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# DISSEMINATION AND SUSTAINABILITY OF DBE AND USAID PRIORITAS PROGRAMS

A RESEARCH REPORT PREPARED FOR USAID PRIORITAS

A BASIC EDUCATION DEVELOPMENT PROJECT SUPPORTED BY  
THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT

**ROBERT CANNON**

**RINA ARLIANTI & IDHA RIU**



**August 2014**

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It was prepared by RTI International.



# Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (USAID PRIORITAS)

## **DISSEMINATION AND SUSTAINABILITY OF DBE AND USAID PRIORITAS PROGRAMS**

Contract AID-497-C-12-00003

Prepared for  
USAID/Indonesia

Prepared by  
RTI International  
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The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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**ROBERT CANNON**  
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JAKARTA, INDONESIA

7 AUGUST 2014

“The benefits of much official aid have been predominantly due to its success in addressing short-term, gap-filling needs. There have often been major difficulties in achieving longer-term sustainability...”

Roger Riddell, *Does foreign aid really work?* Oxford, 2007, p. 253.

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## CONTENTS

1	Executive Summary .....	1
1.1	Background .....	1
1.2	Study Purposes .....	1
1.3	Methodology.....	1
1.4	General findings about PRIORITAS' dissemination and sustainability strategy .....	1
1.5	Findings about good practice dissemination schools and districts.....	2
1.6	Recommendations .....	3
1.7	Conclusion.....	5
1.8	Major challenges .....	6
1.9	Lessons Learned.....	6
2	DISSEMINATION AND SUSTAINABILITY IN EDUCATION PROJECTS .....	9
2.1	Introduction.....	9
2.2	Dissemination and sustainability concepts.....	10
2.3	What does dissemination look like? .....	13
2.4	Dissemination and sustainability through project design.....	13
2.5	Methodology: Summary .....	14
3	REVIEW OF STUDIES AND REPORTS .....	15
3.1	Introduction.....	15
3.2	USAID Managing Basic Education.....	16
3.3	USAID Decentralized Basic Education.....	16
3.4	USAID PRIORITAS Monitoring Report .....	20
3.5	UNICEF's Mainstreaming Good Practices in Basic Education Study .....	22
3.6	AusAID's Indonesia Australia Partnership in Basic Education .....	23
3.7	World Bank Studies in Basic Education Projects .....	24
3.8	The AusAID Bantuan Operasional Sekolah (BOS) Training Program .....	25
3.9	Conclusion.....	26
3.10	Published Studies in the Education Literature.....	27
3.11	Conclusion.....	35
4	REVIEW OF THE IMPLEMENTATION OF DISSEMINATION .....	37
4.1	Dissemination Planning.....	37
4.2	Dissemination Program Implementation .....	38
4.3	The sources of funding for dissemination activities.....	41
5	THE EFFECTIVENESS OF THE DISSEMINATION PROGRAMS.....	45
5.1	Introduction.....	45
5.2	Effectiveness Themes from the Case Studies and Field Observations .....	46

5.3	Testing the PRIORITAS Program Theory .....	49
5.4	Conclusion.....	49
6	SUSTAINABILITY .....	51
6.1	Summary .....	51
6.2	Introduction.....	51
6.3	Assessing Sustainability Potential.....	52
6.4	Results from field work .....	54
7	RECOMMENDATIONS.....	57
7.1	Introduction.....	57
7.2	Principal recommendation.....	57
7.3	Secondary recommendations.....	57
7.4	Final recommendation:.....	61
8	CONCLUSIONS.....	63
8.1	Overview of achievements .....	63
8.2	A strongly aligned approach to dissemination.....	63
8.3	Major findings .....	66
8.4	Major challenges .....	67
8.5	Additional challenges .....	68
8.6	Lessons learned about dissemination and sustainability .....	69
	Appendix A: Methodology .....	73
	Appendix B: Case Studies .....	89
	Appendix C: Scope of Work.....	121
	Appendix C: Schools and Institutions Visited .....	123

## **DISCLAIMER**

The views expressed in this publication do not necessarily reflect the views of the Government of Indonesia, the Government of the United States of America The United States Agency for International Development (USAID), or Prioritizing Reform Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators and Students (PRIORITAS).

## LIST OF COMMON INDONESIAN TERMS & ABBREVIATIONS

ADB	Asian Development Bank
AusAID	Australian Agency for International Development
BAPPEDA	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Board)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Board)
BEC-TF	Basic Education Capacity – Trust Fund (A World Bank program)
BOS	Bantuan Operasional Sekolah (Government allocated School Operational Assistance Funds)
Bupati	Regent, the District Council Head
CLCC	Creating Learning Communities for Children (UNICEF-UNESCO)
COP	Chief of Party (project position)
CTL	Contextual Teaching and Learning
DBE	Decentralized Basic Education Project
DC	District Coordinator (project position)
Dewan Pendidikan	District Education Council
Dinas	District or Provincial Government Office
DPRD	Dewan Perwakilan Rakyat Daerah (Local Legislature)
JICA	Japanese International Co-operation Agency
JSE	Junior Secondary Education
Kabupaten	Local government administrative area; a District or Regency
KKG	Kelompok Kerja Guru (Teacher Working Group-secular primary schools)
KKKS	Kelompok Kerja Kepala Sekolah (School Principals Working Group)
KKM	Kelompok Kerja Madrasah (Teacher Working Group-religious schools)
Kota	Local government administrative area; City or Municipality
LAPIS	Learning Assistance Partnership in Islamic Schools
LPMP	Lembaga Penjaminan Mutu Pendidikan (Provincial Quality Assurance Institute)
M&E	Monitoring and Evaluation
Madrasah	Islamic School
MBE	Managing Basic Education Project
MBS	Manajemen Berbasis Sekolah (SBM: School Based Management)
MGMP	Musyawahar Guru Mata Pelajaran (Secondary Teachers Working Group)
MGPBE	Mainstreaming Good Practices in Basic Education (UNICEF)
MI	Madrasah Ibtidaiyah (Islamic primary school)
MKKS	Musyawahar Kerja Kepala Sekolah (Secondary School Principals' Working Group)
MOEC	Ministry of Education and Culture
MTs	Madrasah Tsanawiyah (Junior Secondary Islamic School)
PAKEM	Pembelajaran yang Aktif, Kreatif, Efektif dan Menyenangkan (Active, Creative, Effective and Enjoyable Learning)
PC	Provincial Coordinator (project position)
PMP	Performance Management Plan

PRIORITAS	Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students Project
Renstra	Rencana Strategis (Five-Year Educational Development Plan)
SBM	School-Based Management (MBS: Manajemen Berbasis Sekolah)
SD	Sekolah Dasar (Primary School)
SMP	Sekolah Menengah Pertama (Junior Secondary School)
TTI	Teacher Training Institute
UNICEF	United Nations Children's Fund
UPTD	Unit Pelaksanaan Teknis Daerah (District Technical Implementation Unit)
USAID	United States Agency for International Development

## NOTES ON THIS REPORT

This is a long report and for many readers it will have too much information. For them, a brief Executive Summary has been prepared.

The main report is long for two reasons. First, this is a study of an important innovation in the development of basic education in Indonesia. It is therefore important to document the work supporting this innovation and to account for its success so that policy makers, practitioners and researchers are as fully informed as is reasonable about this innovation. Second, far too many reports in the development sector are prepared according to strict guidelines provided by donors with specific page limits and detailed criteria for writing. This formulaic approach strips reports of their contextual explanatory power and reduces the human nature of the subjects - the teachers, students, schools and district administrations - to mere objects of analysis and reporting.

In retrospect, the detailed analysis and reporting here on studies of dissemination, of project reports, and case studies prepared of schools and districts, although adding more length to this Report, proved invaluable. This analysis demonstrated that PRIORITAS is currently working at the very cutting edge of international good practice in dissemination and sustainability.

Finally, several tasks set out in the Scope of Work for this Study require an assessment of program implementation characteristics. Accordingly, such assessments are made and are presented as a statements within each Chapter where appropriate, as in the following example:

**Assessment:** Information in PRIORITAS documents and practices observed in the field are compliant with USAID's concept and intentions concerning sustainability. By being compliant, a strong foundation for sustainable outcomes has been built.

## ACKNOWLEDGEMENTS

In addition to a substantial amount of deskwork, this evaluation was undertaken in six districts in April and May 2014 by a Study Team of three: Robert Cannon, International Consultant, Rina Arlianti, Senior National Consultant and Idha Riu, National Consultant. Any errors or omissions in this Report are regrettable but, of course, as with the whole report, the responsibility of the main author, Robert Cannon.

The Study Team met and worked with many people who provided enthusiastic support to our efforts, particularly the district officials, principals, teachers, students and community members we met during our travels. We wish to thank them all, even if we cannot name them here. The welcome and hospitality shown to us in each of the six districts and 30 schools visited was, at times, overwhelming and a powerful indicator of commitment to change and pride in achievements in school reform. To each of the impressively professional District Coordinators and District Facilitators who facilitated our field work, a very special “thank you”. We also wish to thank the following people who assisted us with this study:

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# 1 EXECUTIVE SUMMARY

## 1.1 Background

Prioritizing Reform Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators and Students (PRIORITAS) is a five-year USAID-funded project designed to improve access to quality education for children in Indonesia.

PRIORITAS works directly with districts and schools to build models of good practice. Districts themselves disseminate these models to other schools using local funds and with limited support from PRIORITAS. This approach is being implemented in most of the 46 districts that participated in the earlier Decentralized Basic Education (DBE) project. USAID's support for districts in this way is a unique initiative in educational development in Indonesia.

## 1.2 Study Purposes

This Study assesses the dissemination and sustainability of programs in the former DBE districts and makes an estimate of their impact. It makes recommendations to PRIORITAS to guide future dissemination. It also examines an initiative in Labuhan Batu in North Sumatra, called *Program Akselerasi*. This *Program* is designed to disseminate good practices to more schools concurrently with PRIORITAS programs of support.

## 1.3 Methodology

The Study has used the methodology of "realist evaluation" to prepare six case studies of dissemination to focus on the complexity of the social contexts in which dissemination and sustainability occur and to examine whether the stated program theory informing PRIORITAS' implementation strategies is valid. Each case is of one district and of four schools. There is no intention that the results of the Study can be generalized to other districts. Instead, the main purpose is to test the theory of development articulated by PRIORITAS, and generalize from that theory to the whole project. The six case studies were analyzed to test the program theory, identify important themes, challenges, and lessons learned. In support of realist evaluation, two more approaches were adopted: first, an analysis of project reports and published studies, and second, a detailed thematic analysis of the work of PRIORITAS drawing on the results of the review of reports and studies and on the evidence from the field.

## 1.4 General findings about PRIORITAS' dissemination and sustainability strategy

The evidence is that:

- There has been extensive dissemination of good practice programs since 2012-13 in the districts studied<sup>1</sup>.
- Dissemination programs are having a positive impact in schools and the likely quality of what is being achieved might possibly be better than those outcomes from direct project support. This outcome reflects local ownership of school reform and a stronger sense of responsibility

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<sup>1</sup> USAID. (2013). USAID PRIORITAS *Annual Report, October 2012–September 2013*, p.5.

in schools and districts linked to local funding of dissemination activities.

- A very strong foundation for the sustainability of benefits has been built and that the *potential* for sustainability judged against sustainability indicators is very good. However, achieving *actual* sustainability is hampered by the lack of experience-based implementation guidance available, as there has been no systematic study of actual sustainability achieved by previous donor-supported projects in Indonesian basic education to date.
- An important part of this foundation is the hard work and the consistent approach to basic education development implemented by USAID. This Study draws attention to a most important point that there has already been substantial dissemination and sustainability of good practices through links in past project design and project implementation in Indonesia. This can be traced back from the present design principles in PRIORITAS to USAID's earlier projects Decentralized Basic Education (2005 – 2011), to Managing Basic Education (2003 – 2007) and to the earlier UNICEF-UNESCO Creating Learning Communities for Children (CLCC) project in 1999.

The design and implementation of PRIORITAS is remarkably consistent with the recommendations of studies in Indonesian basic education and with published international studies. There are no shortcomings in design or implementation and this outcome is reflected in the demonstrable success of the high quality work being undertaken in the field.

## 1.5 Findings about good practice dissemination schools and districts

The thematic analysis of the dissemination case studies reveals characteristics of good practice schools and districts.

### *General characteristics in schools, communities and district government*

- Reform ownership: there is a move away from externally led reforms towards local ownership and management of reform by districts, sub districts, schools and their communities.
- There is change in the “mindset” of the education profession.
- Districts and their schools benefit from strength and quality of *social capital* (represented by the political will to improve education, quality of leadership and strength in Dinas Pendidikan, Unit Pelaksanaan Teknis Daerah (District Technical Implementation Unit; UPTD), school clusters, and school governance and management. The converse is true. Change from disseminated good practices is penetrating all levels of society to strengthen social capital: Dinas, communities, schools and madrasah. Madrasah are becoming increasingly involved in dissemination and no longer routinely forgotten in District planning. The Study Team could not detect any major differences between the quality of dissemination in the SD and MI visited.
- Quality of changes *may* be better and more sustainable than in comparable project sites because: local Facilitators know the context and are known in schools; district/school ownership of change; a shared sense of responsibility for quality; local control of change.

### *Schools and Communities*

- “Bottom – up” commitment: schools use their own BOS money to fund dissemination training and are electing to participate in activities.
- “Sideways-in” pushes by communities of good practice, as represented by strong and effective professional working groups, school clusters and school committees.
- Transitional change: The pattern of change in schools is transitional from one or a few teachers changing and then all teachers eventually changing over time.
- Consistent reporting of improved student outcomes in schools: enthusiasm for learning, motivation, attendance, social skills, and academic outcomes.
- High levels of satisfaction with change by students, teachers, principals, parents and school committees.
- Visible changes in school infrastructure: building renovations; grounds, gardens; teaching

equipment and materials.

- Valuing of students by principals and teachers clearly evident.
- Dissemination within schools: trained teachers training their colleagues.
- Sustainability is evident in schools where there is a history of commitment to change.
- A deeper understanding of the principles and evidence for good practices.

#### *District Government*

- Dinas Pendidikan officials routinely reporting a background in education as a school principal or teacher in contrast to the past when they often had no professional background at all.
- Commitment to dissemination reflected in joint planning, appointment of Facilitators, and assuming responsibility for funding.
- Commitment to improve the quality of basic education reflected in policies and regulations, such as in Regulations of the Bupati (Peraturan Bupati) and Regulations of the District (Peraturan Daerah).
- Dissemination strategies are aligned with local government policies.
- Planning for sustainability is appropriately integrated into existing planning approaches; for example, in district long term plans (Renstra).

## **1.6 Recommendations**

The Study Team's principal recommendation is to continue the present dissemination and sustainability strategy that is demonstrably working so well. If nothing more were done other than to continue the current strategy, dissemination and sustainability outcomes would be very good. Secondary recommendations are made to make a successful strategy even better.

#### *Sustainability*

Adopt a revised definition of sustainability. The formal definition of sustainability used by USAID does not address developing the capacity of principals, teachers and educational administrators for further *adaptation* to change and for continuing professional development. It should. The current definition of sustainability is professionally limiting.

Research to understand *actual* sustainability. PRIORITAS is implementing a successful program of support for dissemination and *potential* sustainability. However, it is essential to strengthen this initiative by filling a serious gap in knowledge and focusing on the factors associated with *actual* sustainability in Indonesian basic education.

Sustainability risk. One of the major and known risks to the sustainability of change is change at district level among senior education officials including trained decision makers, principals and district facilitators. Change in local political leadership is another serious concern.

Regrettably, there has been considerable worry about this unsustainability risk for too long but very little analysis and action to address that worry. It is time to address this shortcoming.

Rather than adopt a fatalistic attitude to this risk, steps should be taken to understand the dynamics of such transitions. This may help develop effective strategies to manage transitions and reduce risks to sustainability.

### *Facilitators*

Ensure the continuity of professional Facilitators in Districts. The District Facilitators play a critically important role in dissemination. Three matters that PRIORITAS and government must work through together to ensure the continuity of this essential role are:

- Establishing a permanent place for District Facilitators in government support structures for schools.
- Establish clear plans and criteria for the selection of high quality Facilitators from acknowledged good practice schools.
- Develop, implement and evaluate processes for the supervision and continuing professional development of District Facilitators in both the subject areas of their expertise and in the processes of professional facilitation.

Manage Facilitators professionally. The different employment circumstances of Facilitators and different geographical circumstances of districts require different management strategies to ensure fair working conditions for Facilitators and to guarantee equitable support to all schools wherever they are in a district. This is a delicate task for PRIORITAS to negotiate with its central and local government partners.

### *Be more strategic in dissemination*

Focus on the “Early Adopters”; “Work with the Willing”; “Make Strategic Choices”; “Bottom-up, not Top-down”. The Study Team believes there is a lesson of positive change where schools elect to participate in dissemination programs using their own financial resources. The evidence is that “working with the willing” pays direct dividends in those schools and potentially leads to more dissemination from them to other schools.

### *Guidelines and planning*

Strengthen guidelines and planning. It is a simple administrative task to tidy up some uncertainties and to publish guidelines in one easily accessible source. Guidelines might also review ways of strengthening monitoring of participant progress and providing constructive feedback for learning processes. Planning of the overall dissemination program in some districts is more haphazard than is desirable and would also benefit from close review.

### *Monitoring, evaluation and feedback*

Strengthen monitoring, evaluation and feedback for learning. The whole area of monitoring, evaluation, and especially constructive feedback to Facilitators, schools and districts, would benefit from a close review to ensure that agreed standards are maintained and that professional learning is enhanced.

### *Professional development*

Support continuing professional development to the highest standards of good practice consistent with context and needs. The PRIORITAS approach to professional development is very sound. However, an audit of current policies and approaches consistent with matters raised in this Study will help PRIORITAS to ensure that the best possible approaches are communicated and supported through the Government of Indonesia at all levels. These approaches should avoid “one-shot” professional development and ensure professional development and organizational change strategies are integrated.

### *Differentiated planning and differentiated funding*

The variation in contexts for dissemination suggests that it is timely to review planning approaches that assume (reasonably, because of the scale of this project) that conditions and needs are the same in all districts. The geographical size of districts varies greatly and this leads to different requirements for facilitation that require different funding models if all schools are to be treated equitably.

### *Managing the “resistant”*

Older teachers near retirement are often resistant to change, according to several principals. However, these experienced and higher status teachers can often change their position completely and become fierce advocates and leaders of change. The “resistant” should never be ignored. There is a literature on managing this issue that can be consulted to inform policy decisions to further strengthen dissemination and sustainability.

### *Supplementary dissemination*

Dissemination occurs through multiple supplementary means such as showcase events, public meetings and the media. These strategies can help teachers and inform communities about what is possible for the education of their children. In some districts, it may be useful to engage short-term help to assist in developing supplementary strategies that reflect local attitudes to education and to help build stronger political support for change.

As the first developing country to operate its own domestic satellite system in the mid seventies, Indonesia is no stranger to the use of up-to-date technologies to achieve its communication goals. This leadership role could be surely reflected in creative ways to disseminate good practices to schools and communities.

