INOVASI PHASE 3 - INVESTMENT DESIGN UPDATE

Investment Design Title: Australia-Indonesia Partnership Program for Education Quality Improvement (INOVASI Phase 3)

Start date: 01 January 2024

End date: 31 December 2027 (with optional four years extension to 31 December 2031, exercisable by DFAT)

Total DFAT funding: AUD 55m (AUD13.75 million/year) until December 2027, plus AUD 55M (if DFAT exercises its option to extend) from January 2028 to December 2031 – overall investment value AUD110 million

A. <u>EXECUTIVE SUMMARY</u>

Indonesia's Vision 2045, launched by President Joko Widodo in May 2019, sets the goal for Indonesia to transition from a resource-based economy towards an advanced service, technology, and knowledge-based economy by the centenary of its independence (2045). Both strategic national development plans covering President Widodo's terms of office have emphasised the urgency of Indonesia's human resource development to fully benefit from its integration in the ASEAN Economic Community. They have set out the role of the education sector as an investment in the country's future.

Faced with low student performance level that is emblematic of a learning crisis, the Government of Indonesia (GoI) has started an ambitious program of education reforms. Over the past eight years, successive education ministers have set out to modernise the education system through reforming the national curriculum and teaching and assessment approaches, to produce citizens with strong foundational skills, open minds, and inclusive values. An explicit political intent behind these ambitious reforms is the concept of *Merdeka Belajar* (emancipated learning) and the deliberate embrace of Indonesia's sociological diversity.

Australia is a long-term supporter of the Indonesian basic education sector, with continuous investments supporting education quality improvements for the past two decades. The DFAT-funded Innovation for Indonesia's School Children - or INOVASI - program started in 2016, with a focus on supporting literacy and numeracy foundational skills in early grades classrooms. The mandate of the program is to explore local problems and solutions, and generate evidence to inform government policy development and practices. With the second phase of INOVASI drawing to an end in 2023, an Independent Strategic Review (ISR) endorsed the program's relevance and its contributions to education systems development at national and sub-national levels. It recommended that Australia further supports the current reforms to ensure the next generation of children can realise improved learning outcomes that are inclusive and more equitable, promoting a prosperous Indonesian society over the long-term.

Australia will continue to support the Indonesia education sector through a third phase of the INOVASI program (INOVASI Phase 3), valued at AUD 110 million over eight years (2024-2031) and split into two four years sub-phases. The current Design Update (which covers the first four years of Phase 3) builds upon the existing program's approach and lessons learned and incorporates updates to guide the next phase. It

presents a program that reflects changes in the operating context and priorities of both countries, and that encourage an evolution - rather than revolution - of INOVASI's directions. The new investment will take the focus on the development of foundational skills through to the end of the primary grades, and will engage with priority issues of Australia's upcoming development policy. It will focus on the challenge of policy implementation and the gaps that exist between national policies and practices at district and school levels. It will use the well attested-success of INOVASI's local problem-based approach to continuously support policy development for effective fit between policy and implementation context. It will have an increased policy emphasis on gender equality and effective inclusion of children with a disability, and will introduce responses to the climate change challenge in education. It will play a catalytic role, investigating innovative practices and supporting district governments to extend the GoI's idea of learning ecosystems to district level ('district ecosystems'), to strengthen local systems for improving and sustaining inclusive education outcomes. The program will operate as a learning platform, generating and communicating evidence of effective policy implementation approaches, to convince GoI to scale up these approaches. It will be flexible and adaptively managed to sustain INOVASI's previous achievements and support Indonesia's education reform initiatives.

As articulated in the program logic (see Section D), the INOVASI Phase 3 goal is: 'Improved learning and achievement of foundational skills for all Indonesian primary students.' This goal continues the inclusive scoping of foundational skills improvement. The program objective is: 'Australia supports Government of Indonesia to implement inclusive primary education policies and practices for foundational skills nationwide.' It positions INOVASI Phase 3 as a vehicle to support the nationwide implementation of inclusive education policies and practices, most recently articulated by the *Merdeka Belajar* reform agenda. Both goal and purpose recognise that the nationwide scale up of reforms is a responsibility of the GoI, that sits outside the program's accountability. To pursue the goal, two program outcomes are identified at the 2031 horizon, one targeting education policies and the other targeting education practices. Both outcomes recognise the specific learning needs of students with disabilities and require relevant policies, systems and practices to accommodate these needs – they suggest the success of the program will require a convincing demonstration that these needs are met.

INOVASI Phase 3 will develop and implement activities at national and subnational level under five implementation streams or 'strategies'. The main program strategy is the brokering, activation and strengthening of ecosystems of education stakeholders in 25 target districts (TBD) across the provinces of East Nusa Tenggara (NTT), West Nusa Tenggara (NTB), North Kalimantan (Kaltara), Maluku, East Java and West Java (see Section D). At its core, the program can be envisaged as a vehicle to trial, test, learn from and improve collective and localised ecosystemic approaches for implementing relevant education policies and reforms. Besides supporting these district ecosystems, the program will retain flexibility to provide support beyond targeted districts, through four other strategies.

Importantly, the success of INOVASI's support is not only contingent on program's achievements, but also tethered to its ability to investigate, learn and disseminate lessons on the viability and effectiveness of its ecosystemic approach (and other strategies) and convince GoI of the worth of scaling it up. This requires a strategic Monitoring, Evaluation, Research and Learning (MERL) approach, that mixes rigor and creativity to capture and understand localised systemic changes. Such an approach needs to distinguish program from partners' MERL needs, and to include mechanisms for strategic learning and communication. Besides a

strong MERL system, the program will also equip itself with well-resourced GEDSI and climate change strategies, reflecting the prominence of these two priorities for the program at large.

The program governance arrangements will remain similar to the previous phase, ensuring strategic discussions are held and lessons are shared six-monthly, with a view to adapting and improving program implementation. The program will be governed by a National Steering Committee (NSC) chaired by MoECRT and MoRA that will provide guidance on the program's broad directions and risks, and six Provincial Steering Committees (PSC) that will act as accountability, risk management and decision-making bodies for program implementation in targeted provinces. Within the Embassy, Post's Basic Education Team (BEU) team will continue to maintain oversight of program implementation, drawing on the independent strategic advisory support if necessary. Effective coordination and collaboration with other DFAT-funded programs in Indonesia (e.g. SKALA, INKLUSI, KONEKSI, UNICEF in Papua) and a broad range of program stakeholders will underpin program success. Following on from previous phases, the implementation team will be contracted and managed by a suitable Managing Contractor (MC), selected through a competitive and open tender process.

B. DEVELOPMENT CONTEXT AND SITUATIONAL ANALYSIS (WHAT PROBLEM ARE WE ADDRESSING?)

Indonesia Development Context

Indonesia's recent presidency of the G20 is a testament to the remarkable transformation of Indonesia's place in the world since the beginning of Reformasi in 1998[1]. Indonesia is now a middle power country, with one of the world's fastest-growing economies and its third-largest democracy. As witnessed in the Bali Declaration summarising the outcome of the G20 summit (November 2022), Indonesia is and intends to continue playing an important role in global diplomacy at time of high global tensions. This requires a clear vision, a strategy to realise it, and the capacity to implement it.

Indonesia's Vision 2045, launched by President Joko Widodo in May 2019, sets the goal for Indonesia to become a high income developed country[2] by the centenary of its independence (2045), transitioning from a resource-based economy towards an advanced service, technology, and knowledge-based economy. To achieve this goal, four pillars are prioritised: i) human development and the mastery of science and technology, ii) sustainable economic development, iii) equitable development, and iv) national resilience and governance. Both strategic national development plans covering President Widodo's terms of office have emphasised the urgency of Indonesia's human resource development to fully benefit from its integration in the ASEAN Economic Community. They have set out the role of the education sector as an investment in the country's future.

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[1] See https://www.cambridge.org/core/journals/journal-of-asian-studies/article/abs/surprising-democratic-behemoth-indonesia-in-comparative-asian-perspective/303FCBC63F37D3EF34866CAE1D29E322

[2] A high-income economy is defined by the World Bank as a nation with a gross national income per capita of US$12,696 or more in 2020, calculated using the Atlas method.

Indonesia Education Sector

As recognised by the current Minister for Education, the low level of student performance in international and national assessments is emblematic of a learning crisis.[3] Although Indonesia has been concerned for two decades with education quality improvement and in spite of teacher qualification reforms and a tripling of expenditure since 2010, Indonesian students have ranked close to the bottom of PISA assessments in reading, mathematics and science for over two decades.[4] A large-scale learning assessment (18,370 students) funded by DFAT and conducted by ACER in 2021 found that approximately one in two Grade 3 students had not met the Sustainable Development Goals (SDG) Minimum Proficiency Level (MPL) for early primary reading, and 2 in 3 students had not met the MPL for numeracy.[5] The COVID-19 pandemic has worsened this situation: learning levels of students starting Grade 2 in school year (SY) 2020-21 were 6 months behind students starting Grade 2 in SY 2019-20.[6] Without remediation, this loss will compound at each grade level.

In addition, national and international tests reveal large disparities in student performance. INOVASI's Learning Gap study on intersectional disadvantage using data and further analysis from the ACER study, showed rural and remote students (31% in Grade 2 and 26% in Grade 3) performing significantly worse than urban students (respectively 15% and 14%).[7] It also showed statistically significant correlations of learning loss during the pandemic with conditions of disadvantage such as children with a disability, children from low socio-economic backgrounds, in remote locations, speaking mother tongue at home, and with low maternal levels of education. Overall girls were more affected than boys, but gender-based effects differed by location. The impact of school closure on early grade learning is likely to be particularly severe, with school starters in 2020-21 not being able to follow distance instruction and many now entering Grade 3 without reading skills.

Facing this challenging situation, the Government of Indonesia (GoI) has pursued an ambitious agenda of education reforms. Since he came into power in 2014, President Widodo has indeed pushed for the modernisation of the education system, mostly driven by two imperatives:

1. Enabling Indonesians to compete in the context of economic globalisation, knowledge-based futures, and rapid change, and
2. Strengthening the cohesiveness of Indonesian society by building up national identity and local Indonesian cultures.

Over the past eight years, successive education ministers have taken forward this agenda through reforms of the national curriculum and teaching and assessment approaches, to produce citizens with strong

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[3] Ministerial press conference, 11/02/2022. https://nasional.tempo.co/read/1559712/nadiem-makarim-sebut-indonesia-masuki-masa-krisis-pembelajaran

[4] World Bank Group 2018. Indonesia PISA 2018.

[5] Spink, J, Cloney, D, and Berry, A. (ACER) Learning Gap Report, 2021, p. 6. Minimum Proficiency Levels (MPL) are international metrics for measuring attainment of the SDG indicator 4.1.1.

[6] INOVASI, 2023. Bangkit Lebih Kuat: Pemulihan Pembelajaran Paska Pandemi (Studi Kasus INOVASI)

[7] INOVASI, 2022. A widening gap: Impacts of the COVID-19 pandemic on Indonesia's most marginalised students. The Learning Gap series – Three, p.22.

foundational skills, open minds, and inclusive values. In this agenda, foundational skills refer to basic skills in literacy and mathematics, and character-based skills acquired through character education.[8]

In 2021, the current Minister Nadiem Makarim unfolded a teaching and learning agenda aimed at maximising the opportunity for every child to learn, and ensuring the needs of each individual child are met by teachers and education units. At the core of this agenda is the concept of *Merdeka Belajar* (emancipated learning), a new education paradigm with three key features:

- o A reform of the curriculum (*Kurikulum Merdeka*) that sets minimal proficiency outcomes in foundational skills and requires schools to build their own curriculum on this basis, aligned with the circumstances and needs of their local context and community.
- o A reform of pedagogies towards more inclusive and tailored teaching practices, including diagnostic assessment and differentiated teaching to the point of need.
- o A focus on literacy and numeracy as a key aspect of both curriculum and pedagogical reforms, building these skills right through to senior secondary.[9]

An explicit political intent behind these ambitious reforms is the deliberate embrace and inclusion of Indonesia's sociological diversity. The values of the new curriculum align closely with the national values of Pancasila, translated in the curriculum as the values of 'mutual respect, non-discrimination, equity of provision, especially for students in disadvantaged areas (*tertinggal, terdepan, terluar* or *3T* area[10]) and the removal of obstacles that limit the participation and the achievement of all.'[11] In addition, the successive Widodo administrations have showed strong support for children with disabilities, including with Law No. 8/2016 that states the right of people with disabilities to receive quality education in any type of educational unit, and Regulation No.13/2020 on Reasonable Accommodation that requires all education units to prepare for meeting reasonable requirements. These developments have been welcomed by Australia.

Australia's Support to the Indonesian Education Sector

Australia is a long-term supporter of the Indonesian basic education sector, with continuous investments supporting education quality improvements since the initial years of Reformasi. In 2014, coinciding with the first administration of President Widodo, Australia started focusing its approach on supporting primary teaching and learning improvement at the classroom level. The Innovation for Indonesia's School Children or INOVASI program started in 2016, with the mandate to explore local problems and solutions and generate evidence of what worked, with the aim of informing government policy development and practices. A year after INOVASI, the Technical Assistance for Education Systems Strengthening or TASS program commenced, supporting national policy initiatives in curriculum, teacher quality and equitable schooling, and working simultaneously and in parallel to INOVASI to improve systemic drivers of learning

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[8] These are the skills of the "Pancasila learner" (Pelajar Pancasila) and comprise piety, independent-mindedness, critical thinking, creativity, respect for diversity and skills for collaboration. https://cerdasberkarakter.kemdikbud.go.id/profil-pelajar-pancasila/

[9] No previous Indonesian curriculum had had the same extent of focus on learning to read and reading with comprehension. The same emphasis on the constituent skills applies to the mathematics curriculum.

[10] Areas with less developed geographical, socio-economical, and socio-cultural conditions than other areas in Indonesia (based on criteria set by the GoI)

[11] Ministry of Education, Culture, Research and Technology, 2022. Academic paper (Naskah Akademik) supporting the draft revised Education Law.

improvement at the central level. A 2019 Strategic Review that covered both programs found they had both performed beyond expectations, and recommended their integration into one single program to maximise the cross-fertilisation of their approach.[12]

INOVASI Phase 2 commenced in mid-2020 and has supported both national policies and solutions at local level. Its design integrated the TASS program and combined the Problem Driven Iterative Adaption (PDIA)[13] of INOVASI and the Thinking and Working Politically (TWP) approach of TASS. It had initially three strategies for working as a 'broker, catalyst, collaborator, evaluator and communicator': 1) coalition building to support locally-led reform, 2) leveraging local resources for wider impact and support of scale-out, and 3) connecting GoI and service providers for sustainability.[14] The program has worked closely with Indonesia's Ministry of Education, Culture, Research and Technology (MoECRT), Ministry of Religious Affairs (MoRA), and the Ministry for National Planning (BAPPENAS), as well as partners at the regional level in twenty-four districts across the four provinces of West Nusa Tenggara, East Nusa Tenggara, North Kalimantan and East Java. Together, partners collaborated to identify and understand systemic problems that impact on teaching and learning in Indonesia's classrooms, with INOVASI supporting local solutions to these problems. With the launch in 2021 by the central government of the *Merdeka Belajar* reforms to improve outcomes in literacy, numeracy and character education, INOVASI pivoted to support the reforms. At the same time, it supported MoECRT response to the COVID-19 pandemic impacts, and its use of the new curriculum prototype to 'build back better' after the pandemic. INOVASI's approach has been effective in delivering on its objectives. An Independent Strategic Review (ISR) in 2022 found that the program is highly relevant, with multiple contributions to education systems development at national and sub-national levels. It further recommended that Australia continues to support the current reforms to ensure the next generation of Indonesian children can realise improved learning outcomes that are inclusive and more equitable, promoting a prosperous society over the long-term.

INOVASI Phase 3

Building on the experience of Phase 1 and 2, Australia will continue to support the Indonesia education sector through a third phase of the INOVASI program (INOVASI Phase 3), valued at AUD 110 million over two 4-year sub-phases: Phase 3.1 (AUD 55 million) from 2024-2027, and Phase 3.2 (AUD 55 million) from 2028-2031. Based on GoI's priorities expressed by MoECRT and MoRA senior officials, the new investment will continue to focus on the development of foundational skills in Indonesia, while taking into consideration priority issues of Australia's upcoming development policy. On the basis of the current reform framework in place, it will focus on the challenge of policy implementation and the gaps that exist between national policies and practices at district and school level. It will use the well attested-success of INOVASI's local problem-based approach to continuously support policy development and promote policy implementation approaches fit to contexts. It will have an increased emphasis on gender equality and effective inclusion of children with a disability, and will introduce responses to the climate change

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[12] Nichols, P. and P. Bodrogini, 2019. Strategic Review Report, pp.ii-iii.

[13] https://bsc.cid.harvard.edu/PDIAtoolkit

[14] INOVASI Phase II - Investment Design update, p 3.

challenge in education. Continuing the approach of Phase 2, it will play a catalytic role, investigating innovative practices, understanding drivers of success and failures, generating strong evidence, and demonstrating proofs of concept to convince GoI of the worth of scaling-up what works. Above all, it will be sufficiently flexible and managed adaptively to sustain INOVASI's previous achievements and support new reform initiatives coming on-stream, particularly in light of the change of administration in 2024 and upcoming Indonesian elections at every level of government.

C. STRATEGIC INTENT AND RATIONALE (WHY?)

Alignment with DFAT Policies Objectives

Australia and Indonesia are close neighbours, partners and friends, with a commitment to working together to build a stable, prosperous and resilient region. Australia aspires to be a strategic partner, supporting Indonesia to build its human capital to fully benefit from its integration in the ASEAN economic community and to respond to the social and economic development priorities stated in its Vision 2045.

The 2018 Australia-Indonesia Comprehensive Strategic Partnership (CSP) has cemented the longstanding relationship between both countries as equal and strategic partners, with shared interests in prosperity and security in the Indo-Pacific region[15]. The CSP Plan of Action stresses priorities that are relevant to INOVASI's Phase 3 intent: human resources development, women's leadership and economic and social empowerment, disability-inclusive development, and the use of evidence-based policies to accelerate poverty reduction and tackle inequality in Indonesia.

The COVID-19 pandemic has also shaped Australia's development partnership with Indonesia. As Indonesia's largest bilateral partner in social protection and its only bilateral partner in basic education, Australia is in a unique position to support Indonesia's post-pandemic recovery. The most recent Australian country strategy in Indonesia - the Indonesia COVID-19 Development Response Plan[16] - includes a focus on inclusive recovery of losses in education, particularly for the most vulnerable, that is children with a disability and girls whose continuing education is at risk. These are priorities that will be pursued through INOVASI Phase 3.

Looking forward, Australia will shortly release a new global development policy which will reflect the priorities of the new government elected in May 2022. Early signs indicate Australia's development priorities for the Indo-Pacific region will continue to include the prioritisation of growth, social development, better governance and stronger institutions[17]. The themes of climate change, gender equality and first nations will all likely feature as distinctive areas of engagement, along with the principle of locally led development.

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[15] See https://www.dfat.gov.au/geo/indonesia/joint-declaration-comprehensive-strategic-partnership-between-the-commonwealth-of-australia-and-republic-of-indonesia

[16] See https://www.dfat.gov.au/development/australias-development-program/covid-19-development-response-plans/indonesia-covid-19-development-response-plan

[17] See https://ministers.dfat.gov.au/minister/pat-conroy/speech/micah-australian-women-leaders-network-parliament-house-canberra

Rationale for Australia's Engagement

Australia will remain engaged in the development of Indonesia's education sector through INOVASI Phase 3, focusing on supporting GoI to further develop and implement its bold inclusive education agenda in the primary education sub-sector.

As per its current trademark, the program will continue to respond strategically to requests for policy support at national level. It will continue to partner with stakeholders in testing, piloting, and learning from approaches and initiatives that GoI can scale out and up for greater impacts nationwide. A pivotal new element will be its approach to maximising impact: its testing models of district education ecosystems capable of leveraging local education stakeholder resources for implementing and sustaining education reforms. Crucially, the program will include a capacity to investigate smartly and promptly, to analyse and understand underlying factors of success and failures, to generate convincing evidence and lessons on effective approaches and initiatives, and to effectively disseminate and share these insights with stakeholders for uptake and scale up. Put simply, equipped with operational flexibility, strong MEL capacity and strategic communication capabilities, the program will operate as a catalytic learning laboratory to test and disseminate effective models for policy and reform implementation in the primary education subsector.

Key Lessons

The 2022 ISR offers insights into lessons learned from the implementation of the current INOVASI phase. They are broadly consistent with the feedback received during the Design Update consultation process, and can be summarised as following:

- The *Merdeka Belajar* reforms have the potential to transform education outcomes inclusively. The policy framework has come a long way, partially with INOVASI support. There remain gaps in and between policies, systems and practices, pointing at both policy shortcomings and deficiencies in the implementation processes. These are partially due to the innovative nature of the new policies, the speed of their development, the complex structural constraints that weigh on the governance of the education system, and sub-optimal capacities at sub-national and school level. These limitations affect districts differently, but common to all situations is the dependence of implementation success on capacity at the district level.

- The priority of foundational skills development in literacy and numeracy is critical for Indonesia's human capital development, particularly given COVID-19 related learning loss: these skills are the foundations of success in all subsequent learning and life. By extension, given children starting Grade 1 in 2024 will come of age in the centenary year of Indonesia's independence, they are the foundations upon which the country will achieve its Vision 2045.[18] To realise the reform's potential, the gap between policy and practice needs to be shortened. The temptation to apply a one size/model fits all to policy implementation should be resisted.

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[18] As recognised by pillar 1 of Indonesia's national vision for the golden generation of 2045, i.e., human development and the mastery of science and technology (Bappenas, Wawasan Nusantara, 2019)

o Australia's support to foundational skills development remains relevant to current GoI education priorities and is well aligned with Australia's objectives under the CSP. Australia is well positioned to continue supporting foundational education which would represent '*a strategic point of engagement with any new administration in Indonesia*' (ISR, p.iv).

o There is an opportunity[19] to expand this support to early childhood education (ECE) – this is justified by the strong and well documented relationship between a successful transition year to Grade 1 and the attainment of foundation skills in primary school. Appropriate ECE programs also have the potential to significantly mitigate barriers to learning for vulnerable groups, through the difference that early assessment can make for the learning of children with a disability and/or the barrier of school language for mother-tongue speakers.

o As a program operating in a dynamic environment, INOVASI success is multifactored. It has been influenced by the flexible and adaptive management of the program, its collaborative, problem-based approach to policy engagement, the underlying close relationship between Post and implementation teams, and the program's ability to respond effectively to contextual opportunities such as the emergence of GoI's reform agenda or the disruption caused by the COVID-19 pandemic.

o While the assessment of impact on foundational learning outcomes is still in process, the multi-pronged approach to strengthen inclusive education policies and practices has generated a high degree of ownership and traction for the program at both national and district levels. At subnational level, this is facilitated by INOVASI's work on building support coalitions and mobilising engagement in reform, notably with private sector providers of madrasah education and reformist teacher training institutions in partner provinces.

o The program impact relies in part on convincing GoI of the value of its delivery model and approaches. Its ability to document, assess and understand the occurrence and drivers of achievements is essential to its success. The strength of its lessons is therefore as important as its performance claims, both of which would be reinforced by credible evidence of changes in learning outcomes.

o While 'inclusive education' is readily accepted and promoted by GoI stakeholders, the tendency is to consider inequality and exclusion in terms of poverty, and to focus on people with disability. The multi-dimensionality of exclusion through factors such as gender, poverty, disability, language, religion, knowledge systems, location, and the compounding effect of these factors (that is, the intersectionality of exclusion) appears less consistently understood and/or conceptually applied.

o INOVASI has strengthened education policies and practices from a GEDSI perspective, though more convincingly with regards to disability inclusion than gender equality and social inclusion. As noted by the ISR, in relation to all aspects of inclusion 'there remains a considerable gap between concepts, norms and standards and the practical know-how and tools needed by teachers and principals to implement change'. This deserves more support and INOVASI is strategically positioned to improve the development and implementation of inclusive education policies.

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[19] Although not yet passed, the current draft revision of the law on Indonesia's education system (SISDIKNAS) advocates adding 1 year of pre-school to the years of compulsory education.

In addition, other studies and programs offer valuable insights for the future INOVASI program. Based on experience of distance learning during the COVID-19 pandemic, lessons about the technological future of education provision can be drawn; one of the most compelling being the starkness of the digital divide. While 93% of the population areas like Java have Internet access, this is the case for only around 21% in low-income areas. A MoECRT survey in 2020 found that 48,000 schools in 3T areas had bad connectivity. A seemingly intractable aspect of the problem is that, in spite of government investment in infrastructure such as the *Palapa Ring*, areas of high poverty and low population density offer too low a return for network providers' investment.[20]

The COVID-19 pandemic was the accelerator, but not the trigger for the increasing dependence of service provision on technology, in which MoECRT started investing two decades ago. In the context of the country's ambitions to become a knowledge-based economy, digital service delivery is likely to expand fast into the learning space, where blended learning is already promoted. Already, all teacher guidance and resources for implementation of the *Merdeka Belajar* are online, as are school records management, and professional and career development resources. Carrying high potential impact for literacy improvement, thousands of e-books are also provided - free of charge - by government and service providers. Digitalisation also offers the prospect of more accurate and timely data collection from schools than either Dapodik or MoRA's EMIS provide, and data harmonisation across ministries for more efficient and planning.[21]

The new program needs to consider carefully how to pursue its objectives in this new digitalisation context, given its timeframe. The World Bank has developed models of distance learning during the pandemic, the effectiveness of which largely differs between modalities, but all are deemed less effective than face to face learning. Responses to digitalisation have stressed the need for quality control over content from private companies, for student learning. Yet teacher usage of digital platforms remains low, in part because the limited availability of fixed bandwidth and the slow mobile Internet speed that hinders substantial downloads and interaction. Although Indonesian youth are heavy users of social media, a recent UNICEF study shows that only 19 per cent of Indonesia's workforce in 2020 applied digital skills, and only 6 per cent had advanced digital skills. [22] Given the size of the digital divide and skill levels of teachers and students, UNICEF's focus is on the more fundamental issue of access to connectivity, and basic teacher training in navigating platforms. A key lesson calls for partnership between government and the private sector to increase access to the Internet. Such initiatives would for instance necessitate telecommunication providers to equip schools in underserved, rural and remote areas, with Internet, digital facilities and skill development programmes for teachers, and the government to guarantee minimum mobile data uptake and bulk lease agreements for equipment and teacher training.

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[20] UNICEF, 2021. Situational analysis on digital learning landscape in Indonesia, pp.8, 42-47. The Palapa Ring is a 12,128 kilometre fibre optic network, including extensions to 3T (remote and underdeveloped) areas.

[21] Afkar, R and Yarrow, N. 2021. Rewrite the future: How Indonesia's education system can overcome the losses from the COVID-19 pandemic and raise learning outcomes for all, World Bank. Jakarta.

[22] UNICEF, 2020. Strengthening digital learning across Indonesia: A study brief. P. 11.

Key Updates

Based on the lessons above, this Design Update introduces changes that drive an evolution - rather than revolution - of the INOVASI program model. Together, these changes incrementally transition the program's intent from the co-existence of two approaches - the national systemic approach from TASS with the local solutions approach from INOVASI - to a merging of these approaches into one: the development of local systemic solutions. The changes suggested respond to the ISR recommendations (see Annex 4) and can be summarised into five key updates (and *key words*), as following:

1. *Foundational skills.* INOVASI's support for evidence-based teaching of early grades literacy has resonated nationally through MoECRT's guidance for teachers and has had strong take up by local governments in INOVASI's partner districts. Building on these achievements and based on Indonesia's education priorities, the new program will focus on the development of strong foundational skills for primary school and madrasah students in literacy, numeracy, and character education. While support to literacy learning will continue, the program will include an increased focus on numeracy and character-building improvements.

2. *Primary education grades*. Responding to the ISR recommendation, the new program will extend to the entire primary cycle for schools and madrasah to strengthen the coherence of school curriculum development and support the school's focus on students' learning progression. This means going forward, INOVASI Phase 3 will increase its support from the current focus on early grades (grades 1-3) to cover all primary school years (grades 1-6). In addition, it will support pilots for the improvement of education services in the pre-school transition year (kindergarten), in an opportunistic manner, when and where feasible and relevant to district contexts.

