

AUSAID EDUCATION
INITIATIVES IN ACEH, PAPUA
AND PAPUA BARAT

Independent Progress Review of Support
for Education Sector Development in Aceh
(SEDIA)

Prepared for

AusAID

Australian Agency for International Development
JI HR Rasuna Said Kav C15-16,
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Aid Activity Summary

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Author's Details

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Disclaimer

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

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Executive summary

Background

This independent evaluation of the Support for Education Sector Development in Aceh (SEDIA) program was conducted as the first part of a cluster evaluation of AusAID programs in the education sector. The evaluation in the other two provinces in this cluster evaluation, Papua and West Papua, will be reported separately.

Aceh province has a number of special features including: strong motivation and leadership to overcome the impacts of both an extended period of conflict and a devastating tsunami; an environment of collaborative development aid; a long-term relationship with AusAID; special autonomy status; financial resources from oil and gas reserves which supplement the provincial and district budgets and which create opportunities to fast-track progress. It also shares features in common with many other part of Indonesia – increasing participation in education but marked rural-urban differences and a concern about the quality of education, especially in isolated communities.

The SEDIA program commenced in September 2009 and is designed to end in June 2012. It has an overall budget of A\$7 m and is implemented through a managing contractor with a team of approximately 20 core staff. SEDIA provides direct services and also acts as a facility to provide expertise for specific capacity development activities.

The goal of SEDIA is to support the province to improve the effectiveness and efficiency of basic education throughout the province in line with policies and strategies articulated in the 2007 Aceh Provincial Education Strategic Plan. The purpose of the program is to support the province of Aceh to operationalise the implementation of the plan. SEDIA does this through components with the following objectives (1) strengthen capacity of the Aceh Provincial government to implement its medium term strategy to improve educational quality and to enhance boys and girls access to basic education; and (2) strengthen the capacity and developing leadership and management skills of district governments and selected school clusters to improve delivery of basic education services .consistent with provincial and district strategies and targets.

This evaluation took into account information gathered from document analysis, semi-structured group and individual interviews, field observations, case studies and stakeholder consultations in Jakarta, at the provincial levels and from the districts of Aceh Besar, Banda Aceh, Pidie Jaya and Sabang. The evaluation addressed 6 of the 8 AusAID criteria for evaluation, however, as requested by AusAID, the report gives special emphasis to the criteria of relevance, effectiveness and efficiency. In addition, AusAID provided specific questions to be answered; those relevant to Aceh are addressed in the following summary of findings.

Key findings

A. Relevance

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

SEDIA outputs are well aligned with current AusAID Education Strategic Objectives and the Aceh Program Framework under the Australia Indonesia Partnership. SEDIA is providing strong support to governments in Aceh to implement the Provincial Education Strategic Plan and is effectively harmonising that support with other donors (Pillar 2 of the Aceh Program Framework). Results emerging from SEDIA are also relevant to the Australia Indonesia Partnership 2008-2013, especially Pillar 2 (Investing in People) and Pillar 3 (Democracy, Justice and Good Governance).

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

The current partnership between SEDIA and LOGICA2 for capacity development at the district level demonstrates the value of an integrated approach which includes both community strengthening and district development together. This combined bottom-up/top-down approach is particularly suited to AusAID's broad objectives for improving governance, reducing poverty and strengthening leadership. For example supporting community involvement in school-based management can be one aspect of empowering village councils and local parliaments to improve education service delivery.

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

The extension of SEDIA with a strong focus on district capacity (SEDIA Objective 2) would undoubtedly facilitate a more effective provincial response to Component 2 (principal professional development) of the Education Partnership. This would be particularly the case if the regional forums (RESWGs) and the training centres (PPMGs) are well established and have effective leadership to act as a focal point for negotiation with the national program team.

An extended SEDIA could operate with the same objectives and outputs but ensure that the bulk of the activity and resource was targeted to Objective 2.

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

Under the leadership of AusAID, SEDIA and LOGICA2 contributed to development of a common results framework (CRF) to monitor progress towards service delivery and governance outcomes in Aceh. The CRF is now in a final draft form and provides a practical approach to harmonisation that could be used to guide further partnership activities. This recent experience points to opportunities to reduce fragmentation and increase whole-of-government support to service delivery at district and sub-district levels. Changes in basic education outcomes ultimately come from the interaction of teachers and students in schools – and this requires behavioural change at district and sub-district levels, where functional responsibility for teachers and schools is located. Capacity development and infrastructure mechanisms that focus at this level are likely to result in sustainable change if sufficient time is allowed for the activities to be implemented.

B. Effectiveness

How well is the SEDIA program progressing against their expected outcomes?

SEDIA has made excellent progress on the outputs for Objective 1 (Provincial capacity building). At the time of the evaluation only one of those outputs (Output 1.4 financing plan including an equity strategy) was lagging.

Progress on the outputs for Objective 2 (District capacity building) has been slower than planned. It is likely that in the remaining 6 months SEDIA will not achieve the intended breadth of coverage (all 23 districts) nor the depth of capacity development for principals, teachers and school-based management that was planned.

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

In relation to Objective 2, the delay in starting district implementation reduced the time available for capacity development and institutionalisation of plans relating to Outputs 2.3 and 2.4. These missed opportunities include developing capacity of education leaders to implement the Aceh Education Strategic Plan, development of operational district strategic plans (RENSTRA) for all 23 districts, pilot implementation of LPPA recommendations, and pilot implementation of MPD and TKPPA priorities including the equity strategy and gender policies.

There are many reasons for the delay in commencing some activities under Component 2. Key issues flagged by SEDIA included the slower progress of legislative reforms, delays in securing the most suitable personnel to continue district development, and the heavy workload of the TKPPA.

The proposed extension of 12 months would provide an opportunity to consolidate work in Component 1 (the Equity Strategy, legislative drafting, enhancing the Annual Report) and extend Component 2 capacity development. Whether all remaining 23 districts can be brought up to the same level of development is doubtful and some strategic targeting for different aspects of Outputs 3 and 4 may be required. Further information is required about the future of LOGICA2 which was not available at the time of finalising this report.

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

The evaluation found that SEDIA effectively used government systems and regulations to institutionalise reforms and secure budget allocation as part of its contribution to provincial capacity building and resource coordination. The provincial management group has been an effective driver of change and there is strong evidence of capacity development. Improvement processes have been planned and implemented systematically recognising the required cascade through levels of government and engaging both the bureaucratic and elected arms of government. This use of government systems at the provincial level to drive the change process has been slower than an approach that is not so aligned, but outputs are likely to be more sustainable and more likely to lead to education outcomes at the classroom level.

Reforms to strengthen capacity to implement the Aceh medium-term education strategy for quality educational outcomes have been institutionalised by establishment of 4 Working Groups or Task Forces involving a total 218 persons under a coordinating body (the TKPPA) preparing and coordinating implementation of education activities in Aceh. (e.g. development of the Equity Strategy). Provincial government participants in the evaluation consistently expressed a strong sense of ownership in the activities and outputs supported by SEDIA.

SEDIA supported provincial agencies to start using evidence for policy and management. For example the production of the 2009 Annual Progress Report (LPPA) highlighted the extent of teacher over-supply and uneven distribution. Initially there was resistance to the findings. The TKPPA responded to this with a Roadshow to validate data and explain the findings and analysis. The Roadshow was a watershed event that established the legitimacy and utility of TKPPA – demonstrating the importance of feedback and reflection in using monitoring information to support management.

SEDIA has effectively harmonised ODA through partnership for district capacity development and through adopting successful training modules and approaches from other donor programs.

C. Efficiency

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

Overall, the evaluation noted mixed performance management experience in SEDIA. Positive achievements are summarised above in relation to MPD, TKPPA, the improvement of educational data and its use to drive change, institutional strengthening, systematic approach to regulation and planning, engaged with other programs.

While SEDIA's use of government systems at the provincial level is an example of good practice, the cost of this appears to have been a degree of institutional capture by the province at the expense of districts. Missed opportunities resulting from the delayed engagement with districts are: developing capacity of education leaders to implement the Aceh Education Strategic Plan 2007-2012; development of operational district strategic plans; pilot implementation of LPPA recommendations; and pilot implementation of MPD and TKPPA priorities including the equity strategy and gender policies. Addressing these needs will now require additional time beyond the designed finish date.

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

Analysis of the disbursement record and progress against planned outputs under Objective 1 and Objective 2 demonstrate that SEDIA had sufficient financial resources provided in the design and contract to achieve its objectives.

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

The risks identified in the risk matrix are appropriately managed, and the risk matrix is regularly reviewed and updated. However, some more subtle and difficult development risks, such as institutional capture and balancing development and ownership, are not identified in the risk matrix and are therefore not managed.

D. Monitoring and Evaluation

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

SEDIA supports MPD and TKPPA to use good practice performance management systems to monitor, report and act on progress in the education sector. Monitoring for implementation of SEDIA itself uses 6-monthly progress reports to the Management Group and AusAID to support management. The reports are thorough and well linked to future work plans, but lack quantitative analysis of variance from plan to provide early warning of issues. The scope of reporting information is also constrained by the fact that the Logframe does not include outcomes, only outputs. A consequence of this is that reporting is more focussed on the management than strategic level. In relation to this, SEDIA management advised that issues about long-term strategy and sustainability are discussed at formal meetings of the MPD.

E. Sustainability

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

SEDIA claims the key to sustainability rests on three pillars¹: the TKPPA, the MPD and the active engagement of government and other local institutions in delivering the capacity development program. This is appropriate and the evidence for the first two pillars is already strong. For the third it is still to be proven. A strong focus on education service delivery at district and school level will be required in the proposed extension for sustainability to be assured.

¹ SEDIA (2011) Fourth six-monthly report: January – June 2011. SEDIA, Banda Aceh, Indonesia. (p29).

F. Lessons learned

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

The program has generated lessons that can be applied from Aceh to other provinces in Indonesia. In particular SEDIA demonstrates:

- The value of efforts to enhance the reliability and timeliness of education data and the effective communication of that data to engage the interest of local government in improving education services.
- The importance of creating the right environment, including supporting leadership and supporting a systematic approach to legislative reform, as necessary conditions for change. Creation of such an environment has been the outcome of both the current partnership and the long AusAID engagement with education in Aceh. This now yields results that could be scaled up in Aceh and other provinces of Indonesia if a bridge is made between SEDIA and Components 2 (professional development of principals and others) and Component 4 (analytic and capacity development partnership) of the new Education Partnership program. As such, SEDIA is a good example of “chasing change” – providing donor support to enhance an existing change process and to build on the efforts of partners.
- The value of harmonising and actively collaborating with other donor partners working in districts is an effective way of scaling-up service delivery results.

In addition, there are key lessons from SEDIA for Component 2 of the Education Partnership about the relationships between national, provincial and local government impacts on education reforms. For example, SEDIA demonstrated the power of linking local development needs to national imperatives (*e.g.* the improvement of district financial management being linked to mandatory implementation of MSS). It also demonstrated the necessity to implement parallel development programs for local and provincial government, and the challenge of getting the right balance of effort.

Education reform programs must recognise that changes in the quality of teaching and learning will be initiated and sustained mainly by district and sub-district management and stakeholders. District representation on the provincial management group (MPD) and an earlier transition to district activities would have accelerated district development and may have resulted in both more comprehensive coverage and a higher level of achievement by the scheduled completion date.

Recommendations

1. It is appropriate to continue targeted education support in Aceh with a focus on (1) collection and communication of data on education progress and (2) supporting all districts and selected sub-districts to effectively and efficiently manage and deliver the Aceh Education Strategic Plan in a district context.
2. The form of this continued targeted education support in Aceh should also take into account the recommendations of the LOGICA2 review. ***If the LOGICA2 review recommends extension***, a merged extension of the two programs could be implemented for an additional 24 months of activities. This merged extension would build on key resources from SEDIA, the district engagement approaches and methods proven in LOGICA2, the existing District relationships established by LOGICA2 and the USAID DBE1 team (some of whom are now with SEDIA), and the existing provincial relationships that all programs offer. A merged extension would combine the financial, human and knowledge resources of two programs under one management structure to reduce fragmentation, increase efficiency and enhance effectiveness of education service delivery in Aceh.

3. ***If AusAID is unable to adopt a fully merged approach to district capacity development***
SEDIA should be extended for 12 months and consolidated to finalise the capacity building activities relating to SEDIA Outputs 2.3 and 2.4 in the districts where LOGICA2 and DBE1 have been active and in a targeted way with the remaining districts in Aceh.
4. The purpose of either extension would be consolidating capacity to improve service delivery in targeted districts of Aceh; effectively transitioning provincial and district stakeholders to sustainable implementation of planning, data collection and reporting functions; and ensuring district capacity was developed to effectively and efficiently manage and deliver the Aceh Education Strategic Plan as planned in Outputs 2.3 and 2.4 of the SEDIA design. The extension activities would also maintain relationships with existing provincial and district institutions; continue support to education data collation, analysis and reporting under TKPPA; and prepare for engagement with the Education Partnership (EP) (especially Components 2 and 4).
5. SEDIA work with TKPPA to review the 2010 LPPA using criteria of relevance, presentation of evidence, analysis and feasibility in an environment where future reports are fully prepared by Government of Aceh.

Acronyms

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

LOGA	Law on Governing Aceh (Law 11/2006)
LPMP	<i>Lembaga Penjaminan Mutu Pendidikan</i> (Education Quality Assurance Institute)
Mapenda	School Curriculum Section of Depag
MBE	Managing Basic Education
MBS	Manajemen Berbasis Sekolah (School-Based Management)
M&E	Monitoring and Evaluation
MGMP	<i>Musyawarah Guru Mata Pelajaran</i> (Junior Secondary Subject Teacher Working Group)
MGP-BE	Mainstreaming Good Practices in Basic Education
MIGAS	Revenue from Oil and Gas
MKKS	<i>Musyawarah Kerja Kepala Sekolah</i> (School Principal's Working Group)
MI	<i>Madrasah Ibtidaiyah</i> (Islamic Primary School)
MIN	Primary <i>madrasah</i>
MoHA	Ministry of Home Affairs
MoNE	National Ministry of Education
MoRA	Ministry of Religious Education
MPD	<i>Majlis Pendidikan Daerah</i> Provincial Council of Education
MTs	<i>Madrasah Tsanawiyah</i> (Islamic Junior Secondary School)
MTsN	Junior secondary <i>madrasah</i>
NER	National Enrolment Rate
NGO	Non-government Organisation
NTTPEP	<i>Nusa Tenggara Timur</i> Primary Education Partnership
NZAID	New Zealand Agency for International Development
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
OTSUS	<i>Otonomi Khusus</i> (Special Autonomy)
PAKEM	<i>Pembelajaran Aktif, Kreatif, Efektif, dan Menyenangkan</i> (Active, Creative, Effective and Joyful Learning is the active learning approach used in primary schools)
PEACH	Public Expenditure Analysis
PFM	Public Finance Management
PGSD	Primary Teacher Training Institute
PISA	Programme for International Student Assessment
PPMG	Regional Teacher Training Institutions
REDIP	Regional Education Development and Improvement Program
RENSTRA	<i>Rencana Strategis</i> (Strategic Plan)
<i>Rencana Induk</i>	Master Plan
RENSTRA	Strategic Plan
RESWG	Regional Education Sector Working Group
RPJM	Medium Term Development Plan
RPJP	Long Term Development Plan
SBM	School Based Management
SD	<i>Sekolah Dasar</i> (Primary School)
SDN	<i>Sekolah Dasar Negeri</i> (Public Primary School)
SEQIP	Science Education Quality Improvement Project
SISWA	[Education] Systems Improvement through Sector Wide Approach
SKPD	Unit of government
SMP	Junior High Schools
SPM	National Minimum Service Standards
S1	Bachelor Degree
SK	Letter of authorisation
TA	Technical Assistance
TDHB Migas	Oil and gas additional revenue
TKPPA	Coordinating Team for the development of Education in Aceh
TIMSS	Trends in Mathematics and Science Study
TOR	Terms of Reference
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
Unsyiah	The University of Syiah Kuala, Banda Aceh
UPE	Universal Primary Education
USAID	United States Agency for International Development
USD	United States Dollar
UU	A national law
WB	The World Bank

1 Introduction

1.1 Background of activities

AusAID support to education in Indonesia includes programs that support:

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

AusAID education support in Aceh

AusAID support for education in Aceh commenced in 2005 with activities that responded to the 2004 tsunami and the 2005 Peace Accord. These activities were the Education Rehabilitation in Aceh (ERA) and Communities and Education Program in Aceh (CEPA) and the A\$7.8m Support for Education Development in Aceh (SEDIA) program that commenced in September 2009. SEDIA is a program that provides support to the province and districts in Aceh to improve the effectiveness and efficiency of basic education, and assist them to meet key performance targets outlined in their education strategic plan. The program is designed to end in June 2012.