### *Build social capital*

Strengthen school committees and understand local communities. The dynamics of school communities, school clusters, school committees, sub districts and district government varies. It is evident that more attention to these dynamics and to local cultural characteristics could pay handsome dividends in even more effective dissemination practices.

## **1.7 Conclusion**

The design and implementation of PRIORITAS is consistent with the findings and recommendations of reports and studies in education, including studies published in the international literature. As a benchmark, these reports and studies suggest no obvious shortcomings in either PRIORITAS design or implementation. This outcome is reflected in the success of the dissemination work being undertaken in districts. In fact, there is good evidence that PRIORITAS and its Indonesian government partners are now working at the cutting edge of good, educational development practice in school reform.

However, school improvement *must* be managed on a continuing basis, as sustained school improvement cannot be a “one-off event” – as advocates of one-off training events seem to hope for in the face of overwhelming evidence to the contrary.

The success of PRIORITAS’ work in dissemination is due to its alignment with national and local government policies and needs, the needs of teachers and schools and, at more abstract level, its alignment with the international evidence for educational change.

The PRIORITAS implementation approach is also aligned with its philosophy. Its approach to dissemination and sustainability, and its implementation practices, PRIORITAS consistently reflects the distinctions made between student-centered learning and traditional teaching.

The PRIORITAS approach is also aligned with government policies and also supports the implementation of Curriculum 2013. In fact, there seems to be mutual benefit here: the dissemination of good practices supports the implementation of Curriculum 2013 and Curriculum 2013 supports the dissemination of good practices. Locally, the work of PRIORITAS is tightly integrated into local government programs by providing to local government the much-needed technical support through the Facilitators for local government funded dissemination programs.

## 1.8 Major challenges

PRIORITAS addresses the challenges of dissemination competently and professionally. There is no evidence that any major issue is being neglected. The Study Team did recognize some challenges from its observations and analysis that warrant further analysis and action to further strengthen dissemination and the ultimate sustainability of change and to make a very sound approach even better. These challenges include:

- Educating beneficiaries in adaptation to change.
- Shifting monitoring and evaluation practices away from an excessive focus on accountability towards learning for strengthening implementation practices, change, and sustainability.
- How to ensure that the transfer of learning from formal training and mentoring to work is a more integral part of the existing organizational practices in schools and districts.
- At district level, in changing “mind-sets” of some teachers and principals and the weakness of community participation in schools.

## 1.9 Lessons Learned

### *Change is not a one-off “event”*

Change is a slow process of transition from building awareness, developing understanding and some basic skills, professional practice of these skills with feedback, continuing cycles of professional development, refinement of teaching practices, and steady movement away from surface approaches to teaching towards deeper beliefs, ownership, and stronger skills and understanding of the educational principles informing good practice in schools.

### *No clear pattern: dissemination and sustainability are complex*

The concepts of dissemination and sustainability are complex. PRIORITAS’ implementation of its dissemination and sustainability strategy is producing a variety of locally determined change processes in schools and districts. Dissemination programs are being implemented in different ways that reflect local ownership and responsibility in diverse contexts and at a scale that is impossible for PRIORITAS to manage, control or even to fully comprehend.

### *Addressing the neglect of sustainability*

In the past, key stakeholders in the improvement of education in Indonesia have expressed “hopes” about sustainability of benefits after a project has concluded. USAID PRIORITAS is the first project to seriously address this hope. This Study of dissemination is the first independent assessment of this kind of donor follow-on support for dissemination and sustainability.

The Study has provided insights into *potential sustainability*. But *actual sustainability* of change in Indonesian basic education – and the mechanisms behind it – remains an unstudied mystery, even after 50 years of donor development assistance to Indonesia.

Further investigations of the dynamics of actual sustainability achieved by past project interventions in different cultural contexts are essential to inform PRIORITAS practices and place these practices on a firm empirical foundation. If this is not done, then PRIORITAS' program intentions to achieve actual sustainability will continue to be based on educated guess-work – as have all other projects in the past.



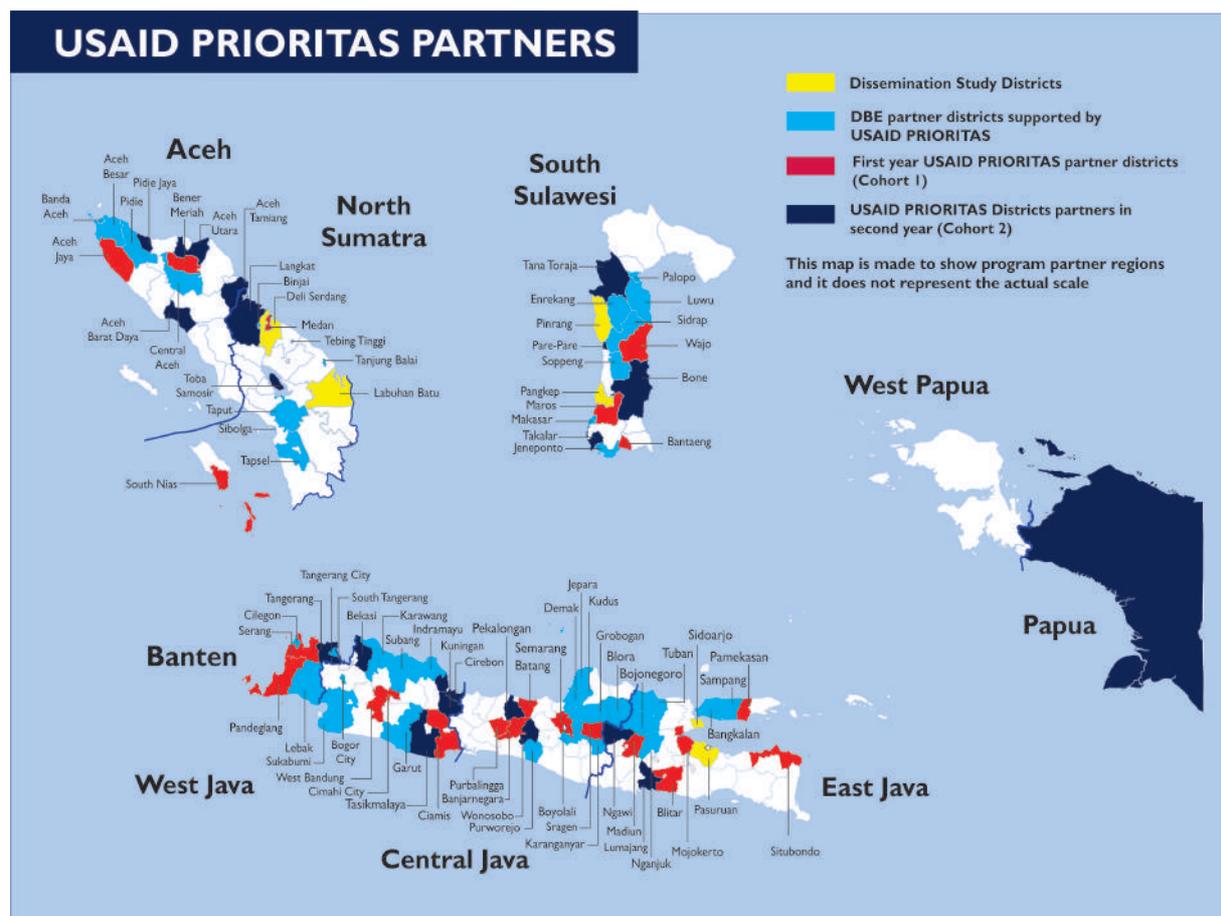
## 2 DISSEMINATION AND SUSTAINABILITY IN EDUCATION PROJECTS

### 2.1 Introduction

Prioritizing Reform Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators and Students (PRIORITAS) is a five-year USAID-funded project designed to improve access to quality education for children in Indonesia. The project seeks to improve the quality and relevance of teaching and learning in schools through pre- and in-service training, develop better management and governance in schools and districts and supports better coordination between schools, teacher training institutions and government.

PRIORITAS works directly with districts and schools to build models of good practice in teaching and learning, school management and community participation. It is expected that districts themselves will disseminate these models to further schools using local funds but with limited support from PRIORITAS. This approach to dissemination is already being implemented in most of the 46 districts that participated as partners in the earlier Decentralized Basic Education (DBE) project from 2005 – 2011. The location of districts and study sites is shown in Figure 1.

**Figure 1: Location of Study Sites**



This Study has been commissioned to assess the extent of dissemination and sustainability of programs that have taken place in selected former DBE districts and to make an estimate of the impact of these programs compared to similar programs directly implemented by

PRIORITAS. It also examines a new initiative in one district, Labuhan Batu in North Sumatra, called *Program Akselerasi*. This *Program* designed to speed-up the dissemination of good practices alongside the normal programs of support provided by PRIORITAS.

The Study makes recommendations to PRIORITAS to guide future dissemination of project programs. A copy of the Scope of Work for the Study is included with this Report as Appendix C.

The Study was a challenging task. It was challenging for three reasons:

- First, because of the cultural complexity and sheer physical scale that characterizes the Indonesian education system<sup>2</sup>
- Second, because the concepts of dissemination and sustainability are more complex than the every-day idea of simply spreading ideas and good practices around and hoping they survive over time
- Third, because the commitment to dissemination and sustainability embedded in the PRIORITAS project design is a unique in the history of the project-supported development of Indonesian basic education. The work necessary to support that initiative, and to study it, places both at the frontier of educational development, and with few guiding precedents.

To manage these challenges of complexity in a brief study of this kind is another order of “challenge”.

## 2.2 Dissemination and sustainability concepts

For years, educational development projects have communicated the idea that key goals include capacity development, the dissemination of good practices, and the expectation that beneficiaries will sustain these practices into the future. Recent analysis of the evidence from individual aid projects on a global scale is generally positive about this idea: it is claimed that the majority of projects meet their immediate objectives, impact has improved, but a question mark hangs over dissemination and the sustaining of benefits<sup>3</sup>.

In the case of educational development projects in Indonesia, there is sufficient evidence from project reports to conclude that projects have met their quantitative objectives<sup>4</sup>, that there has been dissemination to other schools and districts, but little empirical evidence of the quality of dissemination or whether beneficiaries have sustained changes over time. This study is a modest attempt to provide some evidence about these issues.

Pick up any educational development project report and a confusing cascade of technical concepts around the idea of dissemination will appear, sometimes without any clarification. A UNICEF study of the dissemination of good practices in basic education<sup>5</sup> identified a long list of such terms and grouped them under the broad heading of “knowledge-sharing”. Some of the terms identified were:

- Implementation

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2 On the matter of scale, is not widely appreciated that some of the Indonesian districts studied have bigger populations than several European countries and US and Australian states. For example, two Districts studied, Sidoarjo (1.9 million people) and Deli Serdang (1.8 million) are both larger than six European countries, eleven states in the USA, and four Australian states and territories. Expectations need to be tempered by a realistic assessment of the enormous scale at which projects like PRIORITAS work.

3 Riddell, R. (2014). *Does Foreign Aid Really Work?* Available: <http://devpolicy.org/2014-Australasian-Aid-and-International-Development-Policy-Workshop/Roger-Riddell-Background-Paper.pdf>

4 A recent example of an activity meeting quantitative objectives is reported in: Shaeffer, S. (2013). *BOS Training: Its Implementation, Impact, and Implications for the Development of Indonesia’s Education System*, An Independent Review, Prepared for AusAID Indonesia. 47pp.

5 UNICEF. (2010). *Disseminating and Mainstreaming Good Practices Volume 2 – Technical Support Manual*. Second Edition. Mainstreaming Good Practices in Basic Education Project. p.15.

- Mainstreaming
- Dissemination
- Sustainability
- Deepening
- Replication
- Scaling up
- Advocacy
- Transfer

A shorthand way of describing these ideas is necessary. This is set out in Table 1. The Table seeks to integrate these ideas into the three key broad concepts of the implementation, dissemination and sustainability of good practices. These broad concepts are consistent with common USAID project usage in Indonesia.

**Table 1: Knowledge sharing: key concepts**

Knowledge Sharing for Good Practice: Summary of Key Concepts.		
Implementation	Dissemination	Sustainability
From: Socialization, advocacy and implementation →→→ To: Sustainability of good practices		
Socialization, advocacy, roll-out	Transfer, replication, scaling-up	Deepening, institutionalization, sustainability, mainstreaming

### 2.2.1 Dissemination

Dissemination is the term used consistently in all PRIORITAS plans and reports. However, it is not defined in either of USAID’s key programming policy documents, USAID ADS 200 or ADS203. For this reason, it is necessary to turn to past USAID work in Indonesia for guidance. A general definition of dissemination can be derived from earlier work done by DBE1 and DBE3. It is slightly modified for PRIORITAS as follows:

“The process where the programs or innovations developed under the PRIORITAS project are implemented independently by others, beyond the original project sites, using their own resources.”

The Study Team found that the concepts of dissemination and sustainability were widely used and understood in schools and districts. The Team did find that the implementation of PAKEM and CTL has become so widespread in schools and Districts visited as to suggest the use of the English language term “mainstreaming” to describe what is now being achieved in some schools instead of dissemination. However, this term does not translate well into Bahasa Indonesia. The term is not widely understood<sup>6</sup> and so the Team concluded that, for now, the term “mainstreaming” should be avoided.

### 2.2.2 Sustainability

A study of this kind must be based on current USAID policy and successful past practice in projects similar to PRIORITAS. A search of relevant USAID policies shows that sustainability

<sup>6</sup> This lack of understanding was a continuing challenge in UNICEF’s *Mainstreaming Good Practices in Basic Education* project.

is considered to be a fundamental concept in development. USAID defines sustainability as follows:

“... the continuation of benefits after major assistance has been completed. While ultimate responsibility for sustained benefits often rests with the local stakeholders, the operational principle of sustainability requires that it be incorporated from the start when selecting a program during the Country Development Cooperation Strategies process or designing a subsequent project”<sup>7</sup>.

There is an issue concerning the term “sustainability”. When it is used in educational development, it reflects an anxiety that the benefits of implementing good practices will be lost – and not sustained into the future – and practices will revert to the bad old ways of the past<sup>8</sup>. However, perhaps we should not want the sustainability of current good practices at all! Current practices will change at some time in the future. What we should want from the sustainability of current dissemination of good practices is the capacity of individuals and institutions to be able to implement the good practices now, but also monitor change, to learn from experience, and to be able adapt and develop even better practices. This point is also made in the research study by Coburn discussed in section 3.10.6 below.

These are complex challenges that suggest an *educational* strategy rather than a training strategy. Evidence in some Districts and schools is that they are now prepared to address these matters to meet the demands of never-ending change. Hence the need to encourage deep change where principles are better understood, beliefs change, and the capacities to investigate, adapt and develop better practices become the new focus.

So, the current definition of sustainability is potentially misleading. What is required is clarification of the concept “benefit”. If benefit does not include the capacity for adaptation and continuing development then this concept of benefit is limiting. A more forward-looking definition of sustainability is required. The following is a starting point for further discussion:

Sustainability of educational change is where

- there is continuation, adaptation, and advancement of benefits after development assistance has been completed
- there is local ownership of the issues and where responsibility for their resolution is ultimately with local stakeholders
- local participation in the activity is constant or increasing
- external inputs lessen over time, approaching zero
- the distribution of benefits is equitable
- the outcomes of benefits advance the quality of education.

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7 USAID (2012). ADS Chapter 200, Introduction to Programming Policy, p.76.

8 The term “recidivism” is relevant here. This is the act of people repeating or reverting to undesirable behavior such as poor teaching practices, after they have been trained to change that old behavior to use better practices. Recidivism is most commonly used in the professional areas of prisoner reform and drug rehabilitation.

**Assessment:** Information in PRIORITAS project documents and practices observed in the field are compliant with USAID's concept and intentions concerning sustainability. By being compliant, a strong foundation for sustainable outcomes has been built. There is evidence that the definition of sustainability used requires adjustment to reflect the needs of beneficiaries to be able to adapt to the demands of future change.

### 2.3 What does dissemination look like?

The Study Team undertook visits to six districts and 28 schools and prepared case study accounts of dissemination for each district. The reader is directed to the cases to get an understanding of what dissemination and sustainability look like in schools and districts. The cases are provided in Appendix B.

### 2.4 Dissemination and sustainability through project design

This Study draws attention to the important point that there has already been substantial dissemination and sustainability through project design and project implementation in Indonesia. This includes ideas such as active learning, school based management, whole school development, good practices, working with school clusters and through government systems, and bottom-up change processes. As a consequence, the dissemination of good practices can be expected to be very much greater than might be concluded from looking at the outcomes of one project in isolation. This expectation was confirmed in the present Study.

The *Creating Learning Communities for Children (CLCC)* project was a joint project of the Government of Indonesia, UNESCO and UNICEF and was supported at various times by NZAID and AusAID. At inception in 1999, CLCC was an initiative to support the government's primary school reform agenda in the context of regional autonomy. CLCC built on the "three pillars approach", integrating school based management, PAKEM and community participation into a coherent model for change. CLCC is an important program because of its contributions to subsequent projects and for the dissemination of the idea of the three pillars approach. It also developed the constructive idea of school clusters.

CLCC built upon an earlier project on active learning and was designed to meet the (then) Ministry of National Education's insistence of using existing government structures to implement development in districts and schools, rather than creating new structures such as project implementation units. The *Active Learning through Professional Support to Teachers* project from 1979-1994 was the main source of ideas for educational improvement for projects such as CLCC, and subsequently USAID's Managing Basic Education (MBE) beginning in 2003, Decentralized Basic Education (DBE) in 2005 and now Prioritizing Reform Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators and Students (PRIORITAS) operating for five years from 2012.

The impact of CLCC through USAID's MBE is substantial. MBE's further contribution to the dissemination of good practices is especially noteworthy. For example, MBE became the model for AusAID's *Indonesia – Australia Partnership in Basic Education* in East Java (2004 – 2007); UNICEF copied its main implementation features for its *Mainstreaming Good Practices in Basic Education* project (2007 – 2010) and the British Council – British Petroleum project, in the *Teluk Bintuni Basic Education Project* in Papua (2006 - 2009) similarly borrowed from the MBE model. In addition, MBE made substantial contributions to the design and implementation characteristics of DBE and subsequently to PRIORITAS.

There are lessons to be learned from studying history and the World Bank documented these in 2008. In summary, the main lessons in relation to dissemination are shown below. The Study Team found ample evidence that all of these lessons were still valid.

- Effective and efficient aid delivery in basic education depends on being able to apply at the national level what has been learned from projects operating on a much smaller geographical scale and with limited budgets.
- Extensive dissemination is occurring through locally managed initiatives.
- Centralized, top down strategies for going to scale are likely to be less effective than decentralized, bottom up strategies.
- Dissemination occurs from one project to the next: the dissemination of good practices from the CLCC “parent” to numerous other projects operating at national level is one example.
- Much unrecognized development occurs through networks and “communities of practice” that exist in the education sector. These communities of practice include principals’ working groups, the KKS, and teachers’ subject working groups, the KKG and MGMP.

