

INOVASI

**Innovation for Indonesia's school
children**

(Inovasi untuk anak sekolah Indonesia)

Final Design

July 2014

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Summary of INOVASI

The challenge: millions more attending school but not learning

1. Over the past decade, Indonesia has substantially increased its spending on education and now many more millions of children are in school. It has also put in place a national policy framework for improving education quality that has introduced a number of macro solutions such as direct funding to schools, introduction of school-based management, qualification standards for teachers, and, most recently, a more streamlined curriculum. However, these top-down, one-size-fits-all approaches are yet to stimulate changes in teacher behaviour that are critical to increasing students' learning.
2. We know that the point of service delivery – the school and the classroom – is not adding the value it should be. International research on student achievement shows that after taking account of student factors (ability and socio-economic status), the teacher has the most impact on student learning outcomes¹ – but in Indonesia the school and teacher effects are not large. An analysis of 2013 national exam data found that there was no significant association between the level of school resourcing² and student achievement.³ In other words, schools and teachers are not making a significant difference by adding to what students bring into the classroom or closing the gap between students. Similar findings have been found from analysis of Indonesia's PISA data, particularly in relation to the student resilience score.⁴
3. There is a significant void in knowledge about what teachers in Indonesia are teaching in the classroom, what the primary constraints they face are, and how teaching quality can be more efficiently and effectively improved. In addition to what teachers do in the classroom, there are other important areas which also need to be better understood which can be broadly clustered under the heading: support for teachers. These areas include: relevance of curriculum, assessment mechanisms, school organisation and culture, incentives, and effective partnerships with the community and the private sector for learning. Specific needs of girls, boys, students with disabilities and issues faced by rural and remote schools will also be investigated.
4. The need to transform education in order to improve learning is recognised in Indonesia. But to date this has proved an elusive goal as there is little known on which to base improvement efforts. No Indonesian government program and few donor funded projects have systematically investigated the links between teaching practice

¹ For example: Hattie, J., "Teachers Make a Difference: what is the research evidence", University of Auckland, October 2003.

² School resourcing included financial resources, teachers with a for year degree, lower student-teacher ratio.

³ Suharti 2013

⁴ The student resilience score refers to the percentage of the high scoring student cohort for the lowest economic, social and cultural status. In other words, disadvantaged students defying the odds.

and measurable results in student learning in Indonesia. Throughout the design consultations for INOVASI, senior officials in the Ministry of Education and Culture (MoEC), Ministry of Religious Affairs (MoRA) and Bappenas as well as Governors, Bupatis and Heads of Provincial and District Education Offices have said Australia could play a valuable role in building an evidence base of what works and why to improve student learning in Indonesia.

5. A breakthrough will require challenging long-held assumptions and an entrenched mindset of teachers and administrators about the factors that directly impact on student learning. This can be facilitated by an improved knowledge base of what works in Indonesian classrooms and why and how this can be supported. However, it is likely that there will be limited Government of Indonesia (GOI) resources⁵ available to research, trial, disseminate and finance new initiatives which seek to transform teaching and learning at the local level.

The opportunity: supporting Indonesia's education system to pivot towards learning

6. In June 2014, the Australian Foreign Minister launched a new development policy *Australian aid: promoting prosperity, reducing poverty, enhancing stability*.⁶ In it she makes clear that Australia's aid program will move away from direct financing of service delivery to work in ways that support more effective use of GOI resources and systems, share the risk of innovation and build the evidence base of what works, what doesn't and why.
7. Development assistance funding often provides space for partner governments to experiment and innovate outside the constraints of its own machinery. INOVASI will provide necessary resources to help GOI achieve a breakthrough in improving student learning by generating evidence of tailored solutions to locally prevailing challenges and promoting the adaptation and replication of these tested strategies to influence both policy and practice.
8. INOVASI will provide decision makers in Indonesia with evidence to make informed choices about education policies, regulations and resource allocations that can increase learning outcomes in Indonesia.
9. INOVASI will investigate means to better ensure equality of learning outcomes within and across schools, including private schools. It will pay particular attention to identifying and addressing classroom practices that disadvantage particular groups (girls, boys, children with disabilities and from poorer economic backgrounds, for example).

⁵ A significant part of the increase in Indonesia's public spend on education (now 20 per cent of the national budget) has gone to improving teachers' salaries and benefits. Increased public spending on teachers may crowd out spending on quality improvement.

⁶ DFAT, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, (June 2014).

INOVASI: generating local solutions for better teaching and learning in the classroom

10. INOVASI is designed to be transformational by investigating what works and what doesn't work to get teachers teaching better and students learning more, and why, in order to leverage Indonesia's substantial spend in education. It is not designed to be a program for directly delivering education services. It will be transformational by:
 - a. Understanding local challenges and opportunities to improving student learning outcomes by bringing together key government and non-government stakeholders.
 - b. Generating evidence of what works and what does not work to improve student learning in Indonesian classrooms by trialling and testing local solutions (tested strategies).
 - c. Sharing this evidence with stakeholders in target and non-target districts to promote adaptation and replication of tested strategies in target and non-target districts.
11. INOVASI is planned as an eight-year initiative, in two four-year phases. This design document proposes to invest [REDACTED] in the first phase. Funding for a subsequent phase will be sought separately following a review of the first phase. It will operate from a central office in Jakarta and over the first four years work in 3-5 selected provinces and in 2-3 districts in each participating province. It will also maintain a sufficient presence in Jakarta to ensure that evidence generated through the sub-national work is well known by national education stakeholders and information is tailored to their needs. Where appropriate, it will work with existing programs and utilise existing networks.
12. INOVASI will collaborate closely with GOI (district, provincial and national) to develop and implement action-oriented research and pilots to answer the question: *"What works to improve student learning outcomes in Indonesia?"* Initially INOVASI will focus on basic education (grades 1-9). All research and pilot activities will be embedded within an overall learning strategy that has tight feedback loops to ensure that evidence coming from INOVASI activities is useful and timely for partners.
13. Based on consultations to date, INOVASI will focus on three areas of investigation under that broad question: **the quality of teaching in the classroom, the quality of support for teachers and learning for all.**
14. To ensure that INOVASI is flexible and is able to respond to the local context and problems identified by local stakeholders, this design will not define the activities in full. These will be developed through a work-planning process that will be guided by a set of five principles (see Chapter 2, Section II) and within the broad parameters of the research agenda defined above.

15. The following key phases in the development and implementation of INOVASI work program have been identified as necessary. These have been adapted from action-learning literature such as Andrews et al. (2012) who advocate a version they term *Problem-Driven Iterative Adaptation*.

16. Understanding local challenges

Preparation. Socialise INOVASI objectives and scope with key stakeholders in participating provinces and districts; bring together key stakeholders to build a common understanding and challenges in education (taking a multi-sectoral approach to problem identification) and develop priorities for research; prepare specific research agenda and work plan.

Baselines. Conduct further analysis of existing data as well as collection of additional data through surveys, observation and/or testing, including learning outcome data where necessary. Establishing baselines will be essential for the credibility of findings from pilot and research activities.

17. Generating evidence

Research/Piloting. Establish research teams, design and implement research and pilot projects, monitor and review. Activities could include pilot projects to test specific interventions as well as studies of enabling environment constraints (e.g. Knowledge, Attitude and Practice surveys of parent and community attitudes to education, education financing issues). Appropriate technical rigour of all research will be balanced with the need to work with and through local partners.

Evaluation and learning. A robust regime of monitoring and evaluation that is embedded in tight feedback loops for learning will be critical to ensuring that research findings are credible, timely and utilised.

18. Sharing knowledge

Sharing and communicating findings to promote adaptation and replication. Based on findings from the research and pilot activities, produce and disseminate knowledge products and policy/practice recommendations that are tailored to different audiences (e.g. national government, non-participating districts, DFAT [to inform future programming], private education service providers, other development partners). This could also include supporting districts and/or provinces to revise draft plans, budgets and policies to promote adaptation, replication and sustainability of tested, effective strategies. INOVASI will organise for and/or utilise existing forums to provide opportunities to share learning/findings vertically and horizontally.

Expected results: better education programs that are tailored to local needs

19. INOVASI's Program Goal is accelerated progress towards improving learning outcomes for Indonesian students. This will be achieved through leveraging GOI's substantial

investment in education to more effectively target interventions that have a demonstrated impact on student learning.

20. The outcomes of INOVASI (End-of-Program-Outcomes, EOPOs) will be:
 - a. Decision makers access a robust body of evidence of what practice and policy implementation changes work to improve student learning outcomes in Indonesia.
 - b. Decision makers use evidence that facilitates more effective education reforms to be implemented.
 - c. Policy-makers reflect identified policy and practice changes reflected in Indonesian government (district, province, national) policies, regulations, budgets and plans.
21. The EOPOs are sequential with (a) contributing to (b) and (b) contributing to (c). Chapter 2, Section III provides further detail on INOVASI's theory of change.

Chapter One: Understanding the learning challenge in Indonesia's education system

22. This Chapter provides the context and rationale for the proposed investment in INOVASI. The Education Delivery Strategy (2014-23) (see summary in text box below) sets the broad context for all of Australia's investments in education in Indonesia. It includes a detailed situation analysis of the prevailing challenges in education, the Government of Indonesia's emerging education agenda, and the development partner landscape. Improve learning in basic education is at the heart of the Delivery Strategy and working in partnership with government to leverage system change is how will achieve impact.

Australia's Education Sector Delivery Strategy in Indonesia (2014-23)
Raising Learning Outcomes: Strengthening the Foundation for Strong and Inclusive Growth

Australia and Indonesia share an interest in Indonesia maintaining high-quality, equitable economic growth. A thriving modern economy creates trade opportunities, promotes stability and better ensures all Indonesians are able to access the benefits of increased growth. To raise the quality of its growth, Indonesia needs to establish and maintain a skilled workforce adequate to avoid its current dependency on low-end manufacturing and extractive industries. To create that workforce Indonesia must significantly improve the level of skills of its school and university graduates.

In the context of assisting Indonesia to strengthen its prospects for sustained and equitable economic growth, the Delivery Strategy outlines the main problems facing Indonesia and identifies where and how Australia can best leverage its resources to help Indonesia to create a better educated workforce. The key problem is the quality of teaching and learning throughout the education system. National strategies to raise learning outcomes have thus far been unsuccessful as they have proved difficult to implement. Australia, through a new portfolio of assistance, will primarily focus on finding solutions to the problems that are frustrating gains in learning outcomes at the district and university level. We would then assist other localities and universities to adapt successful interventions to their contexts.

There are three End-of-Delivery-Strategy-Outcomes:

1. Improved learning outcomes for children and youth in Indonesia
2. Children are ready for school and participate effectively in 9 years of schooling
3. Young people participate effectively in post-secondary education and training

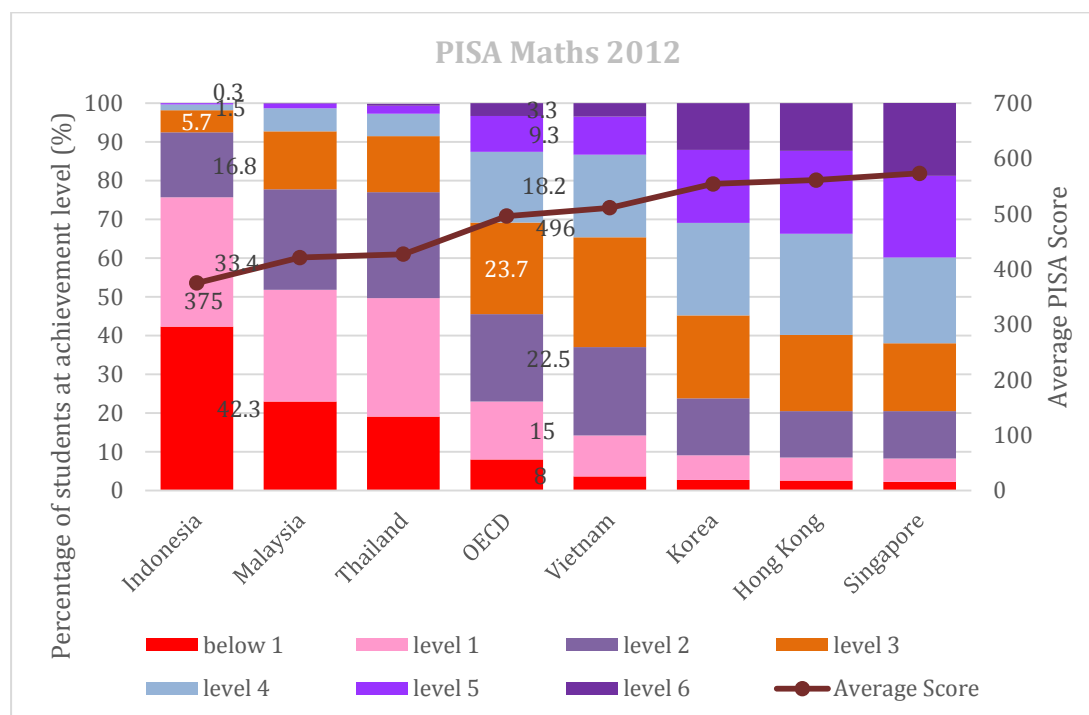
I. Challenge: Millions More Attending School But Not Learning – Why Haven't Reforms Taken Root?

Improving Learning Outcomes for all

23. Over the past decade, Indonesia has put in place a national policy framework that has introduced a number of macro solutions to improving education quality. Included are: national standards for student competence and teacher competence; establishment of minimum service standards; procedures for school and madrasah accreditation; a system for school and madrasah quality assurance; continuous professional development for teachers, principals and supervisors; teacher up-grading and certification; and, most recently, a streamlined curriculum.
24. In addition to these macro solutions, significant financial resources have been directed to quality improvement through the teacher certification program, professional development and curriculum. Expenditure has doubled since 2002 and over half the increase in national spending has been directed to increased numbers of teachers and increased salaries and allowances for teachers. But available evidence suggests that Indonesia's significant investment in education is not currently delivering the desired learning outcomes for students.
25. Presently there are no reliable national measures of student learning at the primary or junior secondary levels. Nor are there any broadly-applied, credible assessment procedures that measure student achievement or diagnose where teaching practices are failing to instil skills or concepts. It is therefore difficult to determine, for example, literacy levels in the early grades or the degree to which older students can apply knowledge to real-life situations.
26. International tests of student achievement show that Indonesia achievement is low. For example, in the Programme of International Student Assessment (PISA) 2012, Indonesia's average scores for each test (maths, literacy and science) are close to the bottom of the rank order. In maths, Indonesia's average score of 375 is more than 1 standard deviation (100 points) away from the OECD mean score of 496. This average score is equivalent to a lag of almost three years of schooling. It underscores the point that improvements in the foundational skills in primary school are needed in order to improve performance in the later years of schooling.
27. For improvement purposes, it is necessary to look beyond comparison of average scores and consider the profile of students achieving each skill/proficiency level. This helps to identify where effort is needed. Figure 1 shows the extent to which Indonesian performance is concentrated in the two lowest bands. While Indonesia's average score is less than half a standard deviation below Malaysia (421) and Thailand (427), the skills proficiency profile is very different: 75 per cent of the Indonesia sample did not achieve

the minimum benchmark (level 2) as compared to Malaysia where 52 per cent did not achieve level 2.