The goal of SEDIA is to support the province of Aceh to improve effectiveness and efficiency of basic education throughout the province in line with policies and strategies articulated in the 2007 Aceh Provincial Education Strategic Plan. The purpose of the program is to support the province of Aceh to operationalise the implementation of the plan.

AusAID also provides support for strengthening education service delivery for a selection of districts in Aceh through its decentralisation program. LOGICA2 supports six district governments to deliver services to improve living standards in response to community-wide advocacy and is designed to be implemented until 2012. AusAID has developed a Common Results Framework (CRF) to measure achievements of SEDIA and LOGICA2 support in Aceh, which is in the early stages of implementation.

Aceh will also benefit from activities under the Education Partnership, which is designed to be implemented over 5 years from July 2010. Components include: construction of junior secondary schools (Component 1); accredited professional development programs for all school principals, school supervisors and education officials (Component 2); improved support to private madrasahs to become accredited (Component 3); and analytical and capacity development services (Component 4).

What SEDIA set out to achieve

The SEDIA Design Document had three objectives, but these were consolidated during the inception period so that SEDIA was implemented with the following two objectives:

1. **Provincial capacity building** – to strengthen the capacity of the Aceh provincial government to prepare and implement the strategies of the Renstra Aceh that will improve quality and enhance boys and girls access to basic education.
2. **District capacity building** – to strengthen leadership and management capacity of district governments in planning and delivering improved basic education services taking into account national MoNE and MoRA Renstra for 2010–15 and provincial strategic plans for education.

How SEDIA works

SEDIA works through existing provincial government institutions and systems, with a focus on supporting implementation of the strategies in the Renstra Aceh and related education policies and plans. The program works through the *Majlis Pendidikan Daerah* (MPD) and is governed by a Management Group made up of representatives from several provincial agencies. The annual work plan is driven by strategic plans developed by the provincial government and is designed to complement provincial and district initiatives to strengthen education service delivery in Aceh.

1.2 End-of-program outcomes

End of program outcomes for SEDIA were set out in the design (page 12), and include:

- increased enrolment and participation rates for boys and girls across all districts in the province;
- improved internal expenditure efficiency within the province and across all districts resulting in increased operational funding being available to all schools for use in the classroom;
- an increase in the number of qualified and accredited teachers, with a student focussed pedagogy, teaching in classrooms across all districts;
- an appropriate redistribution of teachers across and within all districts resulting in a consistency of teacher: student ratios in all schools;
- provincial and district improvements in key national examinational scores;
- a significant reduction in the range of disparate examination scores and participation rates across all districts; and
- a higher level of active community participation in school boards and more effective implementation of school based management in all schools throughout the province.

The Final Inception Report included a revised logical framework and a monitoring and evaluation framework that identified revised outputs under the two program objectives. The evaluation was conducted against the designed goal, purpose and end-of-program outcomes as well as the revised objectives and outputs agreed at inception.

1.3 Evaluation purpose

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

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

The evaluation team was unable to conduct field work in Papua as originally planned, so this report on the SEDIA program in Aceh is presented as a stand-alone report.

1.4 Methodology

The investigatory framework for the cluster evaluation was informed by a Strategic Paper which sets the direction of AusAID education assistance in each target province. The evaluation team received this paper at the beginning of field work in Aceh. An evaluation

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

Evaluation field work was implemented for SEDIA between October 14 and 26 with line agency and donor stakeholders in Jakarta; provincial agencies and donor partners in Banda Aceh; and program stakeholders from the districts of Aceh Besar, Banda Aceh, Pidie Jaya and Sabang. Districts were selected with purposeful sampling to represent a range of development progress and to be feasible within the time-frame. Two school visits in one district as well as interviews with government staff from 4 districts and 5 other donor programs were used to evaluate whether capacity development in provincial and district governance for education is leading to impacts on education outcomes for girls and boys in Aceh.

To ensure objectivity the evaluation was conducted by an independent team: evaluator (John Fargher) and education specialist (Hetty Cislawski). The AusAID Indonesia Program Manager (Nieke Budiman) also contributed to the evaluation. The primary intended users of this evaluation are AusAID, GoI and the provincial government of Aceh.

1.5 Criteria

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

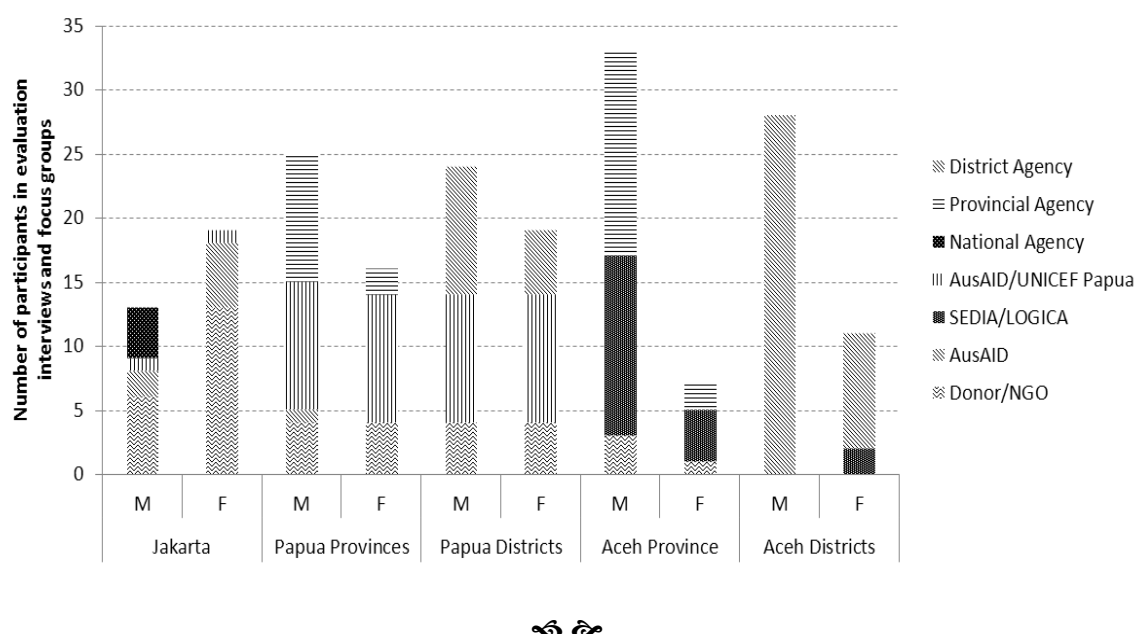
1.6 Limitations

Evaluation activities in Aceh were conducted over a short time frame with a small team. It was not planned as a scientific evaluation with a counterfactual and randomised sample of beneficiaries. Rather it was a participatory and formative evaluation that planned to learn lessons from past activities and collaboratively identify opportunities for improved effectiveness, efficiency and sustainability. Because of the short time frame, the evaluation was able to interview stakeholders from only two schools and four districts as well as provincial stakeholders. The evaluation was able to visit one of the six districts participating in LOGICA2. Given the findings relating to Objective 2, more district field work, school visits and interviews would have strengthened the evidence base for lessons learned about district implementation and the linkages with LOGICA2. More time would have also enabled the evaluation team to meet with all the targeted stakeholders – some of whom were unavailable during the time of the field work.

1.7 Stakeholders in evaluation

Chart 1 shows the breakdown of the 18 women and 61 men from Banda Aceh, 4 Districts and 2 schools interviewed for the evaluation of SEDIA. These data are disaggregated by location, agency association and sex. A detailed list of stakeholders consulted for the evaluation is presented in Annex 3 and the evaluation schedule is presented in Annex 4.

Chart 1 : Profile of stakeholders interviewed



2 Evaluation findings – Aceh

2.1 Relevance

Aceh is a special province

The context of development investment in Aceh is unusual. This is recognised in the Australia Indonesia Partnership, which identifies that engagement with Aceh province needs to be sensitive to the fragile, post-conflict and post-tsunami context and requires an approach that promotes stability. The context is also special because Aceh places special emphasis on education – for example with a special law (the education Qanun) and enhanced provincial leadership for education in Aceh under the Law on Governing Aceh (LoGA – Law 11/2006). Because of this, and the oil and gas revenue to the province, education authorities at province and district level in Aceh have additional funds to implement the Aceh Education Strategic Plan, which applies national education policies and programs to the needs of Aceh. As identified in the Strategy Paper²: the key education issues in Aceh are not so much access as quality and efficient governance.

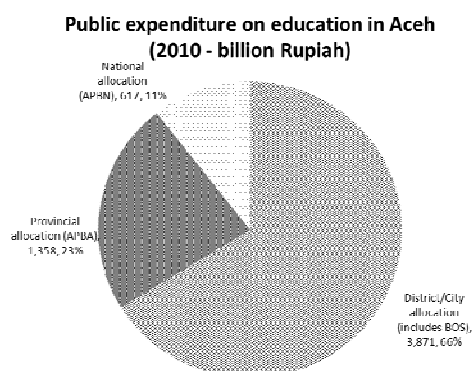
In addition, what makes Aceh special in the context of education sector support is the institutional and governance lessons that can be learned from experience in the province and their relevance to other provinces in Indonesia. Outcomes from the long AusAID engagement with education in Aceh are starting to yield results that could be scaled up in Aceh. Some of the outputs from these activities and some of the lessons learned are relevant to other provinces of Indonesia, and could be brought to scale through Components 2 and 4 of the Education Partnership (EP) if a bridge was made between SEDIA and the new program. Indeed, as identified in the Strategy Paper² (p5) there is an opportunity to continue support to education leadership in Aceh so that they can add value and sustainability to the EP, particularly Component 2 (professional development of principals and supervisors), by developing related policies for possible adoption by other provinces.

² AusAID (2011) AusAID's education support to Aceh and the Papuan provinces: Strategy Paper. Australian Agency for International Development, Jakarta, Indonesia (p7)

Relevance of Component 1 Objective: strengthening provincial capacity

The provincial government in Aceh places a high priority on education, has established special institutions to support the sector and has strong sector leaders. The provincial legislature and senior executive in Aceh are committed to improving education service delivery and have initiated changes that provide a productive environment for ODA investment in the sector. Because of this, SEDIA is a good example of “chasing change” – providing donor support to enhance an existing change process. The Special Autonomy status and the additional financial resources that go with it mean that the Province is able to act decisively and quickly on its Renstra and to sustain key priorities for at least the next 8 years.

Chart 2 : Education is well funded in Aceh



Provincial and District Governments in Aceh allocate a greater proportion of their annual budget to education than the national average. In 2010 23% of the provincial budget (APBA) was allocated to education. District budget (APBK) allocations to education all exceeded 20%, and ranged from 47.4% in Bireuen to 20.2% in Gayo Lues. Additional amounts were allocated by the province from the special autonomy (OTSUS) and resource (MIGAS) funds.

Students have good access to school in Aceh, with provincial gross enrolment rate at junior secondary school in 2010 being 105% for both girls and boys.

This is greater than the national average in 2010 (98%). However, provincial averages mask district variation (*e.g.* in 2010 secondary school GER ranged from 124% in Banda Aceh to 80% in Pidie Jaya)³.

This summary analysis confirms that Aceh is a relevant partner for education investment and that the purpose of SEDIA is relevant to the people of Aceh and is consistent with the Aceh Program Framework 2008-2013 under the Australia Indonesia Partnership.

Relevance of Component Two Objective: strengthening district capacity

SEDIA supports local government to implement key national education policies and priorities such as achievement of Minimum Service Standards (MSS), implementation of school-based management (MBS) and reduction of regional disparities. These key priorities are reflected in SEDIA work plans for 2010/2011 to undertake costing of MSS, to continue the Roadshow highlighting teacher distribution and to implement an Equity Strategy to reduce the within-province and within-district disparities in access to and quality of education.

All local governments in Aceh have demonstrated their commitment to improving education by their allocation of education expenditure exceeding the mandatory 20% of overall district budget. With a range of 20.2% to 47%, the average local government budget allocation in Aceh for education in 2010 was 34% of overall budget. It is therefore highly relevant that the foci of the four outputs of SEDIA Objective Two include harmonisation of resources; equitable teacher distribution; teacher, principal and school improvement; improved quality and scope of plans, budgets and reports at district level; strengthened capacity in financial management and scrutiny.

³ MoNE (2011) APK/APM TK, SD, SMP, SM dan PT 2010/2011. Pusat data dan statistik Pendidikan, Tahun 2011. National Ministry of Education, Jakarta, Indonesia. (pp 3, 34, 35). Note that Gross Enrolment Rate measures the total number of students in a particular grade and compares this against the number of students that should be in that grade – and so may exceed 100% if there are older students still in a particular grade.

Relevance of SEDIA to AusAID strategic objectives

SEDIA outputs are aligned with AusAID Education Strategic Objectives and the Aceh Program Framework under the Australia Indonesia Partnership. Outputs, particularly under Component 1, are consistent with the design document. For example, SEDIA supports governments in Aceh to implement the Provincial Education Strategic Plan and harmonises effectively with other donors (Pillar 2 of the Aceh Program Framework⁴). SEDIA outputs support governments in Aceh to improve public expenditure in the education sector (Pillar 3).

Results emerging from SEDIA are also relevant to Pillar 2 (investing in people) and Pillar 3 (democracy, justice and good governance) of the Australia Indonesia Partnership 2008-2013⁵. SEDIA outputs contribute to improved education quality (e.g. analysis to support teacher recruitment and distribution reforms that increase the effectiveness of teacher-student engagement and increase budget for non-salary costs), access (e.g. engagement with districts to verify and reflect on education performance to highlight disparities within and between districts in Aceh) and governance (e.g. production of the 2009 and 2010 Aceh education progress reports).

There are relevant links between SEDIA and LOGICA2. For example, LOGICA2 is working in 6 districts of Aceh to strengthen planning, budgeting and review processes for strengthened service delivery, including education services. In fact evaluation interviews in 4 districts highlighted to reputation and relevance of LOGICA2 activities in district education stakeholders.

2.2 Effectiveness

The designed SEDIA end-of-program outcomes were ambitious

The SEDIA design included objectives, resources, indicative activities, target outputs and end-of-program outcomes. The objectives and related outputs were revised during inception to integrate the resource coordination objective into the provincial and district capacity strengthening objectives, as well as focus more on district capacity development to support changes in schools, rather than direct delivery of changes in schools.

SEDIA determined the revision was necessary because of changes in the Aceh education sector context between completion of the design and commencement of SEDIA – in particular the limited implementation of the Renstra Pendidikan Aceh at the time of inception and emerging dynamics between provincial and district levels of government⁶. The revised logframe narrative, summarised in Chart 3, redefined each program objective and identified six outputs for Component 1 and four outputs for Component 2. The revised logframe and inception report did not address the end-of-program outcomes set out in the design. These were too ambitious for a program of this duration and scale, and were not well linked to the activities and outputs set out in the design. Examples of unrealistic end-of-program outcomes in the design include: increased enrolment and participation rates for boys and girls across all districts in the province; an increase in the number of qualified and accredited teachers, with a student focussed pedagogy, teaching in classrooms across all districts.

Component 1 Objective: Strengthened provincial capacity

Output 1.1: Coordinating mechanism and management structure

Aceh has established unique institutional arrangements to complement those used by other provinces. These include the Regional Education Council or MPD to provide strategic direction; the executive and legislative forum for Aceh districts and towns (FKKA) to

⁴ AusAID (2008) Australia Indonesia Partnership – Aceh Program Framework 2008-2013. Australian Agency for International Development, Jakarta, Indonesia.