**Assessment:** The design and implementation practices of PRIORITAS are consistent with the lessons learned reported in the World Bank study

A common lament at the conclusion of projects has been a worry that progress made will disappear and practices will revert to the old ways. Until USAID included continuing support to former DBE districts and schools in the PRIORITAS design, it was unknown for donors to return to project sites and provide any continuing support for sustaining change. Accordingly, the present study is significant in that it provides an assessment of this unique initiative.

## 2.5 Methodology: Summary

This has been a challenging Study for three main reasons. First, because of the complexity and physical scale of the Indonesian education system, second, because the concepts of dissemination and sustainability are complex, and third, because little empirical work has been done in this area in Indonesia in the past as a guide for this Study. Accordingly, a significant amount of time was devoted to developing a practical methodology in response to the Scope of Work. This methodology is outlined in Appendix A to inform those who may undertake similar work in the future and as an accountability record of the approach used.

Studies of education in Indonesia often ignore the complexity of the “whole picture” including the complexity of the social contexts in which dissemination and sustainability occur. To address this, the Study has used the methodology known as “realist evaluation” to prepare six case studies. Each case is of one district and of four schools. The six studies together were ultimately analyzed to identify important themes, challenges and lessons learned.

In support of realist evaluation two other approaches were adopted in this Study:

- First, an analysis of project reports and published studies was undertaken. This work assisted in developing an understanding of concepts and also provided the research basis for developing the approach to the construction of data collection procedures. This also provided a perspective on the “state of the art” in educational dissemination and sustainability.
- Second, drawing on the results of the review of reports and studies and the evidence from the field, a comprehensive analysis of the work of PRIORITAS was undertaken to make assessments of the approaches being taken to dissemination and sustainability. These assessments lead ultimately to the conclusions and recommendations of this Study.

### 3 REVIEW OF STUDIES AND REPORTS

#### 3.1 Introduction

This Chapter reviews studies and reports arising from USAID's past project work in disseminating sustainable good practices in Indonesian basic education. It also includes a brief review of reports from related education projects and a selection of studies from the published literature.

The review serves three purposes. First, it provides an assessment, as the Scope of Work shown in Appendix C requires, of the extent to which the recommendations of these reports and studies have been taken into account in implementing PRIORITAS programs. Second, it provides data for an evidence-based framework of indicators of dissemination and sustainability to test current practices supported by PRIORITAS in the field. Finally, it contributes to the theory of change developed in Appendix A.

The idea of disseminating good practices to schools is one that has been a central idea in development projects for many years. In 2002, an audit of the Asian Development Bank's (ADB) Junior Secondary Education Project<sup>9</sup> recommended as follows:

- "Educational leadership in academic supervision focused on teaching and learning ... is pivotal to ensuring the quality of junior secondary education." (p.16).
- "The work that supervisors are doing can be substantially improved, particularly with respect to (i) disseminating examples of good practice in school management, learning, and teaching; (ii) monitoring and supporting the work of school principals; (iii) providing models of good practice in developing and implementing maintenance schedules and resource management plans; and (iv) demonstrating leadership in securing greater community involvement in the work of schools. These activities should be accomplished by December 2004" (p.16).
- "The Operations Evaluation Mission recommends that the Government (i) disseminate examples of good practice in school management, learning, and teaching; (ii) monitor and support the work of school principals; (iii) provide models of good practice in developing and implementing maintenance schedules and resource management plans; and (iv) demonstrate leadership in securing greater community involvement in school work" (p. v).

**Assessment:** These ADB recommendations are now reflected in the work of PRIORITAS and were confirmed during the Study Team's fieldwork (although the wildly optimistic expectation that they would be accomplished by December 2004 [p.16] must be marked as a "fail"!)

USAID has supported three consecutive educational development projects in Indonesia in the past decade. Unusually for Indonesian education projects, these projects have steadily built upon the experiences, the materials, and lessons learned from the earlier USAID projects from 2003 until the present. This achievement has ensured the continuing development of proven approaches to change, exploited the benefits of using existing and effective teams, and avoided costly changes in direction and the fruitless "re-inventing of wheels".

These three consecutive projects are Managing Basic Education (MBE), Decentralized Basic Education (DBE) and now PRIORITAS - Prioritizing Reform Innovation and Opportunities for Reaching Indonesia's Teachers, Administrators and Students.

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<sup>9</sup> Asian Development Bank. (2002). *Project Performance Audit Report on the Junior Secondary Education Project* (Loan 1194-Ilo) in Indonesia. Manila.

### 3.2 USAID Managing Basic Education

Managing Basic Education (MBE) was a small project primarily working with Districts and schools in East and Central Java. MBE operated from 2003 until 2007. The focus of MBE was initially on supporting change in educational management and governance and then went on to include improving the quality of learning and teaching in schools and Districts.

The data on dissemination reported by MBE are very impressive. All districts it had supported were disseminating to non project-targeted schools and in the period 2004 – 2006, dissemination had reached 6,075 schools and 51,630 participants. However, MBE noted that neither the quality of this dissemination nor its impact was known and recommended that “future donor supported programs investigate the quality of dissemination, its impact and the ways in which donors might be able to most effectively encourage and assist with such locally owned change strategies”<sup>10</sup>. The design of DBE recognized these issues and in the final years of this subsequent project, undertook a number of studies of dissemination.

MBE also identified and published a set of lessons learned<sup>11</sup>. These lessons are:

- Dissemination needs to be phased according to local capacity and training needs to be of an appropriate length (it cannot be cut in half and have the same effect).
- Most districts are undertaking dissemination within and beyond their districts. Numbers of non-MBE sub districts, districts, schools and individuals are large but the quality of dissemination is unknown.
- Dissemination of project innovations needs to be supplemented by assistance to districts and schools to devise strategies to support continuing quality change and development.

**Assessment:** These observations were invaluable guidelines for following projects including DBE and have been incorporated into the approach now used in PRIORITAS when planning dissemination with districts. However, the Study Team believes that ways to address continuing quality and quality monitoring should be explored.

### 3.3 USAID Decentralized Basic Education

MBE served as a pilot for the much larger Decentralized Basic Education (DBE) project. DBE operated in 50 Districts from 2006 until 2011. The DBE program focused on improving school management and governance and the quality of basic education. It was divided into three packages of services, each with its own contractor, to address these main goals:

- DBE1: to assist local governments and communities to effectively manage education services
- DBE2: to enhance teaching and learning to improve student performance, especially in key subjects such as math, science and reading
- DBE3: to ensure that Indonesia’s youth gain more relevant life and work skills to better compete for jobs in the modern economy.

The final external evaluation report of DBE gives a lot of attention to matters of sustainability. However, the evaluation’s conclusion is rather gloomy: “Only in a few Districts has the program truly been adopted by the District and brought to scale, challenging the assumption that once demonstrated to Districts the value of the program would be manifest and Districts

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10 USAID. (2006). *Annual Progress Monitoring Report*. Managing Basic Education. p. 66

11 USAID. (2007). *Lessons Learned from MBE Implementation Progress in Indonesia 2003 -2007*, Managing Basic Education, p.14.

would rapidly replicate the program. Seen in this light, the glass is half-full and may be shrinking<sup>12</sup>”.

This evaluation makes many very helpful observations to enhance sustainability through PRIORITAS. Many of these, to the credit of USAID and PRIORITAS, have been incorporated into project design including the key recommendation to plan for sustainability more thoroughly from the beginning. Other observations include reducing program complexity, more government responsibility to provide leadership and commitment to ensuring trained leaders in schools and Districts are maintained, clear-cut targets and commitments for funding, and monitoring and feedback to support change and sustainability.

**Assessment:** These observations have been mostly heeded by PRIORITAS although the Study Team formed the view that monitoring and feedback is weak and are both areas deserving of greater attention to provide better quality feedback to schools.

Sustainability is a seriously under-researched area in Indonesian education projects and the rich source of ideas in the DBE evaluation and the outcomes of the present study provide the basis for further analysis and implementation in PRIORITAS policies and practices.

The evaluation notes: “Replication has ‘spread the word’ about good DBE practices in target provinces but replicated schools seem to be somewhat weaker than DBE schools in application of active learning methods. DBE practices seem to have been absorbed at a surface level and are almost certainly not institutionalized (p.42)”.

### *3.3.1 USAID Decentralized Basic Education 1: Study of Dissemination<sup>13</sup>*

DBE1 focused on the management and governance of basic education. This study of dissemination reflects this focus in its analytical and policy approach. To support dissemination and sustainability, DBE1 focused on developing methodologies to implement Indonesian Government policy supporting decentralization and improving the management and governance of basic education. DBE1 claims that the success of these methodologies is due to the following:

- Methodologies and content were closely aligned to government of Indonesia policy and regulations.
- DBE1 focused on a combination of implementation strategies including the development of practical manuals for each of these methodologies, supplemental computer software and training modules, an intensive program of training for school supervisors and independent service providers, such as universities, as facilitators.

A most useful outcome of DBE1’s work is the specific guidelines on “dissemination standards”. The standards cover four domains as follows:

- Process standards: for example, include both training and on-site mentoring, conducted by experienced facilitators, involve a range of school-level participants, involve system level managers and supervisors in management, monitoring and evaluation, do not involve large-scale events of over 50 participants, and are completed within a reasonable period of time.
- Program content standards: for example, programs integrate all components of school based

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12 USAID. (2011). Indonesia: Decentralized Basic Education Project, Final Evaluation. Volume 1: Main Report. p. 85.

13 USAID. (2009). Good Practice, Dissemination and Sustainability: Implications for Policy. Decentralized Basic Education 1.

management and components will be introduced to schools in a strategically sequenced way following the DBE1 training plan, and disseminated programs include the full DBE program.

- Outcome Standards relating to specific training, for example, leadership training.

These standards proved to be invaluable to the Study Team as the basis for developing indicators of good practice in dissemination.

**Assessment:** The available guidelines for dissemination of PRIORITAS programs reflect these standards. The standardization and availability of guidelines could, however, be strengthened.

### *3.3.2 USAID Decentralized Basic Education 2: Draft Report on Transition*

The DBE2 report provided for this Study is only in rough draft form and its analysis is difficult to interpret. There are several reasons for this difficulty and each is instructive for future practice in PRIORITAS.

First, there is no clear analysis of terms and the rather different concept of “transition” is used. Second, this transition concept focuses more strongly on the project itself than on the intended beneficiaries. In the document provided to the Study Team titled “DBE 2 Transition Activities Qualitative Data Collection Plan”, it is asserted that: “DBE 2 formalized a system of sustainability-building in Indonesia’s primary schools by transitioning itself from a project focused on service delivery to one supporting systemic reform. A central component of this strategy has been to transfer DBE 2 training materials to, and conduct DBE 2-based professional development within non-target districts, sub districts, and schools... The nature of DBE 2’s transition strategy is such that DBE 2 is not the primary implementer of transition activities taking place in schools.”

However, the DBE2 study makes an important conceptual contribution, one that was observed routinely in this Study. That contribution is that it is more helpful to think about a process of “transition” rather than “change” following dissemination. Rapid and abrupt changes in PAKEM and CTL can be observed in schools but the social and political context in which change occurs involves a longer and more convoluted process of transition from awareness through to sustainable change.

### *3.3.3 USAID Decentralized Basic Education 3: Study of Dissemination<sup>14</sup>*

DBE3 produced an evaluative study of dissemination and, like the DBE1 study, was able to make important conceptual contributions for practice and policy. DBE3 implemented a variety of activities to generate dissemination in three distinct categories described as:

- Dissemination for awareness: The diffusion of information when the purpose is to make potential adopters aware of the project innovations and outcomes. Basically involves one-way processes such as newsletters, presentations or websites and word of mouth.
- Dissemination for understanding: When the purpose is to give people a deeper understanding of the project, as it will be beneficial to them in order to encourage them to use project innovations.
- Dissemination for action: Involves the actual adaptation and use of project innovations, resulting in a real change in practice, such as the involvement of project staff and beneficiaries and potential adopters in ongoing networks and communities of practice,

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<sup>14</sup> USAID. (2011). *Project Dissemination Report*. Decentralized Basic Education 3.

combined with funding mechanisms to encourage the spread of innovations<sup>15</sup>.

As did DBE1, DBE3 established specific quality standards for the dissemination of DBE3 innovations. The four key standards were:

- The order in which the modules are used in individual schools must be in accordance with the DBE3 program
- A minimum of one complete project unit (module) is used in its intended timeframe
- Training must be implemented by qualified DBE3 Facilitators
- At least 10 participants from a single institution must be involved in the training.

However, in analyzing the data for dissemination against these quality standards, it was found that more than half of all DBE3 supported dissemination activities conducted in the provinces over three years did not meet one or more of the standards for quality.

There were acknowledged weaknesses in project dissemination. One weakness was that DBE3 carefully planned out strategies for facilitating dissemination but never developed an overall plan for dissemination that included guidelines or priorities for dissemination. The study found that the quality of the dissemination programs were well below the quality of direct assistance programs. Although DBE3 did develop quality standards for dissemination, these were not adhered to.

It is very candidly observed that compromises were made because dissemination was viewed by DBE3 as only an addendum to the “real project”. For DBE3, the main goal of dissemination seemed to have been to achieve numbers to report to USAID: the higher the numbers the more successful the project was perceived to be. Unlike the training implemented by DBE3, there were no requirements for reporting on the quality of the dissemination training or its outcomes.

This outcome is most instructive for future dissemination for at least two important reasons. First, it demonstrates the risk to quality of focusing on quantitative outcomes. The idea of “coverage” of all schools in a sub district or district is common. Second, it is an illustration of what has been presented as “the greatest management principle”, that is the principle that the things that get rewarded get done<sup>16</sup>. Moreover, the quality standards developed by the project were not comprehensive enough and, were never updated. The standards allowed for too much interpretation, which meant that key elements (such as mentoring) were regularly omitted from dissemination programs. This negatively affected the impact of dissemination training.

This frank analysis of weaknesses provides the basis for a sound set of recommendations, many of which are substantiated in the research literature. Among these recommendations are:

- Focus on quality not quantity: monitoring and evaluation plans should include indicators assessing the quality and impact of dissemination training, not only the quantity.
- Maintain standards: standards must include the core elements as compulsory for dissemination, they should be comprehensive and comprehensible and the standards should be reviewed and updated regularly as projects learn lessons from direct implementation.
- Work with districts, not schools: the focus should be on working with partner districts to help them develop an overall plan for dissemination and then provide the technical expertise to support the implementation of the plan.

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15 These independent conclusions are reflected in the published literature. The study by Gannaway, D. et al. (2013). *Cultivating change: disseminating innovation in higher education teaching and learning*. *Innovations in Education and Teaching International*, 50, 4, 410 – 421, which arrives at similar conclusions, is discussed in the following sections.

16 Le Boeuf, M. (1986). *GMP: The Greatest Management Principle in the World*. New York, Berkley.

- Plan for dissemination: dissemination should start from project schools and spread outwards, like dominoes, as DBE3 experience has shown that dissemination schools really benefit if there is a partner school nearby to work with. Dissemination needs to be planned out well in advance in order to avoid disruption to school activities.
- Build capacity in new districts: dissemination schools in new districts do not do as well as dissemination schools in partner districts because the same supportive environment (or capacity) does not exist<sup>17</sup>.
- Use national and District planning and review meetings: such meetings were the single most effective activity in DBE3 in increasing government commitment and funding for dissemination.
- Plan for a shift in responsibility: it is important that projects provide some level of concrete support to those wanting to disseminate to ensure quality and good management of early dissemination efforts. However, funding should increasingly be provided by local sources and by the end of the project, districts should be covering all dissemination costs.

These recommendations were very helpful to the Study Team as the basis for developing indicators of good practice in dissemination.

**Assessment:** The principles and intentions of the extensive list of standards and emphasis on quality are not in dispute. However, there is a risk in being too forceful in presenting these guidelines to districts as they contradict the final recommendation to plan for a shift in responsibility, something that several districts have done. A delicate balance needs to be achieved between local responsibility, evidence-based guidelines, and the avoidance of apparent top-down, project-led direction of the dissemination processes.

### 3.4 USAID PRIORITAS Monitoring Report<sup>18</sup>

The most recent PRIORITAS project monitoring report is the final document the Study Team wishes to offer comments about. It does this by quoting from the conclusions in the Report and by offering assessments based on recent field observations.

1. “Past experience from projects similar to USAID PRIORITAS shows, however, that during the first year of project intervention, significant improvements took place only to find out on the following years that little progress happened” (p.60).

**Assessment:** Initial changes can be dramatic as they are highly visible and teachers generally have an immediate response. Changes in subsequent years tend to be less visible. This present Study suggests that change may be still in progress but at a deeper and less apparent way. For example, teachers’ beliefs and values around teaching and learning may be in transition towards a deeper understanding and more elaborated and refined teaching skills may develop over time as a result of professional practice. In addition, there is evidence these teachers are sharing their understanding with colleagues in the school and in their school cluster.

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<sup>17</sup> This recommendation is one that has particular relevance in Labuhan Batu District in North Sumatra as it begins its independent Program Akselerasi.

<sup>18</sup> USAID. (2014). *Second Round Monitoring Report: Assessing the Impact of the USAID PRIORITAS Program on Schools in Cohort 1 Districts, April 2014.*

2. “Necessary steps should be taken to maintain and maximize the achievement<sup>19</sup>. Teachers should be able to learn from their personal experience that changing teaching methods really brings improvement in student achievement. Only with personal genuine conviction, the changes in teaching practices become a habit and not a temporary behavior during short observation by monitors (Hawthorne Effect)” (p.60).

**Assessment:** There are three comments on this conclusion.

First, this suggests the need for support in further professional development where teachers are assisted to develop skills in evaluating their work “to learn from their personal experience”.

Second, they also need stronger skills in making valid judgments about student learning based on better methods of assessment.

Third, the Study Team is concerned about the implied criticism of what is described as “temporary behavior” – behavior designed to impress the visiting team. This matter worried the Study Team as there was no doubt at all that many teachers had taken a lot of trouble and time to prepare in this way for the Study Team visit. Does this invalidate our results? No, it does not, for the following reasons:

1. Behaviors observed in classes were, in fact, observable demonstrations of a range of teaching skills. Teachers were teaching and often doing so in exemplary ways.
2. Few – if any – professionals always perform at the peak of their capacities all of the time. Most competent teachers will not teach in exemplary ways in every lesson and will sometimes use relaxed and informal approaches where students work quietly alone while the teacher corrects work or prepares for another lesson.
3. On the other hand, experience in visiting many Indonesian schools in the past is that examples of good “temporary behaviors” are not demonstrated at all, even when it was known visitors or monitors were coming.

It was not the task of the study team to monitor performance, as a school supervisor might do. Rather, it was to detect whether a particular approach had been disseminated at all. At the very least, competent demonstration of “temporary behaviors” does confirm this. A more important, and almost impossible question to find answers to is “what is the source of these temporary behaviors?” Some must surely be attributable to teacher training, and some may have originated in earlier DBE inputs, some from other development work such as participation in school cluster activities, and others from PRIORITAS dissemination.

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19 This is an important observation and must be incorporated into policies. The assumption that having an accountability system or a one-off training event will improve schools is wrong. There is evidence of even the most effective schools dropping to average effectiveness where improvement efforts are not implemented on a continuing basis. This explains why school improvement must be managed on a continuing basis; change and improvement is not a one-off ‘event’. Source: Creemers, B. and Kyriakides, L. (2012). *Improving quality in education: dynamic approaches to school improvement*. Routledge, London and New York, p.51.