3. *Policy engagement and implementation.* The new program will support both policy implementation and policy development. There will be increased focus on and resourcing of efforts at subnational level, particularly district and community levels, to address the critical gaps that remain between policy and practice, and to help secure a consolidated understanding and coherent delivery of relevant reforms. At the same time, the emphasis of GoI on curriculum reform as an iterative process of improvement requires the program to continue monitoring implementation, feeding back lessons, and engaging closely with the processes of policy adjustment/improvement. In light of the constraints on district funding for quality development and the recent funding reforms of districts to incentivise performance on education outcomes, the program will also seek opportunity for supporting dialogue on fiscal policy as a program strategy to help secure equitable and quality implementation of the reforms.

4. *Inclusive education.* Inclusion is critical to the improvement of Indonesia's education system. INOVASI Phase 3 will elevate the program's ambition for inclusive education and raise the profile of gender and disability issues in particular. It will explicitly address gender norms in the education ecosystem, recognising that achieving gender equality in and through education is linked to barriers and enablers at the household, community, school, and state level. This will require careful consideration of the types of social behaviour change and community mobilisation interventions, partners organisations and outcome indicators to measure the totality of impact. The inclusion of children with disabilities will be explicitly elevated to the highest level of program outcomes. It is linked to the commitment to Indonesia's Regulation 13/2020, which requires all education units to

provide for reasonable accommodation of persons with a disability, and the nationwide take-up of tools for supporting the teaching and learning of children with disabilities developed under INOVASI Phase 2. The new phase will also emphasise the intersectionality of gender and disability with socio-economic and geographic disadvantage to identify the most vulnerable students. To do so, it will apply a twin-track complementary approach: 1) mainstreaming GEDSI considerations through all its operations and activities, and 2) deploying targeted initiatives that respond to gaps in gender equality and expand inclusion of children with a disability, from both participation and benefits standpoints.

5. *District ecosystems.* The new program will merge the systemic perspective that characterises policy development work and its locally led adaptation that characterises effective and sustainable solutions. It will expand MoECRT's concept of 'change agent' schools (*sekolah penggerak*) to the district level, and support district leadership to broker, activate and strengthen district-wide ecosystems of education stakeholders. These district ecosystems will be supported and capacitated to become mechanisms for the articulation and deployment of local solutions for reforms implementation that leverage local resources. They will be the locus of partner engagement in fostering inclusive learning improvement — the meeting ground of national and provincial authorities and agencies, district and village government partners, partner Teacher Training Institutions (TTIs), local civil society organisations (CSOs), gender equality organisations and Organisations for People with Disabilities (OPDs), and private service provider organisations.

D. PROPOSED OUTCOMES AND INVESTMENT OPTIONS (WHAT?)

Program Logic

The INOVASI Phase 3 program logic diagram is presented in Figure 1 and includes:

- A goal that articulates the strategic aspiration for the wider Indonesia education sector,

- An objective that contextualises Australia's role in the sector and vis-vis the goal,

- Two end-of-program outcomes (EOPOs) that express the focus of INOVASI on policies, systems, and practices, in line with the current program logic,

- Five intermediate outcomes (IOs) that describe key areas of change through which INOVASI contributes to the EOPOs,

- Five strategies that offer a structure to group and organise program activities, and help to explain 'how' INOVASI works, and

- Six principles that define inner and outer program characteristics and guide the internal implementation and external messaging.

As per DFAT standards, both goal and objective represent the sphere of INOVASI's interest and are outside the area of the program's accountability, the suggested EOPOs and IOs are within its sphere of influence

and accountability, and the strategies are firmly within the sphere of the program's control and accountability.[23]

This program logic updates the current program logic of INOVASI in the following ways:

o It keeps the focus on learning for all Indonesian students, specifies foundational skills as the object of learning, and identifies the program scope as the entire primary education sub-sector (grades 1-6).

o It introduces an objective above the program's accountability line, that includes the notion of nationwide scale up of policies and practices implementation, previously situated at EOPO level.

o It sets a time horizon and includes learning improvement objectives for children with disability for both EOPOs.

o In EOPO 1, it targets policies and systems at all stakeholder levels for the development and/or implementation of inclusive policies and systems that support foundational skills.

o In EOPO 2, it targets districtwide improvement of teaching and school and madrasah leadership practices that result in improved foundational skills.

o It keeps the IOs on curriculum and assessment and teaching practices, introduces IOs targeted at school leadership and climate change, and focuses most IOs on systemic performance at district level (except curriculum and assessment whose implications are also nationwide)

o It updates the GEDSI-targeted IO to focus on gender equality (as per new DFAT standard), and particularly on the issues of women leadership, boys' engagement, and girls' well-being in schools.

o It evolves the current emergent outcomes into newly explicit strategies, such as working with the district ecosystem, institutional partnerships, and pilots and trials.

o It updates the current seven principles, retaining some (e.g. collaboration, PDIA, evidence-based), adding new ones (e.g. TWP and locally led), and expanding inclusion to encompass diversity and accessibility[24].

o It emphasises explicitly the focus on inclusive education at each level.

The Program logic has been socialised and discussed with key Indonesian and Australian stakeholders during the Design Update process. It will be reviewed periodically through strategy testing exercises (see Section F below) and the Phase 3 the Mid-Term Review (MTR) process, to ensure the structure remains fit for purpose. Any significant revisions will be approved by the Program National Steering Committee (see Section E below).
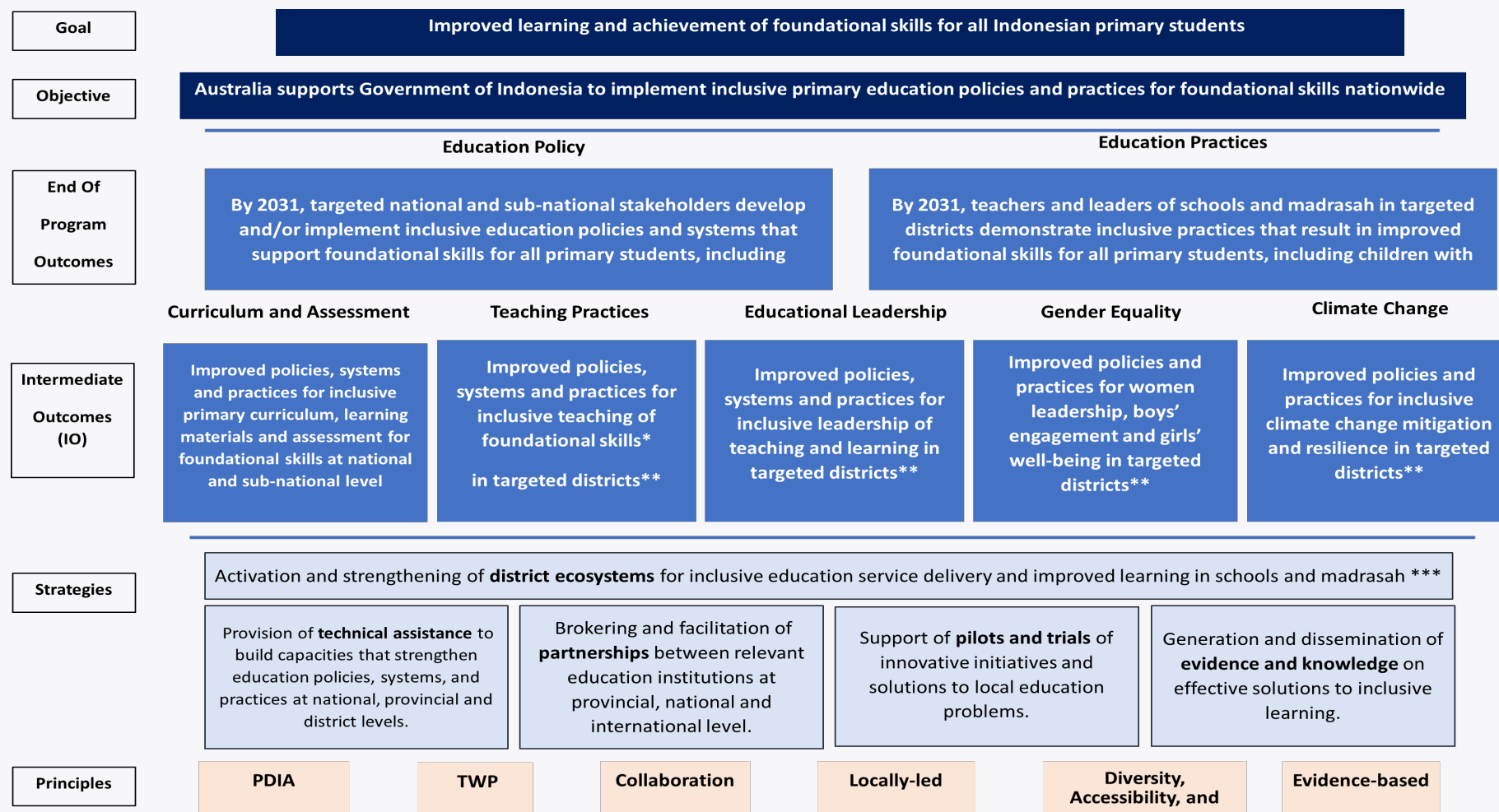
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[23] The delineation of these spheres (interest, influence, control) is represented by the blue horizontal lines in the diagram.

[24] To align more closely with Australia's Development for all Policy and Government of Indonesia's Law 16/2019 on Persons with Disabilities and Regulation 13/2020 on Reasonable Accommodation.

Figure 1 - Program logic.

Goal

Improved learning and achievement of foundational skills for all Indonesian primary students

Objective

Australia supports Government of Indonesia to implement inclusive primary education policies and practices for foundational skills nationwide

Education Policy

Education Practices

End Of Program Outcomes

By 2031, targeted national and sub-national stakeholders develop and/or implement inclusive education policies and systems that support foundational skills for all primary students, including

By 2031, teachers and leaders of schools and madrasah in targeted districts demonstrate inclusive practices that result in improved foundational skills for all primary students, including children with

Curriculum and Assessment	Teaching Practices	Educational Leadership	Gender Equality	Climate Change

Intermediate Outcomes (IO)

Improved policies, systems and practices for inclusive primary curriculum, learning materials and assessment for foundational skills at national and sub-national level	Improved policies, systems and practices for inclusive teaching of foundational skills* in targeted districts**	Improved policies, systems and practices for inclusive leadership of teaching and learning in targeted districts**	Improved policies and practices for women leadership, boys' engagement and girls' well-being in targeted districts**	Improved policies and practices for inclusive climate change mitigation and resilience in targeted districts**

Strategies

Activation and strengthening of **district ecosystems** for inclusive education service delivery and improved learning in schools and madrasah ***

Provision of **technical assistance** to build capacities that strengthen education policies, systems, and practices at national, provincial and district levels.	Brokering and facilitation of **partnerships** between relevant education institutions at provincial, national and international level.	Support of **pilots and trials** of innovative initiatives and solutions to local education problems.	Generation and dissemination of **evidence and knowledge** on effective solutions to inclusive learning.

Principles

PDIA	TWP	Collaboration	Locally-led	Diversity, Accessibility, and	Evidence-based

*measured by improvement of student learning results

**the 25 district ecosystems across 6 provinces, key actors include district government, BPMP and BGP, TTIs, relevant CSOs, primary schools/madrasah and education personnel in the district

Goal and Objective

The overarching goal of INOVASI Phase 3 is: '*Improved learning and achievement of foundational skills for all Indonesian primary students*.'

This goal situates the program in the Indonesian education sector. In line with bilateral commitments and GoI priorities, it reflects the program focus on 1) the learning agenda, 2) foundational skills identified by GoI as literacy, numeracy, and character building, 3) the primary education sub-sector and 4) the inclusiveness of all Indonesian students. It continues to define the desired direction of Indonesia's primary education subsector as being inclusive and benefiting all Indonesian students.

The program objective is: '*Australia supports Government of Indonesia to implement inclusive primary education policies and practices for foundational skills nationwide*.'

This objective reflects Australia's desire and ambition to remain a strategic partner for GoI in the education sector. It positions INOVASI Phase 3 as a catalytic vehicle to support the nationwide implementation of inclusive education policies and practices, best and most recently articulated by the *Merdeka Belajar* reform agenda. It also recognises that the nationwide scale up of reforms is a responsibility of the GoI, that sits outside the program's accountability.

Outcomes

To contribute to the objective, the program has two end of program outcomes (EOPOs) that are expected to be achieved by the end of the eight years of implementation.

EOPO 1 - By 2031, targeted national and sub-national stakeholders develop and/or implement inclusive education policies and systems that support foundational skills for all primary students, including children with disabilities.

Building on the previous phase, this outcome sets out the program's desired achievements on education policies and systems, with a focus on inclusive policies for the attainment of foundational skills. The program will focus on its implementation and bridging the policy to practice gap within targeted areas (see targeting strategy below). This will require increased engagement at sub-national level to support the collaborative development of institutional capacities to deliver the reforms, as well as the testing of localised solutions in targeted districts. Institutions supported will include district authorities, the recently established provincial institutions for quality and teacher support[25], and provincial Universities' Teacher Training Institutions that can provide valuable support for teachers professional training and development**.** Importantly, the program will not only support the capacity development of individual institutions, but also and mainly their collective – or ecosystemic – capacities, that is the strengthening of relationships and the emergence of shared potential between relevant institutions in targeted districts (see strategies below).

Although the focus will be on policy implementation, INOVASI Phase 3 will remain involved in supporting relevant policy development. The reforms are indeed still under development and there are areas of interest where the existing policy framework can be improved to help achieve the reforms' strategic objectives. The Ministry conceptualises curriculum reform as an iterative process, and the program will play

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[25] The *Balai Penjaminan Mutu Pendidikan* (BPMP) and the *Balai Guru Penggerak* (BGP)

an important role in monitoring reform implementation jointly, feeding back lessons and innovations to decision-makers, and engaging closely with the processes of policy adjustment/improvement. Important areas of policy development interest include gender equality, such as barriers to women's appointment as principals and girls' well-being and agency in schools and madrasah, and other inclusion and equity issues such as the digital divide in a system of delivery increasingly dependent on access to Internet access and the access of mother tongue speakers to the language of education in early grades. Other policy issues for the reforms and the program support include pre-service teacher education, the pre-school transition year to primary school (kindergarten), and the integration of climate change mitigation and adaptation strategies in schools and madrasah.

EOPO 2 - By 2031, teachers and leaders of schools and madrasah in targeted districts demonstrate inclusive practices that result in improved foundational skills for all primary students, including children with disabilities.

Building on the previous phase, this outcome describes the objective of district-wide transformation of teaching and leadership practices in schools and madrasah. It draws a direct link between these practices and student learning and sets the program's accountability on the improvement of students' foundational skills in targeted areas. The ambitions of *current* reforms in foundational skills, curriculum development and school leadership necessitate transformed teacher and principal practices for improved learning outcomes for all students. Achieving this transformation require in turn systemic capabilities at district level and the program will support target districts to develop these capabilities under the leadership of the district authorities. This will mostly entail supporting district authorities to orchestrate and coordinate relevant stakeholders, maximising the agency of each and the synergy of all.

Importantly, in line with United Nations Convention on the Rights of Persons with Disabilities (UNCRPD), especially Article 3, these two EOPOs recognises the specific needs of students with disabilities or full and effective participation in learning and require relevant policies, systems, and practices to accommodate these needs. The success of the program will require a convincing demonstration that these needs are met.

To achieve these EOPOs, the program will focus on five strategic areas or intermediate outcomes (IOs) that support inclusive learning improvement and are central to the implementation of the *Merdeka Belajar* reform. These are targeting respectively (1) curriculum, assessment and learning materials, (2) teaching practices, (3) school leadership (4) gender equality and (5) climate change.

IO1 - Improved policies, systems, and practices for inclusive primary curriculum, learning materials and assessment for foundational skills at national and sub-national level.
The program will support the systemic capabilities of districts to guide, support and monitor the development of school-based curriculum and material support, and assess progress made on the foundational skills of all learners in the schools/madrasah. This will entail supporting the *process of* school-based curriculum development to ensure effective choices are made by schools/madrasah for achieving foundational skills for all students, for each achievement phase of *Kurikulum Merdeka* in the primary sub-sector. It will also entail supporting teachers' and principals' access to teaching and learning materials necessary for children's acquisition of foundational skills. Indicative needs include the provision of age-

appropriate children's books, the access to digital platforms for remote schools and the regulation of school grant allocation for learning materials.

The program will also support district authorities to orchestrate support from relevant agencies that have a contribution to make to inclusive school curriculum and assessment, including for learners with a disability. The program will support the capacity of the BPMP to take a facilitating role in supporting district authorities with national data, including the Assessment of Minimum Competency (Indonesian acronym - AKM) surveys of literacy, numeracy and character outcomes and the survey of the school learning environment, and to help the districts maintain their own assessments of students' progress, especially as there is no longer any mandated external validation of schools' internal assessment of their students in the national system. This support will include helping district authorities tailor curriculum and monitoring and evaluation processes of learning to capture different intersecting effects that affect particular school demographics, including through brokering the input of OPDs and gender based CSOs in the district. This aligns with the reforms' commitment to the diversity of learner needs, and it will enable the program to track progress towards EOPO 2.[26]

This IO also reflects INOVASI's potential to support the development of learning resources that have influence nationwide. Indicative examples include materials for teachers' understanding of numeracy, teaching upper grades literacy, supporting the learning of students with specific disabilities, and language transition approaches for diverse language contexts. The program's engagement in curriculum and assessment policy may also focus on the absence of literacy and numeracy assessment at the end of early grades in the AKM, leading to levels of remediation until it is too late in primary (grade 5). There will also likely be new policy areas arising from the piloting of new areas of curriculum, e.g., the curriculum for a pre-school transition year to Grade 1, and potentially the integration of climate change concepts into the curriculum.

IO2 - Improved policies, systems, and practices for inclusive teaching of foundational skills in targeted districts.

This IO targets development of capacities of both teachers and principals, and professional support organisations and systems, existing and new, in targeted districts. The focus is on inclusive teaching of literacy and numeracy, informed by evidence-based progressions of learning in these areas. The two fundamental requirements of practitioners teaching or leading on literacy and numeracy, are (1) knowledge and understanding of the domains of literacy and numeracy, and (2) and the skills for inclusive practice, that is, capacities for diagnostic assessment and teaching at the right level (TARL)[27]. Both of these areas are new to most teachers. The introduction of a Minimum Services Standard (MSS)[28] for literacy and numeracy at the district level shows the government's commitment to these capabilities in teachers. The program will support districts to monitor and continuously improve the effectiveness of teachers' and principals'

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[26] Baseline and endline data collections during the eight years of the program could continue longitudinal studies commenced under INOVASI Phase 2 and be valuable instruments for this tracking effort.

[27] See https://www.povertyactionlab.org/case-study/teaching-right-level-improve-learning. TARL is an approach developed by the Indian NGO Pratham that aims to build foundational skills in math and reading for all children before exiting primary school. At the instructional level, the approach works by assessing children's learning levels using a simple tool; grouping children based on learning levels rather than age or grade; using a range of engaging teaching and learning activities; focusing on foundational skills rather than solely on the curriculum; and tracking children's progress.

[28] Minimum Service Standards (MSS) are the provisions for the types and quality of minimum basic services that all citizens in Indonesia have a right to have.

practices, and as such to demonstrate the causal connection between practitioners' capacity and students' improved outcomes as outlined in EOPO 2.

As detailed in Annex 1, the Ministry has introduced three mechanisms to improve the capacity of teachers to implement the *Kurikulum Merdeka*: i) the digital platform *Platform Merdeka Mengajar* (PMM) that provides materials for supporting curriculum planning and new pedagogies, ii) the change agent school (*sekolah penggerak*) and its learning community outreach to neighbouring schools, and iii) the *Balai Guru Penggerak* (BGP), a unit located at the provincial level to support *guru penggerak* as principals. All of these are key institutions that support the improvement of education quality in districts. However, in their current form and stage of development, there is a risk they will struggle to adequately embed an understanding of inclusive literacy and numeracy teaching in a critical mass of practitioners in a given district. A critical role for the program will be to support district education authorities maximise the utility of these support systems for foundational skills development. This might be done by integrating them into existing district's system for managing schools, and particularly into the existing teacher and principal support systems: the teacher working groups (*Kelompok Kerja Guru* - KKG) and the principals working groups (*Kelompok Kerja Kepala Sekolah* - KKKS). Following INOVASI Phase 2 efforts, the program will continue to support improvements to these working groups, including reinforcing the need for recurrent funding of meetings, supporting permanent replacements for facilitation provided in the past, helping districts integrate the *sekolah penggerak* and the re-formed supervisor cadre into these roles, and supporting districts to develop a permanent supply of competent facilitators from partner universities.

Feedback from teachers interviewed during the Design Update consultation process indicates that many find the present PMM to be rather challenging to access and navigate. The district management of the *sekolah penggerak* may help improve this situation and as such reduce the digital divide within the districts. Amongst other functions, the *sekolah penggerak* are 'digital ambassadors' charged with supporting other teachers' take-up of digital resources and technology. Coordinated by the district education authorities, they could help in facilitating teachers' effective use of the PMM for planning differentiated teaching of literary and numeracy and sharing good practices across all schools. Utilising teacher working groups for such capacity development activities would be a cost-effective way of familiarising teachers with digital tools and resources for teaching, planning and student assessments.

More targeted identification of learner disabilities is now possible with the MoECRT-endorsed Student Learning Profile (PBS), and a priority of the new program will be to develop the capacity of specialist teachers in districts' disability service hubs (*Unit Layanan Disabilitas* - ULD) to help teachers support children with different identified disabilities, in line with the requirements of the Regulation on Reasonable Accommodation 13/2020. Meeting training needs required for inclusion of children with a disability in line with the above-mentioned regulation, will require strategic planning at central and district government levels.

The program's engagement in the pre-service reform provides an example of this IO relevance to national policy. With current large-scale retirement of civil servant teachers, MoECRT sees an opportunity for an ongoing supply of quality teachers through a reform of the pre-service sector. A key role for the new program will be to support the aspects of that reform that focus on classroom practices and pre-service teachers' grounding in literacy and numeracy, supporting the learning and inclusion of children with disability and gender sensitive curriculum delivery. This may include supporting the Ministry in the professional education pre-requisite (*Pendidikan Profesi Guru* - PPG) for teacher certification and the

adaptation of components of the pre-service degree course, to include substantive content in literacy and numeracy. Collaboration with current partner universities of INOVASI Phase 2 should be explored as an entry point for engagement in those reforms.

The implementation of the inclusive reform agenda has major funding and public finance management (PFM) implications at all levels of government and in turn consequences on the program's strategy, particularly for IO1 and IO2. The necessary access to digital teaching and learning resources requires specific measures for disadvantaged schools that go beyond the school operational funds (*Bantuan Operasional Sekolah* – BOS) support for printing resources or providing teachers with Internet quota. In addition, the implementation of the Regulation on Reasonable Accommodation 13/2020 requires adequate planning and financing capacities in the districts. Meeting the district MSS for literacy and numeracy is also likely to require additional support for poor performing schools and madrasah. The extent of training required for upgrading literacy and numeracy teaching – especially the latter – will necessitate skilled resources across the KKG/KKKS system. In light of this, an early focus for the program will be the development of a strategy to support both national and sub-national government to leveraging adequate financial resources. This will include identifying potential sources of support, including incentives for education quality improvement in the structure of the new fiscal transfers law (HKPD-Law 1/2022). It will also involve the development of an advocacy plan with other development programs (for example SKALA and UNICEF Papua) to review current national and subnational education allocations, including from relevant other ministries such as the Ministry of Finances Ministry for Villages (dana desa), support sufficient allocations for access to digital resources, and rationalise teacher hire, especially by schools, at the district level.

IO3 - Improved policies, systems and practices for inclusive leadership of teaching and learning in targeted districts.

This IO entails INOVASI Phase 3 providing support to district authorities to develop technical and leadership capacities of principals in targeted areas. The program will facilitate a focus on developing principals' capacities for instructional leadership in foundational skills, curriculum development, and resourcing learning through priorities in the school's annual plan and school grant allocation. Capacities will be developed through principals' involvement in learning communities and working groups, and through workshops, training sessions, monitoring missions, and/or technical assistance provided by district education authorities. The program will explore the potential of adapting and promoting the 'developmental leadership' model developed by the Developmental Leadership Program[29], well aligned with the current *Merdeka Belajar* approach.

The development of inclusive school cultures, including through community outreach, will also be a priority. This will include supporting the development and monitoring of school policies that foster the agency and engagement of all girls and boys, particularly against bullying and gender-based discrimination

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[29] See https://dlprog.org/. This model, developed at the Australian University of La Trobe, uses tools of 'adaptive' and 'ontological' leadership and coaching to support the exercise of developmental leadership. 'Developmental leadership' is conceived as: '*the strategic, collective and political process of making change happen. It recognises leadership as an inherently political process and one that needs to mobilise collective action and resources in order to contest and legitimise shifts in the status quo…., and to consciously work in political ways that leverage coalitions to nudge the distribution of power and resources in pursuit of positive development. The exercise of developmental leadership recognises that mobilising this kind of reform is less about positional authority and more about the exercise of leadership in all spheres and at all levels of society*'.

and violence. INOVASI will assist district authorities to engage with local OPDs and gender based CSOs to identify effective ways of implementing and improving on, related national policies for schools, including engagement with parents and the school community. In line with the Regulation for Reasonable accommodation of children with a disability, INOVASI's support will facilitate schools' take up and use of tools developed by INOVASI Phase 2 for identifying the problems and supporting the learning of student with disabilities, and broker outreach to the disability hub (ULD) facilitators in districts whose capacities for teacher professional development will be supported.

A key role for the program will be to support the development of constructive and effective relationships between the *sekolah penggerak* and learning communities and district authorities, so that they are seen and used as the district's front-line agents in improving the quality of education service delivery.

IO4 - Improved policies and practices for women leadership, boys' engagement and girls' well-being in targeted districts.

This IO targets gender equality and focuses the program's effort on three targeted issues: 1) enabling women's better access to positions of leadership in the school/madrasah system, 2) supporting the well-being and agency of girl students through development and implementation of school programs addressing harmful norms and practices, and 3) fostering boys' engagement with learning through evidence-based approaches to curriculum and teaching better adapted to boys' learning needs and interests. The program's approach to tackle these issues will be articulated in a program wide GEDSI strategy (see Section G) and in individual GEDSI strategies for district ecosystems.

Although two of the three targeted issues build on initiatives from INOVASI's previous phases (women's access to school principalship and gender-sensitive schooling), the gender equality ambition of INOVASI Phase 3 is more focussed on gender empowerment. Addressing girls' well-being and agency in schools will go beyond identifying stereotypes, to target gender-based bullying, sexual harassment, and violence, and countering the vulnerability of girls to influence that can result in child marriage. To challenge the root of these issues, the program's approach will tackle the underlying influence of gender norms that result in diminishing, ostracising, constraining and harmful behaviours towards women and girls. Gender CSOs and OPDs will have a large profile and role in district ecosystems, as close partners for schools and madrasah community, to build sustainable changes based on an awareness of these influences and on the empowerment of girls and boys to combat them (see indicative suggestions of strategies and gender organisations and OPDs in Section G). The ecosystem GEDSI strategies will tease out how these issues will be addressed by the different districts, and how norm shifts relevant to issues prioritised will be monitored.

IO5 - Improved policies and practices for inclusive climate change mitigation and resilience in targeted districts.

This IO emphasises the need for all segments of society to mitigate the occurrence of climate change and adapt to its impact. It also recognises the role that education plays in mitigating and adapting to the effects of climate change, over the long term. The program's support to climate change mitigation and resilience in schools and madrasah is consistent with the *Merdeka Belajar* reforms paradigm of real-world learning and the emphasis on 21st century skills in the curriculum, the *Profil Pelajar Pancasila* and character education,

and also MoECRT's 'safe school' agenda. The program's approach in this area will be negotiated with the central government to ensure relevance to national school policies, and articulated in a program-wide climate change strategy (see Section I). While an obvious entry point is the new curriculum and its disposition to foster environmental awareness, other areas of changes will be explored (e.g., teachers pre- and in-service training), noting the limitation of INOVASI with infrastructure provision[30]. The program will also support the development and implementation of district ecosystem climate change analysis and strategies that will outline planning and delivery measures to tailor education services in schools and madrasah to the local occurrence and effects of climate change. In some cases, these strategies will explore the role of schools and madrasah in the wider community, beyond education purposes (e.g., as refuge shelters for natural hazards, etc.). In all cases, they will encourage collective and systemic interventions which recognise and bring in the role of schools' stakeholders in mitigating and adapting to climate change (e.g., parents, communities, environmental CSOs).