⁵ AusAID (2008) Australia Indonesia Partnership – Country Program 2008-2013. Australian Agency for International Development, Jakarta, Indonesia.

⁶ SEDIA (2010) Inception report and first six-monthly work plan. (pp6, 13, 22, 25). SEDIA Management Team, Banda Aceh, Indonesia.

coordinate service delivery across all sectors; and the regulations and plans that give priority to education. These arrangements and the additional budget resources available from OTUS and MIGAS funds provide a foundation for investment in the sector, which is strengthened further for Australia by the relationships built since 2006 through programs such as ERA and CEPA. SEDIA appropriately engaged with these provincial institutions, strengthened them where needed, and established strong ownership in program activities and outputs.

Chart 3 : Revised logframe narrative

<i>Development Goal</i>	To support the provincial government of Aceh to improve effectiveness and efficiency of basic education in every district, in line with goals articulated in the Renstra Pendidikan Aceh
<i>Purpose</i>	1.1 To support the provincial government and all districts of Aceh to improve effectiveness and efficiency of basic education through revision of provincial and district Renstra, and development of annual plans and budgets in line with policies and strategies of the 2007-12 Renstra Pendidikan Aceh, and subsequent central and provincial plans for education
<i>Component 1 Objective:</i>	1.2 To strengthen the capacity of the Aceh provincial government to prepare and implement the strategies of the Renstra Aceh that will improve quality and enhance boys and girls access to basic education
<i>Output 1.1</i>	1.3 A coordinating mechanism and management structure established to guide development. Implementation and monitoring of medium term provincial strategic plans for education
<i>Output 1.2</i>	1.4 The Renstra and annual plans and budgets of the Dinas Propinsi Pendidikan and, where appropriate, of MoRA, in 2011 and 2012, aligned with the revised Renstra Aceh, including revised financing plan, and Aceh's medium term development plan
<i>Output 1.3</i>	1.5 The Renstra and annual plans and budgets of the Dinas Propinsi Pendidikan and, where appropriate, of MoRA, in 2011 and 2012, aligned with the revised Renstra Aceh, including revised financing plan, and Aceh's medium term development plan
<i>Output 1.4</i>	1.6 An education sector financing plan developed for (i) the revised Renstra Aceh (2011-12); and for (ii) the provincial strategic plan for 2012-16, which (a) aligns education funding with policy targets and (b) includes an Equity Strategy to address disparities by district, sub-district and gender
<i>Output 1.5</i>	1.7 Capacity of the Dinas Pendidikan Propinsi Aceh, the Financing Section of the Governor's Office, Bappeda and Parliamentary Education Commission strengthened in reviewing and finalizing annual education plans and budgets, taking into account Renstra Aceh strategies and targets
<i>Output 1.6</i>	1.8 Annual report produced and disseminated on Aceh's performance in basic education, including budget and spending
<i>Component 2 Objective</i>	1.9 To strengthen leadership and management capacity at district governments in planning and delivering basic education services, taking into account national MONE and MORA Renstra for 2010-15 and provincial strategic plans for education
<i>Output 2.1</i>	1.10 Forums established in all districts to develop policies and strategies that are informed by national and provincial strategic plans, for (i) harmonisation of education resources, (ii) equitable teacher distribution and (iii) teacher, principal and school improvement
<i>Output 2.2</i>	1.11 Improved quality and scope of plans, budgets and reports at district level – specifically: district Renstra (education) annual plans and budgets annual accountability reports (LAKIP)
<i>Output 2.3</i>	1.12 Capacity strengthened in district planning and delivery of professional development for education officers, teachers, principals and supervisors; in selected priority areas of the Renstra Aceh, namely (1) management of teacher distribution (2) management of teachers' and principals' performance (3) accountable school based management
<i>Output 2.4</i>	1.13 Capacity strengthened of district Dinas Pendidikan, Bappeda and Parliamentary commissions in financial management and scrutiny

SEDIA supported Aceh to establish the Coordinating Team for Aceh Education Development (TKPPA). Under Aceh Gubernatorial Decree 420.5/15/2010 the TKPPA is established for the period 2009 – 2014 to coordinate delivery of education services and monitor progress in Aceh. This complements the strategic role of MPD; the administrative role of the provincial education office; and the national monitoring and quality role of the *Lembaga Penjaminan Mutu Pendidikan* (LPMP) office in Banda Aceh. The effectiveness of this coordinating institution provides a model that other provinces could adopt for implementation of the EP.

Output 1.2: Mid-term review and utilisation of findings for Revised Renstra

Reforms that strengthen capacity to implement the Aceh medium-term education strategy for quality educational outcomes are institutionalised with agency plans (e.g. Renstra for MPD; support to 12 task forces of 218 people preparing a 15 year master plan for education in Aceh (RIPPA 2012-2015); and support to provincial education office to review and refine its working group plan (Renstra SKPA)). Similarly SEDIA supports agencies in Aceh to prepare or respond to regulations that enable more effective and efficient education delivery (e.g. draft regulation for an Aceh Education Equity Strategy completed in early 2011; a Gubernatorial instruction for inclusive education was issued in May 2011; training for provincial education staff in implementation of national regulations on budget preparation and accountability reporting [Permendagri 54/2010]).

This use of government systems to drive the change process is slower than an approach that is not so aligned, but the sustainability of outputs is expected to be stronger and the level of ownership in the changes is clearly stronger. Participants in the evaluation from the provincial government clearly had a strong sense of ownership in the activities and outputs supported by SEDIA. This is in part because SEDIA is responsive to a Management Group established by the provincial government. It also reflects the positive relationships and partnerships that have been established between SEDIA team members and the provincial management team and stakeholders.

Output 1.3: Alignment of Renstras with financing plans and medium term development plans

SEDIA contributes to improving the efficiency and effectiveness of the management of education in Aceh. This can be seen from the contribution the program makes to the priorities identified in the Medium Term Development Plan (RPJM 2010-2014):

- consolidating the decentralisation of education;
- ensuring financial management at the central and regional levels is transparent, effective and accountable and supported by reliable financial management systems;
- improving the capacity of the central and regional governments to strengthen the decentralisation of education including through establishment of effective education boards at the district and city level;
- supporting education units to become more effective and autonomous in their management including implementing effective school-based management; and
- consolidating information systems, including research outcomes, to inform the decision-making process in education, to strengthen monitoring and evaluation and to guide the implementation of education programs.

Output 1.4: Financing plans including an Equity Strategy developed

At the time of the evaluation, this output had not been realised and progress was lagging, primarily because of the backlog of legislation required to be prepared and possibly also because of the overload on TKPPA. In addition, the development of the provincial Equity Strategy requires reliable data from districts and as MSS costing had not been completed the planned simulation of the Equity Strategy could not be undertaken.

Output 1.5: Strengthened provincial capacity for financial planning and management

The strengthened provincial capacity is seen in the role of TKPPA in actively engaging the senior levels of provincial leadership in education policy deliberations and recommendations. At the time of the evaluation this was evidenced by the enthusiastic and fulsome participation of staff from Bappeda as well as the education Dinas and the chairmanship of MPD from outside of education. The evidence is also seen in the increasing role of TKPPA in the design and analysis of the annual report and other documentation though this has not yet fully transitioned from SEDIA technical staff.

SEDIA has effectively built commitment and capacity across a range of stakeholders, increasing the likelihood that momentum will be sustained despite the inevitable changes in personnel that occur as part of the election cycle.

Box 1 : SEDIA supports evidence-based management

SEDIA supports the Coordinating Team for Aceh Education Development (TKPPA) to monitor performance of education service delivery in Aceh. The data are published each year in the Aceh Education Progress Report (LPPA). The 2009 report highlighted the excess of teachers and uneven distribution of teachers as critical factors affecting efficient and effective use of budget allocations to education in Aceh. For example, in 2010 64% of primary schools had a ratio of classroom teachers to class numbers greater than 1, while 12% had a ratio less than 1. Similarly, the ratio of students to teachers in Aceh primary schools was 11 in 2010 compared with a national average of 17.

In response to these findings, 4 districts in Aceh froze teacher recruitment and are in the process of preparing regulations on teacher recruitment and distribution to increase efficiency.

Output 1.6: Annual report produced and disseminated

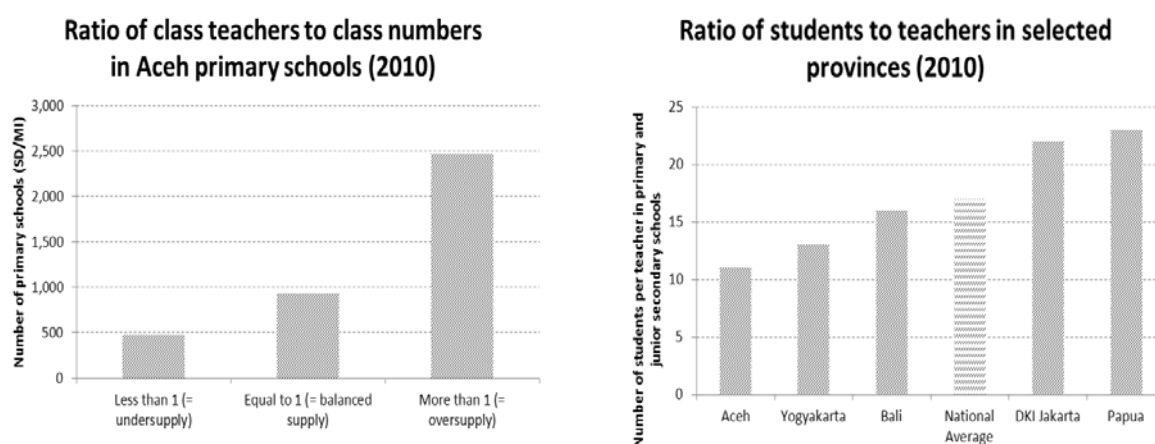
This output has been effectively achieved and is being enhanced in the 2010/11 version of the Aceh Education Progress Report (LPPA).

SEDIA supports TKPPA to monitor performance of education service delivery in Aceh. The data – collated from the same information that goes to the national database (*i.e.* PadatiWeb) is used to prepare district profiles and provincial/

national comparisons. This is to be published each year in the LPPA. The 2009 and 2010 reports are published and work is underway to prepare for the 2011 report. There is an opportunity for TKPPA to work with LPMP in the province to integrate their currently parallel reporting of education progress and teacher data and analysis for Aceh.

The 2009 LPPA report highlighted an oversupply and uneven distribution of teachers as critical factors affecting efficient and effective use of budget allocations to education in Aceh (Chart 4). For example, in 2010, 64% of primary schools had a ratio of classroom teachers to class numbers greater than 1, while 12% had a ratio less than 1. Similarly, the ratio of students to teachers in Aceh primary schools was 11 in 2010 compared with a national average of 17.

Chart 4 : Aceh has an oversupply and poor distribution of teachers



Sources: TKPPA (2010) Aceh Education Progress Report (LPPA) 2010, Committee for Education Development in Aceh, Banda Aceh, Indonesia (pp 28 and 71) using PadatiWeb and LPMP data.

“With SEDIA we exposed ourselves and opened up to what was really happening in education”

Senior Provincial Education Officer, Banda Aceh

There has been effective alignment of Components 1 and 2 (province and district capacity development). This is most clearly seen in the impact of the Annual Report (referred to above) in which the report and the Roadshow which followed provided the impetus and

information for district leadership to take action on the issue of teacher over-supply. In response to the findings, 4 districts in Aceh – Aceh Besar, Banda Aceh, Bireuen and Gayo Lues – froze teacher recruitment and/or are in the process of preparing regulations on teacher recruitment and distribution to increase the efficiency of teacher deployment. Other districts (e.g. Sabang and Pidie Jaya) implemented a similar moratorium before LPPA publication. The Strategy Paper² (p8) notes that nine districts have placed a moratorium on recruitment of new civil servants for 2011, of which teachers form the largest proportion.

Analysis of effectiveness: Component 1 – Strengthened provincial capacity

In summary, at the output level SEDIA has proved to be effective for strengthening provincial capacity where results are being seen against all indicators, though the Equity Strategy is still at an early stage. It was clearly observed by the evaluation team that provincial officials are now leading the reform process and are, step by step, enacting the necessary legislation to embed improved processes for planning, review, coordination and financing of education. Where progress has been slower than expected (e.g. the implementation of an Equity Strategy) or where a proposed directions has changed (e.g. the revised RENSTRA has been superseded by the development of the RIPPA) key factors have been identified which explain the situation and responsive action taken by SEDIA has been documented.

The evaluation team found that SEDIA appropriately engages with provincial institutions, strengthens them where needed, and establishes strong ownership in program activities and outputs at the provincial level. As part of this process, the program also engages effectively with some district agencies to verify and reflect on local education progress, and prepare the district profiles that now contribute to the LPPA. SEDIA also effectively uses government systems to institutionalise reforms and secure budget allocation as part of its contribution to provincial capacity building and resource coordination. Institutions established with SEDIA support, such as TKPPA, are now firmly embedded by Gubernatorial Decree (420.5/15/2010).

Component 2 Objective: Strengthened leadership and management of district governments

SEDIA supports Aceh to implement national education policies. The MoNE Renstra 2010-2014 identifies a number of strategic objectives for 2010-2014 which are considered pivotal to

achieving the mission of the Government which is to provide education that is accessible, affordable, of high quality and relevance and which improves equity and meets quality assurance standards. These strategic objectives are to: implement the Minimum Service Standards, provide data and research-based information to guide planning, to implement school-based management, to increase the number of schools accredited and to improve gender mainstreaming and institutional strengthening. SEDIA supports each of these strategic

Box 2 : SEDIA supports implementation of national education policies

Working with development partners at district level, SEDIA supports districts to assess the current level of achievement of MSS, identify gaps, cost the gaps and develop a district plan to meet the address any shortfall.

UNICEF, LOGICA and USAID joined forces with SEDIA to provide district training in socialising MSS and assisting districts to collect and analyse data on the condition of schools and to assess the district indicators. Two different approaches were trialled and evaluated – the methodology employed in the MSS Baseline Survey and the DBE1 modules. The DBE modules were selected as the most appropriate for context. LOGICA2 is working with 6 districts, UNICEF with 2 districts and SEDIA with 3 districts.

An example of a district response is that in Bireuen District the Bupati directed the Dinas to identify the 3 lowest indicators and ensure that these would be met by 2014. Two priorities in Junior Secondary which are now likely to be met include provision of libraries and science laboratories. The third area which cannot be met by a district alone is teacher qualifications.

objectives at provincial and district level through provincial and district planning, improved district data collection, support for re-deployment initiatives, development of an Equity Strategy, research and evaluation studies, the establishment and support of a Gender Reference group and strengthening institutions.

Output 2.1: Forums established in all districts to develop policies and strategies that are informed by national and strategic plans for harmonisation, equitable teacher distribution and teacher principal and school improvement

At the time of the evaluation, though considerable preparatory work had been undertaken, the forums had not been established. A decision to move from district to regional-based forums, perhaps aligned with PPMGs seems to be realistic and feasible as a means to support FKKA with teacher training and related activities. This would involve establishment of the 7 regional education sector working groups (RESWG) amongst the 23 districts. This activity had not been implemented because of the time lag in establishing appropriate legislation however the forums are expected to be implemented in early 2012 – 6 months from the scheduled program completion. Their establishment and consolidation in such a short timeframe is a risky assumption.

Output 2.2: Improved quality and scope of plans, budgets and reports

This output was reported to be largely completed through the work on developing unit costs for all 23 districts, annual district plans and budgets in 13 districts. Interviews with 4 districts and partners supporting implementation of activities for this output (UNICEF [3 districts], LOGICA2 [5 districts] and USAID [14 districts completed by DBE-1]) suggested that there is progress but still quite a lot of work to be done. Activities and targets for July to December 2011, however, do not convey how the output will be achieved for all remaining districts. For example, the instrument to measure compliance of annual plans and budgets was completed by July 2011 and there are plans for piloting and for studies to be undertaken of the extent to which district plans (*Renja*) and budgets are aligned with Renstras, but these were not operationalised at the time of the evaluation. It is doubtful whether these studies can be undertaken in time to have a significant influence on implementation in the last 6 months. The timing in the election cycle and requirements for elected Bupati and Wali Kota to issue a new Renstra have also been cited as reasons for delaying the focus on training and capacity development for Renstra.