3. “The improvement of teaching practices was evident also in comparison schools... Apparently, the comparison schools had been exposed to training materials produced by the project. There seems to be impossible to prevent the project exposure to comparison schools since the schools are in the same Districts... The involvement of comparison schools in data collection and not in the project interventions created some resentment among principals and teachers in comparison schools (p. 60).”

**Assessment:** The Study Team supports the PRIORITAS idea of disseminating to comparison schools in some way that is manageable. The recommendation that local government should be encouraged to give priority for comparison schools to participate in dissemination of good practices very wisely recognizes government responsibility for dissemination. More interesting is that engaging schools as “comparisons” is actually working as a subtle way of disseminating good practices and this strategy should be retained for this purpose. What should be avoided is a potentially futile, unethical and expensive attempt to seek “control groups” of schools or “comparison schools” theoretically untouched by good practices disseminated by PRIORITAS or other groups. Comparisons are instructive to help understand how different outcomes are achieved.

### 3.5 UNICEF’s Mainstreaming Good Practices in Basic Education Study

UNICEF’s Mainstreaming Good Practices in Basic Education project developed comprehensive guidelines to build a stronger basis of theory and evidence to support dissemination. The guidelines were derived from values set out in the (then) national Strategic Plan to ensure that dissemination was based on the policies and strategies of the Indonesian government and on the evidence of “what works” in the Indonesian education system. The guidelines review lessons learned from project experience. The lessons are:

1. Centralized, top down strategies for dissemination or going to scale are likely to be less effective than decentralized, bottom up strategies.
2. Dissemination occurs through donor-supported projects to other projects.
3. Much unrecognized development and dissemination is occurring through the multiplicity of networks and communities of practice that exist in the sector. To ignore the wide range of forms of human collaboration through computer networks and social media in any consideration of dissemination is to miss one of the greatest opportunities now available. In addition to networks described, other factors supporting dissemination in Indonesia include:
  - Increasing participation by citizens in education and in governance, reflecting democracy; increased participation rates in education at all levels; and active participation by citizens in school committees and local government institutions;
  - Evidence of horizontal collaboration and development of expertise between different donors, projects and activities, for example, development consultants working on multiple projects, and sharing of good practice training materials among projects<sup>20</sup>.
4. Dissemination occurs through the work of sub districts.

Finally, the UNICEF study shows that the evidence from districts is that dissemination can be achieved by working at one or more of the following levels. Where effort is spent addressing more than one level, constructive synergy is developed:

- Geographical scale: coverage beyond the initial good practice sites.

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<sup>20</sup> A balanced approach to networks is essential. To be successful, there must be a strong self-interest for all participants in the network. The objectives of the network have to be identified and activities carefully planned. Networks need to focus on agreed issues and linked to local, school or district priorities.

- Partnership scale: achieving scale by working with a wide range of different government and civil society organization partners such as teacher professional associations, universities, business and industry, the media, government organisations of all kinds, and other development projects.
- Policy and legislative scale: achieving scale at the three levels of government by creating the regulatory environment in which good practices can be disseminated.
- Technological scale: using new technologies for dissemination that, in principle, are global.

### 3.6 AusAID's Indonesia Australia Partnership in Basic Education

The Indonesia Australia Partnership in Basic Education (IAPBE) worked in three Districts in East Java from 2004 - 2007. As noted above in section 2.4, IAPBE is a demonstration of the dissemination of a project model from CLCC to MBE to IAPBE.

This partnership sought to assist in three areas – educational governance, educational administration, and school development. An external evaluation found that IAPBE had been “extremely successful”, that prospects for sustainability appeared bright, although there was no guarantee that benefits would be sustainable as there were no official local “champions” remaining<sup>21</sup>.

IAPBE has had a number of specific sustainability strategies built in from the start (and not, as often happens, as an afterthought). The external evaluation recommended that they be considered for use in other activities in the basic education area. For example, IAPBE had developed a high level of ownership and has “grown its own people”. IAPBE had a number of levels of trained personnel: local consultants (the top level); trainers of trainers; and trainers, who actually delivered the training to stakeholders. Thus, from the beginning, activities were conducted by local teams, with the local consultants mentoring the other two groups while being mentored by the Australian advisers. These local consultants took responsibility for implementation of the training as soon as their training was completed. This meant that handover to the local consultants effectively occurred well before partnership completion. There had also been a high level of take-up by districts with local funding to extend the benefits of the partnership to non-targeted sub districts and schools.

The external evaluation believed that a very simple and cost effective means to support both dissemination and sustainability would be to set aside a small amount of continuing funding for local consultants for a period of two years at the University of Malang. AusAID did not fund this position, however, the Hess Corporation, an oil company with assets in Gresik, did support such a position.

**Assessment:** There is much evidence now that PRIORITAS is successfully following the lessons of this model of dissemination and sustainability.

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<sup>21</sup> Allaburton, R. and Scheduling, J. (2007). Independent Completion Report; Indonesia Australia Partnership in Basic Education (IAPBE). Submitted to AusAID.

### 3.7 World Bank Studies in Basic Education Projects

#### 3.7.1 BEC-TF Local Education Governance Index Survey<sup>22</sup>

The Basic Education Capacity Trust Fund (BEC-TF) conducted a Local Education Governance Index Survey in 50 Districts in nine provinces in Indonesia. The survey focused on education governance including service standards, resource use, management control systems, transparency and accountability, and Management Information Systems.

A local government capacity assessment tool was designed to provide an evaluation system in education governance and service provision. This study found that two sub-indicators of management control systems reflect weakness across the 50 Districts in the management of dissemination. Only one-third of Districts demonstrated evidence of stakeholder participation in the maintenance of a network for disseminating good practices, and in only one-fifth of Districts was there evidence of the existence of a clear, systematic system to validate good practice (such as a regulation, evaluation approach, cataloguing or dissemination procedure).

**Assessment:** The data provided by the study indicates considerable variation in management capacities across the 50 Districts in relation to dissemination. One matter for PRIORITAS to consider arising from these findings is to develop a more flexible strategy for dissemination that acknowledges evaluated District capacity – of lack of capacity - to manage dissemination before partnering with Districts.

#### 3.7.2 Review of Education Development Models<sup>23</sup>

A comprehensive analysis of dissemination and sustainability in Indonesian basic education was undertaken in a review of approaches to educational development undertaken for the World Bank in 2008.

This Review observed that the neglect of sustainability emerges as a major deficiency in the review of past education projects in Indonesia, supporting the general argument advanced by William Easterly<sup>24</sup> that sustainability is more a failure on the donor side than it is incompetence on the beneficiary side. Since that time, the USAID projects of DBE and now PRIORITAS, as well as the UNICEF- MGPBE, have addressed this shortcoming.

However, the situation in Indonesia was not completely bleak; one early example of where thorough planning for sustainability was done and largely forgotten was in AusAID's Nusa Tenggara Timur Primary Education Partnership (NTT-PEP) that began in 2002. The model they present integrates many of the ideas found elsewhere in this present study. Factors considered critical to ensuring sustainability included:

- Grounding activities in local contexts
- Identifying and considering socio-economic and gender factors
- Ensuring policy fit - matching activities to national/local policies
- Using appropriate technology and methods

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22 Ministry of National Education. (2010). *Governance Matters to Education Outcomes*. BEC-TF Secretariat; Samer Al-Samarrai. (2013). *Local Governance and Education Performance: a Survey of the Quality of Local Education Governance in 50 Indonesian Districts*. Human Development. Jakarta, Indonesia, The World Bank.

23 Cannon, R.A. and Arlianti, R. (2008). *Review of Education Development Models*. Jakarta, The World Bank.

24 Easterly, W. (2006). *The White Man's Burden*. Penguin Press, New York.

- Equity – securing benefits for all stakeholders
- Ensuring participation
- Developing individual, community and institutional capacity – taking into account the capacity of the Dinas, key institutions and communities; enhancing skill levels and capabilities
- Sustainable financing mechanisms<sup>25</sup>.

The World Bank Review notes that another development that is supportive of sustainability lies in projects working collaboratively with universities to develop materials and to train new teachers<sup>26</sup>. These projects have been DBE2, AusAID’s Learning Assistance Partnership in Islamic Schools (LAPIS), CLCC, and now, of course, PRIORITAS.

On the evidence available to it, the Review concluded that both sustainability and dissemination might be enhanced if there is some form of continuing support and advice available to schools and Districts. It suggested that modest, on-going support could lead to sustainability (continuation of benefits), dissemination (widening of benefits by Districts to others) but also deepening and advancing good practices. This idea has now been successfully incorporated into the design of PRIORITAS as the present study demonstrates.

However, the Review cautioned that the concept of sustainability might be limiting if thinking about it is only about continuing project benefits into the future. The Review indicated the need to move towards deepening change<sup>27</sup> as well as to continuing change. It is the *continuing* development of school quality that is essential. Strategies to address these broader ideas rest on the proposition that there are now many effective district governments capable of achieving the goal, as the BEC-TF study demonstrated, above<sup>28</sup>.

**Assessment:** USAID has clearly addressed the “failure on the donor side” in its design of PRIORITAS to achieve sustainability of change in former DBE Districts through the Review’s recommendation of “modest, on-going support”. Achieving the sustainability criteria set out by NTT-PEP (a small regional project) may be very challenging for PRIORITAS. The principles are sound and worthy of consideration, but may be very difficult to emulate in a large, national project such as PRIORITAS.

### 3.8 The AusAID Bantuan Operasional Sekolah (BOS) Training Program<sup>29</sup>

This training program focused on the Ministry of Education and Culture’s School Operational Assistance program, (*Bantuan Operasional Sekolah* [BOS]). The BOS program provides every school with per capita funding for specified operational costs.

This training program had the goal of reaching every primary and junior secondary school in Indonesia, about 280,000 schools. The program was found to be successful in achieving its quantitative goals and reached about 97% of its original target of approximately 650,000

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25 Cannon, R.A. and Arlianti, R. (2008), p. 88.

26 Cannon, R.A. and Arlianti, R. (2008). p. 90.

27 For a discussion of deep and surface change in development, see Cannon, R.A. (2012). *A deep or surface approach to development – what can learning research teach us?* Available: <http://devpolicy.org/a-deep-or-surface-approach-to-development-what-can-learning-research-teach-us20120619/>

28 Ministry of National Education. (2010).

29 This summary is drawn from Sheldon Shaeffer, BOS Training: Its Implementation, Impact, and Implications for the Development of Indonesia’s Education System, *An Independent Review*, Prepared for AusAID Indonesia, June-July, 2013. 47pp. Available: <http://aid.dfat.gov.au/countries/eastasia/indonesia/Documents/bos-training-program-independent-review.pdf>

participants. Training used a cascade model in which 60 Master Trainers trained over a thousand provincial and District levels trainers who, in turn, carried out 3-4 day training sessions at almost 11,000 locations across the country.

The evaluation found that information about the use of BOS funds, school self-evaluation, and planning, was transferred during the training and often disseminated widely in the school community following the training.

Are there lessons about dissemination and sustainability to learn from this evaluation? The evaluation addresses neither concept directly, but indirectly it has a lot to contribute to understanding effective dissemination. The evaluation also illustrates the blurred boundary between the concepts of implementation, transfer and dissemination. Key lessons include:

- More systematic and comprehensive monitoring and quality control of the program might have ensured that it was more consistently implemented and would likely have led to better outcomes. Deficiencies in implementation quality control meant that some outcomes were not achieved.
- Many participants did not gain in-depth understanding or sufficient practical experience.
- Further capacity building in BOS and School Based Management (SBM) will be essential due to frequent turnover in staff and updates to related policies and regulations.
- Lessons about increasing the quality of cascade training, are (1) Ministry professional development programs need to be “owned” by the District Education Offices; (2) programs must be well understood by Ministry implementing agencies; (3) training materials must be of good quality, available, and with clear guidelines, and must be provided to schools; (4) that each tier of trainers in the cascade has been adequately trained by the tier above; (5) that time is provided during training for interaction, analyses of good practice and hands-on work; and (6) that the Ministry ensures quality assurance of the organization, content, methods, and outcomes of the training down to the bottom of the cascade.

**Assessment:** This evaluation was concluded after PRIORITAS commenced. The lessons learned are relevant, and the Study Team draws attention to three in particular for PRIORITAS further consideration based on field observations: the importance of maintaining the sense of ownership at District level; comprehensive monitoring – and feedback; and continuing capacity development/continuing professional development at both school and District levels.

### 3.9 Conclusion

The design and implementation of PRIORITAS is remarkably consistent with the findings and recommendations of both past and current studies in Indonesian basic education, not only those of its USAID “parents” – MBE and DBE. There are no shortcomings in design or implementation and this outcome is reflected in the success of work being undertaken in the field.

These studies support suggestions that the Study Team wishes to make as a result of its observations in the field. These are suggestions are made in the context of an extraordinary effort being made by PRIORITAS in the field to “go to scale”. They are intended to make an effective dissemination and sustainability strategy even better.

- The whole area of monitoring, evaluation, and in particular constructive feedback to Facilitators, schools and Districts, could benefit from a close review to ensure that agreed standards are maintained and that professional learning is enhanced.
- The provision of implementation guidelines and setting of standards needs to be carefully balanced with the need for local responsibility, ownership and flexibility.

## 3.10 Published Studies in the Education Literature

### 3.10.1 Introduction

This section seeks to report on a small number of studies that have useful lessons for PRIORITAS. In this review, the general research literature about the transfer of learning from training to work settings has been included, in addition to the specific research on dissemination and sustainability.

### 3.10.2 Study 1: *The impact of training*<sup>30</sup>

A study of the impact of training on organizational change in development assistance was quite pessimistic in its conclusions. The study found that organization change through training is problematic and the evidence does not support the expectation that development follows from training. A primary impediment to the goal of sustainable development is the absence of institutional commitments and strong leadership of change.

The study presents a useful metaphor for the problem: able and enthusiastic trainees returning to work are often like “links” but they are not necessarily in “a chain”. Many individuals do not make a continuing contribution to their organizations from professional development. The ensuing waste of resources is substantial. This outcome is not because of individual failings but because of deficiencies in the overall planning of development and institutional change strategies. What is required is that training moves from an emphasis on individuals to an “integrated” approach, over a longer time-scale, which gives support to both the individual and to their place of work.

The Indonesian cases discussed in the study identified several factors that have had a significant impact on sustainable institutional change. They illustrate the validity of the framework for examining the impact of training described by Burke and Hutchins, discussed further below in 3.10.3.

#### 3.10.2.1 *Practical lessons for PRIORITAS*

Professional development design and implementation elements based on the work reported here (see Table 2) suggest ways in which PRIORITAS strategies have been positively reviewed in achieving improved outcomes for individuals and for sustainable change in schools.

**Assessment:** Table 2: Changing Conceptions of Training and Professional Development, below, demonstrates how far the approaches now followed by PRIORITAS reflect the elements of the “new model of professional development”. PRIORITAS approaches are included in the Table as annotations.

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30 Cannon, R.A. (2001). The impact of training and education in Indonesian aid schemes. *The International Journal for Academic Development*, 6, 2, 109 - 119.

**Table 2: Changing Conceptions of Training and Professional Development**

(Note: PRIORITAS approaches are assessed in the Table as italicized annotations.)

Inputs into design process	Traditional practices in professional development	New model of professional development
Strategies	Focus on activities such as skills, techniques, and academic content.	Also focus on trainee's capacity to understand their context, to learn from context (e.g., from work), and to develop ways of responding to the context. <i>[PRIORITAS: Teachers practice PAKEM/CTL in their schools and reflect with colleagues in school cluster.]</i>
	Formal programs (degrees, courses and seminars).	Use a variety of relevant formats including learning at work and from their context world. <i>[PRIORITAS: Variety includes study visits, training, mentoring, lesson study, work with colleagues.]</i>
	Defined duration (e.g. one week).	Longer duration with more open-ended and on-going commitment. <i>[PRIORITAS: Programs extend over longer periods from training, mentoring, practice and collaboration with school/cluster peers.]</i>
Knowledge and beliefs	Institutions, projects and planners set the agenda.	Co-construction of agendas and curricula; learners, institutions, planners, projects participate equally. <i>[PRIORITAS: Districts allow bottom-up selection into dissemination programs and principals plan with their schools.]</i>
	Theories based on psychology of the individual; individual is responsible for outcomes.	Theories include social and organizational theories, hence involvement of work colleagues. <i>[PRIORITAS: Development for colleagues, committees, clusters, districts.]</i>
	Transfer of learning to local context is a problem to be solved by the learner.	Learning design and continuing institutional support facilitate transfer for the learner and the design supports the maintenance of learning at work. <i>[PRIORITAS: School community support, mentoring, and refreshers.]</i>
Context	Nature of context not factored into development program.	The context has an important role in shaping training strategy, including generalization to work and maintenance of learning. <i>[PRIORITAS: Locally managed, funded and implemented dissemination reflecting decentralized context.]</i>
	Training occurs in formal institution.	Training takes place in variety of locations at least some of which occur in the work setting. <i>[PRIORITAS: Training and mentoring in schools, clusters, and local facilities.]</i>
Focus	On developing individuals.	On developing the context (institution, organizational units) as well as individuals, work teams, colleagues, and managers. <i>[PRIORITAS: Includes principal development, school committee, &amp; clusters.]</i>
Domain	Emphasis on cognitive learning and skills.	Recognition of affective aspects of learning (e.g. relationships, feedback). <i>[PRIORITAS: Training has these as fundamental design elements.]</i>
Responsibility of project/agency and trainers	Training program design, implementation and evaluation.	Program design, implementation, outcomes, transfer, and maintenance of learning, evaluation, feedback and development. <i>[PRIORITAS: Evaluation and feedback need more attention.]</i>

### 3.10.3 Study 2: Training transfer: a review<sup>31</sup>

Burke and Hutchins (2007) summarize estimates of the extent of the successful transfer to work from training. Estimates vary from an appalling 10% of training resulting in behavioral change, another of about 40% of trainees failing to transfer immediately after training, 70% faltering a year after training, and ultimately only 50% of training investments resulting in any organizational or individual improvements at all. The huge loss suggests that some investment of time in developing better strategies would be a wise use of scarce resources. A good example of this is a local strategy identified in some districts of allowing schools, where interest and motivation is high, to be come “early adopters” of change by being able to self-select into training programs.

Burke and Hutchins evaluate the research literature with the goal of answering questions including “what variables in the transfer literature have exhibited strong empirical support for influencing positive transfer outcomes?” To answer this question, research articles were categorized for analysis using the taxonomy of the three well-established factors affecting transfer: learner characteristics, intervention design and delivery, and work environment.

Variables for each of these three factors, where studies have demonstrated positive relationships with transfer from training to work, are listed in Table 3. They provide useful benchmarks for assessing training design and for dissemination. This assessment is done for PRIORITAS below:

**Assessment:** In relation to Table 3 and the findings of the present Study, it can be concluded that PRIORITAS activities and experiences can be described as follows:

Learner characteristics: there is not a lot a project, or a district or school, can effectively do to assess learner characteristics apart from assuming that teachers (and others) have the required competencies to benefit from training. However, shortcomings in relation to motivation, openness, perceived value and advancement likely explain a common finding of resistance to training among older teachers.

