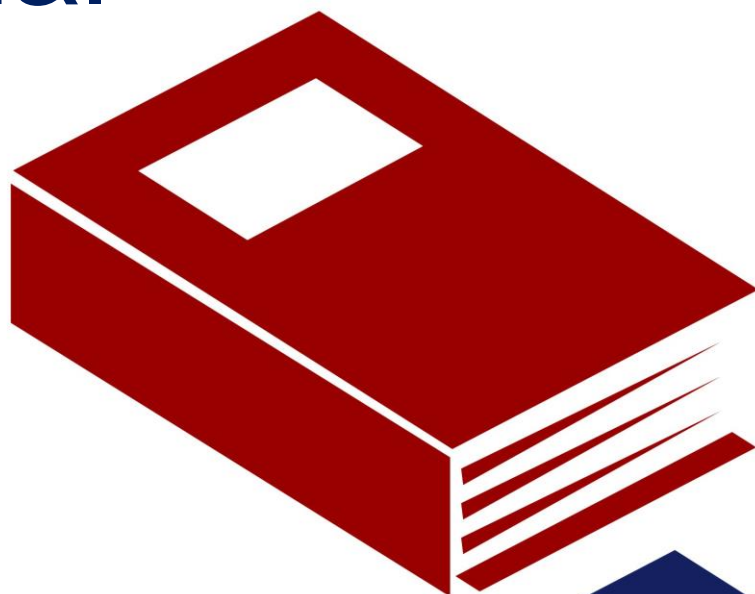


2018 Annual Progress Report



February 2019



TASS

Technical Assistance for Education System Strengthening

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List of Acronyms

ACDP	Analytical Capacity Development Program
ADB	Asian Development Bank
AIP-Rural	Australia-Indonesia Partnership for Rural Economic Development
AKSI	Asesmen Kompetensi Siswa Indonesia / Indonesia Student Competency Assessment
ASEAN	Association of Southeast Asian Nations
Balitbang	<i>Badan Penelitian dan Pengembangan</i> / Research and Development Agency
BAN-S/M	<i>Badan Akreditasi Nasional Sekolah/Madrasah</i> / National School and Madrasah Accreditation Agency
Bappenas	<i>Badan Perencanaan Pembangunan Nasional</i> / National Planning Development Agency
BPKLN	<i>Biro Perencanaan dan Kerjasama Luar Negeri</i> / Bureau of Planning and International Cooperation
BSNP	<i>Badan Standar Nasional Pendidikan</i> / National Education Standard Agency
CPD	Continuous Professional Development
CSO	Civil Society Organisation
DFAT	Australian Department of Foreign Affairs and Trade

DG	Director General
ECD	Early Childhood Development
EMIS	Education Management Information System
EOFOs	End of Facility Outcomes
ESIP	Education Sector Investment Plan
FTE	Full time equivalent
FY	Financial Year
GESI	Gender Equality and Social Inclusion
GoI	Government of Indonesia
GTK	<i>Guru dan Tenaga Kependidikan</i> / Teachers and Education Personnel
HOTS	Higher Order Thinking Skills
IDR	Indonesian rupiah
ID-TEMAN	Improving Dimensions of Teaching, Education Management, and Learning Environment Program
INOVASI	Innovation for Indonesia's School Children Program
IOs	Intermediate Outcomes
K2P	Knowledge to Policy
KOMPAK	<i>Kolaborasi Masyarakat dan Pelayanan untuk Kesejahteraan</i> / Governance for Growth program
KSI	Knowledge Sector Initiative
LTA	Long Term Adviser
M&E	Monitoring and Evaluation
MoEC	Indonesia's Ministry of Education and Culture
MoRA	Indonesia's Ministry of Religious Affairs
MOSA-BR	Indonesia's Ministry of State Apparatus and Bureaucratic Reform
OECD	Organisation for Economic Cooperation and Development
PDSPK	<i>Pusat Data Statistik Pendidikan dan Kebudayaan</i> / Centre for Education and Culture Data and Statistics
PSPK	<i>Pusat Studi Pendidikan dan Kebijakan</i> / Education Policy Research Centre

PAF	Performance Assessment Framework
PISA	Programme for International Student Assessment
PPG	<i>Pendidikan Profesi Guru</i> / Teacher Professional Education program
Puslitjak	<i>Pusat Penelitian Kebijakan</i> / Center for Policy Research
Puspendik	<i>Pusat Penilaian Pendidikan</i> / Education Assessment Centre
QA	Quality Assurance
SC	Steering Committee
SDG	Sustainable Development Goals
SEAMEO-CECCEP	Southeast Asian Ministers of Education Organisation Centre for Early Childhood Care, Education and Parenting
SMERU	Social Monitoring and Early Response Unit - Research Institute
STA	Short term Adviser
TASS	Technical Assistance for Education System Strengthening Program
TWP	Thinking and Working Politically
UN	<i>Ujian Nasional</i> / National Examination
UNICEF	United National Children's Fund

1. Executive Summary

1.1. TASS Background

The Technical Assistance for Education System Strengthening (TASS) Program (2017-2020) works at the national level to support Government of Indonesia (GoI) efforts to address two key constraints of the education system – (1) the poor quality of teaching and learning; and (2) persistent disparities that adversely impact learning outcomes. This 2018 Annual Progress Report covers the second year of implementation of the program.

1.2. Evolution of the program

In 2018, TASS implemented 16 activities with the Government of Indonesia and three activities with the Department of Foreign Affairs and Trade.

In a shift from the ‘demand-led’ approach in the first year of the program, in 2018 the program began to seek and seize opportunities to build on momentum generated through activities to generate subsequent and more strategic support that further progressed initial indications of an intent for reform. In other ways that TASS built on momentum, once emerging changes in understanding or intent were observed the program proactively brought other, related stakeholders together to construct or widen the support base for reform. This occurred particularly in support provided to the *Bappenas* Education Sector Review and Background Study, and the Basic and Secondary Education Quality Assurance System review and related follow up.

Expertise, trusted relationships and ongoing policy engagement were critical success factors in 2018. In reviews undertaken by the monitoring and evaluation team, it was found:

- that short-term advisors are highly skilled and trusted by their counterparts, with whom most have longstanding relationships.
- TASS is supporting counterparts to bridge the policy-implementation divide by helping to reach broader sets of stakeholders and facilitating consideration of implications for policy implementation.
- TASS is taking actions to ensure that activities are not stand-alone and therefore have little sustainable influence. It is targeting its investments to support broader Government reform and is assessing each activity for its potential to leverage and complement other work.

TASS updated its program logic to better incorporate the centrality of Thinking and Working Politically and Knowledge to Policy and Practice approaches and to better reflect program efforts to support GoI bridge the policy-implementation gap. Monitoring and evaluation, gender and disability inclusion and risk management continued to be a focus for the program, although efforts to pursue gender and disability inclusion in activities was affected by the budget adjustment for the 2018-19 financial year.

While ongoing policy engagement was initially the responsibility of the Facility Director and the senior of the Activity Managers, this has also become a part of the way the whole core team and core STA team operate. The team have well established trusted relationships with the counterparts from working with them over several years – and in some instances, decades. The inclusion of core and activity STA on more than one phase of a TASS activity, has allowed knowledge sharing between activities to occur, significantly increasing the value of activities through bridging stakeholder groups and building coalitions of support (for example, within the Strategic Planning Activities, and linking Quality Assurance and accreditation systems). Evidence collected by the program demonstrates that TASS took

actions to ensure that activities are not stand-alone and therefore have little sustainable influence. It created strategies to target its investments to support broader Government reform and assessed each activity for its potential to leverage and complement other work.

1.3. Major Achievements

Much of 2018 focused on dialogue associated with identification of key priorities, strategies, indicators and targets for the RPJMN, and on the implementation of a number of 'leveraging' activities (such as support to Ministry of Education and Culture (MoEC) Strategic Planning processes, and the MoEC Organisational Review). Through these activities and surrounding dialogue, TASS observed increasing acknowledgement and traction on the need for national government plans, policies, strategies and programs to shift focus from compliance to quality. This was supported by a stable sector and continuation of key, reform-minded personnel in senior positions. While this view wasn't shared uniformly across TASS stakeholders, there is sufficient momentum to start new dialogue in 2019 on translating this will into action – both within the Ministry, and with higher and broader stakeholder groups.

The Strategic Planning activities (in collaboration with INOVASI, the World Bank and Asian Development Bank) have been a critical area of engagement and investment, as the RPJMN in particular and the ministries' 2018 will determine national and sub-national policy focus for the next five years. TASS in its position advising all three ministries (*Bappenas*, MoEC and Ministry of Religious Affairs, MoRA) supported GoI to determine the strategies they could employ to address a number of the fundamental constraints to quality teaching and learning, and equitable outcomes for all Indonesian children. In relation to this:

- *Bappenas* reported that the various analyses provided as part of the Education Sector Review gave them new perspectives that helped them shape up thematic issues and gain greater depth and understanding of longstanding issues.
- *Bappenas* draft RPJMN content indicates that a number of TASS-proposed indicators for measuring quality and equity in education will be used in the RPJMN. For the first time, Indonesia will have sound indicators of student learning and equity in learning.
- Information and analyses from the ESR shared with MoEC and MoRA have been used by MoEC and MoRA in their own *Renstra* development, creating necessary linkages between the documents.

Activities focused on a **quality education system** led to technical achievements, and also multi-stakeholder commitments to improving the system as a whole.

- TASS' review of the Quality Assurance System led to engagement with multiple actors in the Ministry on the need for revised standards that focus on what really matters for quality teaching and learning, performance-driven school/madrasah accreditation processes, and improved school quality assurance that makes clear schools' intent to improve the quality of teaching and learning. All three are critical to assure that Indonesia's schools progressively work towards and meet measures of quality through locally-developed and driven strategies for improvement.
- Important dialogue facilitated by TASS and led by MoEC, with the Head of MoEC's Research and Development Agency - *Balitbang*), DG Teachers and Education Personnel, the National Education Standards Board (BSNP) and the National School and Madrasah Accreditation Board (BAN-S/M) agreed on the need for revised and integrated standards, Quality

Assurance (QA) processes and accreditation processes centred on quality rather than compliance.

The interdependencies of related systems (i.e. in that meaningful accreditation relies on sound annual quality assurance processes; and good quality assurance depends on reliable student assessment data) was a strategic entry point for TASS to support a shift in mind set on the need for change – particularly in MoEC, but to some extent also in *Bappenas* and MoRA. The return on this investment already achieved in 2018 puts TASS in a strong position to support instrumental change (i.e. new or revised frameworks, guidelines, instruments, or regulation) in 2019.