Output 2.3: Capacity strengthened in district planning and capacity for professional development for education officers, teachers, principals and supervisors

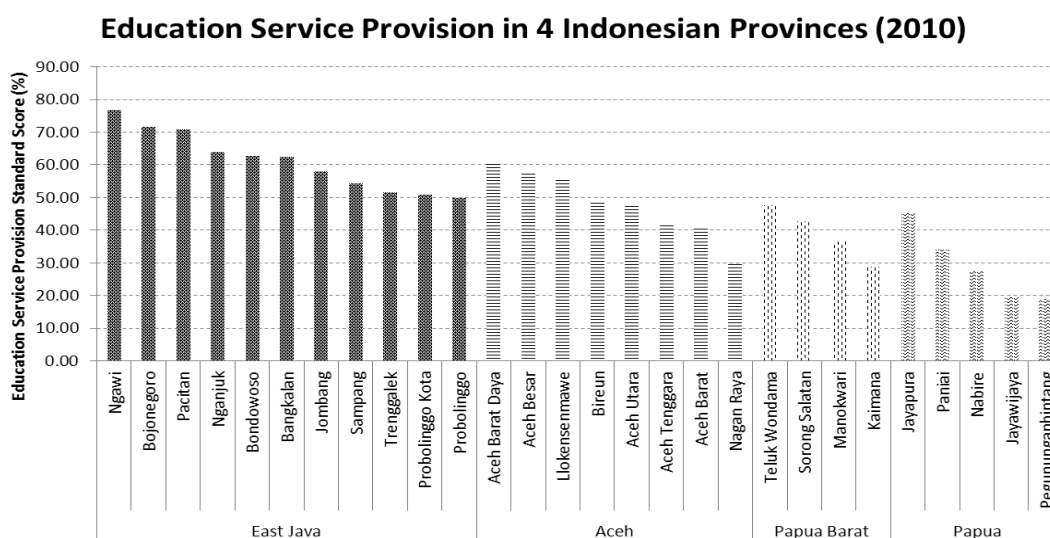
The preparatory work has been undertaken in identification of the training materials from DBE1 and master trainers but some major issues are unresolved. The LPMP in Banda Aceh appears ready to move forward but agreements do not appear to have been reached on their role nor on the role and management of the local institutions (PPMG) which were established by the government as training centres but are not yet operational. Consultation and issuance of the necessary legislation was still pending at the time of the evaluation. Some complementary work to support this output had been implemented by LOGICA2 in 6 districts with education and health agencies as well as district planning offices (*Bapeda*).

Output 2.4: Capacity strengthened at district Dinas Pendidikan, Bapeda and Parliamentary commissions in financial management and scrutiny including budget, budget execution and reporting

SEDIA conducted an initial training program covering all districts which focussed on program and data collection staff and is reported to have resulted in “better quality” annual plans and budgets, school unit-based costing, data collection, financial analysis and financial reporting. An evaluative study is planned by SEDIA to ascertain the extent to which the desired improvements have in fact been achieved and to identify directions for further training. At the time of the evaluation it was clear from district and provincial consultations that there was a high level of awareness about the value of improved planning and budgeting, reporting and accountability and that important first steps had been taken but there was insufficient evidence available to determine the extent of improvements.

Recent evidence from third parties suggests there is still a lot of work to do. For example, Aceh is ranked relatively poorly for governance in the education sector in the World Bank Local Government Capacity Assessment⁷. For example, of 50 districts assessed nationally – the 8 Aceh districts assessed were ranked between 42 (Aceh Barat Daya) and 18 (Aceh Utara) [1 = high and 50 = low capacity] (Chart 5). So it was appropriate for the SEDIA design and inception report to target strengthening of district capacity to manage and administer education.

Chart 5 : Aceh is ranked relatively poorly for education governance



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

As noted under Component 1, SEDIA has had a very significant impact on provincial planning and management and has supported strategic preparation and positioning of the LPPA in education administration agencies. The collation, interpretation and use of existing education data by SEDIA at both provincial and district level to inform management and target priorities for change is a successful strategy that could be adopted by other provinces and districts during the implementation of the Education Partnership. The initial negative reaction by some district and education stakeholders to the 2009 LPPA was creatively used as a learning experience. The Roadshow was one of the responses to these lessons and represents best practice in the communication and utilisation of data to drive decision-making. Ideally it will be repeated annually, perhaps focussing on different themes to provide feedback and encourage action in response to the data, analysis and recommendations in the LPPA. Without the Roadshow, LPPA would be at risk of remaining on bookshelves with little follow-up action. District officials pointed out that the Roadshow promoted comparison and competition between District agencies that will drive change. SEDIA also learnt from the trial of MSS data collection and training modules by comparing two approaches and identifying which worked best before endorsing roll-out. These responses provide significant lessons learned for effective district development throughout Indonesia.

Analysis of effectiveness: Component 2 – Strengthened district capacity

The review team was concerned however that Component 2 outputs will not be fully realised because of circumstances that might have been avoided:

- prolonged focus at the provincial level appears to be at a cost to district development; and
- delayed district engagement resulted in missed opportunities.

⁷ World Bank (2010) Governance matters to education outcomes. The Indonesia Local Education Governance Report Card for 50 Local Governments. World Bank/BEC-TF, Jakarta, Indonesia.

While use of government systems at the provincial level by SEDIA is an example of good practice and much has been achieved at provincial level, an outcome of this appears to be a degree of “institutional capture” by the province at the expense of districts. For instance, the Fourth Progress Report⁸ suggests that the focus on provincial activities may be one reason for the delayed implementation of activities under Component 2 to strengthen the capacity and develop leadership and management skills of district governments and selected school clusters. While their appointment was clearly strategic, another reason for the delayed start-up in districts was reported to be the longer than expected delay in the availability of ex DBE personnel to join SEDIA for Component 2 activities in districts. Limited engagement of districts by SEDIA is also acknowledged in the Strategy Paper (p10)². This is despite the Inception Report highlighting the need to balance the significance given to the provincial leadership in the program design with attention to the importance of districts, as key players in the improvement of education service delivery (p6).

Delayed district engagement resulted in missed opportunities. Component 2 appears to have been allocated adequate financial resources in the design and was able to draw on the expertise of both LOGICA2 and DBE1 – two programs already working in Aceh districts. In addition, the Roadshow conducted in mid-2010 provided a strong impetus and incentive for socialisation of opportunities and issues identified from the LPPA data. However, the Fourth Progress Report⁸, interviews with the MPD, Management Group, stakeholders from 4 districts and 2 schools, as well as disbursement records for SEDIA (see Chart 6), identified that there are significant delays in the implementation of district activities and little evidence of changed behaviour 22 months (65%) through the 34 month life-of-program. These delays particularly relate to Output 2.1 (forums established in all districts to develop policies and strategies that are informed by national and provincial strategic plans); Output 2.3 (capacity strengthened in district planning and delivery of professional development for education officers, teachers, principals and supervisors; in management of teacher distribution; management of teachers’ and principals’ performance; and accountable school-based management) and Output 2.4 (capacity strengthened of district Dinas Pendidikan, Bappeda and Parliamentary commissions in financial management and scrutiny including: budget execution and budget reporting). Activities relating to Output 2.2 were already being implemented by USAID DBE1 and SEDIA made arrangements to harmonise with USAID as it ended in late 2010 to sustain that approach in districts.

The evaluation team identified a number of missed opportunities as a result of the delayed engagement with districts: developing capacity of education leaders to implement the Aceh Education Strategic Plan 2007-2012; development of operational district strategic plans; piloting implementation of some LPPA recommendations; pilot implementation of MPD and TKPPA priorities including the equity strategy and gender policies.

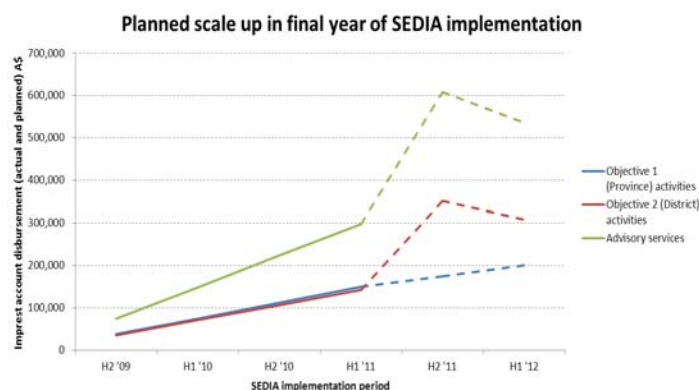
Ideally SEDIA would have engaged with districts for activities relating to Outputs 2.1 and 2.3 earlier in the life of the program. Explanations for the timing are mainly related to the slow pace of legislative change and this is acknowledged as a factor which is beyond the control of the program. However, it is considered that there could have been opportunities to work directly with a small number of proactive districts, with Bupatis or Wali Kota willing to lead change through trials supported by donor funds, to demonstrate what is possible and start the long process of change that is currently stalled and patchy. This could have built on experience gained from activities in a number of districts to trial methods for calculating the costs of achieving MSS (e.g. MSS costing work through DBE1 in 14 districts and whole-of-government planning and financial management capacity building through LOGICA2 in 6 districts). Such an approach would have also benefited from lessons learned from USAID and

⁸ SEDIA (2011) Fourth 6-month report January – June 2011 (pp13, 22, 23 and 24)

other donors in Aceh and other Indonesian provinces. For example, a USAID study into donor support for basic education concluded that donors cannot have an impact on systems change without trialling new approaches.⁹

The work plan proposed in the most recent 6-monthly report sets an unrealistic forecast for Component 2 activities (Chart 6). It is planned to implement activities more intensively from late 2011/ early 2012. However, this is only 6 months from program completion and the proposed activities are dependent on agreements being reached with FKKA and regulations for new strategies and models being regulated through TKPPA. At the time of the evaluation these pre-requisites had not been completed.

Chart 6 : Forecast disbursement is based on high-risk targets



Source: SEDIA (August 2011) Fourth 6-monthly progress report, Annex 2a

The risks associated with the approach to district engagement are also identified in the Strategy Paper² (p10). At the time of the evaluation, it was not clear that an extension of SEDIA as currently designed and implemented would achieve the expected outputs and contribute to the designed end-of-program outcomes under Objective 2 for all districts.

2.3 Efficiency

The contractual costs of SEDIA delivery raise questions about efficiency

SEDIA was appropriately resourced – there were sufficient funds for staffing and activities to implement activities required to deliver the planned outputs and make a contribution to the designed outcomes, purpose and goal. The SEDIA design included allocation of A\$3.5m of resources through an imprest account to implement activities, with budget allocations of A\$0.7m to Component 1 (provincial capacity building) and A\$1.3m to Component 2 (district capacity building). In addition, resources were allocated for reimbursable operational costs (A\$1.7m), milestone payments (A\$0.5m) and fixed management fees (A\$0.8m). During inception the third objective included in the design (resources coordination) was absorbed into the other two objectives. At the time of the evaluation, the majority of resources had been allocated to Component 1. A smaller proportion of the available resources had been disbursed for work in the districts under Component 2. For example, at June 2011 (65% through life-of-project) A\$373,886 had been disbursed for Component 1 (53% of planned budget) and A\$354,259 (28% of planned budget) had been disbursed for Component 2. At the same time A\$265,205 (50% of planned budget) had been disbursed on milestone payments and A\$530,410 (67% of budget) on fixed management fees.

As demonstrated in Chart 6 and detailed in Section 2.2 (p13), the delivery of Component 2 outputs is significantly less than what was planned. Yet the fixed management fee and milestone payments were fully disbursed for the period. The evaluation is not tasked with contract review, but the disbursement record and delivery of results at the district level by SEDIA raises questions about the appropriateness of milestones used for payments to the managing contractor and the effectiveness of supervision and milestone appraisal.

Given the priority placed by GoI and GoA strategies on district capacity to deliver education services and the clear design objectives, as well as the realistic activities and outputs the

⁹ USAID (2008) A study of junior secondary education in Indonesia. United States Agency for International Development, Jakarta, Indonesia. p37

available time and resources could have been more efficiently used by using available financial resources to engage human resources and other partners to support district activities earlier, and allocating higher priority to engaging with districts. The strategic intent, resource allocation and indicative activities and outputs in the design, as well as the revised outputs and objectives agreed during inception, clearly direct the team to focus at the District level. This finding is consistent with those of the Strategic Paper² (p10), which amongst other things identify that from early in SEDIA implementation, the AusAID objective was to prepare for and align with roll-out of the Education Partnership – a program which is focused at district level. Similarly, in its comments on the SEDIA Inception Report – which reduced the designed outputs from district activities to focus more on capacity development and planning¹⁰ – AusAID emphasised the importance of providing indirect assistance to selected school clusters through strengthened district capacity¹¹.

In response to these findings, the SEDIA implementation team comment that it was efficient to wait for DBE-1 to end and to pick up the human resources from that program to gain continuity with district relationships established by DBE-1. This was a practical strategy but the timing meant that other resources should have been engaged to initiate activities with districts to ensure there was some delivery against the planned outputs within the life of the program. As it was, the delayed end of DBE-1 meant that the strategy adopted by SEDIA significantly delayed delivery of some outputs under Component 2 and so reduced what was delivered by the program for the same management and other overhead costs. By definition, that reduced efficiency. The Managing Contractor was responsible for managing the organisation, resourcing and motivation of the team to deliver on the agreed outputs for Component 2. At the time of the evaluation, a quarter of the planned disbursement had been achieved for that Objective. A lesson from this is the importance of AusAID supervision and use of management monitoring data such as variance from plan and disbursement to provide early warning of possible delays and so highlight matters for discussion during regular meetings with implementing partners and managing contractors.

SEDIA built on other donor experience and harmonised with other programs

SEDIA efficiently built on the relationships with Aceh education institutions and leaders established by ERA and CEPA to establish productive working relationships during the inception period. This reduced transaction costs for provincial and AusAID stakeholders.

SEDIA and LOGICA2 worked together to prepare a joint gender mainstreaming and social inclusion policy. The two programs jointly engaged Aceh government and civil society stakeholders (e.g. Gender Reference Group) to reduce transaction costs and ensure a consistent approach at provincial and district levels. More recently, with leadership from AusAID, the two programs have adopted a Common Results Framework to more efficiently manage performance. SEDIA also engaged other programs working in the education sector to scale-up pilots and to prepare districts for implementation of the national policy on minimum service standards for education. For example, SEDIA works with 3 districts, LOGICA with 5, and UNICEF with 3 using methodologies developed with support from USAID and ADB.

To support provincial and district governments implement the national policy on MSS for education, SEDIA trialled methodologies developed by ADB and USAID (under DBE1). Lessons learned with staff in trial districts led to a decision to use the DBE1 modified BOSP tools in the next iteration of trials, which will be implemented with LOGICA2 and UNICEF in a total of 11 districts. This demonstrates effective partnership to achieve an efficient result.

¹⁰ For example, the SEDIA design included strengthening capacity and developing leadership and management skills in selected school clusters to improve delivery of basic education services (p12) but AusAID agreed with the proposal presented in the Inception Report that no direct engagement with school clusters should be implemented – rather, indirect assistance would be provided to selected school clusters through strengthened district capacity.

¹¹ AusAID (2010) Feedback on SEDIA Inception Report. Australian Agency for International Development, Jakarta, Indonesia.

2.4 Sustainability

There are emerging signs of sustainability at provincial level

SEDIA claims the key to sustainability rests on three pillars¹²: the TKPPA, the MPD and the active engagement of government and other local institutions in delivering the capacity development program. The evidence for the first two pillars is already strong and for the third is still to be proven. This approach to sustainability would be strengthened if the functional responsibilities for education service delivery at district and school level were explicitly acknowledged in the third pillar.