Figure 1 PISA Maths 2012 - Performance for Indonesia and comparison countries



28. We know that the point of service delivery – the school and the classroom – is not adding the value it should be. International research on student achievement shows that after taking account of student factors (ability and socio-economic status), the teacher has the greatest impact on student learning outcomes⁷ – but in Indonesia the school and teacher effects are not large. An analysis of 2013 national exam data found that there was no significant association between the level of school resourcing⁸ and student achievement.⁹ In other words, schools and teachers are not making a significant difference by adding to what students bring into the classroom or closing the gap between students. Similar findings have been found from analysis of Indonesia's PISA data, particularly in relation to the student resilience score.¹⁰
29. Evidence suggests that the majority of Indonesian teachers are ill-prepared, poorly equipped, and inadequately supported.¹¹ The majority of schools are not functioning effectively and the root of the problem lies in the teaching and learning practices they

⁷ For example: Hattie, J., "Teachers Make a Difference: what is the research evidence", University of Auckland, October 2003.

⁸ School resourcing included financial resources, teachers with a for year degree, lower student-teacher ratio.

⁹ Suharti 2013

¹⁰ The student resilience score refers to the percentage of the high scoring student cohort for the lowest economic, social and cultural status. In other words, disadvantaged students defying the odds.

¹¹ Chang, M. et al, *Teacher Reform in Indonesia: the role of politics and evidence in policy-making*, World Bank, 2013.

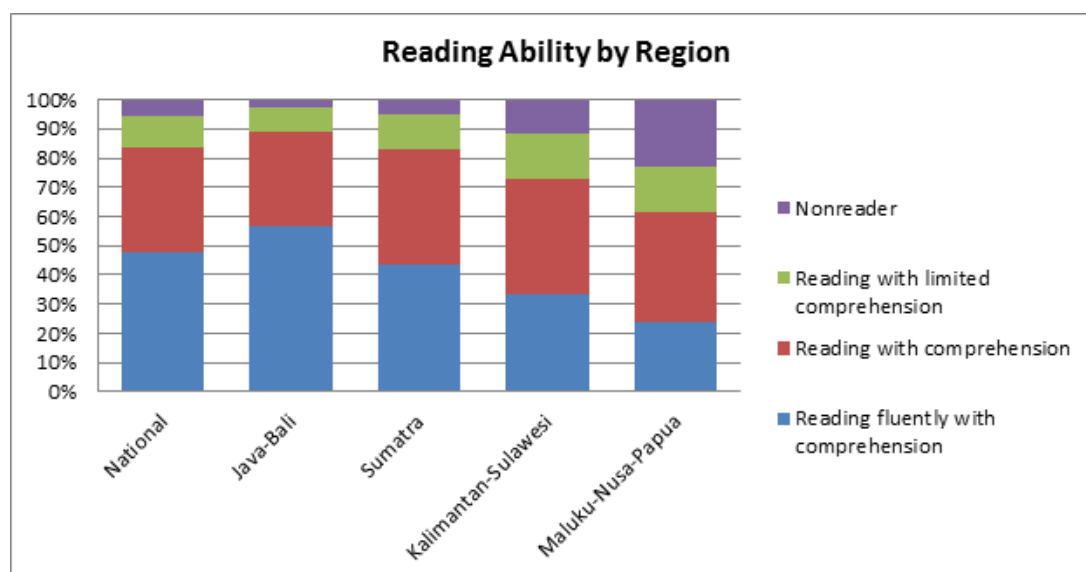
employ. The TIMSS Video Study¹² found that teaching methods such as investigation, practical work and problem solving, had a positive relationship with student achievement whereas exposition, a predominantly lecturing method, was negatively associated with student outcomes. The study also found there was a trend for Indonesian teachers to spend more time on exposition and to spend less time in discussion, less time in investigation and less time on practical work.

30. There is a significant void in knowledge about what teachers in Indonesia are teaching in the classroom, what the primary constraints they face are, and how teaching quality can be more effectively and efficiently improved. In addition to what teachers do in the classroom, there are other important areas which also need to be better understood which can be broadly clustered under the heading: support for teachers. These areas include: relevance of curriculum, assessment mechanisms, school organisation and culture, incentives, and effective partnerships with the community and the private sector for learning.

Inclusion and equity

31. Regional disparities in learning and access persist. A recent assessment of early grade reading of grade 2 students showed that, nationally, nearly half (48 per cent) of assessed students are characterised as reading fluently with comprehension and only six per cent fall into the lowest category (i.e. non-readers). Although the results from Java-Bali and Sumatra are similar to the national level, students in Kalimantan/Sulawesi and Maluku/Nusa/Papua (MNP) were not performing as well. As shown in Figure 2, the contrast is most stark in MNP, where only 24 per cent of students are in the top performing category, nearly as many students, 23 per cent, are in the non-reader group.

Figure 2: Early Grade Reading Assessment 2014: Reading Ability by Region



¹² Leung and Ragatz, *Inside Indonesia's Mathematics Classrooms – A TIMSS Video Study of Teaching Practices and Student Achievement*, World Bank, 2013.

32. Indonesia's record with regard to gender parity in education participating is commendable (in both access and transition at primary and junior secondary levels); however broader issues associated with gender equality remain to be addressed. These include gender stereotyping in teaching material; teaching and classroom practice; restricting girls' or boys' participating in certain types of activities or roles; and ensuring safety from harm or harassment to, during, and from the school day. A recent study of ten years of gender mainstreaming in Indonesia's education system found a strong base exists (policy and budgetary) on which to pursue improvements in equality and equity.¹³ However, challenges remain in implementation. In terms of education outcomes, the near universal trend for boys to have lower performance on literacy tests holds true for Indonesia, with significant difference on both the PISA and Progress in International Reading Literacy Study (PIRLS) tests.
33. Only 31 per cent of children with disabilities are enrolled in formal education. Once in school, children with disabilities face constraints to improve learning outcomes. Most teachers are not well equipped (only 11 universities have programs for teachers for children with disabilities) and school administrators and evaluators do not have the knowledge or the confidence to evaluate teacher skills in relation to inclusive education.

Improving efficiency in sector financing

34. Indonesia has significantly increased its public spend on education and now commits 20 per cent of the national budget to the sector. A significant part of this increase has gone to improving teachers' salaries and benefits. However, while these commitments are premised on either teachers serving in difficult locations and/or becoming 'certified' (holding a four-year degree and teaching 23 hours per week), they have yet to stimulate the changes in teacher behaviour and expected gains in students' learning anticipated when the policies were introduced in 2005. Weaknesses in the mechanisms used to allocate resources to local governments and schools have also reduced the impact of public spending increases on education outcomes.
35. World Bank estimates indicate that if the Government of Indonesia does not address inefficiencies in the education spend it will not be able to finance quality improvement from its current share of the budget.¹⁴ The main areas of inefficiency are associated with teacher deployment and inefficient teacher hiring practices.

¹³ ACDP, *Review of a Decade of Gender-Mainstreaming in Indonesia*, ACDP, 2013.

¹⁴ World Bank, *Spending More, Spending Better: Improving education financing in Indonesia*, World Bank, 2013.

Education and the Private Sector in Indonesia

Private providers play a key role in service provision in education: 20 per cent at the primary and junior-secondary level and almost 70 per cent at senior secondary level. The majority of these are Madrasah. At the lower education levels they have been mostly located in many underserved areas and traditionally regarded as being of lower quality. More recently, however, these schools are playing a critical role in an ever-widening effort to improve the quality of schooling. Many private schools are now involved in innovative programs to improve practices, to shape in-service teacher training to better address subject knowledge and pedagogical skills shortfalls and to improve teacher support. Increasingly government school development programs are engaging and including private providers in their programs. Development partners and government alike are working with these schools to generate evidence on what works well in these environments and to help shape appropriate policies and disseminate proven practices.

Drivers of change

36. INOVASI is setting out to engage in a complex process of change. It will be critical to understand what factors (outside the technical) are impacting on student learning outcomes and what the constraints and opportunities they present are.
37. The past decade has been an era of significant education reform and substantial investment. In areas where there is a degree of contestation, four main political and social coalitions have sought to influence education policy, particularly at a national level. These are: (i) technocratic elements in the government who have promoted an agenda of inclusive marketization; (ii) patrimonial political, bureaucratic and business figures who have sought to maximise political and bureaucratic control over budgetary resources and procurement processes; (iii) populist politicians who have sought to use the education system to promote redistributive and paternalistic policies to enhance their electoral appeal; (iv) progressive NGO activists, students and nationalist intellectuals whose key policy concerns have been to promote citizens' rights of access to education, ensure equality, and build national identity and resilience through the education system.

Of these, the first coalition has had the greatest influence over policy in the form of laws and government regulations. However, they have generally failed to realise their agenda in full, either because it has been defeated (or at least frustrated) at the policy level through, for instance the parliament of Constitutional Court, or undermined by patrimonial elements in implementation, or exploited by populist elements to promote even greater change.

38. Implementation of national policies has been inconsistent and problematic – why? Part of the answer lies in policy-making and implementation processes at the local level. A key determinant of district governments' response to improving education in Indonesia

has been the nature of **district leadership**. Where *Bupati/Walikota* have pursued strategies of 'political entrepreneurship' – that is where they have sought to develop a popular base among the poor¹⁵ and become dependent upon their electoral support to remain in power, district government have been more likely to promote education reform than where political leaders have focused on consolidating patronage networks.

39. A significant part of Indonesia's teacher cohort began their careers in an era when accountability to the central government and identification with the civil service took precedence over accountability to their students and identification as a member of the teaching profession.¹⁶ Working for decades in such a bureaucratic environment – and the school cultures this engendered – did little to make them able or eager to become agents of change.

II. Government of Indonesia's Education Agenda

40. The need to transform education in order to improve learning is recognised in Indonesia. A number of national strategies have been introduced with the aim of improving learning outcomes including, increasing resources, direct funding to schools, introduction of school based management and, most recently, a more streamlined curriculum. However, these national strategies have proved difficult to implement and the desired gains in students' learning have not materialised.
41. The next Medium Term Development Plan (RPJMN 2015-19) and the Ministry of Education and Culture's and Ministry of Religious Affairs Strategic Plans (Renstra 2015-19) will set the national education agenda. These will not be ratified until a new President and cabinet are sworn into office later in 2014. However, from consultations to date and the technical support we have provided to these two documents we understand that improving education quality to raise productivity will be a central theme. Two key objectives have already been announced: the full implementation of the 2013 curriculum and the universalisation of senior secondary (academic and vocational) schooling. Consideration is also being given to options to increase access to kindergarten for disadvantaged students, to improve the scope and relevance of skills training, to improve assessment, and to resolve outstanding issues of governance and autonomy in higher education.
42. INOVASI will be grounded in the Government of Indonesia's education reform agenda and addressing systemic issues in implementation by focusing on finding local solutions to the problems that are frustrating gains in learning outcomes.

¹⁵ Kosack, S. (2009), "Realising Education for All: Defining and Using the Political Will to Invest in Primary Education", *Comparative Education*, 45:4, pp. 295-523.

¹⁶ Bjork, C, *Indonesian Education: Teachers, Schools, and Central Bureaucracy*. Routledge, London, 2005.

***KURIKULUM 2013* – an example of how INOVASI can support Government of Indonesia's education agenda**

Policy intent

In August 2012, the Minister for Education and Culture announced a review of existing curriculum and development of a new curriculum – *Kurikulum 2013*. The review and preparation of the new curriculum reflected the strong desire of the Government to improve student learning to a level where Indonesian students can compete regionally and internationally, improve personal life chances and contribute to the productivity and development of their country.

The theoretical underpinnings of the new curriculum included many features of good practice. In particular, the new curriculum specifies competencies in each subject in terms of knowledge, skills and attitudes. It supports a more integrated approach to learning and fosters a more open and student-centred teaching/learning paradigm including enquiry methods, using multiple sources of information, learning to collaborate to solve problems. This replaced the old paradigm which had been, in the majority of schools, teacher-centred and teacher-directed, dominated by rote learning and memorisation.

Kurikulum 2013 was piloted in 6,410 schools in 2013, training of 1.4 million teachers was scheduled to take place in the first half of 2014 for full roll out of *Kurikulum 2013* in the 2014-15 school year.

Challenges in implementation

Kurikulum 2013 has come up against a number of challenges in implementation including, training teachers for the new curriculum; the skill level required for teaching in a thematic, integrated, holistic approach; and new approach to assessment.

For example, the pedagogy envisaged by the new curriculum is, in the words of the Ministry, a *paradigm shift*. It requires transformations in classroom practice to foster independent learning, observation, questioning, processing, making judgements, communicating and creating. The concept of the teacher as a source of all information is replaced by a concept of the teacher as the manager of a rich learning process which takes place both inside and outside the classroom. These are all elements of good teaching practice but they require very focused leadership, support and supervision to become established as habits of daily teaching.

How INOVASI could support implementation of *Kurikulum 2013*

INOVASI could work with a cluster of schools in a district to collect information on what aspects of the new curriculum teachers were finding most difficult to implement. Based on this information INOVASI would support local partners to trial and test different approaches to increasing teachers' knowledge, capability and confidence to implement a particular aspect of the new curriculum (e.g. diagnostic assessment). The pilot would be closely monitored for what works, what doesn't and why. The findings would then be used to inform dialogue with key stakeholders at school, district, provincial and national level.

III. Government of Australia's Agenda

43. In June 2014, the Australian Foreign Minister launched a new development policy *Australian aid: promoting prosperity, reducing poverty, enhancing stability*¹⁷. In it she makes clear that Australia's aid program will move away from direct financing of service delivery to work in ways that support more effective use of Government of Indonesia resources and systems, share the risk of innovation and build the evidence base of what works, what doesn't and why. Development assistance funding can provide space for partner governments to experiment and innovate outside the constraints of its own Government machinery.
44. The Australian aid program prioritises access to quality learning for all, with a focus on gender equality and assisting the most disadvantaged, including people with a disability, find pathways out of poverty.
45. INOVASI will be a critical tool to work with the new Indonesian government in a responsive way and gives us the flexibility to be readily able to support the new administration's agenda.

IV. Opportunity: Supporting Indonesia's Education System to Pivot towards Learning through Knowledge and Innovation

46. In 2013, Vice President Boediono brought high level attention to a failing education system by saying, "education needs a breakthrough".¹⁸ But to date this has proven to be an elusive goal as there is little known on which to base improvement efforts. No Indonesian government program and few donor funded projects have systematically investigated the links between teaching practice and measurable results in student learning in Indonesia. Many programs conclude before changes in behaviour have had time to take root.
47. The experience of reforms in the last decade that have failed to take root (e.g. school-based curriculum development, genuine school based management, certification as a means to improve teacher competence) are evidence that the kind of breakthrough needed is not just a new policy, new training program or new resources. These may be necessary to support learning but are clearly not sufficient to support change in how teachers teach. A breakthrough will require challenging long-held assumptions and an entrenched mindset of teachers and administrators about the factors that directly impact on student learning. This can be facilitated by an improved knowledge base of what works in Indonesian classrooms and how this can be supported.
48. Ongoing evaluation and learning about how to support better quality education delivery in varied operating environments is greatly needed, including how to position key decision-makers and advocates to take a long-term view and commitment to evidence-based decision making. Throughout the design consultations for INOVASI, senior

¹⁷ DFAT, *Australian aid: promoting prosperity, reducing poverty, enhancing stability*, (June 2014).