Support to MoRA **on piloting system design and content for the Continuous Professional Development program for Madrasah teachers** (and recently all teachers of religious education under the mandate of MoRA) has also linked to significant opportunity for improving teacher quality. The focus from the outset on developing a sustainable system to be implemented by MoRA involved contributing in 2018 to the enactment of a Ministerial decree for the Continuous Professional Development (CPD) system, and supporting MoRA to develop partnerships with CSOs and private institutions to fund implementation nationally. Key achievements include:

- A Ministerial Regulation for teacher CPD signed by the Minister of Religious Affairs in December 2018. This is a significant outcome because it provides a legal framework, for the first time, for CPD for all 1.3 million teachers under MoRA's mandate (i.e. including teachers of Catholic, Protestant, Hindu, Buddhist, and Confucian religions).
- TASS supported accelerated implementation in East Java in all of East Java's 38 districts and municipalities. Teachers and madrasah foundations contributed an estimated IDR1.5 billion (from BOS and teacher allowances) to co-fund CPD piloting in local teacher working groups and over 110,000 teachers participated in teacher performance appraisal. Supporting efforts in all pilot provinces will continue to be a focus in 2019.
- TASS inputs and strategic advice have supported MoRA to develop first-ever partnerships with universities, teacher associations, and civil society organisations that will broaden the base of CPD implementers, making it more likely that CPD will be able to be implemented across Indonesia.
- Gender and Inclusive Education Advisers were recruited and initial discussions held on planning for Gender Equality and Social Inclusion (GESI) reviews of the CPD system and a selection of modules within the system. GESI advisers will continue to work with the MoRA implementation team in 2019.

Supporting directorates in MoEC to make evidence-based policy and planning decisions was a highly effective investment in 2018.

- TASS supported a number of analyses that were used by senior decision makers (e.g. Secretary General, DG Teachers and Education Personnel, and Head of the Bureau of Planning and International Cooperation - BPKLN) and shared with the Minister and onwards to the Ministry of Finance, the Coordinating Ministry for Human Development and Culture, and the Vice President's office to inform discussions on key policy issues.
- A comparison of key education indicators was undertaken using MoEC and Bureau of Statistics data to show variances and the reasons for them. This informed a joint MoEC-*Bappenas* decision to use Bureau of Statistics data in the upcoming RPJMN and *Renstras*.
- Support for projections of SDG 4 targets and milestones, including providing technical advice on feasibility of targets, means of calculation and inclusion in the RPJMN (2020-2024) contributed to inclusion and alignment of SDG indicators in national planning documents.

- MoEC invested in recruiting an additional 100,000 teachers and decided on the volume of investment (IDR 1.2 trillion) in a performance-based BOS as a result of comprehensive data analyses on the cost of delivering education services supported by TASS.
- An additional IDR 3.5 billion (MoRA) and IDR 1.5 billion (East Java province) was invested in CPD in MoRA's 2019 budget – around A\$490,000 in total. This included funding for 100 packages of IDR 50 million for KKG/MGMP to implement CPD at local levels.

1.4. Progress on Outcomes

Reviews undertaken in 2018 found that TASS continues to perform better than expected at all levels of the TASS results framework. All activities have had a strong line-of-sight to the end-of-facility outcomes and have focused on contextually-specific problems. Practical, feasible, relevant solutions have been provided.

A mid-term evaluation conducted in 2018, alongside DFAT's Strategic Review of INOVASI, TASS and the ID-TEMAN programs, found that TASS was exceeding expectations with regards to results achieved, despite a downwards adjustment of the TASS budget in mid-2018 which saw some activities cancelled or reduced in scope. Keys to this success included sound application of thinking and working politically (TWP) and knowledge to policy (K2P) approaches, the use of advisers with close and trusted relationships with leadership within TASS counterpart ministries, and routine stakeholder mapping to identify the interests of influencers and blockers and how proposed activities would engage with them.

Intermediate outcomes indicate a 'better than expected' result for instrumental use and improved policy processes. In other words, there is an excellent level of uptake and use of TASS services and products, which is a necessary precondition for the end-of-facility outcomes. It found not only is TASS investing its limited resources wisely, it is maximising the potential influence of these brief, short-term activities. TASS, therefore, is contributing to the education reforms in Indonesia and in doing so is contributing to the Performance Assessment Framework and the Education Sector Improvement Plan.

TASS' contribution to results has been important-to-significant. TASS activities are but one contributing factor to outcomes. An assessment of TASS' contribution found that it has had an important-to-significant contribution, based on: (a) a higher than expected level of outcomes; (b) the important role played by TASS' technical expertise, relationships and ongoing policy engagement; (c) TASS was able to expand the scale and scope, and improve the quality of outcomes; and (d) TASS leveraged resources and added a degree of value not otherwise possible.

It is indicated in the Annual Monitoring Review that the 'better-than-expected' results have occurred from the embedding TWP and K2P into its everyday practices. The TASS core team and STAs have been helpful in supporting counterparts to reach broader sets of stakeholders, including important external stakeholders, and to consider implications for policy implementation beyond what would otherwise have occurred. It is expected this support is helping to bridge the policy-implementation divide.

1.5. Lessons and Future Planning

Key lessons were identified in 2018 that will inform programming in 2019. These included:

- TASS' application of Thinking and Working Politically and Knowledge-to-Policy-and-Practice is making a difference. A mid-term evaluation conducted by TASS in mid-2018 demonstrated that the approaches made an important contribution to achievement of outcomes in the vast

majority (86%) of activities evaluated.¹ The approaches, embedded in TASS activities, are adding value by helping Government achieve outcomes that are more likely to lead to policy implementation because they are targeted towards longer-term reforms, have engaged relevant stakeholders, are timely, and are feasible.

- TASS activity value-add comes from being responsive and strategic. TASS designed its activities to not only respond to the immediate / articulated needs of the government, but also to support the intended activity to link with the broader policy environment and possibilities for systems-level improvement (e.g. quality assurance linking to standards).
- As the program shifted in 2018, it became apparent that TASS has a significant value add that was achieved outside of direct activity engagement. Drawing on activity generated findings, advice and recommendations, the core team built on initial momentum on reform to engage with key counterparts on the evidence and help to identify and put in place the necessary 'next-steps' to maximise uptake and use.
- While the TASS experience shows that technical assistance can be a cost effective aid modality, a key lesson that eventuated in redesigning activities to fit within the FY 2018-19 budget allocation was that while TASS operates in a cost effective manner, activities still require a critical level of resourcing to ensure that the activity adds value to GoI and DFAT.
- That GESI continues to be an ambition of the program, and within the resources available TASS' efforts are best focused on mainstreaming GESI into activities.

In 2019, TASS will consolidate its activities to invest in areas where there is strong traction, high potential for achievement of DFAT, TASS² and GoI outcomes, and therefore a strong return on investment for DFAT.

Anticipating significant movement of senior officials towards the end of 2019, TASS will ensure each activity in 2019 engages with multiple levels in counterpart agencies (i.e. Echelon 1 down to 3 and 4) to support continuity of activities in the event of a change in senior personnel. In line with TASS' *Thinking and Working Politically* and *Knowledge to Policy* approaches, early engagement with new officials will be sought to ascertain their interest and engagement in activities under implementation, with activities adjusted accordingly.

¹ The mid-term evaluation included nine activities that had been subject to TASS' M&E assessment at the time of the evaluation (August 2018).

² Intermediate and End of Facility Outcomes as per the TASS program logic

2. Introduction

2.1. Program Background

The Technical Assistance for Education System Strengthening (TASS) Program works at the national level to support Government of Indonesia (GoI) efforts to address two key constraints of the education system – (1) the poor quality of teaching and learning; and (2) persistent disparities that adversely impact learning outcomes.

TASS provides strategic short-term technical assistance to three counterpart agencies: the Ministry of Education and Culture (MoEC), the Ministry of Religious Affairs (MoRA), and the National Development Planning Ministry (Bappenas). TASS works with the GoI to identify best-fit activities that can address the quality of teaching and disparities in learning outcomes. Where possible, activities build on each other and form part of GoI existing activities, rather than being stand-alone initiatives.

TASS' main operating modality is to provide responsive, demand driven technical assistance to support key Indonesian decision makers to develop and apply evidence-based policies, systems, processes, and programs that support education sector reform. TASS provides support that is politically smart, contextually informed and supports entrepreneurial counterparts.

TASS also supports the Australia Department of Foreign Affairs and Trade (DFAT) in the coordination, delivery and oversight of its overall education portfolio in Indonesia.

The major implementing agency is the TASS team, recruited by Palladium International, who work in collaboration with the MoEC, MoRA and *Bappenas*, the in-country government partners.

This Annual Report for the TASS Facility fulfils the requirements of Services Order 70774/29 Clause 8.1VI. The report covers the period 1 January 2018 to 31 January 2019³ and provides a summary of:

- Each GoI-driven Activity/Tasking Note, including deliverables, progress, policy implications, highlights and challenges, and future action;
- Each DFAT-driven Activity/Tasking Note, including deliverables, progress, and future action;
- Program performance information;
- TASS management activities;
- TASS governance activities; and
- Key lessons from 2018 and actions for 2019.

Communications and learning events, media advocacy and communications activities, where delivered, are reported under related activities/tasking notes.

2.2. 2018 Program Overview

2018 was the second year of the TASS Program, in which the program was able to leverage trust and relationships built in the first year and begin to implement larger and / or more strategic activities to support GoI. Demand for TASS support was high with some of the large scale and strategic activities (such as the *Bappenas* Education Sector Review and Background Study support, MoEC/MoRA Strategic Plan support, Review of the QA System and Data Analysis for Policy and Planning) providing a strong

³ As the Annual Progress Report also fulfils TASS quarterly reporting obligations, the Annual Progress Report necessarily covers 13 months' implementation (i.e. January to December 2018, and January 2019 which is when quarterly reporting would next fall due).

platform for the program to engage strategically with MoEC, MoRA and the broader education sector. This also supported TASS to consolidate understanding of counterpart interests and appetite for change for the third year of the program.

Scope emerged to shape requests for support from what started as an operational or technical focus, to more strategic support that contributed to systems strengthening – e.g. high level frameworks, regulation, and standards. A key achievement was the enactment of a MoRA Ministerial Regulation for Teacher Professional Development in MoRA, which for the first time provides for an organised and consistent system for teacher quality improvement across MoRA.

In many instances the initial activity and its output(s) became the starting point for this more strategic dialogue on systemic reforms, such as in the case of the MoEC Quality Assurance review and MoEC Organisational Review. In the QA review for example, MoEC's request to focus on effectiveness of instruments and business processes evolved into dialogue about the need to reform the national education standards, and integrate QA and school/madrasah accreditation systems. As a result of technical dialogue facilitated by TASS, MoEC, the BSNP and the National School and Madrasah Accreditation Board (BAN-S/M) came together and agreed on both the need for better alignment of the systems for greater impact on improving school quality, and the need to shift the focus of the systems from compliance to performance. This has led to design of new activities⁴ to support revised QA and accreditation frameworks, and interest from the BSNP in revising the standards⁵.

In another example of strategic dialogue facilitated or initiated by TASS, the MoEC Organisational Review contributed to a change in perspective on the Ministry's *raison d'être* and internal and cross-government conversations about reshaping the Ministry's function to fulfil decentralisation's mandate. TASS brought in a trusted adviser to the key counterpart for this activity who in conducting the review drew on long-standing relationships with senior MoEC personnel to put sensitive and hard-hitting issues on the table and support counterparts to consider an alternative vision for delivering on the Ministry's role and function.