Intervention design and delivery: it is clear that goals, relevance and strategies are adequately addressed in the design and delivery of PRIORITAS dissemination training. However, the Study Team did observe instances in training where issues of behavior modeling, particularly giving feedback, require attention and further professional development of Facilitators.

Work environment influences: in schools judged to be successful examples of dissemination, each of the three influences was clearly evident.

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31 Burke, L.A and Hutchins, H.M. (2007). Training transfer: an integrative literature review. *Human Resources Development Review*, 6, 3, 263-296.s

**Table 3: Variables influencing positive transfer outcomes**

Learner characteristics	Intervention design and delivery	Work environment influences
General mental ability	Explicit, clear learning goals	Transfer climate (cues prompting trainees to use new skills, consequences for correct use of skills, remediation, support, and feedback)
Positive judgment of competence to perform tasks	Content relevance - close relationship between training content and work tasks	Supervisory support
Pre training motivation/desire to learn	Instructional strategies including practice and feedback	Peer support
Openness to experience	Behavioral modeling (both effective and ineffective behaviors)	Opportunity to perform
Perceived utility/value of training	Error-based examples (what can go wrong; avoiding negative outcomes)	
Perception training will advance career		
Commitment to organization		

### 3.10.4 Study 3: Disseminating innovation in teaching and learning<sup>32</sup>

This is a recent Australian higher education study. It is very relevant to the present study of dissemination in Indonesia because the paper comprehensively reviews the available international literature on dissemination to inform its exploration of how dissemination occurs in practice. This is an excellent study for its practicality and for its relevance to planning and implementing of dissemination in school education in Indonesia.

#### 3.10.4.1 Practical lessons for PRIORITAS

The paper's review of educational literature shows that there are four major attributes for dissemination that affect change. Each of these attributes was evident in locations where successful dissemination had occurred in the present study:

- The target audience is aware of the project, its aims and its outcomes
- There is a demand for the outcomes (this is reflected in those Districts where bottom-up demand from schools occurs)
- There is an acknowledgement that change has to come from the end user (the concept of ownership and responsibility that was widely evident in districts visited)
- There is an understanding of the characteristics of the target audience.

This paper assists in developing a framework for the consideration of three distinct purposes for dissemination activities. These purposes range from awareness of ideas through to full adoption of an innovation. Their framework is presented in full because of its potential utility in understanding dissemination processes in Indonesian schools. This framework was also clearly evident in the results of the DBE3 study of dissemination suggesting the relevance of the ideas to the different environment of school education in Indonesia<sup>33</sup>.

32 Gannaway, D. et al. (2013). Cultivating change: disseminating innovation in higher education teaching and learning. *Innovations in Education and Teaching International*, 50, 4, 410 – 421.

33 USAID. (2011). *Project Dissemination Report*. Decentralized Basic Education 3.

**Table 4: Implementation of Dissemination Activities**

Purpose	Implementation Activities	Responsibilities
Raising awareness	<p><i>Distribution</i>: circulating information (newsletters, web sites, reports, presentations)</p> <p><i>Description</i>: telling/explaining (conferences, meetings, lectures)</p>	Project End-user to support and follow up
Building knowledge and understanding	<p><i>Translation</i>: workshops, personal contact/mentoring</p> <p><i>Engagement</i>: begins early in project to support understanding and adoption</p>	Project initiates engagement with end-user
Supporting adoption and use	<p><i>Support</i>: follow-up site visits, engagement between project staff and end-user</p> <p><i>Embedding</i>: assisting with adaptations to suit context, helping integrate change into local government policies and practices.</p>	Project and end-user together

Synthesizing their findings, these authors offer the following definition of dissemination. This definition also captures important ideas about people, context, mechanisms and sustainability that have been introduced in the discussion of methodology in Appendix A.

“Dissemination is the planned process [considering context; inputs; people; mechanisms] of understanding potential adopters [context, people] and engaging [mechanisms] with them throughout the life of the project, to facilitate commitment to sustained change [outcomes; sustainability]” (p. 418).

**Assessment:** This study (p.415) found that five features characterize effective dissemination. These five features are listed below, together with conclusions drawn from the present Study:

A planned strategy: effective dissemination comes from being a part of project design.

[PRIORITAS: dissemination is an important component of PRIORITAS design “from day one”.]

A clear understanding of who potential adopters are: that is, people or organisations who are actually able to take up and influence change in the system/school as distinct from ‘stakeholders’ (e.g., students, parents) and ‘end-users’ (e.g., teachers, administrators).

[PRIORITAS: Local decision makers at sub district level can identify early adopters; allowing schools to self-select into dissemination training; this is done in some districts.]

An understanding of the climate of the system in which adopters are located: following the identification of potential adopters, assessing the climate requires an awareness of the capacity of people and systems to change. [PRIORITAS: as above.]

Sustained engagement with potential adopters across the life of the project: effective dissemination is not an afterthought; sustained engagement from the beginning can be achieved through local consultation and participation in design and implementation.

[PRIORITAS: this is being achieved through maintaining and supporting Facilitators.]

Transfer of ownership beyond the life of the project to facilitate commitment: local demonstration of value through evaluation of outcomes and impact can be of great importance in transfer.

[PRIORITAS: transfer actually begins very early in this project when PRIORITAS establishes partnerships with local government and other institutions.

### 3.10.5 Study 4: Rethinking scale: towards deep and lasting change<sup>34</sup>

(Note: In this discussion, the author’s terms “scale” and “reformers” have been changed to “dissemination” and to “projects” for ease of use in the Indonesian development context.)

Writing about American school education reform, the author, Cynthia Coburn, observes that research focusing on dissemination has mostly focused on a one-dimensional, quantitative, consideration of numbers of schools, teachers, and districts reached. Her analysis of the American situation is relevant to Indonesia in that both share similar decentralized structures. Coburn concludes that this quantitative focus, common in Indonesian project evaluations, masks the complex challenges of dissemination and the depth of change necessary to sustain change. This complexity is greatest in multi-level educational systems, like Indonesia.

Coburn argues that definitions of dissemination must go beyond attention to changes in policies and practices in management or changes in teaching, to important issues of sustainability<sup>35</sup>, to the spread of principles and beliefs within schools, and to a shift in reform ownership so that change becomes local and sustaining over time. This concept of dissemination requires projects to direct attention to other dimensions of dissemination to sustain and deepen reform over time such as:

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34 Cynthia E. Coburn (2003). Rethinking scale: moving beyond numbers to deep and lasting change. *Educational Researcher*, 32, 6, 3 - 12.

35 Note: this recommendation is incorporated in the definition proposed in section 2.2.

### The concept of scale

The idea of dissemination as simple replication says nothing about the nature of the change, the degree to which the change is sustained, or the capacity of districts, schools and teachers to continue to evolve change over time. By focusing on numbers alone, traditional conceptions of dissemination neglect qualities of change that enable schools to make a continuing difference for teaching and learning.

### Depth

Development projects place high value on the quality of change. However, the emphasis on the numbers of schools and teachers reached masks quality. Coburn proposes that to be disseminated, reforms must bring deep change in classroom practices. Deep change<sup>36</sup> means change that goes beyond surface procedures, such as changes in materials, classroom organization, or specific activities, to altering teachers' beliefs, and to thorough understanding of the principles of teaching and learning. Teachers' beliefs include their assumptions about how students learn, expectations for students, and what constitutes effective learning and teaching.

### Sustainability

The idea of sustainability is fundamental to dissemination. Yet sustainability only rarely appears in the literature. Effective dissemination of change must depend upon the sustainability of that change. Non-sustainable dissemination is a nonsensical waste of time and resources – unless it is only intended to achieve limited “raising awareness” goals (see Table 4: Implementation of Dissemination Activities) or to satisfy a project’s requirement to achieve numerical targets<sup>37</sup>.

Nevertheless, Coburn notes that schools successfully implementing reform find it difficult to sustain them over time in the face of competing priorities, changing demands, changing policies and teacher and administrator turnover. Schools need tools to sustain change. Depth plays an important role in capacity to sustain change. Teachers with a deep understanding of pedagogical principles are better able to respond to new demands in ways that are consistent with the underlying principles of reform. Teachers are better able to sustain change when there are mechanisms in place at several levels to support their efforts. This includes the presence of a supportive professional community of colleagues in the school and school cluster that reinforces change and provides opportunities to learn, and alignment between policies and reform.

Projects and reformers need to ask two questions: (a) Which strategies are effective at developing and nurturing *depth* in teachers' implementation of the reform, and (b) How can projects work to create conditions in schools and districts that sustain change over time, especially mechanisms at several levels to support their efforts? Some answers are provided throughout this Report.

### Spread

Spread has two meanings. The first is the idea of spreading change to greater numbers of schools and teachers. The second meaning is *what* is spread and, for effective change, this

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36 For a discussion of deep and surface change in development, see Cannon, R.A. (2012). *A deep or surface approach to development – what can learning research teach us?* Available: <http://devpolicy.org/a-deep-or-surface-approach-to-development-what-can-learning-research-teach-us20120619/>

37 The DBE3 dissemination study was extraordinarily blunt about this: “For DBE3 the main goal of dissemination seemed to be to achieve numbers to report to USAID. The higher the numbers the more successful the project was perceived to be. USAID did nothing to dispel this. Unlike the project implemented training, there were no requirements for monitoring and reporting on the quality of the dissemination training or its outcomes. The quality standards developed by the project were not comprehensive enough and, were never updated.” Source: USAID. (2011). *Project Dissemination Report*. Decentralized Basic Education 3, p. 72.

must be more than classroom organization, materials or activities. It must also include the spread of knowledge and understanding of educational principles.

This broader conception emphasizes spreading of beliefs and principles more deeply upwards to administrators and downwards to teachers, within communities of professionals. This, in turn, requires knowledgeable educational leaders at all levels of the system that can influence policy and procedures and also values and beliefs.

#### Reform ownership

To be considered disseminated, ownership of a reform must shift from external reform led by (say) a project like PRIORITAS to an internal reform led by districts, schools, and teachers who have the capacities to sustain, spread, and deepen reform themselves. One of the key components of disseminating a sustainable reform is creating conditions to shift authority and knowledge from projects to teachers, schools and districts.

Discussions of the shift from external to internal ownership have been relatively absent in the literature and yet there are many strategic questions to consider. What strategies are effective in capacity development to develop the authority for reform and are these strategies different at different levels of the system (classroom, school, district)? How can projects lay the groundwork for a shift from external to internal ownership from the earliest days of engagement with a school or District? Finding answers is a task for further study.

#### *3.10.6 Study 5: Supporting sustainability: teachers' networks<sup>38</sup>*

In another study by Coburn, the concept of the role of teachers' social networks in dissemination and sustainability is explored in relation to reform in Year 3 mathematics teaching. That networks, for example school clusters, appear to be very important among Indonesia teachers as this Study for PRIORITAS found repeatedly, suggests that this phenomenon may be well-worth closer attention in the context of the dissemination and sustainability of change in Indonesian education.

Using social network analysis, researchers have developed ways of investigating social relations and have provided evidence that several dimensions of networks play an important role in dissemination and reform implementation. These dimensions are tie strength, level of expertise, and depth of interaction. Social networks support teachers to develop deep understandings of reform-related strategies that enabled them to adjust instruction to new conditions. Because this research tends to investigate successful implementation, there has been no research that investigates the relationship between social networks and sustainability, something for USAID and PRIORITAS to consider among its next steps.

Schools and classrooms are constantly changing as teachers face a new group of students each year, teachers change grade levels, and policies and resources change creating new conditions in schools and classrooms. Schools never stand still. Thus, sustaining new approaches requires that teachers and others make continual adjustments to new conditions at the same time that they maintain the underlying pedagogical approach. The study finds that teachers require a sound understanding of the principles of reform-related instructional strategies in order to make adjustments that maintain high-quality instruction. Social networks, including tie strength, level of expertise, and depth of interaction, can play an important role in sustainability<sup>39</sup>.

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38 Coburn, C.E. et al. (2014). Supporting Sustainability: Teachers' Advice Networks and Ambitious Instructional Reform. Manuscript under review for the: *American Journal of Education*. Available: [http://www.lrdc.pitt.edu/BOV/documents/Russell\\_Supporting%20Sustainability\\_033012.pdf](http://www.lrdc.pitt.edu/BOV/documents/Russell_Supporting%20Sustainability_033012.pdf)

39 This issue is discussed further in Chapter 3.

### 3.10.7 Study 6: Transfer of training: a review<sup>40</sup>

This article presents a meta-analysis of 89 empirical studies that have explored the impact of predictive factors such as trainee characteristics, work environment, and training interventions on the transfer of training to different contexts. The results of the analysis confirm positive relationships between transfer and motivation and a supportive work environment. Most variables examined in this study had stronger relationships to transfer when the focus was on “open”, professional skills (e.g., teaching and leadership development) as opposed to “closed” procedural skills such as computer software skills.

The study finds that there are no “magic bullets” for maximizing transfer. This means that professional development professionals in PRIORITAS must consider multiple transfer strategies in combination (as they do with showcases, study visits, training and mentoring). Based on this study, the most promising avenues of improving transfer/dissemination seem to be more proactive selection of trainees, a focus on increasing the motivation of trainees, and finding ways to induce higher levels of supervisor and peer support at work.

It is more likely that trainees will transfer the training where the training program has increased post-training knowledge and the strategic abilities to use the new knowledge and skills appropriately in the work place.

Finally, these reviewers do not believe that achieving higher transfer requires new systems in organizations. Rather, that the most significant gains in transfer will come when learning is more tightly integrated into existing processes and reward systems. The challenge is not how to build a bigger and more influential project but how to make transfer a more integral part of the existing organizational practices. PRIORITAS does this.

### 3.10.8 Study 7: Implementing School Based Management<sup>41</sup>

This study reports on a multi-method assessment of DBE1 impacts on the management and governance of basic education in Indonesia. It finds that DBE1 has had positive impact on school-based management in schools and madrasah.

The following factors were associated with this impact: (1) the program was explicitly based on government policy; (2) technical assistance was provided rather than funding, and the program was manageable and affordable for local partners; (3) the project strengthened local systems and institutions, building commitment at both provincial and district levels; (4) the program was school based and involved members of the entire school community: principals, teachers, staff, parents, and community members; and (5) training was provided on-site in school clusters, was ongoing, and included mentoring in schools to support implementation, noting that one-off training events rarely result in successful reform.

## 3.11 Conclusion

This review of project literature and refereed publications has provided the conceptual foundation for an assessment of the extent to which the recommendations of these reports and studies have been taken into account in implementing PRIORITAS programs.

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40 Blume, B.D. et al. (2010). Transfer of Training: A Meta-Analytic Review. *Journal of Management*, 36: Available: <http://jom.sagepub.com/content/36/4/1065>

41 Heyward, M., Cannon, R.A., & Sarjono. (2011). Implementing school-based management in Indonesia. *RTI Press*. Retrieved from <http://www.rti.org/rtipress>, and Heyward, M., Cannon, R.A., & Sarjono. (2011). Implementing school-based management in Indonesia: Impact and Lessons Learned. *Journal of Development Effectiveness*, 3, 3, 371-388.

The Study Team's analysis shows strong levels of consistency between PRIORITAS and the evidence from reports and studies. Judged against the wide-ranging findings, concepts and recommendations in these publications, PRIORITAS has performed astonishingly well. This conclusion supports the view that the PRIORITAS dissemination and sustainability practices will be effective in supporting further change in Indonesian basic education.

There has been substantial dissemination and sustainability of good practices through links to past project designs and project implementation in Indonesia. USAID's consistent approach and building on lessons learned over the past decade is a key factor here and this approach can be traced back from the present design principles in PRIORITAS to USAID's earlier projects Decentralized Basic Education (2005 – 2011), to Managing Basic Education (2003 – 2007).

The review has also contributed the essential data for an evidence-based framework of indicators of dissemination, sustainability and good practice to test current implementation practices supported by PRIORITAS in the field. This contribution is incorporated into the development of the study's methodology, discussed in Appendix A.

## 4 REVIEW OF THE IMPLEMENTATION OF DISSEMINATION

### 4.1 Dissemination Planning

From 2005 – 2011, DBE 1, 2 and 3 created the conditions in partner districts to support the PRIORITAS dissemination programs. Building on these conditions, PRIORITAS is supporting dissemination in these former DBE districts, for the first two years of the project. PRIORITAS has limited resources to meet the demand for dissemination and has focused support on implementing the districts' plans developed with PRIORITAS according to the guidelines for using each module, which cover the length of training, use of qualified facilitators and training of a critical mass of participants from each school.

The Study Team was asked to review a sample of plans by DBE districts taking part in PRIORITAS to disseminate DBE and PRIORITAS programs and to assess their likely effectiveness. The Study Team had anticipated being able to collect documents with titles such as "Plan for Dissemination and Sustainability" but this was never the case. Instead, planning has been based on a discussion with PRIORITAS and different kinds of documents have been produced. These documents include thoroughly prepared lists of dissemination activities, target sub districts and schools, proposed numbers of participants, and budgets. Other related documents include formal regulations from the Bupati and district government (known locally as *Peraturan Bupati* (Regulations of the Bupati) and *Peraturan Daerah* (Regulations of the District). These regulations set out formal requirements for such matters as dissemination and professional development. Some districts have embedded their dissemination plans in district strategic plans known as *Rencana Strategis* or Renstra.

Sidoarjo presented the most comprehensive approach to planning seen during the Study. There is a strategic plan where good practices listed for dissemination include professional development for school planning, the strengthening of school committees, the implementation of PAKEM/CTL, the improvement of the role and function of community participation and the strengthening of the Education Board (Dewan Pendidikan). When the strategic plan was prepared, PRIORITAS had not yet started so the dissemination support has been a welcome addition to this district's initiative. There are also *Peraturan Bupati* concerning the implementation of MBS and the development of educational professionals.

**Assessment:** The Study Team has been asked whether these plans are effective. The clear evidence we have is that yes, this approach to planning is effective, as demonstrated by implementation activities and results observed in all districts.

Can planning be improved? The answer to this question is not clear-cut. On technical grounds, where a good plan usually sets out goals, strategies, resources and implementation details (including evaluation), it is likely that all Districts' planning processes and documentation could be improved. Whether this should be encouraged is less certain for fear of disturbing processes that are clearly achieving results.

If it is decided to support improvements to planning, the Study Team would strongly suggest that whatever is done is entirely consistent with existing government processes – such as making adjustments to existing strategic plans – rather than developing new procedures that risk being lost in the processes of local government administration.

## 4.2 Dissemination Program Implementation

A task for the Study Team was to review which programs have been disseminated, to what extent and how far dissemination has been in line with PRIORITAS guidelines and lessons learned.

Routine PRIORITAS monitoring data provides lists of the programs disseminated and participation rates. These lists clearly indicate significant achievement in the number of programs, the variety of programs and the extensive geographical reach of dissemination to schools within a very short period of time since program inception.