Strategies

INOVASI Phase 3 will develop and implement activities that contribute in different ways to the outcomes described above. As illustrated in Figure 2, these activities will be designed, categorised and funded under different implementation streams or 'strategies'. The main program strategy is the brokering, activation and strengthening of ecosystems of education stakeholders in 25 target districts (see Annex 1). While this support is arguably the defining core characteristic of INOVASI Phase 3, it is important the program retains flexibility to provide support beyond specific provinces and target districts[31]. The other four strategies provide that flexibility: they enable the program to 1) respectively provide technical assistance to develop relevant capacities at national, provincial and district levels, 2) broker and facilitate partnerships between relevant education institutions, 3) support pilots and trials of relevant initiatives and solutions to local problems, and 4) generate and promote the use of evidence in relevant policies and practices. Support under these four strategies will be provided to relevant national institutions and organisations/initiatives active in targeted provinces (target and non-target districts). As such, INOVASI Phase 3 will operate as a platform that provides tailored support to national and subnational stakeholders, based on their local conditions and a common set of strategies.

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[30] INOVASI does not fund the construction and/or maintenance of infrastructure.

[31] Support to target district ecosystems might entail establishing institutional partnership, generating, and disseminating evidence, piloting, and trialling initiatives, and/or providing technical assistance. It will also certainly involve other services and activities. As such, when the program implements any of the other four strategies in target district, it will still be designed, categorised, and funded under the district ecosystem strategy.

Figure 2 – Implementation strategies for INOVASI Phase 3

Strategies	Description	Target	Indicative activities	Indicative outputs
District Ecosystems	Support the emergence of collective, collaborative, and coordinated actions to implement education reforms at district levels.	Stakeholders of 25 targeted districts, including authorising and supporting organisations active at national, provincial, district, and sub-district levels (see Annex 1).	- Stakeholders' analysis and capacity assessment. - Strategy development. - Activity design and implementation. - Continuous monitoring and evaluation. - Reflection and learning events. - Knowledge sharing and management.	- PEA analysis. - Capacity needs assessment. - GEDSI and climate change strategies. - Workplans and progress reports. - Study reports. - Learning events and workshop. - Sharing events.
Technical assistance (TA)	Provision of technical expertise to develop capabilities and fill capacity gaps of selected national and subnational stakeholders.	- Targeted national and provincial stakeholders. - All districts within targeted provinces.	- Capacity gap analysis. - Responsive deployment of TA. - Training workshops (GEDSI, MEL). - Facilitation of peer learning groups.	- Embedded technical assistance. - Training sessions and workshops. - Study plans and reports. - Policy brief and advice.
Evidence and knowledge	Development and dissemination of compelling evidence to potential knowledge users.	- Targeted provincial and national stakeholders. - All districts within targeted provinces.	- Analytical and research studies - Syntheses and Policy Briefs. - Knowledge sharing events (workshop, conference, webinars, etc.). - Media engagement.	- Policy briefs and synthesis. - Study plans and reports. - Evaluation plans and reports. - Learning events and workshop. - Sharing events.
Institutional partnerships	Partnering targeted stakeholders with relevant external peer institutions.	- Targeted provincial and national stakeholders. - Australian and regional partners.	- Partnership brokering and facilitation. - Grants. - Partnership monitoring.	- Study tours and visits. - Twinning arrangements (e.g. TTI and Australian University). - Grants.
Pilots and trials	Trialling new solutions and/or new initiatives to respond to specific issues.	- Targeted national and provincial stakeholders. - All districts within targeted provinces.	- Problem identification. - Design and implementation of experiment. - Monitoring and Evaluation. - Lessons and knowledge sharing.	- Concept notes and design. - Workplans and progress reports. - Grants. - Evaluation studies. - Policy briefs and sharing events.

- District ecosystems

As detailed in Annex 1, INOVASI Phase 3 will support the activation of education ecosystems at the district level that encompass a wider variety of stakeholders relevant to deliver the new reforms sustainably and at scale in all target districts. The district ecosystems will centre on the district education office as the main authoriser and will include stakeholders at the community, district, provincial and national levels, including civil society organisations (OPDs, gender CSOs, environmental CSOs). Figure 3 below illustrates a district ecosystem, with stakeholders of different size and role (the small clusters of circles are the change agent schools or *sekolah penggerak* and their learning communities - local schools and madrasah in their neighbourhood).

Figure 3: The district ecosystem
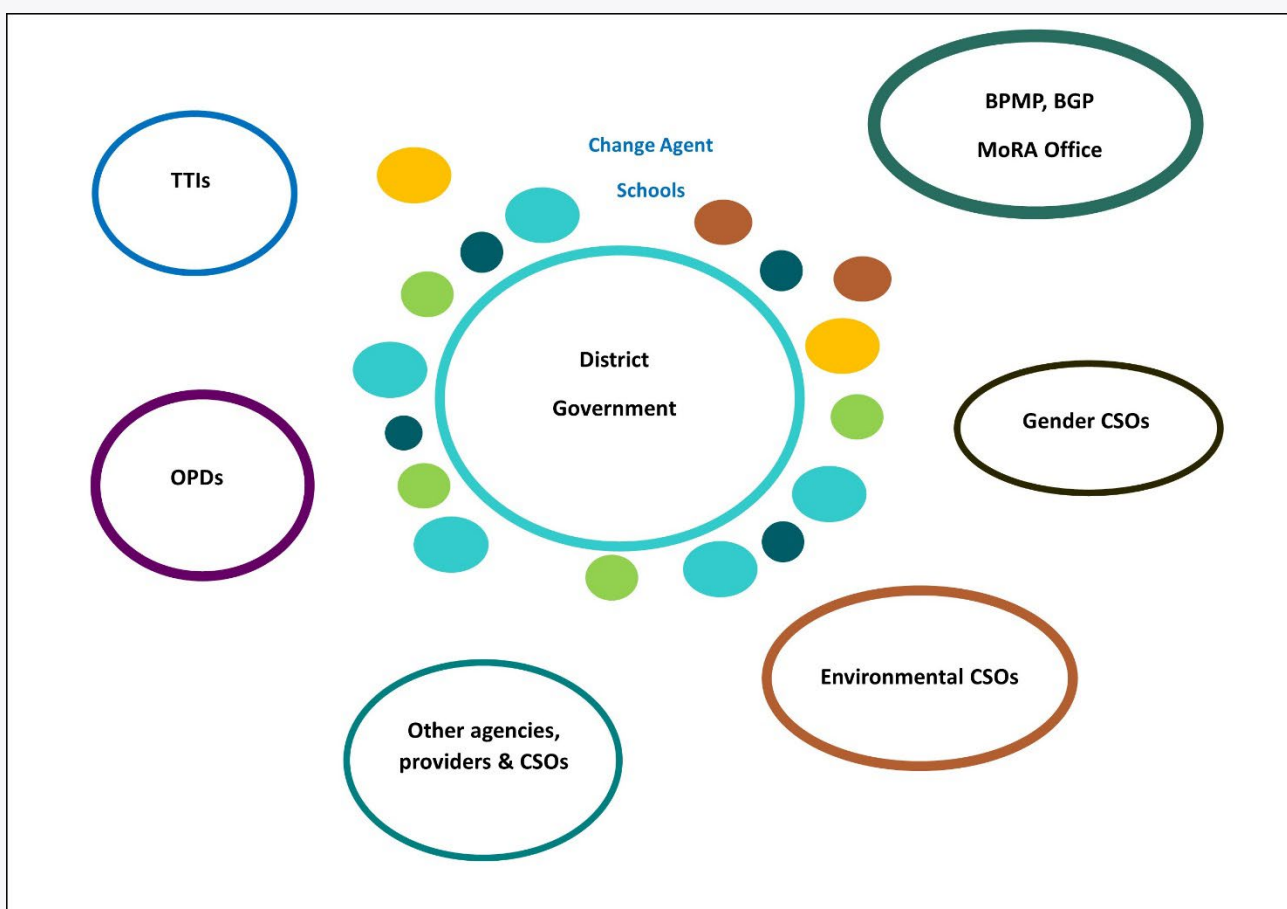
The program will support the development of district authorities' capacities to integrate stakeholders in the ecosystem around shared priorities for education, as well as work through relevant parts of the ecosystem to develop the capacities of specific categories of stakeholders to play their unique role. The program will play a facilitation role, supporting the collective potential to emerge and the group to cohere and work cohesively together. This requires an ability to understand and support relationships and constant adjustment to the support provided.

Importantly, MoECRT is interested in learning lessons from INOVASI's support and the evolution of ecosystems' dynamics, with a view to continuously iterate policy improvement. The success of INOVASI's

support is therefore not only contingent on ecosystems' achievements, but also tethered to the program's ability to observe, investigate, learn, and disseminate lessons on the viability and effectiveness of the ecosystemic approach.

To support district ecosystems effectively, the program will first conduct a stakeholder analysis in each target district, e.g. using the authority, acceptance and ability (AAA) framework, to understand the political economy at play, including the possibilities for change. This analysis will be produced as soon as the district selection has been confirmed and, if possible, during the program inception period. It will highlight entry points to work adaptively in each district, given local specificities. Based on this understanding, the program will establish capacity needs, both for organisations and for the collective, and develop appropriate strategies to respond to these needs. As noted above, these strategies will include bespoke GEDSI and climate change sub-strategies in each district to ensure these themes are considered appropriately. Each district ecosystem will adopt and evolve its own set of strategies, tools, and timelines, based on local circumstances, needs and constraints. However, it is envisaged that all ecosystems engage in a continuous cycle of planning, monitoring and evaluation of an agreed collective agenda for inclusive learning and well-being in the district's primary schools and madrasah.

- Technical Assistance

The program will provide targeted technical assistance to support the development of institutional capacities of relevant national and provincial organisations, and non-target districts within targeted provinces. This will include INOVASI's support to policy development in areas such as GEDSI, ECE pre-service teacher education and climate change. The nature and level of support provided will be assessed on a case-by case basis and integrated in the program annual planning process. It will invariably be designed so that it develops local capacities to promote and implement current education reforms.

- Evidence and knowledge

Beyond its own MERL needs, INOVASI Phase 3 will play a greater role in generating evidence and lessons on current and potential reform implementation processes and achievements, and their uptake for nationwide scale-up. The program will focus on building MoECRT MERL capacity and knowledge, and analysing the effectiveness of its primary education reforms. An underlying principle of the *Merdeka Belajar* policy framework is the iterative improvement of the new curriculum rather than 'big bang' change. Building on the current phase, the program will continue to monitor implementation of the *Kurikulum Merdeka* to inform MoECRT's policy adjustments based on evidence and findings. Some important findings already call for further policy consideration to ensure the reforms meet their objectives - they will need attention into the next program. INOVASI Phase 3 will work with other significant programs development partners to produce joint evidence and lessons, and undertake coherent policy dialogue and advocacy (see Section D). Through the district ecosystem, efforts will also be made to support the dissemination of evidence from learning assessments (including *Rapor Pendidikan*) to schools and teachers to highlight gaps in student learning and enable continuous improvement in teaching in the classroom.

- Institutional partnerships

Building on previous achievements and in line with GoI interest, the program will broker and facilitate institutional partnerships that will bring together suitable organisations to learn about each other and strengthen their own practices. Strategic partnerships will be developed at the provincial, national, and international levels (with Australia and throughout the Indo-Pacific region) and include new, traditional, and non-traditional partners. They will be considered on a case-by-case basis during the annual planning process (and outside when needed). Support to partnerships will be strategically based on politically informed connections and seek to deliver accelerated impacts by learning from other relevant initiatives and development partners across the region. Examples of international partnership may involve relevant Australian institutions such as the Australian Institute for Teaching and School Leadership (AITSL) and the statutory authority on curriculum and assessment (Australian Curriculum, Assessment and Reporting Authority - ACARA). It may also involve supporting GoI to engage in leading international educational forum such as the UNESCO supported Network for Education Quality Monitoring in the Asia-Pacific (NEQMAP), the Global Partnership for Education (GPE) or the Southeast Asia Ministers of Education Organisation (SEAMEO).

- Pilots and trials

The program will continue to develop and fund relevant local partners in the ecosystem to undertake pilots and trials that hold promises of lessons for effective implementation of *Merdeka Belajar* reforms. These will always include convincing monitoring and evaluation approaches and strategic communication protocols to disseminate the findings and lessons. While pilots and trials will be considered during the annual planning process, the program will also consider these opportunistically. The program support to the pre-primary transition year (ECE) provides an example of an area where a pilot could be considered, an exploration of how to improve the ECE year to best serve children's readiness for Grade 1 learning at district level, based on the different contextual issues in the school community that impede it. The program's compilation of findings from different district pilots would provide a strong basis for informing the development of a pre-school curriculum as MoECRT moves towards regulating the ECE sector.

Principles

In addition to its stated outcomes and strategies, INOVASI Phase 3 includes a set of principles (formerly defined as approaches) that guide how it will operate, as well as what it seeks to project externally. These principles provide core, stable elements of identity that should remain valid irrespective of changes in objectives. They are a key part of communicating the program's value to external stakeholders and to drive decisions and behaviours within the program implementation and governance. These principles will be reflected in program activity design and MERL processes and products.

The six proposed principles are:

1. Problem Driven Iterative Adaptation (PDIA): the program will support local responses to local problems, and foster a culture of iterative learning and adaptation.

2. Thinking and Working Politically (TWP): the program will operate cognisant of power distribution and dynamic and work towards gaining political support for its activities and long-term benefits.

3. Collaboration: the program will build and encourage collaborative relationships between governmental and non-government agencies, between different levels of governance (national, provincial, district), and between ecosystems stakeholders.

4. Locally led: the program will encourage and support solutions that are driven by local leadership, deployed through local strategies, and leveraged by local resources.

5. Diversity, accessibility, and inclusion: the program will actively support behaviours and activities that promote the participation and benefits of people with different genders, people with a disability and others who may traditionally experience discrimination or exclusion.

6. Evidence-based: the program will support the generation and encourage the use of credible evidence as the basis of operational and strategic decisions, within and outside the program's scope.

Geographic Targeting

INOVASI Phase 3 provides an opportunity to revisit the program targeting, taking into account the focus and delivery approach of the new program, and the current policy, technical and operational context. The INOVASI Phase 2 has a presence in four provinces, covering 14 key partner districts/cities. In addition, the program has varying degrees of engagement (though no permanent presence) in a further 32 districts located in the 4 provinces ('support' and 'scale-out' districts/cities). Given the policy implementation and subnational focus of the new program's approach, it is suggested the 'footprint' of INOVASI Phase 3 increases to 25 districts across five or six provinces. While this design suggests a selection of provinces, the identification of target districts requires a more in-depth analysis. A comprehensive targeting strategy that includes necessary analysis and a list of target districts will be developed by the implementation team during the program inception period. MoECRT is keen to support the selection process and has already volunteered to share relevant data.

To have a broad and relevant selection of locations in which INOVASI can test and support its approach to reform implementation, the Design Update process has carefully considered the choice of provinces with a view to enable: i) the intersection of inclusive learning outcomes and socio-economic disadvantage, ii) the representation of various geographic typologies in Indonesia (including island regions), iii) the complementarity with other DFAT and non-DFAT funded programs[32], iv) the continuation of INOVASI phase

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[32] This means selecting locations with programs that have different and complementary focus (e.g., DFAT-funded SKALA program), and avoiding locations that host programs with similar focus. This is for instance the case in Sumatra, where the Tanoto Foundation's PINTAR program establishes regional centres of excellence that provide training and mentoring to principals, teachers, supervisors, and committees of primary and junior secondary schools and madrasah, to improve the quality of learning, school-based management practices, and a reading culture.

2 innovative interventions[33], v) the inclusion of different types of local ecosystems that could become models for other ecosystems[34], and vi) the potential for leveraging work with existing partners. Criteria retained for the selection of provinces include:

- o Continuation between INOVASI Phase 2 and Phase 3
- o Complementarity with SKALA target provinces
- o Focus on Eastern Indonesia
- o Presence of madrasah and supporting organisations
- o Presence of top-ranking education university that can influence the development and activities of TTI beyond their province
- o Island geography
- o Absence of other development partners with a similar focus and approach than INOVASI

The application of the criteria above combined with the feedback received during the Design Update process has led to suggesting six target provinces for INOVASI Phase 3: East Nusa Tenggara (NTT), West Nusa Tenggara (NTB), North Kalimantan (Kaltara), Maluku, East Java, and West Java.

Figure 4 – Criteria for province selection

Criteria	NTT	NTB	Kaltara	Maluku	East Java	West Java
Phase 2	included	included	included	not included	included	not included
SKALA	included	included	included	included	not included	included
East Indonesia	included	included	not included	included	not included	not included
Islamic education	not included	not included	not included	not included	included	included
Top universities	not included	not included	not included	not included	included	included
Islands	included	included	not included	included	not included	not included

Based on this selection of provinces, it is suggested the program targets 25 districts in total: five districts per province (not necessarily current partner districts), except for the East and West Java provinces across both of which five districts are selected together. The special treatment of East and West Java is justified by the fact that all Javanese provinces are generally performing much higher than the rest of Indonesia, and therefore do not require (nor desire) the same level of external support. However, it is important to keep

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[33] Particularly those interventions that will not be fully scaled out at the end of INOVASI phase 2, e.g., gender-based schooling.

[34] For instance, provinces that already host strong and influential TTIs.

these two provinces in the selection for several reasons: 1) they house two influential universities – Universitas Pendidikan Indonesia or UPI (West Java) and Universitas Negeri Surabaya or UNESA (East Java) that could offer strong catalytic support for ecosystems development, 2) the widespread presence of madrasah and the current INOVASI work with Muhammadiyah and NU schools in East Java offers an opportunity to infuse the INOVASI approach more widely in their school network, and 3) the INOVASI work to date with UMSIDA on gender-responsive schooling is an important achievement and need to be continued for expansion to other districts/provinces.

INOVASI Phase 3 has an opportunity to produce valuable insights on the implementation of education reforms across districts with geographic and cultural differences. The list of target districts will be agreed with MoECRT, prior to being endorsed by all NSC members. The selection of the 25 districts will consider representativeness across the provinces on key development, education, and poverty metrics, as well as the feasibility and resources within available budget. A set of criteria will be developed jointly with MoECRT and will necessarily include a high variance of education performance (learning and participation) within provinces and the presence of reform-minded heads of district (or at least the display of some reform readiness), possibly assessed on the basis of the authority, acceptance and ability (AAA) framework. The former criterion speaks to the learning rationale of the program's approach and the need to test it under different circumstances. The later criterion reflects the critical role of district authorities in activating and sustaining the district ecosystem model. The program targeting strategy will be reviewed during the MTR process, to ensure it continues to be fit for purpose. The districts' selection will require an analysis of MoECRT *Rapor Pendidikan* data across the selected provinces – this analysis has already been discussed with MoECRT and could be jointly produced by MoECRT and the implementation team.

As mentioned above, districts that are within selected provinces but not targeted may still receive INOVASI Phase 3 support through four of the five programmatic strategies. They will also be invited to attend relevant meetings of the program Provincial Steering Committee (PSC) to facilitate their understanding and encourage their uptake of the district ecosystemic approach. Existing target districts under Phase 2 that will not be retained in Phase 3 will be offered a phasing out strategy in the first implementation year (2024), with priority access to support under the four other relevant strategies.

E. IMPLEMENTATION ARRANGEMENTS (HOW WILL DFAT ENGAGE?)

Delivery Model

Based on the performance of the current INOVASI model, Phase 3 will continue to be implemented by a Managing Contractor (MC) who will deliver and coordinate all aspects of program implementation. The use of a managing contractor as implementing partner is a proven delivery mechanism for DFAT investments in Indonesia, one that generally increases the visibility of DFAT's assistance, enables a flexible and adaptive programming approach, and offers efficiency and the ability to implement different activities at central and provincial levels. The ISR (2022) has compared and discussed the deliver models of INOVASI and UNICEF Papua investments. It states that the current INOVASI modality *'has benefitted from a close relationship with DFAT management and the flexible and adaptive programming that marks DFAT out among development partners in Indonesia'* (p.iii), and further suggests that *'using a managing contractor program*

model to deliver INOVASI is likely to be congruent with DFAT's public diplomacy objectives in Indonesia. Generally, this approach increases the visibility of DFAT's assistance and in principle creates more opportunity for engagement with senior Indonesian bureaucrats' (p.39). Based on the experience of Phase 2 and the ISR conclusion, it is the preferred model for Phase 3 given the size of the investment, its dynamic environment, the complexity of the engagement with stakeholders nationally and sub-nationally, and the administrative requirements to manage the investment in line with DFAT fiduciary and service delivery standards.

Governance Arrangements

Building on the strong collaborative relationships established in previous phases, INOVASI Phase 3 will continue to work with MoECRT and MoRA as key partners and will retain capacity to support Bappenas. Considering its role in developing policies for district planning and budgeting (including compliance with MSS for literacy and numeracy), involvement of the Ministry of Home Affairs (MoHA) in the new program should also be considered, for instance as a member of the National Steering Committee or through involvement in joint monitoring visits. This will be explored further during the establishment of the new program's Subsidiary Arrangement (SA).

Program governance arrangements will ensure strategic discussions are held and lessons are shared regularly with key counterparts, with a view to adapting and improving program implementation. The current INOVASI governance arrangements are considered effective by stakeholders both at the national and subnational level. They remain a relevant means for coordination and will be continued under the new program. As such, the program will be governed by a National Steering Committee (NSC) that will provide oversight and strategic guidance on the program's broad directions and risks, and six Provincial Steering Committees (PSC) that will act as accountability, risk management and decision-making bodies for program implementation in targeted provinces. As illustrated in Figure 5, these committees will be chaired by GoI representatives and will meet six-monthly, with the possibility of organising online meetings for the PSC. Meetings of both national and provincial committees will include resource persons relevant to the issues being discussed. At the NSC, this could include representatives from the six target provinces (TBD), as well as representatives from OPDs and gender equality advocacy groups. Non-target district representatives will be invited to attend PSC meetings as observers to enable non-target districts to learn from the process and progress of the local ecosystems work. Other relevant local stakeholders (including from universities, private sector organisations and representatives from relevant DFAT-funded programs) will be also invited to participate as resource persons in NSC and PSC meetings, as relevant.

The program governance arrangements will be confirmed with GoI and be ultimately detailed in the relevant subsidiary arrangement document and program implementation manual.

Figure 5 – Governance Mechanisms

Mechanisms	Responsibilities	Membership
National Steering Committee	- Oversight of INOVASI strategic directions and risks, including with respect to inclusiveness agenda.	• Co-Chairs: - Head of Standards, Curriculum, Assessment and Books, MoECRT

Mechanisms	Responsibilities	Membership
	- Endorsement of program strategies, including the annual workplan, MEL strategy, GEDSI strategy. - Endorsement of INOVASI progress reports. - Discussion of key policy and systemic issues. - Participation in joint monitoring activities and the Education Innovation Forum. - Strategic coordination between GoI agencies involved in INOVASI.	- Director General (DG) Islamic Education, MoRA • Members: - Secretary General, MoECRT - DG ECE, Basic and Secondary Education, MoECRT - DG Teachers and Education Personnel, MoECRT - Deputy Minister for Human Development, BAPPENAS - Minister Counsellor for Governance and Human Development, DFAT - Program Director, INOVASI • Secretariat: - Secretary of Standards, Curriculum, Assessment and Books Agency, MoECRT
Provincial Steering Committee	- Strategic guidance for and endorsement of INOVASI agenda in target province, including GEDSI strategy. - Discussion of achievements, technical and implementation issues, including key risks, relating to INOVASI activities in the province. - Communication of findings from monitoring and evaluation activities to local stakeholders. - Facilitation of mobilisation of counterpart resource, both financial and in-kind to support work under this partnership.	• Chair: Vice-Governor[35] • Members: - Regional Secretary - Head of the Education and Culture Office - Head of Development Planning (Bappeda) and Regional R&D Office - Head of MoRA Regional Office - Head of the BPMP and BGP - Regent or Major of target districts[36] - Representatives from OPDs and CSOs - Counsellor for Human Development, DFAT - Provincial Manager, INOVASI • Observers: - Heads of District Education Office (target) - Heads of MoRA District Office (target) - Representatives from non-target districts - Representatives from relevant DFAT programs • Secretariat: INOVASI Team

DFAT Oversight and Management

DFAT will continue to adopt a partnership approach to program oversight and management. Post's Basic Education Unit (BEU) team will maintain the oversight of program implementation and ensure quality, visibility, and compliance with DFAT standards, while focusing on stakeholders' engagement to set program

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[35] Or Head of Education and Culture Office and the MoRA Regional Office for East Java and West Java provinces.

[36] Or Head of Education Office of target districts for East Java and West Java provinces.

directions, monitor and manage risks, support collaboration with other DFAT programs and development partners, and ensure effective dialogue around key issues linked to reforms and program implementation. The staffing needs of the BEU team are not expected to change: the team will continue to include one LE7, one LE6, 2 LE5s and 1 LE4. It is expected a minimum of 3 FTE staff members from the BEU (0.5 FTE LE7, 1 FTE LE6 and 0.5 FTE LE5 for GEDSI and 1 FTE LE4) will be required to manage and administer the new program.

Post will continue to rely on a managing contractor for the day-to-day management of the program, including the recruitment, mobilisation, and management of the implementation team, who will be responsible for the planning, implementation, and monitoring and evaluation of program activities. Recurrent (e.g., monthly) coordination meetings between the BEU and implementation teams will enable effective flow of information and swift decision making around emergent issues and opportunities, including risks management. These will include monthly meetings with the Program Director and/or leadership team, as well as regular informal updates. It is proposed these arrangements be complemented by six-monthly strategy testing workshops to help guide the program direction and feedback learning (see Section F).

In addition, to support the strategic oversight of the program, Post's education team will continue to access independent support from the Quality Investment Support Services (QISS) facility and/or draw on the support from an Independent Strategic Advisory Team (ISAT) with high-level expertise in education policy and programming, and Monitoring, Evaluation and Learning. The purpose of such support is to ensure sufficient credible performance information is generated and informs strategic and operational decisions to maximise the chance of achieving program objectives, including policy dialogue and advocacy at national level. External support, provided through an ISAT or individual consultants, will be directly engaged, and managed by DFAT and will function as an ad-hoc 'help desk' for enquiries related to issues such as program strategic planning, MERL, stakeholder engagement, policy dialogue, and/or public diplomacy (see Section F).

Implementation Team

The program implementation team will be responsible for the coordination and management of INOVASI Phase 3 activities. The team's headquarter will be based in Jakarta and provincial offices will be established strategically to efficiently service the program's subnational needs and activities. Provincial offices will be based in regional centres, well connected logistically, where provincial stakeholders (e.g., TTI, BGP and BPMP) are located, and from where a decent pool of local consultants can be mobilised. Cognisant of the six target provinces, the number and location of provincial offices will be suggested by the managing contractor and approved by Post.

The initial structure and composition of the implementation team will be agreed prior to team mobilisation and be subject to changes as the program evolves. It will be led by a full-time Program Director who will have overall responsibility for the delivery of program implementation. In addition to the Program Director, the leadership team will necessarily include senior MERL, gender equality and disability inclusion specialists. In addition, the team will be staffed by professionals with appropriate technical expertise in education and Indonesia education policy, systems and practices, MERL, GEDSI, climate change, communications, as well as appropriate management expertise in planning, administration, finance, risks

and safeguards, and human resource management. Given the program's substantial engagement at sub-national level, it is expected the implementation team includes substantial resources at provincial level: provincial offices will be led by dedicated provincial managers and staffed appropriately to develop and implement the activities in targeted districts. There will be a high degree of technical coordination across the provincial teams, with lesson learned and shared from one province to the other. Both central and provincial teams will primarily be comprised of national staff members who will draw on short-term international expertise when needed. Intentional efforts will be made to mobilise a team that models inclusive practice and includes women and people with disability, especially in key roles.