In a shift from the 'demand-led' approach in the first year of the program, in 2018 the program began to seek and seize opportunities to build on momentum generated through an activity to generate subsequent and more strategic support that further progressed initial indications of an intent for reform. In other ways that TASS built on momentum, once emerging changes in understanding or intent were observed the program proactively brought other, related stakeholders together to construct or

Are we making the right investments?

TASS' review of the Quality Assurance System led to strategic engagement with multiple actors in the Ministry on the need for revised standards that focus on what really matters for quality teaching and learning, performance-driven school/madrasah accreditation processes, and an improved school quality assurance system with express intent to improve school quality. All three are critical to assure that Indonesia's schools progressively work towards and meet measures of quality through locally-developed and driven strategies for improvement.

The interdependencies of related systems (i.e. in that meaningful accreditation relies on sound annual quality assurance processes; and good quality assurance depends on reliable student assessment data)) was a strategic entry point for TASS to support a shift in mind set on the need for change – particularly in MoEC, but to some extent also in Bappenas and MoRA. The return on this investment already achieved in 2018 puts TASS in a strong position to support instrumental change (i.e. new or revised frameworks, guidelines, instruments, or regulation) in 2019.

⁴ To be implemented in 2019

⁵ With the term of the current Board expiring in April 2019, it was agreed with MoEC that TASS would initiate support to a revision of National Education Standards in the second half of 2019.

widen the support base for reform. This occurred particularly in support provided to the Bappenas Education Sector Review and Background Study, and the QA review and related follow up.

Windows of opportunity to influence policy arose also within activities, such as an unanticipated request during the *Bappenas* Education Sector Review and Background Study to provide technical advice in support of GoI decision making on SDG learning indicators. TASS advice contributed to two indicators of student learning⁶ being included in the draft medium term development plan and a commitment to the future development of a national early grades assessment.

This work was critical as for the first time, Indonesia will have a sound measure of learning, *and equity in learning*, in its highest level strategic plan. This lays a strong foundation for an increased focus on learning into the future. A mid-term evaluation conducted in 2018, alongside DFAT's Strategic Review of INOVASI, TASS and the ID-TEMAN programs, found that TASS was exceeding expectations with regards to results achieved, despite a downwards adjustment of the TASS budget in mid-2018 which saw some activities cancelled or reduced in scope (see Section 3). Keys to this success included sound application of Thinking and Working Politically (TWP) and Knowledge to Policy (K2P) approaches, specifically, the use of advisers with close and trusted relationships with leadership within TASS counterpart ministries, and routine stakeholder mapping to identify the interests of influencers and blockers and how proposed activities would engage with them.

In terms of overall program management, the team grew slightly in 2018 to increase TASS capacity to respond to requests and improve activity management and oversight. As a result of budget adjustments in the middle of the year where the received allocation was lower than the allocation approved in the work plan, other new positions were not recruited. Available resources were therefore organised to deliver on committed activities. Some activities were also necessarily impacted in scale and scope; individual activity outcomes were still largely achieved through close dialogue and engagement with government counterparts on the extent of support that could be provided.

TASS also updated its program logic to better incorporate the centrality of TWP and K2P approaches and to better reflect program efforts to support GoI bridge the policy-implementation gap. Monitoring and evaluation, gender and disability inclusion and risk management continued to be a focus for the program, although efforts to pursue gender and disability inclusion within committed activities were affected by the 2018-19 financial year allocation.

The Strategic Planning activities have been a critical area of engagement and investment, as the RPJMN in particular and the ministries' Renstras will influence national and sub-national policy focus for the next five years.

TASS has been successful in supporting GoI determine strategies that the government could employ to address some of the fundamental constraints to quality teaching and learning, and equitable outcomes for all Indonesian children.

TASS contributed to the increased profile of equity in Bappenas RPJMN priorities through substantial analysis on equity in the Education Sector Review. Further, a number of indicators proposed by TASS for measuring quality and equity in education have been put forward by Bappenas as indicators for the RPJMN. This means that for the first time, Indonesia will have sound indicators of student performance and in particular, equity in learning.

⁶ The two indicators are average PISA scores, and the proportion of students meeting minimum performance benchmarks at grade 2/3, end of primary, and end of lower secondary.

2.3. 2018 Context Overview

Across all three of TASS' counterpart ministries, planning for the next five-year administration (2020-2024) was a key focus throughout the year. Consequently, the nature of demand for TASS support followed suit. On many fronts it became clear that TASS support was being utilised by GoI to support preparation of new plans and strategies for consideration of a new education minister in either late 2019 or early 2020.

The education sector overall was relatively stable in 2018 with the government's 2017 priorities (skills and vocational education and training, improving teacher and school quality, provision of senior secondary infrastructure, and promoting and expanding the number of recipients of the Indonesia Smart Card Program) continued to take precedence. President Jokowi's focus on skills and vocational education remained another key policy platform in 2018; analysis conducted by TASS for the *Bappenas* Education Sector Review/RPJMN Background Study uncovered rapid expansion in vocational high schools (SMK) over the past number of years, many of which are small, private institutions that offer a low-quality education. The focus on skills (i.e. at higher levels of education) has meant that it is more difficult to bring attention to key issues such as poor literacy and numeracy outcomes for primary and lower secondary graduates and the need to invest further in basic, foundational skills. TASS will continue to work with partners in 2019 to advocate for greater focus on basic literacy, numeracy and science skills, as without a strong foundation of basic skills, students will struggle to complete their schooling and will be ill-prepared for the workforce. This period of relative stability in leadership has led to TASS deepening its relationships and has allowed the program to act as a trusted 'critical friend' to key counterparts.

2.3.1. Ministry of Education and Culture

MoEC's major new policy initiative in 2018 was the introduction of a new zoning system for student enrolment. This saw MoEC interventions (such as infrastructure, teacher professional development, and grants for school improvement) redirected to rapidly improve quality in poorer performing schools within each enrolment zone.

MoEC continued its strong focus on the national examinations, continuing to expand computer-based testing and introducing for the first time a small proportion of higher order thinking skills (HOTS) items in the national exam. This is expected to drive an increased emphasis on HOTS in classroom teaching and learning. The Centre for Educational Assessment (Puspendik) expanded the National Assessment for Students (*Assessment Kompetensi Siswa Indonesia / AKSI*) with a new "AKSI for schools" test that is intended to support schools to use assessment data to inform teaching of the curriculum. Both of these are a positive development that, if done well, will provide sound data for teachers to reflect on and adjust their teaching, and over time, contribute to improved teaching practice and better learning for students.

A window emerged mid-year to advocate for more efficient teacher recruitment and to pursue teacher redistribution, after the Vice President's office turned attention to the significant number of retired and retiring teachers who under the 2014 moratorium on recruitment of civil servants had not been able to be replaced (other than with casual or honorary teachers). This presented an opportunity for TASS to support a reform minded counterpart with the data analysis and international evidence to support their proposals for a more efficient teacher workforce, through application of policies such as multi-grade and multi-subject teaching, increasing teacher statutory working hours (i.e. in classroom time) to be in line with many other countries, and redistributing teachers from overstaffed schools.

Character education had a lower profile in 2018 compared to previous years. It appears to be relatively settled and accepted as a policy area - no new regulations were issued on character compared to three in each of 2015, 2016 and 2017. Media reporting on worrying levels of religious intolerance in the

teaching staff and student population in tertiary institutions and secondary schools has reinforced the importance of policies to address radicalism risks. Opportunities in 2018 to shift the character conversation to include student wellbeing and the development of important non-cognitive skills (such as self-regulation, adaptability, innovation, inquisitiveness and creativity) were furthered in the RPJMN process through a partnership with a local education policy research and policy organisation, Centre for the Study of Education Policy (*Pusat Studi Kebijakan dan Pendidikan / PSPK*). A first draft of the RPJMN sighted at the time of writing this report included this content.

In 2018, TASS actively managed eight activities with the Ministry of Education and Culture, and was in the process of designing two activities in Quarter 4, as outlined in Table 1 below. While TASS was able to capitalise on many opportunities presented in 2018, there were some opportunities that fell outside of TASS' scope, capacity or resourcing levels (see Annex 1 for more details).

Table 1: Activities delivered in partnership with MoEC in 2018

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
#003 B and # G017	Data Analysis for Policy and Planning (Phase 2 and 3)	Working with BPKLN, a team of short-term advisers provide technical assistance on extracting and analysing data, while building the capacity of selected MoEC personnel to undertake data analysis and use findings to inform planning and policy.	Head, Bureau of Planning and Foreign Cooperation (BPKLN), MoEC Head of Policy Sub-Unit, Program Performance and Evaluation Unit, BPKLN, MoEC	Phase 2: July 2017 – June 2018 Phase 3: October 2018 – March 2019	1 Identified data sets (i.e. the combination of data sets/variables that may be used to meet the objectives of the analysis). 2 The results from the statistical analyses. 3 Sets of findings/recommendations designed to inform policy/decision making.	Analyses were undertaken with MoEC staff and technical support provided for interpretation of data and co-development of materials for presentation, in the following areas: Teacher utilisation, education enrolment indicators, teacher recruitment, education financing, estimates for MoEC's <i>Renstra</i> financing framework. Analyses were used by senior decision makers and shared with the Minister and onwards to MoF, the Coordinating Ministry for Human Development and Culture, and the Vice President's office to inform discussions on key policy issues.
#005	Support for establishment of SEAMEO-CECCEP Facility	Supporting the DG of Early Childhood Education and Community Education to operationalise the newly established South East Asian Ministers of Education Organisation (SEAMEO) Regional Centre for Early Childhood Care and Education and Parenting (CECCEP).	Director General for Early Childhood and Community Education Head, SEAMEO CECCEP Secretariat	September 2017 – May 2018	1 A Five Year Development Plan for CECCEP (2017-2021), developed jointly with MoEC and CECCEP Secretariat 2 A report detailing technical advice provided to MoEC on establishing and growing the CECCEP Centre, including strategy and work planning, staffing, financing of activities,	Much of this activity was completed in 2017 with final outputs finalized in the first quarter of 2018. The five-year development plan and the communications and advocacy strategy put forward activities and approaches to enhance regional and global commitments to quality ECCE and parenting. Final versions of activity outputs were endorsed by the counterpart in April 2018 for implementation by CECCEP.

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
					institutional linkages, and communications/ advocacy. 3 A communications and advocacy strategy for CECCEP.	
#008	Review of the basic and secondary education quality assurance system	The first review of the effectiveness of the basic and secondary education quality assurance system, including recommendations for improving the utility of the system for school improvement initiatives. This activity led to further requests for TASS assistance to revise the national education standards and the school/madrasah accreditation process, and better integrate all three (standards, QA and accreditation).	Director General for Basic and Secondary Education, MoEC Secretary to Director General for Basic and Secondary Education, MoEC	December 2017 – July 2018	1 A work plan for the overall activity 2 A research design for the review of quality assurance systems and capacity 3 A review report that provides key findings/conclusions and recommendations	The activity has provided clear actions to help MoEC progress towards a performance-based system. MoEC indicated an intention to act on the recommendations; at the time of writing TASS was discussing details of a follow up activity to support MoEC to action the recommendations Important dialogue facilitated by TASS and led by MoEC, with the BSNP and the National School and Madrasah Accreditation Board (BAN-S/M) agreed on the need for revised and integrated standards, QA processes and accreditation processes centred on quality rather than compliance. This will be much of the focus of TASS' 2019 work plan.

