PEOs trained in HRM/D module covering 30 provinces and 268 districts
644,055	Number of participants reported for the BOS management training (41% are female)
565	Number of Madrasah which have received a block grant under C3 (in 21 districts across 7 provinces)
7	Number of SNIPs operating with C3 support (1 per targeted province)
3	Number of ACDP studies finalised (10 are ongoing, 4 under procurement and 5 under development)

While they reflect tangible progress, these numbers are not entirely representative of EP progress to date: they do not represent the quality of the achievements, not least of which is the (sometimes onerous) process to establish these achievements. Nor do they translate accurately the complex dynamic of an investment such as the EP, where results are often the products of emergent, unpredicted and non-linear forces (i.e. expected changes are not directly proportional to the time, magnitude and nature of the inputs).

While it is too early to provide an informed assessment of the changes and results produced, the comments in sections 2.2 to 2.5 below attempt to provide a more qualitative perspective on the achievements to date. The comments are aggregated by End-of-Partnership Outcome and therefore seek to inform how far we have come down the path of achieving a respective EOPO.



## 2.2 EOPO 1: Enrolment in Junior Secondary Education in targeted districts increases

The EP seeks to construct up to 2000 new schools by mid-2016. The first cycle of school construction commenced in October 2012, with some delays against the initial plan. Completion of construction is expected between March and May 2013. The delays in the first construction cycle open the door to possible delays in subsequent years that would represent a threat to the attainment of the end-of-partnership target. Additional comments concerning C1 achievements are as follows:

- The construction of new schools is not necessarily the best response to infrastructure provision for improving access to education. Additional approaches should be explored: building additional or renovating current classrooms in existing facilities might also offer effective alternatives to achieve the same objective. Moreover, there is a shared feeling that new schools constructed might improve access for children currently enrolled in the system (i.e. children might move to a school closer to home, or to a better equipped school) without necessarily increasing overall access (new additional students benefiting from JSE). Whereas this situation might be acceptable and even desirable in terms of improved participation in schooling, it has to be explicitly and clearly stated in the related EP objectives.
- The site selection process is seen as a crucial step for the effectiveness of C1. Even though no apparent change has been effected between the selection process of cycle 1 (2012) and cycle 2 (2013), some concerns have been raised:
  - A smaller number of eligible proposals than anticipated have been submitted for this first cycle, impeding the rigorous application of the selected criteria. This probably reflects different factors such as limited perceived need from districts, variable local capacity to prepare proposals, limitations to land access, and/or perceived low district ability to fulfil post-construction commitments (operation and maintenance of schools). Clear understanding of these factors, their variation and implications for district proposals should be fostered and remedial actions encouraged.
  - The selection process follows a two steps approach: districts are firstly selected based on their GER, and then school sites are selected in those districts based on a series of technical and geographical criteria such as distance to existing JSE school, site topography, and proximity of potential feeder schools. Whereas the two steps approach has not been questioned, there is a shared feeling that the criteria used should be sharpened. For instance, the GER is not perceived as the most relevant criterion (NER or transition rate would be better) to select vulnerable communities. Moreover, the accuracy and reliability of the underpinning data is dubious (discrepancies are common between data at district and central levels), and the threshold of 90% GER at district level is not applied consistently. This calls for a revision of the GER criteria and its application to the selection of district (step 1). As a positive note, the suggestion of using a multi-year planning approach for district proposals is widely welcomed.
- The SSQ contractor provides a mix of technical and monitoring support to the construction process which is perceived by MoEC as effective and useful: it provides a healthy pressure of scrutiny and results in effective feedback to MoEC that can then take appropriate actions to

improve situations. Whilst, in some cases, delays in action have been reported, it is generally felt that MoEC takes SSQ feedback into account and provides answers where necessary. There is an appetite for discussing possible further involvement of field monitors in the construction process.

## 2.3 EOPO 2: Management of schools and Madrasah improves

The establishment of a comprehensive CPD system under C2 is based on a new approach of competency-based professional development in MoEC. This is a meaningful shift of approach as it poses multiple challenges for implementation but also high expectation of positive results in terms of improved schools and Madrasah management. Whereas some of the numbers shown in section 2.1 might appear low compared to the respective 2012 JRF target, they reflect the piloting nature of the activities and the complexity of the system to be established before it can be rolled out nationwide. In particular, the necessity to integrate the different parts and trialling the design of each training program is time and resource consuming. Conversely, the impressive number of participants reported for the BOS management training is based on a short-training process (3 participants per school for 3 days) and reflects a one-off result that is unlikely to be reproduced with EP funds. This points to the limitations of the JRF targets, the quantitative nature of which do not capture the full extent and nature of the significant capacity building focus provided through SSQ. Additional comments about C2 work are as follows:

- Buy-in by relevant stakeholders of some elements of the work under C2 is becoming apparent. For instance, 9 districts (out of 170 included in the piloting phase) are funding the implementation of PPP training programs themselves. Similarly, an independent assessment of the EP-funded BOS training has indicated that it directly contributed to increased knowledge of BOS and school management practices, with the leadership capacity of school principals seemingly central to determining success. As a proof of its widespread reach, 16 of the 23 districts that did not benefit from the initial BOS training are currently participating in the training program, with MoEC actively seeking to ensure that the remaining districts in Papua also benefit.
- These achievements have to be capitalised upon with due consideration of speed and resources. MoEC commitment to the CPD system, illustrated by the Minister's public declaration on the accessibility of a CPD system to all principals by the end of 2013, presents challenges for consistency and quality of the achievements. There are already indications that some training participants (e.g. DEO/PEO officials who participated in HRM/D training) reported a poor understanding of how to apply their new knowledge, suggesting a threat to the attainment of the higher level EOPO 2. This is compounded by the risks associated with the transfer of management responsibility of the training system from SSQ to MoEC Pusbang Tendik in April 2013, risks which also represent long-term institutional opportunities for the education sector in Indonesia should the necessary system strengthening occur and be resourced appropriately in subsequent years.
- From an external oversight and monitoring perspective, there is a need for EP stakeholders to articulate expected shifts in knowledge, attitudes and practices in the post-training phase,

both to track the relevance and effectiveness of EP support but also to better map, understand and leverage wider systemic change within the respective institutions.