The implementation team will support DFAT in their broader policy dialogue with GoI and will need to work closely and in a collaborative manner with Post and display a responsive attitude. The team will include sufficient knowledge of and experience with DFAT management systems and processes, and a capacity to ensure program implementation is in line with all DFAT guidelines and requirements, including related to fraud control, child protection, and protection from sexual exploitation, abuse, and harassment (PSEAH). During the first three months of implementation, the Managing Contractor will be required to review and update the program Operations Manual, which will set out standard operating procedures for implementing the program in compliance with DFAT standards and form the basis for oversight by the BEU team at post.

The implementation team will have and/or rapidly develop an in-depth understanding of current education reforms in Indonesia, including the role and composition of stakeholders at subnational level. The team will liaise regularly with a range of Indonesian stakeholders, including NSC and PSC members, subnational partners, other DFAT programs' teams, NGOs and OPDs, and other key development partners such as UNICEF in Papua, Tanoto Foundation in Sumatra, and the World Bank for joined up lessons and policy dialogue. As such, the team will need to demonstrate an ability to form, nurture and consolidate effective relationships with all these stakeholders and to consistently think and work politically as it supports them to develop and deploy their own solutions to implement education reforms.

Coordination With Other Investments

INOVASI is designed as a vehicle to support education policy development where needed and test approaches for education policy and reforms implementation. Given their engagement with policy development processes and their natural alignment on priorities of mutual interest, effective engagement, and coordination with other DFAT-funded programs in Indonesia (such as SKALA, INKLUSI, KONEKSI, UNICEF Papua) are important and will underpin INOVASI impact, particularly at sub-national level. This engagement and coordination will primarily focus on INOVASI's support to district ecosystems and the necessary subnational capacity to implement national reforms and include the critical issue of fiscal transfer and public financial resource management at district level. Also, some studies under the INOVASI research agenda may be relevant to other DFAT-funded initiatives, if and when for instance they investigate issues linked to the broader decentralisation and PFM agenda (SKALA), inclusive norms and practices (INKLUSI) and/or to ECE transition to school and language transition (UNICEF Papua). Collaboration will also be

encouraged around INOVASI's development and support of institutional partnerships, as these may draw form lessons from and/or involve stakeholders from other DFAT programs (KONEKSI).[37]

Cross-program collaboration will require Post BEU to liaise closely with relevant GoA programs' management teams through formal and informal mechanisms to ensure respective priorities and activities are aligned and coordinated upstream. Fortunately, most relevant initiatives are overseen by DFAT Human Development Counsellor at Post, which in itself guarantees a level of strategic visibility. DFAT representatives on INOVASI governance bodies (Minister-Counsellor and Counsellor) will be also able to feed priorities, challenges, lessons, and interest of other Australian ODA-funded programs into the INOVASI agenda and to encourage cross program fertilisation and shared policy engagement around key reform processes. The collaboration with SKALA is particularly relevant: while SKALA is currently still in mobilisation mode, the scope and mechanism of this collaboration will be further explored by Post's BEU team, and solidified during INOVASI Phase 3 inception period. The program will also link closely with INKLUSI which addresses social norms and gender-based violence and child marriage (amongst other issues) through supporting gender and disability civil society groups and developing partnerships between GOI and civil society organisations. Again, the scope and mechanism of this collaboration will be further during INOVASI Phase 3 inception period.[38]

Post BEU team will also seek synergies between INOVASI and other Australia-funded initiatives through its participation in the Embassy Education Roundtable - an existing whole-of-government coordination mechanism hosted by the DoE and chaired by the DHOM. Improved coordination of strategies and approaches with those agencies at Post will clarify complementarities between INOVASI and other Australian initiatives, particularly those targeting institutional partnerships.

Beyond Australian investments and partners, Post will continue to support improved collaboration with other development partners in basic education, mainly but not uniquely through the Basic Education Working Group (BEWG). This group usually meets quarterly with a focus on improved collaboration, and includes as regular participants representatives from the World Bank, UNICEF, SMERU Research Institute and Tanoto Foundation[39]. The aim is to maximise effectiveness and efficiency and leverage the comparative advantage of individual partners towards common goals. Different partners/programs also have different sets of relationships and networks which the Program can draw on.

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[37] A clear delineation will be drawn with the partnership mechanism offered by KONEKSI: when research partnerships are pursued between Australia and Indonesia, KONEKIS is the preferred mechanism. In all other cases – i.e., non-research partnerships or research partnerships not involving Australia – INOVASI may be the support vehicle.

[38] A difference between the approach of INKLUSI and INOVASI in working with civil society groups is INKLUSI's interest in developing GOI-civil society partnerships for policy development around issues of gender and disability (and the capabilities and environment relevant to that objective), while INOVASI will support the capabilities of the CSOs in the districts with the more direct objective to change the experience of women, girls and boys in the district's schools and madrasah.

[39] Tanoto Foundation is working with four TTIs in Indonesia (UPI in West Java, UNESA in East Java, Unimed in North Sumatra, and UNY in Yogyakarta), supporting MoECRT with the reform of the one-year pre-service Teacher Professional Education Program (pre-service PPG). Tanoto Foundation's work involves supporting improvements to the pre-service PPG curriculum, and improvement of approaches and collaboration between school and university for the 'practice' element for candidate teachers. Since the pre-service PPG program is an important element of the ecosystem in addressing the demand for teachers in these areas, the new program will need to collaborate closely with Tanoto Foundation to ensure complementarity of support - rather than overlap, particularly in East and West Java.

At the time of the design, Post is involved in a discussion about using the new INOVASI program to leverage a GPE grant for MoECRT, through the GPE multiplier mechanism[40]. If MoECRT's application for the GPE grant is successful, the additional funding (which could amount to up to a third of the INOVASI budget) will be provided to and managed by a GPE authorised Grant Agent (GA) organisation, assigned by the GPE Local Education Group in Indonesia. DFAT does not qualify as a GA in Indonesia, and nor is it likely its managing contractor will. It is yet unclear who would be the authorised GA, whether a multilateral organisation (e.g., UNICEF) or an international NGO, and whether that organisation will be able to channel GPE funds back to the DFAT program. As such, any additional GPE funds will probably be managed separately and independently from INOVASI Phase 3, with the intention to replicate similar approaches and activities in other regions. The program will likely need to coordinate with the GA organisation, to support emulation of INOVASI phase 3 activities in other geographical areas of Indonesia.

Sustainability

The INOVASI Phase 3 offers a laboratory to test, study, adapt and iteratively improve the feasibility of implementing current education reforms through a district's ecosystem approach, and in doing so their impact on students learning and achievement of foundational skills. The sustainability of the program's outcomes will be largely influenced by the program's ability to demonstrate the effectiveness and impact of its approach on improving learning outcomes for children, and to convince GoI to scale it up while respecting contextual parameters. The program long term impact will also be reflected in potential changes to the current system and processes for education reforms delivery. These legacies are beyond the sphere of control and influence of the program. However, they are within its sphere of interest and will be investigated as part of the program MERL efforts to incentivise the uptake and scale-up of INOVASI ecosystemic approach (see Section F). As such, two factors of sustainability will require close attention from the program from the start of operations: i) the continuation of the reforms, and ii) the capability of district authorities to sustain improvement in teaching and learning at scale in target districts.

- **Sustaining the direction of the reforms**

Over the first two years, the program will need to monitor the risk that the reform could lead to teacher and district discouragement, around issues such as the access and utility issues of the digital platform, the availability of printed resources especially for schools without Internet, the adequacy of professional development support and core upskilling requirements of teachers and principals. Through recurrent analyses, the program needs to monitor the quality of the interface between district authorities and the national organisations introduced into the district context (*sekolah penggerak*, BPMP and BGP and the *Rapor Pendidikan*). Issues arising from any of these risks need to be deliberated in the national and/or provincial steering committees, and by members of the implementation team closely engaged in policy work.

Over the longer-term improved learning outcomes will be sustained nationally by the reform of pre-service preparation of teachers in literacy, numeracy, and inclusive teaching practices, especially for students with disabilities. The upcoming retirement of thousands of civil servant teachers makes a start on these reforms

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[40] See more details on https://www.globalpartnership.org/funding/gpe-multiplier

timely. The program will have a role in tailoring pre-service curricular reform to classroom practice, in course components on literacy numeracy and inclusion, and particularly in the professional certificate program, the PPG. It will have a role in helping partner universities develop pre-service modules on supporting children with a disability. In all three domains it can use established relationships with influential faculties to help MoECRT scale these innovations across the sector.

- **Sustaining learning improvement in target districts**

The sustainability of improved outcomes at scale in the target districts will come from the effective functioning of the systems of learner, teacher, and school support, as outlined in Section D. Districts have some of these support systems in place, namely the teacher and principals' working groups. With the support of INOVASI Phase 2, some also have a new realisation of the value of these systems for professional skilling in literacy and numeracy, and of the need to facilitate their sessions, to monitor change in classrooms, and to provide funding support from district (BOS). Most districts do not yet have in place the systems required by the Reasonable Accommodations Regulation 13/2020, and in particular the ULD hubs, which this program could support as part of its ecosystem strategy in target districts.

The demand on all these systems makes district education funding and PFM a central issue for sustainability. At the national level, the program will work with SKALA and UNICEF to influence policies and incentives in the new fiscal transfers law (HKPD-Law 1/2022) to flow in the direction of districts, for them to meet MSS standards in literacy and numeracy, teacher quality development and requirements to implement the Regulation 13/2020. At the subnational level, the program will support district and village authorities with planning and budgeting processes, to secure recurrent expenditure commitments to teacher quality development, develop district regulations to channel school operational funds (BOS) to support teacher and learner needs, and develop village funds (*dana desa*) to support digital hubs in village libraries and book supply for pre-school PAUD.

In addition, the proposed Design Update encourages the sustainability of program's outcomes through the following ways:

- The program's mechanisms that provide flexibility so that it remains agile and resilient in an evolving context – a necessity demonstrated by the COVID-19 pandemic. These mechanisms include the multiple strategies that can be tailored to different stakeholders needs (districts, provincial and national agencies), an annual cycle of planning, and a flexible activity budget.

- The potential for the program to generate evidence and insights about external initiatives and approaches to reform implementation - for instance through evaluation studies of MoECRT-managed initiatives - will ensure benefits go beyond the sphere of targeted district ecosystems and touch a greater number and diversity of education stakeholders, including at national and provincial level.

- The development and strengthening of institutional partnerships both at national and local levels will provide benefits for partners beyond the lifetime of the program. These relationships will enable partners to observe and learn about each other's service delivery and management practices, and will lead to sustained improvements in partners' capacity to identify problems and develop solutions. They will be particularly valuable for program initiatives related to the empowerment of women and girls and persons with a disability; and the CSOs and OPDs that support them.

- The program will continue to encourage increased GoI support and collaborative approaches, particularly for pilots and trials, to foster greater local ownership and sustainability. Pilot funding can be multi-sources, including provincial, district, village, and education units. Support from GoI national partners could cover workshops, research and analytical activities, and travel costs.

The Implementation team will develop and submit a sustainability plan in the first twelve months of the program to ensure effective measures including those suggested above are put in place and are integrated in relevant workplans and strategies.

F. MONITORING AND EVALUATION (HOW WILL DFAT MEASURE PERFORMANCE?)

As with all development programs, a robust MERL approach is important to assess achievements, regularly review program strategies, learn lessons from ongoing implementation, and seek to adjust and strengthen approaches for improved results. In the case of INOVASI, such approach is fundamental to the program rationale: at its core, the program can be envisaged as a vehicle to trial, test, learn from and improve localised ecosystemic approaches for implementing relevant education policies and systems. This requires an innovative, strategic, and convincing MERL approach, that mixes rigor and creativity to capture and understand localised systemic changes. A summary of core elements of the INOVASI Phase 3 MERL approach is provided below, distinguishing between the Program MERL system, the servicing of partners MERL needs, and DFAT mechanisms to review and enhance the program's strategic performance.

Program MERL SYSTEM

A program Monitoring, Evaluation Research and Learning (MERL) system will be developed by the Managing Contractor and submitted within six-months of INOVASI Phase 3 commencement. It will be shared with NSC members during the first year of implementation and it will be updated annually on a need's basis, as part of the annual planning process.

- **Purposes**

As an important management tool, the MERL system will be user-driven and focused on delivering convincing and timely information for decision makers (DFAT, NSC and PSC members). It will serve three main objectives:

1) Enable strategic decision-making: high level monitoring of the program's context, political economy, and opportunities will enable DFAT and NSC members to determine program directions and priorities and ensure engagement with potential users of program performance information.

2) Understand and learn from results: much of the program's MERL efforts will focus on assessing the appropriateness and sufficiency of the achievements, particularly against high level outcomes (IOs and EOPOs). While the program accountability is to the level of inclusive education policies and practices and learning improvement in target areas, tracking, and learning from examples of students' learning improvement nationwide (Goal) will be important to inform scale up and continuous improvement.

3) Ensure efficient management: INOVASI's MERL function will provide information on inputs, activities, and outputs as required to fulfil public resource accountability requirements, ensure value for money, manage risk, and prepare annual plans and budgets.

- **Approach**

The MERL system will follow DFAT relevant M&E standards and be strategic by design. It will be practical and utilisation-focused, to infuse a culture of results and learning amongst INOVASI implementation team and stakeholders. It will generate evidence of contextual and program performance that can be acted upon and describe ways in which different stakeholders can use such information. It will utilise existing dataset when relevant, including students and schools' data (e.g., the AKM surveys of literacy, numeracy and character outcomes and the survey of the school learning environment), and undertake data collection when necessary.

The system will include Key Performance Questions and describe the overall methodology to answer them. The methodology will necessarily include:

- A results framework with key performance indicators, baseline measures and targets, against which progress at each level of the program logic can be assessed (see preliminary results framework in Annex 2[41]).
- Monitoring activities, including data collection tools and analytical processes, to measure, describe program inputs, activities, and outputs.
- Evaluation studies to assess the program's contribution to the implementation of relevant inclusive education policies and systems and the occurrence of inclusive teaching and management practices in targeted districts, and ultimately to the extent to which, and how Indonesian students' learning and achievements of foundational skills improve.
- A research agenda that outlines contextual studies to analyse relevant issues and trends at national and subnational levels, some of which could be undertaken in collaboration with other development partners such as UNCIEF, Tanoto Foundation and World Bank.
- A schedule of learning and reflection events, including specific outputs and/or protocols to disseminate lessons (e.g., Strategy Testing Exercise – see below).
- Specific responsibilities, resources requirements and a budget.
- A timeline with key activities and deliverables.
- A reporting framework that includes a list of deliverables and information sharing events, including periodic reports for the NSC.

Beyond producing disaggregated data by gender, disability and ethnicity, the MERL system will enable the tracking of the intended and unintended gender equality and inclusion dimensions of the program, including changes in gender norms and power distribution, and the extent to which people with disabilities are actively participating in and benefiting from the program. Based on the GEDSI findings, it will identify actions to improve and address unintended consequences and risks.

- Key Performance Questions

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[41] The preliminary framework presented in Annex 2 will be further developed during the program inception phase, and formalised as part of the MERL system.

The MERL system will be structured around a set of Key Performance Questions (KPQs) that will guide the analysis and synthesis of program performance information, and over time the construct of a program performance story. These will provide a structure for the program's annual report, and any learning or reflection events. The preliminary questions suggested below align with the current design and the criteria used in the DFAT Investment Monitoring Report (IMR). They will be refined and agreed during the development of the MERL system[42].

1) Relevance - Is the program still aligned with Indonesia's education policies and priorities and the interests of the bilateral relationship?

2) Effectiveness - To what extent and how is the program achieving its expected outcomes?

3) Efficiency - To what extent and how is the program making appropriate use of resources and services at the right time and in the right way to achieve the intended outcomes?

4) Monitoring and evaluation - Is the MERL system generating credible information that is being used for strategic decision-making, learning and accountability purposes?

5) GEDSI – How and how well does the program identify and address gaps in and opportunities for promoting gender equality, disability, and social inclusion?

6) Climate change - How and how well does the program identify and address risks and opportunities for climate resilience and mitigation of primary education services?

7) Sustainability – What evidence is there that the approach and benefits of the program will last beyond the program timeframe?

8) Impact - What examples are there of uptake of the district ecosystemic approach for education reforms' implementation outside targeted districts? What factors have brought this about?

9) Risk and safeguards – How and how well does the program actively identify and manage risks related to the delivery of the program and the achievement of expected outcomes?

- **MERL Functions**

To provide the basis of information for answers to these questions, the MERL system will clearly articulate four distinct and complementary functions: a monitoring, evaluation, research, and a learning function respectively.

o The monitoring function will include the routine collection of data relevant to the key performance indicators compiled in the results framework (see indicative framework in Annex 2), including specific metrics to track the progress and capacities of districts education ecosystems. It will also include operational information such as level of inputs and activities.

o The evaluation function will include operational reviews, outcome evaluations, case studies, and annual surveys. Specific evaluation studies will investigate progress at EOPO levels and will be identified and designed early on, cognisant of existing datasets, tools, and processes.

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[42] A question about the program's Value for Money (VfM) will be considered, and if deemed appropriate will be included to cover aspects of efficiency/costs, effectiveness/achievements and impact/scaling.

- The research function will include thematic and contextual studies on issues of direct relevance to the program. Some priority studies have been identified in the Policy Dialogue Matrix. Others will be identified in a research agenda that will be updated and agreed annually, noting some studies will need to be mobilised rapidly and outside of the planning cycle to respond to opportunity windows and prompt information needs. Examples of relevant studies include:
    - Intersectional analysis of disadvantaged children in target districts to inform the priorities of district ecosystem GEDSI strategies.
    - Analysis of the gender composition of BPMP and BGP who influence school head appointments in target districts.
    - Readiness and needs analysis of teachers to facilitate learning of children with disabilities in target districts.
    - Gender gap analysis of recruitment and career promotion process for teachers and principals in target districts.
    - Tracer study of women' leadership journey's to and in schools, including once they are in leadership roles, focusing on the nature, scale and significance of issues and gender norms impacting on women and gender equality in school settings.
    - Study on the digital divide in target districts focused on the level of teachers' access to MoECRT's digital resource platform (PMM).
    - Analysis of fiscal flow and district financial resources to support reforms implementation in target districts, including district capacities for implementation of Regulation 13/2020 on Reasonable Accommodation, and resourcing schools without connectivity to access digital resources, with textbooks and printed resources.
- The learning function is central for INOVASI and will generate two levels of lessons: lessons for programmatic improvement (operational learning) and lessons for sector improvement (strategic learning). While the former level necessitates a reflective process on the program operations, the latter focuses on the reforms and issues the program cares about – it uses program experiences to generate key insights about the context in which it operates. The strategic level of learning is a fundamental underpinning of the program rationale: it is a necessary condition for the scale up of the program's approach, and as such a critical factor for long-term impact. The learning function will feature prominently in the MERL system. It will facilitate a culture of learning within the implementation team and support a culture of evidence-based policy making in MoECRT and MoRA. All team members will be involved in learning activities and tasks. At least two learning mechanisms will be developed and implemented: one at district level, the other at program level. The first is an internal review process for each target district to review progress and results and identify areas for improvement. These lessons will then feed into an annual program reflection workshop, that involves DFAT and relevant stakeholders, covers contextual changes and program achievements, confirms program directions, and identifies lessons and their application in program activities. The workshop takeaways will then be shared with NSC and PSC members and feed into the preparation of the program Annual Plan and Budget for the subsequent year.

- **Resourcing**

To service the program MERL needs, the INOVASI Phase 3 implementation team will include a core MERL team. Additionally, the program will continue to use a pool of qualified consultants to support the implementation of program MERL activities, such as specific evaluations and studies defined in the research agenda.

The allocation of financial resources for program MERL activities will be undertaken annually as part of the Annual Planning and Budgeting process, where the proportion will be justified by 1) the desire to develop robust evidence of achievement at EOPO and goal levels, and 2) an ambitious research agenda that will help to continuously assess, understand and adapt program performance and catalytic leverage in an evolving context.

Partners' MERL Needs

The program will continue and increase its work to strengthen partners' MERL capacity, including in generating and utilising performance information, through joint planning and implementation of MERL activities at national and subnational levels. For instance, as mentioned in Section C, the program will support targeted districts to develop MERL activities around the implementation of agreed strategies and activities, including sharing data and supporting analysis, particularly for decision making at school level. It will also support targeted districts to maintain their own assessments of students' progress, as well as utilise national assessment data from the AKM and school environment surveys, to feed into their planning and budgeting processes for effective support of schools and madrasah. These activities will be developed on district-by-district basis, and tailored to local needs and constraints.

The support provided will need to contribute directly to one or several IOs and align with one of the five strategies. It might target activities that are distinct but linked to those directly supported by INOVASI Phase 3. For instance, MoECRT might be supported to produce a rigorous evaluation of a nation-wide initiative such as *Guru Penggerak*, a target district to setup a bespoke data management system for data on learning outcomes for students with disabilities, or a provincial education office to evaluate a pilot project for teachers' assessment that covers non-targeted districts. These initiatives will be considered as program activities, and as such identified during the program annual planning process, included in relevant plans and budgets, and funded under the program activity budget (under the district ecosystem budget line if in a target district, or under another relevant budget line if at national level or in non-targeted district).

As described in Section D, activities under the 'pilots and trials' and the 'evidence and knowledge' strategies will invariably include targeted MERL components. Support for district ecosystems is also intended to include substantial MERL capacities development activities in target districts. The nature and intensity of the support will depend on the needs of local stakeholders and be essentially contextualised. Given the centrality of the MERL function in the program support's rationale, it is anticipated that the budget devoted to servicing partners MERL needs will oscillate around 15% of the program activity budget or 7% of the total program budget (in addition to program MERL budget)

DFAT Performance Oversight and Monitoring

To review and enhance the program's performance and support the strategic management of the program, Post will access different resources and mechanisms.

- **Joint Monitoring Mission**

DFAT will invite relevant PSC members to conduct joint monitoring missions periodically (TBD), to review how stakeholders are providing and/or benefiting from program support, to confirm contractual obligations are met, and to ensure risks - including fiduciary and fraud risks - are managed and mitigated. These missions will involve reviewing relevant documentation and visiting provincial office premises and/or schools.

- **Program Strategy Testing**

Following on from previous phases, Post will convene annual Strategy Testing Exercises (STE) to reflect on and test the Program Logic and strategies, and adapt them in response to MERL findings, including contextual research studies. The STE will include a review and discussion of the main program risks and of the program MERL and GEDSI strategies, risks, and opportunities. The processes will help inform programming adjustments, determine new priorities, identify new engagement strategies, revise the GEDSI and MERL strategies, update the risk register, and inform the research agenda. While under INOVASI phase 2 the process was predominantly led by the implementation team, going forward Post will play a more active and leading role in the STE. These will take place before the annual planning process start, in order to feed lessons into the annual plan, be designed jointly by Post and the implementation team, and be facilitated collaboratively. Post may invite relevant GoI and DFAT units, such as the Gender Equality, Disability and Social Inclusion Branch (GEB), to provide inputs when relevant.

- **Independent strategic advisory support**

To support with the framing and interrogation of INOVASI performance, Post currently utilises the Quality Investment Support Services (QISS) facility, an independent advisory team hired by Post Quality and Risk Unit, and an education specialist contracted directly by Post Basic Education Unit. This arrangement is deemed effective and, should the QISS facility continue to become available, will likely be continued during INOVASI Phase 3. Should the need arise, Post may engage an Independent Strategic Advisory Team (ISAT) to provide independent expertise in reviewing the program's performance and relevance, including through the STE process. The team will likely need to include significant Indonesian education sector expertise and high-level MERL and performance management expertise. The team will also need to include GEDSI expertise, or at least individuals with a good understanding of policies and norms relating to gender equality in Indonesia. Given the strategic level of expertise required, all ISAT members will have a convincing consultancy track record with DFAT and demonstrate strong personal commitment to GEDSI principles. The ISAT will provide in-country and remote inputs periodically and on a need's basis, through tasking requests. From time to time, at the direction of DFAT, specific expertise may be added to the ISAT for discrete tasks.

- **Mid-Term Review**

DFAT will commission an independent Mid-Term Review (MTR) of the program in the first half of 2027, before a decision is made on a possible extension of the program. The MTR will consider changes in the context, including updated priorities from GoI partners following the 2024 elections. Based on an analysis of progress against proposed outcomes, it will focus on the relevance and effectiveness of (a) the overall INOVASI Phase 3 program logic, (b) the implementation strategies, (c) the targeting strategy, and (d) the program governance and management arrangements. The results of the MTR will serve as the basis for the decision to extend the program for the period 2028-2031 and suggest necessary changes and adaptations to the program design. Specific terms of references with review questions will be developed in due course.

G. GENDER, DISABILITY AND OTHER CROSS CUTTING ISSUES

GEDSI

The Indonesia-Australia Comprehensive Strategic Partnership (2020-2024) jointly prioritises 'initiatives to promote women's leadership and empowerment in the field of economic and social development' and disability-inclusive development. This commitment is reflected in Indonesia's COVID-19 Development Response Plan, which prioritises 'economic empowerment of women, people with disabilities and marginalised groups' and commits to challenging gender norms that constrain women's economic participation and contribution. It aligns well with the values of equality, diversity and inclusion of Indonesia's new education curriculum and pedagogical reforms.

The INOVASI Phase 3 design responds to DFAT's leadership on GEDSI-responsive development and intentionally places inclusive education at the centre of the new program in various ways: explicit references to gender equality, disability and social inclusion in the outcomes of the program logic and in the composition of the ecosystems themselves (see Section D), GEDSI requirements for staffing resources and governance mechanism (see Section E), GEDSI considerations in the program MEL framework (see Section F), budget, and risks (see Section J).

A comprehensive GEDSI analysis will be undertaken at the start of the program and will inform the development of a program wide GEDSI strategy, to be submitted at the end of the inception period (see Section I). The INOVASI experience has shown that a robust conceptual framework needs to underpin the strategy so that root causes of gender inequality are identified at the start of the program and a strong case for tackling them can be pursued relentlessly through the program's life. Importantly, the GEDSI analysis will also support the development of individual GEDSI strategies in each district ecosystem, helping to scope and address the intersection of gender with disability and all forms of social disadvantage as they manifest in the local contexts. The ecosystem GEDSI strategies will include objectives related to specific GEDSI issues relevant to district circumstances. They will include targeted objectives and indicators that address discriminatory norms to improve outcomes related to key gender issues targeted program-wide (see below), as well as measures to implement Indonesia's Reasonable Accommodation Regulation for the learning of students with disability (see below). The targeted GEDSI activities at national, provincial and/or district levels are considered as program activities that will address specific partner's needs rather than programmatic needs – they will be resourced and funded under the program activity stream.

The program GEDSI strategy will follow a twin-track approach: 1) it will ensure all program activities consider and respond to the needs, interests, and opportunities of people with different genders and with disabilities (mainstreaming track), and 2) it will support interventions that address specific dimensions of gender equality and disability and social inclusion (targeted track). The mainstreaming emphasis will ensure there is genuine and substantial attention to equality, diversity, and inclusion in achieving all programs outcomes, evidenced by specific targets, activities, and resources. Targeted activities, whether in district ecosystems, through pilots and trials, via analytical studies or policy support, will raise the prominence of specific inclusive education issues. In developing the GEDSI strategy, the program will consider gender equality, disability inclusion, and social inclusion as separate issues as well as the interplay between them and different determinants of exclusion and inequality (i.e., the intersectionality of these issues). The following paragraphs provide initial considerations for the INOVASI Phase 3 GEDSI strategy.

Gender Equality

The INOVASI Phase 2 Gender Strategy highlights gender equality issues that emerged mainly over Phase 1 and program research studies. These are 1) the disparity between men and women in principal positions in schools and madrasah, 2) the gender stereotyping in textbooks and literature in schools, and 3) the escalating issue of sexual violence and child marriage during the COVID-19 pandemic. Boys' lesser engagement with classroom learning than girls is also an issue that arose in INOVASI Phase 1 classroom surveys and has been confirmed during the design consultations process. It is reinforced by the greater rate of boys' grade repetition and drop out than girls, and may be a factor in their lower performance. The 2022 Independent Strategic Review found that INOVASI Phase 2 gender equality work has been less influential than its work on disability inclusion. This has been attributed in part to the reported perception that the education system did not have a gender equality problem, due to the fact that girls' enrolment in school and academic results are overall better than boys.