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
#010	Support to <i>Puspendik</i> for the ongoing development of the AKSI	A team of experts provided detailed technical guidance to <i>Puspendik</i> in the development of competency level descriptors for each grade and subject area tested by AKSI - a standardised national test designed to enable MoEC to better monitor the health of Indonesia's national education system.	Centre for Education Assessment (<i>Puspendik</i>), Research and Development Agency (<i>Balitbang</i>), MoEC Head of <i>Puspendik</i>	December 2017 – August 2018	1 A report describing the steps and procedures that are typically undertaken in leading education systems in the development of standards in large scale assessments 2 A guideline mapping out steps that may be undertaken by <i>Puspendik</i> to develop competency level descriptors, with an initial focus on Grade 8 3 A final report that responds to the guideline document, detailing the achievements (outputs) of <i>Puspendik</i> over the support period, and the procedures employed by the centre in developing those outputs 4 A report outlining further areas for development for AKSI.	Consultants from the University of Western Australia consulted on an as-required / as-available basis with the team nominated from <i>Puspendik</i> . <i>Puspendik</i> staff gained new skills in developing competency descriptors. <i>Puspendik</i> used the guidelines and new skills developed under the activity to develop competency standards for Year 4 and 8.
#012	MoEC-MoRA forum for communication and synchronisation of education	TASS support includes facilitating a series of coordination meetings between MoEC and MoRA. The forum aims to agree on solutions to cross-	Secretary General, MoEC Head, Bureau of Planning and Foreign	September 2017 – February 2019	There are no specific outputs for the activity. The TASS core team plays a facilitating role in setting meeting agendas and bringing	Meetings sparked interest and intent in greater collaboration between MoEC and MoRA.

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
	policy and programs	Ministry bottlenecks in education policy and programs.	Cooperation, MoEC		findings and recommendations to the table from TASS activities, INOVASI and UNICEF pilots, and World Bank analyses	
#014	Review and support for Ministry of Education and Culture strategic planning processes	This activity supported MoEC to review current regulations and practice in strategic planning within MoEC and provide recommendations and tools to strengthen the <i>Renstra</i> development process.	Head, Bureau of Planning and International Cooperation (BPKLN) Head of Policy Sub-Unit, Program Performance Evaluation Unit, BPKLN, MoEC	September 2018 – February 2019	1 An inception report and work plan 2 A review of current strategic planning processes, as required by law and as implemented in practice 3 A literary/document review of public sector planning processes in other countries, to compare MoEC's strategic planning processes, methodologies and approaches to those used in other countries 4 A recommendations report for gender and disability/inclusion sensitive planning and budgeting 5 Recommendations for improvements to strategic and, as required, annual planning processes and related budget development processes.	Performance issues with the activity required TASS to adjust key deliverables. However, key findings and recommendations have been presented to MoEC in <i>Renstra</i> -related meetings. Work continues to socialise the toolkit with MoEC's <i>Renstra</i> development team to support its uptake and use. Draft tools developed for this activity were brought to MoRA and are being used in the planning and development of the draft Islamic Education <i>Renstra</i> .

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
					6 A Planning Toolkit (with training for MoEC nominated personnel in how to use it to improve their strategic planning processes).	
#016	Organisational Review: Ministry of Education and Culture, Indonesia	This activity reviewed MoEC's self-assessed data on the organizational structure and functional and operational responsibilities of central, provincial and district offices of the Ministry. Discussion and workshops were held with key Ministry staff to reflect on the functional responsibilities of the Ministry and advice provided on best-fit practice of the Balanced Scorecard approach to organizational review in the public sector.	Secretary General, MoEC Head, Bureau of Legal and Organisational Affairs	September 2018 – November 2019	1 Activity work plan 2 A report at the completion of inputs with key points to support MoEC presentation to the Minister for Education and Culture 3 A report on the quality of data collected by MoEC's self-assessment, the quality of the Bureau's instrument, and recommendations for future improvement of the tools and processes 4 Short PowerPoint presentations, as required	The (confidential) review report was well received by MoEC. Senior personnel reported that the review helped MoEC see challenges more clearly, to understand the problems and risks, and to think about how to resolve them. Discussions with the STA for the activity provided opportunities to conceptually explore different structures for MoEC and how the ministry might work effectively in Indonesian's decentralised governance system.
#020	Technical advice to support development of a new school QA and improvement framework	This activity is currently being designed. It will support MoEC to implement recommendations of activity from IDTAS-G008 (Review of the basic and secondary education	TBD		TBD	TBD

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
		quality assurance system).				

2.3.2. Ministry of Religious Affairs

MoRA continued to express a desire and appreciate the urgent need to improve the quality of Islamic education. A backlog of in-service madrasah teachers who have not yet completed the Teacher Professional Education program (*Pendidikan Profesi Guru / PPG*), and/or are owed payment of professional allowances consumed much of MoRA’s budget for teachers and impacted the scale of piloting of the madrasah teacher continuous professional development (CPD) program - with uneven implementation across the seven pilot provinces.

TASS observed in a number of RPJMN-related events and dialogue that religious conservatism and intolerance was a continuing concern of MoRA in 2018, and across all religions (i.e. the Islamic, Catholic, Protestant, Hindu, Buddhist and Confucian directorate generals).

In 2018, TASS managed three activities with the Ministry of Religious Affairs.

Table 2: Activities delivered in Partnership with MoRA in 2018

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
#007, #013	Technical assistance to support development and piloting of a Continuous Professional Development System for Madrasah Teachers (Phase 2 and 3)	Advising MoRA on piloting system design and content for the Continuous Professional Development program for Madrasah teachers (and recently all teachers of religion). This activity has focused on sustainably developing the system to be implemented by MoRA, which has significantly involved contributing to the enactment of a Ministerial decree for use of the system, and supporting the development of partnerships with civil society organisations and	Director General for Islamic Education (DG IE), MoRA Director of Madrasah Teacher and Education Personnel, MoRA	Phase 2: Aug 2017 – Feb 2018 Phase 3: May 2018 – May 2019	Outputs (Phase 2) 1 Final draft of CPD regulations 2 Endorsed CPD guidelines (delivery, financing including BOS, quality assurance) 3 MoRA’s 2018 annual work plan and budget for CPD Outputs (Phase 3) 1 CPD Ministerial Regulation 2 Updated CPD guidelines for 2019	2018 was the second year of piloting and the TASS team of advisers’ focus was on supporting MoRA to plan and schedule CPD pilot implementation, finalise a ministerial regulation governing teacher CPD, develop partnerships with (Islamic) CSOs and large providers of Islamic Education Services to finance CPD, and accelerate pilot implementation in East Java 7 and facilitate East Java to guide and be a model for other target pilot provinces. The Ministerial Regulation for teacher CPD was signed by the Minister of Religious Affairs in

⁷ Approximately 40% of Indonesia’s madrasah are located in East Java; as such, it is critical that CPD can be implemented successfully in this province.

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
		private institutions to fund the implementation nationally.			<p>3 Endorsed BOS guidelines for 2019 (that specifically allow BOS funds to be spent on teacher CPD)</p> <p>4 MoRA's 2019 annual work plan and budget for CPD</p> <p>5 Gender and inclusion review of CPD system and modules</p>	<p>December 2018. This is a significant outcome becomes it provides a legal framework, for the first time, for CPD for all teachers under MoRA's mandate (i.e. including teachers of Catholic, Protestant, Hindu, Buddhist, and Confucian religions).</p> <p>Pilot implementation is occurring in all seven pilot provinces, although to varying degrees – East Java in all of its 38 districts and municipalities. A trial android application for teacher performance appraisal (as the basis for determining CPD content in each teacher working group) was developed by MoRA in East Java with technical advice from TASS. 110,000 teachers participated from the province and the application and process will be expanded to other provinces in 2018.</p> <p>TASS inputs and strategic advice supported MoRA to develop first-ever partnerships with universities, teacher associations, and national organisations such as NU/Maarif that will broaden the base of CPD implementers, making it more likely that CPD will be able to be implemented across Indonesia.</p>
#019	Support to development	Technical advice and data analysis to enable MoRA to	Secretary to the Director	December 2018 –	1 A work plan for the overall activity	This activity was mobilized in December 2018 with an STA team

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
	of Islamic Education <i>Renstra</i>	identify its key priorities, strategies, and related indicators and targets for the 2020-2024 Islamic Education <i>Renstra</i> .	General, Islamic Education, MoRA	March 2019	2 Presentations and analyses as required by MoRA	consisting of a national Islamic Education Specialist and national Data Analyst who are supporting MoRA to identify priorities, strategies, indicators and targets for the Islamic Education <i>Renstra</i> through provision of advice, facilitation, and participation in various forums for dialogue, both on the <i>Renstra</i> development process and the content of the upcoming <i>Renstra</i> .

2.3.3. National Development Planning Ministry (Bappenas)

Through the RPJMN process, *Bappenas* has set its 2020-24 priorities in education quality, skills, and equity and acknowledged a number of fundamental constraints in education financing and governance that require new strategies in the next RPJMN. *Bappenas* recognised on many occasions that new thinking and new approaches are needed to make progress on entrenched patterns of poor learning.

TASS support to Bappenas to conduct the Education Sector Review and support identification of key strategies for the next RPJMN also offered a strategic platform to draw on key findings and recommendations from other activities, and support Bappenas efforts to disseminate Education Sector Review and RPJMN analyses and policy and strategy recommendations to inform MoEC and MoRA Strategic Plan development (*Renstra*). Two related activities supporting strategic planning in MoEC and MoRA were also drawn upon to support GoI determine key priorities and strategies across all three ministries. This should support strong alignment of the two Ministries' *Renstra* with the RPJMN.