¹⁸ Speech from Vice President Boediono reported in *Republika*, September 4 2013.

officials in the Ministry of Education and Culture and Bappenas as well as Governors, Bupatis and Heads of Provincial and District Education Offices have said Australia could play a valuable role in supporting to fill this void.

49. In the current operating environment, there are likely to be limited Government of Indonesia resources available to research, trial, disseminate and finance new initiatives which seek to transform teaching and learning and the local level. The proposed INOVASI will provide necessary resources to help Government of Indonesia achieve a breakthrough in improving student learning by generating evidence of tailored solutions to locally prevailing challenges and promoting the adaptation and replication of these tested strategies to influence both policy and practice. How it will do this described is in Chapter 3.
50. INOVASI will provide decision makers in Indonesia with evidence to make informed choices about education policies, regulations and resource allocations that can increase learning outcomes in Indonesia.

V. Lessons from other development assistance programs in Indonesia

51. A number of lessons from past and current initiatives in Indonesia have direct bearing on the design of INOVASI. The most important of these and how INOVASI design has responded to them are summarised in the table below.

Lesson	INOVASI design response
<p>Support for replication must be considered from the outset (ACCESS, LOGICA)</p> <p>If the intent is to achieve systemic impact through the adoption, adaptation and replication of interventions then it is critical that they are developed with the system (including the legal/regulatory framework, incentives, accountability mechanisms and resourcing flows) in mind. Interventions need to take account of this reality and apply adaptive management principles of experimentation and iteration.</p> <p>There are many examples of international partners working intensively at the school level with good results, but with models that are not affordable or replicable in Indonesia.</p> <p>Replication does not just happen by osmosis, it needs to be planned for from the outset. Despite decentralisation, decision making within Indonesian institutions is still largely centralised, and it is often difficult for middle-</p>	<p>INOVASI's work program is designed to ensure ownership by key stakeholders from the outset. It will work with provinces and districts that have reformist leaderships, an existing education development agenda and are committed to reform. INOVASI will also foster collaboration in problem identification, research and pilot activity priorities, and analysis and implications of findings. Issues of affordability and potential for replication will be a core focus of INOVASI's work.</p> <p>INOVASI will also give priority to developing and implementing a communication and engagement strategy and will be adequately resourced to do so.</p> <p>INOVASI will work with and through existing (and emerging) local partners (including Government of Indonesia, universities, research organisations). It will also have the skills and resources to support senior</p>

Lesson	INOVASI design response
<p>level managers to take any initiative without clear instruction from higher levels. New initiatives/ways of working within the bureaucracy often need to be supported by new formal regulations.</p>	<p>Government of Indonesia stakeholders in preparing new regulations that support the implementation of identified good/improved practices.</p>
<p>Developing strong partnerships is critical and takes time (ACCESS, SEDIA, AIFDR, USAID PRIORITAS)</p> <p>Developing partnerships based on mutual respect/trust, and a clear understanding of mutual responsibilities, is particularly important for programs that are running pilots and where success is defined by systemic influence.</p> <p>Establishing such partnerships takes time and need to be deepened and sustained. Depth and impact of engagement can also be easily compromised if resources are spread too thinly.</p>	<p>Developing such partnerships will be critical if INOVASI's support is to be effective. INOVASI will have a 12 month inception phase in order to build operational capacity and establish strong working relationships in two provinces. MoUs would be collaboratively developed to clearly specify mutual responsibilities at provincial and district levels.</p> <p>Expansion to other provinces and districts would be jointly agreed by DFAT and Government of Indonesia based on an assessment of INOVASI capacity and provincial interest and capacities. Co-location with other DFAT programs will be an important criterion.</p>
<p>The political often trumps the technical (ACCESS, AIFDR, ACDP)</p> <p>Major policy decisions on education in Indonesia are often taken by national government (e.g. in relation to exams and curriculum) in response to significant political and media pressure with little evidence and without significant stakeholder consultation. This is also true of management decisions (such as teacher deployment) at the local level.</p> <p>However, experience from the ACDP has shown that well-timed, well-presented, quality evidence that is grounded in the realities of context can be influential in program and policy improvements.</p>	<p>INOVASI may have limited influence on this; however it is specifically designed to try and to work within the politics of the system. A key purpose of INOVASI is enhance the evidence base for informed decision-making and to do so in such a way that key messages/recommendations take account of political economy issues.</p> <p>Collaborative engagement with key political figures (including provincial and district parliament members) will be part of INOVASI's work. INOVASI and DFAT will also systematically share and promote findings from INOVASI research and pilot activities with national stakeholders as part of its policy dialogue with GOI.</p>
<p>Supporting coordination and collaboration can improve outcomes (SEDIA, LOGICA, PNPM, AIPMNH)</p> <p>Coordination and cooperation between different agencies/bodies with a responsibility</p>	<p>By sitting outside the bureaucracy's formal structures INOVASI will be able to provide</p>

Lesson	INOVASI design response
<p>for or direct interest in, improving the quality of education in schools is often weak. Donors can usefully support enhanced coordination and collaboration between these stakeholders when they are seen as a trusted and objective partner.</p> <p>Improved provincial and district level coordination can build shared accountability for better education outcomes by embedding the practice of joint problem-solving amongst actors with different capabilities and authorities.</p>	<p>impartial and objective advice, tailored to the needs of different stakeholder groups.</p> <p>Proposed coordination arrangements will help ensure that INOVASI can facilitate enhanced coordination and collaboration between different agencies/bodies without being seen as representing one group's interest over another.</p>

Chapter Two: INOVASI: generating local solutions for better teaching and learning in the classroom

I. Investment Description

52. INOVASI is designed to be transformational by investigating what works and what doesn't work to get teachers teaching better and students learning more and why in order to leverage Indonesia's substantial spend in education. It is not designed to be a program for directly delivering education services. It will be transformational by:
- Understanding local challenges and opportunities to improving student learning outcomes by bringing together key government and non-government stakeholders.
 - Generating evidence of what works and what does not work to improve student learning in Indonesian classrooms and why by trialling and testing local solutions (tested strategies).
 - Sharing this evidence with stakeholders in target and non-target districts to promote adaptation and replication of tested strategies in target and non-target districts.
53. INOVASI is planned as an eight-year initiative, in two four-year phases. This design document proposes to invest [REDACTED] in the first phase. Funding for a subsequent phase will be sought separately following a review of the first phase. It will operate from a central office in Jakarta and over the first four years work in 3-5 selected provinces and in 2-3 districts in each participating province. The office in Jakarta will ensure that evidence generated through the sub-national work is well known by national education stakeholders and information is tailored to their needs.
54. INOVASI will collaborate closely with the Government of Indonesia (district, provincial and national) as well as other local partners to develop and implement action-oriented research and pilots to answer the question: *"What works to improve student learning outcomes in Indonesia?"* Initially INOVASI will focus on basic education (grades 1-9). All research and pilot activities will be embedded within an overall learning strategy that has tight feedback loops to ensure that evidence coming from INOVASI activities is useful and timely for Government of Indonesia partners.
55. Based on consultations to date (Annex 1 provides a summary of stakeholder consultations), INOVASI will focus on three areas of investigation under that broad question: **the quality of teaching in the classroom, the quality of support for teachers and learning for all**. Section V of this Chapter provides more detail on these three areas of investigation and why they are critical to the overarching question.

II. Guiding Principles

56. To ensure that INOVASI is flexible and is able to respond to the local context and problems identified by local stakeholders, INOVASI will utilise a facility modality. As such, this design will not define INOVASI's activities in full. These will be developed through a work-planning process that will be guided by a set of five principles and within the broad parameters of the research agenda defined above.
57. INOVASI's Guiding Principles provide the basis for INOVASI management decision-making. The principles are as follows:
- a. **Be transformational and a proactive facilitator.** The role of INOVASI is not to fund direct delivery of education services, but to focus on identifying transformational changes which can be adopted by the wider system and facilitate change. But, in order to maximise change, INOVASI must be proactive in its identification of opportunities for change. So while INOVASI can be responsive and demand-led, it also has its own technical capacity that it applies proactively to identify opportunities to support change.
 - b. **Focus on experimentation and learning.** INOVASI will have ongoing processes to embed experimentation in tight feedback loops for learning. Some of the activities will not deliver positive results for replication, but this is an important part of the learning process – finding out what does not work is equally important to finding out what does. Expect and accept some 'failure'.
 - c. **Driven by affordability, adaptation and replication.** INOVASI should assess and promote sustainability from the outset. Particular considerations are: that there is ownership of identified strategies to be tested, including implementation through local partners, that they are affordable and can be replicated.
 - d. **Operate politically and consider institutional constraints.** INOVASI should take full account of the complex political economy around education in Indonesia. If INOVASI is to be an effective facilitator and partner it will need to recognize the constraints to institutional performance and bring these realities into its dialogue with government and in the design of research and pilot activities.
 - e. **Operate across all levels of government and with the private sector.** The action-learning research and pilot activities will focus at a local level to improve classroom and school level practices but they will be delivered within a framework of national education priorities and policies. INOVASI will work across all levels of government (district, provincial and national) and with private providers (mainly private madrasah and their parent foundations) to facilitate performance of the whole system, including making links between national and decentralized levels.

III. Program Goal and Objectives

58. Throughout the design consultations it was clear that stakeholders are seeking a significant change in education. Over the eight years of the program, they want improved education services and demonstrable gains in learning. The Delivery Strategy goal, therefore, remains relevant and appropriate. The Program Goal of INOVASI is to accelerate progress towards:

Improved learning outcomes for Indonesian students.
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59. INOVASI will not achieve this in isolation; rather it will achieve this through leveraging GoI's substantial investment in education to more effectively target interventions that have a demonstrated impact on student learning.
60. To contribute to this agenda, INOVASI has three End-of-Program-Outcomes (EOPO) that reflect the systems reform INOVASI is engaging in. The EOPOs are:
- a. A robust body of evidence of what policy and practice changes work to improve student learning outcomes in Indonesia.
 - b. Decision makers have access to and use evidence that facilitates more effective education reforms to be implemented.
 - c. Identified policy and practice changes are reflected in Indonesian government (district, province, national) policies, regulations, budgets and plans.
61. The EOPOs are sequential with (a) contributing to (b) and (b) contributing to (c). INOVASI's theory of change is presented in Figure 3.
62. The fundamental assumption of INOVASI is that these outcomes will be achieved in a way that has provided decision-makers with the space and opportunity to innovate and supported them to implement changes that have a demonstrated impact on student learning and therefore will make a major contribution to the Program Goal.
63. INOVASI has two interim objectives that enable assessment of its progress towards establishing the conditions for sustained and widespread change. The program will move between attention to these intermediate objectives and assessing progress towards EOPOs and Program Goal throughout the life of the program.
64. *At the end of three years of program implementation* there will have been support for many interventions and activities, primarily those directed at testing strategies aimed at improving the quality of teaching and learning. Alongside these activities, the theory of change for the program suggests that for the Program Goal to be achieved there must also be a focus on building capacity, mobilising resources and connecting people and change strategies to support sustained change. Therefore, the first interim objective is:

By the end of the first three years of the program the capacity, resources and relationships are established and action in the three key investigation areas is evident.

Indicators of INOVASI's success: 3 years on

The following are indicative indicators that INOVASI has reached its first interim objective:

School level

- Upward trends in student learning outcomes in participating school clusters through the application of new approaches tested through INOVASI
- Schools attaining better results are recognised at provincial and national level and profiled in mass media.
- Exemplary teachers would receive awards for achievements and would be profiled in a number of leading broadcast shows

District and provincial level

- Multi-stakeholder forums established in each of the participating districts and provinces that meet regularly to discuss education issues in their district/province.
- Regular visits and requests from education foundations and local governments to support/provide input on their strategies and capacity building activities
- Evidence of material and evidence generated by INOVASI being discussed and applied by education associations, including teachers' associations and university education and pedagogy departments
- Partnerships with leading Indonesian textbook and reference book publishers and publications from these organisations incorporating and translating evidence from INOVASI into improved publications
- Logs documenting receipt of requests and responses from INOVASI team including briefs and other reference material sent to interested parties

National level

- Stated recognition and appreciation of INOVASI's role and contribution by the Minister for Education and Culture.
- Annual conferences and working group meetings held by INOVASI with a high level of repeat participation from key stakeholders from different levels looks to learn and incorporate evidence presented

65. *At the end of six years of program implementation* it is expected that the resources and capacities established by or supported through the program will be contributing to change and will be informed through the action learning activities to date. These actions, together with the ongoing focus on teaching and learning, will mean that education services are more responsive to the diverse needs of students and that there are demonstrable gains in student learning outcomes in target and non-target districts. This suggests the second interim objective:

By the end of year six, action to improve student learning independent of but informed by INOVASI will be evident in non-target districts.

66. If INOVASI proves successful, the program could be scaled up to additional provinces and districts and/or expanded to include other education sub-sectors such as early childhood development or senior secondary education.

IV. Theory of Change

67. To achieve the EOPOs, the interim objectives and the expected impact, there are three critical elements to INOVASI's approach:
- a. Focusing on improving the quality of education at the point of service delivery – the school and the classroom.
 - b. Taking an action learning approach (multi-sectoral if necessary) by bring stakeholders together to identify problems and trial and pilot local solutions.
 - c. Promoting and facilitating the adoption, adaptation and replication of tested strategies (strategies for change).

Focus on point of service delivery

68. The entry point for understanding and addressing challenges in improving student learning will be the point of service delivery – the classroom and school. Research on student learning shows that, after taking account of student factors (ability and socio-economic status), the teacher and the interaction between teachers and students in the classroom has the greatest impact on student learning.¹⁹ But in Indonesia, as shown in Chapter One, the school and teacher effects are not large – i.e. schools and teachers are adding little value to what students bring into the classroom. Recognising the primary role of the teacher in improving the student learning, two of INOVASI's areas of investigation will focus on teachers: the quality of teaching in the classroom and the quality of support for teachers. The scope of these two areas is discussed in section V of this chapter.

69. Although the school/classroom is the entry point INOVASI will use for understanding challenges it does not mean it will only working at the school level. It will also mean addressing critical upstream issues such as public financial management, education financing and teacher recruitment and management. Some of these issues sit outside the direct control of education sector stakeholders. INOVASI will work closely with relevant local government offices and, where possible, other DFAT funded programs, to ensure a multi-sector approach to problem investigation is taken and opportunities to leverage off the capacities of others are realised.

Action learning approach

70. An action learning approach underpins INOVASI. Although there are many variations on the concept of action learning, the common elements are: "...real people resolving and taking action on real problems in real time and learning while doing so."²⁰ Andrews et al. advocate a version of action learning called *Problem-Driven Iterative Adaptation (PDIA)*. PDIA involves four cycles:

¹⁹ For example: Hattie, J., "Teachers Make a Difference: what is the research evidence", University of Auckland, October 2003.

²⁰ Marquardt, 2004, "Harnessing the Power of Action Learning", *Transformative Dialogues*, June 2004, pp. 26-32.