## 2.4 EOPO 3: Quality of Madrasah improves in line with NES

EOPO 3 is well aligned with MoRA's policy commitment to support Madrasah in becoming viable alternative education providers for Indonesian children. Similar to C2, the underlying principle of C3 work is a shift in MoRA approach. In the case of C3, the shift is from promoting accreditation based on quantitative targets to one that supports improvements in Madrasah ability to provide education services which will then lead to their accreditation by BAN-S/M. This shift is fundamental as it moves the centre of attention from accreditation to quality improvement.

The C3 work to date has been characterised by a high pace of activity implementation and emerging evidence of MoRA interest in its model of support (e.g. MoRA renascent interest for the MDC model, MoU between BAN-S/M and MoRA, and structural funding made available for Madrasah accreditation). Though MoRA capacity at sub-national level is uneven, the buy-in is also echoed at provincial and district levels where, for instance, some provincial administrations have provided grants to Madrasah and have started revitalising MDC independent of SSQ support. While these are encouraging signs, it is too early to assess the impact of Madrasah grants and SNIP support on the level of Madrasah quality against the NES and accreditation standards.

Given their similar high-level objectives - but different focus - SSQ implementation teams of C2 and C3 are now, after an initial period of inception and establishment, actively forging links (e.g. sharing training material) so as to optimise interest, momentum and peer support.

## 2.5 EOPO 4: Policy-makers utilise research findings to inform education sector policy, planning and budgeting

While EOPO 4 remains relevant in the Indonesian education sector context, there is a clear emerging understanding of the difference between demanding evidence and using evidence. The difference is created by a multitude of factors pertaining to the complex political economy of policy-making, factors that are difficult to identify and control. That difference threatens the usefulness of the ACDP research products if not disseminated and socialised appropriately to achieve uptake.

Similarly, there is a growing appreciation of the difference between influencing policies and influencing decisions that interpret, operationalise and implement policies and strategies. The EP is – intentionally or not - seemingly active on both fronts, with variable success so far:

- Through its support to ACDP, C4 directly targets the improvement of policies through the provision of knowledge products to MoRA, MoEC, BAPPENAS and MoHA decision-makers. These products are delivered in response to expressed demand and with the expectation that the findings and recommendations will be utilised. There is so far little evidence that the model works, mostly due to the limited number of studies completed (3 studies as of end of 2012). In parallel, concerns have been raised about the ACDP ability to address systemic constraints in policy, planning and budgeting processes:

- The ACDP procurement processes and delivery timeframes would appear to limit the opportunity to offer a quick turnaround in response to particular policy windows.
- The ACDP model predominantly focuses on the delivery of research studies, though not exclusively (e.g. IPDET training for MoEC officials). There is limited use of other knowledge products and activities and an increased number of response options would benefit the diverse range of needs.
- Whilst it is not intended that the ACDP operates in full integration with the other EP components, there is limited evidence of practice-based lessons and findings from EP permeating ACDP products, and conversely of policy makers involved in the EP demanding knowledge products from ACDP.
- From an external oversight and monitoring perspective, more needs to be done to identify, monitor and report against expected intermediate changes within the C4 logic, e.g. the expected shifts in knowledge, attitudes and practices program stakeholders might expect to see at various stages and the critical assumptions underpinning the logic.
- Through the ground work of the other three components (C1, C2 and C3), the EP has been effective in influencing decisions at implementation level. This is partially due to the technical expertise of the component implementation teams, their relationships with their counterparts and their ability to identify and respond rapidly to opportunities. Examples of counterparts' decisions influenced by the EP are multiple (see Table 2 below), with EP teams playing either an instrumental role, or only a suggestive role highlighting the opportunistic nature of their role.

**Table 2: Counterpart decisions influenced by the EP**

C	Examples of decisions influenced by EP teams
1	<ul style="list-style-type: none"> <li>• Revising unit cost of construction process by MoPW</li> <li>• Decision on GER threshold: need to see evidence for change of threshold</li> <li>• Removal of threshold of 90% expenditure for disbursement of tranche 2</li> </ul>
2	<ul style="list-style-type: none"> <li>• Paradigm shift to competency-based training system</li> <li>• Pedagogical approach to CPD online content learning</li> <li>• Need to strengthen role of supervisor training</li> </ul>
3	<ul style="list-style-type: none"> <li>• Paradigm shift to quality</li> <li>• MoRA interest for MDC support model</li> <li>• MoRA competency-based supervisor regulations</li> </ul>

## 3 How have the results been achieved?

This section considers the way in which the results presented in the previous section have been achieved. It provides commentary on the delivery mechanisms utilised across the components, considers the concept of “partnership”, and makes some broad assessments of sustainability.

Whilst the goal of the EP design may have been for the four components to complement each other, it is not readily apparent that they combine synergistically to contribute to the higher level goals in the Theory of Change. The four components could be considered as separate initiatives that combine along with other initiatives outside the partnership to achieve the goals of the EP and contribute to the stated vision.

### 3.1 Delivery mechanisms

#### 3.1.1 Modality

Aid modalities are the ways in which aid is provided by donors to partner governments. They range from projects through sector-wide approaches and general budget support, encompassing a variety of arrangements for conditionality and accountability.