Table 3: Activities in Partnership with Bappenas 2018

Activity Number	Activity Name	Description	Counterparts	Timeline	Target output	Progress
#011, #018 and #021	Education Sector Review and Preparation	Every five years, <i>Bappenas</i> leads an Education Sector Review that feeds important analysis into development of	Deputy Minister Education, Culture and	Phase 1: October 2017 – July 2018	1 Education Sector Review papers (Phase 1)	Education Sector Review completed with 11 thematic papers, seven consultative workshops, and intensive dialogue

for 2020-2024 RPJMN (Phase 1, 2 and 3)	the technocratic draft of the next five-year medium development plan (RPJMN). The review results in a series of published Background Papers, which are a key source of the policy directions and strategies for the next planning cycle. Under <i>Bappenas</i> ' guidance, TASS provided technical expertise, analyses, led development partner contributions, and facilitated consultations and dialogue in support of the Education Sector Review and development of Background Papers for the next RPJMN.	Community, <i>Bappenas</i> Director for Education, <i>Bappenas</i>	Phase 2: July 2018-October 2018	2 Various papers and presentations as required in response to Bappenas needs (Phase 2,3) 3 Background Study for Education Chapter of the RPJMN 2020-2024 (Phase 3)	with Bappenas, MoEC, MoRA and the SDGs Secretariat. TASS partnered with the World Bank and Asian Development Bank in production of papers, and engaged with INOVASI, UNICEF, SMERU and PSPK in review and development of content, and in various forums for dialogue. Various papers and analyses developed by core STA and technical advisers were drawn on by Bappenas to determine the key directions, strategies, and targets for the draft RPJMN. <i>Bappenas</i> reported that the various analyses provided by TASS gave them new perspectives that helped them shape up thematic issues and gain greater depth and understanding of longstanding issues.
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2.4. Department of Foreign Affairs and Trade

TASS delivered 3 activities in 2018, with a key focus on ensuring that the program could be responsive to emerging needs – namely performance reporting, communications products for internal and external use, and small ad-hoc activities in support of DFAT’s Education Sector Investment Plan.

Table 4: Activities in Partnership with DFAT 2018

Activity #	Activity Name	Description	Counterparts	Timeline	Target output	Progress
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#009	Significant Policy Change case study: education assessment reform	This activity was to develop significant policy change case study under DFAT's Aid Investment Plan Performance Assessment Framework, on Australian support to education assessment reform. This case study captured evidence on the catalytic role played by the Australian aid program in this policy area under various past and current initiatives including ACDP, INOVASI, TASS, and direct-DFAT funded technical assistance.	Unit Manager, Education, DFAT Jakarta	February 2018 – May 2018	NA	Completed.
#010	DFAT Ad-Hoc Activities	This activity funds small ad-hoc activities in support of DFAT's Education Sector Investment Plan and for project-related travel for TASS core team members not related to approved GoI activities/tasking notes.	Unit Manager, Education, DFAT Jakarta	August 2018 – February 2019	NA	In progress.
#011	TASS Program Communications Products	This activity funds the production of general communication products such as factsheets, brochures, and branded merchandise for TASS, i.e. products not related to individual activities.	Unit Manager, Education, DFAT Jakarta	August 2018 – June 2019	NA	In progress.

3. Program performance

This section provides a summary of the TASS program theory and presents results against DFAT Aid Investment Plan (AIP) Performance Assessment Framework and the TASS results framework⁸⁹.

3.1. Program logic overview

3.1.1. End of Facility Outcomes

TASS, as a Facility, does not have a set of comprehensive activities that are sufficient to achieve 'end-of-facility outcomes' (EOFOs). TASS activities are often disparate and too small in scale and scope to directly influence the EOFOs, although over time, TASS should see some trend towards them.

The EOFOs for TASS are:

1. Participating decision makers implement processes that help bridge the divide between policy and implementation.
2. Participating decision makers apply policies, systems, processes, and programs needed to effect education reform.

The EOFOs provide direction for TASS and guide its decisions as to where it should focus its efforts. All TASS activities must have a 'line-of-sight' to one of the EOFOs.

3.1.2. Intermediate Outcomes

Intermediate Outcomes (IO) are in TASS' sphere of influence where the immediate effects of TASS' interventions can be seen. There are three IOs for TASS:

1. Conceptual use: Participating decision makers use TASS-facilitated products and services to inform their decision-making.
2. Instrumental use: Participating decision makers make changes to policies, plans, budgets, financing, systems, practices.
3. Improved policy and decision-making processes: Participating decision makers draw on TASS supports to improve the feasibility of policy implementation.

⁸ This report does not include reporting against the DFAT Education Sector Investment Plan (ESIP) Performance Assessment Framework (PAF). At the time of writing data was being collected to report against the January 2019 issued ESIP PAF. Results will be reported in May 2019 through the ESIP PAF results workbook process.

⁹ Additional information and context regarding the TASS EOFOs and IOs is available in the 14 December version of the Monitoring and Evaluation Plan.

The TASS program theory is summarised below:

If TASS can work in a politically smart way with GoI partners to identify and respond to opportunities to provide targeted, short term technical assistance that provides GoI with locally-led, high-quality, policy relevant knowledge and evidence that leverage key aspects of government reform

then targeted stakeholders within MoEC, MoRA and Bappenas will be invested in using these outputs to inform their decision-making and make changes to policies, plans, budgets, financing, systems and practices

and if TASS supports GoI partners with ongoing policy engagement during and after activities to apply processes and practices that help to improve the feasibility of policy implementation

then the changes will contribute to education reform and to help bridge the divide between policy and implementation

and, in turn, to improvements in the quality of teaching and learning and a reduction in the impact of disparities on learning outcomes.

Related outcomes and indicators are available in the Monitoring and Evaluation Plan.

TASS's program theory assumes that contribution to GoI efforts can be maximised by implementing activities in ways that have been shown to improve the uptake and use of evidence in policy. For TASS, the two key approaches are 'thinking and working politically' (TWP) and 'knowledge-to-policy' (K2P).

3.2. Results reporting

In line with the proportional approach to TASS monitoring and evaluation, nine activities were monitored in 2018¹⁰. Monitoring tasks were conducted over one week in May, two weeks in August and one week in November. Analysis was undertaken against each of the activity monitoring plans and the results framework, and the level of contribution was assessed.¹¹

3.3. Achievements against the AIP PAF

TASS is contributing as expected to DFAT's Indonesia Aid Investment Plan Performance Assessment Framework.

Table 5: Findings against the DFAT AIP PAF

¹⁰ Of 16 GoI activities managed or under development in 2018, three were monitored in 2017 (as they were carried over from 2017); nine were monitored in 2018, and three were not sufficiently progressed for monitoring but will be monitored in 2019, and one was not monitored due to the small scale of the activity.

¹¹ Assessment against the EOF0 is more circumspect than assessment at the lower levels of the results framework because they are much longer-term and subject to many other factors outside TASS' sphere of control or influence. Monitoring seeks to identify early trends only, so EOF0 assessments are indicative rather than definitive.

	Milestones, Indicators, Targets	Findings
<p>Objective 2: Human development for a productive and healthy society</p> <p><i>Outcome 6: Children have improved literacy and numeracy</i></p>	<p>Indonesia adopts improved systems and practices for the professional development of teachers, using evidence from pilots</p> <p>Target: N/A</p>	<p>A ministerial regulation was signed in December 2018 that provides the legal framework for the madrasah teacher CPD system for the whole of the ministry. This is a significant outcome because it gives authority to the first ever CPD system for teachers in private madrasah, which make up around 90% of the Islamic education sector. It also provides an umbrella framework that government and private providers can invest in, and being ministry-wide, makes the system available to teachers across all religious schools, not only madrasah.</p> <p>MoRA has tested and revised its CPD system based on evidence generated by the 2017 pilot – for example, in 2018 MoRA devolved disbursement of CPD funds to MoRA provincial offices to ensure funds could be better targeted to respond to local needs and timing. MoRA has also adopted teacher performance appraisal as a key step in the CPD process, rolling out an android-based appraisal application in East Java in 2018 and committing to its wider use in 2019.</p>
<p>Objective 3: An inclusive society through effective governance</p> <p><i>Outcome 11: Public policies are informed by evidence</i></p>	<p>Lessons and evidence, including from pilots, are used to inform the national medium-term development plan (RPJMN)</p> <p>Target: N/A</p>	<p>TASS support to <i>Bappenas</i>' Education Sector Review provided <i>Bappenas</i> with a range of evidence-based studies, including studies commissioned as part of the ESR activity, information from other TASS activities, studies undertaken by other development partners, and information derived from consultations with education stakeholders and external influencers.</p> <p>The ESR iteratively informed the RPJMN. <i>Bappenas</i> reported that the various ESR analyses gave them new perspectives that gave them greater depth and understanding of longstanding issues. Senior and middle managers in <i>Bappenas</i> have reportedly used the evidence in presentations, clearly articulating the new nuances related to the key issues and directions.</p> <p>It is apparent that key stakeholders from relevant ministries agreed on key directions, with each of them having been heard to quote ESR evidence and the directions at different events.</p> <p>It is also evident that <i>Bappenas</i> was drawing on the ESR to write the technocratic draft of the RPJMN.</p> <p>While key priorities between the 2015-19 and 2020-24 are likely to largely remain the same, improving learning outcomes has become more prominent as a key priority for 2020-24. In relation to this, <i>Bappenas</i> reported that TASS helped them create sensible targets and indicators to measure the quality of education. TASS' support also helped achieve an agreed set of indicators between the SDGs and the RPJMN and MoEC <i>Renstra</i>.</p>
<p>AIP High Level Policy Indicators</p>	<p>Indicator #1: A/m of additional financing co-invested in development</p> <p>Target: AUD 2 million</p>	<p>MoEC invested in recruiting an additional 100,000 teachers and IDR 1.2 trillion in a performance-based BOS. Justification for the decisions drew on comprehensive data analyses supported by TASS.</p>

Milestones, Indicators, Targets	Findings
	<p>An additional IDR 3.5 billion (MoRA) and IDR 1.5 billion (East Java province) was invested in CPD in MoRA's 2019 budget – around A\$490,000 in total. This includes funding for 100 packages of IDR 50 million for KKG/MGMP to implement CPD at local levels.</p> <p>The amount was less than expected, with a presidential instruction to ensure all teachers' various allowances are paid up to date consuming most of the Directorate of Teacher and Education Personnel budget.</p>

3.4. Achievements against the Education Sector Investment Plan (ESIP) PAF

ESIP indicators were released in January 2019 with reporting due in May 2019. Data is currently being collected against the ESIP and will be reported separately.


3.5. Achievements against the TASS results framework





The program has continued to perform better than expected at all levels of the results framework. All activities have had a strong line-of-sight to the EOFOs, have focused on contextually-specific problems and offered up practical solutions that are feasible, useful and relevant. Intermediate outcomes have been achieved, with a 'better than expected' result for instrumental use and improved policy processes. In other words, there is an excellent level of uptake and use of TASS services and products, which is a necessary precondition for the end-of-facility outcomes. Not only is TASS investing its limited resources wisely, it is maximising the potential influence of these brief, short-term activities.

Although a well-targeted investment, activity IDTAS-G014 is the only activity that has not yet demonstrated achievement against intermediate outcomes due to performance issues described in Section 3.





Table 5 below presents a summary of results against each level of the program logic. Detailed reporting on each activity monitored is provided in the 2018 Monitoring Report.