The TKPPA involves over 200 key stakeholders from key education institutions, NGOs and Development Partners in planning, coordinating and monitoring the education reform process. It consists of 4 working groups; the costs are now partly shared by the province with Rp500m allocated in 2011; and it is established by Gubernatorial decree until 2014. The production of the LPPA, widely regarded as a flagship achievement, is moving from being SEDIA-led to being government-led and there is confidence that TKPPA has the momentum, structure and resources to continue to drive implementation of the objectives of the Aceh Renstra.

The MPD is also a strong organisation, committed to the use of data in decision-making. Its key contribution to sustainability has been to develop the Renstra and to steer the legal actions and regulations required to enable its implementation. While there has been some delay in getting all the instruments signed and issued, completed or draft regulations now exist for the key areas of teacher management, implementation of the MSS, an equity strategy to reduce

regional disparities and an education inclusion strategy addressing gender and special needs. These regulations will sustain implementation beyond the life of SEDIA. For the longer term, work has commenced on the 25 year Education Master Plan for Aceh (RIPPA 2005-2025).

The capacity development program at provincial level has focussed on the institutional arrangements for implementing the MPD (such as the Secretariat, the TKPPA and the Working Groups) and these institutions appear to be sustainable.

Box 3 : Early district activities show what is possible



Source: SEDIA District Activity team - presentations to evaluation team

“After participating in the workshops, I informed the results of SUCA (a tool used to calculate school operational costs, per student, for student learning and teaching) to our school stakeholders and then I formed our own SUCA team. I presented the results and finally made school committee aware that money (SUCA and DIPA) from central government is not enough to cover all school operational costs. So when I asked the school committee for a school donation to support student activities like the ICT development program and remedial programs. The school committee had no objections to the request.”

Kepala MIN Lhokseumawe

There are not yet signs of sustainability at district level

District-level capacity development for data collection and analysis has engaged all 23 districts. For example at least one person in every office has been trained in Padati-Web data management and analysis using SIPPPK and pivot tables. Districts are now beginning their data collection to feed into the district profiles used for the 2011 LPPA (their third year of doing this) but districts visited did not feel they were yet able to do this unaided.

Other district activities include PFM training, support for Renstra development, LAKIP preparation, training of trainers for principal assessors, and support for MSS assessment and

¹² SEDIA (2011) Fourth six-monthly report: January – June 2011. SEDIA, Banda Aceh, Indonesia. (p29).

costing (SUCA/BOSP). As most of these activities are still in the early stages of implementation no judgements can be made about sustainability. There are some individuals who have embraced the SUCA training and are starting to demonstrate sustainable behaviour change (Box 3). However, there are not yet enough of these individuals to sustain the changed behaviours that SEDIA aims to establish as a new norm.

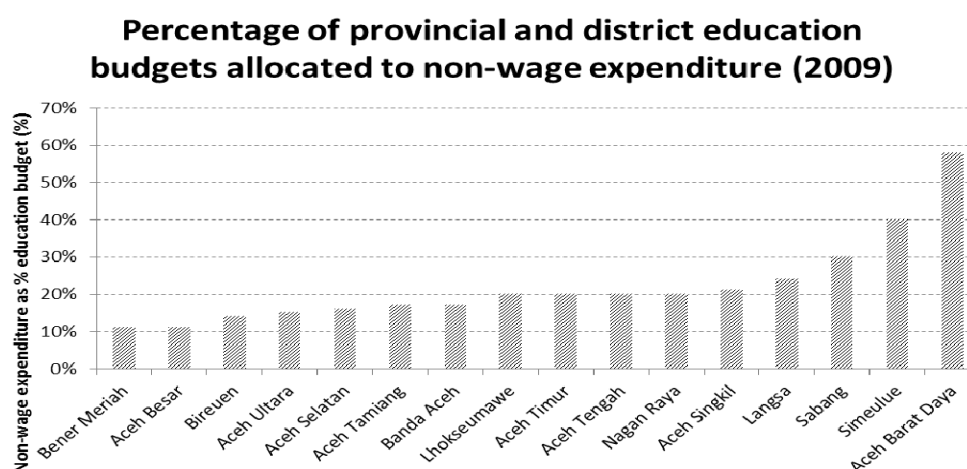
There are sustainability risks associated with support of new institutions

The Managing Group recently proposed that SEDIA support use of regional teacher training facilities (PPMG) and establishment of Regional Education Sector Working Groups (RESWG). These institutions are proposed as delivery mechanisms for activities relating to Outputs 2.3 and 2.4. At the same time, several districts visited by the evaluation asked for SEDIA support to establishing, planning for, and operation of district-level TKPPA and MPD.

The evaluation identified several sustainability concerns relating to these proposals:

- **Unclear ownership of, and long-term funding for, PPMGs** – the evaluation found mixed evidence on the sustainability of PPMGs. There are 7 completed physical facilities with an additional two proposed. A number of review participants, at both district and provincial level, expressed concern that although the buildings had been completed, and some furniture and IT equipment purchased, there were no secure operating funds for PPMGs. Funding is said to be a provincial responsibility. Stakeholders from the 4 districts interviewed during the evaluation consistently expressed concerns about the sustainability of using PPMGs when there were existing proven resources available such as universities and LPMP.
- **Mixed commitment to RESWGs** – the proposal to establish RESWGs as a driver for district capacity building activities evolved from the provincial level. Stakeholders from the 4 districts interviewed during the evaluation, as well as some provincial stakeholders, expressed doubts about the function and utility of these groups. In the short time remaining to implement SEDIA activities in districts, it may be more appropriate to demonstrate what is possible with pilots that use existing institutions.
- **Establishment of parallel district institutions** – some districts are in the process of establishing new institutions that parallel the provincial strategic guidance (MPD) and coordination (TKPPA) bodies operating effectively at province level. This increases the overhead costs for Districts, which already have very limited capacity to fund non-salary education expenditures (Chart 7).

Chart 7 : Education budgets allocate little to non-wage expenditure



Source: TKPPA (2009) Aceh Education Progress Report (LPPA) 2010 p40

SEDIA support in the remaining implementation period is more likely to lead to sustainable outcomes if it focuses on district capacity development using methods and approaches already proven by USAID DBE1 and LOGICA2 as well as focusing on policy evaluation and analysis

for existing provincial and district institutions in the education sector. For example, the DBE1 education financial analysis tools are already used by SEDIA and are appropriate for rapid scale-up to other districts. Similarly, the participatory planning and organisational capacity development approaches used by LOGICA2 are appropriate for rapid scale-up across education agencies in the 6 LOGICA2 districts as well as for use by SEDIA in other districts.

2.5 Monitoring and evaluation

There is some good practice performance management experience in SEDIA

SEDIA supports MPD and TKPPA to use good practice performance management systems to monitor, report and act on progress in the education sector. The LPPA includes comprehensive data, some analysis and useful recommendations. This is complemented by the more recent evaluation studies to answer causal questions and identify lessons for future investments. Similarly, SEDIA supported the mid-term review of 2007-2012 Renstra Aceh to inform development of a 15 year master plan for education in Aceh (RIPPA 2012-2015) as well as the new Renstra (2012-2016).

Box 4 : Evaluation of Roadshow is good practice

As part of a series of scheduled evaluations, SEDIA worked with TKPPA to conduct an evaluation of the Roadshow during 2011. Evaluation of the Roadshow identified 5 results:

- increased communication and trustworthy between province and district levels;
- comprehensive report on education position of all districts in Aceh;
- agenda on significant policy organized by districts;
- acknowledgement about the importance of education data; and
- strong support for the TKPPA Equity Strategy from districts.

SEDIA supported MPD and TKPPA to prepare an evaluation framework that will be used to inform an understanding of qualitative changes and support of education service delivery in Aceh. Early examples of evaluation outputs show promise (Box 4, above) although it is not yet clear how the lessons learned will be used.

Collection of information to track meeting of objectives and sustainability

The SEDIA monitoring and evaluation framework was documented in April 2010. The SEDIA design document set out reporting requirements, which have largely been implemented. The revised logical framework prepared during inception has the same goal and purpose as the design, but revised objectives and outputs, particularly for Component 2 which focuses on district capacity to deliver education services. The revised logical framework contains no outcomes and so the reporting is focussed at the input/activity and output levels – appropriate for monitoring immediate delivery but insufficient for strategic performance management. The evaluation team saw little evidence of monitoring higher-level performance by SEDIA, and there did not appear to be a systematic approach to use of the monitoring and evaluation framework to inform management of SEDIA implementation.

SEDIA supports TKPPA and MPD to collate education data from existing government systems (e.g. PadatiWeb) that is verified with some districts and then presented and interpreted in the LPPA to propose management responses. However, these data are insufficient to support assessments of the contribution SEDIA is making to achieving objectives and sustainable results. Nor are these data sufficient to inform evaluation of the contribution SEDIA is making. To address this gap, SEDIA prepared an evaluation strategy/plan during 2011 which is starting to be implemented now. The planned case study evaluations should inform the terminal evaluation, but no information of this sort was available for this mid-term evaluation.

The absence of baseline data at outcome level for SEDIA is not a concern since reasonable time-series data is available for education service delivery and education results, and the World Bank has a local governance survey series that covers Aceh districts and benchmarks them against other Indonesian districts⁷. However, more could be done by SEDIA to

systematically collect, analyse and use management and output monitoring data to inform implementation of SEDIA. For example, a output-level baseline should have been established on the capacity of district agencies to plan, budget and allocate financial resources to implement activities that would assist monitoring of improvements.

Management monitoring needs strengthening

Monitoring for implementation of SEDIA itself uses 6-monthly progress reports to the Management Group and AusAID to support management. The reports are thorough and well linked to future work plans, but lack quantitative analysis of variance from plan to provide early warning of issues. For example, written information presented in progress reports 2, 3 and 4 provide evidence of variance from planned implementation of activities in Districts (as discussed in detail in Sections 2.2 and 2.3). With use of better management monitoring and quantitative analysis of results the issues would have been more clearly presented to the Management Group and AusAID. For example, of 41 Component 1 activities planned for January – June 2011 63% were completed, 30% were partially completed and 7% were not done whereas of 19 Component 2 activities 36% were completed, 32% were partially completed and 32% were not done as planned; and at 67% life-of-project Component 1 is 52% disbursed and Component 2 is 23% disbursed¹³.

Use of common results framework to transition to Output-to-Purpose Reporting

Under the leadership of AusAID, SEDIA and LOGICA2 contributed to development of a common results framework (CRF) to monitor progress towards service delivery and governance outcomes in Aceh. The CRF is now in a final draft form and provides a practical approach to harmonisation that should be used for the remaining period of SEDIA implementation. Much of the data already collected in the LPPA and six-monthly progress reports could be mapped to this format. The CRF provides an opportunity for SEDIA and LOGICA2 to transition to six-monthly output-to-purpose reporting, which is international good practice for sector programs such as SEDIA. Provincial and district stakeholders have not yet been engaged with the CRF.

Risk management

The risks identified in the risk matrix are appropriately managed, and the risk matrix is regularly reviewed and updated.. However, some difficult development risks, such as institutional capture and balancing development and ownership are not identified in the risk matrix and are therefore not managed. A thorough understanding of the theory of change for SEDIA would inform a more comprehensive risk matrix, and this in turn would support more effective risk management. For example, the functional importance of district agencies in contributing to the goal and purpose of SEDIA would have reinforced the importance of Objective 2, confirmed the allocation of financial resources to that Objective and reminded management to emphasise engagement with district agencies and development of district capacity throughout implementation.

2.6 Analysis and learning

Analysis and learning has strengthened effectiveness

SEDIA used analysis well to strengthen the LPPA and arrive at practical recommendations. The initial negative reaction by some district and education stakeholders to the 2009 LPPA was creatively used as a learning experience. The Roadshow is a response to these lessons that represents best practice – and should be repeated annually to provide feedback and encourage action in response to the data, analysis and recommendations in the LPPA.

The first LPPA resulted in protests from some districts and the teachers union. The TKPPA responded with a roadshow to validate data and explain the findings and analysis (Box 5).

¹³ SEDIA (2010-2011) Six-monthly progress reports 2, 3 and 4. SEDIA Program, Banda Aceh, Indonesia.

The Roadshow was a watershed that established the legitimacy and utility of the LPPA and the TKPPA – demonstrating the importance of feedback and reflection in using monitoring information to support management. There is an opportunity to continue the Roadshow as an annual event under MPD and TKPPA to better link provincial and district governments in resource allocation and monitoring education progress. This model could be replicated in other provinces.

Box 5 : Analysis and learning leads to best practice Roadshow

The 2009 Aceh Education Progress Report (LPPA) highlighted the oversupply and uneven distribution of teachers as critical factors affecting education in Aceh. Socialisation of the LPPA in early 2010 resulted in protests from some districts and the teachers union. The TKPPA responded with a Roadshow to validate data and explain the findings and analysis. The Roadshow was implemented by 11 out of 13 TKPPA members and visited 22 of the 23 districts in Aceh. District legislators and senior administrators (usually led by the Bupati or Wali Kota) were amongst more than 2,000 education stakeholders engaged.

Before the Roadshow many districts did not believe or refer to the LPPA data to support education service planning. As a result the issue of teacher oversupply and distribution was poorly understood and rarely addressed. Following Roadshow discussions, all districts accepted the LPPA evidence and analysis. District leaders also understood that the data came from schools and was compiled by their district data operators.

The Roadshow was a watershed that established the legitimacy and utility of TKPPA – demonstrating the importance of feedback and reflection in using monitoring information to support management. There is an opportunity to continue the Roadshow as an annual event under MPD and TKPPA to better link provincial and district governments in resource allocation and monitoring education progress. This model could be replicated in other provinces.

SEDIA learned lessons from preparation of the 2009 LPPA and the reaction of district agencies to it. The 2009 LPPA was produced in the province using national (e.g. PadatiWeb) and provincial data. In response to the district reaction to this report and using feedback from District leaders provided during the Roadshow, SEDIA worked with TKPPA to use a more participatory approach for the 2010 LPPA. This included development of district profiles with district Dinas and Bappeda – resulting in stronger ownership in the data. This focus on ownership, and the use of the Roadshow for feedback are consistent with good practice lessons recorded in the international literature

(e.g. data ownership should be with those who collect the primary data; the demand for quality data and evidence that data is used should be demonstrated through regular feedback; and the cost of data collection and analysis should be less than the value of benefits)¹⁴¹⁵.



3 Lessons learned

3.1 General lessons learned

Document review, interviews with 18 women and 61 men from Banda Aceh and 4 districts, 2 school visits and discussions with government and donor stakeholders in Jakarta identified the following general lessons relevant to SEDIA:

- The program has generated lessons that can be applied from Aceh to other provinces in Indonesia. In particular SEDIA demonstrates:
 - The value of efforts to enhance the reliability and timeliness of education data and the effective communication of that data to engage the interest of local government in improving education services.

¹⁴ OECD (2009) Quality standards for development evaluation. OECD Development Assistance Committee, Paris, France.

¹⁵ World Bank (2004) Monitoring and evaluation: Some tools, methods and approaches. World Bank Operations Evaluation Department, Washington DC, USA.