The EP is characterised by a blend of aid modalities bound by a common thread: a commitment to strengthen nationwide systems of education service provision. The mix of modalities – including earmarked budget support (C1, C2), project support (C3), and multi-donor support (C4) – reflects, *inter alia*, partner capacities and the degree of maturity of inter-governmental relationships, whilst also allowing healthy accountability pressures. In principle, the blend of modalities is a sound and appropriate response that appears to offer good opportunity to build capacity through systems development, a mix that also enables AusAID to alter its tactics – its modalities – whilst retaining its broad strategy concerning improved educational outcomes.

By operating through GoI systems, the EP exploits the key comparative advantages of scale and efficiency, whilst the on-going monitoring and capacity building activities by AusAID contractors offers an appropriate response to risk and the need for accountability.

However, the different modalities employed on different components (coupled with the different delivery mechanisms described below) can only accentuate the risk that the different components operate in silos and that the partnership operates as four non-contiguous initiatives. This in itself is not a problem so long as other (non EP) supporting initiatives that would combine with the four components to achieve higher level outcomes and goals are identified and their implementation monitored.

#### 3.1.2 Implementation mechanisms

The EP also targets and utilises different implementation mechanisms at field level. These mechanisms represent the nationwide systems that are targeted by the EP, selected on the assumption that they offer the highest chance of success in achieving and sustaining outputs and

component-level outcomes. Table 3 identifies the relevant implementation mechanisms or systems for each component and also describes their characteristics and challenges.

**Table 3: Component-level implementation mechanisms**

Systems to strengthen	Key observations
C1: Community-based construction system	<ul style="list-style-type: none"> <li>• Has a long history of use by GoI (7,700 schools already built) and is a proven mechanism</li> <li>• Considered a more efficient and more effective mechanism than private contractors, with the associated benefit of community commitment</li> <li>• Partnership benefits accrue with external - SSQ - monitoring process applying a “healthy pressure”.</li> <li>• Considered an appropriate development level mechanism<sup>5</sup> (funds through GoI with external monitoring) given the risks involved.</li> </ul>
C2: Competency-based professional development system	<ul style="list-style-type: none"> <li>• Different training delivery mechanisms are being trialled. There is a desire to retain flexibility of delivery mechanism so that the system evolves within the education system</li> <li>• GoI commitment to CPD is clear and on-line delivery of education modules will be utilised. However, the pedagogical considerations associated with a shift to on-line delivery need to be assessed and catered for.</li> </ul>
C3: Quality-based accreditation system	<ul style="list-style-type: none"> <li>• The paradigm shift towards a quality-based accreditation system is taking hold but stronger evidence of MoRA fully adopting the “model” is required</li> <li>• Funding provided directly to both Madrasah and SNIPs is logistically complicated but remains the most effective mechanism.</li> </ul>
C4: Evidence-based policy making system	<ul style="list-style-type: none"> <li>• ACDP uses predominantly a single response mechanism to complex demands</li> <li>• Lengthy procurement process that limits responsiveness and timeliness</li> </ul>

## 3.2 Partnership

Branded as “a partnership” the EP more accurately reflects a philosophy, an intention or a commitment. AusAID’s desire to work through GoI systems wherever possible is an illustration of such a commitment, and one that requires a mature, trusting relationship and joint ownership of successes and failures. For GoA, a meaningful partnership should enable engagement with GoI at

<sup>5</sup> Four stages along a continuum were identified: 1. Construction funded by donor and implemented by Managing Contractor; 2. Construction implemented by community and funded through and monitored by Managing Contractor; 3. Construction implemented by community and funded through Government systems and monitored by Managing Contractor; and 4. Construction implemented by community and funded through and monitored by Government systems.

policy and operational levels. It provides scope to influence, and offers legitimacy, coverage and leverage. For GoI, the partnership offers enhanced credibility, interest and international profile.

Whilst the Governments of Indonesia and of Australia rightly consider themselves strategic partners, at a practical level the key operational relationships exist between institutions and between the individuals who work in the institutions. Though the relationship between the two respective partners (i.e. GoI, GoA) is well founded, any excessive reliance on individual champions must acknowledge both the upsides (e.g. leverage) and the downsides (i.e. the void if/once the individual takes another posting). It is clear that a strong working relationship based on trust and respect endures which enables, at a technical level, the promotion and adoption of new approaches which might otherwise not be possible.

The EP is, therefore, a multi-faceted program that has GoI and AusAID at its head but with multiple partnerships and relationships at lower, operational levels. As that might imply, the quality and frequency of collaboration and engagement with and between senior levels of program governance is inconsistent and often difficult. GoI's leadership of the EP is inevitably diffuse given the breadth of the program and AusAID's senior management of the EP appears under-resourced when one considers the financial value and political importance attributed to the program.

In addition, the array of governance mechanisms (Governance Oversight Group, Infrastructure Technical Oversight Group, Staff Development TOG, Islamic School Accreditation TOG and ACDP TOG), which were assembled with the intention of promoting the ideals of management in partnership are apparently underutilised, or at least not effectively utilised for performance assessment/management.

### 3.3 Sustainability

EP delivery mechanisms need not necessarily be sustainable – they are often intentionally finite and exist only to deliver time-bound activities within a particular program. However, there is clear ambition within the EP to facilitate the systemic change that would see the benefits of the EP extend well beyond the lifetime of the partnership. That requires that program stakeholders ask: what do we – the EP – want to leave behind and are we on track to realise those ambitions? Equally, the program must consider 'Who does?' and 'Who pays?' both at program commencement and in relation to the program's vision for 2016. As such, sustainability should be seen as a guiding principle and not something that is assumed simply by transference of responsibility during implementation or by working in partner systems.