Table 6: Summary of results against the program logic

Result area	Indicator and Target	Findings
EOFO		
Participating decision makers apply policies, systems, processes, and programs needed to effect education reform	<p>Indicator: Decision makers take necessary action to build on the suite of interventions needed to address the two key constraints</p> <p>Target: Trend towards outcome demonstrated in a majority of activities</p>	<p>BETTER THAN EXPECTED </p> <p>87.5% of activities (7 of 8) indicate some early trend towards the EOFO.</p> <p>Only one activity (#014 Support to MoEC planning processes) is at risk of not making a contribution to EOFO.</p>

Result area	Indicator and Target	Findings
Participating decision makers implement processes that help bridge the divide between policy and implementation	Indicator: Decision makers map and understand the sub-systems and use this to inform interventions Target: Trend towards outcome demonstrated in a majority of activities	TOO SOON  It is too soon for the majority of activities to demonstrate any contribution toward this EOF0. However, one is demonstrating trend (#013 Support to MoRA's CPD).
Intermediate Outcomes		
Conceptual Use Participating decision makers use TASS-facilitated products and services to inform decision-making about changes needed to the education system	Indicator: Changes to knowledge, understanding, technical capacity, views, attitudes, intentions, issues and concepts on policy agenda, rhetoric and language, participation in policy dialogues Target: Majority of expected changes demonstrated each year (70%)	ON TARGET  75% of the activities (6 of 8) achieved, partly achieved or progressing the outcomes as expected. One activity is lagging – specifically in relation to changes to knowledge, understanding, attitudes and intentions in relation to gender and disability inclusion (#013 Support to MoRA's CPD). One activity is at risk (#014 – Support to MoEC planning processes). Two of the activities had unexpected positive outcomes (#008 QA and #010 AKSI Descriptors) – see detailed reporting in 2018 Monitoring Report.
Instrumental Participating decision makers make changes to policies, plans, budgets, financing, systems, practices	Changes to (such as) guidelines, manuals, programs, policies, regulations, budget allocations, transfers, expenditures, communications and information systems, professional development systems, QA systems Target: Majority of expected changes demonstrated each year (70%)	BETTER THAN EXPECTED  86% of activities (6 of 7 ¹²) achieved or are progressing outcomes as expected. One activity is at risk (#014 Support to MoEC planning processes). One activity has an unexpected positive outcome (#003 Data mapping phase 2) – see detailed reporting in 2018 Monitoring Report.
Improved policy processes Participating decision makers draw on TASS supports to improve the feasibility of policy implementation	Indicator: Policy deliberations incorporate perspectives of all relevant stakeholders with interest and influence Decision makers and relevant stakeholders have access, and	BETTER THAN EXPECTED  87.5% (7 of 8) achieved or are progressing outcomes as expected. One activity is at risk (#014 Support to MoEC planning processes).

¹² It is too soon for one of the activities (IDTAS-G011, G018, G021 Education Sector Review and Preparation for RPJMN 2020-2024 Phases 1, 2 and 3) to have achieved its instrumental use outcome, so this assessment is made against only seven activities.

Result area	Indicator and Target	Findings
	<p>consider, credible and reliable evidence</p> <p>Consideration is given to how policy issue will be affected by Indonesia's decentralised model of governance</p> <p>Target: Improvements demonstrated in a majority of activities (70%)</p>	<p>One activity has an unexpected positive outcome (#008 QA) – see detailed reporting in 2018 Monitoring Report.</p>
Outputs		
<p>Counterparts are provided with context-specific products and services that help them apply a systems-strengthening perspective to address the two key constraints</p>	<p>Indicator: Proportion of outputs that: align with needs, are strategic choice, timely and useful, adaptive and responsive, perceived as relevant by stakeholders, incorporated options that enhance gender and disability inclusion outcomes</p> <p>Target: Three-quarters of outputs rated at the mid-point and above across more than half of the rubric variables</p>	<p>BETTER THAN EXPECTED </p> <p>87.5% of activities (7 of 8) were rated 'good to excellent' across more than one-half of the variables.</p> <p>One activity was rated only 'fair' (#014 Support to MoEC planning processes).</p>
	<p>Indicator: Proportion of activities reported in which TASS core team and STA rated as effective</p> <p>Target: Majority of TASS core team and STA are assessed as high quality</p>	<p>ON TARGET </p> <p>TASS core team and STA were consistently assessed as high quality by all respondents across all 8 activities, with one exception – the STA for #014, Support to MoEC planning processes.</p>
Activities		
<p>Provision of tailored, short-term activities focused on progressing an aspect of reform to address the two key constraints</p>	<p>Indicator: Proportion of activities: strong line-of-sight to EOFO, contextually-informed, best-fit, support local problems and solutions, committed counterparts, methodology likely to enhance gender and disability inclusion outcomes</p> <p>Target: 90% of activities</p>	<p>BETTER THAN EXPECTED </p> <p>All eight activities met the required variables.</p>
Approaches		
<p>TWP and K2P applied at all stages</p>	<p>Indicator: Evidence that TWP and K2P are incorporated in everyday practice and are making a difference to uptake and use</p>	<p>BETTER THAN EXPECTED </p> <p>75% of activities (6 of 8) fully demonstrated effective TWP and K2P and one other demonstrated partial effectiveness.</p>

Result area	Indicator and Target	Findings
	Target: Approaches demonstrated to make a difference in majority of activities (70%)	One activity demonstrated poor TWP and K2P (#014 Support to MoEC planning processes).
	Indicator: TASS demonstrates a culture of reflective learning and adaptation Target: Lessons are used to improve the Facility and to input to broader knowledge base	PARTLY ON TARGET  Learning and adaptation were demonstrated fully or partly in all eight activities. TASS also held two retreats and two reflective workshops where lessons were identified, and adaptations explored. Evidence, findings and key messages at an individual activity level are being shared relatively well with key stakeholders via such as, the TASS newsletter, activity-specific infographics or fact sheets, presentations by STA at GoI conferences. However, TASS is not yet sharing experiences with the broader development and knowledge sectors.
	Indicator: Strong working relationships between TASS and counterparts Target: Relationships with each counterpart reported as strong – and making a difference – by majority of respondents (70%)	BETTER THAN EXPECTED  87.5% of activities (7 of 8) demonstrated strong working relationships that were helping to make a difference to the quality of the activity, outputs and outcomes.

3.6. Contribution analysis

The TASS Monitoring and Evaluation framework also measures the extent to which TASS contributed to results achieved (as opposed to the results occurring as a result of other factors). Results were rated against four criteria¹³ using a scale of 0-4, where 4=significant contribution; 3=important contribution; 2=moderate contribution; 1=small contribution; and 0=limited or no contribution.

Application of the criteria resulted in an overall score of 3.5, which represents an important to significant contribution to results. Please see Table 6 below.

Table 7: TASS' contribution to results

Criteria	Assessment	Rating
Extent of outcomes	TASS continues to perform to an expected or better-than-expected level. All 2018 activities, except for one (IDTAS-G014), demonstrated achievement of intermediate outcomes and early trends towards the instrumental EOFO.	3.5

¹³ The four criteria are: the extent of outcomes; strength of other influencing factors; presence of strong or weak counterfactual; and demonstrated additionality.

Criteria	Assessment	Rating
Strength of other influencing factors	<p>TASS' context is one in which there are, generally, other strong influencing factors, which counterbalance TASS' contribution. TASS activities deliberately build on previous or ongoing work undertaken by GoI. Each of the 2018 activities were part of clear GoI reforms, which are strategically directed by the relevant counterparts, for example:</p> <p><i>TASS ...are willing to continue with existing programs; to chip-in to government projects – not create their own.</i>¹⁴</p> <p>However, while strategic direction by GoI was evident, TASS' contribution has been particularly strong in three areas: the level of technical expertise; trusted relationships; and ongoing policy engagement.</p>	3.5
Presence of strong or weak counterfactual	<p>While some of the counterparts would likely have progressed the activities without TASS' inputs, it is apparent that achievements would have been much more limited in scale, scope, and quality. For example:</p> <p><i>It [TASS support] brought us to the next level. It really helped us to develop better quality policy analysis.</i>¹⁵</p> <p><i>We have been struggling to have a well-structured CPD system, but we don't know where to start. The TASS came with the knowledge and skills...the hands-on experience...an understanding of madrasah education and the culture. This is a perfect combination for MoRA CPD development...TASS helped this to happen faster and to bring about systemic change.</i>¹⁶</p>	3.5
Demonstrated additionality	<p>Inputs:</p> <p>A consistent message across all activities was that TASS was providing the capacity not available to the counterparts, for example:</p> <p><i>We have no capability to do it by ourselves.</i>¹⁷</p> <p><i>From the beginning I understand that the amount of the grant is not big but in terms of usefulness TASS is very much needed because they fund the portion we cannot finance.</i>¹⁸</p> <p>Leverage:</p> <p>There were several instances of leverage in 2018 activities. In IDTAS-G003 (Data Mapping Phase 2) the analyses helped MoEC's Bureau of Planning and Foreign Cooperation to argue successfully for (a) an additional 100,000 teachers; and (b) the amount of funding to be allocated a new performance-based BOS (School Operational Grants).</p>	3.5

¹⁴ TASS 2018 Monitoring and Evaluation Report, GoI respondent #1.

¹⁵ GoI respondent #2.

¹⁶ GoI respondent #4.

¹⁷ GoI respondent #12.

¹⁸ GoI respondent #1.

Criteria	Assessment	Rating
	<p>In IDTAS-G013 (Support to MoRA’s CPD) the activity successfully leveraged resources from Al Maarif (a large CSO provider of madrasah education services) and East Java province, enabling an unexpected expansion of the CPD.</p> <p>Behavioural:</p> <p>In IDTAS-G013 (Support to MoRA’s CPD) – (1) Based on lessons from the trials, MoRA made changes to how it allocates CPD budgets to teacher associations for CPD; (2) MoRA invited Al Maarif to join its CPD Development Team – the first time such a role has been extended to a CSO.</p> <p>Spill-over:</p> <p>IDTAS-G003 (Data Mapping Phase 2) was the catalyst for INOVASI’s work in piloting and testing multi-grade teaching, which in turn will feed-in to TASS’s ongoing work with the Directorate General for Teachers and Education Personnel– and be fed back to the counterpart for IDTAS-G003 who continues to advocate for policy change in this space.</p> <p>In IDTAS-G011 and IDTAS-G018 (ESR Phases 1 and 2) an opportunity to support Indonesia’s SDG (Sustainable Development Goals) secretariat determine data sources and develop milestones for key learning indicators supported the inclusion and alignment of the SDGs with the (draft) RPJMN.</p> <p>Scale, scope, acceleration:</p> <p>In IDTAS-G011 and IDTAS-G018 (ESR Phases 1 and 2) TASS brought critical findings from other activities to the ESR process that might otherwise not progress for want of a pathway.</p> <p>Knowledge and expertise:</p> <p>A consistent message across all activities was that TASS provided a level of knowledge and technical expertise not readily available to the counterparts.</p> <p>Policy additionality:</p> <p>IDTAS-G003 (Data Mapping Phase 2) provided a level of data integration and organisation as well as data analyses that enabled a much more sophisticated level of policy analysis than would have been otherwise possible.</p>	
<p>Rating: Important to Significant contribution</p>		<p>Average of 3.5</p>

4. TASS management

This section of the Work Plan describes the management activities undertaken in 2018 that support activity implementation and overall program management and oversight.