The INOVASI Phase 3 GEDSI strategy will continue to include the targeted gender equality priorities of Phase 2, as they all remain significant for the education outcomes of women, girls, and boys. The selection of these issues aligns with Post's Gender Equality Strategy and two areas of its Gender Action Plan: women's leadership and voice, and human rights, gender-based violence and harmful practices.

Annex 3 provides an initial high-level analysis of gender equality issues and drivers relevant to INOVASI Phase 3. It explores the informal gender norms that underlie targeted issues, the ways they work against equal outcomes for women, girls, and boys, along with suggestions for shifting those norms where they contribute to structural discrimination (e.g., in regulation) and/or harmful behaviours for women, girls and boys. This preliminary analysis will be expanded and refined during the program inception phase, as part of a more comprehensive GEDSI analysis that will inform the development of the program GEDSI approach. The latter will consider the following suggestions to address the program's priorities on gender equality.

- **Supporting gender equality in principal positions**

To inform its policy engagement with MoECRT and MoRA, the program will undertake research studies on the unequal representation of women in senior positions in the education system. With the involvement of CSOs supporting gender equality and disability inclusion, the research will explore gender norms at the

individual, household, community, and institutional level to understand the influence on the recruitment and retention of women in leadership positions. It will also explore the policies and regulations governing recruitment to senior positions, including the position of principal. The research will cover processes and institutions involved in educators' recruitment and career development, such as the BPMP and the BGP, and the local education office of partner districts. This includes an analysis of the Gender Analysis Pathway (GAP) tool for gender mainstreaming, and of the barriers and enablers to its implementation as experienced by the Ministry to date. The findings of these studies could help inform a revised, more efficient version of the GAP, one more sensitive to the role of gender norms in structural discrimination. They could be shared with staff from these offices to develop their understanding of the usage of the tool.

In addition, as a resource for women teachers seeking leadership in education, an institutional partnership could be formed with an international Institute of Women Principals (or equivalent thereof), to support and mentor senior Indonesian women teachers through career processes leading to principalship. In parallel, the program could also support for the foundation of national or provincial Associations of Women's Leadership.

- **Counteracting bullying, sexual violence in schools and child marriage**

At the national level, the program will work with the Ministry of Women Empowerment and Child Protection (MoWECP), MoECRT and MoRA's Directorate of Madrasah Education on improving regulations on bullying and sexual violence in education units. These are currently narrowly focussed on sanctions, with limited provisions to support the agency of those affected by these behaviours. Safe and accessible ways of reporting incidents are not included in the guidelines, nor is there focus on developing students' sense of agency in the face of bullying or violent behaviours. Questions to students on safety in the national school Learning Environment Survey (*Survei Lingkungan Belajar*) are reportedly easily misunderstood by students. In addition, when a school is assessed as low performing on issues such as sexual harassment, there is no detail or guidance provided to the principal for follow-up action.

INOVASI could support the strengthening of the MoECRT's instruments for assessing and guiding on the sexual harassment and violence in schools. The recommendations of the National Strategy Against Child Marriage provide an effective means to develop resources and girls' agency to deal with sexual harassment and abusive behaviours in education units. The program will seek to develop guidelines for promoting acceptance of diversity in school culture, with gender explicitly named as a dimension of diversity, and to include equal treatment of girls and boys in relevant sections of the new teacher competency standards. It will also support training in the use of these guidelines for sector leaders, principals, and teachers in target districts.

At school level, the program will work with the *Dinas Pendidikan*, local gender CSOs and OPDs, and *sekolah penggerak* in partner districts to transform the current INOVASI-supported gender-sensitive school model into a gender empowerment model. Young adolescents, as they are in Grade 6, should have access to basic education about their bodies and their rights, to protect them against predatory behaviours, often on the basis of their ignorance in sexual relationships. A program for upper primary grades such as UNESCO's 'Connect with Respect' could be jointly developed with *Puskesmas*, gender CSOs and women's community groups, with input from a diverse group of young people in the district, and integrated into the school's curriculum, either in the character education program or the science curriculum. In addition, identifying

gender stereotyping in texts - already trialled in INOVASI's gender-sensitive school model - could be mainstreamed for students. Capacity for analysing how texts, graphics and social media reinforce stereotypes and unequal relationships is central to the critical literacy competencies of the Bahasa Indonesia curriculum in the upper grades of primary school, and an effective way to prevent restrictive or demeaning gender norms taking root in the minds of children.

The Annex 1 on district ecosystems suggests gender CSOs and OPDs who could partner with Dinas Pendidikan to help school communities identify and combat discrimination, sexual harassment, and violence. Since these behaviours result from gender norms that students and teachers often import from their homes and communities, advocates for change must be accepted in local and sometimes conservative communities. Experience of advocacy successful in changing influential norms in Indonesia has shown the need for leadership figures - male or female - to take on such a role, and for affiliation with the government structures and processes that regulate village society. For instance, Muhammadiyah has produced *Aisyiyah*, a women's organisation that works for empowerment at national down to rural levels, that have educational institutions and work to eradicate gender norm and bias. Another example is provided by the women's group PKK (Family Welfare Empowerment) with whom INOVASI has worked in the past and that has successfully influenced the agenda of government community consultations (Musrembang) that feed into district planning.

- **Supporting boys' engagement in learning**

The program could undertake ethnographic research studies into normative influences on boys' and girls' engagement in learning in primary classes, that substantiate the causes, drivers and relationship between levels of engagement and learning performance and provide tailored recommendations for adjusting the curriculum, pedagogy, and teacher training to support all students to develop as autonomous learners.

Disability Inclusion

- **Barriers to inclusion**

In Indonesia, learning barriers for children with a disability are potent and extensive. According to UNICEF, 28% of children with disabilities in Indonesia have never been to school (based on data from the Bureau of Statistics)[43]. When in school, children with a disability have also the lowest learning outcomes. INOVASI's Learning Gap study found that 43% of early grades students with disabilities are at level 1 in literacy (below proficiency) on the MPL for the education SDG indicator 4.1.1, in contrast to 20% of the students without disabilities. Similarly, 63% of early grades students with disabilities are at levels 1 and 2 in numeracy, compared to 41% of students without disability. Further, when disability is combined with disadvantaging factors their impact is compounded: 96% of girls with a disability in rural areas and 94% of boys did not meet the minimum proficiency level.[44] Negative school and madrassah experiences for students with

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[43] UNICEF Indonesia. 2020. *Children with disabilities and education.* Jakarta: UNICEF. Available from: https://www.unicef.org/indonesia/media/2716/file/Children-with-Disabilites- and-Education-2020.pdf.

[44] Spink, J, Cloney, D and Berry, A. 2022. Beyond Letters and Numbers: the COVID-19 pandemic and foundational literacy and numeracy in Indonesia. Published by INOVASI.

disability are particularly acute when combined with gender discrimination. The vulnerability of girls with disabilities to sexual violence in both schools and madrasah is an issue for which no regulatory solution yet exists.[45]

To understand the drivers of this situation, the Design Update process included consultations with representatives from five OPDs.[46] A theme that emerged from discussions in all groups is the narrow understanding of 'inclusion', most commonly meaning inclusion of people with a disability. Conspicuously, in the Law on Persons with Disabilities (No.8/2016) that legislates the right to equal treatment in education, the term 'inclusive school' is used as the alternative to 'special school'.[47] The difference between an inclusive and mainstream school does not appear formalised. In practice, partner districts have identified as inclusive schools, mainstream schools that provide a subset (and capped number) of teachers with access to training for supporting children with a disability. The Regulation 13/2020 now makes it incumbent on every school to educate any child whose parents wish them to attend that school.

Consultations with OPDs representatives have suggested three main barriers to the learning of children with a disability co-exist: 1) the limited know-how of mainstream schools teachers to support the learning of children with disability and the lack of facilities to provide for their inclusion, 2) the 'mindset' of many mainstream schools teachers against inclusion, and 3) the stigma attached to having a disability and that acts as a deterrent for their participation. These barriers are congruent with the following issues:

- Schools for children with special needs (*Sekolah Luar Biasa* - SLB) are well equipped to support children with a disability, but their small numbers make them inaccessible: in 2023, there are only 630 public (free) and 1656 private (fee-paying) SLB across the 34 provinces of Indonesia. There is also an inadequate number of special education teachers in districts (*Guru Pendidikan Khusus* -GPK) to train ordinary teachers, and their status as a particular category of teachers is not recognised.

- Regular teachers in mainstream schools reportedly do not know how to support the learning of children with disabilities, how to adjust curriculum, and/or how develop materials appropriate to their needs. This lack of capacity is coupled with the difficulty to identify disability based on the existing impairment-based categorisation.[48] Although progress had been made in developing appropriate resources for teachers, the ISR has found that most teachers have not yet received appropriate training on inclusion.

- There is a widespread stigma attached to 'inclusive education', a term often amalgamated with inclusion of people with a disability. A positive approach that highlights the value of diversity for including children with a disability is still limited and needed, but there are grounds for hope: the value of empathy and respect for difference is a goal of the current agenda for strengthening a pluralist national culture through character education in schools.

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[45] As observed during an interview with a Wahana Inklusi representative, 19 April 2023.

[46] PPDI (Pengurus Pusat Perkumpulan Penyandang Disabilitas Indonesia), HWDI (Himpunan Wanita Disabilitas Indonesia) Pengurus Daerah NTB, WII (Wahana Inklusi Indonesia) for the Greater Jakarta region, APOI (Asosiasi Profesi Ortopaedagogik Indonesia), and the central management of Forum Pendidik Madrasah Inklusif (FPMI).

[47] UU 8/2016 Tentang Penyandang Disabiitas, Pasal 40.

[48] Sprunt, B. 2020. Lessons from INOVASI's Phase One Work on Disability-Inclusive Education What has worked and not worked to improve disability-inclusive education? p.6. INOVASI Thematic Study series.

- **Contextual opportunities**

Two developments have created the opportunity for INOVASI Phase 3 to alter the outlook for students with a disability in mainstream schools.

The Presidential Regulation on Reasonable Accommodation 13/2020 (the Regulation) requires government schools and madrasah under MoRA oversight to make provision for including students with a disability. There is recognition that this will be achieved in stages, starting with schools and madrasah already designated inclusive schools and with the setting up of Disability Service Units (*Unit Layanan Disabilitas* or ULD) in every district. The ULD will provide services to children with sensory, physical, intellectual, behavioural, and learning difficulties. These services will include adjustments to the infrastructure for physical accessibility, development of the competency of teachers and teacher education students for teaching children with a disability, adjustment of the curriculum, materials, and assessment of students in line with their competency level, and certification of attainment for children with a disability at their level of achievement. ULD will also provide access to specialist health and rehabilitation services, for example eye and ear services, paediatric assessment, physiotherapy. The Regulation requires the national and the district governments to develop necessary policies and provide funding for the implementation of the regulation and for the setting up of ULD. MoRA is well advanced in response to this Regulation - it already has a policy requiring madrasah to accommodate children with a disability - but continues to need support to operationalising its Inclusive Madrasah policy.

The other opportunity for overcoming barriers is the MoECRT and MoRA take-up of INOVASI-supported Student Learning Profile (*Profil Belajar Siswa* or PBS). This system includes instruments and materials that enable ordinary teachers to identify learning difficulties of children with a disability and develop appropriate lessons and material. It uses functional data to identify learning difficulties, replacing the medical model for classroom use.[49] Beyond adoption, the two Ministries have also endorsed the use of the PBS and its disability categorisations for the collection of data for their national education databases, MoECRT's *Dapodik* and MoRA's EMIS system. Resources have also been created, in the form of manuals and training videos, for teachers and parents to identify learning difficulties using the PBS instrument. As such and for the first time, systematic data collection on students with disabilities is possible in the education system, allowing for improvement in nation-wide policy and planning development.

- **INOVASI Phase 3 approach**

The INOVASI Phase 3 GEDSI strategy will include targeted activities to support the implementation of the Regulation, including maximising the use of newly available resources for identifying, supporting, and monitoring the learning of children with a disability, and addressing the safety and well-being of girls with a disability in schools. Examples of activities include:

  o Policy dialogue at national and subnational levels involving OPDs, to promote the inclusion of Regulation's recommendations in national and district strategic education plans, including a timeline for establishment of functioning disability hubs (ULDs) in target districts and teacher training in disability inclusion.

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[49] The functional approach to learning difficulties is supported by the World Health Organisation's *International Classification of Functioning, Disability and Health* in education settings. (Silveira-Maia *et al.*, 2017, Hollenweger, 2011, Norwich, 2008).

- Support to district ecosystem (district OPDs, the BGP and the local education office) to develop a short course on identifying children who may have a disability, and on curriculum, materials, and pedagogical adjustment for levels of different need, using resources now available through MoECRT digital platform (PMM), and dissemination of hard copy to schools that cannot access the Internet. These short courses could be run though learning communities/KKG.

- Support to district ecosystem for the establishment of 'Youth with disability' networks within target district to increase awareness of their rights, engage with role models, and discuss sensitive topics related to disability, relationships, and sexuality. OPDs could be recruited to facilitate these groups, and training for facilitators provided.

- PFM analyses in target districts to identify resources for the implementation of components of the reforms that focus on inclusive teaching and learning, and the Regulation on Reasonable Accommodation 13/2020.

- Research and analysis of the effectiveness and underlying factors of existing disability hubs (ULDs), including base-line data on operations, good practices, and lessons.

- Support to develop the capacities of disability hubs (ULDs) staff for technical upskilling of teachers, including sourcing support through local OPDs.

- Advocacy targeting *sekolah penggerak* principals for the integration of disability into existing school policies against bullying and sexual harassment and including inclusion of disability in the 'Connect with Respect' curriculum.

- Development of a specific school community awareness campaign on disability that is run by Teachers, Parents of children with a disability, OPDs and young people with a disability.

Climate Change

Climate change is a new priority for INOVASI and Australia's development cooperation policy at large. It features in many orientations of the present design. The program logic includes an Intermediate Outcome targeting climate change that aligns well with the objective of Australia's Climate Change Action Strategy's to 'support partner countries to adapt to climate change, and to plan, prepare for and respond to climate-related impacts'[50]. The broad delineation of that outcome reflects the flexibility required to pursue new opportunities that may arise during implementation, and a desire to include efforts to both mitigate the occurrence and adapt to the impacts of climate change.

Similar to GEDSI, a program-wide strategy will be developed during the inception phase, based on a situational analysis, and articulate a two-track approach: 1) mainstreaming climate change considerations through program activities and operations, and 2) outlining key targeted activities that focus on climate change mitigation and resilience (see Section I). As part of the set of targeted activities, the program will support the development of individual climate change strategies for target districts ecosystems. These ecosystem strategies will focus on local climate change issues affecting schools and madrasah, where actions for mitigation and resilience are possible. In addition, the new national curriculum offers a relevant

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[50] Department of Foreign Affairs and Trade, 2019. Climate Change Action Strategy: Tackling climate change through Australia's Development Assistance Program 2020–2025, p.30.

and appropriate entry point for pursuing the program's climate change IO at the national and school level[51], as it promotes problem-based learning, social cooperation, and character development. Interestingly, the annual national assessment covers behavioural changes linked to these traits and therefore could be used as a source of valuable information to assess the IO achievement. Given the program does not engage in infrastructure work, other targeted activities will likely focus on piloting and trialling new initiatives, developing partnerships, generating evidence for policy, and/or providing technical assistance to develop capacities at national and subnational level.

Innovation and Private Sector

- **Innovation**

The district ecosystem model is an innovative approach that, with its variety of partners, invites local experimentation. The new program will continue the problem-solving approach to policy, systems and practice improvement that characterises INOVASI trademark, and which has consistently and effectively promoted local creativity in adapting solutions to context.[52] The program *Problem-Driven Iterative Adaptation* (PDIA) methodology will continue to inform piloting activities of the program, within and outside district ecosystems. One of the core functions of the program will be to monitor outcomes from these pilots and trials and support national stakeholders to learn from these findings and adjust relevant policies and systems based on emergent lessons.

Three areas of innovative pilot activities will be explored within particular district contexts: 1) experimentation of different approaches to a transition to school year within local ECE centres, 2) experimentation of approaches for pre-service training of aspiring teachers, and 3) experimentation of strategies for GEDSI and climate change resilience and mitigation. For the first one there is scope for piloting initiatives that may level the playing field for school starters from disadvantaged contexts. MoECRT is interested in findings from these pilots to potentially inform the intended reform of the sector. The same applies for the second area, for which willing local TTI partners could be mobilised to pilot different ways of increasing student teachers' involvement in classroom practice and improving graduate competencies in literacy and numeracy. Lessons from these pilots could helping MoECRT to develop a feasible agenda for the wider sector reform. As described above, the ecosystem approach to identifying GEDSI and climate change strategies appropriate will likely result in innovation linked to each district education context.

- **Private sector**

The new program presents avenues to collaborate with the private sector. The inclusion of East and West Java provinces in the program offers the opportunity to leverage changes in the broader independent Muhammadiyah and NU school systems. Given their reach and receptivity to progressive reforms including

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[51] Should the curriculum features as an entry point in the program's climate change strategy, the parallel with the existing IO on curriculum assessment and learning materials is obvious. However, this should not prevent the need for achievements under this IO to remain focussed on literacy and numeracy, if improvement in those areas is to be attained.

[52] Amongst those that come to mind are the replacement of the grade system in West Sumba by team teaching groups, based on children's level of proficiency, cluster based facilitators to mentor teachers, mobilisation of student teachers as volunteers for home help with literacy during the school closures.

gender, these systems are crucial partners to scale out the program model and impact on students learning, beyond targeted districts. As such, the program will encourage the active participation of Muhammadiyah and NU representatives in relevant district ecosystems activities.

Other opportunities of collaboration with the private sector will be explored. For instance, the program could broker a public private partnership between the government and Internet network service providers in remote and/or disadvantaged districts. Based on its vision of a technology and knowledge-based future for Indonesia, the government has recognised the critical need for the education system to transition to digital service delivery. Access to Internet and digital technologies will soon be indispensable to access education in Indonesia, perhaps even within the eight years of the new program. Many initiatives, including major infrastructure ones, have widened access to the Internet and there is no dearth of material freely available (including through private providers) through digital platforms. However, the bottleneck remains network provision, particularly in 3T areas. To tackle the low incentives for private network providers to invest in low income, low density 3T area, the government could guarantee to such providers a minimum of mobile data order to service schools. By supporting such an initiative, the program would cross-fertilise INOVASI's collaboration with free e-book providers to improve the availability of children's literature in remote areas and greatly enhance the likelihood of these children becoming readers. It would also benefit existing INOVASI support for the learning of children with disabilities in these disadvantaged areas: i.e., the PBS app developed by UX Indonesia through INOVASI and the Bookbot app assisting children with dyslexia. The likelihood of consensus amongst development partners is high - to explore this opportunity, DFAT could spearhead a BEWG task force on the issue.

Localisation

Driven by the strategic intent to address the policy-implementation gap, localisation is a core feature of the INOVASI Phase 3 model. It is expressed as a principle (locally led, see Section C) and most importantly in the strategy of supporting local district education ecosystem. The ecosystem approach is indeed the most elaborated commitment to localisation, insofar as it leverages and empowers local leadership and a broad-based group of local institutions and actors to participate in collective improvement of local education service delivery. The underlying rationale for the strategy derives from the development premise of localisation: local ownership - fostered through local leadership, strategy, and resources - is necessary for effectiveness and sustainability as it brings commitment to change (sustainability) and a grounded understanding of what works (effectiveness). As mentioned in Section C, the program will encourage and support ecosystemic solutions that are driven by local leadership, deployed through local strategies, and leveraged by local resources.

The Design Update also embeds established indicators of localisation[53], as following:

- o In *policy application*, the new program will continue the PDIA approach of INOVASI's in place since the original design: engagement with stakeholders around their own exploration of problems and contextually fit solutions to issues of systemic performance.

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[53] As identified in the AIPJ2 characterisation of the approach – see Australia Indonesia Partnership for Justice 2, 2022. Localisation and Sustainability Strategy.

- In its *partnership approach*, the design envisages a meaningful policy dialogue agenda and co-development of responses with national and subnational stakeholders.

- In regard to *decision making and responsibility*, Indonesian representatives will chair governance bodies, such as the national and provincial steering committees, and be in charge of guiding the program's direction, strategy, monitoring and management of risk.

- In *geographic decentralisation*, the program will support the values of diversity and localisation through establishment provincial offices and an emphasis on sub-national activities.

- The program's close engagement with district ecosystems implies INOVASI's *staff profile and procurement* attract 'locally savvy' team members who can identify entry points for engagement.

H. <u>PROGRAM OPERATIONS</u>

Program Budget

The initial INOVASI Phase 3 budget is AUD 55 million over the first four years of implementation. Annual budgets will be developed by the implementation team as part of the annual planning process, in consultation with DFAT and key stakeholders, and will be endorsed by the PSC. The program budget cycle will match the Australian financial year (FY), from July to June each year.

Inception Phase

A seamless transition between INOVASI Phase 2 and 3 is desirable. The contract for the implementation of the current INOVASI Phase 2 will finish on 31 December 2023 and the new implementation team for Phase 3 will be mobilised on 01 January 2024, at the latest. Once mobilised, the team will rapidly develop and submit an inception plan that covers the period 01 January – 30 June 2024 (i.e., the inception period), and will ensure all administrative and operational processes are promptly put in place. The Inception Plan will:

- outline relevant planning process and reporting mechanisms,
- detail the strategies and plans that will be produced during the first six months,
- set out a detailed implementation schedule and budget for the first six months,
- specify the organisational and staffing structure,
- set out an on-going risk management plan, and
- establish routine communications, including the website and communication tools for internal and external stakeholders.

Figure 9 suggests a list of deliverables to be outlined in the Inception Plan and submitted during the inception period, noting that previous versions already exist for some and should be taken into consideration.

Figure 9 - Suggested deliverables for the inception period (01 January – 30 June 2024)

Deliverables	Description	Timing of submission
Inception Plan	Covers all INOVASI activities for the first six months, including strategic planning process and reporting mechanism, implementation schedule and budget, organisational and staffing structure, and communications processes.	Within one month of mobilisation
Operations Manual	Includes program standards and processes to fulfil the contractor's roles and responsibilities and be consistent with the obligations that Post has to protect the Commonwealth's interest. These will cover the following programmatic functions: financial management, HR management, IT and data management, communication protocols, fraud prevention and reporting, risk identification and management, complaints management, procurement processes, security, climate change mitigation, and workplace health and safety.	Within three months of mobilisation
Communications and Public Diplomacy Strategy	Includes processes, resources, and protocols to ensure the program is appropriately branded and promoted in Indonesia and Australia, including via a website and social media presence. This strategy focused on program's needs (and not partners' needs).	Within three months of mobilisation
MERL System	Includes a nested program logic from input/activity to outcome level, MERL objectives, key performance questions, results framework, methods, tasks, timing, responsibilities, budget, and deliverables. This strategy focused on program's needs (and not partners' needs).	Within six months of mobilisation
GEDSI Strategy	Includes a consulted, detailed GEDSI Analysis, program wide GEDSI objectives, methods, tasks, timing, responsibilities, budget, and deliverables. This strategy focuses on program's needs. Needs of and activities in target districts will be analysed and articulated in bespoke district ecosystem GEDSI strategies.	Within six months of mobilisation
Climate Change Strategy	Includes a consulted, detailed climate change analysis, program-wide climate change objectives, methods, tasks, timing, responsibilities, budget, and deliverables. This strategy focuses on program's needs. Needs of and activities in target districts, will be analysed and articulated in bespoke district ecosystem climate change strategies.	Within six months of mobilisation
Annual Plan and Budget 2023-24	Covers all INOVASI activities for the period July 2024 - June 2025, including implementation schedule, budget, staffing, risks management, communications processes, and deliverables.	Within six months of mobilisation

Given the program's history, its perceived success and range of external platforms at sub-national and national levels, the program will retain the INOVASI name and branding. Clear messaging and talking points will be developed for the new program to use with stakeholders, highlighting the continuity and updates between Phases 2 and 3. This will be developed in consultation with DFAT and key GoI stakeholders, and included in the program's Communications and Public Diplomacy Strategy.

I. RISK MANAGEMENT AND SAFEGUARDS (WHAT MIGHT GO WRONG?)

Risk Profile and Strategic Management

The DFAT Risks Screening Tool and Risk Register template has been filled in as part of the Design Update process. The overall inherent risk profile for this investment is high and the residual risk rating is medium. The inherent risk level is mitigated by the understanding of the context, particularly stakeholders' interests, relationships, capacity, and experience, gained through Post's experience with the previous two phases of INOVASI and its engagement in the preparation and delivery of the design process, and the fact that the program implementation will be delivered through an experienced managing contractor with strong oversight from the DFAT investment manager.

Risk management will be a regular agenda item for discussion at NSC and PSC meetings, and at periodic meetings between the Program Director and DFAT investment manager. National and provincial team managers will feed risk updates to DFAT for discussion at the NSC, as the forum for reviewing the risk register and discussing risk management arrangements prepared by the implementation team. In addition, Joint Monitoring Missions and Strategy Testing Exercises will provide opportunities to review key risks (see Section F). All these discussions will ensure the implementation team's processes are sufficient to ensure risks of fiduciary and fraud are mitigated. Additional random spot checks and audits of activities will be conducted when necessary, and a zero-tolerance policy to fraud will be applied, as per DFAT standards.

Key Risk Areas

The inherent risks of this investment are predominantly in three primary categories: political, programming, and social.

- **Political risks**

A salient political risk the program might face is a change of priorities following national elections. Based on the analysis that improvement of foundational skills learning outcomes will remain a priority for any administration, this risk is unlikely to occur. If it were to occur, the recommended treatment is for the program to focus its messaging on the human resource capacity development and foundational competencies agenda, both long standing and consensual objectives of Indonesia's long and medium-term development plans that are consistent with the essential thrust of the reforms.

There is also a risk in relation to districts' capacity, agency, and willingness to promote and support the changes required to implement the extensive reform of the education sector put in place by the current administration. Based on a recent INOVASI assessment, the capacity of partner districts' local education offices to guide and monitor schools' delivery of learning and to strengthen local systems for teacher support, is still emergent after the COVID-19 pandemic's disruptions. The reforms' provisions to enable local governments to plan and manage these transformations at the school level are currently limited.

Another risk relates to the range and depth of teachers' upskilling required for improved outcomes in literacy and numeracy and the fact that it may not be adequately resourced at any level of government.

The focus on the domains of literacy and numeracy in the new national curriculum is new to most teachers, as are the pedagogies required for inclusive teaching and the use of a digital platform to access resources for their students and their own professional development. District budgets for teacher quality improvement are minimal, and the provincial resources provided by central government to support teacher quality improvement do not have the reach nor capacities to support transformation of practice at the grassroots level.

Through the proposed treatment, the residual risk level for all in the political category is medium. The main treatment of these risks is the program's support for the strengthening of existing district support systems for teachers and principals (i.e., the teacher and principal working groups) as sustainable mechanisms for teaching quality improvement, and the development of district ecosystems for inclusive education service delivery as central strategies of the program. Within the ecosystems, the program's role is to build district leadership capacity for collaborative reform implementation, and for mobilising, leading, and managing partnerships and coalitions to support schools' inclusive improvement of teaching and learning. The program will also engage with provincial teacher support organisations (BPMP and BGP) as well as Teacher Training Institutes as part of the ecosystemic approach. It will support knowledge sharing and their capacity development as sustainable providers of teacher support in the districts. Coalitions of local gender equality, community and OPDs organisations will support the inclusion agenda of the national reforms and the program GEDSI objectives. Engaging central Ministries in monitoring the district's progress will be a means of developing collaborative national-subnational partnerships for localised policy development. National and provincial steering committees with also be a forum for advocating the sustainability of the reforms through district leadership and systems.

- **Programming risks**

Three of five inherently high-level risks in this area relate to the program's objectives in GEDSI areas. The program has high ambitions for its objectives around gender equality (IO level) and inclusion of children with a disability (EOPO level), both reflecting the priority of these areas in Australia's development policy. The gender equality objective for women's leadership is rated high risk, not because of overt resistance to women's equality, but rather due to the prevailing perception there is no discrimination and the realisation that changing mindsets about social norms underlying structural discrimination will be challenging. Effectively supporting the implementation of the Presidential Regulation for Reasonable Accommodation will help address the barriers to supporting all children's learning in mainstream schools. However, the financial and planning implications for governments are demanding, and the program needs to strategically embed its support in governments' budgeted policy commitments to start on the implementation.