Whilst it is too early to provide informed comment about the likelihood of sustainability of various EP-supported initiatives, it is appropriate and necessary for EP stakeholders to continually identify and review possible threats or risks to sustained benefits. Table 4 lists potential threats that were identified during the APPR process and merit further consideration:

**Table 4: Potential component-specific threats to sustainability**

C	Potential threats to sustainability
C1	Districts targeted for school construction are required to sign a Memorandum of Agreement with MOEC that covers, <i>inter alia</i> , provision of teaching staff for the new school and a commitment to maintain the school into the future. Whilst these MoAs are presumably signed in good faith, there is unequal district capacity to be able to deliver on the commitment, potentially compromising quality.
C2	Implementation of CPD activities will be “handed over” to the GoI under a Grant Agreement in early 2013. There remain concerns about Pusbang Tendik’s capacity to implement training programs as they are currently designed. In essence, quality may be sacrificed in response to the pressures associated with complexity, scale and political timeframes.
C3	There are encouraging signs of MoRA “buying-in” to the SNIP model of supporting Madrasah quality improvement through budgetary commitment. Whilst it is too early to fully assess the success of the model, its eventual sustainability may be compromised because of the project-style aid modality currently adopted and there is little evidence that a sustainability strategy is being considered.
C4	ACDP has been designed to provide strong evidence to facilitate policy improvement; it has not been designed to build system capacity to demand, generate, interpret or utilise evidence. Whilst the evidence, when generated and if used to develop policy, should lead to sustainable outcomes, the system itself is not sustainable.

## 4 Who has benefited?

### 4.1 Beneficiaries

The EP lacks an agreed identification of intended EP beneficiaries. As such, it is difficult to make a judgement with respect to how successful the EP has been in reaching its intended target group. However, it seems inevitable that the actual beneficiaries will vary according to component and according to the tier of the program logic under consideration. Against that backdrop, it is possible to frame three different beneficiary types:

- Immediate beneficiaries: systems implementers (e.g. MoEC, LPPKS, MoRA, SNIPS, Puslitjak)
- Intermediate beneficiaries: service providers (e.g. SCC, trainees, Madrasah, policy-makers)
- End beneficiaries: education recipients (e.g. students)

The nature and timing of impacts will also vary:

- Likely impacts in the short-term on system implementers



- Potential impacts in the mid-term on system beneficiaries
- Intended long-term impacts on students, likely difficult to measure within the program lifetime

## 4.2 Vulnerable groups

The EP lacks a clear social inclusion strategy, a legacy of its omission in the final design in spite of considerable attention being paid to it during the design process. At the moment, the EP assumes correlations between EP intent and social inclusion objectives. For example, by targeting districts with low GER, it is assumed that the EP is targeting poverty; by targeting improved standards in Madrasah, it is assumed that the EP is focusing on the poorer section of society; and more broadly, by targeting improvements in education, the EP is contributing to decreasing poverty.

Similar, relatively simplistic considerations of social inclusion issues have been recorded during implementation, e.g. ramps, toilets, disaggregated data. Whilst there is a clear desire to tackle issues of social exclusion and to benefit vulnerable groups, there is also a lack of understanding of how to go about it. In spite of this, laudable intent has been shown by SSQ in incorporating social inclusion in their M&E framework.

AusAID has accepted the omission of a social inclusion strategy from the EP design and commissioned an options paper (currently under development) with the eventual objective of retrofitting a social inclusion strategy. It should also be noted that only limited data is available on vulnerable groups, possibly reflecting low GoI priority.

## 5 What are the implications?

Table 6 and Table 7 summarise implications drawn from the previous sections. These implications are structured in the form of findings and an associated recommendation. Each recommendation is accompanied by a target group that could be assigned prime responsibility for implementation and a coloured warning system that indicates the relative immediacy of the issue as follows:

**Table 5: Warning system**

Colour	
Orange	Immediate action is recommended
Purple	Immediate consideration is recommended with action timetabled as appropriate
Green	Consideration is recommended with appropriate action in due course

**Table 6: Implications at EP level**

Findings	Recommendations	Prime Responsibility
Design		
It is likely that future RENSTRA emphasis will be on education infrastructure and teaching environment for 12 years of basic education (see §1.1)	R1: Consider relevance of EP objectives in relation to future RENSTRA	AusAID
JRF targets are being re-evaluated, with some minor changes expected in the near future (see §1.1)	R2: Consider relevance of EP objectives in relation to new JRF targets	AusAID
Tightening of budgets in MoEC impacts areas of the sector that the EP supports, e.g. JSE infrastructure (see §1.1)	R3: Monitor the budgets of critical EP support areas through the Annual Sector Financial Report	POM
It is likely that the non-additionality of donor funds in the education sector will impact on the significance of the EP (see §1.1)	R4: AusAID and GoI to negotiate the removal of non-additionality principle for EP funds	AusAID
Monitoring districts education budget and expenditure is increasingly crucial (see §1.2)	R5: Commission a review of factors influencing district funding of education, including steps to mitigate risks of financial substitution effects at district level	AusAID/POM
New donor priorities and programs in the education sector create opportunities and threats for EP (see §1.3)	R6: Strengthen the EP theory of change to include a comprehensive mapping of existing donor initiatives in the education and the relative position of EP	AusAID
The use of different modalities and delivery mechanisms accentuates the risk that the partnership operates as four non-contiguous initiatives (see §3.1.1)		

Findings	Recommendations	Prime Responsibility
Lack of identification of EP target beneficiaries makes judgement about EP success difficult (see §4.1)	R7: Agree on a classification of beneficiaries and identify realistic impact expectations	AusAID
Lack of clear social inclusion strategy means social inclusion objectives are not identified and cannot be monitored (see §4.2)	R8: Finalise, socialise and implement an EP social inclusion strategy, including a mechanism to assess its implementation	AusAID / POM
Limited data is available on vulnerable groups, possibly reflecting low GoI priority (see §4.2)		
Management		
AusAID's senior management of the EP is under-resourced and this jeopardises the quality and frequency of engagement with program implementation (see §3.2)	R9: Strengthen the management of the EP with increased AusAID senior management resource that has overall EP overview and responsibility	AusAID
EP governance mechanisms (GOG and TOGs) are not effectively utilised for performance assessment/management (see §3.2)	R10: Strengthen the EP governance mechanisms to ensure proactive management of EP performance.	GoI /AusAID
Performance Oversight and Monitoring		
The lack of identified milestones/targets along the pathway of expected changes makes it difficult to judge progress (see §2.0)	R11: Consolidate the EP theory of change, to include: <ul style="list-style-type: none"> <li>• Clear assumptions about each step of the EP logic</li> <li>• Clear and measurable results expectations for each step of the EP logic through the identification of performance milestones</li> </ul>	POM / AusAID / SSQ / GoI
There is a lack of identification of threats or risks to sustained EP benefits (see §3.3)	R12: Consolidate the EP theory of change, to include a comprehensive risk register at EP level	AusAID / POM