4.1. Communications

Scope: TASS and DFAT recognise that end-to-end engagement and communications will be critical to the success of each TASS activity and thus the overall program. A Communications Strategy guides the overall approach to TASS' communications as well as the development of communications plans for individual activities.

Progress: In 2018, the TASS Communications Officer was recruited (initially 0.6 FTE then increased to 1.0 FTE) to support the implementation of the guiding Communications Strategy and activity level Communications Plans. The Communications Specialist and Communications Officer have continued to develop regular and bespoke products, such as a first program newsletter, program and activity fact sheets, and report briefs and summaries. Significant effort was devoted in the second half of 2018 on developing products to increase visibility of TASS within the Australian Embassy in Jakarta. The Communications Plan was reviewed and updated in Quarter 3 of 2018 after the TASS Mid Term Evaluation; however its implementation was constrained by the 2018-19 budget adjustment.

Action: In 2019, TASS formally submit an updated Communications Plan. This includes regular communications products, such as program fact/information sheets and six monthly newsletters, developed with targeted messaging and content for English and Bahasa-speaking audiences, as well as bespoke products that support the uptake and use of TASS outputs and raise the visibility of TASS within the Embassy and DFAT more broadly. TASS will continue to work with INOVASI on use of shared messaging that supports DFAT to communicate the importance of investment in basic education in Indonesia.

TASS is also in the process of securing space on the MoEC and MoRA websites to host content online.

4.2. Monitoring and Evaluation

Scope: TASS M&E serves three purposes: internal and external accountability for resources used and results obtained; learning from implementation to improve practices and activities in the future; and taking informed decisions about the program.

Progress: The TASS program logic was updated in the third quarter of 2018, and a revised Monitoring and Evaluation Plan was submitted to DFAT in December 2018.

The National M&E Specialist supported ongoing data collection as guided by the International M&E Specialist, in May and November 2018. The annual reflective review was conducted in late November/early December 2018, feeding into an annual monitoring report¹⁹.

The TASS International and National M&E Specialists led a mid-term evaluation in August 2018 in which the specialists reviewed existing M&E data, conducted in-depth, case study examinations of selected activities, and held interviews with TASS core team, STA and DFAT and GoI counterparts. The review found that TASS is achieving better than expected against the intermediate and end of facility outcomes; that investments are being well targeted to support GoI reform and leverage and complement other work; and that key implementation approaches embedded in activities are key to outcomes achieved.

Action: In 2019, the focus of monitoring and evaluation activities will be monitoring TASS activities and policy engagement; evaluating achievement against intermediate outcomes and trend towards end of

¹⁹ Submitted in January 2019

facility outcomes; and reviewing the implementation of recommendations presented in the mid-term evaluation, the 2018 annual monitoring report and DFAT's strategic review.

The annual reflective review will be conducted in November 2019.

4.3. Cross-program coordination

Scope: As a program that can feed into and leverage from other DFAT investments, it will be critical for TASS to be aware of the priorities and activities of relevant DFAT programs, and seek opportunities for collaboration. TASS also plays a role in supporting DFAT to coordinate its education investments through coordinating a quarterly meeting of DFAT education programs.

Progress: Through leadership of the Education Sector Review (IDTAS-G011; IDTAS-G018; IDTAS-G021) TASS worked in partnership with development partners (World Bank, ADB, UNICEF), programs (INOVASI, IDTEMAN, KOMPAK), and research organisations (SMERU, PSPK) and took a leading role in coordinating their inputs into the ESR. This strengthened the quality of the analysis provided and lessened transaction costs for *Bappenas*.

TASS support to MoEC on teacher workforce planning resulted in an INOVASI pilot on multigrade teaching in East Java, which is intended to inform revision and/or development of related regulations and guidelines. TASS and INOVASI also initiated collaboration on a pilot of a data collection tool within its inclusive education pilot; with strong relationships between TASS and MoEC and MoRA EMIS teams it was agreed that TASS will facilitate bringing of evidence from this pilot to the ministries in 2019. TASS drew on an INOVASI emerging evidence paper in formulating proposed key directions and strategies for the RPJMN and *Renstras*; this has also been used to inform other areas of work such as emerging support for MoEC teacher professional development systems. Finally, TASS-INOVASI cooperation on MoRA CPD supported an agreement with MoRA on inclusion of INOVASI literacy and numeracy modules in CPD. A number of coordination meetings were also held with the World Bank on their intended support to MoRA to minimize duplication and seek areas of collaboration.

TASS also liaised with KOMPAK to inform its strategy for education under its second phase of implementation, sharing Education Sector Review papers and analyses.

Action: TASS will continue its ongoing work with INOVASI, ADB and the World Bank to support *Bappenas* to develop the RPJMN 2020-24 (Education Chapter). TASS engagement with MoEC on systems that support education quality (assessment, school accreditation, teacher professional development, teacher standards and quality assurance) and potentially a national roadmap for education quality (at all levels of government) will include close collaboration with INOVASI, KOMPAK and ID-TEMAN. TASS will continue to seek opportunities to bring evidence from these and other programs/stakeholders, such as SMERU/RISE, Tanoto, UNICEF and PSPK to bear on TASS activities, so that national policy and decision making can be informed by sub-national realities.

TASS and INOVASI will finalise a framework for cross-program policy engagement in the first quarter of 2019.

4.4. Cross cutting issues

4.4.1. Gender and Disability Inclusion

Scope: As two issues that underpin inequality in education, TASS will seek to include lines of enquiry in all tasks that support better understanding of how thematic issues affect women and men and boys and girls, as well as people and children with disability. TASS outputs will include gender and disability-related recommendations as appropriate. Where feasible, TASS will undertake specific studies that address issues related to gender and disability in education.

Progress: New activity designs in 2018 initially included scope for specific gender and disability specialist positions within each activity. The adjustment to the TASS budget in mid-2018, however, meant this could not be pursued in the majority of activities. The exception to this was activities IDTAS-G013 (Support to MoRA's CPD) and IDTAS-G014 (Support to MoEC Strategic Planning)²⁰. The vacant (national) Disability Specialist position was not filled due to budget constraints; instead, key elements of the role were collapsed into the existing (international) Gender and Disability Specialist's role²¹. The emphasis of the Specialist's work was on identifying areas where G&D could be highlighted in activity design, and to integrate the use of a gender and disability checklist into the activity package development process.

A key achievement in GESI was the development of a Gender and Disability policy/program analysis tool for STA to use in implementation of GoI and DFAT-driven activities. Training of TASS 'core team' and some GoI personnel in this tool was undertaken in the last quarter of the year; the tool has been shared with GESI advisers in activities IDTAS-G013 (Support to MoRA's CPD) and IDTAS-G014 (Support to MoEC Strategic Planning).

TASS undertook a Gender and Disability Inclusion Health Check in December 2018 that assessed the status of gender and disability inclusion in TASS work, and considered whether activities were sufficiently responsive to gender equality and disability inclusion objectives. The Health Check reported that:

- Many government counterparts do not prioritise GESI issues, making it difficult for GESI to be included as a focus in activities. As many government counterparts see girls accessing education, they do not consider gender to be important. This could be due a limited understanding of gender (i.e. gender = boys and girls), as well as looking at national data rather than regional and/or province data where there are variances.
- There has been an improvement in the inclusion of GESI in activity documents, such as Scope of Work, Terms of Reference etc., as a result of the tools developed to assist the TASS team to include GESI. However, the team's expertise is still limited in being able to support technical advisers to include GESI in activities. This is evident in many activity output documents where GESI has not been consistently included.
- The inclusion of GESI may be difficult to improve where budgets restrict ability to recruit GESI Specialists for activities.

Action: The TASS Gender and Disability Specialist will continue to provide input in activity development and implementation. Adviser TORs will continue to contain requirements to consider gender and

²⁰ Challenges in implementation of the activity resulted in a postponement of the GESI advisor's inputs to this activity; this will be a focus in completion of the activity in early 2019.

²¹ The role of the (international) Gender and Disability specialist had included disability from the first appointment in 2017; this had been a minor element of the specialist's work and was largely focused on supporting the analytical capacity of the (national) disability specialist.

inclusion in activity implementation and activity outputs will include gender and disability-related recommendations as appropriate and feasible within activity budgets.

Possible ways to increase the inclusion of GESI in Technical Adviser reporting is to strengthen the focus of GESI in the Adviser Reporting Checklist and to provide Technical Advisers with the Adviser Performance Review document before the commencement of the activity so they can understand the importance of GESI in their work. In addition, working with more government female staff at higher levels may increase interest in GESI; working with a more diverse group contributes to providing different opinions, thus resulting in better decision making.

The annual gender and disability health check will be undertaken in November 2019 as part of the annual M&E review. Tools and resources will be regularly reviewed to ensure they contribute to the integration of gender and disability and to address gaps and challenges that may be experienced by advisers.

4.5. Risk management

4.5.1. Risk management

Scope: The TASS risk management plan presents a register of risks related to the implementation of TASS and a plan for how risks will be actively managed during program implementation. The plan is updated at least annually.

Progress: The Risk Register was updated quarterly, and submitted with each Quarterly Milestone Report (i.e. in April, July, and October 2018). A large focus of risk management in 2018 related to program expenditure, including that TASS FY2018-19 allocation has significant implications for the quality and quantity of TASS activities, opportunities to support key policy or system reforms are missed due to budget limitations, and as such the need for close review and flexibility of program budget to enable some flexibility in responding to program requirements.

TASS reported and managed one fraud case in 2018.

Action: TASS will continue to monitor and actively manage risks in 2019, and formally report risk to DFAT through quarterly and ad-hoc/exception reporting and through the Fortnightly Management Meeting. An updated risk register is included in Annex 5.

4.5.2. Child protection

Scope: TASS activities may involve potential contact with children, impact on children, and working with children. TASS is required under DFAT's policy to conduct an assessment of child protection risk for the overall Program, and, where relevant, activity level child protection risk assessments. Where child protection risks are deemed to exist activity assessments will also outline the mitigation measures that will be applied.

Progress: In 2018, TASS (and INOVASI and AIP-Rural) received the completed version of an external Child Protection review of Palladium's DFAT Indonesia programs. In the review, there were recommended changes to TASS and Palladium operating documents, as well as a recommendation for an additional form to undertake activity level risk assessments. TASS has updated its internal operating documents to respond to these recommendations and completed risk assessments for all relevant (ongoing) activities.

TASS team members and STA were trained on the Palladium and DFAT child protection policies. Each employee/contractor and sub-contractor signed the Palladium Child Protection code of conduct and was briefed on their CP obligations. Child Protection risk assessments were conducted for each new activity.

Action: TASS will continue to actively mitigate program and activity-specific child protection risks and ensure that upcoming activities are compliant with DFAT child protection policy.

5. Governance

Scope: Governance will be a joint responsibility of DFAT and GoI through a formal Steering Committee (SC) that meets twice annually, chaired by MoEC. The primary functions of the SC are to: (i) approve the Annual Work Plan; (ii) review progress of implementation; and (iii) endorse any major decisions concerning future directions for the Program. In recognition of the synergies between the INOVASI and TASS work plans and government stakeholders, TASS and INOVASI are governed by the same Steering Committee.