- a. Focusing on solving locally-determined problems in performance.
 - b. Encouraging experimentation, or positive deviation.
 - c. Embedding the experimentation in tight feedback loops for learning.
 - d. Engaging with relevant stakeholders to ensure that solutions are viable, relevant and supportable.
71. These cycles are reflected in key phases of INOVASI work program (see Section V).
72. INOVASI will work in provinces and districts with a demonstrated commitment to education reform and bring together key education stakeholders to build a common understanding of the critical problems and challenges in education and formulate a work program that contributes to addressing these challenges. INOVASI will take a multi-sectoral approach to problem identification and possible solutions, as appropriate. INOVASI will work with multiple actors and stakeholders within and outside government. It will primarily engage at sub-national level, but will also build and maintain relationships with key national level stakeholders.
73. To encourage experimentation and test innovative solution to prevailing challenges, pilot and research activities will form the core of INOVASI's work. The research methods and tools must be adequately robust, including establishment of clear baselines, theories of change and appropriate indicators for measuring change. While adequate rigour is critical to the validity of findings, INOVASI must also take into account local partner capacities to participate in the work (including design and implementation of research and pilot activities) and understand the findings.
74. To ensure that research findings are credible, timely and utilised, INOVASI will have a robust regime of monitoring and evaluation that is embedded in tight feedback loops for learning.
75. The assumption is that this approach to working politically – bring together key stakeholders, supporting them in identifying problems and supporting them to work collaboratively in finding potential solutions – will empower partners and result in workable local solutions to binding constraints to improving learning outcomes.²¹ It recognizes that key decision makers need to support the pilot and research activities and that some preferred or promising strategies may not be possible due to contextual factors.
- Strategies for change
76. INOVASI is engaging in a complex change process and the design recognises that technical factors are not the only, or necessarily the primary, driver of change. For example, factors such as the role of champions, teacher motivation and attitudes, formal and informal power relationships and institutional structures and incentives may constrain or support proposed solutions. To work within the realities of context

²¹ Alina Rocha Menocal, "Getting Real about Politics", ODI, 2014.

INOVASI has a number of strategies to achieve its EOPOs and interim objectives and contribute to the Program Goal.

77. To achieve the EOPOs and contribute to the Program Goal, it is critical that workable solutions identified through research and pilot activities are adopted, adapted and replicated in target districts and non-target districts. Promoting and facilitating this is an essential component of INOVASI.
78. To do this effectively, the findings from research and pilot activities need to be understood and appropriately used by key policy and practice decision makers. INOVASI will develop, adequately resource and implement an effective engagement, influencing and communication strategy that is grounded in the realities of the knowledge to policy and practice process in Indonesia. INOVASI will need to be supported in this work by DFAT and Government of Indonesia.
79. To support replication in target districts, clear and practical recommendations from pilot and research activities will need to be developed. INOVASI may also assist participating districts and provinces that demonstrate interest to develop action plans for replication of improved policies and practices. Recommendations and action plans will take into account political economy, affordability and regulatory issues.
80. It will be important for INOVASI to promote and facilitate opportunities for sharing findings and lessons within districts, across districts as well as between provinces. In areas of co-location collaborating with other DFAT programs such as AIPD and Knowledge Sector Initiative which have their own established networks of partners and influence could enhance these opportunities.
81. In order to support national level policy makers, INOVASI will periodically promote and facilitate knowledge sharing sessions with stakeholders at the national level and in non-target provinces and districts on the range of results being achieved and lessons across INOVASI's portfolio of work.

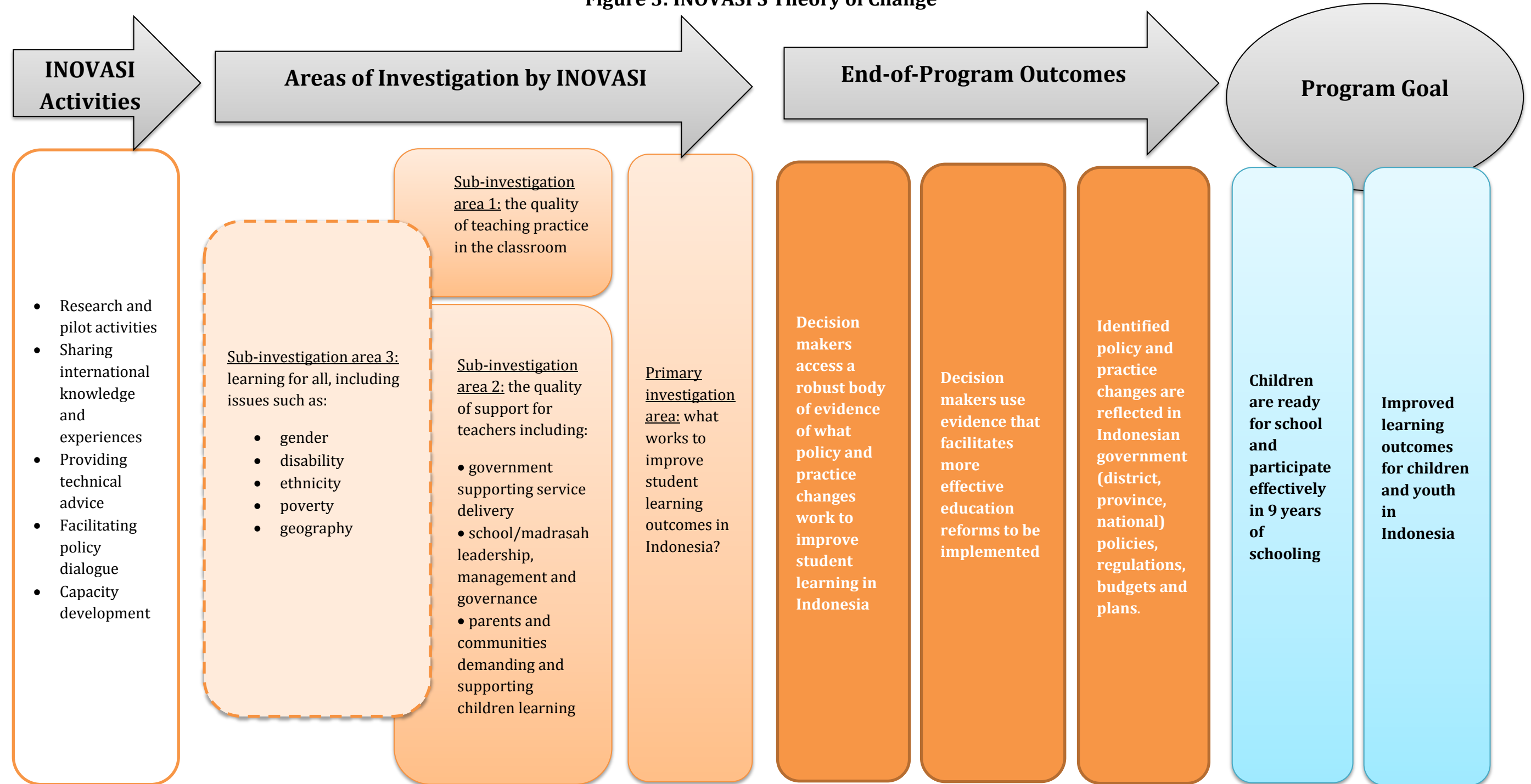
Individual pilots

82. Each research and pilot activity will also need to articulate an individual theory of change that:
 - a. Articulates the change it is seeking to achieve (for example, teachers' regularly implementing and using diagnostic assessment);
 - b. What the technical factors that the pilot will address and how they will impact on change;
 - c. What the non-technical factors that will promote/inhibit change and how the pilot will address them;

Key Assumptions

83. The theory of change is underpinned by some key assumptions. The most critical of these are:
- A sufficient number of school principals and teachers will have interest, motivation and ability to effectively participate in pilot project implementation at the school level and will sustain that interest.
 - A sufficient number of district, provincial and national governments (officials and political leaders) will be genuinely interested and actively support the work of INOVASI and are open to influence (taking on lessons and translate this into changes in practice and policy).
 - INOVASI will sufficiently reach out to non-target districts and provinces to promote adaptation and replication of tested strategies.
 - INOVASI will be professionally and appropriately managed, is adequately resourced, gain the trust and respect of key partners (particularly at provincial and district levels), and will maintain clarity of focus on achieving EOFOs.
 - DFAT will remain committed and appropriately resourced to engage with key INOVASI stakeholders on the evidence to action agenda.
84. Chapter 3, Section IV on risks and risk management provides further analysis of and response to these assumptions. These will be tested as part of ongoing evaluation of INOVASI.

Figure 3: INOVASI'S Theory of Change



V. Scope of INOVASI Work Program

INOVASI Areas of Investigation

85. All INOVASI activities will be in support of the overall research question: “*What works to improve student learning outcomes in Indonesia?*” Based on consultations to date, there are three broad sub-topics to be investigated. The sub-topics are: **(i) the quality of teaching in the classroom, (ii) the quality of support for teachers and (iii) learning for all.** The sub-topic areas will be regularly reviewed to ensure relevance.
86. Sub-topics (i) and (ii) distinguish between the quality of *teaching* (e.g. teacher behaviour in the classroom) and the quality of support systems that surround the teaching and learning process (e.g. teacher management, school leadership). All activities that INOVASI invests in will have to show how it will contribute to at least one of these sub-topic areas.

Scope of Stream 1: the quality of teaching in the classroom

87. The critical role played by teachers in increasing student learning is well known as well as what are the characteristics of a good teacher.²² What is less well-known, however, is what levers result in more effective teaching practice in Indonesia. The evolving nature of Indonesia’s education system and the increasing, and increasingly complex, challenges facing the teaching profession mean that more and more is expected of individual teachers to adapt to these challenges.
88. The objective of this stream is to trial solutions that improve the quality of teaching by improving teacher subject knowledge, improving core pedagogical skills (particularly the conduct and use of learning assessment) and harnessing intrinsic motivation of some teachers to give teachers the knowledge, confidence and competence to deliver good quality lessons.

Scope of Stream 2: the quality of support to teachers

89. To sustain the necessary change in teaching and critical reflection requires an *organisational change* that emphasises:
- a. Good professional leadership from principals;
 - b. Governments which provide resources and incentives for quality and equitable service provision
 - c. Engaged parents and communities that support the learning process at home, engage with their child’s teacher, are involved in their school and hold schools and government accountable for quality teaching.
90. *Government supports equitable and accountable service delivery:* as well as providing the right resources for schools, teachers and learners, education systems must also provide the right enabling environment and incentives. Government (district, provincial, national) have a central role in providing a supportive enabling environment for an effective education system. This includes appropriate financing, governance and

²² For example: Hattie, J., “Teachers Make a Difference: what is the research evidence”, University of Auckland, October 2003.

management as well as relevant curriculum, learning materials and quality assurance (including assessment for systems performance).

91. *Schools and madrasah are well led, managed and governed:* international research is clear on the importance of school leadership for improving student outcomes.²³ Principals play a critical role in shaping teachers' professional development, defining the school's educational goals, motivating teachers to improve the quality of instruction, and helping solve problems that may arise within the classroom and among teachers.
92. *Parents and communities demand and support all children learning:* Community-school partnerships are important to strengthen the "short route" of accountability, which can play a strong role in improving the quality of education service delivery. But a critical determinant to facilitate a positive change in a child's learning is the engagement of parents in learning outcomes at home. Parents and communities play a critical role in providing learning opportunities outside of school and in linking what children learn at school with what happens elsewhere. By participating in and facilitating diverse learning experiences and activities outside the school, parents become an important factor in children's overall learning and education.²⁴
93. This stream will conduct research and trial solutions to address issues such as: strengthening systems assessment for improved performance; improving teacher recruitment, qualification, equitable deployment and incentives for teacher performance; school management and accountability; school-community partnerships; education financing.

Scope of Stream 3: learning for all

94. Poor student learning outcomes is an issue that is faced across the system, regardless of gender, income or disability. However, there are particular challenges faced by students that have been excluded or marginalised, such as students living in remote areas, children with disabilities, children from poor communities and families and traditional remedies to have not worked well to address these inequities.
95. This stream will conduct research and trial solutions to test strategies for more effective teaching and learning for students that have been excluded or marginalised. Examples include: testing approaches to inclusive education tailored to the Indonesia context to meet the needs of student with disabilities; trialling multi-grade teaching approaches for students in small and remote schools, or gender responsive pedagogy (see below for example).

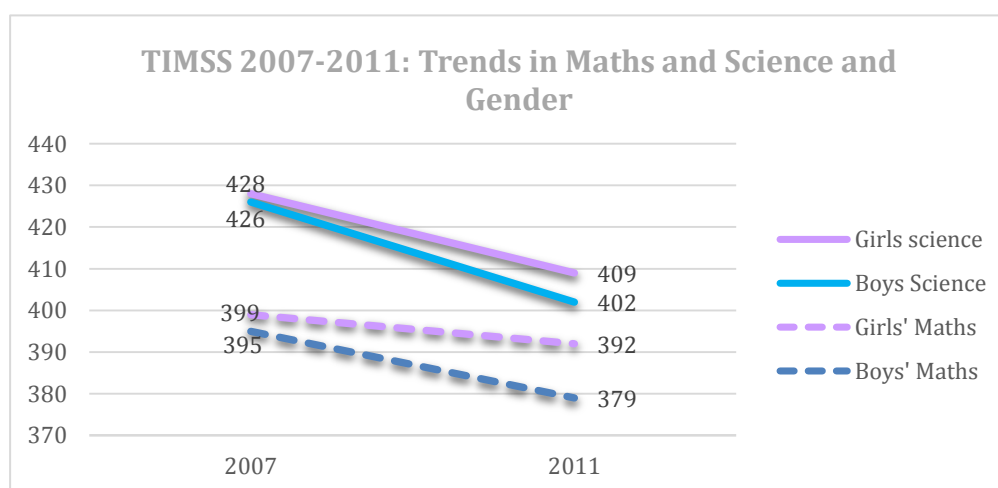
²³ A comprehensive literature review by Leithwood in 2004 concluded: "there is no single documented case of a school successfully turning around its student achievement trajectory in the absence of talented leadership." Source: Leithwood, K et al., *How Leadership Influences Student Learning: a review of research for the Learning for Leadership Project*. The Wallace Foundation, Centre for Applied Research and Educational Improvement and Ontario Institute for Studies in Education, 2004.

²⁴ Emerson et al., *Parental engagement in learning and schooling: lessons from research*, a report by the Australian Research for Children and Youth for the Family-School and Community Partnerships Bureau, Canberra, 2012.

96. Streams 1, 2 and 3 are mutually reinforcing. They will also need to be narrowed down once discussions are held with participating provinces and districts as to some of their key issues and priorities. For example, with respect to quality teaching in the classroom, this could have a specific subject matter focus, such as mathematics.

Addressing persistent barriers to gender inequality through education

In international tests of student achievement, Indonesian girls outperform Indonesian boys across all subjects (reading, maths and science). The chart below shows the gender differences in maths and science on the Trends in Mathematics and Science Study (TIMSS) test. Even though, there was only a seven point difference in Science in 2011, the difference was significant.



But, despite this, men dominate the technical science and engineering fields and women choose education, health and administration. These choices lead to inequalities in the incomes they earn.

A 2012 study on Gender Mainstreaming in Education found that different norms and expectations for males and females continue to be perpetuated through the teaching and learning process such as school curricula, textbook depiction of gender roles and assigning low status tasks to females (such as sweeping floors and cleaning classrooms) while males are assigned high status tasks (such as time-keeping).

How INOVASI could improve gender equality in education

INOVASI could work with in-service teacher training providers (such as Universities or LPMP) and the Teacher Working Groups (KKGs and MGMPs) to trial an approach to gender responsive pedagogy.