**Table 7: Implications at Component level**

Findings	Recommendations	Prime Responsibility
Component 1		
Building additional and/or renovating current classrooms in existing facilities offer effective alternatives to achieving the objectives of C1 (see §2.2)	R13: Diversify C1 approach to access improvement while keeping the focus on infrastructure provision, e.g. supporting school rehabilitation and/or extension programs.	AusAID / GoI
Possible delays in subsequent construction cycles under C1 represent a threat to the attainment of the end-of-program target (see §2.2)	R14: Review construction targets in recognition of current timeframes and capacities	AusAID / GoI
The small number of eligible proposals submitted for the first construction cycle under C1 impeded the rigorous application of the selection criteria (see §2.2)	R15: Commission a study to understand factors of non-submission from districts and identify remedial actions	AusAID / POM
Site selection criteria should be reviewed and sharpened - for instance the GER criterion (see §2.2)	R16: Review district and site selection processes, to include measure of transition	AusAID / GoI
Unequal district capacity to deliver on the MoAs compromises the sustainability of C1 achievements (see §3.3)	R17: Commission a study to understand factors of capacity and identify actions to develop district capacity to fulfill their MoA obligations	AusAID / POM
There is an appetite for discussing possible involvement of SSQ field monitors in the school construction process (see §2.2)	R18: Review and clarify role of field monitors with respect to an increasing involvement in oversight of construction process	AusAID / GoI / SSQ

Findings	Recommendations	Prime Responsibility
Component 2		
Some training participants reported a poor understanding of how to apply their new knowledge, suggesting a threat to the attainment of EOPO 2 (see §2.3)	R19: Identify intermediate steps in C2 logic to articulate expected shifts in knowledge, attitudes and practices in post-training phase, with appropriate mechanisms to review progress against expectations	SSQ
MoEC commitment to CPD results in a tight timeline for implementing the system nationwide (see §2.3)	R20: Establish robust monitoring process for C2 grant agreement implementation, with <ul style="list-style-type: none"> <li>• Clear result milestones and targets</li> <li>• Clear support function for SSQ</li> <li>• Remedial action should monitoring indicate implementation failure.</li> </ul>	AusAID / SSQ / GoI
The transfer of management responsibility for the CPD system from SSQ to MoEC Pusbang Tendik in 2013 presents risks as well as long-term institutional opportunities (see §3.3)		
There is a major push to develop on-line delivery of the CPD system (see §3.1.2)	R21: Adjust the pedagogical content of CPD training material for on-line delivery and develop e-learning skills of beneficiaries	SSQ / GoI
Component 3		
The paradigm shift towards a quality-based accreditation system is taking hold but stronger evidence of MoRA fully adopting the “model” is required (see §2.4)	R22: Monitor the opportunities and constraints for MoRA uptake of the SNIP/MDC model	SSQ
Sustainability of C3 achievements may be compromised due to its project-style modality (see §3.3)	R23: Develop a sustainability strategy for C3	SSQ / AusAID

Findings	Recommendations	Prime Responsibility
Component 4		
There is so far no evidence that the ACDP model increases use of evidence by policy makers (see §2.5)	R24: Promote socialisation strategy of research findings and ensure robust M&E system is designed and implemented by implementing partner and by POM.	ADB/POM
The critical assumptions underpinning the C4 logic need to be clarified and reported against (see §2.5)	R25: Strengthen the C4 logic to include assumptions behind and expected shifts in knowledge, attitudes and practices of relevant policy-makers	AusAID/EC
The ACDP model predominantly focuses on the delivery of research studies and makes limited use of other knowledge products and activities (see §2.5 and §3.3)	R26: Ensure consideration is given to all mechanisms available to ACDP in response to demand. Consider entering into dialogue with new AusAID funded KSI to ensure experiences with respect to fostering more evidence-based policy making are shared.	ADB / AusAID
There are limited lessons and findings from EP permeating ACDP products, and limited demands for ACDP knowledge products from policy makers involved in the EP (see §2.5)	R27: Encourage policy makers involved in the EP to use ACDP and feed EP lessons and findings into ACDP work	AusAID / SSQ

# **ANNEX I**

## **APPR PREPARATION PROCESS**

# The Annual Partnership Progress Report

## Standard Production Process

The Education Partnership – Performance Management System delivers a number of reports that provide evidence on the performance of the EP as stand-alone documents. The documents also feed into an analytical process that results in the production of the Annual Partnership Progress Report.

This brief document articulates the steps that are taken in the production of the APPR and can be considered an operational annex to the EP-PMS. Each of the four steps in the analytical process is elaborated below with respect to the activities to be undertaken; the responsibility for the implementation of the activities; and when the activities will be undertaken.