A review of the most recent PRIORITAS monitoring data for the nine months from July 2013 to March 2014 provides a comprehensive list of 225 programs that have been disseminated. Programs have been implemented in all participating provinces. What is clear is that both MBS and PAKEM/CTL have been widely disseminated in most, but not all districts. This suggests that some of the findings of this Study may support an analysis of issues in non-dissemination districts to assist in the development of a constructive strategy where it may be needed to support dissemination.

A representative listing of programs that have been disseminated includes PAKEM, CTL and MBS (most commonly these three) as well as Leadership among others. The majority of these programs have been implemented at sub district level, some at cluster, and others in adjacent towns or cities for larger numbers of participants.

### *4.2.1 What is the extent of dissemination?*

The extent of dissemination is reported in PRIORITAS Monitoring and in Annual Reports. The quantitative achievements reported are impressive, reflecting a significant achievement in working towards improving the quality of education in the schools and districts involved.

Data provided by PRIORITAS in its Annual Report (October 2012 – September 2013) shows that 11,350 participants and 3,472 schools have benefited from the dissemination program. Table 5 shows the most recent data provided by PRIORITAS for the six months from October 2013 until March 2014. This data shows that the extent of dissemination in participating provinces is doubling: 13,933 participants and 3,465 schools in only six months compared to 11,350 and 3,472 for the full year ended September 2013. Why this is happening is unclear and worthy of closer investigation; it could be a positive reason related to local needs and the perceived quality of the programs or an administrative reason such as districts wishing to clear their funds before a deadline.

The data also shows dissemination occurring in all PRIORITAS provinces and is reaching a larger number of women than men.

**Table 5: Dissemination Activities: Oct 2013 – Mar 2014**

Province	No of schools	Male	Female	Total
Aceh	160	230	669	899
North Sumatra	238	146	864	1,010
Banten	524	543	543	1,086
West Java	1,076	1,148	1,736	2,884
Central Java	396	943	1,108	2,051
East Java	743	2,254	2,627	4,881
South Sulawesi	328	403	719	1,122
Total	3,465	5,667	8,266	13,933

The Study Team believes that these figures under-report the actual level of dissemination that is occurring in the Districts studied.

- In most schools visited it was observed that those who had been trained were assisting their colleagues to implement PAKEM and CTL. The Team’s conservative estimate is that for every teacher who formally participated in the PRIORITAS training, there are from two to four other teachers in that school who have also benefited and changed their teaching practices.
- This benefit of dissemination was noted to extend to other schools in the local school cluster and beyond, but to an unknown extent. The same dissemination effect is noted in the PRIORITAS monitoring report where it is reported that the improvement in teaching was evident in comparison<sup>42</sup> schools. Apparently, the comparison schools had been exposed to training materials produced by the project. It seems to be impossible to prevent project exposure to comparison schools since the schools are in the same districts. Nor should such exposure be prevented for ethical reasons.
- A guide to estimating the extent of this form of dissemination is provided in an impact study conducted of the UNICEF Mainstreaming Good Practices in Basic Education (MGPBE) project. This was a project implementing very similar good practices to those of PRIORITAS. That study reported that “The quantitative data available to the end of 2009 indicates that MGPBE is having an impact on at least 3-4 times as many schools as it is directly supporting in target sub districts. There is evidence in this data of unintended positive impacts in some districts where dissemination has reached 100% in the short time frame since project inception<sup>43</sup>. It is significant for dissemination impacts that this refers to 3-4 *schools* and this implies an even larger number of teachers who may be changing their practices. In addition, MGPBE did not have an active program of dissemination, unlike PRIORITAS, which is certainly very active in this matter. This suggests that more than 3-4 schools may have been affected through an active, district-based and owned program.

What the formal data presented in PRIORITAS reports shows is a “first-stage” figure of numbers of participants and schools. The actual dissemination rate is certainly larger than the quoted figures and numbers may be growing significantly as the consistent reports of

42 USAID. (2014). *Second Round Monitoring Report: Assessing the Impact of the USAID PRIORITAS Program on Schools in Cohort 1 Districts*, April 2014, p.60.

43 UNICEF. (2010). *Impact Evaluation Study, a Study of the Impact of the MGPBE Project on Participating Districts, Communities and Schools in Indonesia*. A Report Submitted to UNICEF Jakarta for the Mainstreaming Good Practices in Basic Education (MGPBE) Project, p. 8.

benefits flowing from the improved results from students and widespread satisfaction with PAKEM and CTL would imply. Applying the field observations and the experiences of MGPBE to the PRIORITAS data for October 2013 to March 2014 suggests that:

- (1) If there were 13,933 participants who disseminated to at least two colleagues then there has been a *total* dissemination to 41,799 people ( $13,933 + (2 \times 13,933)$ )
- (2) If each school is disseminating to at least 3 other schools, then the *total* number of schools reached is 13,860, that is:  $(3,465 + (3,465 \times 3))$
- (3) And, if there is a minimum of only seven teachers in each school (there are usually many more), the *additional* number of teachers reached could be 72,765:  $(7 \times (3,465 \times 3))$
- (4) Finally, if the 72,765 teachers are added to the initial total in line (1) of 41,799, then 114,564 persons may have been reached through dissemination.

The rate of dissemination calculated above is a factor of more than 8. This thinking and calculation should be further explored in the field to obtain a better estimate of actual dissemination. This is certainly higher than the figures normally reported of those attending training. As impressive as these numbers may be, it is more important for sustainable change to be very clear about the research on quantity v's quality as discussed in section 3.10.5 Study 4: Rethinking scale: towards deep and lasting change

#### 4.2.2 *The PRIORITAS Guidelines*

The intent of guidelines for dissemination is to ensure that dissemination activities will be as effective as possible, based on past experience and the lessons learned as documented in earlier studies of dissemination, in particular, those by DBE1 and DBE3.

Although the general intent of PRIORITAS requirements was apparently well understood among Provincial and District Coordinators and Facilitators, there was uncertainty as to exactly what and where these guidelines were. From discussions with PRIORITAS staff and from examination of various project documents, there seem to be five different sources of guidance provided to Districts. There may be others, so far missed in the Study.

First, there is a document titled *Panduan Diseminasi Program USAID PRIORITAS Komponen 2 dan 3*. This file, created on 7 March 2014, with author Aos Santosa Hadiwijaya, was first sighted when it was provided in North Sumatra. It remains unclear as to its status elsewhere in PRIORITAS provinces and districts.

Second, a PowerPoint presentation titled *Program Diseminasi USAID PRIORITAS di Daerah DBE* created on 21 January 2013, with author Stuart Weston, was also provided in North Sumatra. A second PowerPoint, identical in content to *Program Diseminasi*, but with a different layout, was provided to the Study Team in South Sulawesi.

Third, from the Monitoring and Evaluation Framework in the *Second Round Monitoring Report: Assessing the Impact of the USAID PRIORITAS Program on Schools in Cohort 1 Districts*, April 2014, we learn about Indicator 1.R19 which clearly sets out the guidelines for dissemination: "Project Programs are disseminated in line with quality assurance standards. The standards are: number of schools and other educational institutions where project programs have been disseminated which meet all of the following standards:

- Complete project training packages are used
- The Training Package is used in its intended timeframe
- Training is implemented by project trained personnel
- Involves a sufficient number of participants from a single school/institution. Sufficient is defined as: 3 persons from a primary school, 5 from a junior, secondary school and 5 from a teacher training institute or LPMP for teaching and learning training (PAKEM, CTL), and 2 persons per school (PS and JSS) for School Based Management training.

Fourth, the PRIORITAS Annual Report, October 2013 – September 2014, states more generally that training programs should:

- Include a significant number of teachers and other participants from each school
- Include the entire training program as designed by DBE or USAID PRIORITAS
- Be implemented by trained facilitators.

Finally, it has become apparent that guidelines may also be embedded in each module. No analysis of the internal consistency of each of the five sources has been undertaken as their status as formal project guidance to districts is unclear. However, it is noted that there is some variation from the extensive detail and standards presented recommendations in earlier DBE reports discussed in Chapter 3, which may be a good thing as they risk rigidifying dissemination.

For example, the guideline that “The Training Package is used in its intended timeframe” might be interpreted flexibly to mean that the training is not necessarily continuous but spread over a reasonable period of time to reflect local needs and conditions. The standard “Training is implemented by project trained personnel” should be seen as a standard and not a restriction or prohibition on untrained personnel such as teachers who attending training teaching other teachers in their school or cluster.

**Assessment:** Without creating unwelcome implementation bureaucracy and rigidity, we recommend that some attention be given to producing one set of guidelines. These guidelines must recognize the need for flexibility to respond to different circumstances and opportunities, and respect the presence of experienced coordinators and Facilitators now deployed in districts who can interpret guidelines professionally for their context.

It is not clear that guideline criteria are always met. The reasons for this are many and are not always for a lack of professionalism; the reasons are often sound strategic ones that reflect difficult local circumstances such distance and location of schools. The flexibility in accepting these circumstances is, on balance, commendable. The situation requires sensitive monitoring, supervision, and feedback to ensure the best possible quality outcomes are achieved in specific circumstances.

### 4.3 The sources of funding for dissemination activities

PRIORITAS works directly with Districts and schools to build models of good practice and it is then expected that Districts themselves will disseminate these models to further schools using local funds but with some low level support from PRIORITAS<sup>44</sup>. This approach to dissemination is already being implemented in most of the 46 Districts who participated as partners in the earlier Decentralized Basic Education (DBE) project from 2005 – 2011.

USAID PRIORITAS provides the following support:

- Planning and budgeting for dissemination programs
- Funds for District Facilitators to conduct training
- Materials and modules (generally, Districts fund the cost of photocopying).

The Districts or other disseminating agencies (such as the District Kemenag Office) fund:

- All participant costs

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44 USAID. (2012). USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students (PRIORITAS). Year One Detailed Work Plan May 7, 2012–September 30, 2013, p.2.

- Meals, rental of meeting rooms, equipment, and related costs.
- Cost of stationary.

The Study Team has been tasked to analyze the sources of funding for dissemination activities. This analysis has been undertaken at:

- National (project) level and district level using data provided by PRIORITAS
- School level, using data collected in the field.

This analysis seeks to answer two main questions: “What are the sources of funds for dissemination?” and “Is the intention of low level support from PRIORITAS for District responsibility being achieved?”

#### 4.3.1.1 National (Project) Level Expenditure

The PRIORITAS Director of Monitoring and Evaluation has prepared data for the analysis for this study. The most recent data available is for Quarters 6,7,8 (July 2013- March 2014). Although this is not a full year, it nevertheless provides a current “snapshot” of the situation. For clarity, only data for each Province participating in PRIORITAS and the data for the six Districts studied, is presented below in Table 6.

**Table 6: Dissemination Expenditure: Jul 2013 – Mar 2014**

Provinces and Districts	Government Expenditure (USD)	USAID Expenditure (USD)	Total Expenditure (USD)	% Expenditure from USAID
Aceh	44,225	16,455	60,680	37%
North Sumatra	142,950	13,406	156,356	9%
Deli Serdang	76,667	8,687	76,667	11%
Labuhan Batu <sup>45</sup>	n/a		n/a	
Banten	21,667	3,484	25,150	16%
West Java	80,292	14,117	94,409	18%
Central Java	83,439	27,596	111,035	33%
East Java	189,090	19,076	208,166	10%
Pasuruan	6,558	4,083	10,642	62%
Sidoarjo	17,413	3,038	20,450	17%
South Sulawesi	20,574	15,749	36,323	77%
Pangkep	908	983	1,892	108%
Pinrang	4,288	3,508	7,795	82%
<b>TOTAL</b>	<b>688,071</b>	<b>130,182</b>	<b>809,565</b>	<b>16%</b>

Analysis of the currently available data shows that:

- USAID PRIORITAS is achieving its overall goal of providing low-level support where Government of Indonesia expenditure is approximately 84% of the overall total and PRIORITAS is 16%.

<sup>45</sup> No data is available; Labuhan Batu is managing its own *Program Akselerasi*. See text for explanation of this Program.

- There is considerable variation between provinces and districts. This variation is caused by two factors, first, the intermediate stage in the data collection cycle, and second, although payment arrangements are consistent and similar across all provinces and districts, percentages become high because there is so much variation in local cost structures. This is because of variations in numbers of participants and activities taking place in the hometown or village of the participants so there is no need for the Government to pay for transport and lodgings for participants. This is the case in Pinrang. It is not a matter of PRIORITAS paying more in some locations but rather Government paying less because of their different costs.

#### 4.3.1.2 School Level Expenditure

Analysis of funding at district and school level reveals some illuminating factors that may help explain the very strong motivation to improve and the sense of responsibility observed in schools. What Table 7 demonstrates is that responsibility for dissemination in some Districts and schools is being taken in a bottom-up manner, particularly in those cases where teachers themselves and the schools for which they work are paying the costs.

Table 7 reveals diverse sources of funding at the level of schools. This funding diversity includes a mix of APBD funding and BOS funding in Deli Serdang, APBD funding only in Labuhan Batu and for SMP in Sidoarjo, BOS only funding in Pinrang and Pangkep and a mix of BOS and payments directly from participants in SD and MIN in Pasuruan. Within individual schools, funding sources can be even more diverse and accounts of funding being provided by school clusters, the community and school alumni were provided to the Team.

As expected, there is no direct support from PRIORITAS at school level although there is, of course, indirect support from the Facilitators who are supported by the project in each district except in Labuhan Batu where they are fully funded from APBD.

**Assessment:** What is more important than accounting for sources and amounts of money is that responsibility is clearly being taken at the local level for funding dissemination training. However, as local responsibility for the continuing improvement of schools and the professional development of teachers grows and matures, it will be desirable for districts (perhaps with initial donor support) to begin monitoring issues around the equity of funding ensuring that poor schools are not further disadvantaged through lack of access to resources.

The diversity of funding sources available implies that future dissemination may be less susceptible to negative influences arising from reliance on one source alone.

**Table 7: Schools' Sources of Dissemination Funds**

Province	District	School	Ex-DBE School?	Source of Funds	
				APBD	School (Mandiri)
Sumatera Utara	Deli Serdang	SDN	No	Yes	BOS
		SMPN	No	Yes	BOS
		SMPN	No	Yes	BOS
		SDN	No	Yes	BOS
	Labuhan Batu	SDN	No	Yes	-
		SDN	No	Yes	-
		SDN	No	Yes	-
		SMPN	No	Yes	-
Jawa Timur	Pasuruan	SDN	Yes	No	BOS & Teacher
		SDN	Yes	No	BOS & Teacher
		MIN	No	No	BOS & Teacher
		MIN	Yes	No	BOS & Teacher
	Sidoarjo	SMPN	No	Yes	-
		SMPN	No	Yes	-
		SDN	No	Yes	BOS & Teacher
		SDN	No	Yes	BOS & Teacher
Sulawesi Selatan	Pinrang	MIS	No	No	BOS
		SMPN	No	No	BOS
		SDN	No	No	BOS
	Pangkep	SDN	No	No	BOS
		SDN	No	No	BOS
		SMPN	No	No	BOS
		SMPN	No	No	BOS

## 5 THE EFFECTIVENESS OF THE DISSEMINATION PROGRAMS

### 5.1 Introduction

The major task set for the Study Team was to monitor a sample of dissemination sites and assess the effectiveness of the dissemination programs, their sustainability and to assess the extent to which the programs have successfully created good practices. The matter of sustainability is addressed separately in the next Chapter 6.

The approach was to visit 24 schools, in six Districts. The Study Team selected geographically dispersed locations, in different provinces, serving different kinds of communities. One site was chosen for the novelty of the dissemination strategy being supported there, the *Program Akselerasi* in Labuhan Batu. The six sites selected are shown in Figure 1: Location of Study Sites. These sites are not intended to be representative, as in a survey. They are intended to be *illustrative* and to provide data from different locations from which to test the PRIORITAS program theory and to assess dissemination effectiveness at those sites. Schools were selected in consultation with provincial and district PRIORITAS staff to achieve a balance between primary and junior secondary school and to ensure that we saw typical schools rather than only outstanding examples of good practice. To further assist in balance and neutrality, the Study Team visited other schools as opportunities presented themselves. These schools are described in the Case Studies.

The assessment of dissemination, sustainability and good practices is approached in three ways:

- The first has already been done throughout the report by making an assessment of issues against specific criteria presented in each Chapter.
- Following the principles of realist evaluation, the second approach was to assess performance against the PRIORITAS program theory. This was done by using evidence gathered in the field and from secondary sources such as documents. This assessment is in Table 9: Testing the PRIORITAS Program Theory.
- Third, the case studies have been analyzed to extract common themes to help understand effectiveness, draw lessons and arrive at conclusions.

**Table 8: Characteristics of the Districts Visited**

District Study Site	Geographical and Social Characteristics
North Sumatra	
Deli Serdang	Part of Medan metropolitan region; mixed manufacturing, process and rural industries.
Labuhan Batu	Distant from Medan; primarily plantation and coastal economies.
East Java	
Pasuruan	Mixed rural and urban (small cities) economy
Sidoarjo	Part of Surabaya metropolitan urban region; service and industrial economy.
South Sulawesi	
Pinrang	Distant from Makassar; primarily rural economy based on rice cultivation, fish farming and fishing
Pangkep	Influenced by expanding Makassar city; mixed rural economy of rice, fish farming and fishing.

In all, six Dinas Pendidikan, one Kemenag and one Bappeda office, 24 case-study schools, six additional schools (including three where PRIORITAS supported training was taking place), and one training venue were visited. During the three weeks in the field, more than

200 different classrooms were entered, the teachers and students met, and observations made of the school environment.

During each site visit, interviews were conducted, observations made – particularly of teaching and learning – and a record kept using the Checklist (Appendix A). All of this material was reviewed on a daily basis by the Study Team, discussed, summarized, analyzed and used as the raw material to write up six case studies, one case for each district. The Team reviewed and adjusted each case study at a later date. The case studies are presented in Appendix B. Finally, when all cases had been completed they were re-analyzed to extract important themes that address the key questions of effectiveness and sustainability.

These cases are presented as accounts of good (and not so good) practices, to describe how dissemination and sustainability appear to work in each context. The cases also provided information to address other matters before the Study Team including planning, funding, implementation challenges and lessons learned.

## **5.2 Effectiveness Themes from the Case Studies and Field Observations**

Thematic analysis of the case studies yielded five key themes across the majority (four or more) of cases. These themes are grouped below. These themes directly describe effectiveness or significant factors that bear directly on effectiveness. The themes are integrated and discussed throughout the Report and are not reviewed again here.

### *5.2.1 Theme 1: Contextual characteristics*

1. The enthusiastic, informed and constructive participation of key respondents during school and District visits and meetings.
2. Schools visited taking quite elaborate efforts to welcome the Study Team and to display their achievements with evident pride and extend hospitality with food and drinks. These efforts are notable for the student centered character of many of them – students were involved and not simply “objects” for observation.
3. Mixed directions of support for change: sometimes “top-down” with funding and planning directed by the Dinas Pendidikan; sometimes “bottom-up” where schools use their own BOS money to fund dissemination training and electing to participate in activities; and some “sideways-in” push by communities of good practice as represented by strong and effective school clusters and school committees.
4. There has been a change in the “mindset” of the education profession according to many respondents who used this term. (Where this change comes from is not clear; it may be from PAKEM/CTL or be a reflection of more teachers being certified and/or recognition of the need to address the demands of Curriculum 2013.)