- The importance of creating the right environment, including supporting leadership and supporting a systematic approach to legislative reform, as necessary conditions for change. Creation of such an environment has been the outcome of both the current partnership and the long AusAID engagement with education in Aceh. This now yields results that could be scaled up in Aceh and other provinces of Indonesia if a bridge is made between SEDIA and Components 2 (professional development of principals and others) and Component 4 (analytic and capacity development partnership) of the new Education Partnership program. As such, SEDIA is a good example of “chasing change” – providing donor support to enhance an existing change process and to build on the efforts of partners.
- The value of harmonising and actively collaborating with other donor partners working in districts is an effective way of scaling-up service delivery results.
- Despite the time it takes, establishing appropriate regulatory frameworks at province and district levels is an important condition for sustainable change in basic education. A program such as SEDIA provides a space for pilot activities to trial change and work towards scale-up is an effective means of working towards regulatory change.
- Harmonising and actively collaborating with other donor partners working in districts is an effective way of scaling-up service delivery results because it increases human and financial resources for action and focuses effort on proven tools and approaches. For example the pooled approach to costing of the MSS by SEDIA, LOGICA2, UNICEF, DBE-1 and the ADB-National Ministry of Education program.
- Data for decision making needs to be relevant, accurate, well-presented and communicated. The LPPA has made progress against each of these criteria but needs further development and technical refinement.
- Timely management monitoring, including tracking variance from planned disbursement, is an integral part of program management.
- Routine supervision by AusAID should systematically verify reported progress and compare that against the agreed design, with particular attention to variance from planned disbursement, activities and outputs as well as tangible linkages between delivered outputs and intermediate outcomes.
- Provincial leadership can be an effective driver of change but district representation in planning and implementation is important to ensure activities are delivered in districts and school clusters as designed.
- Missed opportunities from delays in implementing activities can have a significant “knock-on” effect on program implementation. Examples relating to Outputs 2.3 and 2.4 include: (1) developing capacity of education leaders to implement the Aceh Education Strategic Plan; (2) development of strategic plans (RENSTRA) in all 23 districts; (3) pilot implementation of LPPA recommendations; and (4) pilot implementation of MPD and TKPPA priorities including the equity strategy and gender policies.

3.2 Lessons from SEDIA for Education Partnership

There are key lessons from SEDIA for Component 2 of the Education Partnership:

- The relationships between national, provincial and local government impacts on education reforms. For example, SEDIA demonstrated the power of linking local development needs to national imperatives (*e.g.* the improvement of district financial management being linked to mandatory implementation of MSS). It also demonstrated the necessity to implement parallel development programs for local and provincial government, and the challenge of getting the right balance of effort.
- Education reform programs must recognise that changes in the quality of teaching and learning will be initiated and sustained mainly by district and sub-district management and stakeholders. District representation on the provincial management group (MPD) and an earlier transition to district activities would have accelerated district development and may

have resulted in both more comprehensive coverage and a higher level of achievement by the scheduled completion date.

3.3 Lessons learned for design

In addition to the lessons learned above, there are some lessons that relate to the SEDIA design, as modified during inception, that are relevant to new designs for the education sector in Indonesia. Some of these lessons reflect the standards for monitoring and evaluation adopted by the Indonesia program in 2010¹⁶. The lessons learned for design include:

- The end-of-program outcomes in the SEDIA design could have been reviewed during inception, at the same time that the logframe was revised. Designed outputs at both province and district levels could then have been targeted at achieving these outcomes.
- End-of-program outcomes and outputs need to be linked and realistically achievable while also reflecting the time, effort and resources available in the design for their delivery.
- End-of-program outcomes should be expressed in terms of performance outcomes, not open-ended capacity outcomes and presented in a way that can contribute to development of contractual milestones for managing contractors or development partners.
- Intermediate outcomes should be described for key interventions in the design to assist with monitoring progress and supervision of implementation.
- Service delivery change is complex and time consuming. In Indonesia this normally requires significant engagement at district and sub-district levels with sector agencies and district agencies responsible for planning, finance and accountability. A whole-of-government approach is therefore required for sustainable change. The time, human and financial resources required for relationship-building, logistical arrangements and engagement through the full change process (from individual, to group, to organisation) need to be clearly presented to guide implementation and ensure targets and end-of-program outcomes are realistic.

3.4 Options considered for SEDIA

Consistent with the Strategy Paper² (p5), this evaluation finds that in terms of original AusAID objectives for education assistance, Aceh does not warrant a further targeted program in education. However, the opportunity to consolidate existing relationships, sustain institutional arrangements and provide examples of good practice to support implementation of the Education Partnership provide a basis for considering extension of SEDIA. In particular options for SEDIA considered the following links with the Education Partnership:

- the TKPPA & MPD relationships maintained by SEDIA and LOGICA2 at provincial level;
- the district relationships available through SEDIA and LOGICA2 that provide a basis for (1) rapid engagement with the Education Partnership for roll out of the Principal Preparation Program and Continuous Professional Development of principals, supervisors and district officials (Component 2); and (2) case studies that could inform education research and analysis (Component 4).

Options for SEDIA were also developed after taking into consideration lessons learned and recommendations from the Independent Review of Aid Effectiveness¹⁷. In particular, the issues of fragmentation (*e.g.* too many small initiatives), economies of scale (*e.g.* using existing management overheads to implement a larger portfolio of activities) and focusing on results (*e.g.* focusing activities at district level since that is where responsibility for education service delivery rests). The options also take advantage of current circumstances in Aceh – where LOGICA2 has an existing focus on district activities and has already supported

¹⁶ Dawson, S. (2010) Standards for monitoring and evaluation developed for the Indonesia Program. Australian Agency for International Development, Jakarta, Indonesia.

¹⁷ Commonwealth of Australia (2011) Independent Review of Aid Effectiveness. Australian Agency for International Development, Canberra, Australia.

implementation of several SEDIA activities at this level (e.g. the cost of MSS) and related activities (e.g. district planning, budgeting and implementation for service delivery).

The evaluation analysed SEDIA functions that could be consolidated and used to transition Aceh to effective engagement with the Education Partnership (EP). At the same time, the evaluation identified other programs and government agencies in Aceh that already supported or could readily support those functions. On the basis of the functional analysis, the evaluation findings summarised above, and the contribution of LOGICA2 to delivery of district activities under SEDIA, the SEDIA evaluation identified 2 options for SEDIA:

Option 1: Leverage district relationships and reduce fragmentation with merged SEDIA-LOGICA2 extension

Given the clear synergies for strengthened district service-delivery capacity between SEDIA and LOGICA2 and the importance of whole-of-district government capacity for effective education outcomes, there is an opportunity to merge the activities of SEDIA and LOGICA2 in an extension focused on district capacity development. A merged extension of the two programs could be implemented for an additional 24 months of activities building on key resources from SEDIA, the district engagement approaches and methods proven in LOGICA2, the existing District relationships established by LOGICA2 and the USAID DBE1 team (some of whom are now with SEDIA), and the existing provincial relationships that all programs offer. A merged extension would combine the financial, human and knowledge resources of two programs under one management structure to reduce fragmentation, increase efficiency and enhance effectiveness of education service delivery in Aceh.

The focus of a merged extension would be consolidating capacity to improve service delivery in all 23 districts of Aceh; effectively transitioning provincial and district stakeholders to sustainable implementation of planning, data collection and reporting functions; and ensuring district capacity was developed to effectively and efficiently manage and deliver the Aceh Education Strategic Plan as planned in the SEDIA design. Given existing relationships, the work could quickly start in the 6 LOGICA2 districts (Aceh Barat Daya, Aceh Tamiang, Aceh Tengah, Aceh Timur, Bireuen and Pidie Jaya) and the additional districts with long-term USAID DBE1 experience (Aceh Besar, Aceh Barat, Banda Aceh, Kota Langsa, Nagan Raya and Pidie). The work could then transition to remaining districts, using a similar pattern to that successfully used by DBE1 in 2009 and 2010.

The merged extension activities could give priority to activities at district/town level that support capacity development, policy and analysis so that local agencies are encouraged to put into practice the relevant strategic plans as well as recommendations for improving the quality and efficiency of education arising from the LPPA.

The advantages of this preferred option are that it delivers a value for money solution and positions Aceh for effective engagement with the Education Partnership. It would enable AusAID and its partners in Aceh to:

- consolidate LOGICA2 service delivery and community-government engagement results in 6 Districts that link community priorities, district and provincial plans and national policies (e.g. Education minimum service standards and school-based management) and extend to the additional 6 Districts identified in the LOGICA2 design;
- use selected resources from SEDIA (e.g. the district capacity building and coordination team that includes staff originally from USAID DBE1) and proven methods and lessons learned from LOGICA2 and USAID DBE1 to extend education service delivery results (particularly Outputs 2.2, 2.3 and 2.4) in all remaining districts and selected sub-districts as originally designed;
- use selected resources from SEDIA (e.g. the data and information analysis team supporting TKPPA to prepare the LPPA and district profiles) to consolidate province and district capacity to collate, analyse, report and feedback education sector progress information to

communities, schools, school committees, district agencies and the province (particularly Outputs 1.2 and 2.2);

- use specialist SEDIA resources (*e.g.* the legal officer) to complete the legal and regulatory framework to support implementation of the Equity Strategy;
- reduce fragmentation and transaction costs associated with engagement in the partnership for education sector support; and
- ensure Aceh is optimally positioned to effectively engage with the Education Partnership and share lessons learned in Aceh with other provinces.

The disadvantage of this option is that it requires careful development and negotiation with partners over the next 3-4 months. It may also require new contractual arrangements. Given the quality of the partnership relationships, a common managing contractor and the purpose and end-of extension outcomes that are consistent with both SEDIA and LOGICA2 original designs, this disadvantage is considered manageable.

Option 2: Extend SEDIA to focus on demonstrating what is possible in selected districts

If AusAID is unable to adopt a fully merged approach to district capacity development in Aceh, SEDIA should be extended for 12 months and consolidated to finalise the capacity building activities relating to SEDIA Outputs 2.3 and 2.4 in the districts where LOGICA2 and DBE1 have been active and in a targeted way with the remaining districts in Aceh. Given the lessons learned from implementation of district activities by SEDIA, LOGICA2 and DBE1 AusAID and the SEDIA Steering Committee could consider focusing efforts in the extension period on a selection of districts in Aceh. This could include, for example, focusing remaining resources on the 6 LOGICA2 districts (Aceh Barat Daya, Aceh Tamiang, Aceh Tengah, Aceh Timur, Bireuen and Pidie Jaya) and 6 additional districts with recent, active history with USAID DBE1 (*e.g.* Aceh Jaya, Aceh Selatan, Gayo Lues, Sabang, Simeulue and Singkil). The purpose of the extension would be to use existing resources available for Component 2 to finalise the capacity building activities relating to SEDIA Outputs 2.3 and 2.4; maintain relationships with existing provincial and district institutions; continue support to the Equity Strategy and for education data collation, analysis and reporting under TKPPA; and prepare the province and districts for engagement with EP (especially Components 2 and 4). SEDIA should use the time provided through an extension to focus resources on activities at district/town level with particular emphasis on supporting capacity development, policy and analysis so that local agencies are encouraged to put into practice the relevant strategic plans as well as recommendations for improving the quality and efficiency of education arising from the LPPA.

The advantage of this option is that it allows use of existing resources for delivery of some results relating to Output 2.3 and Output 2.4 at district level whilst recognising the capacity of the SEDIA team to deliver at local levels. This option also allows relationships with provincial partners to continue and lessons learned from all levels to be shared with MoNE and other partners for implementation of the Education Partnership. The disadvantage is that even with this extension option, SEDIA is unlikely to deliver the Component 2 outputs as agreed after inception. In addition, this option leads to a continuation of a fragmented program in Aceh at a time when demand for AusAID program management support is growing and human resources to meet that demand are static, and incomplete delivery of Component 2 is a possible result.

The third option of completing SEDIA as designed by mid-2012 was not considered further by the evaluation team.

3.5 Evaluation criteria ratings

The ratings¹⁸ against the evaluation criteria are presented in Chart 8.

Chart 8 : Evaluation criteria ratings - Aceh

Evaluation Criteria	Rating (1-6)	Comments
Relevance	5	High quality: Education is a high priority sector in Indonesia and also Aceh. SEDIA support chases existing change processes led by the provincial and some district governments. With its focus on provincial and district capacity, is addressing a key need in Aceh in ways that complement other donor activities.
Effectiveness	4	Adequate quality: Effective delivery against Component 1 outputs (⅓ planned effort) and sound use of government systems and engagement with provincial partners (rating 5 for this Component). Significant under-delivery of Component 2 activities and outputs (⅔ planned effort), which put at risk the impact of the whole program (rating 3). Would have scored 5 with more focus on district capacity building as designed and planned after inception as well as some early evidence of district agency capacity starting to make a difference with selected school clusters .
Efficiency	3	Less than adequate quality: SEDIA has delivered significantly less outputs than planned with the same management and milestone costs. Would score 4 if Component 2 outputs were within 20% of plan and 5 if more outputs and/or value add were delivered across the program than as planned.
Impact		AusAID asked the evaluation to not evaluate this criterion
Sustainability	4	Adequate quality: Early signs of sustainability are emerging, the provincial government is sharing costs and budgeting to take over some activities. The capacity exists at provincial level to do this. Use of risk matrix and plans for exit strategy are adequate. Would score 5 if there were some sustainable pilot activities at district and/or school cluster level.
Gender Equality		AusAID asked the evaluation to not evaluate this criterion
Monitoring & Evaluation	4	Adequate quality: Six-monthly progress reports are adequate. Evaluation strategy/plan is high quality. Would have scored 5 with systematic use of quantitative variance from plan management monitoring data to identify emerging issues and monitoring at output to purpose levels – with management response to issues and opportunities before they impacted delivery of results.
Analysis & Learning	5	High quality: Innovative, best practice response to initial reaction to 2009 LPPA as well as changes to the approach used for preparing the LPPA as a result of lessons learned from the first year. Use of higher-level information to develop recommendations for sectoral improvement. Would have scored 6 if the same iterative learning approach had been used for pilot activities with district governments or school clusters.

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

4 Recommendations

Based on document review, interviews with national and SEDIA stakeholders and field reviews, as well as thorough reflection on the AusAID Strategy Paper², the evaluation team recommends that:

1. It is appropriate to continue targeted education support in Aceh with a focus on (1) collection and communication of data on education progress and (2) supporting all districts and selected sub-districts to effectively and efficiently manage and deliver the Aceh Education Strategic Plan in a district context.
2. The form of this continued targeted education support in Aceh should also take into account the recommendations of the LOGICA2 review. If the LOGICA2 review recommends extension, a merged extension of the two programs could be implemented for an additional 24 months of activities building on key resources from SEDIA, the district engagement approaches and methods proven in LOGICA2, the existing District relationships established by LOGICA2 and the USAID DBE1 team (some of whom are now with SEDIA), and the existing provincial relationships that all programs offer. A merged extension would combine the financial, human and knowledge resources of two programs under one management structure to reduce fragmentation, increase efficiency and enhance effectiveness of education service delivery in Aceh.
3. If AusAID is unable to adopt a fully merged approach to district capacity development SEDIA should be extended for 12 months and consolidated to finalise the capacity building activities relating to SEDIA Outputs 2.3 and 2.4 in the districts where LOGICA2 and DBE1 have been active and in a targeted way with the remaining districts in Aceh.
4. The purpose of either extension would be consolidating capacity to improve service delivery in targeted districts of Aceh; effectively transitioning provincial and district stakeholders to sustainable implementation of planning, data collection and reporting functions; and ensuring district capacity was developed to effectively and efficiently manage and deliver the Aceh Education Strategic Plan as planned in Outputs 2.3 and 2.4 of the SEDIA design. The extension activities would also maintain relationships with existing provincial and district institutions; continue support to education data collation, analysis and reporting under TKPPA; and prepare for engagement with the Education Partnership (EP) (especially Components 2 and 4).
5. SEDIA work with TKPPA to review the 2010 LPPA using criteria of relevance, presentation of evidence, analysis and feasibility in an environment where future reports are fully prepared by Government of Aceh.