### Step 1: Screening of EP reports

- **Activities:** Every report related to EP performance submitted and/or received by POM (see Annex 1) will be screened through the analytical framework lens. The analytical framework is structured around a series of overarching themes that i) reflect strategic topics for AusAID, ii) cut across EP components, and iii) are consistent with AusAID's Quality at Implementation (QAI) criteria. Each theme is broken down into a series of key questions and sub-questions (see Annex 2). Relevant information from these reports will be extracted and incorporated into the appropriate cells of the analytical framework matrix, forming an individual analytical matrix for each report. Inevitably, not all cells of a given individual matrix will be filled, as some reports will only contain information pertinent to selected themes. As there will be around 10-12 reports received each year, it is expected that 10-12 individual analytical matrices will be produced which will provide a sound basis of information for the APPR. Additional sources of information will be considered if necessary or requested by AusAID.
- **Responsibility:** The POM team is responsible for screening all reports related to EP performance and producing associated individual matrices. Briefing by and discussion with relevant reports' authors will facilitate that process.
- **Timing:** Individual matrices will be produced within 1 month of approval/receipt of a report, and/or at the latest by 31 October each year.

### Step 2: Synthesising information by theme

- **Activities:** All individual matrices will be brought together and information will be aggregated by overarching theme. This means that the 10-12 individual matrices will be summarised annually into one overall (APPR) matrix structured around the overarching analytical themes and key questions. This APPR matrix will be large and difficult to manipulate. A summary of all the information will therefore be prepared for each overarching theme and distributed to the participants of the annual APPR workshop (see step 3 below).
- **Responsibility:** The POM team is responsible for aggregating all individual matrices into the APPR matrix and for preparing a readily digestible summary of the matrix for relevant parties.



- **Timing:** The APPR matrix and its summary will be ready and sent by the first week of November each year.

### Step 3: Identifying key findings and recommendations

- **Activities:** Relevant EP stakeholders will convene in an annual APPR workshop to analyse the information contained in the APPR matrix and its summary. Prior to the workshop, participants will have received the summary of the APPR matrix and an outline/agenda of the discussions. The objectives of the workshop are i) to agree on findings to answer the key analytical questions; ii) to identify trends, patterns and gaps of information related to each overarching theme; and iii) to propose actionable recommendations for the future of the EP and AusAID investment in the sector. Key points from the workshop discussion will be highlighted in the workshop minutes.
- **Responsibility:** The POM team is responsible for organising and facilitating the annual APPR workshop. The list of participants will be agreed beforehand with AusAID and will include representatives from EP institutional and implementing partners. POM will act as a secretariat of the workshop and will produce minutes of the discussion that will serve for the drafting of the APPR.
- **Timing:** The annual APPR workshop will be held within the first half of November each year.

### Step 4: Writing up the report

- **Activities:** Based on the conclusions of the workshop discussion, a draft APPR will be produced and submitted to AusAID. This report will outline key findings related to EP performance over the previous 12 months, structured around the overarching themes and key questions of the analytical framework (see suggested Table of Contents in Annex 3). The report will also include conclusions and targeted recommendations to improve the implementation and management of the EP. While the findings section will describe EP performance against each analytical theme through the presentation of evidence and facts, the analysis section will be more analytical, i.e. identifying key factors supporting or inhibiting EP performance. The recommendations section will propose targeted action allocated to the four objectives of the EP-PMS. A final APPR will incorporate comments from relevant stakeholders and be submitted to AusAID.
- **Responsibility:** The POM team is responsible for drafting and submitting the draft APPR. AusAID is responsible for providing comments on the draft document, following which the POM team is responsible for finalising and submitting the final report.
- **Timing:** The draft APPR will be submitted no later than 30 November each year. The final APPR will be submitted no longer than two weeks after receiving relevant comments.

**ANNEX II**  
**EP DOCUMENTS SCRUTINISED**

Document No.	Title	Source
1	2011 BOS Training – Evaluation Report	INSIST Yogyakarta
2	Review of a Decade of Gender Mainstreaming in Education - Final Report	ACDP
3	Education Partnership – Health Check #1	POM
4	Annual Sector Financial Report	POM
5	School Systems and Quality – Annual Progress Report	SSQ

## **ANNEX III**

# **EP ANALYTICAL FRAMEWORK**

#	Overarching themes	Key Questions	Sub-Questions	Main Sources of Information
<b>Themes related to the DAC criteria</b>				
1	<b>Contextual relevance</b>	To what extent and how do EP interventions remain appropriate to the Indonesian education sector?	<ul style="list-style-type: none"> <li>• What are the issues addressed by EP interventions?</li> <li>• How critical are these issues to the sector?</li> <li>• Does AusAID retain comparative advantage for tackling them?</li> <li>• Are EP interventions addressing emerging problems?</li> </ul>	<ul style="list-style-type: none"> <li>• Sector studies</li> <li>• Reality Check</li> <li>• Evaluation studies</li> </ul>
2	<b>GoA-Gol partnership</b>	What is the added value of the partnership approach in delivering the EP?	<ul style="list-style-type: none"> <li>• What are the positive and negative features of the partnership approach?</li> <li>• What is the added value of working through Gol systems?</li> <li>• Are EP interventions complementing Gol investments in the sector?</li> <li>• Are the responsibilities of key partners being fully and effectively discharged?</li> </ul>	<ul style="list-style-type: none"> <li>• ICR</li> <li>• Supplementary analysis</li> <li>• Monitoring reports</li> <li>• Audits</li> </ul>
3	<b>Delivery mechanisms</b>	To what extent are the EP delivery mechanisms effective, efficient and accountable?	<ul style="list-style-type: none"> <li>• What are the advantages and disadvantages of the component delivery mechanisms?</li> <li>• Are Australian funds used for their intended purpose?</li> <li>• Are the EP coordination and management arrangements sufficiently supporting the delivery of the interventions?</li> <li>• Are risks associated with the delivery EP interventions appropriately mitigated?</li> </ul>	<ul style="list-style-type: none"> <li>• ICR</li> <li>• Monitoring reports</li> <li>• Audits</li> </ul>
4	<b>Sustainability</b>	To what extent are EP benefits likely to be sustained beyond the life of the EP?	<ul style="list-style-type: none"> <li>• Has sustainability of EP benefits been sufficiently planned for in the design of the interventions?</li> <li>• Is the phase out of EP interventions appropriately prepared and communicated?</li> <li>• Are EP interventions sufficiently supporting institutional strengthening?</li> </ul>	<ul style="list-style-type: none"> <li>• School surveys</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>