Selection criteria for INOVASI activities

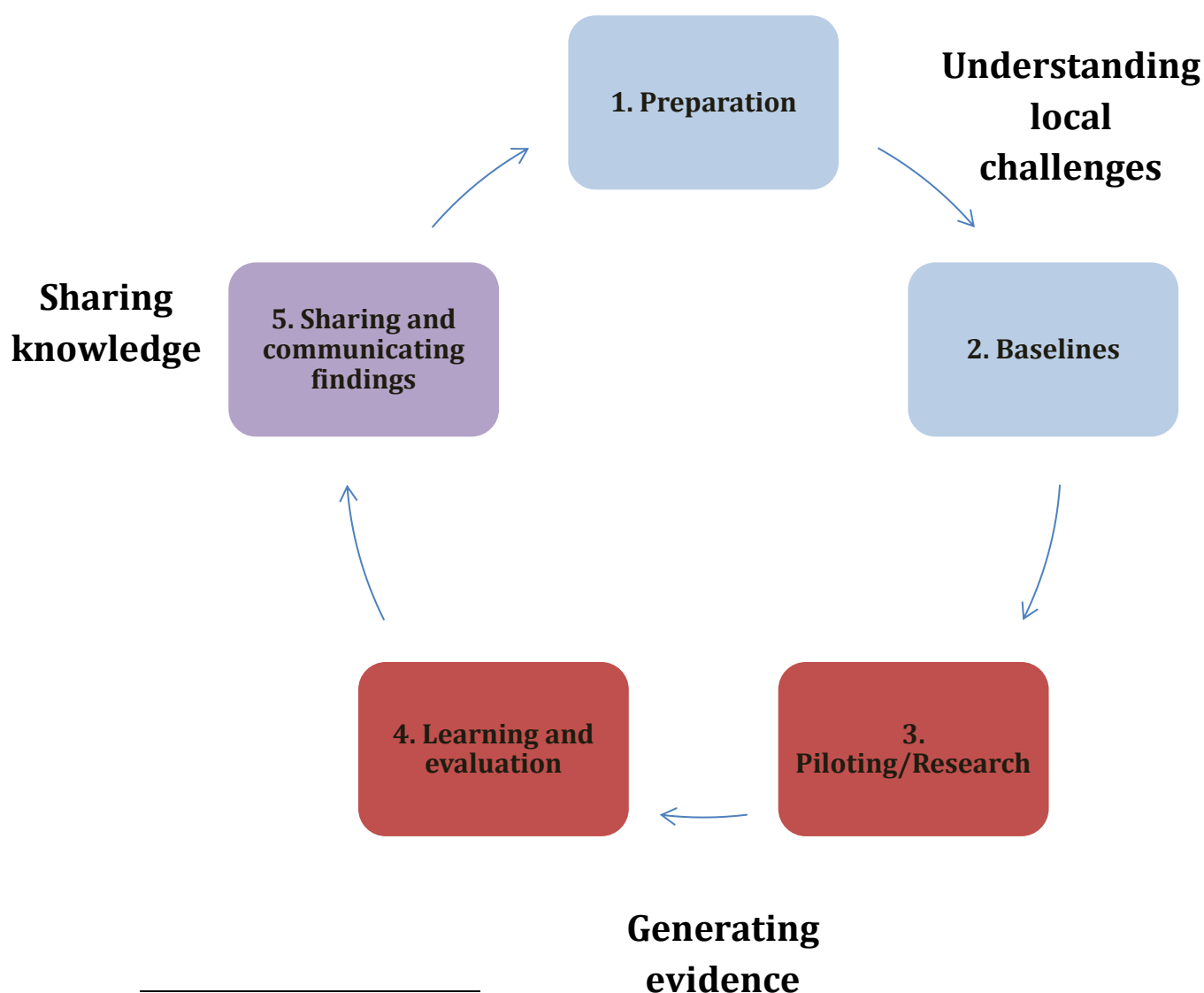
97. The following are indicative selection criteria for INOVASI activities and will need to be confirmed by INOVASI Program Steering Committee once established.

- a. Does it contribute to INOVASI's primary or one of the sub-areas of investigation?
- b. What is the evidence to suggest that it is likely to lead to more effective classroom teaching and learning?²⁵
- c. Is there support from the District Education Office, Provincial Education Office, Bupati, affected population?
- d. Is it measurable?
- e. Is there a clear learning strategy attached?
- f. Is it affordable and feasible given available Government of Indonesia resources?
- g. Can it be adapted to or replicated in other contexts?

Key Stages in INOVASI Work Program

98. Figure 4 shows the key stages in the development and implementation of INOVASI work program.

Figure 4 Key Stages in INOVASI Work Program



²⁵ Drawing on international and local e
system issues and effective teaching practice.

ations between strategic

Understanding local challenges

99. **Preparation.** The preparation phase will involve such activities as: (i) socialisation of INOVASI objectives, guiding principles and scope among key provincial and district stakeholders; (ii) bringing together key stakeholders to build a common understanding of the critical problems and challenges in education (taking a multi sectoral approach to problem identification); (iii) establish agreements with provincial and district stakeholders on the priorities for research and pilot activities that are feasible within the context and resources available; (iv) prepare specific research agendas and work plans.
100. **Baselines.** Conduct further analysis of existing data as well as collection of additional data where necessary. Baseline measures must be rigorous and feasible, able to be expanded as INOVASI develops and repeated as end-line measures. Baselines could include observations (e.g. aspects of teacher practice), surveys (e.g. student engagement in learning, teacher knowledge, parental attitudes, district practices) and direct assessment of learning outcomes (e.g. on TIMSS- or PISA-like tests and other specifically designed instruments that could be used across the geographic scope of INOVASI).

Generating evidence

101. **Piloting/Research.** Establish research and pilot teams, design and implement research and pilot project, monitor and review. Research activities could include pilot projects to test specific interventions as well as studies of enabling environment constraints (e.g. Knowledge, Attitude and Practice surveys of parent and community attitudes to education, education financing issues). Appropriate technical rigour of all research and pilot activities will be balanced with the need to work with and through local partners.
102. **Learning and evaluation.** A robust regime of monitoring and evaluation that is embedded in tight feedback loops for learning will be critical to ensure that research and pilot activity findings are credible, timely and utilised.

Sharing knowledge

103. **Sharing and communicating findings to promote adaptation and replication.** Based on findings from the pilot and research activities produce and disseminate knowledge products and policy/practice recommendations that are tailored to different audiences (e.g. national government, non-participating districts and provinces, DFAT [to inform future programming], private education service providers, other development partners). This could also include supporting districts and/or provinces or draft plans, budgets or policies to promote replication and sustainability of tested, effective strategies. INOVASI will utilise existing forums to provide opportunities to share learning/findings vertically and horizontally (for example through the teacher working groups (KKG/MGMP), Governors' Associations, Association of Mathematics Teachers).

Key tasks for Contractor during the Inception Phase

104. The draft Scope of Services for the contractor and the Request for Tender (RFT) documents, which will be prepared following approval of the design scope, will provide more information on the contractor's role and responsibilities and required skill sets. Furthermore, in the RFT, bidders will be asked to propose their preferred methodology, inception phase work plan and resourcing requirements, and a strategy for expanding operations to other provinces, which will be required to deliver high quality outputs and support achievement of End-of-Facility-Outcomes. The final Scope of Services will be informed by the successful bidder's proposal.
105. To help guide this subsequent work, Annex 3 identifies key tasks that the design team anticipates will be required during the inception phase (months 1 to 12 following contract signing). Many of these tasks need to be implemented concurrently, and are not all in strict consecutive order. It does not include details of DFAT specific reporting requirements.

VI. Program Partners

106. INOVASI will need to work with a wide range of local partners that can be grouped in the following broad categories:
 - Sub-national and national government
 - School/madrasah
 - Universities, think tanks and research networks
 - Community organisations
 - Private sector organisations (including professional associations)
 - Other DFAT programs
107. In order to develop a better understanding of what is influencing learning outcomes in schools, what needs to be done to improve the quality of teaching and learning, and then influence change, INOVASI will need to understand, and work with, a set of complex dynamic relationship between all these partners.
108. Working with and through local partners will be critical to how INOVASI operates and fostering cooperation and collaboration between institutions will be important. Building relationships and brokering partnerships will be a key strategy for INOVASI, but the political economy of change highlights the need to understand context. In particular, the drivers and constraints to change at any particular point in time that might encourage or discourage partners to work together towards achieving a common purpose.

Sub-national and national government partners

109. As INOVASI is focused on improvements at the local level, district and provincial governments will be the primary partners for INOVASI. Key partners at the district and

provincial government levels include the Bappeda, Sekda, District and Provincial Education Offices, Madrasah Development Centres and Education Boards. Other important stakeholders include the agencies related to Manpower and Finance. There are also national government units located at the provincial level, such as the LPMP, that provide in-service support to principals and teachers.

110. At the national level, the key stakeholders are Bappenas, the Ministry of Education and Culture and the Ministry of Religious Affairs as well as the Ministry of Finance and the Ministry of Home Affairs. It is important that INOVASI build and maintain strong engagement with national ministries to ensure a high level of knowledge and awareness of INOVASI's work to inform national processes of planning, budgeting and civil service reform.
111. INOVASI will also need to follow closely the implementation of the Village Law and what opportunities it offers to improve education quality. AIPD and PNPM provide mechanisms through which to engage on issues related to the Village Law.

School and madrasah partners

112. Teachers are key to improving the quality of teaching and learning in schools and madrasah. INOVASI will need to actively engage teachers in its work (e.g. through problem identification processes at district level and action research and pilot activities). In terms of political influence, teachers are represented at all levels by their unions. In order to influence and support systemic changes in the way teachers are managed and supported, the political economy of the teachers' unions will need to be understood and worked with. INOVASI will need to provide incentives for teachers to engage and participate in the work of INOVASI. This could include things like providing support to develop journal articles of trialled new teaching strategies (a requirement for certification), peer to peer learning opportunities, or recognition/achievement awards.
113. Principals play a critical role in school effectiveness by establishing the school culture (including the schools relationship with parents and community), providing academic leadership and supporting and mentoring the teachers in their schools. The Continuous Professional Development system (ProDEP), established with DFAT funding under Australia's Education Partnership with Indonesia, will address many of the principals' professional and technical issues. INOVASI should look for opportunities to work with and support initiatives such as the ProDEP, to complement its knowledge generation and communication and engagement strategy.
114. School Supervisors (Pengawas) are a crucial element in the monitoring of the quality of schools and education in their districts. Pengawas are district staff that may or may not have expertise and experience in education. There are efforts at both national and district level to change the qualifications, appointments and working conditions of pengawas in order for them to undertake a more effective role in support of education. INOVASI could look for ways to support these changes.

Universities and local research networks

115. Universities and teacher training institutions are natural and willing partners in education development activities. Local research networks (such as Bakti in Eastern Indonesia or Forum Peneliti Aceh in Aceh) may also be valuable partners in designing and implementing research and pilot activities as well as for sharing and promoting knowledge generated by INOVASI.
116. The capacity of universities and teacher training institutes varies greatly across Indonesia. For example, UPI Bandung was a good partner in JICA's Lesson Study program and the University of Malang is the site of substantial government investment in improving maths teachers. However, if in a participating province or district, there is a low capacity university partner, this provides an opportunity for capacity building that could generate sustainable returns for education improvement in that district.

Community organisations

117. Parents and communities are prime stakeholders in children's education but, in general, there is little evidence of community engagement with schools beyond the formal roles of Village Heads and Village or Parent Committee members on School Committees. A recent evaluation of school-based management concluded that School Committees do not function as intended and appear to exist largely in order to comply with the requirements for the school to receive its BOS grant. There is scope for INOVASI, working with or utilising the approaches of community development focused programs (e.g. PNPM Generasi and PKH), to work with parents and communities to become more actively engaged in improving teaching and learning in schools.

Private sector

118. Private providers are a significant player in the provision of basic education in Indonesia (see Chapter One). INOVASI will work with private providers of education, particularly madrasah. In the districts in which it is working, INOVASI will also seek out other opportunities to capitalise on the role of the private sector in other domains of improving education quality, for example supporting innovative models of delivery for providing in-service support to teachers to improve subject knowledge and pedagogical skills.

Other DFAT programs

119. In recognition that solutions to service delivery problems extend beyond the specific sector, INOVASI will seek out opportunities to leverage capacities and insights of other DFAT programs. The prospects of leveraging relationships and procedures will be considered as an important criterion for district selection.

120. Six programs have been identified as being natural partners for INOVASI, where opportunities for cooperation and coordinated activities can be explored. These are: Decentralisation, Health, Knowledge Sector, Social Protection, Community Development and Scholarships.
121. It is proposed that initially, INOVASI focus on developing close coordination and collaboration with the Decentralisation (AIPD) and Health programs. AIPD has established relationships and credibility in district and provincial offices of relevance to INOVASI, such as the Bappeda. It is also developing aspects of local government capacity that are relevant to the success of INOVASI such as planning, budgeting, poverty mapping, community mobilisation and use of data for decision-making.
122. The outcomes that DFAT's education and health investments are striving to achieve are mutually reinforcing. For example, international research shows that better nourished children miss less days of school and are better able to participate when they do attend. The Health program is also strengthening its focus on improving the quality of health services at the point of delivery. At the district level, in particular, there are common issues (including PFM issues such as planning and budgeting) that are causing bottlenecks to improvements in service delivery that could be tackled jointly with AIPD.

VII. Duration, Phasing and Geographic Coverage

123. INOVASI is planned as an eight year initiative, in two 4-year phases. Financing will be sought for the initial phase only. INOVASI will operate from a Jakarta-based hub office and will focus its work in up to five provinces, in 2-3 districts per province. It is proposed that in the first year INOVASI begin operations in Nanggroe Aceh Darussalam (Aceh) and one of the Frontline provinces, either East Java or Nusa Tenggara Barat.

Why Aceh should be included in INOVASI

Aceh has a number of 'ingredients' that make it a good choice to be one of the initial provinces included in INOVASI and will allow INOVASI to hit the ground running.

Aceh's provincial education **leadership** and some districts have shown levels of innovation, commitment and effectiveness in education reform that have impressed the national government.

It has a **multi-stakeholder forum** for education development (Coordinating Team for Education Development in Aceh, TKPPA) that INOVASI's Provincial Coordinating Team for Education Development is modelled on. The TKPPA was established under the SEDIA program and has been institutionalised via a Governor's Decree and has continued to function well since SEDIA closed in June 2013. The TKPPA provides an opportunity for INOVASI to hit the ground running in that province.

Targeted humanitarian and development assistance programs have established DFAT as a trusted and responsive partner in Aceh and INOVASI will be able to build on this **strong, established relationship**.

The key issue in education is quality. For example Aceh students perform poorly in national university entrance exams – 30th and 33rd (*last*) place in provincial ranking in the social sciences and science respectively in 2009. Disparities (e.g. urban/rural) in education quality continue to persist within the province.