### *5.2.2 Theme 2: Local government characteristics*

5. Senior Dinas Pendidikan officials now routinely report having a background in education as a school principal or teacher in contrast to the past when they would often assume leadership positions with no professional educational experience at all.
6. District commitment to dissemination program with PRIORITAS, reflected in joint planning, appointment of Facilitators, and making arrangements for funding (either APBD or BOS) to complement USAID-PRIORITAS contribution.
  - District commitment to improve quality of basic education in policies and regulations, often reflected in a Peraturan Bupati (Regulations of the Bupati) or Peraturan Daerah (Regulations

of the District).

7. Reform ownership in Districts and schools is evident – there is a move away from externally led and managed project reforms towards to local ownership and management of reform led by district government, school principals and teachers, supported by Facilitators. Commitment, ownership, responsibility evident and in some Districts and schools is reported to be higher than under DBE.
8. Joint engagement with PRIORITAS of competent Facilitators, the majority of whom (except in Labuhan Batu) bring important experience from DBE.
9. School clusters have an important role: Training activities are frequently conducted through school clusters. However, there are concerns about wrong messages being communicated to participants when the *Sekolah Inti* as a location for training is of poor quality.
10. Districts and their schools benefit from strength and quality of social capital. This is represented by political will to improve education, quality of leadership in Dinas Pendidikan, UPTD and schools; the converse is true.
11. Dissemination strategies are aligned with local government policies.
12. The leadership quality of the UPTD has a strong impact on school change and implementation of good practices.
13. Change from disseminated good practices is penetrating all levels: Dinas, communities, schools and madrasah. Madrasah are becoming increasingly involved in dissemination and are no longer routinely forgotten in District planning.
14. What is missing? Equity – securing benefits special groups (e.g., SLB; poverty) has been not been included in design.

### *5.2.3 Theme 3: Training, mentoring and supervision qualities*

15. Variations in recommended standards for training are usual and reflect local needs and contexts. Planning is commonly arranged initially for only three teachers from each school, which is less than ideal, but this begins the process of change and school disruption is minimized. There is consistent evidence that these trained teachers are supporting their untrained colleagues in further school change. In addition to this “within school dissemination”, there is also dissemination through school clusters. There is no evidence that program complexity is being reduced.
16. The absence of clear strategy for monitoring and evaluation of the quality of implementation of training and mentoring and provision of feedback for learning and improvement is common; a need for further professional development of pengawas and Facilitators in supervision, monitoring and feedback is evident.
17. Where teachers pay for training from their allowances, they may be more enthusiastic and committed in the training program. The same enthusiasm appears to be a quality of schools that pay from their BOS funds.
18. Follow-up mentoring occurs but reveals an absence of systematic programming that is unhelpful in consolidating learning from training. These issues appear to be related to administrative “blockages” at district level, not Facilitator incompetence.

### *5.2.4 Theme 4: Schools*

19. The pattern of change in schools is transitional from one or a few teachers beginning to implement PAKEM/CTL and over time, sometimes over several years, all teachers eventually changing with support from PRIORITAS Facilitators. This progressive,

step-by-step change in approaches to teaching over time from formal didactic teaching to student centered learning leads to models of a mature implementation of this approach to teaching at many schools. It is very difficult to attribute change in schools to one source such as a one-off training “event”.

20. Consistent reporting by teachers and principals of improved student outcomes in schools in enthusiasm for learning, motivation, attendance and social skills (strongest); academic outcomes also commonly better or, at worst in only three reported cases, the same.
21. Consistent reporting of high levels of satisfaction with change to PAKEM/CTL by students, teachers, principals, parents and school committee representatives.
22. Multiple and difficult to measure indicators of prevailing sense of happiness, work, commitment, enjoyment and pride in achievements in all schools implementing PAKEM/CTL.
23. Changes to learning and teaching and in school management are commonly reflected in observable changes in school infrastructure (such as building renovations; grounds, gardens [both decorative and vegetable gardens for teaching purposes]; fans and air conditioners; teaching equipment and materials).
24. Valuing of students is evident in multiple ways: teaching, student active participation as guides during Study visits, comments made by principals and teachers, observations of teacher-student interactions.
25. Dissemination of good practices is reported within schools: trained teachers training their colleagues.
26. Local, school-based and cluster-based examples of good practice in professional development are emerging; examples include teachers meeting regularly with the *Paguyuban Kelas* (PK) – Parent’s Class Association – in support of student learning, teachers developing lesson plans in groups and presenting them to other teachers for comments and improvements.

#### 5.2.5 *Theme 5: Sustainability*

27. Planning for sustainability is rare, especially in schools. When it does occur it is appropriately integrated into existing planning approaches, for example, in district long term plans (Renstra). Sustainability planning is not a stand-alone planning process (and there is no recommendation that it should be).
28. One important indicator of the potential sustainability of disseminated good practices is the quality of social capital in districts. (This means quality of school committee, strength of community support, depth of political and administrative commitment in local government, collaboration between Dinas Pendidikan and Kemenag.) Social capital varies from district-to-district and between schools within a district.
29. Sustainability of good practice implementation is clearly evident in schools especially in those schools where there is a history of commitment to change dating back to cooperation with DBE.
30. Quality of changes in the school *may* be better and more sustainable than in comparable project schools for the following four reasons: local Facilitators who know the context and are known in the school; school ownership of change; a shared sense of responsibility for the quality of the school; and school control and power over the changes.
31. A movement away from a surface approach to the implementation of student-centered active learning approaches towards a deeper understanding of the

principles underpinning this approach is emerging. It is more noticeable in those schools with a longer period of experience with this approach to teaching.

32. Evidence of sustained change from other and earlier donor support is limited or absent.

### **5.3 Testing the PRIORITAS Program Theory**

The sites selected for study were not intended to be representative of the 46 former DBE districts where PRIORITAS is supporting dissemination. There is no intention that this Study can be generalized to all other districts. Instead, the main purpose is to collect data to be able to test the theory of development articulated by PRIORITAS, and generalize from that theory to the whole project. Another purpose is to provide answers to questions such as “are the dissemination programs effective and are the programs creating sustainable good practices in the dissemination areas?”

The theory articulated by PRIORITAS is that expanded access to quality basic education will be achieved by strengthening in service teacher training programs, improving education management and governance, and strengthening coordination among government agencies and education institutions. Dissemination will enable PRIORITAS to reach many more schools through government-funded dissemination programs and with low-level support from PRIORITAS. Further, the program theory focuses on sustainability from day one of project activity and engages in coordination with government and institutions and in mentoring for capacity building.

To test whether this theory of development is working, the approach from realist evaluation, discussed in Appendix A, was taken to examine the assumption that context, program mechanisms and outcomes, each demand consideration in the analysis of program and policy effectiveness. The results of this analysis are presented below in Table 9: Testing the PRIORITAS Program Theory.

### **5.4 Conclusion**

Have the dissemination programs been effective and have they successfully created good practices?

The answer is yes. There is ample evidence from the six case studies of dissemination that dissemination is effective and that the effectiveness is ultimately based on the program theory. This theory, has in turn, been positively assessed against the evidence from the case studies and from reports and research studies as well.

There are potentially many valuable lessons to be drawn from these analyses; lessons of good practice in project design and implementation alongside lessons that will be useful in strengthening an already very good approach to dissemination.

**Table 9: Testing the PRIORITAS Program Theory**

Components of the PRIORITAS Program Theory	Study Outcomes
Expanded access to quality basic education will be achieved by strengthening in service teacher training programs	<p>Quantitative data reported in Chapter 4 demonstrates considerably expanded access to quality education via participating in disseminated (in service) programs in PAKEM/CTL.</p> <p>There is consistent evidence in schools of better quality teaching and improved student outcomes.</p> <p>Studies show there are serious doubts about the efficacy of “training” when it is used as a stand-alone activity; it must be combined with other supporting professional development activities such as mentoring.</p> <p>Conclusion: theoretical component verified.</p>
Expanded access to quality basic education will be achieved by improving education management and governance of schools and districts	<p>Not studied for practical, resource reasons. However, incidental evidence from the field indicates these improvements are having a positive effect. See also World Bank studies<sup>46</sup> for further support for this component.</p>
Expanded access to quality basic education will be achieved by strengthening coordination of government agencies and education institutions	<p>Not studied.</p>
Dissemination will enable PRIORITAS to reach many more schools through government-funded dissemination programs and with low-level support.	<p>Reach: quantitative data confirms this.</p> <p>Government funded programs: all programs observed are supported by GoI funds either via APDB or BOS. Additional funds come from individual teachers and sometimes other local sources.</p> <p>Low-level support: funding data confirms USAID PRIORITAS is currently contributing about 16% of costs over the whole dissemination effort.</p> <p>Conclusion: theoretical component verified.</p>
The program theory is to focus on sustainability from day one of project activity	<p>Conclusion: this component of program theory has been verified as being operational.</p>
The program theory is to engage in coordination and partnership activities with government and institutions.	<p>Dissemination is effectively implemented in a coordinated partnership with GoI institutions; observed at central (MoEC) and local government levels.</p> <p>Conclusion: theoretical component verified.</p>
The program theory is to focus mentoring for capacity building.	<p>Dissemination is effectively implemented through a supportive and professional system of mentoring.</p> <p>Conclusion: theoretical component verified.</p>

46 Ministry of National Education. (2010). Governance Matters to Education Outcomes. BEC-TF Secretariat; Samer Al-Samarrai. (2013). Local Governance and Education Performance: a Survey of the Quality of Local Education Governance in 50 Indonesian Districts. Human Development. Jakarta, Indonesia, The World Bank.

## 6 SUSTAINABILITY

### 6.1 Summary

The focus in this Study is on the *potential* for sustainability<sup>47</sup>. Actual sustainability can only be measured by post-project evaluations, though of course it can be planned for, as PRIORITAS has done. Little is known about actual sustainability of change in Indonesia. One study finds that the idea of social capital is essential for sustainability<sup>48</sup>. Networks of teachers collaborating in school clusters are an example of this concept. Local stakeholders ultimately determine sustainable outcomes.

Lessons learned from past development experience indicate the range of factors that are relevant for the sustainability of benefits from PRIORITAS dissemination. Assessing PRIORITAS against these indicators shows a positive development environment for sustainability. This conclusion is supported by observations in districts and schools. To enhance the potential for sustainability, the additional strategy of *unsustainability risk* needs to be considered. Unsustainability indicators are very useful as early warning signs that can detect negative issues or trends.

There is considerable variation in the assessment of potential sustainability of good practices between districts and schools. Where there is strong evidence of potential sustainability, the key factors are aligned. These factors are leadership commitment, planning, financing, communities, and past history of development in basic education. Information in PRIORITAS documents and practices observed in the field are compliant with USAID's concept and intentions concerning sustainability. A strong foundation for sustainable outcomes has been built. Further investigation of the *actual sustainability* achieved from past development projects in Indonesian education is long overdue to provide a stronger empirical basis to support PRIORITAS' ambitions in achieving sustainable outcomes.

### 6.2 Introduction

Monitoring a sample of dissemination sites and assessing the sustainability of the dissemination of good practices was a key task for the Study.

Actual sustainability can only be measured by post-project evaluations, though of course it can be planned for, and this is indeed mentioned in the PRIORITAS Work Plan<sup>49</sup>. Therefore, the focus of interest in this Study is mostly the *potential* for sustainability. Sustainability is the poor relative of implementation, dissemination, and quantified results. Sustainability is often thought of as the government's responsibility. So far, in Indonesian education projects, no one has made any serious study of sustainability. There was one very modest exception, the

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47 Considerable faith is placed in potential sustainability by donors as evidenced by this quotation from the Australia Indonesia Basic Education Program. (2010). *Activity Completion Report*. Cardno Emerging Markets, p.ix. "The national relevance of a program with such comprehensive educational and regional coverage cannot be questioned nor can the potential sustainability of its major achievements. Capacities built should never be lost although transfers, promotion and poor management can certainly dilute the long-term impact. There is still a long way to go before Indonesia reaches its educational goals.

48 Myers, B. et al. (2014) Post-project evaluation of the sustainability of development project outcomes: a case study in eastern Indonesia. *Development in Practice*, 24, 3, 379-389.

49 USAID. (2012). USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (PRIORITAS). Year One Detailed Work Plan May 7, 2012–September 30, 2013 and Indicative Five Year Plan. PRIORITAS, p.1.

World Bank study of projects, more than five years ago<sup>50</sup> and, of course, now there is this present Study.

Little is known about the sustainability of change in Indonesian education. In fact, little is known about the sustainability of benefits from development projects at all. One very recent study published in June 2014<sup>51</sup> looks at the long-term impacts of a fire-management project in eastern Indonesia, seven years after funding ended. Admittedly, its relevance to education is tenuous. However, it is – unusually – about Indonesia (in Nusa Tenggara Timur) and it is about sustainability. Further, the conclusions are consistent with the findings from the present Study.

The evaluation showed that the continued uptake of new practices did not depend on the sustainability of all the project outcomes but what was essential for sustainability was the idea of social capital. This refers to the benefit derived from cooperation between individuals and groups. The central idea is that social networks improve the productivity of individuals and groups. In the same way that better education – human capital – can increase productivity, so do social contacts and social networks improve the productivity of individuals and groups. In Indonesian education, a network of teachers collaborating in school clusters is a primary example of this concept.

The fire-management evaluation finds other factors in sustainable change: the benefits of cooperation between communities and districts; the capacity developed in the project contributing to improved governance in areas other than fire management; that only evaluating sustainability of the project outcomes that aligned directly with the original aims fails to recognize impacts on other desirable outcomes; that skills can be taught and systems established during a project, but long term outcomes are determined by local stakeholders.

For PRIORITAS, a lesson learned is that recognition of these social processes has resulted in the authors of this research paper modifying project design in subsequent projects.

### 6.3 Assessing Sustainability Potential

Lessons learned from past development experience<sup>52</sup> indicate the range of factors that are relevant for the sustainability of benefits from PRIORITAS dissemination. Some of these were used to construct the checklist used in the field.

However, reviewing more studies and reports after completing the fieldwork<sup>53</sup>, and from this Study, has added other factors for consideration in this under-researched area. These sources suggest indicators for assessing the sustainability potential of PRIORITAS and this assessment is presented in Table 10. These indicators are mainly in design and implementation. Assessing PRIORITAS against these indicators shows a very positive development environment for potentially sustainable benefits from PRIORITAS. This conclusion is supported by the analysis of observations in districts and schools, summarized below in 6.4. However, an additional strategy needs to be considered to manage the risk of unsustainability to enhance the potential *for* sustainability. This strategy is discussed below.

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50 Cannon, R.A. and Arlianti, R. (2008). *Review of Education Development Models*. Jakarta, The World Bank.

51 Myers, B. et al. (2014) Post-project evaluation of the sustainability of development project outcomes: a case study in eastern Indonesia. *Development in Practice*, 24, 3, 379-389.

52 An analytical framework for considering sustainability is still useful for reviewing the sustainability potential of disseminated programs in Indonesia. See: AusAID. (2000). *Promoting Practical Sustainability*. Canberra. 28pp. (Available: <http://aid.dfat.gov.au/Publications/Documents/sustainability.pdf>)

53 Silvius, G., Schipper, R., Planko, J., van den Brink, J., & Köhler, A. (2012). *Sustainability in Project Management*. Farnham, England, Gower.

### 6.3.1 Managing unsustainability risk

Managing the risk of unsustainability is based on the proposition that it is much easier to detect when something is unsustainable than when it is sustainable<sup>54</sup>. Unsustainability indicators are very useful as early warning signs that can detect negative issues or trends, particularly if measured over time. These are not accountability indicators; they are firmly in the area of formative evaluation – gathering data to make judgments for feedback purposes to detect problems, manage risks, support learning and ensure sustainable change.

Key suggestions are:

- Unsustainability indicators should be developed for all known potential problems
- Develop indicators *with* stakeholders to help them understand the risks and to manage them
- Link indicators with the project's monitoring and evaluation system for consistency
- Establish ways for making decisions and taking actions such as the establishment of threshold levels for attention, periodic meetings to discuss trends and issues, and adjust project design.

In PRIORITAS, unsustainability indicators can be developed from some the factors listed in Table 10: PRIORITAS & Conditions that Lead to Sustainable Outcomes but should also include indicators of implementation progress and experience such as:

- Assessing and managing the high transition risk from one principal to the next in schools
- The level of conflict present (if any) over project matters
- Technological changes (failure to adapt to new methods, regulations, policies, lessons from own monitoring data, critically important studies and research related to project goals)
- Declines in the level and nature of local participation and community support
- A lack of progress in achieving key PRIORITAS commitments and targets
- No improvement in the situation for groups such as women and children with special needs
- Important changes in institutional capacity and or leadership.

The development of such indicators, which must be simple, easy to use, valid and reliable, will require further development and testing, but this should not be an onerous task. These indicators will be invaluable in ensuring progress in fragile development contexts such as in Labuhan Batu.

One of the major and known risks to the sustainability of change is change at district level among senior education officials including trained decision makers, principals and district facilitators. Change in local political leadership is another serious concern.

Regrettably, there has been considerable worry about this unsustainability risk for too long but very little analysis and action to address that worry. It is time to address this shortcoming.

Change in organizations is not a problem unique to Indonesian educational leadership and management. It is shared by all organizations. Significant changes occur at the highest level in national government, they occur in the military, in commercial organizations, and at the level of small family businesses and small schools. No organization is immune from this risk. However, many organizations have adopted strategies to manage the risk of change in leadership and among people with key skills for the organization, to reduce risks to the organization, and consequently enhance sustainability. Such strategies include succession planning. Succession planning has very strong links to providing critical professional development for key talent in the organization.

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54 Eckman, K. (1993). Using indicators of unsustainability in development programs. *Impact Assessment*, 11, 3, 275 -287.

What is required now and without continuing delay is careful description of this particular risk to sustainability and its analysis in the Indonesian, education context. This context is complicated by other issues relating to patronage and to corruption, which is a warning to be too optimistic about simply applying western-oriented textbook remedies to this risk.

#### **6.4 Results from field work**

There is considerable variation in the assessment of the potential sustainability of good practices between districts and between schools. These variations reflect important differences in the key factors of leadership commitment, planning, financing, communities and past history of development in basic education. Where there is very good evidence of potential sustainability, the key factors are aligned. For example, where sustainability is embedded in existing planning in Sidoarjo, there is also strong leadership commitment at both district and school level, the financing is well thought out with top-down support from APBD and bottom-up contribution from teachers, and there is a supportive professional community and knowledgeable leadership. Sidoarjo was planning dissemination on its own before PRIORITAS offered support. In this District there seems little risk to sustainable change. Sustainability is also likely in Deli Serdang and Pasuruan and also in Pinrang but for differing combinations of factors. Individual assessments of sustainability are presented in the six case studies in Appendix B.