#	Overarching themes	Key Questions	Sub-Questions	Main Sources of Information
			<ul style="list-style-type: none"> <li>• Are EP interventions sufficiently supporting local ownership?</li> </ul>	
5	<b>Impacts on beneficiaries</b>	How have EP interventions impacted upon beneficiaries?	<ul style="list-style-type: none"> <li>• Who are the direct and indirect beneficiaries of EP interventions?</li> <li>• What are the expected and unexpected impacts on these beneficiaries?</li> <li>• Have the impacts been sufficient to justify the investment?</li> </ul>	<ul style="list-style-type: none"> <li>• Reality check studies</li> <li>• School surveys</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>
<b>Themes related to the EP goals</b>				
6	<b>Participation in education</b>	To what extent have EP interventions contributed to student participation in JSE?	<ul style="list-style-type: none"> <li>• What is the evidence of increase in JSE school participation?</li> <li>• How do EP interventions contribute to increase student participation in schooling? <ul style="list-style-type: none"> <li>○ Are EP interventions influencing motivation and incentives for student participation?</li> <li>○ Have EP interventions improved opportunities for students to participate in JSE?</li> </ul> </li> <li>• Has the EP contribution been sufficient to justify the investment?</li> </ul>	<ul style="list-style-type: none"> <li>• Reality check studies</li> <li>• School surveys</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>
7	<b>Quality of education</b>	To what extent have EP interventions contributed to the improvement of the quality of education in public and private schools?	<ul style="list-style-type: none"> <li>• What is the evidence of improved quality in public and private schools?</li> <li>• How do EP interventions contribute to education quality improvement? <ul style="list-style-type: none"> <li>○ What's the role of improving P and S competencies?</li> <li>○ What's the role of enabling schools to fulfil their development plans?</li> </ul> </li> <li>• Has the EP contribution been sufficient to justify the investment?</li> </ul>	<ul style="list-style-type: none"> <li>• Reality check studies</li> <li>• School surveys</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>

#	Overarching themes	Key Questions	Sub-Questions	Main Sources of Information
8	<b>Sector governance</b>	To what extent have EP interventions contributed to increased use of evidence for education sector decision making?	<ul style="list-style-type: none"> <li>• What is the evidence of increased use of evidence for education sector decision making?</li> <li>• How do EP interventions contribute to increased use of evidence for education sector decision making?</li> <li>• Has the EP contribution been sufficient to justify the investment?</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>
<b>Themes related to EP targeted vulnerable groups</b>				
9	<b>Gender</b>	To what extent has the EP promote gender equality in the Indonesian education sector?	<ul style="list-style-type: none"> <li>• How are EP interventions closing gender gaps in the education sector in Indonesia?</li> <li>• What are we learning about the different impacts of EP interventions on women and men, girls and boys?</li> <li>• Has the delivery of EP interventions been sufficiently gender appropriate?</li> <li>• Are EP interventions facilitating increased women's empowerment and voice in decision-making and leadership?</li> </ul>	<ul style="list-style-type: none"> <li>• Social Inclusion Strategy</li> <li>• Reality check studies</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>
10	<b>Disability</b>	To what extent has the EP promoted disability inclusive education in Indonesia?	<ul style="list-style-type: none"> <li>• Are EP interventions sufficiently enabling people with disability to access the same opportunities for participation, contribution and decision making in the Indonesian education sector?</li> <li>• What are we learning about the different impacts of EP interventions on people with disability?</li> </ul>	<ul style="list-style-type: none"> <li>• Social Inclusion Strategy</li> <li>• Reality check studies</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>

#	Overarching themes	Key Questions	Sub-Questions	Main Sources of Information
11	<b>Poverty reduction</b>	To what extent has the EP promoted poverty reduction and the empowerment of poor people?	<ul style="list-style-type: none"> <li>• Are EP interventions sufficiently targeting the poor?</li> <li>• What are we learning about the different impacts of EP interventions on poor people?</li> <li>• Are EP interventions sufficiently facilitating increased poor people's empowerment and voice in decision-making?</li> </ul>	<ul style="list-style-type: none"> <li>• Social Inclusion Strategy</li> <li>• Reality check studies</li> <li>• Evaluation studies</li> <li>• Monitoring reports</li> </ul>