Progress: Two governance meetings were held in January and August 2018 at which TASS presented an overview of the program, rolling work plans, and reporting against activities under implementation. At the time of writing a revision of the SC decree is in train to formally incorporate TASS²² and include MoRA as a member. Routine coordination with the TASS Echelon 2 counterpart was achieved through engagement on activities involving the counterpart, and updates throughout the year on other activities.

Action: It is expected that two Steering Committee meetings will be held in 2019. As TASS does not have a set work plan of activities that can be approved by the SC, at each meeting TASS will report on progress and achievements, major highlights/findings and present an updated list of activities, both planned and under implementation, for comment and feedback by GoI.

As per the 2019 Annual Work Plan, coordination will continue with the TASS Echelon 2 counterpart, where TASS will report progress against activities under implementation, and seek input and advice on new activities as part of activity selection processes.

Updates to the Ways of Working for the program between DFAT and TASS (governing effective decision making and approvals processes in a flexible and responsive program) will be completed in the first quarter on 2019, and further revised/ updated as required during the year.

²² The INOVASI Subsidiary Arrangement was amended to include TASS; as it is not technically a legal document, the Steering Committee decree has taken longer to amend as it has a lesser sense of urgency than the Subsidiary Arrangement.

6. Key Lessons and Actions

6.1. Implementation approaches are effective and should be continued

TASS' application of Thinking and Working Politically and Knowledge-to-Policy is making a difference. A mid-term evaluation conducted by TASS in mid-2018 demonstrated that the approaches made an important contribution to achievement of outcomes in the vast majority (86%) of activities evaluated.²³ The approaches, embedded in TASS activities, are adding value by helping Government achieve outcomes that are more likely to lead to policy implementation because they are targeted towards longer-term reforms, have engaged relevant stakeholders, are timely, and are feasible.

TASS' activity screening process looks closely at the political context, including the level of Government commitment, the alignment with Government reform, and external enabling and constraining factors. This process is helping TASS target its investment to activities that are politically and technically feasible and more likely to contribute to longer-term outcomes.²⁴

Wise investment, however, is not the only reason for the excellent level of uptake and use of TASS outputs. The mid-term evaluation found evidence 1) that TASS continues to engage high quality STA who have the expertise needed by GoI and who have the trust and confidence of their counterparts and 2) TASS has built strong day-to-day working relationships with counterparts. They have an almost daily presence in two Ministries, with activity managers or STA based there for significant periods of time, allowing planned and opportunistic engagement on emerging priorities. Regular contact with senior staff ensures TASS support is responsive to context and needs, as illustrated in the following comments: *"They understand our needs."*²⁵ *"Our relationship is fluid. I can just call him and talk or knock on his door, and vice versa."*²⁶

TASS is now going beyond relationship building and management of these approaches and has begun engaging in long term policy dialogue with counterparts to support the instrumental use of TASS technical and policy advice. The TASS core team and the STAs have helped their counterparts reach broader sets of stakeholders and consider implications for policy implementation beyond what would otherwise have occurred. This support is helping to bridge the policy-implementation divide.

The lower than anticipated budget allocation for TASS for the 2018-19 year meant that with fewer input days available for STA, much policy engagement was handled by the TASS team itself – the Facility Director, core Education Specialists, and Activity Managers. This made a positive contribution to achievements in 2018, as the continuous presence of these personnel mean that policy engagement could occur on an ongoing basis as doors opened and windows of opportunity arose to engage in dialogue on activity findings and analysis.

Action: The key lesson from this that will inform 2019 implementation is the importance of giving the core team the *space*, both in their terms of reference and also in work load, to be able to build these relationships and have time to work with counterparts on implementing policy reform. This occurs, and will continue to be promoted, through dedicated time for staff in the Ministries for non-activity specific engagement and active inclusion of core TASS team members in direct activity implementation.

²³ The mid-term evaluation included nine activities that had been subject to TASS' M&E assessment at the time of the evaluation (August 2018).

²⁴ Interview with Facility Director, review of screening tool reports, and comment made by DFAT consultant to the Aid Quality assessment review.

²⁵ GoI respondent #2.

²⁶ GoI respondent #4.

6.2. The whole is greater than the sum of its parts

As the program shifted in 2018, it became apparent that TASS has a significant value add that was achieved outside of direct activity engagement. Drawing on activity generated findings, advice and recommendations, the core team built on initial momentum on reform to engage with key counterparts on the evidence and help to identify and put in place the necessary 'next-steps' to maximise uptake and use.

Being this trusted, yet critical friend has allowed TASS to build a reputation for quality advice based on:

- building and nurturing relationships with counterparts;
- developing an in-depth knowledge of the context and staying abreast of changes;
- understanding a counterpart's needs and helping them to place these within a systems-strengthening framework;
- working intentionally to strengthen and add value to GoI's own efforts;
- identifying programs of work that are complementary, and not substitutional²⁷, in nature;
- identifying entry points to support reform; and
- linking counterparts with other policy actors and resources so they can approach an issue from different perspectives.

This enabled TASS to find synergies between and within activities, and leverage its core technical body of work to build a consolidated program that supports GoI to tackle some of the critical, longstanding constraints to improving quality and equity in education. This contrasted with the first year of the program where some requests were of a less strategic nature and early engagements focused on communicating TASS' potential value for government. As 2018 progressed, demand from GoI was increasingly aligned with the areas of investment that DFAT and TASS considered key to improving learning outcomes for Indonesian children: an important turning point for the program that led to enhanced results.

Action: In 2019, TASS will continue to identify opportunities within and between activities to engage with GoI. Anticipating similar budget allocations in 2019, the core team will continue to play an active role in managing and implementing activities, and a very strong role in post-activity engagement. Guidance will be developed to support existing and new personnel in 2019 to embed these ways of working.

6.3. TASS activity value-add comes from being responsive *and* strategic

In 2018, the program was able to leverage trust and relationships built in the first year and begin to implement larger and / or more strategic activities to support GoI. In some instances, the program received direct requests from GoI articulating a program of work that was required to support government-led initiatives (e.g. IDTAS-G014 Support for MoEC Strategic Planning Processes; IDTAS-G017 Data Analysis for Policy and Planning Phase 3), and in other instances the activity was co-designed with government to meet a specific intended outcome (IDTAS-G013 Technical assistance to support development and piloting of a Continuous Professional Development System for Madrasah Teachers –

²⁷ An example of this approach was in TASS support to MoRA's CPD system, where an opportunity to influence that appointment of a key counterpart resulted in the selection of a strong partner with similar objectives to the STA team. That is, commitment to TA support being provided in ways that build the capacity of MoRA to lead and manage their own program, and not be reliant on external technical assistance.

Phase 3; IDTAS-G016 Organisational Review: Ministry of Education and Culture). TASS designed its activities to not only respond to the immediate / articulated needs of the government, but also to support the intended activity to link with the broader policy environment and possibilities for systems-level improvement (e.g. quality assurance linking to standards).

Where possible, activities were shaped to support the national Ministries to carry out their responsibilities for “NSPK” (*Norma, standar, prosedur, dan kriteria* - Norms, standards, procedures and criteria). Activities sought to focus improvements on quality and equity for improved learning outcomes, and arm reform minded counterparts with key information and evidence to lead change from within. This was different to activities undertaken in the first year of the program that were necessarily driven by relationship building objectives (i.e. to demonstrate TASS’ capabilities). TASS also worked with key partners to ensure that where evidence and trends were being identified in one ministry this was shared with related Ministries.

Action: In 2019, TASS will take a more planned approach to activities where there is an enabling environment for strategic reform, though through being a trusted partner of the government, be opportunistic to capitalise on ongoing government-led initiatives during a key political year. This will include efforts to have a more deliberate approach to seeking opportunities for strategic engagement, through stronger involvement of the core team in, and outside, of activities with the Ministry.

6.4. Size does matter

The TASS experience shows that technical assistance can be a cost effective aid modality. The midterm evaluation found that while TASS is small in terms of budget and activity size, it is being highly effective.

A key lesson that eventuated in redesigning activities to fit within the FY18-19 budget allocation was that while TASS operates in a cost effective manner, activities still require a critical level of resourcing to ensure that the activity adds value to GoI and DFAT.

The budget adjustment in August 2018 required that the scale of activities implemented in the second half of the year be reduced so that existing commitments could be fulfilled within the program’s allocated budget. This impacted on the volume of STA inputs that could be provided in each activity and the level of in-country engagement that was possible within activity budgets. This caused a level of frustration in GoI, DFAT, and TASS for what is achievable. A persistent message from GoI respondents in 2018 monitoring and evaluation activities was the frustration felt with having to scale-down what they perceive as already small-budget activities.

While relationships and trust between TASS and counterparts have not yet been affected by these frustrations, there is a risk this might eventuate if budget and staffing pressures continue.

Actions: The 2019 annual work plan consolidates TASS’ activities to achieve efficiencies in activity design and implementation, for example, through bringing together requests from agencies that are working to achieve similar goals under one activity. This is expected to support a minimum level of resourcing of activities. Planned investments are consolidated in areas of highest expected return for greatest utilisation of team efforts.

TASS will increase its activity management capacity in 2019 through engaging a second full time activity manager²⁸. This will support a structure that enables both a stronger role in activity design, implementation and follow up, as described above, but also a greater ability to oversight activities to mitigate the risk of activities not being delivered to expected quality standards.

²⁸ The budget for this second activity manager becomes available in the 2019-20 financial year.

6.5. Gender and social inclusion efforts improved, but desired outcomes still to be achieved

In 2018, TASS enacted many of the agreed actions of the 2017 Gender and Disability Health Check to better integrate GESI considerations into activity design, and include dedicated GESI specialists within activities. Positive improvements included:

- provision for GESI advisers in the original scope of 2018 activities;
- the use of a GESI checklist when scoping new activities;
- development of a GESI policy analysis tool, and training of the team and select GoI counterparts in use of the tool;
- attention to GESI issues in the situational analyses undertaken for the ESR; and
- the engagement of two Indonesian-based GESI STA, who are working across a limited number of activities.

Revision of activity scopes in mid-2018 to fit in revised budget allocation meant a reduction in the number of input days for dedicated GESI advisors within activities. In some activities, it was not possible to retain meaningful levels of GESI advisor inputs within the available budget envelope. While the TASS core team still endeavours to ensure that each activity considers related GESI issues, there are some recognised limitations in the team to provide direction on GESI issues to STA.

Action: Previously TASS' GDIP implementation strategy aligned with DFAT's twin track approach – in that it envisaged delivery of gender and/or disability inclusion specific activities, as well as the mainstreaming of gender and disability inclusion in all activities. With current and anticipated future budget allocations, TASS will maintain the priority afforded to GESI, though takes a realistic approach to where it's efforts are best placed and as such will focus on mainstreaming gender and disability inclusion in each activity. See also Section 6.6.1.