124. Selection of districts will be undertaken in partnership with provincial authorities, with a view to identifying districts with strong leadership and a demonstrated education reform agenda. Indicative criteria for district selection are:
 - a. Demonstrated commitment to education reform and strong political leadership
 - b. Other DFAT programs operating in that district
 - c. Poor education outcomes
125. It is currently anticipated that INOVASI will support a substantive program of work in up to three districts in each province over the period 2015-18 (total of up to 15 districts). While doing so, INOVASI will nevertheless support the sharing of knowledge about what is working well, both horizontally (between districts and provinces) as well as vertically (with national government).
126. In terms of phasing and 'pace' of INOVASI support, this will be determined primarily by an ongoing assessment of circumstances on the ground. Prior to providing any targeted and sustained support at the district level, it will be important to analyse the situation (including stakeholder mapping), collect basic data/information, establish working relationships and a clear joint commitment to objectives, and reach agreement on a program of work and responsibilities. Support will then be provided as quickly as

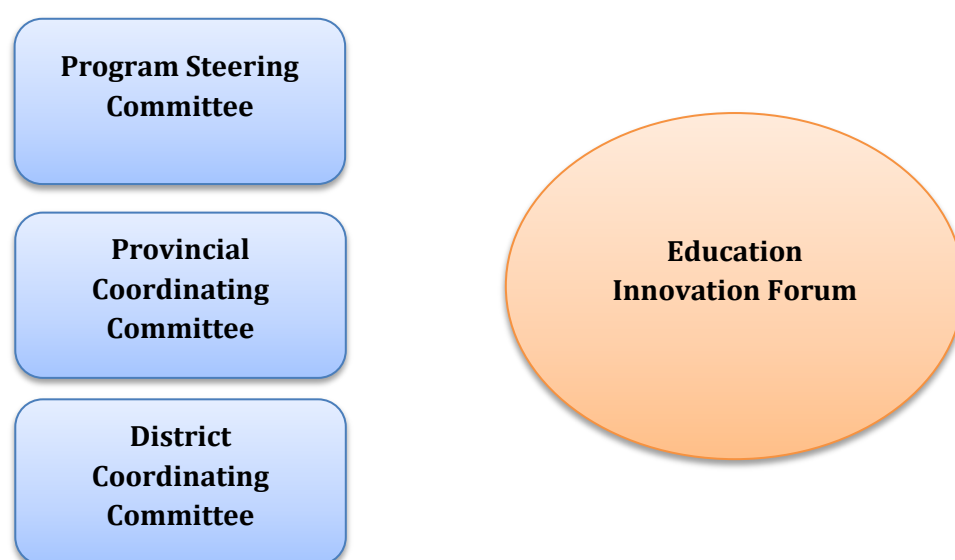
possible, but as slowly as necessary, in line with demand from, and capacity of, local partners. In Aceh, where SEDIA and ACDP have developed strong working relationships with partners over the last five years, more ambitious targets can be expected. On the other hand, in provinces where DFAT's education program has not had a presence, the initial focus will be on building relationships with key institutions and partners, establishing a common understanding of the challenges faced and developing a research agenda.

Chapter Three: Implementation Arrangements

I. Governance And Oversight

127. The governance structure of INOVASI is intended to facilitate decision making at the local level and effective communication to the national level and outwards to non-target districts and provinces to build support and awareness of INOVASI's work. If the governance structures do not operate as intended their TORs will be revised.

Figure 5 INOVASI Governance and Oversight Arrangements



Program Steering Committee

128. INOVASI Program Steering Committee (PSC) will provide overall direction, leadership and stewardship of INOVASI. It will set broad policy and budget parameters, but will not get involved in the detail of quality assuring individual proposals. It is the highest governing body overseeing INOVASI.
129. During INOVASI's inception phase, INOVASI Contractor, in consultation with Government of Indonesia and DFAT, will develop the full Terms of Reference for INOVASI PSC. Below are the broad parameters for INOVASI PSC.

Roles and Responsibilities

130. INOVASI PSC will have responsibility for setting the overarching strategic direction of INOVASI in line with Government of Indonesia priorities and setting broad budget parameters. The PSC, with support from INOVASI Contractor and other technical support will:

- a. Review the overall work program of INOVASI, M&E strategy and any plans for expansion to additional provinces and districts, ensuring consistency with national and provincial policies and priorities, and endorsing each for implementation.
- b. Review INOVASI progress reports and other knowledge products, discuss implications for using this information and provide guidance on developing strategies for replicating identified good practices/innovations on a broader scale.
- c. Galvanise political and bureaucratic support for the work of INOVASI, help facilitate its effective operations and promote its knowledge products.

Leadership and Membership

The Subsidiary Arrangement will outline leadership and membership of the PSC. It will include representatives from national level ministries (e.g. MoEC, MoRA, Bappenas, MoHA) as well as nominated from each participating province and district. A senior representative from DFAT would also be a member. A senior representative from the national ministry (for example DG Basic Education, MoEC) and DFAT Minister Counsellor (Development Cooperation) would jointly chair meetings.

Provincial Coordinating Teams for Education Sector Development/Tim Koordinasi Pembangunan Pendidikan Provinsi (TK3P)

131. Within each participating province a Provincial Coordinating Team for Education Development (TK3P) will need to be established. The full TOR for the TK3Ps including membership, roles and responsibilities and basic operating mechanisms will need to be discussed and agreed with participating provinces. Ideally, an MoU will be prepared and signed between DFAT and the nominated provincial authorities that recognises the role of the TK3P.

Roles and Responsibilities

132. The likely roles and responsibilities of each TK3P will include:
 - a. Provide strategic input and guidance for the work of INOVASI to ensure it is addressing local priorities in an appropriate way and with appropriate partners.
 - b. Review and endorse a provincial agenda and rolling work plan for INOVASI, including identification of target districts (based on INOVASI proposals).
 - c. Facilitate the mobilisation of counterpart resources, both in-cash and in-kind to support INOVASI's agenda, and research and pilot activities being undertaken by INOVASI.
 - d. Facilitate the provision of provincial and district data/information on education service delivery and learning assessments.
 - e. Advise INOVASI on the type of information needed by key provincial stakeholders and the appropriate format/communication media, so INOVASI can implement an effective communication strategy.
 - f. Review the work of INOVASI on an ongoing basis (e.g. six-monthly) based on INOVASI progress reports/presentations.

- g. Identify required changes in provincial policies/regulations, systems and resource allocation and management practices that will support improvements in education service delivery and student learning (based on findings from INOVASI research and pilot activities) and supporting their implementation.
- h. Support the dissemination/communication of findings developed through INOVASI to various stakeholders, including the broader community and their political representatives.

Membership

133. The Provincial Coordinating Team for Education Development in Aceh (TKPPA) established by SEDIA will provide a model for establishing the TK3P under INOVASI. Membership of the TK3P will need to be discussed and agreed with participating provinces but would likely include key education stakeholders such as the Provincial Education Office, Provincial MoRA Office, Bappeda, LPMP, selected University Teacher Training Institutes and nominated representatives of the Provincial Education Board. Teacher Union representatives, the Governor's office and other donor-funded education support program representatives might also be included. DFAT would also be represented.

District Coordinating Committee for Education Development/Tim Koordinasi Pembangunan Pendidikan Kabupaten/Kota (TKPPK)

134. At a district level, a similar body to the TK3P will need to be established and would have a similar role – the District Coordinating Team for Education Development (TKPPK). However, the TKPPK would be focused on district priorities and would need to include appropriate school representation (e.g. selected principals, teachers, parents' representatives from the participating school clusters).
135. It will be important that both TK3Ps and TKPPKs are appropriately lean, while at the same time promoting adequately broad engagement with key stakeholders. INOVASI Contractor will provide secretariat support for the TK3Ps and TKPPKs and play a key role in helping to ensure members are kept well informed of INOVASI's work and that meetings are well prepared, managed and have clear outcomes.

Education Innovation Forum

136. The Education Innovation Forum will provide sponsorship and leadership for INOVASI. The role of the Forum would be about information sharing and dialogue. It would not make any formal decisions about the work program (this is the role of the PSC, TK3Ps and TKPPKs) but discussions arising in the Forum may inform INOVASI's work program.
137. The Education Innovation Forum would be an annual event and would provide an opportunity for key stakeholders to engage in the substance of INOVASI's work program (the findings from research and pilot activities), to share experiences and promote local solutions.

II. Implementation and Management

138. There are four partners that have a critical role in managing delivery of INOVASI: GOI, DFAT, Australian Council for Education Research (ACER) and INOVASI Contractor.

GOI

139. GOI's role will include the following:
- Participate in the processes at national, provincial and district level that govern INOVASI and determine its work program;
 - Contribute the counterpart resources required for the implementation of the research and pilot activities;
 - Consider identified possible changes in national, provincial and district policies/regulations that will support improvements in education service delivery and student learning (based on findings from INOVASI research and pilot activities), and implement where appropriate; and
 - Disseminate/communicate findings developed through INOVASI to various stakeholders at national, provincial and district level, including the broader community and political representatives.

DFAT

140. DFAT's role will have five main elements:
- Participate in the processes that govern INOVASI and determine its work program.
 - Provide ongoing support for, strategic direction to, and quality assurance of INOVASI Contractor and ACER to help ensure that EOPOs are achieved;
 - Engage with GOI in education sector policy dialogue, based on knowledge gained through INOVASI's work.
 - Take a strategic view of its overall investment in education and how it can best impact on learning, especially for the poor.
 - Facilitate cross-program collaboration (e.g. with DFAT supported programs such as AIPD and Health sector programs).

Australian Council for Education Research (ACER)

141. The core of ACER's role is to provide a high-level of technical rigour and expertise in education research, learning (including assessment), pedagogy and effective school systems. ACER is not expected to maintain a full-time presence in INOVASI locations.
142. ACER's role will have four main elements, to provide direct technical advice on:
- Design of baseline and related surveys, particularly those related to student learning assessment;
 - Design and monitoring of pilot and research activities;
 - Development and adaptation of teaching and learning materials (and related guidance) for use in research and pilot activities; and

- d. The analysis and interpretation of evidence and findings of pilot and research activities.
143. The rationale for including ACER as an implementing partner is outlined in Section VI of this chapter. The key functions of ACER and the areas of expertise ACER will contribute are profiled in Annex 3.

INOVASI Contractor

144. INOVASI Contractor will operate from a central office in Jakarta with provincial offices in each participating province. The core business of INOVASI Contractor is to provide strategic and technical advice to manage the deployment of resources in support of INOVASI's work program. In so doing, INOVASI is expected to be flexible, opportunistic and responsive as has been described more fully in Chapter Two.
145. The INOVASI Contractor will be responsible for implementing INOVASI in a manner likely to achieve the EOPOs. The Contractor's primary roles are:
- a. Effectively develop and maintain relationships with key education stakeholders including developing, implementing and reviewing stakeholder engagement and communication strategies (this will be critical to success);
 - b. Expertly design, implement (through local partners), monitor, evaluate and quality assure a portfolio of education research and pilot activities, while also taking into account local capacity and political economy issues;
 - c. Develop and produce knowledge products for education stakeholders that are in a useful format to support learning, policy dialogue and action to contribute to improved learning outcomes in schools;
 - d. Promote the use of knowledge products to support replication and adaptation to non-target districts; and
 - e. Operate effectively and efficiently in line with INOVASI's Guiding Principles.
146. The key functions and competencies expected of INOVASI Contractor are profiled in Annex 5. In order to provide the key functions and competencies listed, it is expected that INOVASI Contractor will need to mobilise a core team with an appropriate balance of international and Indonesian staff. The functions and competencies in Annex 5 are mutually supporting and, therefore, overlap. This reflects the need for INOVASI to provide an integrated package of services.

III. Approach to Monitoring, Evaluation and Learning

147. A robust regime of monitoring and evaluation (M&E) must ensure that INOVASI resources are employed efficiently and effectively, that performance information is used, and high quality knowledge products delivered and appropriately acted upon.
148. The purpose of M&E for INOVASI is:

- a. To provide robust evidence that enables the decision makers to continually adapt INOVASI and its activities to maximise the extent to which it facilitates changes in behaviour of critical actors.
 - b. To enable INOVASI management and DFAT to learn which activities are most likely to influence policy and practice in the contexts in which INOVASI operates.
 - c. To provide accountability for funds spent.
149. The following is a list of the key questions that INOVASI's internal and external M&E system will need to answer. The questions are structured around INOVASI's theory of change.

Key M&E Questions

150. At the activity level the key evaluation questions are:
- a. How relevant were project activities to INOVASI's areas of investigation, End-of-Facility-Outcomes and emerging needs of Government of Indonesia?
 - b. Are the project outcomes likely to be sufficiently sustainable and enduring?
 - c. To what extent is the progress towards expected results adequate?
 - i. Which deliverables were achieved in full and on time?
 - ii. What was the quality of implementation?
 - iii. To what extent were the activities value for money?
151. At the end-of-facility-outcome level the key evaluation questions are:
- a. What worked in terms of influencing policy and practice, what didn't, why, and how can we do it better now?
 - b. How relevant are the program outcomes to the development context and needs?
152. At the end-of-delivery-strategy and broader development goal level the key evaluation questions are:
- a. What was the impact on the intended beneficiaries?
153. Two main types of M&E need to be carried out – internal and external to INOVASI.

Internal M&E

154. INOVASI Contractor will need to develop and implement an M&E system that:
- Produces useful baseline data that informs strategic planning as well as to assess any changes in education service quality and student learning outcomes over time (specifically as a result of pilot activities). It is anticipated that some Knowledge, Attitude, Practice-type surveys will be required, given that these are key factors in influencing the quality of education service delivery in schools.
 - Effectively quality assures the design and implementation of research and pilot activities. Appropriate technical rigour and oversight is the key to ensuring the

validity and credibility of research results, and thus the likelihood of new knowledge being accepted and applied.

- Captures quantitative and qualitative information on research and pilot activity results.
 - Captures qualitative and quantitative information relevant to assessing the status and quality of stakeholder engagement in, and learning from, the activities of INOVASI. INOVASI is ultimately about influencing behaviour, including how Government of Indonesia resources for education service delivery are allocated and managed.
 - Delivers appropriate presented and timely information that meets the needs of different stakeholder groups, including Government of Indonesia partners and DFAT.
 - Tracks, records and analyses key data on overall INOVASI expenditure, resource use and activity implementation (to help ensure efficient resource management).
155. INOVASI's M&E system must be directly linked to its stakeholder engagement and communication strategies. Effectively using information from M&E must be the key focus.
156. In this regard, it will also be important for INOVASI Contractor and ACER to be able to balance technical rigour in the design, management and monitoring of the research and pilot activities, with the critical need to engage key partners in the knowledge generation process (including those related to M&E). Practical compromises will need to be made. But again, the focus must be on presenting useful information to the right people at the right time, including the audiences who may not have an interest in the 'science' of research, but who have a strong influence over resource allocation and management decisions at the local level. Strategic influence through appropriate information is vital.
157. In the RFT, prospective bidders will be asked to outline their strategy, and proposed resourcing, for developing and implementing such an internal monitoring and evaluation system, as an integral part of their stakeholder engagement and communication strategy. In addition, a key task of INOVASI Contractor during the inception phase will be to further develop and document the operational system for information collection and management (including M&E) in collaboration with key partners. This will be reviewed and approved by DFAT and will need to take into account DFAT's own specific monitoring and reporting requirements, including cross-sectoral performance assessment and reporting.

External Evaluation

158. In addition to INOVASI's internal M&E system, there will also be periodic external evaluation of INOVASI's work. The primary purpose of such external evaluation is to complement the internal M&E system through providing an independent view of the performance of INOVASI model and whether it is on track to achieve the

End-of-Program-Outcomes and its intended impact of accelerated progress towards improving learning outcomes for Indonesian students. It is likely that this would take the form of a contribution analysis of some kind. It is proposed that DFAT utilise existing resources to fulfil this role.