5 Communication of lessons learned

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

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

Annex 1

SWOT Analysis for Aceh

Annex 1: SWOT Analysis for Aceh

<p>SEDIA – Strengths</p> <ul style="list-style-type: none"> • Relevant program – chasing change • Positive relationships established between partners • Provincial government committed to education – with 20% budget allocated plus OTUS and MIGAS • Strong government leadership & ownership: MPD • Alignment with existing structures: MPD, FKKA etc • Establishment of TKPPA – and provincial allocation of Rp500m in FY2011 • Systematic approach to education reform recognising regulatory requirements • Annual education report 2009 (top down) • Annual education report 2010 (bottom up) • 4 districts responding to 2009 annual report with changes to teacher recruitment; 2 others working towards action • Common results framework is a positive development....but require government ownership • Case study evaluations to understand causal factors and refine management response • SEDIA assisted implementation of MoNE and MoHA national policies (<i>e.g.</i> MSS, school-based management; strengthening data collection) • Risk matrix regularly revised • Early signs of sustainability – shared costs of TKPPA, funding for FKKA, 2010 education report, 2011 education report process underway • 6-monthly work plans and review by MPD/MG • Change in approach to annual report to increase district engagement and ownership • Scaled up DEP1, leveraged relationships established with CEPA, ERA • Access to education is good....but quality is poor • District report cards are positive development • Effective harmonisation with USAID and UNICEF • Effective coordination between LOGICA2, UNICEF and SEDIA for MSS and unit cost simulations at district level 	<p>SEDIA – Weaknesses</p> <ul style="list-style-type: none"> • District work delayed • Piloting/trials not used at district level to inform regulations and plans – lost opportunity to learn by doing and prepare for implementation of regulations • Poor balance between capital and recurrent budget allocations to education • Common results framework is good beginning but requires government ownership to be sustainable • Limited engagement with MoHA • Management fee and LTA costs incurred despite refocus and delays to Component 2
<p>SEDIA – Opportunities</p> <ul style="list-style-type: none"> • Seize opportunity presented by OTUS/MIGAS while it lasts – to deliver improved quality in education • New programs being established by other development partners (<i>e.g.</i> USAID Prioritas) • Strengthen links with MoHA • High number of certified teachers in some districts could be deployed on short-term basis for professional development activities in schools where teachers lack qualifications and experience. • At least one teachers' union (PGRI) supports a change process and will champion quality initiatives • Aceh is the only province with a MORA professional development centre; this could possibly be used for training under Component 3 of EP. • Sufficient funds available for Aceh to participate as a province in international tests such as TIMSS and PIRLS to benchmark academic performance and monitor outcomes (4 year cycle). • Component 4 (ACDP) willing to give priority to Aceh in for its sub-national research agenda 	<p>SEDIA – Threats</p> <ul style="list-style-type: none"> • Efforts at district level are directed towards replicating provincial structures and processes rather than implementing education reform in the classroom • Uncertainty and risks to continuity resulting from 2012 elections • LOGICA2 not extended and unable to consolidate district development program • Changes in BOS allocation and delivery processes disrupts district improvement plans • Cynicism or unrest if the national government is unable to maintain the allowances for teachers who undertake certification – thereby stalling the momentum for improving teacher quality • Loss of expertise from rotation of key staff in districts • Inadequate preparation for financial environment post-autonomy funding leads to inefficient expenditure and unrealistic expectations •

Annex 2
**Technical appraisal of
Aceh Education
Progress Report
(LPPA)**

Annex 2: Technical appraisal of Aceh Education Progress Report (LPPA)

The Aceh government at both provincial and local levels has made a strong commitment to evidence-based decision-making for the improvement of education services. This commitment is most strongly expressed in the priority accorded to the Annual Progress Report and the socialisation of its findings. It is also evidenced by the high level of awareness of and priority given to assessment of Minimum Service Standards in education. In respect of both these issues, Aceh is among a small number of leading provinces in Indonesia taking effective action to improve access to quality education.

Two reports have been produced with the assistance of SEDIA:

- 2009 Aceh Education Development Report
- Aceh Education Progress Report 2010 (still in draft form)

Role of the reports within the SEDIA program

The reports have become a flagship of the SEDIA program of capacity development and coordination of services between provincial and local government. The preparation of the 2009 report was the first activity undertaken by the Coordinating Team for the Development of Education in Aceh (TKPPA). It consequently provided the impetus and information for the first “Roadshow” in which provincial and local government together confronted the key issues of teacher supply and deployment.

The preparation of the reports incorporated a comprehensive training program at district level in both administration/management issues in the Dinas and in the technical areas of data collection and entry, data cleaning and verification, data management, presentation and analysis – all processes which have value beyond the actual reports themselves.

The processes above highlighted key issues at school level about the capacity of principals and school staff to manage information and to respond to questionnaires such as the MoNE school census (Padati) and the assessment of compliance with Minimum Service Standards.

While the reports and the associated capacity development processes represent a pivotal point in provincial and district capacity to improve education services, all stakeholders agree that this has been just the beginning and there is a need for improvement and continuous training and development to continue in the post-SEDIA environment.

The “2009 Aceh Education Development Report”

The purpose of the 2009 report was to “provide information to all stakeholders about education development in Aceh in 2009”. The report focussed on school education with an intention to cover the broader education sector (*e.g.* early childhood, higher education) in subsequent reports.

SEDIA mapped out the process and provided technical assistance with each step. The data for the report was taken from the individual school data sheets sent out by the National Ministry of Education (MoNE) which principals complete and provide to the Dinas at the district or municipal office. The Dinas’ role was to transfer the data from paper records to electronic files for submission to the national level. SEDIA assisted the Dinas to address two issues – improving the timeliness of the data and improving the accuracy of data. The assistance from SEDIA included training of district officers and supporting the province to take the data and a compile a report. At the provincial level, SEDIA provided technical support to the

Coordinating and Monitoring Working Group of the TKPPA to analyse the data and prepare the report.

The report has two parts:

- Part 1: an explanation of the Aceh Strategic Plan; and
- Part 2: a review of progress against the 5 Objectives of the Plan.

The part of the report which received the greatest attention was the Annex which contains a 3 page profile of each of the 23 districts. It is this district profile data which triggered the Roadshow and is directly influencing the direction of policy for teacher recruitment at provincial and local government level.

Evaluation of the 2009 report

On criteria of relevance, accuracy, presentation, interpretation and communication, the 2009 report rates highly on relevance, accuracy and communication, less highly on presentation and interpretation. This is understandable for a first report.

Relevance – The report focuses on the Strategic Plan and selects appropriate information from the Padati data base and the National Exams Centre (*Balitbang*) to provide quantitative assessment of the status quo. This has been well done. It could have more properly been called a Baseline Survey rather than a Progress Report as it does not include previous years' data but the intention is clear that this is the first step in progress monitoring.

The report also includes data drawn from the strategic plans of a sample of districts and municipalities and some provincial data from the LPMP. These are important data source and have great potential to strengthen the quality of provincial monitoring. The “sample” of districts included in this part of the report (Objective 4) varies from 5 districts to 17 districts, depending on the stage of district planning and available data. This is understandable however there is insufficient attention in the report to the potential for bias in interpretation of this section given the variation in the number of districts included on different indicators.

Accuracy – This is an issue that is keenly felt by all levels of government and SEDIA is clearly making a very significant contribution to awareness of the need for greater accuracy as well as providing support to increase the completeness and accuracy of data which is reported. The 2009 report acknowledges the quality of data as an issue. However there is some internal inconsistency in whether the data is accepted as accurate and an analysis is offered or, whether the data is written-off as inaccurate. For example Pages 26-27 in the discussion of Progression Rates it is stated that the Year 6-7 rate of 108% is likely to be inaccurate (because it is over 100%) but the report seems to accept that the Year 9-10 rate of 99.7% is accurate, stating that: “...only 0.3% or 228 students who graduated from SMP did not continue to SMA. These students possibly moved on to non-formal education such as Packet C or began seeking paid employment”. There are two issues which need to be addressed in future reports – one is the inconsistent approach to the data set and the other is the interpretation of “progression rate”. The interpretation (Page 27) is misleading as can be judged from the gross enrolment rates in JSS and SMA reported on Page 24. Interpretation of transition rates is complex and requires data on repetition rates and on the flow of students from non-formal education programs (Packets A, B and C) to be meaningful.

Presentation and interpretation – The individual district profiles provide an excellent “report card”. They could be improved by addition of the provincial and national data as reference points so that users can quickly see how the district compares.

The analyses in Part 2 of the report are variable. In some cases the text simply states what is evident from the table (*e.g.* Page 28, SD exam results); in other places the text provides data which is not in the tables (*e.g.* Page 26, the variation in gender participation in vocational high schools); in some places the text suggests reasons for the findings (*e.g.* Page 32, reasons for higher qualifications of Islamic school teachers). A more consistent approach to the narrative would enhance the reporting.

Communication – the report has high visibility with both provincial and district stakeholders and has generated more informed discussion about the status quo of education service delivery. This was mainly achieved through the Roadshow which, while time consuming, has generated a strong sense of shared responsibility for the quality of education.

The “Aceh Education Progress Report 2010”

The evaluation team was given a draft copy of the 2010 report and recognises that editing and improvements were still being made at the time of the evaluation.

The purpose of the report is very clearly stated to be provision of information related to the strategic plan which can be used in decision-making, reviewing targets and formulating the next strategic plan. There is some change in language from the first report which referred to 5 objectives (also called goals) and this report which refers to 4 pillars.

The process for preparing the report built on experience and training related to the 2009 report. The report differs from the 2009 in the following respects: it was led by the working group and supported by technical assistance from SEDIA; was more participatory; covers the education sector more broadly including non-formal, early childhood and higher education; contains more comprehensive information on the school sector including early childhood education, special education and Islamic boarding schools; includes strategic issues and recommendations.

The Annex that was appended to the draft 2010 report was a set of tables showing district data by gender and educational level. It is assumed that the final report would also include district profiles similar to the 2009 report. If so these tables should include the 2009 data for comparison purposes.

Evaluation of the 2010 report

There are many ways in which the 2010 report differs from the 2009 report. Most significantly there is a much higher degree of analysis and explanation throughout the report reflective of the wider involvement of stakeholders and expertise and learning from the first version. The report also has more data available on which to report and there are some excellent sections which compare national and provincial data as well as 2009/10 comparisons (*e.g.* the NER graph Figure 3.4 page 18 and GER graph Figure 3.5 page 20 – though it would have been preferable to use either GER or NER for both). However given that 2009 was a baseline year, there are fewer comparisons with 2009 data than would be expected and the type of information reported varies so that there is not much sense of it being a “progress report” as such.

Relevance – the report covers the broad spectrum of responsibilities within the Aceh Strategic Plan and contains a lot of information of value to the province and the district/municipal level of government. There is however a danger that the increase in indicators reported presents a risk to the sustainability of the process and may be beyond the absorptive capacity of districts at this stage. (*e.g.* Section 3.7, pages 38 – 44).

Accuracy – The draft report includes a helpful chapter on the methodology and data sources but the chapter does not directly address any issues about the reliability or completeness of the data included in the report. The reader is therefore left with the impression that the data is reliable. This may be misleading. It would have been helpful to include a description of the steps that were taken to improve the quality of the data from previous years.

LPMP was not quoted as a source of data; this could be useful as a source of verification. The evaluation team noted there may be some areas where LPMP data conflict with the report.

There are some typographical errors noted by the evaluation team (*e.g.* Figure 8.1 page 71 refers to millions rupiah instead of billions rupiah) and some places where the meaning is not clear (*e.g.* Figure 5.1 page 55 on Number of Special Students by disability – the text on page 53 does not clarify how the incidence rate is being reported). These types of issues can be addressed by editing.

Presentation and Interpretation – the draft report shows a greatly enhanced level of organisation and professionalism in presentation. Chapters are well structured and considerable attention has been given to selecting data for indicators relating to the strategic plan (pages 12-13). This has been a significant conceptual step-up from the 2009 version.

Analysis of findings and explanations of data are much more in evidence in the 2010 report: (*e.g.* on page 22 the gender difference in SMK enrolment is explained in 2010 as reflecting the expanded choice of vocational subjects. Similar data was reported in 2009 but without an explanation. Another example is the presentation of teacher ratio information (pages 25 – 29) which leads the reader logically to the issue of subject specialisation (pages 30 – 31). Some of the analyses however are left without any direction or course of action – *e.g.* the discussion of gender differences in rates for drop-out, repetition, student years lost, student years per graduate, graduation and retention (pages 39 – 42) could be expected to generate some issues and recommendations about boys' education.

A key issue which is not addressed at all is the mismatch between the reported data on exam scores (pages 24 – 25) and what is widely held to be a significant problem in Aceh – poor quality of education. The national exam scores are reported without analysis or comment yet almost all consultations with the review team identified quality of student outcomes and the questionable validity of exam scores as significant issues to be addressed. The MPD and TKPPA Working Groups have available to them the results of students on the university entrance exams which could be compared, district by district or school by school, with the national exam results. This kind of analysis could have a high impact – similar to the reporting of the teacher data which generated the first Roadshow.

The final Chapter (IX) on Strategic Issues and Recommendations is very limited given the scope of the data included in the report; strategic issues and recommendations are identified for Early Childhood, Primary and Secondary and Education Financing. However, there are no recommendations or issues identified for Informal and Non-Formal, Special Education, Dyah and Higher Education and the chapter themselves are mainly descriptive. As mentioned above, there are some recommendations expressed in the report that are not taken up in the last chapter – *e.g.* action to investigate the reasons for the high repetition rate in senior secondary (page 32); action to address MSS gaps (page 35).

Communication – it is not possible at this stage to comment on the communication of the report as it has not yet been published. However the evaluation team noted that there is a strong expectation from the education community about the value of the report which is indicative of both the higher level of stakeholder engagement in its preparation the positive interest and outcomes generated by the 2009 report.

Based on the evaluation of each LPPA, the evaluation team has the following suggestions for future editions of the LPPA:

- The 2010 draft report has built in the 2009 report and is more comprehensive and analytical. It deepens the understanding of the current situation and points to the actions required to continue progress on achievement of the objectives in the Strategic Plan. Both local and provincial governments can be proud of the efforts thus far but must realise that continuous training and of personnel and establishment of enduring structures and systems will be required to maintain the effort.
- Given the ongoing issues about the reliability of school census data, strategies that could be adopted in the reporting should include: to rule out any findings which are clearly erroneous; to confine analyses only to findings which have been verified or cross-checked for internal and/or external consistency; to pose hypotheses that can be investigated subsequently; to refer to other data sets which indicate whether the trends are expected and to ensure each section or table contains advice about any particular issues that may have affected the accuracy of the data. Cross-checking reliability with a sample of districts each year would be a cost-effective method to add rigour to the report.
- There is a risk that adding more indicators to the report will dilute the impact and distract attention away from the key issue which is still the quality of teaching. The scope of the report must be kept manageable and affordable if it is to be sustained and if it is to become a guide for district reporting.
- The publication and socialisation of the 2009 report was a highly influential event in the progress of education improvement in Aceh. It led to the first Roadshow which focussed attention on 2 key issues – teacher distribution and over-supply. Consideration should be given to maintaining the Roadshow as an annual event and to carefully selecting the theme for each Roadshow, based on the most “telling data”. From the 2010 draft report this theme could be the variation in access and quality of early childhood services and the consequent trend for underage-enrolment and high repetition in the early grades – both conditions which have proven negative impacts on students’ future success in learning. Planning for the 2011 data collection and analysis could anticipate a focus on the outcomes of schooling by including analysis of national exam outcomes and university entrance tests. This could foreshadow options to plans to undertake more rigorous external monitoring of performance through sample testing including possible use of international benchmark testing such as PISA and TIMSS.
- While it is desirable that the Report continues to be improved from year to year, a significant proportion of the LPPA must report in a comparable way on a common set of indicators from year to year if it is to convey progress. The 2011 report should be able to show progress on key indicators over the past 3 years and compare districts and sectors through time, identifying key issues where progress has been nil or weak.
- The Aceh Education Progress Report 2010 is an outcome of many years of strong and committed leadership and partnership in Aceh and provides many lessons for the continued improvement of education in Indonesia. Consideration must be given to succession-planning for leadership and to institutionalisation of the processes required to maintain the report.