The management of the gender equality risk is tethered to the provision of strong evidence for policy dialogue at national and district level on the obstacles to women's equal representation in these positions. Working with the Ministry for Women's Empowerment and Child Protection, the program will support government to review its tools for identifying discriminatory provisions in policy and recruitment practices, and build the analytical capacity of relevant units involved in teacher and principal career development to use these tools. To support the implementation of the Regulation on Reasonable Accommodation for children with a disability, the program will assist government at national level and in partner districts to include specific relevant targets in forthcoming Mid-Term Development Plans and Education Sector

Strategic Plans, and associated budgets. It will also support local OPDs to develop capacities of teaching specialists in the district service units proposed in the Regulation. This will include optimising their use of INOVASI-supported tools for assisting teachers to understand and effectively target the specific learning needs of children with a disability. The residual risk level for these GEDSI objectives is medium.

Two additional high-level programming risks relate to the program's potential over-extension in supporting the implementation of the new curriculum reforms at subnational level. This might occur at the expense of supporting continuous policy improvement at the national level, and of generating the necessary underlying basis of evidence - especially important in the context of a new administration in 2024. This risk derives from the high-capacity needs of districts in the new curriculum environment described above, and the likely extent of their request for program support.

The risk will be mitigated by the adaptive management of the program, as per the previous phase. This management approach will be promoted by the implementation and Post BEU teams, and supported by the various strategic management mechanisms they have at their disposal: the program's Strategy Testing Exercise, the ISAT, and the governance arrangements. The BEU team, with support from the ISAT, will review progress on the policy dialogue matrix every six months, with a particular focus on the program's balance of effort between (support to) policy development and implementation, the viability and effectiveness of the program's ecosystem approach, and the strength of the evidence and lessons generated to effectively convince GoI for scaling out INOVASI approach. Necessary adjustments to the use of program's resources will be discussed and agreed with the implementation team, and if necessary NSC members. Discussion about the program strategic directions, balance of activities, and impact will also feature in six-monthly NSC meetings. The residual risk level for these programming risks is low.

- **Environmental and social risks**

Social risks relating to child protection and vulnerable and disadvantaged groups are identified given the investment involves contacts between implementing partners' staff and members of these groups. All following risks are identified as medium risks in the investment.

The possibilities of child exploitation, abuse, or inappropriate behaviour by program personnel, implementing partner personnel or subcontractors, are identified as medium level risks.

Treatment follows the DFAT's Prevention of sexual abuse and harassment (PSEAH) Minimum Standards for treatment at this level of risk. It starts with the development a Child Protection Plan (CPP) that covers off on risk from the point of engagement of personnel or implementing partners, through to review of the plan periodically, to update for unforeseen risks or new circumstances. The implementation team will develop a CPP that conforms with DFAT's Child Protection Policy, Social Safeguards Policy and PSEAH Minimum Standards. The CPP will have a robust, child-safe recruitment and screening process for all personnel especially those in contact with children. Interview plans will include behaviour-based interview questions, and documentation of applicants will include criminal record checks, verbal referee checks, disclosure of past child exploitation/abuse offences. A program's GEDSI advisor will be involved in the recruitment of personnel who will have contact with children; and all program staff involved with children will be required to have child protection safeguards expertise. The CPP will include a formal reporting system for child abuse, as well as the availability of a local help line being made known to local stakeholders to facilitate reporting of occurrences.

The development of the CPP will be followed up by effective communication of the program's PSEAH policy, risk assessments, and reporting procedures to personnel and relevant partners/ subcontractors. The implementation team will ensure that ongoing socialisation and training in DFAT child protection policy is provided to staff and sub-contractors, including on how to report incidents. Personnel interacting directly with children will receive regular checks to ensure that they have received training in child protection.

Program monitoring will also ensure that codes of conduct and reporting procedures for child exploitation and abuse allegations are in place, along with non-compliance policy, and sanctions for breaches.

In line with GoI's desire to eliminate abuse of children in schools and madrasah, the program will support MoECRT/MoRA to enhance their policies against sexual harassment and for gender equality, specifically addressing provision for safe reporting of incidents and clarifying follow-up actions and protocols for school/ madrasah authorities. The program will also support gender CSOs and OPDs in district ecosystems to ensure these policies are effectively implemented in schools and madrasahs. In line with the strategy to address the gender norms that are implicated in violence and bullying, the risk register includes a risk of backlash against such works. After treatment, this risk is rated low, however, the implementation team will need to avoid counterproductive results by ensuring partner organisations carry out appropriate control strategies.

The marginalisation of the views and needs of beneficiaries with disabilities or women in decision-making processes is a risk identified at medium level, as is the risk of inadequate representation of women in subnational decision-making processes. This can take the form of inadequate consultation of people with disabilities in decisions where their interests are concerned and/or their expertise is critical.

These risks will be met by formalised mechanisms for engagement of both groups, such as requiring representation of women and people with a disability on the program's governance meetings, and chairing protocols that invite their contribution to the discussion. Balanced representation from both groups will be sought during consultations for the development of the program's strategies and annual plans. Program recruitment strategies will encourage the application of persons with a disability, the implementation team will model the principles of diversity and inclusion, and the leadership management team will include specialists in disability inclusion and in gender equality to work at policy level with counterparts.

ANNEXES

ANNEX 1 - AN INTRODUCTION TO DISTRICT ECOSYSTEM

The design's main strategy for achieving the two EOPOs is through strengthening ecosystems of education stakeholders at district level (or district ecosystems).

1. Background and origin

A leading and central concept in *Merdeka Belajar* reforms at the local level is the change agent school (*sekolah penggerak*) and the change agent teachers (*guru penggerak*) and their ecosystems. The present administration is aiming for the identification of around 400,000 *sekolah penggerak* and 405,000 *guru penggerak* by 2024. The plan is that these leaders first transform their own schools, and then transform schools in their vicinity through establishing a local community of learning, supported by resources in their own environment. Together these schools and learning community become an ecosystem of change at school level. These neighbouring schools will in turn support others in their vicinity, generating a cascading effect that will enable the reforms to be scaled up throughout the country.

The Centre for Guru Penggerak (*Balai Guru Penggerak—BGP*) and the Centre for Education Quality Assurance (*Balai Penjaminan Mutu Pendidikan—BPMP*) are tasked to support the *sekolah penggerak and guru penggerak* as vectors of change. The BGP will continue the development of *guru penggerak* as change leaders, and support them in building capacity of other schools by sourcing local facilitators and trainers. The BPMP supports the district government and schools to translate *Merdeka Belajar* policies such as the new curriculum for its effective use. The BPMP also assists in the process of recruitment of *guru penggerak* and advises the local education office in their deployment, using the national assessment of schools in the Education Report to determine areas of priority need. In 2020, the Ministry launched a program (*Program Organisasi Penggerak*) aimed at enlisting professional development organisations who passed selection criteria, to support the work of teacher and principal capacity building in the districts. The Ministry also intends to fill supervisor positions at the district with *guru penggerak*, ultimately replacing the supervisor institution with teacher mentor positions (*guru utama*), which will then be a secure district source of teacher quality development.

2. The concept of district ecosystem

The design extends the ecosystem idea to the district level to support the consolidation and success of the reforms' implementation. The district becomes the prime mover for the articulation of all these learning communities and their community resources, i.e., the locus of partner engagement in building inclusive learning improvement, the meeting ground of national and provincial government authorities and agencies, district and village level government partners, local gender CSOs and disability OPDs, and private service provider organisations.

Educational leadership of district education authority is indeed a necessary condition of sustainable quality improvement of learning outcomes and, as suggested by MoECRT, INOVASI Phase 3 can play a role in developing and testing models to capacitate districts to implement current reform initiatives. Other reasons for adding a district layer to the original school ecosystem concept include:

- According to the decentralisation law, district governments are responsible for schools and have authority over teachers, principals, and officials in the district education office. District buy-in at the executive level is necessary for the reforms to prosper.

- A key principle of *Merdeka Belajar* is localisation and district development priorities need to be coordinated across schools. The district also coordinates education relevant agendas from other ministries, notably, districts oversee the compliance of Minimum Service Standards in literacy and numeracy.

- The *Merdeka Belajar* also requires school-based curriculum development; however, principals and teachers are unused to curriculum planning and without guidance and oversight by the district, there is a risk that improved standards of literacy and numeracy will not be coherently addressed.

- Further, the implementation of the Reasonable Accommodation Regulation 13/2020 for inclusion of children with a disability also requires district-level strategic planning and budgeting necessary to make a start on it.

3. **A prototype ecosystem model (INOVASI Phase 2)**

Eight years of support by INOVASI has seen education leadership develop in partner districts, and key local systems like local working groups strengthened. The design for INOVASI Phase 2 emphasised the program's role as brokering relationships to build resources for improving education. At the district level, a key rationale was connecting government and service providers for quality improvement.[54] There were different providers in different contexts, e.g., the large Ormas organisations of Muhammadiyah and NU Ma'arif in some, private or community organisations for supporting literacy in others. One partner, potentially common to all, was the teacher training institute (TTI) located in partner provinces. Potentially, the TTI have the resources - lecturers and candidate teachers - to facilitate teachers' working groups, schools and even homes in improving children's learning.

The capacity building of TTI lecturers for becoming literacy and numeracy facilitators was needed first. The province of NTB offers an interesting case where a partnership between the organisations and the district government occurred, facilitated by INOVASI. An ecosystem has been created where relationships and dynamics between stakeholders and their environment go both ways (see Figure A below).

Figure A - INOVASI Phase 2 support in NTB.

INOVASI started with four teacher training institute (TTI) grantee partners in NTB, as sources of support for the district Dinas Pendidikan. Just before the pandemic, the NTB team facilitated these partners in forming an NTB-wide Association of TTI (19 members), and the development of a Reading Consortium of NTB CSOs supporting literacy.

The catalyst was the presentation of the evidence of the Learning Gap Report on literacy and numeracy levels in NTB, revealing the extent of the learning crisis. School closure precipitated collective resolution for action and the TTI fielded 1500 teacher trainee volunteers to support learning at home. The provincial and the district governments of Central Lombok and Bima engaged with this volunteer movement and sought help from INOVASI to build the partners' capacity for the training of teachers to support learning recovery. INOVASI ensured that the governments led the initiative, working with them for coordinated action around the objective. They helped the district governments develop a Theory of Change to guide the collective, and a program management and monitoring plan.

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[54] INOVASI Phase 2 - Investment Design update, p 3.

The outcome of this collective action was not only improvement in children's learning but change in the ecosystem itself: adoption of effective practices into the preservice programs of the TTI, and stronger coordination and management capabilities in the CSOs. When the launch of the new curriculum came along, these consortia were ready to align their assistance around the policy of the Ministry. INOVASI integrated national stakeholders into the ecosystem through joint monitoring of what became known as Kurikulum Merdeka Komunitas: in recognition of the community ownership of efforts to improve their children's learning.

The approach in this case was building stakeholder consensus on a problem that mattered to the whole community: the learning crisis. The INOVASI team then channelled the common interest and expertise, i.e., the potential, of available stakeholder organisations into a cohesive collective. Simultaneously, the team supported the educational authorities to lead that movement, deploying and managing these resources around the joint achievement of the objective. The capability of the Dinas was developed to define the strategic intent of the partnership and manage the implementation. The ongoing task of INOVASI was to help stakeholders to remain mobilised around this objective, and all parties to see and support the partnership potential to become an integrated part of the district education implementation system.

4. An ecosystemic approach (INOVASI Phase 3)

Building on these achievements and lessons, INOVASI Phase 3 will broker, activate, and strengthen ecosystems in all target districts. They will differ from previous partnerships in two respects.

Firstly, the program will encourage and support ecosystems that encompass a wider variety of stakeholders to deliver the new reforms sustainably and at scale. Although these ecosystems are centred on the district level, they will necessarily include stakeholders at the community, district, provincial and national levels. The figure below suggests participating stakeholders for each district ecosystem, categorising them as authorising and supporting stakeholders. Evidently the make-up and functioning of each ecosystem will be different, contextualised to each situation, and responding to a unique set of opportunities and constraints.

Table of District ecosystem stakeholders, category A: Authorising organisations, level 1: National, including province located agencies.

Stakeholders	Function	Targets
National school system authorities (Ministry of Education, MoRA)	Education policies systems and evaluation	Education Offices - *Dinas Pendidikan* MoRA Regional Offices - *Kantor Wilayah Kementerian Agama* Schools and madrasah Teachers
Ministry supporting district development and accountability (MoHA)	District development and strategic planning Accreditation standards	District government
National bodies supporting national policy implementation affecting schools (Balai Bahasa,	Language policy, quality Improvement and assurance to GP principals and supervisors	*Dinas Pendidikan* *Guru penggerak (GP)*

Stakeholders	Function	Targets
BPMP, and BGP, and Badan Bahasa)		
National bodies supporting MoRA policy implementation affecting madrasah (e.g., Forum Inklusi)	Inclusion policy for madrasah	Madrasah under MoRA
Private education providers (Muhammadiyah and NU Ma'arif, other faith-based school owners)	Education management	Their schools and madrasah
Provincial education authorities: (*Dinas Pendidikan, Kantor Wilayah Kementerian Agama*)	Management of SMA/SMK, Special education) Coordination of education authorities in the province Monitoring of province districts	*Dinas Pendidikan*

Table of District ecosystem stakeholders, category A: Authorising organisations, level 2: Provincial

Stakeholders	Function	Targets
District government	District education policy Resource support Appointment and deployment of education personnel	*Dinas Pendidikan* Primary and junior secondary schools and teachers and non-formal equivalent

Table of District ecosystem stakeholders, category A: Authorising organisations, level 3: District

Stakeholders	Function	Targets
District education authority: basic education (*Dinas Pendidikan*)	Management of basic education and state kindergartens	Teachers, principals and supervisors in basic education schools and non-formal education
Guru Penggerak schools and learning community networks	Teaching and learning improvement in learning community	Learning community schools
Kantor Wilayah Kementerian Agama	Management of state madrasah and supervision of private madrasah and pesantren	Teachers, principals and supervisors in basic education madrasah
District in-service units (*Unit Layanan Disabilitas* - ULD) for supporting inclusion of children with a disability	Technical support for schools and teachers for inclusion of children with a disability	All basic education schools

Stakeholders	Function	Targets
Community providers of pre-primary learning centres and TK	Provision of pre-primary education	Pre-primary teachers

Table of District ecosystem stakeholders, category A: Authorising organisations, level 4: Subdistrict

Stakeholders	Function	Targets
Community providers of pre-primary learning centres and TK	Provision of pre-primary education	Pre-primary teachers

Table of District ecosystem stakeholders, category B: Supporting organisations, level 1: National

Stakeholders	Function	Targets
Ministry of Women's Empowerment and Child protection (KPPPA)	Advocacy, monitoring, and reporting of Gender-Based Violence. Collaboration with the national commissions for women and child protection (*Komnas Perempuan and Komnas Perlindungan Anak*)	Executive government and relevant units. Collaboration with gender CSOs.
Universities (Teacher Training Institutes or TTIs)	Teacher development	Teachers
National Women's organisation (e.g., *Himpunan Wanita Disabilitas Indonesia*)	Advocacy for women leadership and women sensitive capacity building	Women's empowerment organisations
National Disability organisations (e.g., *Perkumpulan Penyandang Disabilitas Indonesia*—PPDI)	Advocacy and capacity building	Associations of OPDs
Teacher and principal professional associations	Subject teaching/leadership improvement	Teachers and principals
Development partners	Support to partner governments	Partner governments

Table of District ecosystem stakeholders, category B: Supporting organisations, level 2: Provincial

Stakeholders	Function	Targets
Universities (Teacher Training Institutes or TTIs)	Teacher development	*Dinas Pendidikan, Kantor Wilayah Kementerian Agama*
Philanthropic organisations	School/madrasah and community support	School/madrasah and community support

Table of District ecosystem stakeholders, category B: Supporting organisations, level 3: Districts

Stakeholders	Function	Targets
Teacher and Principal networks (KKG)	Peer support	Teachers and principals
District education and gender CSOs and OPDs	Support for education outcomes of particular groups	*Dinas Pendidikan*, *Kantor Wilayah Kementerian Agama* School/madrasah communities, marginalised groups
Village authorities and Dinas for Community Welfare	Support for community PAUD centres, libraries, and digital access, parenting support for education	Communities at village and neighbourhood (RT) level
Community Health Centres (*Puskesmas*)	Support to schools on students, healthy development	*Dinas Pendidikan*, *Kantor Wilayah Kementerian Agama* School/madrasah principals

The district ecosystems will centre on the local education office as the main authoriser. Its core business is to ensure functioning teaching and school leadership, a relevant curriculum that can meet district and national learning objectives, and the implementation of national and local policies for all student participation in learning and well-being of girls and boys in education units. With new regulations in place for securing teacher quality (specifications for eligibility for teacher and principal appointment, new provincial institutions for quality support), MoECRT also has an authorising role for teacher quality in the district ecosystem. However, local authorities still retain responsibilities in regard to the quality of all their schools, and until there are enough *guru penggerak* to staff supervisor positions, the districts will have to find resources to disseminate training - not just to the *penggerak* schools, but to all schools. In some districts this includes madrasah if district heads are prepared to have their teachers participate in training rather than leave them marginalised. The main realistic sources of such support are the neighbouring TTI, assuming they are interested in building their own capacity to participate in the reform. This confers on the TTI a large and instrumental place in the ecosystem.

Secondly, the program will encourage and support ecosystems to focus on inclusive education, a priority theme for the present reforms and the new program. The know-how and involvement of community organisations is essential for meeting the government's agenda of safe, inclusive, and empowering school environments for girls and for all children with a disability. In particular, Organisations of People with a Disability (OPDs) will be critical for planning and delivering the implementation of the Reasonable Accommodation Regulations. As such, community organisations and particularly those focused on inclusion, will have an indispensable place in the district ecosystem.

5. **The role of INOVASI Phase 3 in the ecosystem**

The district ecosystem is the unit of analysis and action for the program's work at sub-national level to achieve its five strategic objectives (IOs). A key assignment of the new program will be to support capabilities of the district education offices for initiating, managing, monitoring, and sustaining this ecosystem. The program will also support:

- The development of local education offices capabilities to resource and support teachers' and principals' working groups for continuous improvement of teacher practice and the monitoring of student participation and progress. It will have a heightened focus on supporting school-based curriculum development, monitoring, and mentoring the development of learning communities, and supporting the capabilities of new teacher mentors replacing the former institution of district supervisors.

- The development of capacities of the new Centres for Education Quality Assurance (Balai Penjaminan Mutu Pendidikan—BPMP) and Centre for Change agent teachers (Balai Guru Penggerak - BGP) at the provincial level, which have been given the role by the Ministry of assuring/improving quality of education in the districts. The Ministry wants these institutions to copy how INOVASI built the capability and ownership of quality improvement in the Dinas Pendidikan. It has asked the new program to support the development of skills sets for these staff, most of whom do not have technical backgrounds in education and are unfamiliar with facilitating roles and practices.

- The capacity of universities' teacher training institutions that are located in targeted provinces, showing interest in engaging with the curriculum reforms in their own pre-service courses and have the potential to provide a sustainable source of support for teachers' in-service needs. INOVASI Phase 2 has organically developed from local initiatives and opportunities a number of viable partnerships with universities in North Kalimantan, NTB and East Java, some of whose staff have become facilitators of teachers' literacy and numeracy development.

Other indicative support activities include:

- Brokering policy engagement and collaboration between the different authorising stakeholder agencies in the district - Dinas Pendidikan, BPMP, MoECRT, MoRA, MoHA - to optimise efforts for student learning outcomes improvement in literacy and numeracy.

- Supporting the district to integrate existing local institutions like the teachers' and principals' working groups (KKG, KKKS) into the work of the BGP and the learning communities of the *sekolah penggerak*.

- Helping the district guide schools in the development and delivery of curricula that will achieve the literacy and numeracy outcomes of the *Kurikulum Merdeka*, as it did during the pandemic.

- Helping the district government partner with MoECRT in pre-service reform through supporting a partner TTI, orient the pre-service curriculum to classroom-based teacher preparation.

- Support district authorities to lead the collective in developing bespoke district strategies for GEDSI and climate change approaches.

- Co-piloting with the district Early Childhood Centres programs that address contextual issues of school readiness, and feeding back lessons to MoECRT for national policy development for a pre-school curriculum.

- Coordinating and facilitating collaboration of community organisations and the district authorities to work on gender responsive schooling initiatives and the Reasonable Accommodation agenda for the district's schools.

Beyond developing capacities of specific categories of stakeholder, the program will support the collective potential to emerge, and the group to cohere and work cohesively together. A property of systems is their dynamic nature: the district ecosystems will be dynamic as stakeholders affect each other and create relationship in constant evolution. This requires from INOVASI an ability to understand and support relationships, akin to group coach or counselling expertise, and constant adjustment to the support provided.

Importantly, MoECRT is interested in learning lessons from INOVASI's support and the evolution of ecosystems dynamic with a view to continuously iterate policy improvement. The success of INOVASI's support is therefore not only contingent on ecosystems' achievements but also tethered to the program's ability to observe, investigate, learn, and disseminate lessons on the viability and effectiveness of the ecosystemic approach back to MoECRT – it is also the program strategy to scale out its approach.

ANNEX 2 - INDICATIVE RESULTS FRAMEWORK FOR INOVASI PHASE 3

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
Broader goal	Improved learning and achievement of foundational skills for all Indonesian primary students.	Improved student learning outcomes scores, disaggregated by various factors of disadvantage/ inequity.	National assessment (*Asesmen Kompetensi Minimum* or AKM and school surveys, including measures of foundational skills). Other assessments/ evaluations that might be undertaken by MoECRT/ other development partners.	National assessment only covers grade 5, and is limited in representativeness.	MoECRT and other development partner programs depending on the instrument. Annual analysis by MEL team.	TBD	TBD	Evidence (disaggregated by various factors) used to identify: - extent to which student learning outcomes are achieved, where and why. - aspects of student learning that require further. improvement, and how.
Objective	Australia supports Government of Indonesia to implement inclusive primary education policies and practices for	Number of non-target districts that implement INOVASI approaches.	Purposive M&E of teaching and learning in non-target districts, methods to be designed, (e.g., observations, case studies, contribution analysis,	Evidence of implementation may not be available for provinces/districts/ agencies in which INOVASI has not been actively working.	MoECRT and other development partner programs depending on the instrument.	TBD	TBD	Evidence (disaggregated by various factors) used to identify extent to which INOVASI contribution is making a difference and

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
	foundational skills nationwide.		reflection workshops).		Annual analysis by MEL team.			influence potential scale-up.
EOPO 1 Education policy	By 2031, targeted national and sub-national stakeholders develop and/or implement inclusive education policies and systems that support foundational skills for all primary students, including children with disabilities.	Evidence of relevant plans, policies, processes and regulations improved and/or implemented, based on INOVASI support. Evidence of increased enrolment and learning support of children with disabilities in primary education in target districts.	Purposive longitudinal evaluation study (baseline and endline) in target districts, methods to be designed. Desk review of available data, e.g., from MoECRT and/or other development partners.	Stakeholders may not be willing to publicly acknowledge contribution of INOVASI or not aware of contribution at technical/sub-levels. Stakeholders may not be able to adequately collect data on learners with disabilities.	MEL team/ Provincial Teams. Annual assessment and reflection.	TBD	TBD	Evidence to show: - extent to which new curriculum, teaching and learning. approaches are working (or not), and why. - effectiveness of district ecosystemic approach. - potential for scale-up the approach. - effectiveness of disability ID tools.
EOPO 2 Education practices	By 2031, teachers and leaders of schools and madrasah in targeted districts demonstrate inclusive practices that result in	% teachers and principals demonstrating inclusive practices in schools and classrooms in target districts. Improved student learning	Purposive longitudinal evaluation study (baseline and endline) in target districts, methods to be designed. National assessment	Limited data/ evaluation of teacher and principal performance and limited reliability. As above.	MEL team/ Provincial Teams. Annual assessment and reflection.	TBD	TBD	Evidence to show - extent to which new curriculum, teaching and learning approaches are working (or not), and why. - effectiveness of district

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
	improved foundational skills for all primary students, including children with disabilities.	outcomes scores in target districts, disaggregated by various factors of disadvantage/ inequity, specifically of children with a disability.	(AKM and school surveys, including measures of student foundational skills).					ecosystemic approach. - effectiveness of disability ID tools - potential for scale-up the approach.
IO1 Curriculum and Assessment	Improved policies, systems, and practices for inclusive primary curriculum, learning materials and assessment for foundational skills at national and sub-national level.	Evidence that partner agencies and districts have improved their policy, systems, budget allocations and practices for primary curriculum & assessment. % of schools and madrasah in target districts that plan and implement the new primary curriculum and assess students' performance on it.	Purposive M&E of teaching practices in target districts, including key informant interviews, FGDs, case studies, contribution analysis, Impact Log, etc. District budgets.	Data not recorded on a regular basis. Over-burdening partner agencies for data provision.	MEL team/ Provincial Teams. District ecosystems (Dinas Pendidikan).	TBD	TBD	Evidence to show - contribution of INOVASI activities to EOPOs. - progress towards attainment of EOPO 1.

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
IO2 Teaching practices	Improved policies, systems, and practices for inclusive teaching of foundational skills in targeted districts.	Evidence that inclusive teaching practices have improved in target districts. % schools and madrasah in target districts that implement new pedagogical approaches. Districts are investing in improved teaching practice.	Purposive M&E of teaching practices in target districts, including classroom observations key informant interviews, FGDs, case studies, contribution analysis, Impact Log, etc. District budgets.	Data not recorded on a regular basis. Over-burdening partner agencies for data provision.	MEL team/ Provincial Teams. District ecosystems (Dinas Pendidikan).	TBD	TBD	Evidence to show - contribution of INOVASI activities to EOPOs. - progress towards attainment of EOPO 2.
IO3 Educational Leadership	Improved policies, systems, and practices for inclusive leadership of teaching and learning in targeted districts.	Evidence that inclusive leadership practices have improved in targets districts. % schools and madrasah in target districts that implement new leadership approaches.	Purposive M&E of leadership practices in target districts, including key informant interviews, FGDs, case studies, contribution analysis, Impact Log, etc. School policy documentation. District budgets.	Data not recorded on a regular basis. Over-burdening partner agencies for data provision.	MEL team/ Provincial Teams. District ecosystems (Dinas Pendidikan).	TBD	TBD	Evidence to show - contribution of INOVASI activities to EOPOs. - progress towards attainment of EOPO 1 and 2.

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
IO4 Gender Equality	Improved policies and practices for women leadership, boys' engagement, and girls' well-being in targeted districts.	% women principals in schools and madrasah in target districts. Evidence of boys increased participation (attendance, learning) in target districts. Evidence of differentiation of teaching to needs of boys and girls. Evidence of changes in norms and environment that affect the well-being of girls. Number of complaints related to girls' well-being in schools and madrasah in target districts.	Purposive M&E of teaching practices in target districts, including classroom observations, key informant interviews, FGDs, case studies, contribution analysis, Impact Log, etc. MoECRT annual national school survey.	Data not recorded on a regular basis. Over-burdening partner agencies for data provision.	MEL team/ Provincial Teams. District ecosystems (Dinas Pendidikan).	TBD	TBD	Evidence to show - contribution of INOVASI activities to EOPOs. - progress towards attainment of EOPO 1 and 2.
IO5 Climate Change	Improved policies and practices for	Evidence of inclusive climate change mitigation	Purposive M&E of teaching practices in	Data not recorded on a regular basis.	MEL team/ Provincial Teams.	TBD	TBD	Evidence to show

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
	inclusive climate change mitigation and resilience in targeted districts.	and adaptation practices in schools and madrasah in target districts.	target districts, including key informant interviews, contribution analysis, Impact Log, etc.	Over-burdening partner agencies for data provision.	District ecosystems (Dinas Pendidikan).			- contribution of INOVASI activities to EOPOs. - progress towards attainment of EOPO 1 and 2.
Outputs	Outputs delivered/ produced.	Proportion of activities in which outputs were realised as expected, to a good quality standard, representing VfM and sustainability.	Progress M&E reports as per MEL plan Purposive interviews with key stakeholders. Reflection workshops.	Lack of systematic M&E. Stakeholders might be fatigued from regular M&E and reluctant to participate	MEL team/ Provincial Teams.	TBD	Majority of expected changes each year (?%).	Evidence to show how effective outputs were in meeting needs and therefore likely to lead to outcomes.
Activities	Program activities implemented.	% activities that are effectively implemented and have an appropriate GEDSI methodology and targets. Timely identification and use of data of 'what works (or does not)'.	Desk review of activity documents. Instruments to be developed.	Minimal. If records are not kept accurately and up-to-date, data will be compromised.	MEL team/ Provincial Teams	TBD	TBD	Evidence to show achievement of quantitative implementation targets. Identification of areas for improvements, emerging issues, and possible adaptations for future activities.