## **ANNEX IV**

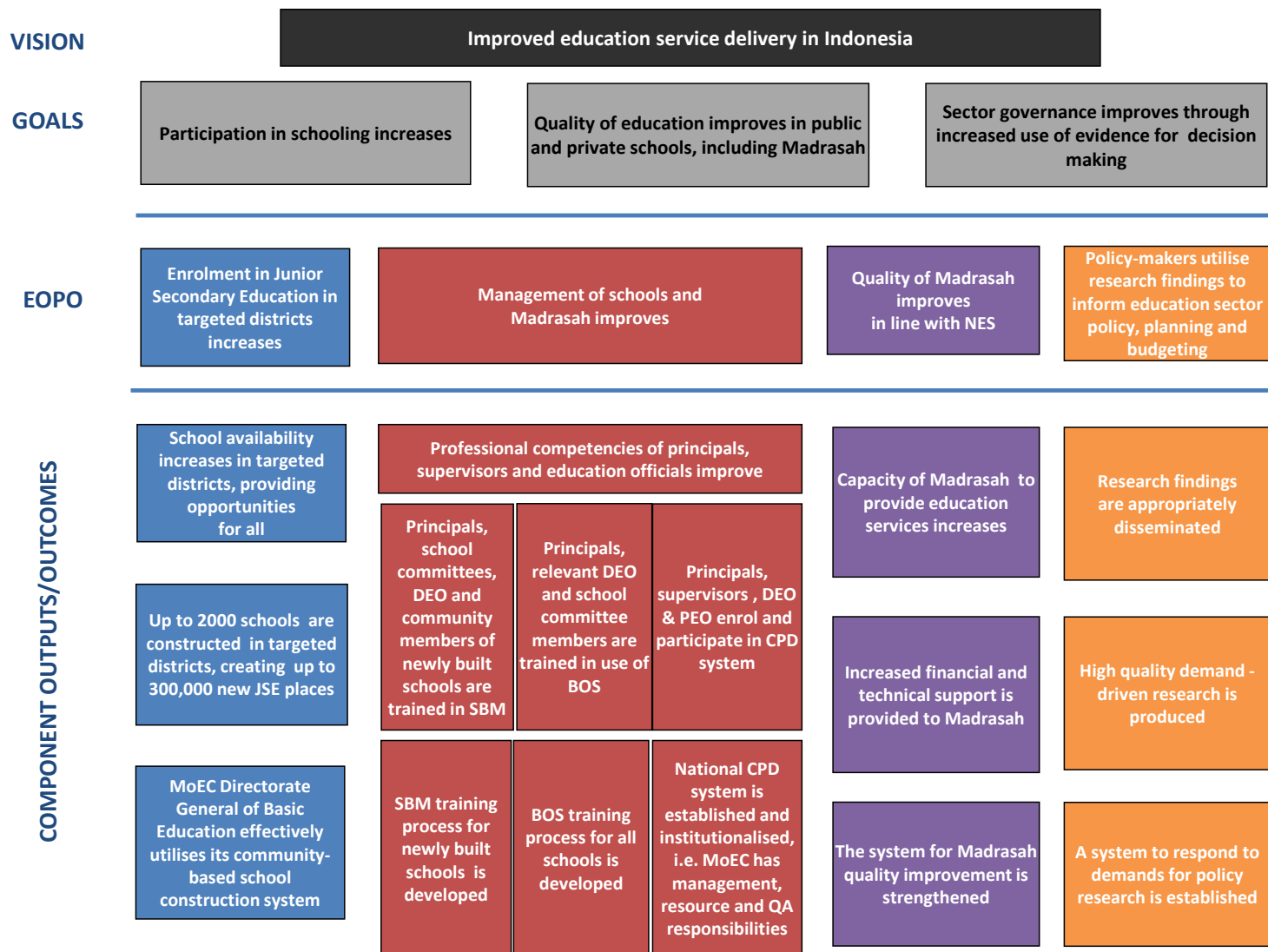
# **LIST OF KEY INFORMANTS**

Interview No.	Interviewee(s)	Date, Time
1	Julia Wheeler (AusAID) Isradi Alireja (AusAID)	Thursday, 22 November (0900-1100)
2	Sam Muller (SSQ)	Thursday, 22 November (1400-1600)
3	Meliana Istanto (AusAID) Bia Puspita (AusAID)	Friday, 23 November (1000-1200)
4	Russell Keogh (SSQ C3) Robert Kingham (SSQ C3) Abdul Munir (SSQ C3)	Monday, 26 November (1000-1200)
5	Hetty Cislawski	Monday, 26 November (1400-1600)
6	Brian Spicer (SSQ C2) Roslyn Davis (SSQ C2) Alistair Douglas (SSQ C2)	Tuesday, 27 November (1400-1600)
7	Irfani Darma (SSQ C1) Suluh Adiwibowo (SSQ C1) Jihad Saad (SSQ C1)	Wednesday, 28 November (0900-1100)
8	Didik Suhardi (MOEC) Susetyo Widyasmoro (MOEC) Dedi Karyana (MOEC) Ahmad Zufar (MOEC) Kamin (MOEC)	Thursday, 29 November (0900-1100)
9	Hannah Birdsey (AusAID)	Thursday, 29 November (1400-1600)
10	Jo Dowling (AusAID) Jennifer Donohoe (AusAID)	Friday, 30 November (1500-1700)
11	Bambang Indriyanto (MOEC)	Monday, 3 December (0900-1100)
12	Rohmat Muliana (MORA)	Tuesday, 11 December (0900-1100)

Interviews were carried out by Nick Clinch, Laurent de Schoutheete and Mauliyati Slamet from POM.

# **ANNEX V**

## **EP THEORY OF CHANGE**



**ANNEX VI**  
**ECBP M&E STANDARDS**  
**STANDARD 3: INITIATIVE PROGRESS**  
**REPORTING**

No	Feature of Progress Report	EP-APPR Compliance
3.1	There is an executive summary that communicates the key information required for QAI reporting	See Executive Summary
3.2	The relevant aspects of the context are adequately described	See §1 (in particular §1.1 and §1.2)
3.3	There is a reflection on the continuing relevance of the expected end-of-program outcomes	See §1 (in particular §1.3)
3.4	An assessment of the adequacy of progress toward sustained end-of-program outcomes is described	See §2.2 to §2.5
3.5	The quality, reach and coverage of key outputs or deliverables for the reporting period are described	See §2.2 to §2.5
3.6	The adequacy of progress implementing the annual plan is described	n/a (assumed that SSQ and ACDP reporting covers that)
3.7	A reflection on the adequacy of planned inputs to meet the expected end-of-program outcomes is provided	See §3
3.8	The adequacy of progress against the budget is assessed	Not done, although financial management is considered in §3.1 and §3.2.
3.9	The efficiency and effectiveness of key management or implementation system is assessed or demonstrated	See Section §3.1 and §3.2
3.10	The report achieves a fair balance between reporting of positive or negative issues or achievements	Independence of POM lends itself to this
3.11	The report provides credible evidence of claims made	Limited evidence in this report but measures in place to increase evidence
3.12	Important lessons are summarised	See §5