Annex 3
**People and
organisations
consulted**

Annex 3: People and organisations consulted

Institution Date	Names of attendees
AusAID	
Initial briefing 17/10	Katie Smith; Nieke Budiman; Rebecca McLaren; Dwiagus Stepantoro
EP Component briefings 18/10	Jennifer Donohoe; Meliana Istanto; Isradi Alireja.
EP, SS Managing Contractor for Component 2 27/10	Jennifer Donohoe with Brian Spicer (Team Leader); Viv Casteel (Senior Advisor).
EP, ADB Contracted team for Component 4 27/10	John Virtue (Team Leader); Abdul Malik (Coordinator); Alan Prouty (Manager).
Papua Briefing and discussion of strategic issues 27/10	Petrarca Karetji, Director Poverty Reduction & Rural Development.
Former Team Leader SEDIA 27/10	By teleconference: Mary Fearnley-Sander, now Education Advisor AusAID Canberra.
Review team - Wrap-up meeting with AusAID Jakarta Office 28/10	AusAID Jakarta Office: Diastika Rahwidiati (A/Counsellor Education & Scholarships), Nieke Budiman, Leonard Simanjuntak, Laila Yudanti, Neil McCulloch, Meliana Istanto, Benjamin Davis, Rebecca McLaren, Dwiagus Stepantoro. By Teleconference: Katie Smith, Hannah Birdsey Kate Fuller.
SEDIA	
SEDIA Program team presentation and discussion 19/10	Andrew Duncan (Team leader) and team members: Krishnayani Winata, Anas M. Adam, Nazamuddin, Sartiah Yusran, Noor Alam, Chairul Muslim, Harry Idwan, Fachrizal, Joni Chandra, Riswandi, Faisal, Nuzuli, Jazuli, Agus Prayitno, Amma Malaputri, Oman Zaenurrohman, Hotnauli Nababan, Yuni Rachmawati, Dhian Pramilu Ardani; Rene Schinkel (Contractor Representative).
SEDIA Managing Group Wrap-up from Review team 26/10	Warul Waladin (Chair); Drs Bakhtiar; M. Idris (MORA); Azhari (Pesantren); Drs Irhamuddin (Dinas); Warkah; Iskandar (Bappeda); Ir. Hamdani (Bappeda); Drs A Rahman (Kemenag); Andrew Duncan and Krishnayani (SEDIA).
ACEH PROVINCIAL CONSULTATIONS	
MPD and Dinas Combined meeting 20/10	MPD: Prof Warul Waladin (Chair); Dinas: Drs Marwadi Hasan (Head Teacher Quality & Improvement); Drs Ihrumuddin (Head Programs & Planning); Djailani (Head MPD); Idris; Nadrullah; Razali Yunus; Rahman;
TK-PPA	Said Mustafa (Chair)
Bappeda 21/10	Ir Hamadani (Head); Jamian (Secretary); Iskandar; Mahruzal.
LPMP 20/10	Drs Makmun Ibrahim (Head); Gunawan Lubis (data & reporting).

Institution Date	Names of attendees
FKKA Sekretariat 21/10	Munir Azis (Secretary), Dian Alifya (Program Officer), Rizal (Finance Officer), Titin (Administration Officer)
PPMG Sekretariat Banda Aceh 21/10	Lukman Ali (Head); Teoja Sekar Tanjung (Secretary)
PGRI Teachers' Association, Aceh 26/10	Ramli Rasyid (Head of the Association and also Assistant Head Aceh Province Dinas)
Aceh Province Dinas	Hasanuddin (Secretary Dinas)
MORA	Drs A. Rahman, M. Idris, Drs M. Nasir
MORA, Training Centre	M. Idris and MDC staff Dr Djailani, Drs Lukman, Dra Tedja Sekar Tanjung
SABANG DISTRICT CONSULTATIONS	
Sabang, Office of the Mayor 24/10	Islamuddin Keuriji (Deputy Mayor);
Sabang MPD and Dinas combined meeting 24/10	Dinas: Drs Ali Sardjan MPD Council: Anwar Usman (Head); Nur Khadizar (Secretary); Mustafa Azhari (MORA rep);
School visit 24/10	MIS Balohanie
School visit 24/10	SMA 1
Bappeda 24/10	Thomas Pahlevi Harefa (Kabid Sosbud)
PIDIE JAYA DISTRICT CONSULTATIONS	
Office of the Mayor 25/10	Gade Salam (Regent); Sauisul Bakri (Secretary).
Dinas and MPD combined meeting 25/10	Dinas: Sauisul Bakri (Secretary); Hady (Data & Information); Cut Bahraini; Tarmiz. MPD: Bakhtiar (Head); Nasir (Secretary); Aiyub (Programs & Reporting).
Bappeda 25/10	Jamian (Secretary); Hady (Data & Information, Dinas).
BANDA ACEH AND ACEH BESAR DISTRICT CONSULTATIONS	
Dinas representatives combined meeting 25/10	Banda Aceh: Hasanuddin (Secretary); Husni (Head, Basic Ed'n); Muslim Aceh Besar: Fadhlani (Head Dinas); Yusran (Head, Programs)
MINISTRY OF NATIONAL EDUCATION AND CULTURE	
Directorate of Primary Education 18/10	Ibrahim Bafadal (Director, Elementary Education) and Palogo Baliano
BPS (Statistics Centre) 27/10	Collect documents from Ibu Sousou's Office
Secretariat of Primary and Junior Secondary Education 27/10	Renani Pantja (Assistant Secretary); Liberty Marpaung (Training Coordinator).
BAPPENAS	
Directorate of Special Areas and Disadvantaged Areas 18/10	Dedy Koespramoedyo (Acting Director Special Areas and also Director Spatial Planning and Lands).

Institution Date	Names of attendees
DEVELOPMENT PARTNERS (Jakarta Office)	
UNICEF 18/10	Seema Argawal-Harding (Director, Education); Jiyono (Consultant).
USAID 18/10	Mimy Santika (Senior Education Specialist); Chimmi Thonden (Education Specialist).
World Bank 18/10	Mae Chu-Chang (Manager Education); Sheila Town (Operations Officer, Human Development).
SEDIA PROGRAM PARTNERS	
UNICEF, Aceh 19/10	Jean-Pierre Paratore (Head, Education and Adolescent Development).
AusAID LOGICA 2 Aceh 20/10	Jeff Herbert (Team Leader); Najib (District Coordinator); Suriah (Gender Adviser), Laly (Community Engagement Coordinator)
USAID Kinerja Program, Aceh 21/10	Sarwansa Sahabuddin (Head of Mission); Cut (Icu) Asmual Husna (Trainer).
Helen Keller International	Said Jufri (Program Coordinator/Disabilities).
Gender Reference Group Aceh 22/10	Amrini Habibi, Head, Gender Reference Group; Badrunnisa, Head, Women's Empowerment and Family Planning (Ministry of Women's Empowerment & Child Protection).

Annex 4

Evaluation schedule

Annex 4 : Evaluation schedule

Time	Program	Stakeholders to meet	Location
Monday, 17 October 2011			
08.30 – 09.30	Pre-Mission briefing with AusAID	Education Sector Team, AusAID Jakarta	AusAID Kebon Sirih MR1
10.00 – 11.00	Meeting with Bappenas	Bpk. Deddy Koespramoedyo	BAPPENAS
13.00 – 14.00	Meeting with Education Partnership C1, C2, C3	Education Partnership Team, AusAID Jakarta	AusAID Kebon Sirih MR1
14.00 – 15.00	Meeting with USAID	Mimi Santika & Chimi Thonden	AusAID Kebon Sirih MR1
15.30 – 16.30	Meeting with LOGICA2 Program Managers	Leo Simanjuntak and Laila Yudianti	AusAID Kebon Sirih MR1
Tuesday, 18 October 2011			
09.30 – 10.00	Travel to MoNE		
10.00 – 12.00	Meeting with MoNE, Directorate of Elementary Education	Bpk Ibrahim Bafadal	MoNE Sudirman, Senayan
13.30 – 14.30	Meeting with World Bank	Mai Chen and Shiela Town	World Bank, Jakarta
15.00 – 16.00	Meeting with UNICEF		UNICEF, Jakarta
Wednesday 19 October 2011			
06.45 – 12.00	Travel to Banda Aceh		
13.00 – 18.00	Meeting with SEDIA team		SEDIA office
Thursday 20 October 2011			
08.30 – 10.15	Meeting with MPD	MPD	Kantor MPD
10.30 – 12.30	Meeting with PEO	Kepala Dinas Pendidikan Aceh	Kantor Dinas
13.30 – 15.30	Bappeda Aceh	Kepala BAPPEDA and team	Bappeda
16.00 – 17.00	UNICEF	UNICEF Team	UNICEF Aceh
17.30 – 19.00	LOGICA2	LOGICA2 Team	LOGICA2
Friday 21 October 2011			
08.30 – 10.00	USAID Kinerja Aceh	Two USAID team members	Kantor Kinerja
10.30 – 11.45	LPMP	Kepala LPMP	Kantor LPMP
14.00 – 15.30	BPPD	Kepala BPPD and others	Kantor BPPD
15.45 – 17.00	FKKA	Executive Secretary FKKA	Kantor FKKA
Saturday 22 October 2011			
08.30 – 09.30	Madrassa Development Centre, Banda Aceh	MDC Board	MDC
09.30 – 10.30	PPMG Kota Banda Aceh	PPMG	Kantor PPMG
10.30 – 12.30	TKPPA	TKPPA members/representative	Paviliun Hotel
13.30 – 14.30	Helen Heller International	KHI Staff	Paviliun Hotel
14.30 – 16.00	Gender Reference Group	GRG Team Member	Paviliun Hotel

Sunday 23 October 2011			
14.00 – 16.30	Travel to Sabang District		
Monday 24 October 2011			
06.45 – 08.30	Two schools in Sabang District	School teachers and principals	2 schools
08.30 – 09.30	Wakil Wali Kota – Kota Sabang	Sabang Executive	Kantor Wali Kota
09.30 – 11.00	DEO	Kepala Dinas Pendidikan Kota Sabang	Kantor Dinas
11.00 – 12.00	District MPD	Secretary MPD	Kantor Dinas
12.00 – 13.00	BAPPEDA Kota Sabang	Kepala BAPPEDA	Kantor BAPPEDA
13.30 – 15.30	Travel Sabang to Banda Aceh		
16.00 – 19.30	Travel Banda Aceh to Pidie		
Tuesday 25 October 2011			
08.30 – 09.00	Travel to Pidie Jaya		
09.00 – 10.30	Meeting with office of Bupati Pidie Jaya	Bupati Pidie Jaya	Kantor Bupati
10.30 – 12.00	DEO	Kepala Dinas Pendidikan Kabupaten Pidie Jaya	Kantor Dinas
13.30 – 15.00	District MPD	Secretary MPD	Kantor Dinas
15.00 – 16.30	BAPPEDA Kabupaten Pidie Jaya	Kepala BAPPEDA	Kantor BAPPEDA
17.00 – 20.00	Return to Banda Aceh		
Wednesday, 26 October 2011			
08.00 – 12.00	Meetings with officials from Kota Banda Aceh and Kabupaten Aceh Besar	Kepala Dinas from Banda Aceh and Aceh Besar	Hotel
13.00 – 14.30	Wrap up and final meeting with SEDIA Management Team	TKPAA rep, MPD rep, Edu Office Rep, MoRA Rep, SEDIA team	Hotel
15.00 – 15.30	Travel to Airport		
16.35 – 20.35	Travel back to Jakarta		
Thursday, 27 October 2011			
08.30 – 09.30	Meetings with National Ministry of Education	MSS and CP4 teams	MoNE
11.00 – 12.00	Meetings with AusAID Counsellor	Counsellor Decentralisation	Kebon Sirih
14.00 – 15.00	Meetings with SSQ team implementing EP Component 2	Two SSQ team members	Kebon Sirih
16.00 -	Preparation of Aide Memoire		
Friday, 28 October 2011			
09.00 – 11.30	Aide Memoire Presentation		AusAID Kebon Sirih

Annex 5

Evaluation plan

Annex 5 : Evaluation Plan

1. Introduction

1.1 Cluster of activities to be evaluated

AusAID support to education in Indonesia includes programs that support:

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

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

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

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

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

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

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

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

1.2 Purpose of evaluation

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

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

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

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

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

1.3 Contents of evaluation plan

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

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

2. Investigatory framework

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

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

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

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

3. Evaluation design

3.1 Approach

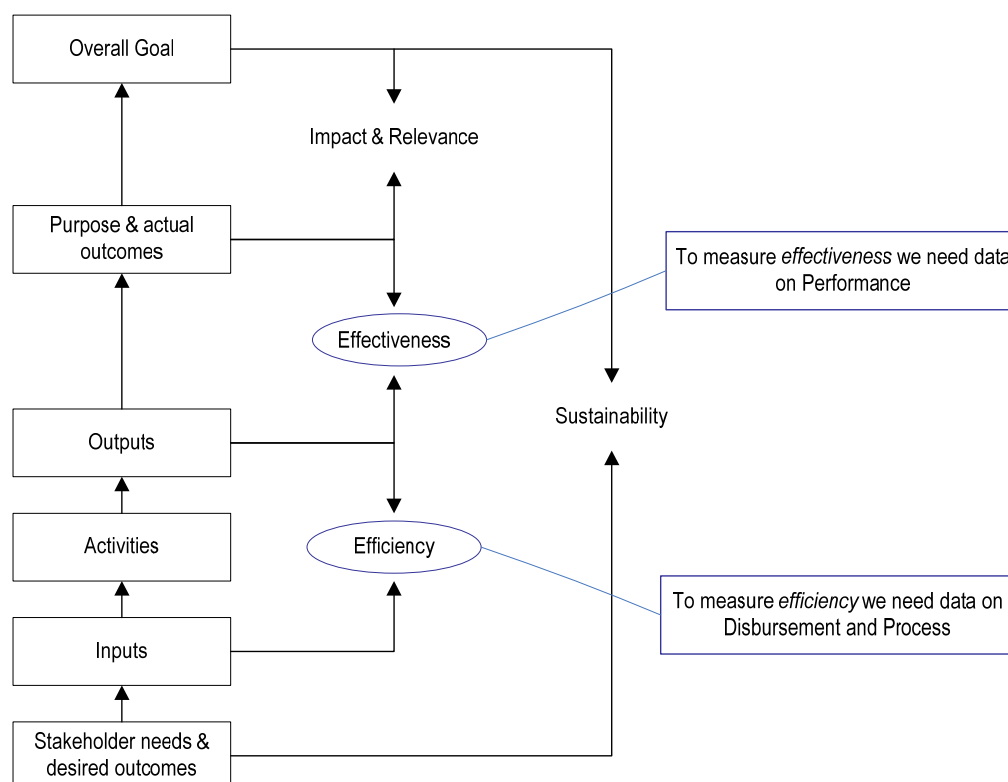
To ensure independence this evaluation will be led by an independent evaluator with one external technical specialist team member and two AusAID team members. The team will also include representatives from the governments of target provinces wherever possible. This is not a Joint Evaluation as defined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

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

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

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

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



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

3.2 Primary intended users

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

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

3.3 Limitations

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

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

3.4 Criteria

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

3.5 Evaluation questions

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

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

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

- What lessons and successes can be shared between the different programs that could assist both programs to improve performance?
- What lessons and achievements from the programs can be used to inform design of future education assistance in the provinces?

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

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

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

Chart 5-2 : Semi-structured interview questions

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

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

3.6 Methods

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

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

observations to see how partners relate and operate, observe outputs from activities and learn more about the context in which each of the three activities works.

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

3.7 Data needs

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

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

3.8 Triangulation

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

3.9 Sampling

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

[illegible]

Chart 5-4 : Fieldwork schedule Aceh October 2011

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

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

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

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

3-12 Presentation of findings

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

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

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

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

4. Roles and responsibilities

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

4.1 Team Leader/ Evaluator

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

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

▪ Education Specialist

The Education Specialist will take primary responsibility for:

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

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

5. Report structure

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

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

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Annex 6

Terms of reference

Annex 6 : Terms of reference

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

A. Introduction

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

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

B. Background

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

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

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

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

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

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

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

C. Key issues

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

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

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

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

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

D. Purpose of the evaluation

The objectives of this evaluation are to:

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

E. Scope of the Evaluation

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

Effectiveness

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

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

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

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

Relevance

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

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

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

Efficiency

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

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

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

Monitoring and Evaluation

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

Sustainability

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

Lessons learned

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

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

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

F. Evaluation Process and Duration

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

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

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

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

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

G. Duration

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

H. Reporting Requirements

Evaluation Plan

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

Aide Memoire

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

Independent Review Report

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

I. Review Team

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

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

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

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

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

Education Specialist

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

J. Key Documents

Australia-UNICEF Education Assistance to Papua and West Papua

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

Support for Education Sector Development in Aceh (SEDIA)

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

Other Programs

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