159. INOVASI would also be subject to an independent evaluation, undertaken by a separate team contracted by DFAT, in around year 3 of INOVASI implementation. The main purpose of this evaluation would be to further assess INOVASI's performance to date and make recommendations for the future. This evaluation should be primarily formative. It should help DFAT and Government of Indonesia make decisions about the future scope and operations of INOVASI, particularly whether or not a second four-year phases is merited, and if so, what form it should take.
160. INOVASI monitoring data will be required to contribute to DFAT's cross-sectoral program performance assessment framework (under design) that will assess performance against Sector and Country level indicators. INOVASI will contribute and align indicators and data to/with the program wide framework.

Reporting

161. INOVASI Contractor's reporting requirements to DFAT will be further detailed in its contract. This will take into DFAT's corporate reporting requirements at the time of contract preparation and negotiation.

IV. Risk Assessment

162. Annex 5 provides a preliminary assessment of the most prominent potential risks to effective mobilisation and implementation of INOVASI, and how these risks might be mitigated. The main risks identified are:
 - Teachers and school principals do not have the skills or incentives to effectively engage in pilot and research activities.
 - Inadequate support and commitment from key government counterparts at national, provincial and/or district levels.
 - Promising strategies are not sustained or replicated.
 - INOVASI's flexibility/responsiveness is compromised.
 - Implementing partners do not perform adequately/to the standards expected.
163. The key to effective risk management will be establishment of effective team work practices and open communication between all key stakeholders, coupled with the ongoing dynamic management of risk through having the flexibility to respond quickly to identified and emerging risks. INOVASI Contractor will also be required to establish and maintain a risk management log.

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V. Procurement Arrangements

164. To deliver on INOVASI's ambitious agenda INOVASI needs significant intellectual leadership from globally respected figures in education as well as excellent relationship management, project management and research uptake skills.
165. To achieve this it proposed that the procurement approach for INOVASI will consist of three elements:
- a Strategic Partnership agreement with the Australian Centre for Education Research;
 - an open tender for INOVASI Contractor;
 - an joint recruitment process with INOVASI Contractor to procure a Program Director;
166. Our assessment on why this approach is the best way to deliver on INOVASI is based on a number of critical success criteria:
- Sufficient control over program content, risk and delivery.
 - Ability to embed the research and pilot activities within government education systems to facilitate access to administrative data and decision makers.
 - Likelihood of attracting appropriate technical specialists and researchers with a strong track record of delivering policy-relevant, robust research and pilot activities at scale and have strong relationships with key decision makers.

Likelihood of attracting bids with strong capacity for research uptake to increase the likelihood that research is used to inform policy.

Strategic Partnership with ACER

167. In order to deliver on its agenda, INOVASI needs access to high-quality technical expertise in education research, learning (including assessment), pedagogy and effective school systems. Based on previous procurement experience, this expertise is often not readily available in the labour market drawn on by Managing Contractors. Rather it is often housed in institutions such as universities, think tanks and multilateral development banks.
168. DFAT has recently entered into a Partnership with the Australian Council for Education Research to support the Centre for Global Education Monitoring (GEM) valued at \$1.5 million over 3 years, managed by the Development Policy Division (DPD). The proposed work of the GEM Centre is well aligned with the work of INOVASI. The purpose of the GEM is to strengthen countries' systems to implement educational assessments and to use the results in policy development. The Partnership also comes with access to ACER's wider expertise in learning, pedagogy and effective school systems; its extensive experience providing professional learning to practitioner bodies; and advisory services to Australian Commonwealth, state and regional education

authorities, non-government education agencies, higher education institutions and other development partners.

169. As described in the DFAT Investment Concept Note for the GEM there is no alternative to ACER that offers an equal level of benefit. ACER is Australia's own national research institution, with a global reputation in learning assessment.
170. ACER's involvement in INOVASI would be managed by a separate agreement between DFAT and ACER that is managed by the Education Section, Jakarta.

Tender for INOVASI Contractor

171. DFAT intends to run an open competitive tender for the INOVASI Contractor who will have overall responsibility for program and research management and the communication and uptake of findings.
172. The functions and competencies of INOVASI Contractor are described in Annex 4. The Scope of Services and Basis of Payment will be developed following design approval.

Recruitment of Program Director

173. It is proposed that DFAT will jointly procure a Program Director with the INOVASI Contractor as per the Terms of Reference at Annex 6. The Program Director position will be critical and DFAT aims to attract an individual who has excellent relationship management skills, is a highly-effective operator in complex environments and demonstrated experience successfully working with a wide range of key stakeholders to influence policy and behaviour. Experience in Indonesia and Bahasa Indonesia fluency will be highly desired.
174. A joint recruitment process for the Program Director position gives DFAT greater control over the selection of the Program Director to try and secure the best candidate. The INOVASI Contractor will manage the Program Director. An interim Program Director may be appointed by DFAT to support early stakeholder engagement and facilitate rapid mobilisation.

Annex 1: Summary of stakeholder consultations

During the development of INOVASI design, the design team met with key stakeholders at the national level, in three provinces (Nusa Tenggara Barat, Aceh and Sulawesi Selatan) and in six districts (Lombok Barat, Sabang, Bener Meriah, Kota Makassar, Bone, Tana Toraja).

Stakeholders consistently raised the following key issues as those that impact most on the quality of education and that needed improvement. They were generally supportive of an initiative that addressed these issues through development, trialling and testing of innovative practice that focused on student learning and are affordable and feasible given Government of Indonesia resources.

Key issues:

- Teacher, principal and school supervisor professionalism, competence and support mechanisms.
- Student attendance, behaviour and active engagement in learning.
- Advice and support on how to make teaching and learning more interactive.
- The failure of existing teacher in-service training mechanisms to have a significant impact on teaching and learning.
- Resource availability and effective management at school level.
- Effectiveness of school committees and community engagement in supporting effective schools/student learning.
- Fragmented coordination and communication between key support agencies and unclear roles.
- Lack of reliable data and information on which to base resource allocation and management decisions.
- Weak and/or inappropriate assessment systems (e.g. for student learning and for teacher/principal competence).
- Weak accountability and incentives for performance (individual and institutional).
- Limited knowledge/experience on how to best promote inclusive education in schools.

Annex 2: Summarised Tasks for Contractor during the Inception Phase

Key Tasks	Outputs	Indicative Timing
Mobilise core technical and administrative team and establish hub administrative office.	Initial operational capacity established. Mobilisation Report.	Months 1-3
Develop and start to implement stakeholder engagement and communication strategy.	Understanding, trust and commitment to INOVASI objectives and principles incrementally developed among key stakeholders. Stakeholder and communication strategy.	Months 2-6, and then ongoing
Collect and start to analyse existing provincial and district data/information on education quality and existing bottlenecks	Existing knowledge base assembled and better understood within INOVASI team.	Months 2-6, and then ongoing
Prepare INOVASI operational guidelines/manuals for internal and external use (including for Quality Assurance, M&E, etc.)	INOVASI staff and key stakeholders clear about INOVASI management and operational procedures. INOVASI operational guidelines/manuals for internal use, with summaries/key points prepared in appropriate media for external use	Months 2-4, then periodically updated
Support preparation and approval of MOU with provincial authorities that establishes respective roles, responsibilities and collaborative working arrangements at provincial level.	Respective roles and responsibilities of INOVASI and provincial authorities established. Signed Provincial MOU	By end of Month 4

Key Tasks	Outputs	Indicative Timing
Initiate drafting of a district level MOU	Draft District MOU outline	
As appropriate, co-locate selected technical advisers within provincially based agencies	Selected TA have co-located offices in key partner agencies	By end of Month 4
Support identification of target districts, and then subsequent preparation and approval of district level MOUs	Target districts identified District MOUs signed	By end of month 5
Support preparation and approval of strategic research agenda and initial work plan, in consultation with province and target districts	Research priorities and scope established with key stakeholders Approved strategic research agenda and initial work plan	By end of month 6
Initiate preparation and then implement an agreed program of baseline studies, further analysis of existing data, and complementary research/analysis on the broader enabling environment	Initial baseline data set(s) established. Political economy issues profiled.	Months 6-12 (and then ongoing)
Establish district based research and pilot activity teams, identify school clusters to participate, establish operational systems for district level work, and provide necessary logistical and technical support.	Research/Pilot teams established in participating districts and support systems established.	Months 6-8
Prepare research/pilot proposals, review, design, QA and initiate implementation.	Approved initial portfolio of research/pilot projects approved and implementation initiated. Project Management Database established.	Months 7-12 (and then ongoing support to implementation and monitoring)
Develop and start to implement a Frontline Strategy that includes	Frontline Strategy approved	Month 7.

Key Tasks	Outputs	Indicative Timing
analysis of other programs operating in INOVASI's geographic locations and how INOVASI will coordinate inputs from other programs in order to enhance the achievement of the EPOs as well as a plan for how to contribute to the outcomes of other programs.		
Provide regular updates on INOVASI's work and any emerging findings/issues, through formal reports and through using other appropriate media for different stakeholder groups.	Periodic progress/management reports. Technical reports. Communication materials in appropriate media for diverse stakeholder groups.	From month 6 onwards – ongoing.
In close consultation with DFAT and Government of Indonesia national authorities, investigate options for INOVASI expansion to other provinces.	Profile of options for geographic expansion and resource implications.	Months 8-10.
Prepare proposal for expansion to other provinces and facilitate its approval.	Approved plan for expansion	By end of month 12.

Annex 3: Key functions of ACER

Function	Competencies
Provide direct technical advice on the design and implementation of baseline and related surveys, including student learning assessment	<p>Ability to support INOVASI Contractor by providing advice stemming from in-depth experience in designing and implementing large- and small-scale surveys, including:</p> <ul style="list-style-type: none"> • Application of sampling theory. • Development of data collection tools, for both quantitative and qualitative enquiry. • Survey team training and management. • Pre-testing of data collection methods and tools. • Data recording, quality assurance, entry and statistical analysis. • High quality report production, with a clear focus on stakeholder information needs (effective communication and use of information being a primary focus).
Provide direct technical advice on the design and implementation of research and pilot activities	<p>Ability to support INOVASI Contractor by providing advice stemming from in-depth experience of designing and implementing research and pilot activities in the education sector, including approaches to undertaking:</p> <ul style="list-style-type: none"> • Needs identification and local capacity assessment. • Establishment and management of research and pilot teams. • Research and pilot activity design. • Ongoing quality assurance of research and pilot activity process and product, including management of technical peer reviews. • Statistical analysis. • Ongoing analysis of progress and communication of results.
Provide direct technical advice on the development/adaptation and production of teaching and learning materials (and related guidance) for use in research and/or pilot activities	<p>Ability to support INOVASI Contractor by providing advice reflecting an understanding of the teaching and learning process and practical experience of preparing and supervising the use of improved teaching and learning materials, including:</p> <ul style="list-style-type: none"> • Needs assessment. • Material design. • Material production. • Training in its use. • Ongoing supervision and mentoring of its use. • Assessment of its effectiveness.
Provide direct technical	Proven experience and skill in analysing and interpreting

Function	Competencies
support for the analysis and interpretation of evidence and findings of pilot and research activities.	<p>data from large- and small-scale educational surveys, pilot studies and other research activities:</p> <ul style="list-style-type: none">• Use of relevant technical tools and expertise.• Generation of user-friendly reports and analysis.• Provision of training and capacity support to local teams and personnel.

Annex 4: Key Functions and Competencies required from INOVASI Contractor

Function	Competencies
Strategic Planning	<p>In-depth knowledge of Indonesia's education system in its current state of decentralisation including ability to undertake:</p> <ul style="list-style-type: none">• Political economy analysis (who is really influencing what and how).• Education systems analysis (including, but no limited to, policies, regulations, financing and equity issues).• Needs assessment and opportunity identification.• Risk assessment and management.• Cost-effectiveness analysis. <p>Access to international expertise into improving the quality of education in schools is required.</p>
Stakeholder engagement and influencing	<p>In-depth knowledge of Indonesian education system's institutional structures and key stakeholders, including ability to:</p> <ul style="list-style-type: none">• Undertake ongoing stakeholder analysis.• Develop and implement an engagement and influencing strategy.• Promote effective teamwork between stakeholders, as well as within INOVASI team.• Work effectively in a cross-cultural environment, including required communication skills.• Knowledge and skills in change management.
Design and implementation of baseline and related surveys, including student learning assessment	<p>Access to in-depth experience in designing and implementing large- and small-scale surveys, including:</p> <ul style="list-style-type: none">• Application of sampling theory and practice.• Development of data collection tools, for both quantitative and qualitative enquiry.• Survey team training and management.• Pre-testing of data collection methods and tools.• Data recording, quality assurance, entry and statistical analysis.• High quality report production, with a clear focus on stakeholder information needs (effective communication

Function	Competencies
	and use of information being a primary focus)
Research and pilot activity design and implementation	<p>In-depth experience of designing and implementing research and pilot activities in the education sector, including the ability to undertake:</p> <ul style="list-style-type: none"> • Needs identification and local capacity assessment. • Establishment and management of research and pilot teams. • Research and pilot activity design. • Ongoing quality assurance of research and pilot activity process and product, including management of technical peer reviews. • Statistical analysis. • Ongoing analysis of progress and communication of results.
Development/adaptation and production of teaching and learning materials (and related guidance) for use in research and/or pilot activities	<p>A deep understanding of the teaching and learning process including practical experience of preparing and supervising the use of improved teaching and learning materials, including:</p> <ul style="list-style-type: none"> • Needs assessment. • Material design. • Material production. • Training in its use. • Ongoing supervision and mentoring of its use. • Assessment of its effectiveness.
Operations Management	<p>Proven experience and skill in program/project management in challenging environments (ideally at a sub-national level in Indonesia) including with respect to:</p> <ul style="list-style-type: none"> • Preparation of rolling work plans and budgets. • Logistics. • Procurement and asset maintenance. • Financial management. • Fraud control. • Human Resource management. • IT management, including web-based communication and information sharing applications. • General administration.
Preparation of high quality peer-reviewed technical reports/papers on research findings as well as management reports	<p>Proven experience and skill in the production of high quality technical and management reports, including:</p> <ul style="list-style-type: none"> • Technical editing. • Layout and design. • Management of peer review processes. • Translation. • Printing/production. • Development and implementation of dissemination

Function	Competencies
	strategies.
Organisation and management of meetings, conferences, and workshops/learning events, including provision of secretariat services for INOVASI governance and coordination bodies	<p>Proven experience and skill in organisation of management of meetings, conferences and workshop/learning events, including:</p> <ul style="list-style-type: none"> • Agenda setting. • Material preparation. • Event management, including participant and venue logistics. • Record keeping and minute taking. • Evaluation of outcomes (participant satisfaction, learning outcomes etc.). • Report production.
Preparation of policy advice, as well as specific recommendations and action plans for replication of tested strategies	<p>Proven experience and skill in preparing and providing policy advice to senior decision-makers in government, including:</p> <ul style="list-style-type: none"> • Analysis of policy environment. • Analysis of policy options and implications. • Preparation of policy briefs and other communication materials. • Preparation of specific policy recommendations, with costed implications. • Preparation of policy implementation action plans.
Communication of key messages using appropriate media for different stakeholder groups, including dissemination of high quality knowledge products	<p>Proven experience and skill in developing and implementing effective stakeholder engagement and communication strategies, including:</p> <ul style="list-style-type: none"> • Identification of stakeholder information needs. • Assessment of appropriate communication techniques and media to best meet different target group needs/interests. • Development of appropriate communication materials. • Implementation of communication strategies/delivery of key messages and information. • Ongoing assessment of communication strategy effectiveness.