Levels of Program Logic	Desired result	Indicator	Data collection method & frequency	Risks	Who will collect and analyse the data	Baseline	Target	Use
Inputs	Program activities are efficiently administered and reach quantitative implementation targets.	Level, reach, coverage, and quality of inputs, time taken. Level and rate of expenditure.	Activity records regularly updated. Financial records, accounts.	Minimal. If records are not kept accurately and up-to-date, data will be compromised.	Provincial Teams, Administrative and finance teams.	TBD	TBD	Evidence to show: • efficiency of activities. • budget execution.

ANNEX 3 – PRELIMINARY GENDER EQUALITY ANALYSIS

1. Introduction

a) Purpose

Innovation for Indonesia's School Children (INOVASI) is a partnership between the Governments of Indonesia (GoI) and Australia to identify and support changes to education practice, systems, and policy to accelerate learning outcomes for children. It includes Indonesia's Ministry of Education, Culture, Research and Technology (MoECRT), Ministry of Religious Affairs, the National Development Planning Ministry, and sub-national partners in the provinces of West Nusa Tenggara, East Nusa Tenggara, North Kalimantan, and East Java. The initiative commenced as a four-year project in 2016 and has been followed by INOVASI Phase Two in 2019 and is now preparing for the third phase.

Promoting Gender Equality Disability and Social Inclusion (GEDSI) has been a key focus of INOVASI. In Phase 2, a GEDSI Update[55] was developed to provide a program wide focus on boys and girls, persons with disability and other at-risk groups. It was designed as a refresh of INOVASI's GEDSI Strategy (November 2020) and articulated the contribution of GEDSI activities to INOVASI outcomes. Its key strategies focused on addressing the lack of gender responsive teaching and learning and the low numbers of women in principal and leadership positions.

The purpose of this gender analysis is to guide the development of the Investment Design Document (IDD) for INOVASI Phase 3. The analysis explores three key issues that have been recurring themes impacting on gender equality and women's empowerment in the education sector. These issues have been highlighted in the two previous INOVASI phases, the ISR and specific project studies. The issues have been formulated into the following research questions:

o   What are the barriers to women's representation in leadership positions in the Education Sector?

o   What are the barriers to girl's agency and well-being in the school environment?

o   What are the reasons for boys' lower learning outcomes in comparison to girls?

The analysis takes place within the context of a renewed focus on gender equality and women's empowerment within the Australian Governments development program.[56] It is important to note that key policy and strategy documents that guide the development program are in the process of being updated or renewed, notably the new International Development Policy, the Gender Equality and Women's Empowerment Strategy, and the Disability Inclusion Strategy.

b) Approach

This gender analysis uses Rao and Kelleher's 'Gender at Work Analytical Framework'[57] as shown in Figure C. The framework identifies four factors implicated in inequality, that interact recursively with each other and at individual and system levels. All must be considered and worked on to make a real difference. The

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[55] GEDSI Strategy Update, INOVASI Phase 2.

[56] DFAT, Gender Equality in Investment Design

[57] Rao, A., Joanne Sandler, David Kelleher, Carol Miller, 2016. Gender at Work. Theory and Practice for 21st Century Organizations. Routledge.

discussion starts by identifying the evidence for the problem. The analysis then begins with the lower left-hand quadrant, identifying the informal exclusionary norms at play at a collective, cultural level and their influence on individual consciousness and capabilities (top left-hand quadrant). It then moves to the lower right-hand quadrant to show where difference could be made to resources and individual agency (the top right-hand quadrant) by improving formal policies and rules as they are relevant to the three different problems discussed. The quadrants fit the three cases differently, resulting in different emphases.

Figure C – Gender at Work Analytical Framework'
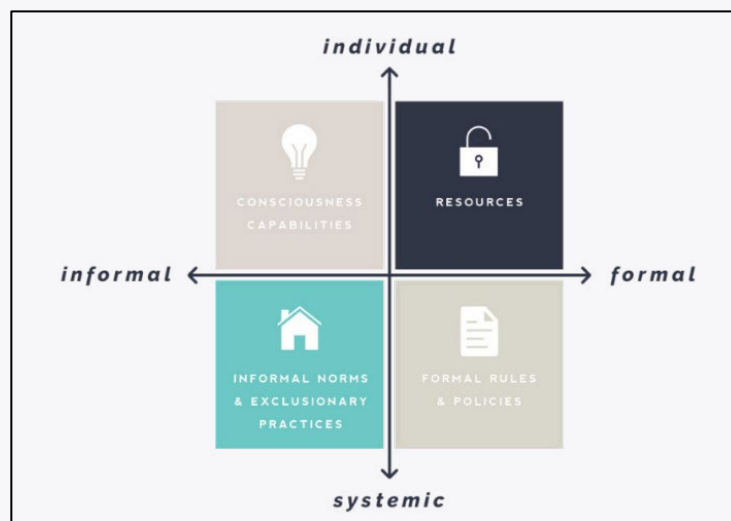
Overall, the use of the framework enables the identification of driving forces behind the key issues that constrain opportunities of girls, boys, women, and men to participate in the benefits of education based on their gender.

c)   **Methodology**

A review of secondary data was completed to explore the qualitative and quantitative information available through grey literature. Sources were included based on their relevance to Indonesia and to education, gender equality, child rights and disability inclusion. Documents from INOVASI Phases 1 and 2 were prioritised, including specific research studies and the ISR report.

Primary data was collected during April-May 2023, with an emphasis on the collection of in-depth qualitative information to understand participants' perceptions and opinions. Interviews of key informants and Focus Group Discussions (FGD) were used to engage stakeholders. Criteria for selecting informants included their role or experience in either gender equality, disability inclusion, child rights and education in the Indonesian context. This included government officials, Organisations of Persons with Disability (OPDs), women's rights organisations, gender equality specialists, research institutions, primary and secondary school principals, and teachers and students. Stakeholders consulted included males and females, and persons with disability (see Annex A).

Key informant interviews and FGD were facilitated in a way that promoted active participation from stakeholders, participants were each encouraged to share their views and those with specific needs were accommodated to ensure they could answer the questions easily. Effort was made to make participants feel comfortable, particularly female participants, many of whom were discussing sensitive issues for the first time.

A 'Do No Harm' Approach was taken to the collection of primary data with specific strategies being used to mitigate risk and protect the confidentiality of participants. The location for the interviews and focus group discussions was chosen based on perceived sensitivity of the participants. For example, face to face interviews were conducted with female principals instead of being carried out online, given the high probability of sensitive data being shared and the need for a safe space to be held by the facilitator to support this sharing. The team was prepared for disclosures of Gender Based Violence (GBV), however, there were no direct reports from participants. The process for ensuring confidentiality of information was explained to participants, including the way personal data would be stored.

On completion of data collection, the data was analysed according to the type and frequency of themes that were emerging to identify trends and patterns. The analysis produced insights that support the understanding of the root causes of the three key areas of enquiry. However, there were some limitations to the quantity and quality of data obtained. For example, there was a lack of publicly available disaggregated data to apply an intersectional analysis to education outcomes for children and leadership opportunities for teachers. There was also a different conceptual understanding of gender, as understood in the Convention on the Elimination of All Forms of Discrimination Against Women and that of participants interviewed. Gender equality was commonly understood by participants as 'sameness' which effected the quality of the responses provided – the concept of equity was less recognised. For example, when the issues of opportunities for leadership by women in the education sector was discussed with stakeholders, the argument was used that there is no written regulation that prevents women from becoming principals.

2. Context of gender equality in Indonesia

Indonesia holds strong commitments to gender equality, disability inclusion and inclusive education. This is demonstrated by the ratification of the Convention on the Elimination of all Forms of Discrimination against Women (1984), the Convention on the Rights of the Child (1990), and the Convention on the Rights of Persons with Disability (2011). The Indonesian government has committed to the United Nations' Sustainable Development Goals 'to achieve gender equality and empower all women and girls' and more specifically 'to eliminate all harmful practices, such as child, early and forced marriage'. As a member of Association of Southeast Nations, Indonesia also shares the commitment to the ASEAN Regional Plan of Action on the Elimination of Violence against Children 2016-2025[58].

The integration of gender equality into the education sector was adopted by the MoECRT in 2008 through the lens of 'mainstreaming', which means the needs, priorities and experiences of girls and boys, men and women were incorporated into all policies and programs. The Ministry also developed standards and indicators of gender-responsive education which covered eight elements of the national education standards.[59]

Gender equality has progressed in education at the national level. Indonesia has improved its Gender Parity Index (GPI) for school participation for primary aged children (7–12) from 0.89 in 1971 to 1.00 in 2018, and

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[58] ASEAN Secretariat, 2019. Ending violence against children in ASEAN Member States: Midterm review of priority areas under the ASEAN Regional Plan of Action on the Elimination of Violence against Children 2016-2025, ASEAN

[59] The eight National Education Standards for basic education, issued as Ministerial regulations, were originally developed between 2006 and 2008.

through to the end of senior secondary school the national GPI is 1.02[60]. Girls also outperform boys in Indonesia in learning both in primary and at secondary level, as indicated by PISA results.[61]

Whilst on the surface, this may indicate that gender equality is skewed towards females in the education sector, a more complex picture needs to be understood. As stated by a GOI official, "equal access does not guarantee equality. Achieving gender equality in education requires equal opportunity for females and males, and that they are treated equally and fairly. This will in turn translate to greater equality … beyond education, to equality of opportunities in the labour market and other spheres of life."[62]

It is precisely in these other spheres of life that the situation of women and girls in Indonesia is generally characterised by inequality when compared to boys and men, as illustrated by the UNDP Gender Inequality Index, where Indonesia is ranked 110th out of 191 countries[63]. For instance, gender inequality manifests itself in limited economic opportunities for women and the limited presence of women in leadership and/or positions of power. Seventy per cent of Indonesia's female workforce is in the in low paying, low-skilled informal sector, earning only half of men's estimated income, and resulting in greater rates of poverty and vulnerability to economic shocks and downturns such as the COVID-19 pandemic. In the civil service sector, women are under-represented at all echelon levels, for example only 16% of Echelon Level 2 employees (from which the top civil servants are drawn) are female.[64] This is despite the Law on State Civil Administration[65] disallowing differentiation in the career development of civil servants based on gender, ethnicity, religion, race, and other social groups. Women bear the burden of unpaid care and family work, yet even in this sphere, heads of households that are women have unequal status and access to support from services.[66] The percentage of households headed by women is recorded by the Bureau of Statistics as 15,7%.[67] However, the percentage is likely to be higher, as current household definition often overlooks de facto female headed households.[68] Taking into account women whose husbands have left the household without divorcing them and other circumstances of single parenthood, the proportion of female headed households is probably around 26%, according to the national CSO *Perempuan Kepala Keluarga* (PKKA - Female Heads of Households) monitoring this issue.[69]

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[60] World Bank. 2020. *The Promise of Education in Indonesia,* p.51.

[61] World Bank. (2020). Indonesia Country Gender Assessment: Investing in Opportunities for Women, p.33.

[62] Nina Sardjunani, Deputy Minister, National Development Planning Agency (Bappenas), cited in Analytical and Capacity Development Partnership (ACDP), 2013. Gender Equality in Education in Indonesia. Policy Brief.

[63] United Nations Development Programme (UNDP) 2021/22 Gender Equality Index

[64] Asian Development Bank, 2021. A Diagnostic Study of the Civil Service in Indonesia, p.29.

[65] Law on State Civil Administration (Law No. 5, 2014)

[66] World Bank, 2020. Indonesia Country Gender Assessment: Investing in Opportunities for Women, p.36.

[67] Badan Pusat Statistik, 2022. National Economic Survey

[68] World Bank, 2020. Indonesia Country Gender Assessment: Investing in Opportunities for Women, p.49.

[69] Interview with Fitria Villa, chair of PEKKA, 2 June 2023.

3. Gender disparity in primary school leadership

a) The situation

According to the World Bank, women occupy more than 50% of teaching roles, across MoECRT and MoRA schools, but only 31% of principal positions in MoRA primary madrasah and 45% in MoECRT primary schools[70]. More significant is the progressive reduction at the higher levels - at junior secondary level the proportion of women principals declines to 29% and at senior secondary to 25%.[71] It is not only individual women who lose out because of this inequity, but the quality of the whole school system. Research shows indeed that female principals perform better on most criteria of school effectiveness than men. Based on a study of statistical data of 15 school management performance indicators, female principals performed better at a range of different indicators of school management, including financial transparency, setting time targets for priority agendas, enforcing regulations, performance appraisals, routine evaluations, evaluation, realising the availability of school facilities and helping teachers realise outcomes[72].

Research also shows the positive impact of female principals on women and girls in the school environment. For example, participants interviewed during the primary data collection identified multiple benefits of having a female principal, including greater awareness of menstruation and reproductive needs of staff and students, greater attention to creating safety within the school environment, and greater responsiveness to the specific learning needs of students with disability[73]. According to the literature, women also play important roles in the community which can have the added value of influence within the school environment[74]. However, this assertion was somewhat contracted during consultations which brought up the fact that women were often seen as less influential than men in leadership positions.[75]

b) The role of informal norms

Responses received from consultations with civil society organisations, education officials, principals and teachers during the primary data collection revealed a strong perception that there was no bias based on sex in the recruitment process for principals[76]. An equal representation of both male and female teachers and principals viewed the process as gender neutral and made statements to explain this such as "naturally operating as merit" and "without considering the sex of candidates". These perceptions indicate a lack of awareness of underlying obstacles to women being involved in leadership roles. While it may be that in terms of regulations there are no formal policies or rules restricting women from becoming leaders, restrictions that arise from gender-based norms are in place. These norms are also subscribed to by many

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[70] Rythia Afkar, Noah Yarrow, Soedarti Surbakti, Rachel Cooper, 2020. Inclusion in Indonesia's Education Sector. A Subnational Review of Gender Gaps and Children with Disabilities. Policy Research Working Paper, World Bank Group, p.19.

[71] Cakra Wikara Institute https://cakrawikara.id/publikasi/artikel/berbagai-faktor-kultural-hambat-perempuan-jadi-kepala-sekolah-sekadar-regulasi-yang-netral-gender-tak-cukup-jadi-solusi/

[72] Ardiansa Dirga, Yudo Rahmadiyansyah, Mia Novitasari, 2023. Studi Persepsi Guru Tentang Norma Gender dalam Kepemimpinan Kepala Sekolah Perempuan

[73] April/May Data Collection for INOVASI, Phase 3 design.

[74] Ardiansa Dirga et al., 2023, PKK or Pembinaan Kesejahteraan Keluarga (Fostering Family Welfare) is a semi-governmental community organization that assists government at the village/ward level in enhancing family welfare. One of PKK's activities is operating Posyandu (Pos pelayanan terpadu, Integrated Service Posts) which routinely conduct monitoring of pregnant mothers and children under five.

[75] April/May Data Collection for INOVASI Phase 3 design.

[76] April/May Data collection for Forum Pendidik Madrasah Inklusi and interview with groups of teachers and principals in North Kalimantan.

women, showing the effect of cultural norms on individual consciousness, even for those who are oppressed by them. Conservative forces in society can reinforce informal norms in impeding women from engaging in activities outside the home, relating to time needed for travel, distance, based on the interests for which women are expected to sacrifice themselves. [77]

During consultations,[78] an equal representation of male and female teachers and principals said that the main reason why women were not in leadership positions was women's choice not to apply. All respondents agreed that underlying reasons for this choice stem from gender norms related to caregiving and household tasks. The domestic sphere of labour is for women, not for men. This is reflected in the statement from a Madrasah representative who stated "after coming home from work, women still have to manage the family and the household, while men do not have the same duties as women"[79].

Data collected during interviews and focus group discussions indicated that respondents do not see the system as being responsible for the fewer numbers of women applying for leadership positions. Rather, there is a perception that women's role at home is incompatible with the role in leadership positions. For example, training to be eligible for a principal position takes place in only one location and for a significant duration, without any accommodation of women's needs and responsibilities with families. Of particular interest, are the views of many participants who do not think that barriers women face to leadership are out of alignment with gendered norms expected of men and women. This is reflected in the comment "if there is a female teacher who can't join because they need to take care of their families, then we do not force them."[80]

A second reason given in interviews was husbands not giving permission for applying, or the expectation that this would be the case. Women respondents took for granted that they needed their husband's permission to apply for a position, as gender norms dictate that they are not decision makers in matters outside of the home. This permission is obtained through negotiation with the husband. Equality within marriage and family is connected to the roles and responsibilities that women play. Women take on the bulk of caring and domestic tasks which are time intensive and essential to the running of the family. The importance of these roles is a key consideration in the negotiation process between men and women when considering an economic opportunity, such as a leadership role as principal. This can be problematic when the applicants for principal positions are required to accept the role without knowing the location of the posting. During the primary data collection, an example was provided by a female principal who shared that she was only told the location of her posting the day before she was required to start.

The third set of reasons given by women respondents for not applying was that being a principal for a woman can be much more stressful than for men because it is harder for them to have their authority accepted. This occurs sometimes through undermining by male staff and through male supervisors' unwillingness to work with them in school management.[81]

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[77] Rumah KitaB, 2021. *Fikih Perempuan Bekerja* (Fiqh on Working Women), Jakarta: Afkaruna

[78] April/May Data collection for Forum Pendidik Madrasah Inklusi.

[79] Primary data collection, INOVASI Phase 3 Design.

[80] Interview with representative from the Forum of Inclusive Madrasah, 26 March 2023.

[81] Interview with representative from Chair of CWI, 3 May 2023.

Figure D - Profile of a woman principal.

Yanti (not her real name) grew up in the city where she went to primary school and then later to high school. After graduating from high school, she entered the Primary School Teacher Education two-year diploma program at university. When reflecting on why she became a teacher, Yanti explained that for a woman, being a teacher is the ideal job.

After passing the teacher candidate test, Yanti was placed at a school in a very remote location. At the time, there were only 30 students, only five of them girls. As her first step, she visited parents who had daughters to get them to attend school. She then took the 'Principal Candidate Test' and had to take part in Principal competency training for 11 days. At the time, her first child was only one year old and still nursing. But there was no facility for bringing children, it was considered an individual responsibility. She had to discard her breast milk while apart from her child, who she had left with her older sister, as her husband did not feel capable to take care of the baby.

After passing the test, she was placed as a principal in a location that was very far from her home. Her husband granted permission, but the school was in very bad condition. There were only 40 students, who often skipped school. She started by conducting outreach on the importance of school to the local residents (mostly from an indigenous ethnic group). She asked the local community to build a bridge to access the school. She also asked the students and the teachers to be more disciplined. At that time, there were ten teachers – six men and four women. For two years, she constantly faced resistance from several of the male teachers who disliked her leadership. But she received support from the students' parents and the female teachers. After two years, the teachers saw the benefits of her leadership. She was successful in increasing the number of students to over 400, with improvements in students' learning achievement and success in building school facilities.

After leading that school for five years and being considered successful, Yanti was transferred again. She was shocked, because she was placed in a school on the outskirts of an urban area that was in very poor condition, with two broken toilets and only 260 students. Yanti wondered why she was being transferred. She felt this was not a reward, rather, she felt she was being "punished" for being a woman principal who was considered too bold, outspoken in her opinions, independent, and seen as a "threat".

Nevertheless, as a senior principal, Yanti feels she is greatly respected by other teachers. She is often asked for her opinion, especially by the younger teachers or by principals who face obstacles from their husbands. However, she feels she herself does not have adequate knowledge for how to face such psychological/gender problems. She also does not see any efforts for affirmative action that could help female principals and teachers at work with managing their reproductive roles in addition to their work roles, for example, school facilities that provide private space to nurse or express milk, access to childcare, or when they have other problems related to their reproductive health. Everything comes back to the policies of the respective principals. If they happen to be reasonably gender sensitive, they will seek solutions, but if not, the teachers must deal with these problems by themselves. Yet these are significant problems for female teachers or principals, as they face a double or even triple burden. She herself feels lucky, because her husband is willing to take over managing the household and the children and does not feel she is competing with him when she must run the school, which demands her full attention.

The influence of informal norms on women's recruitment as school principals
Key findings of two topical research studies on school leadership point out to entrenched social norms as main barriers to entry. The MoECRT Regulation No 40/2021 on the Assignment of Teachers as School

Principals controls the election of school and madrasah principals. The regulation has not considered the influence of gender norms on societal expectations of women and on women's response to these norms. As the study puts it, "Regulations for selecting school principals that are purportedly gender neutral are a disincentive for women because these regulations cannot recognize the invisible barriers women face."[82] This finding supports the wider generalisation of research on women's participation in the labour market that "a key barrier to women's greater participation … is the societal view that women's roles are relegated largely to the private sphere and that the responsibility for family care falls to women, *regardless* of their employment status."[83]

A second norm operating on women's participation in recruitment is the unequal position of men and women in decision-making. While women must negotiate with the husband over application, the reverse is not the case. Men can make unencumbered decisions in respect of their employment. The phenomenon has a consequence for the equitable and efficient deployment of the teacher workforce in the primary sector. In some locations, where PNS are scarce such as NTT, this results in an urban concentration for which married women are often blamed in official discussion about the distortions of teacher deployment, as indicated by participants in the primary data collection.[84]

Male headship of the family is affirmed in the 1974 Law No. 1 on Marriage, which explicitly recognizes the husband as the head of the family.[85] Interestingly, 30% of households in Indonesia are headed by women. This domain of headship in the private sphere is likely to affect societal views of women in authority positions in the public domain, as reflected in the difficulties that women interviewed found in having their authority as principals uncontested. It may help explain the decreasing appointment of women to principal positions at the higher levels of the school system where running schools has the high status of cognitive leadership, rather than lower status of caring work associated with headship of early childhood centres and primary schools.

c) Influencing policies to mitigate discrimination

Part of the wide-ranging new reforms of the *Merdeka Belajar* agenda, is the change to the recruitment of school principals as per the Regulation on Education and Culture No 40/2021 and the program *Guru Penggerak*. In these reforms, principals will be drawn from the cohorts of *Guru Penggerak* (change agent teachers selected through national processes). However, issues of travel to training still apply. There is still no advance information on the whereabouts of the position to be taken up. In addition, if a *Guru Penggerak* rejects a position offered, it might be difficult for them to secure a subsequent offer. This was confirmed for example, by a *Guru Penggerak* interviewed during the design mission who has been transferred three times to head schools with bad conditions. She said that if she refuses the placement or is unable to take part in the pre-position training as principal, she fears she will not get the opportunity to serve as a principal as she would be considered unwilling and/or incapable.[86] Underlying norms can affect the process in other ways and with new players. In interview, the head of the provincial body responsible for advising the local authority on placement, gave as an example of such advice, counsel against appointment of women

[82] Ardiansa Dirga et al., 2021. Multidimensional Obstacles to Women being Principals and Heads of Madrasah. University of Indonesia.

[83] Interview with Husna Alfiani, Rumah KitaB, 14 September 2022.

[84] April May data Collection for Design of INOVASI Phase 3.

[85] 1974 Law No. 1 on Marriage.

[86] Interview, 10 May 2023

candidates to remote postings as the challenge would be too much for them and they would not be so able to lead the kind of change in neighbouring schools required of a *Guru Penggerak* leader[87]. In the district where this interview took place, the numbers of men and women applying for the position of *Guru Penggerak* had been even, seven candidates had passed the qualifying test and had been appointed principals, and two of that number were women, fitting the general disparity between male and female appointments to headship positions.

There is the possibility that this kind of insensitivity to gendered constraints is related to the seeming lapse in the use of gender analysis tools such as the Gender Analysis Pathway (GAP), which provides tools to measure access, participation, benefit, and control of a given policy to ensure that women are considered in a program or activity. GAP itself is a gender analysis tool developed in 2012 by Bappenas and the Ministry of Women Empowerment and Child Protection to support GOI's 2009 mainstreaming policy for government positions. GAP and the other tool for mainstreaming— gender responsive budgeting (PPRG) —are designed to balance the differentiation of social roles and relations between women and men, based on gender that lead to differences in experience, aspirations, and needs and differentiation of access to, participation in, benefits of and control over development.

d) Resourcing women's agency to mitigate discrimination

Changes to the process of applying for leadership positions produced by the Bappenas gender mainstreaming tools will help increase women's agency. There needs to be public recognition that the provision of a fair process requires policies and regulations to consider the different constraints on women and men that may emanate from the private sphere. Overtime, they would help to change private norms, as an equal representation of women principals at all levels of leadership begins to affect the idea of the natural order of things and the evidence of the assets that women bring to leadership become visible to education authorities.

4. Barriers to girls' agency and well-being

Barriers to the development of girls' agency in Indonesia include 1) stereotyping in curriculum materials and treatment by teachers, and 2) bullying, violence, and sexual harassment. A third barrier relevant to schooling with major impact on girls' well-being and agency is child marriage, and its increased occurrence since COVID. All three barriers are underpinned by social norms reproduced in the school culture. Common implications can be drawn to address these, influence school and school related policies, and more broadly resource girls' agency and well-being.

a) The Situation

o Discrimination through stereotyping

Textbooks and learning media are powerful means for reinforcing or breaking down excluding and belittling stereotyping of groups. A gender analysis of textbooks produced by 15 publishers for Grades 1, 6, 9 and 12 found illustrations of domestic duties performed only by women dominant in all textbooks, with the highest stereotyping evident in Grade 6, followed by Grade 1[88]. Stereotyping also took the form of males in dominant roles in the public sphere, and exhibiting greater competency compared to portrayed females. This pattern

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[87] Primary data collection, INOVASI Phase 3 Design

[88] Utomo, Iwu Dwisetyani and Peter McDonald, 2011. Gender Depiction in Indonesian Primary and Secondary School Textbooks: The Way Forward. Policy Brief 1. Australian National University

was found in all grades, with the highest number of portrayals found in Grade 6 texts. This is the year when students are at the onset of their adolescence, when gender identity vis-à -vis the other sex is strongly taking shape.

The INOVASI program also analysed Grades 1 and 4 textbooks and children's literature across subject areas for stereotyping, including gender. The outcome of this analysis has been the adoption by MoECRT Centre for Books (Pusat Buku) of a new instrument for reviewing all new books for stereotyping, and the inclusion on the Ministry's digital platform of a module for teachers on recognising stereotyping in material.

o   Gender-Based Violence (GBV) in schools

On his inauguration in 2021, the current Minister of Education identified bullying and sexual harassment as two of "the three big sins" in education and committed to their elimination. Gender based violence in Indonesian schools is under-reported, based on reports to the National Commission on Women (Komnas Perempuan) and the Ministry of Women Empowerment and Child Protection (KPPPA). Multiple sources attest to its prevalence and increase since the pandemic. [89] According to KPPPA, there were 27,593 cases of school-based violence reported in 2022, of which 49% or 13,514 were girls and 14% or 4,127 were boys[90]. Data from the Indonesian Child Protection Commission in 2021 showed that the highest percentage of victims of sexual violence (64.7%) were primary school students, with incidents taking place in classrooms, principals' rooms, school grounds, computer laboratory, changing rooms, toilets, prayer rooms and libraries.[91] A survey of Indonesian women with disabilities found that 70% of respondents had experienced sexual abuse during COVID.[92] While disaggregated data on sexual violence to girls with a disability in Indonesia is not available, global data indicates that girls and young women with disabilities were significantly more exposed to sexual violence than those without a disability, even before the pandemic.[93] KORE Global's research during COVID-19 has assembled global and Asia-Pacific regional findings on the negative effects on girls' well-being of having been a victim of sexual harassment or violence, or a witness to it. This includes depression, anxiety, low self-esteem, and a desire not to draw attention to themselves in class by active participation or achievement and drop-out.[94] These effects are likely to still influence victims' mental health and well-being in the resumption of face-to face schooling after the resumption of schooling in late 2021.

o   Child Marriage

The incidence of child marriage in Indonesia increased markedly during the pandemic. No definite nationwide figures are available that portray the impact of COVID-19 on child marriage, but in several regions

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[89] KORE GLOBAL, 2020. The Impact of the Pandemic COVID-19 on Girls' Education and Wellbeing Thematic Review: Gender-based violence and education

[90] The Women and Child Protection Online Information System (SIMFONI-PPA) records data on violence against women and children across districts and provinces. It was developed as an effort to mitigate such violence, following the establishment of various services for protection from violence such as PUSPAGA, WCC and the Integrated Women and Child Protection Centres (P2TP2A) in all regencies/ cities throughout Indonesia. See https://kekerasan.kemenpppa.go.id/register/login

[91] *Liputan6*, 13 December 2021.