Annex 5: Risks and Risk management

Risk	Mitigation Measures
<p>Teachers and school principals do not have the skills or incentives to effectively engage in research and pilot activities</p> <p>It is clear that many teachers will (at least initially) have limited capacity to undertake quality action research in the classroom and may not be motivated to engage.</p>	<p>INOVASI will support the establishment of District Research Teams, which will take a lead role in identifying, and supporting, the school clusters (including individual teachers and school principals) to engage in research and pilot projects.</p> <p>INOVASI will need to provide adequate technical assistance and general management support to the District Research Teams to help them operate effectively.</p> <p>The issue of incentives must be carefully managed/supported. INOVASI will promote the professional incentives for teachers to engage in the pilots (e.g. professional satisfaction as well as promotion prospects), while also ensuring that necessary travel, communication and any (additional) teaching material costs are adequately covered.</p>
<p>Government of Indonesia commitment/ownership</p> <p>There are three interrelated concerns:</p> <ul style="list-style-type: none"> - Inadequate support and commitment from MoEC and MoRA at national, provincial and/or district levels. - Lack of Government of Indonesia ownership (given that INOVASI model sits somewhat outside Government of Indonesia institutional structures). - Lack of understanding and support from MoHA might make it difficult for INOVASI to operate effectively at sub-national 	<p>DFAT has disseminated and socialised the draft INOVASI design with key national agencies, their comments and feedback have been taken into account during design finalisation.</p> <p>Ongoing consultation (by DFAT and Program Director) both with national agencies and the proposed provincial offices during the interim period between design approval and INOVASI mobilisation. For example, preliminary work could be undertaken on setting up the required governance and coordination mechanisms, including the preparation of draft MoUs.</p> <p>Ensure a key role for Government of Indonesia at national and sub-national levels in INOVASI governance, strategic decision-making, and implementation of INOVASI's work.</p>

Risk	Mitigation Measures
<p>level. Should any of these potential problems arise and persist they could create serious bottlenecks for INOVASI implementation as well as for replicating good practices.</p>	<p>Ensure Government of Indonesia partners are kept well informed of INOVASI's ongoing work and results being achieved. MoHA's interests and requirements with respect to INOVASI governance and subnational operations need to be understood and accommodated.</p> <p>At provincial level, opportunities to embed some key INOVASI staff/technical advisers within the Dinas Pendidikan (and/or other agencies) should be actively considered.</p> <p>Support from target districts would be ensured during implementation through pursuing a demand-led approach, in cooperation with district and provincial authorities.</p>
<p>Lessons/results are not available in good time Lessons learned from implementation of Facility activities/action research are not available in good time, and therefore do not support design of future investments in the education sector (e.g. from 2016 onwards).</p>	<p>Early start-up of the Facility should be pursued, with DFAT adhering to tight deadlines in its own approval, tendering and selection processes.</p> <p>Once mobilised, the presence of existing DFAT programs and partnerships at the provincial and district levels should be capitalised on.</p> <p>INOVASI should support the design and implementation of some analytical activities and action research projects that are of relatively limited duration (e.g. 6-12 months).</p> <p>However, expectations as to what INOVASI can achieve, and by when, need to be realistic and appropriately managed. The proposed 8 year initial duration of INOVASI (2 x 4 year phases) also means that there should be no unrealistic rush to achieve results.</p>
<p>Promising school-based initiatives are not sustained or replicated This has proved to be a problem for many well-intentioned donor funded initiatives in the education sector in Indonesia.</p>	<p>INOVASI must help ensure it is primarily demand led (even though there may initially be some elements of a supply sided approach to get things moving). This means taking time to ensure all key partners truly understand their respective commitments to initiatives/activities supported through INOVASI.</p> <p>Sustainability considerations will be factored into discussions and decision-making about action research and pilot project design and implementation from the outset.</p> <p>INOVASI needs to develop practical options and</p>

Risk	Mitigation Measures
	<p>recommendations for replication of identified effective policies and practices, which take into account the political economy of local decision-making. On-going political economy analysis (of the enabling environment) will be important.</p> <p>As appropriate, assistance in drafting new regulations/procedures to support replication of effective practices/new systems would be provided through INOVASI.</p>
<p>GOI policy and staff changes</p> <p>Changes in policy and high staff turnover/changes make innovations difficult to replicate or sustain.</p>	<p>INOVASI must expect to work in an increasingly dynamic policy environment, and with on-going Government of Indonesia staff changes. It would therefore need to keep abreast of policy making at national and sub-national levels (though key contacts/partners) and also ensure it is not over-reliant on one or two individuals for support. It must remain responsive and flexible, and work with/in support of coalitions for change.</p>
<p>INOVASI's flexibility/responsiveness is compromised</p> <p>For example, this might occur if either Government of Indonesia and/or DFAT require centralised approval processes and highly defined work plans/budgets</p>	<p>INOVASI's overall annual work programs and budgets must not be too detailed, but rather set clear guiding parameters regarding the issues it will work on, how and where. The focus should be on the results it is aiming to help deliver (lessons / options for replication) not the details of inputs or micro-activities.</p> <p>DFAT needs to explicitly recognise and manage the internal pressures it faces to be risk averse. Risk must be appropriately shared with the contractor and with Government of Indonesia. Partnership and teamwork approaches must be placed at the forefront of Facility contract management, and appropriate resourcing provided to allow DFAT to appropriately engage in the learning process. DFAT micro-management of the Facility's operations needs to be avoided.</p>
<p>The implementing partners do not perform adequately / to the standards expected</p> <p>The success of INOVASI will depend very significantly on the quality of services provided by INOVASI implementing</p>	<p>The risk of unsatisfactory performance by ACER and INOVASI Contractor will be managed by:</p> <ul style="list-style-type: none"> • A competitive and rigorous contractor selection process. It is proposed that the Government of Indonesia be appropriately involved in this process. • A contract (basis of payment) which includes performance related payments • On-going monitoring and review of contractor

Risk	Mitigation Measures
<p>partners, including their ability to manage stakeholder relations, ensure technical rigour in undertaking research activities, understand and work within the political economy, deliver high quality and relevant knowledge products, and provide sound administrative and logistical support to field operations.</p>	<p>performance by DFAT.</p> <ul style="list-style-type: none"> • On-going direct collaboration and communication between ACER, INOVASI contractor and DFAT, including regular field visits by the DFAT Program Manager so they understand what is happening on the ground • Implementing partner performance assessments conducted by DFAT on an annual basis, including identification and follow-up on any areas requiring performance improvement.

Annex 6: Terms of Reference for Program Director

Introduction

The Department of Foreign Affairs and Trade (DFAT) is seeking to appoint a Program Director to lead Innovation for Indonesia's School Children (INOVASI) program. INOVASI aims to be transformational by investigating what works and what doesn't work to get teachers teaching better and students learning more and why in order to leverage Indonesia's substantial spend in education. The aim is to appoint a visionary who can support transformation in the education sector in Indonesia.

The INOVASI Program Director will be jointly recruited by DFAT and the INOVASI Contractor. The INOVASI Contractor will manage the Program Director.

Objective and Scope of the Education Innovation Facility

Australia will fund INOVASI to provide mechanisms and resources to support the Government of Indonesia achieve the types of breakthroughs in improving student learning that are so urgently needed. By generating evidence of tailored solutions to locally prevailing challenges and promoting the adaptation and replication of these tested strategies it is intended that INOVASI influence by policy and practice.

INOVASI is designed to be transformational by investigation what works and what doesn't work to get teacher teaching better and students learning more and why in order to leverage Indonesia's substantial spend in education. It is not designed to be a program for directly delivering education services. It will be transformational by:

- Understanding local challenges and opportunities to improving student learning outcomes by bringing together key government and non-government stakeholders.
- Generating evidence of what works and what does not work and to improve student learning outcomes and why by trialling and testing local solutions (tested strategies).
- Sharing this evidence with stakeholders in target and non-target districts to promote adaptation and replication of tested strategies in target and non-target districts.

The entry point for understanding and addressing challenges in improving student learning will be the point of service delivery – the classroom and school. Although the classroom/school is the entry point INOVASI will use for understanding challenges it does not mean it will only work at the school level. It will also mean addressing critical upstream issues such as public financial management, education financing and teacher recruitment and management. Some of these issues sit outside the direct control of education sector stakeholders. INOVASI will work closely with relevant local government offices and, where possible, other DFAT funded programs to ensure a multi-sector approach to problem investigation is taken.

INOVASI is planned as an eight-year initiative, in two 4-year phases. It will operate from a national hub and over the first four years, work in 3-5 selected provinces and in 2-3 districts in each participating province. It will maintain a sufficient presence in Jakarta to ensure that evidence generated through the sub-national work is well known by national education stakeholders and information is tailored to their needs. Where appropriate, it will work with existing programs and utilise existing networks.

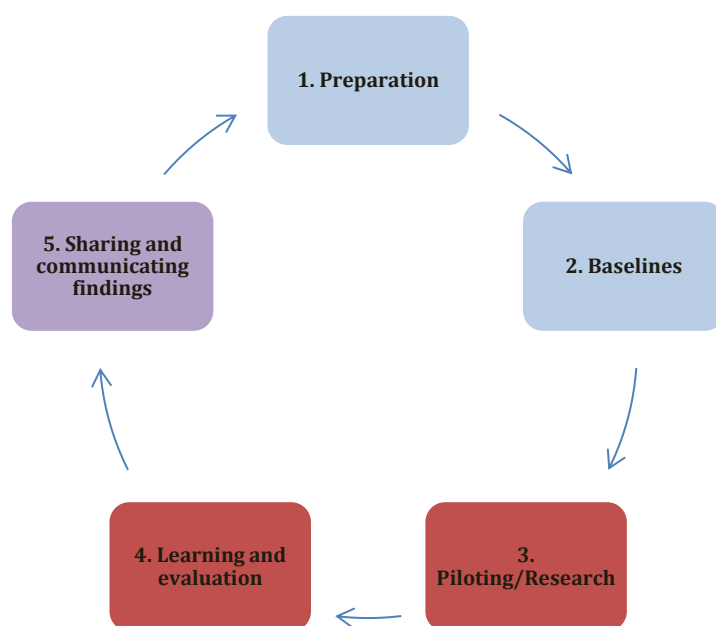
INOVASI will collaborate closely with the Government of Indonesia (district, provincial and national) to develop and implement action-oriented research and pilots to answer the question: *“What works to improve student learning outcomes in Indonesia?”* Initially INOVASI will focus on **basic education** (grades 1-9). All research and pilot activities will be embedded within an overall learning strategy that has tight feedback loops to ensure that evidence coming from INOVASI is useful and timely for Government of Indonesia partners.

In considering what works to improve student learning outcomes in Indonesia, INOVASI will focus on three areas of investigation: **the quality of teaching in the classroom, the quality of support for teachers, and learning for all.**

In tackling these three key areas, INOVASI will bring together key education stakeholders to build a common understanding of the critical problems and challenges and to formulate a work program that contributes to addressing these challenges. INOVASI will take a multi-sectoral approach to problem identification and possible solutions. It will encourage experimentation and test innovative solutions to prevailing challenges. **These pilot and research activities will form the core of INOVASI's work.** To ensure that its research findings are credible, timely and utilised, INOVASI will adopt a robust regime of monitoring and evaluation that is embedded in tight feedback loops for learning.

In choosing to work politically – bringing together key stakeholders, supporting them in identifying problems and supporting them to work collaboratively in finding potential solutions – INOVASI will empower partners and produce effective solutions. INOVASI recognises that key decision makers need to support the pilot and research activities and that some preferred strategies may not be possible due to contextual factors.

The following are the key stages in INOVASI Work Program:



Understanding local challenges

- **Preparation:** to include the socialisation of INOVASI objectives and scope with key stakeholders; bringing together key stakeholders to ensure a common understanding of the challenges in education (to include multi-sectoral approach to problem identification); developing priorities for research; and preparing specific research agenda and work plans.
- **Baselines:** constructing baselines through the analysis of existing data and the collection of additional data (through surveys, observations and/or testing, including establishing learning achievement baselines where necessary).

Generating evidence

- **Piloting/research:** establishing research teams, designing and implementing research and pilot projects, monitoring and reviewing. Activities will include pilot projects to test specific interventions as well as studies of enabling environment constraints (local political economy of decision making in education, community attitudes to education, education financing issues, for example).
- **Learning and evaluation:** a robust regime of monitoring and evaluation embedded in tight feedback loops for learning will be critical to ensuring that research findings are credible, timely and utilised.

Sharing knowledge

- **Sharing and communicating findings:** disseminating knowledge products and policy and/or practice recommendations based on findings from the research and pilot activities that are tailored to different audiences (e.g. national government, non-participating districts, DFAT [to inform future programming], private sector, other development partners). This is expected to involve supporting districts and/or provinces to revise draft plan, budgets and policies to promote replication and

sustainability of tested, effective and affordable strategies to improve teaching and raise learning outcomes.

In summary INOVASI is intended to:

- Produce a robust body of evidence of what policy and practice changes work to improve student learning outcomes in Indonesia.
- Provide decision makers with evidence that facilitates more effective education reforms to be implemented.
- Identify the policy and practice changes necessary to support credible, affordable and sustainable interventions to improve teaching and raise learning outcomes.

It is also anticipated that INOVASI will support the dissemination and replication of affordable and sustainable interventions. To support replication in target districts, clear and practical recommendations from pilot and research activities will need to be developed. INOVASI will assist participating districts and provinces that demonstrate interest to develop action plans for replication of improved policies and practices.

In order to support national level stakeholders, INOVASI will periodically promote and facilitate knowledge sharing sessions with national level stakeholders on the range of results being achieved and lessons across INOVASI's portfolio of work.

INOVASI Program Director – Role and Requirements

The key role of the Program Director is to be Strategic Leader for INOVASI. She/He will need to establish and implement a strategic vision for INOVASI that is grounded in the political and institutional reality of Indonesia. This includes:

- Leading engagement with a wide range of stakeholders at the district, provincial and national level to support problem identification, planning and prioritisation of activities, and enthusiastically stimulate innovation and risk taking.
- Managing a complex program of research, pilot and analytical activities that is implemented across a range of locations and focused on identifying affordable, local solutions to improving student learning.
- Developing and implementing a stakeholder engagement and communications strategy that supports sharing of knowledge and findings generated by INOVASI and adaptability and replication of tested strategies.

Essential competencies:

- To be a strategic leader with in-depth knowledge and experience of Indonesia's institutional structures and key stakeholders, preferably in the education system.
- To have highly developed stakeholder engagement, communication and relationship management skills.
- To have highly developed strategic planning skills and experience leading complex development programs and leading an effective cross-cultural team.
- Substantial working knowledge of Bahasa Indonesia.

Highly desirable competencies:

- Substantial knowledge of the Indonesian education system – including recent reforms.
- Substantial knowledge of school quality, learning achievement and school based management.