[92] Indonesian Association of Women with Disabilities (Association of Women with a disability—HWDI), cited in Jakarta Post 21/10/2021.

[93] United Nations Population Fund, 2018. Young persons with disabilities: global study on ending gender-based violence, and realising sexual and reproductive health and rights, p. 28.

[94] KORE GLOBAL, 2022. The Impact of the Pandemic COVID-19 on Girls' Education and Wellbeing: A case study of child marriage in Indonesia.

such as Lombok Timur, Lombok Utara, and Sumenep (Madura), the results of studies by the University of Indonesia commissioned by INOVASI show an increase in child marriage during the pandemic period, through increase in requests for dispensations for marriage. A request for dispensation was often submitted by parents on the ground that the child had already quit school, though still of primary school age or in the first year of junior high school.[95] According to national data, in 2019 there were 24.864 requests made for dispensations for marriage, whereas by the end of 2020, this number has increased to 65,301.[96]

Amongst other effects - such as health and welfare effects - child marriage usually puts an end to girls' participation in education. Although there is no law prohibiting married or pregnant girls from attending schools in Indonesia, these girls face multiple barriers to continuing their education. According to a study by Kore Global, girls who are married often take on new domestic and caring responsibilities making it more difficult to attend school or do homework[97]. They also experience discrimination from peers and teachers making it uncomfortable to remain in school.

Child marriage not only has serious consequences for girls themselves but also contributes to intergenerational poverty. An INOVASI study of the attainment levels of children of child marriages found a much higher incidence of low learning outcomes than amongst the children of adult marriages[98] .

b) The influence of social norms

Gender-based violence derives from relations of power and subordination, and the COVID-19 pandemic saw it manifest on the scale of a shadow epidemic. In times of economic crisis or loss of control over livelihoods and resources, the normative subordination of women to men can result in lost male status and power being replaced by increased patriarchal control over women.

A potent norm governing the subordinate relation of women and girls to men, is the conservative cultural view that women are a source of moral crisis to men and therefore their behaviour, dress, freedoms, and relationships must be regulated by men to preserve the personal morality of women and girls, and to protect them, their families and communities from dishonour[99]. Fear of loss of purity starts once menstruation begins with the possibility of girls becoming pregnant. Early marriage can be seen as a protection against this calamity. This norm can have devastating effects on the well-being and life chances of girls.

Ascribed gender roles and status within the family also influence the allocation of resources and access to opportunity. With families' descent into poverty, the subordinate status of women can result in girls being withdrawn before their brothers from school or pushed into early marriage. Research findings indicate that the predominant reason for child marriage is poverty, which the pandemic significantly increased. A large-scale survey conducted by UNICEF and the Ministry of Villages, Development of Disadvantaged Regions, and

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[95] Iklilah, 2022.

[96] Data provided by Dr Mardi Chandra, Assistant Coordinator/ Junior Clerk of the Religion Chamber of the Supreme Court of the Republic of Indonesia. This data is based on a report of the Directorate for Guidance of Religious Courts in 2020, and was collected to ascertain the impact of the amendment of Article 7 of the 1974 Marriage Law, which raised the minimum age for marriage from 16 years to 19, pursuant to Law No. 16 of 2019. This data was presented by Dr Chandra on 4 November 2021 in a FGD on the Impact of the Pandemic on Child Marriage at KPPPA.

[97] KORE GLOBAL, 2022. The Impact of the Pandemic COVID-19 on Girls' Education and Wellbeing: A case study of child marriage in Indonesia.

[98] INOVASI, 2020. Larat dan Runtuhnya Hak Pendidikan Anak Perempuan: Belenggu Siswi Korban Perkawinan Anak selama COVID-19 di Jawa Timur, Nusa Tenggara Barat, & Nusa Tenggara Timur (the Suffering and Collapse of Girls' Right to Education: The shackles of student victims of Child Marriage.

[99] Mulia, Musdah, 2022. Ensiklopedia Muslimah Reformis (Encyclopedia of Reformist Muslim Women), Jakarta: BACA

Transmigration (Kemendesa PDTT) in September 2020 found that three quarters of children and adolescents (aged seven to 18 years) in poor families experienced at least one risk factor that could cause them to drop out of school during the pandemic, with girls ten times more at risk of dropping out of school than boys[100]. In a different economic context, but one with similar poverty outcomes, the incidence of child marriage in East Java/ Madura, West Sulawesi, and Lombok related to lost land ownership.[101]

c) Regulations and policy against discrimination sexual violence and child marriage

The Government has been proactive in combatting bullying, violence, sexual violence and harassment in schools and child marriage through regulation and school policy. This regulatory framework provides strong grounds for supporting effective implementation of the rules as a strategy for overcoming barriers to gender equality. Of particular significance to this analysis are the following regulations and policy:

   o   Regulation – Child Protection

The Ministry of Education has had child protection legislation in schools in place since 2002, outlawing physical punishment and non-physical abusive behaviour on the part of teachers and other school personnel. In the update on the Law in 2014 (Law No. 35, 2014), a clause was added to include protection against sexual violence perpetrated by teachers or students themselves. This legislation was then operationalised in the *Permendikbud* No. 82 *Tahun* 2015, accompanied by Guidelines for Schools. The child protection guidelines have an emphasis on preventing sexual harassment.

   o   Regulation – Child marriage

The Government has legislated against child marriage and sexual violence. The Marriage Law (16/2019) increased the legal age of marriage for girls from 16 to 19, and the government followed up in 2020 with a National Strategy for the Prevention of Child Marriage (STRANAS PPA). It is currently limiting the provision of dispensations by local religious authorities who have this power of dispensation.[102]

   o   Regulation - Sexual Violence Crimes

A law against sexual violence crimes (UU TPKS 12/2022), contested and long in the making, finally passed Parliament in 2022 and includes non-physical (verbal violence and harassment) as well as physical violence.

   o   Regulation – Sexual Violence in Education

The current Minister of Education has also issued a Ministerial Regulation (*Permendikbudristek* 30/2021) against Sexual Violence in Higher Education, and is about to extend a similar regulation to the primary school sector. In addition, MoECRT has addressed violence in schools, including between students, in its anti-bullying guidelines for elementary schools. In 2022, MoRA passed Reg No. 73/2022 on reducing sexual violence in Islamic Education.

d) Resourcing girls' agency

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[100] UNICEF, 2021. The Impact of the COVID-19 Pandemic on Children's Learning in Indonesia. Issue Brief, p.5.

[101] Marcoes & Sirimorok (2016) "Sinopsis Sembilan Kasus: Peta Jaring Laba-laba Perkawinan anak" (Synopsis of Nine Cases: Map of the Spider's Web of Child Marriage) Monograph Series 5 and 11, Jakarta, Rumah KitaB

[102] Gunawan, Roland (ed), 2019. *Fikih Kawin Anak*, Jakarta: Rumah Kitab.

With supportive regulation already in place, the emphasis is on policy implementation to resource girls' agency in school, cognisant of the multiple barriers of discrimination and sexual violence. While national policy may promote appreciation of diversity, the autonomy of local districts means their implementation may be interpreted in different directions. Policy implementation therefore needs to be envisaged in light of schools' district context.

Policy implementation can be supported by an ecosystem of stakeholders, at both the district level and at the school level. Gender equality, as other factors of diversity and inclusion, can be strengthened through the engagement of the community, the locus of normative control. Norms can be negotiated especially through the involvement of gender equality organisations and OPDs. All major legislations against sexual violence and child marriage have been achieved through coalitions of community actors, for example the *Koalisi 18+* which is a group of civil society organisations collaborating with local religious organisations to achieve the legislation on girls' and women's rights. Key government departments such as KPPPA are also present at district level.

Borrowing from UNESCO[103], a model for gender-equal school ecosystem is illustrated in Figure E (overleaf).

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[103] UNESCO, 2022. Connect with Respect. Preventing gender-based violence in schools.

Figure E - Ecosystem of a gender-equal school
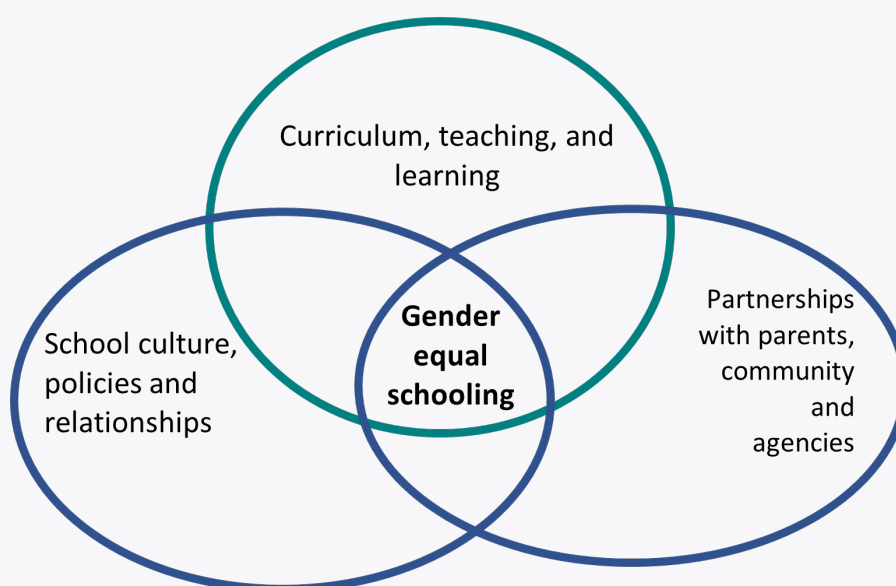
5. Boys' disengagement from learning

a) The situation

In partnership with INOVASI, the Australian Council for Educational Research assessed the learning gaps of 18,370 early grades Indonesian students in literacy and numeracy during the pandemic[104]. The study found that the combination of gender with other disadvantaging factors produced the lowest educational performance. This was the case for both boys and for girls, in different contexts across Indonesia. The study indicated the need for a much more granular approach to national learning assessment to identify under-performing populations and understand factors of risks and vulnerability. This type of intersectional analysis is needed to identify necessary resources to combat disadvantage.

Learning outcomes findings of the above-mentioned Learning Gap study reveals boys present on average the greater gender disadvantage. The proportion of male students (27%) at proficiency level 1 in literacy (below proficiency) was greater than the proportion of female students (19%).[105] The World Bank's study on learning adjusted years of school also showed that girls outperformed boys, with girls attaining 8.1 years compared with 7.8 years for boys, indicating a female advantage in learning in Indonesia[106]

The Learning Gap study also found that the greatest intersection of learning disadvantages in literacy is for male students in rural areas with disability. The overwhelming majority of 91% of these students did not meet the minimum proficiency level, compared to 82% of urban boys with disability. Besides disability, the next more potent factor of intersectional disadvantage is language: 81% of rural and remote male students whose mother tongue was a local language did not meet the minimum proficiency level, and 71% of rural and remote girls whose mother tongue was a local language did not achieve the minimum proficiency levels

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[104] Spink, J, D. Cloney and A Berry, (ACER), 2022. Beyond letters and numbers: the COVID-19 pandemic and foundational literacy and numeracy in Indonesia. The Learning Gap study Series-One.

[105] INOVASI, 2022. A widening gap: Impacts of the COVID-19 pandemic on Indonesia's most marginalised students. Learning Gap Series – Three. This study draws on the learning assessment analysis in the ACER study.

[106] World Bank, 2020. Indonesia Country Gender Assessment: Investing in Opportunities for Women, p.33.

in literacy. The study reports that rural and remote locations amplify disadvantage because schools have less access to resources, teachers have lower levels of qualifications, and there is less access to professional development and peer support. Whilst not mentioned by the study, access to specific pedagogy to teach children with disability within the mainstream school system may also be less available in these locations.

b) The influence of social norms

Alongside the effects of intersecting disadvantage, the general lower performance of boys relative to girls is sufficiently marked to require more analysis and treatment. In the absence of specific research on the subject, the primary and secondary data collected provides some insights into social norms' influences on boys' performance. There is a perceived difference in the way that male students interact in schoolwork when activities involve both boys and girls. In these situation girls are often responsible for completing tasks whilst boys disengage. This may reflect the gender norms whereby females are responsible for 'doing all the work', as noted by one of the participants. Another import of cultural norms in schools is the gender dynamics of boys and female teachers, in great preponderance in primary classrooms. Women are not the authorities in home life, and classroom observations have shown a tendency of women teachers to be more deferential with boys than with girls when trying to manage disruptive behaviours. This may also contribute to the less inhibitions on boys' classroom behaviour.

A third factor may be different learning styles between boys and girls – these differences can be associated with girls' greater facility with language and the effect on text-based learning that dominates in Indonesian classrooms. Boys' needs for release of physical energy are also not served well by wholly sedentary classrooms. However, the lower performance of boys should not mask the fact that girls' performance overall is not high. Girls would also be advantaged by more activity-based pedagogies: their better performance in school is also influenced by the cultural norms of compliance and obedience in face of unvarying routines in class, and these internalised dispositions may not be serving well their sense of agency or any future pathways valuing critical thinking skills and problem-solving.

c) Understanding difference in learning engagement and outcomes

The current reforms of the *Merdeka Belajar* prioritise the pedagogy of Teaching At the Right Level (TARL) and diagnostic assessment. A better understanding of the underlying reasons for why learning engagement and outcomes for boys and girls differ is critical and requires targeted research. It would provide a basis of evidence for helping teachers implement reformed pedagogies effectively. Research into the role of gender norms operating at household, community and institutional levels is also required to understand the relationship between learning outcomes and disengagement for boys.

6. Conclusion

This preliminary analysis will be expanded and refined during the program inception phase as part of a more comprehensive Gender Equality, Disability and Social Inclusion (GEDSI) analysis. The refined analysis will provide an opportunity to apply an intersectional lens to analyse and understand inequalities based on disability, age, mother tongue and geographic location. Areas to consider in the GEDSI analysis include:

- Gender norms at the household, community and institutional level that limit women's involvement in decision making and roles outside of unpaid care and domestic work.

- Availability of leadership training and support both pre- service and in service for female teachers and principals.

- Availability of policies and procedures that facilitate recruitment and retention of recruitment and retention in the workplace e.g., Training for Hiring Managers on gender equality, Reasonable Accommodation, Flexible Work Arrangements, Prevention/Mitigation/Response to bullying and harassment, private spaces for breast feeding, family friendly travel policy, childcare etc.

- Current advocacy to change laws that constrain women's involvement in decision making and economic activities outside of the home, for example, the law on males as head of household.

- Economic, political, and social factors that drive child marriage and how they can be addressed within the context of poverty and restrictive gender norms.

- Economic, political, and social factors that drive boys' disengagement with learning and the intersection with restrictive gender norms.

Importantly, the GEDSI analysis will inform the development of a program wide GEDSI strategy, to be submitted at the end of the inception period. The GEDSI Strategy will ensure specific interventions that target gender inequality are properly included in the program's activity plan, budget, and MEL framework. Suggestions to consider under each gender equality priority are included below.

Priority 1: Strengthening the role of women in leadership positions in the education sector

(a) Provide relevant government departments with training and support on how to use the Gender Analysis Pathway (GAP) tool and develop a Gender Action Plan

This would involve carrying out an initial mapping to understand how the tool is currently understood and used within government departments. Following this, the training on GAP should be delivered by women's rights organisations, men's organisations and OPDs. These CSOs could then support government departments to develop an action plan to address key findings, together with specific indicators to measure progress. Critical to the success of the GAP process would be the identification of barriers and solutions to recruitment and retention of women in leadership positions.

(b) Explore opportunities to provide gender equality training at community level to address gender norms that influence the ability of women to engage in leadership roles outside of the home

This would involve a detailed exploration of the roles and responsibilities, access and control over resources and decision-making status of men and women, boys, and girls. The findings would then target specific interventions at the community level, for example, social behaviour change program, gender equality training, men's behaviour change initiatives or support groups. The goal would be to address the underlying gender norms that are restricting women's economic mobility and leadership opportunities both within the household and outside of the household.

(c) Develop a performance measure to track change in the number of women in leadership positions

This would involve the inclusion of a specific performance target for women's employment in specific leadership positions in the education sector and the requirement for this to be reported against in annual plans. This aligns with the Sustainable Development Goal Indicator 5.5.2 'Proportion of women in managerial positions'. INOVASI could assist in developing sender sensitive recruitment and retention policies and practices to assist the education sector to realise these targets.

(d) Develop a partnership with an international institute of women/female principals

This would involve the development of an institutional partnership to provide professional coaching and/or mentorship between women leaders in the education sector. The purpose would be to provide specific leadership training to women to advance their careers and identify opportunities for the development of a national association to strengthen networks and advocacy for women in the Indonesian education sector in Indonesia.

Priority 2: Strengthening girl's agency and well-being

(e) Collaborate with schools to develop/adopt specific gender equality policies, strategies and training for school leadership and teachers

To strengthen the implementation of gender equality policy in primary school/madrasah settings, INOVASI could support district ecosystems to engage schools in specific capacity building initiatives to understand, adopt and develop practical strategies to promote gender equality in their environment. This means gender would specifically be named as a dimension of diversity and needing to be embraced in the teacher competency standards, alongside other forms of diversity to be catered for in school-based curriculum development, character education and the development of inclusive school cultures. This could include the development of a specific performance target to track policies at the school level that promote, enforce and monitor equality and non-discrimination based on sex, as per Sustainable Development Indicator 5.1.1.

(f) Strengthen school-based bullying and harassment policies, strategies, and training

Bullying and harassment effects boys and girls, women and men and persons with disability in different ways. The development of a policy will enable a strong commitment and provide an overarching strategy to prevent and respond to bullying and harassment that occurs on the way to school/madrasah, in the playground, classroom and staff rooms. The development of the policy and strategy should engage a diverse mix of students, teachers, parents, and civil society organisations to explore the needs and priorities of different groups. The development and roll out of a training program should also engage a diverse representation of the school community and civil society organisations to enable students to learn from their peers and persons in position of influence. Popular sporting clubs can also play an important role in being role models for boys in this respect.

(g) Incorporate respectful relationships and sexual and reproductive health education into the curriculum

The mandating of school-based curriculum development in the *Merdeka Belajar* agenda provides an unparalleled opportunity for including gender equality perspectives into the curriculum at Grades 5 and 6 levels. At these grades, students are beginning their adolescence and gender attitudes and relationships develop a new salience in their lives. For at least 20% of them who will not continue to junior secondary, these grades will be their last opportunity to acquire the kind of knowledge and understanding that will equip them with best choices for their futures. At present there is no provision for any sex education in the upper grades of primary school. When interviewed, some women teachers said that parents of around half of their students do not inform them about their sexual development, and that teachers sometimes take it on themselves to raise it in a science class, but with no support from the male teachers in the school to do this work with boys.

The character education component of *Kurikulum Merdeka* lends itself to the inclusion of programs like UNESCO's 'Connect with Respect'. This is a curriculum framework for sex education and healthy relationships which could be co-developed with input from the community, including gender equality organisations, OPDs, teachers and students. It could provide girls and boys with the basic understanding of their bodies and reproductive health, unequal gender relationships and their consequences for present and future well-being, sexual harassment violence, and child marriage. A critical literacy focus in Bahasa Indonesia, a specified *Kurikulum Merdeka* outcome at this level, also lends itself to analysis of the social construction of gender identities and their stereotyping effects in text and graphics analysis. The 'Gender Sensitive School' module developed by UMSIDA - a partner university of INOVASI Phase 2 - and accepted by the Ministry as a resource for teachers, is a good example of this approach.[107]

(h) Develop a community-based strategy to address underlying causes of child marriage and gender inequality

As described above, community gender norms and other factors such as poverty are root causes of early and forced child marriage in Indonesia. The UNESCO's 'Connect with Respect' curriculum can help educating girls and boys on these issues and in addition community-based solutions should be explored. This is particularly important given that children are grounded in families and communities which can either reinforce or challenge harmful or limiting gender norms and stereotypes.

Priority 3: Strengthening boys' engagement in learning and better learning outcome

(i) Conduct research to understand how sex, gender, disability status and other aspects of identity intersect with learning outcomes for children in primary and secondary school

This research should be undertaken within the program inception phase (as part of the GEDSI analysis) to inform the development of the GEDSI Strategy and targeted interventions early on.

(j) Pilot gender sensitive and disability inclusive pedagogies to address harmful gender and social norms that impact on learning outcomes for children

This pilot would involve training teachers on gender sensitive pedagogy and inclusive education pedagogy, aligning with existing policies and programs that are already taking place in Indonesia to strengthen teacher skills in these specific areas.

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[107] Kemil Wachidah, Moch. Bahak Udin By Arifin, Tri Linggo Wati, Fitria Eka Wulandari,. Eni Fariyatul Fahyuni, 2022. Modul Sekolah Responsif Gender Berbasis Keanekaragaman Warga Belajar/Peserta Didik.

Annex A: Stakeholders consulted

Table 1: Teachers / principals

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
PKK, PPPA, IKBM	2	9	0	0	0	0	0	0
SDN 2 Tanjung Selor	3	5	0	0	2	4	1	1
Groups of principals from Bulungan	3	2	0	0	0	0	0	0
Groups of teachers from Bulungan	0	2	0	0	0	0	0	0
Forum Pendidikan Madrasah Inklusif (FPMI)	5	4	0	0	0	0	0	0

Table 2: OPD

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
Perkumpulan Penyandang Disabilitas Indonesia (PPDI)	0	0	1	0	0	0	0	0
Himpunan Wanita Disabilitas Indonesia (HWDI)	0	0	0	1	0	0	0	0
Asosiasi Profesi Ortopedagogik Indonesia (APOI)	1	0	0	0	0	0	0	0
Wahana Inklusif Indonesia (WII)	1	0	1	0	0	0	0	0

Table 3: Other Gender and Disability Experts

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
M. Fajri Nursyamsi Director for Advocacy and Networks, *Pusat Studi Hukum dan Kebijakan* (PSHK, Center for Study of Law and Policy)	1	0	0	0	0	0	0	0
Dr. Ishak Salim, *Perkumpulan Inninawa Makassar*, Consultant to AIPJ on disability issues.	1	0	0	0	0	0	0	0
Masruchah, a figure from the Indonesian Congress of Women Ulama (*Kongres Ulama Perempuan Indonesia, KUPI*)	0	1	0	0	0	0	0	0
Prof. Musdah Mulia	0	1	0	0	0	0	0	0
Ibu Ciput Eka Purwianti S.Si.MA Assistant Deputy for Child Protection and Violence, Ministry of Women Empowerment and Child Protection (KPPPA)	0	1	0	0	0	0	0	0
Lenny Rosaline, Deputy, KPPPA	0	1	0	0	0	0	0	0
Dr. Maria Ulfah Anshor, Commissioner, Komnas Perempuan	0	1	0	0	0	0	0	0
Amar Alfikar (transman)	1	0	0	0	0	0	0	0

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
Henny Supolo Sitepu (*Yayasan Cahaya Guru*)	0	1	0	0	0	0	0	0
Nursyahbani Katjasungkana (*Lembaha Bantuan Hukum Apik*)	0	1	0	0	0	0	0	0
Nani Zulminarni, Director, Ashoka Foundation/ former Director, PEKKA	0	1	0	0	0	0	0	0
Jamaluddin Muhammad, RK researcher/ Head of *Pondok Pesantren Babakan Ciwaringin*, Cirebon	1	0	0	0	0	0	0	
Nurasiah Jamil, Program Officer, *Rumah KitaB*	0	1	0	0	0	0	0	0
Kiai Imam Nakhai, Commissioner, National Commission for Women (*Komnas Perempuan*)	0	1	0	0	0	0	0	0
Nurhady Sirimorok	1	0	0	0	0	0	0	
Kamala Chandrakirana (Former Chief Commissioner, Komnas Perempuan)	0	1	0	0	0	0	0	0
Tunggal Pawestri (Director, Hivos Indonesia)	0	1	0	0	0	0	0	0
Melani Abdul Kodir-Sunito (*Yayasan Samdhana*)	0	1	0	0	0	0	0	0

Table 4: Research institutions

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
Cakra Wikara Indonesia	2	1	0	0	0	0	0	0
SMERU	0	4	0	0	0	0	0	0
Pusat Studi Gender dan Perlindungan Anak (PSGPA) Universitas Muhammadiyah Sidoarjo (UMSIDA)	0	1	0	0	0	0	0	0
Women Research Institute (Sita Aripurnami, Director)	0	1	0	0	0	0	0	0

Table 5: INOVASI

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
Jakarta team	4	5	0	0	0	0	0	0
Kalimantan Utara team	4	3	0	0	0	0	0	0

Table 6: DFAT

Institutions/Expert	Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
Jakarta team	3	12	0	0	0	0	0	0
Canberra team		4	0	0	0	0	0	0

Table 7: Total stakeholders consulted

Adult (Male)	Adult (Female)	Adult Person with disability (Male)	Adult Person with disability (Female)	Child (Male)	Child (Female)	Child with disability (Male)	Child with disability (Female)
33	66	2	1	2	4	1	1

ANNEX 4 - CONSIDERATIONS OF RELEVANT ISR RECOMMENDATIONS IN INOVASI PHASE 3 DESIGN UPDATE

ISR Recommendations	DFAT Response / Action Plan	Considerations in Design Update
Recommendation 4 Australia is well-placed to continue to support effective basic education improvement and reform in Indonesia, particularly on foundational skills development.	Noted. DFAT will start consideration of a new investment that will build on the work of INOVASI. During these processes, DFAT will consult with counterparts to map future priorities and needs in basic education, while cementing achievements that have been proven to work.	INOVASI Phase 3 will continue to support the development and implementation of current education reforms in Indonesia, focusing on the development of strong foundational skills for primary school and madrasah students in literacy, numeracy, and character education. While support to literacy learning will continue, the program will include a greater focus on numeracy and character-building improvements. This is reflected in the statements and descriptions of the program goal, objectives and two EOPOs (see Section C and D).
Recommendation 5 Australia's approach of providing national policy development support and subnational policy and practice implementation assistance remains effective and should be continued.	Noted. DFAT will consider review recommendations as future investment options are planned.	The Design Update articulates a set of program's objectives and an approach to implement them that cover both national policy development support and subnational policy and practice implementation assistance. Although it emphasises the need to increase the focus on policy implementation, it also recognises the importance of remaining supportive of policy development, and provides examples where that might be the case (see Section D).
Recommendation 6 Future basic education investments should expand support to early childhood education.	Noted. DFAT will consider broadening future basic education assistance to include support for ECE, in close consultation with a broad range of Indonesian stakeholders, including government, the education sector, other development partners and civil society organisations.	Given stakeholders' support during consultation process, the Design Update recommends expanding the program scope from the current focus on early grades (grades 1-3) to cover all primary school years (grades 1-6) and early childhood education (ECE). The program will support ECE in non-systematic and opportunistic manner, when and where feasible and relevant, e.g., through pilots, technical assistance and/or analytical work, and will focus on the improvement of education services in the pre-school transition year (kindergarten) (see Section C).
Recommendation 7	Noted. DFAT will prioritise inclusive education and a GEDSI- focused approach to basic education service delivery in any	As stated in Section C, INOVASI Phase 3 will focus squarely on inclusive education and raise the profile of GEDSI issues and intersectionality as critical to the improvement of Indonesia's

ISR Recommendations	DFAT Response / Action Plan	Considerations in Design Update
Future investments should continue to focus on inclusive basic education.	future assistance, including in developing future program design.	education system, particularly where it matters most: in schools and madrasah. To do so, it will apply a twin-track complementary approach: 1) mainstreaming GEDSI considerations through all its operations and activities, and 2) deploying targeted initiatives that respond to gaps in gender equality and opportunities for inclusion of children with a disability, inclusion both from participation and benefits standpoints.