In Labuhan Batu and in Pangkep, some of these factors are weaker and the overall sustainability potential is weaker. In Labuhan Batu, despite exceptional commitment and initiative from the Bupati in implementing his unique strategy of *Program Akselerasi*, there are several contextual indicators warning of risks ahead including weaker communities and lack of experience among Facilitators and administrators. Pangkep does not appear to have a consistent level of commitment at district level and there is no sustainability plan, although other factors are particularly strong, such as leadership at UPTD level and in schools. In these two districts it may be prudent to develop, trial, and apply the unsustainability indicators discussed above and then act on the information generated.

**Table 10: PRIORITAS & Conditions that Lead to Sustainable Outcomes** <sup>55</sup>

Key Sustainability Factors	Clarification and Assessment of PRIORITAS Implementation
Policy	Government policies support the use of good practice and good practice supports policies. [PRIORITAS: Dissemination of good practices is consistent with policies.]
	The good practice is consistent with the law and regulations governing education. [PRIORITAS: Yes. Some local government regulations require attention to good practices.]
Social Capital	Social capital represented by the political will to improve education, the quality of leadership in Dinas Pendidikan, sub districts and in schools, plus support from local community and school committees is sufficiently strong to support and sustain change. [PRIORITAS: Social capital varies from one location to next; where this is inadequate professional analysis of situation is recommended leading to possible community development strategies.]
Institutions and Organizations	Decentralized change is sustainable if the change is based on local leadership, local management structures, initiative and commitment. [PRIORITAS: Yes; PRIORITAS works with and through local government. There is a clear movement away from top-down direction towards local initiative, leadership & participation.]
	Participative and equitable processes in implementation are evident. [PRIORITAS: Yes. Planning negotiated with local government. Women and men involved equitably but consideration of dissemination to address needs of all children, for example, in special education schools is missing. So too, are needs of remote and distant schools.]
	There is evidence of breadth (different groups) and depth (different levels) demonstrating participation and strength of ownership and strength of capacity. [PRIORITAS: Yes. PRIORITAS Work Plan makes commitments to work with local government, principals, teachers and school committees; evidence available indicates that commitments are being implemented. Depth of local capacities inadequate at some levels.]
	Builds on existing, strengthened institutional good practices and experience at local level. [PRIORITAS: Dissemination is occurring in former DBE districts and so is building on past strengthening and experience; especially the experience of many Facilitators.]
	Flexibility: change in approach is welcome, even late in the project cycle. [PRIORITAS: Supporting changes such as Labuhan Batu's Program Akselerasi indicates PRIORITAS flexibility.]
	Project has sustainability strategy in place well before the completion of project assistance. [PRIORITAS: Dissemination and sustainability strategies have been implemented "since Day One", consistent with USAID ADS 200,3.1.5 <sup>56</sup> .]
	Make assistance investments where there is demonstrable local demand and ownership, and where a broad segment of the community has a stake in ensuring that the activity or service continues after the USAID program or project ends (ADS 200)

55 This checklist has been developed from material in the following guidelines, from sustainability lessons learned in the Study, and other relevant sources: USAID (2012). *ADS Chapter 200, Introduction to Programming Policy*, p.17; UNDP, *Capacity Assessment Practice Note*, July 2006; AusAID. (2001). *Promoting Practical Sustainability*. AusGuidelines, 18, Canberra; USAID, (2007); *Managing Basic Education, Lessons Learned from MBE Implementation Progress in Indonesia, 2003 – 2007*. Jakarta; Silvius, G., Schipper, R., Planko, J., van den Brink, J., & Köhler, A. (2012). *Sustainability in Project Management*. Farnham, England, Gower. The DBE1 and DBE3 dissemination studies analyzed in Chapter 3.3 have also been an invaluable resource.

56 USAID (2012). *ADS Chapter 200, Introduction to Programming Policy*, p.17.

Key Sustainability Factors	Clarification and Assessment of PRIORITAS Implementation
	[PRIORITAS: Yes.]
Financial	<p>Continuity of resource support is strong and the practice is affordable and financially realistic in the school/institution. (Ensure that activities or services are tied to sustainable financing models, either through private-sector participation or through publicly managed arrangements – ADS 200).</p> <p>[PRIORITAS: The dissemination strategy requires substantial local government funding support and current overall evidence is that 80% of costs are met in this way; schools through BOS and individuals are contributing too.]</p>
Behavioral	<p>Beneficiaries have capacities to learn from project activities.</p> <p>The good practices use and develop local capacity.</p> <p>[PRIORITAS: Yes.]</p>
Depth of understanding	<p>Depth plays an important role in capacity to sustain change. The capacity building conducted for key stakeholders has sufficiently deepened understanding to ensure adequate levels of continuing behavior in professional and leadership roles (ADS 200). Teachers with a deep understanding of pedagogical principles are better able to respond to new demands in ways that are consistent with the underlying principles of reform.</p> <p>[PRIORITAS: Yes. There is evidence of deep change among some teachers and principals and even some schools. This is one area that might be reviewed to determine if more can be done for those more advanced in implementing change]</p>
Monitoring, mentoring and feedback	<p>Individuals and organizations require regular formative monitoring, feedback and support for continuing development.</p> <p>[PRIORITAS: Mentoring provided but weakness identified requiring attention.]</p>
Technology	<p>The theory, evidence and ‘technology’ of dissemination are appropriate for local conditions. ‘Hardware’ technologies are appropriate, affordable and sustainable.</p> <p>[PRIORITAS: The “technologies” of MBS (including PAKEM/CTL) are appropriate, acceptable, and being implemented with considerable initiative and enthusiasm.]</p>
Social, gender, cultural and equitable sustainability	<p>The good practice is culturally and socially appropriate for local conditions.</p> <p>All groups in the institution/community, especially women and girls and groups with special needs, are included, participate, and are empowered. Benefits of change are available equitably in the community and do not advantage/disadvantage any particular group.</p> <p>[PRIORITAS: Local social characteristics (such as supportive communities) vary and warrant closer attention to facilitate sustainable outcomes. Participation of women and men in dissemination activities and in school leadership roles is equitable but programming must take more account of family responsibilities and marginalized groups, including children with special needs. Equitable distribution of benefits is unknown and not monitored.]</p>

**Assessment:** Information in PRIORITAS documents and practices observed in the field are compliant with USAID’s concept and intentions concerning sustainability. By being compliant, a strong foundation for sustainable outcomes has been built. However, as Table 10 indicates there are implementation issues that require attention.

## 7 RECOMMENDATIONS

### 7.1 Introduction

These recommendations are made in the context of an extraordinary effort being made by USAID, PRIORITAS, and its Government of Indonesia partners to disseminate sustainable good practices. The recommendations are intended to make an effective dissemination and sustainability strategy even better by addressing some issues that emerged during the Study.

### 7.2 Principal recommendation

The Study Team would be comfortable with making only one recommendation but that would likely be unacceptable to the Government, PRIORITAS and to USAID. Accordingly, a set of secondary recommendations is also presented below.

Nevertheless, that principal recommendation is to continue the present dissemination and sustainability strategy that is demonstrably working so well in the former DBE districts.

### 7.3 Secondary recommendations

The secondary recommendations are intended to make a successful strategy even better. However, in making these secondary recommendations, we warn of risks, costs and potential inflexibility that may arise from additional and unwelcome layers of bureaucracy. These matters may impede development, rather than support it, and should be closely monitored.

#### *7.3.1 Sustainability*

Adopt a revised definition of sustainability. The definition of sustainability used by USAID is potentially misleading. What is required is clarification of the concept “benefit” in that definition. If benefit does not include developing the capacity of principals, teachers and educational administrators for further adaptations to change and for continuing professional development, then that concept of benefit is too limiting. A more forward-looking definition of sustainability is suggested and this is explained in Section 2.2.2.

Study to understand *actual* sustainability. Having initiated the uniquely positive step of including an active program of support for dissemination and *potential* sustainability into PRIORITAS, it is essential to strengthen this initiative by focusing on the current gap in knowledge concerning the factors associated with *actual* sustainability. It is recommended that steps be taken to study former project sites in different cultural contexts to better understand the factors associated with the sustainability of educational development and to incorporate this understanding into PRIORITAS’ future planning and implementation.

Sustainability risk. One of the major and known risks to the sustainability of change is change at district level among senior education officials including trained decision makers, principals and district facilitators. Change in local political leadership is another serious concern.

Regrettably, there has been considerable worry about this unsustainability risk for too long but very little analysis and action to address that worry. It is time to address this shortcoming.

Rather than adopt a fatalistic attitude to this risk, steps should be taken to understand the dynamics of such transitions. This may help develop effective strategies to manage transitions and reduce risks to sustainability.

### *7.3.2 Facilitators*

Ensure the continuity of professional Facilitators in Districts. The District Facilitators play a critically important role in dissemination. Without them the dissemination process would collapse. Three matters that PRIORITAS and government must work through together to ensure the continuity of this essential role are:

- Establishing a permanent place for District Facilitators in local government support structures.
- Establish clear plans and criteria for the selection of high quality Facilitators from acknowledged good practice schools<sup>57</sup>.
- Develop, implement and evaluate processes for the supervision and continuing professional development of District Facilitators in both the subject areas of their expertise and in the processes of professional facilitation.

Manage Facilitators professionally. Different circumstances and different geographical constraints require different management strategies to ensure fair working conditions for Facilitators and to ensure equitable support to all schools. Facilitators often have to travel long distances to perform their mentoring and training duties and reports of administrative penalties being imposed for absences to undertake facilitation duties were reported. Staffing in schools should be rebalanced where Facilitators normally work to enable them to undertake facilitation duties without routinely disrupting the school's program. These are delicate tasks for PRIORITAS to negotiate with its local government partners

### *7.3.3 Be more strategic in dissemination*

Focus on “Early Adopters”; “Work with the Willing”; “Make Strategic Choices”; “Bottom-up, not Top-down”. The final evaluation of DBE was emphatic in its recommendations on this theme. The Study Team believes there is a clear lesson of positive change in practices where schools elect to participate in dissemination programs using their own resources. Principals in these schools assert that good quality outcomes are achieved because of a stronger sense of ownership and responsibility. Yes, poor quality schools with weak leadership need to be addressed too. But the evidence is that “working with the willing” pays direct dividends in those schools, and also leads to more dissemination as these schools assume leadership roles and disseminate good practices to others. Focusing on early adopters is a very wise use of limited resources, is effective in building models of good practice, and providing opportunities to learn about, and to improve, dissemination strategies.

### *7.3.4 Guidelines and planning*

Strengthen guidelines and planning. It is not clear exactly what the guidelines for dissemination are and where the definitive PRIORITAS' policy on guidelines can be found, although Facilitators appear to be “aware” of the guidelines. It is a simple administrative task to tidy up this matter and to publish guidelines in one easily accessible source. Guidelines might also review ways of strengthening monitoring of participant progress and providing constructive feedback for learning processes.

Planning of the overall dissemination program in some districts, particularly the sequencing and timing of mentoring following training, seems to be more haphazard than is desirable and might also benefit from a close review.

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<sup>57</sup> The Study Team was very concerned to discover that some Facilitators, including a principal, that came from schools that were in poor condition and demonstrating very poor practices in learning and teaching.

The Study Team formed the view that a strong focus on ensuring the quality of implementation processes, especially of the work of Facilitators, will help ensure the quality of outcomes of the dissemination process.

### *7.3.5 Monitoring, evaluation and feedback*

Strengthen monitoring, evaluation and feedback for learning. The whole domain of monitoring, evaluation, and especially constructive feedback to PRIORITAS, Facilitators, schools and districts, would benefit from a close review to ensure that agreed standards are maintained and that professional learning is enhanced.

As in most development projects, monitoring and evaluation in PRIORITAS is almost completely skewed towards collecting precisely defined and controlled data for reporting and accountability purposes. If only a small part of the huge amount of human effort required performing these tasks could be reallocated to monitoring for learning, it would be a significant addition to the project's *educational* resources and purposes.

In the Performance and Management Plan the term 'feedback' is used only twice, however, both instances of the use of these terms refer to students and never to project implementation people – the trainers, Facilitators, school and district leaders and project managers – who need feedback to confirm or adjust their work.

The Final Evaluation of DBE expressed this challenge as follows: "From the findings and the challenges, recommendations for successful implementation of the [whole school] approach include: Monitoring ... that is also timely and provides empathetic feedback supportive of participants' needs and project's goals. The monitoring process should lead to analysis of trends and patterns, and to reporting that leads to continuous improvement of the teaching-learning process as well as to information that places greater emphasis on outcomes<sup>58</sup>".

### *7.3.6 Professional development*

Support continuing professional development to the highest standards of good practice consistent with the context and identified needs. The PRIORITAS approach to professional development is very sound as shown in Table 2: Changing Conceptions of Training and Professional Development. However, an audit of current policies and practices, consistent with matters raised in this Study, will help PRIORITAS to ensure that the best possible approaches are maintained, communicated, and supported through the Government of Indonesia at all levels. These approaches should avoid ineffective "one-shot" professional development activities and ensure professional development and organizational change strategies are integrated, evaluated, and developed.

Change is a slow process of transition that requires continuing cycles of professional development towards stronger skills and understanding of the educational principles informing good practice in schools. Many individuals do not make a continuing contribution to their organizations from professional development. This outcome is not because of individual failings but because of deficiencies in the integrated planning of development and organizational change strategies. Good professional development moves away from an emphasis on individuals to an integrated approach, over a longer time-scale, that gives support to both the individual and to their place of work.

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58 USAID. (2011). *Indonesia: Decentralized Basic Education Project, Final Evaluation. Volume 1: Main Report.* p. 73.

### *7.3.7 Differentiated planning and differentiated funding*

The variation in contexts of dissemination suggests that it is timely to review planning approaches that assume (reasonably, because of the scale of this project) that conditions and needs are similar in all districts.

There are some districts, such as Sidoarjo and Deli Serdang that will succeed on their own and could possibly (with perhaps some resource assistance) become *Pembina* Districts that can support changes elsewhere. Other districts still require substantial technical assistance and planning guidance such as Labuhan Batu and Pangkep.

The geographical size of districts varies greatly and this leads to different requirements for facilitation, such as time and travel. This requires different funding models if all schools are to be treated equitably.

### *7.3.8 Managing the “resistant”*

A common complaint is that older teachers near retirement are often resistant to change. This is an important complaint to understand and to resolve. These experienced and higher status teachers have the potential to provide strong leadership if managed well or do more damage if managed poorly – than simply not changing themselves. It is usual in educational development to find that the most resistant to change, the most critical, and apparently most hostile, frequently change their position completely and become fierce advocates and leaders of change. The “resistant” should never be ignored. There is a wide literature on managing this kind of issue that can be consulted to inform policy decisions to further strengthen dissemination and sustainability.

### *7.3.9 Supplementary dissemination*

Dissemination of good practices occurs through multiple supplementary means such as showcase events, public meetings and seminars, and the media. In one sub district a simple calendar has been distributed with photographs of good practice schools. In Pasuruan there is a Teachers’ Center funded by the Sampoerna Foundation that provides access to materials produced by USAID DBE and PRIORITAS among other sources.

All of these supplementary strategies can help teachers but also inform communities about what is possible for the education of their children. In some districts, it may be useful to engage short-term national community development specialists to assist educational development professionals in developing supplementary strategies that reflect local cultural values and attitudes to education and to help build stronger political support for education through existing institutions of school support.

As the first developing country to operate its own domestic satellite system in the mid nineteen seventies, Indonesia is no stranger to the use of up-to-date technologies to achieve its communication goals. This leadership role could be surely reflected in creative ways to disseminate good practices to schools and communities.

### *7.3.10 Build social capital*

Strengthen school committees and understand local communities. The dynamics of school communities, school clusters, school committees, sub districts and district government varies considerably from one location to the next. It is understandable that projects of the sheer management scale of PRIORITAS have to make assumptions about these dynamics, but it is evident that more attention to these dynamics and to local social and cultural characteristics could pay dividends in more effective dissemination practices.

For example, where training programs are implemented in a *Sekolah Inti*, it is most desirable that this school reflects good practice in its work and is in a reasonable physical condition. The school should serve as an exemplar of good practice for participants in training activities.

Further, for dissemination among primary schools we understand that the flow of dissemination often goes from KKG to the UPTD to USAID PRIORITAS directly, suggesting that the project might focus on smaller areas of work in each sub district. For effective dissemination, the sub district has almost everything needed: schools and BOS. We also find cases where larger schools support smaller schools and certified teachers support non-certified teachers within this sub district based “community of practice”.

#### **7.4 Final recommendation:**

We can find no better way of concluding this presentation of recommendations than to repeat the last recommendation in the final evaluation of DBE. It is difficult to overemphasize the importance of this recommendation after witnessing the astonishing achievements now being made in schools and the rapid rate of change now underway. The pressure is now changing on PRIORITAS to work even harder to keep up with what is happening and to retain its exemplary educational leadership position.

The final DBE evaluation recommendation is:

“Create an even better recipe for success. Add to this list. Share and use it. This is not a one-project issue. The final recommendation is not just to learn a lesson (lessons can be easily forgotten or lost). Recommendation: use it, or lose it.”<sup>59</sup>

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59 USAID. (2011). *Indonesia: Decentralized Basic Education Project, Final Evaluation. Volume 1: Main Report.* p. 75.



## 8 CONCLUSIONS

### 8.1 Overview of achievements

This Report presents the results of a Study to assess the extent of dissemination and sustainability of PAKEM and CTL programs in the former DBE districts, to estimate the impact of these programs compared to similar programs implemented by the project and to make recommendations for future dissemination of project programs.

In summary, evidence from the analysis of data gathered from PRIORITAS monitoring, the schools and districts visited, and from analysis of reports and studies, is that:

- There has been extensive dissemination of good practice programs in the districts studied.
- Dissemination programs are having a positive impact in schools and the likely quality of what is being achieved might possibly be better than those outcomes from direct project support, this outcome reflecting local ownership of school reform and a stronger sense of responsibility in schools and districts linked to local funding of dissemination activities.
- A very strong foundation for the sustainability of benefits has been built. The *potential* for sustainability, judged against sustainability indicators, is very good. However, achieving *actual* sustainability is hampered by the lack of empirical evidence, as there has been no systematic study of actual sustainability achieved by previous donor-supported projects in Indonesian basic education to date.

The principal recommendation is for PRIORITAS to continue with the very successful approaches and program of dissemination now being implemented. Some minor adjustments to address a small number of observed weaknesses in some districts are proposed for consideration by PRIORITAS management. These proposals are included among the recommendations.

### 8.2 A strongly aligned approach to dissemination

The success of PRIORITAS' work in dissemination is due to its alignment with national and local government policies and needs, the needs of teachers and schools and, at more abstract level, its alignment with the published evidence for school reform and educational change.

A common observation of alignment in the field is where good district and sub-district leadership is aligned with good school principals and sufficient locally managed resources to achieve positive change in schools.

#### *8.2.1 Dissemination approach aligned with evidence*

The design and implementation of PRIORITAS is consistent with the findings and recommendations of reports and studies in education, not only those of donors and from its USAID "parents and grandparents" – DBE and MBE – but also studies published in the international literature. Used as a benchmark, these reports and studies suggest no obvious shortcomings in either PRIORITAS design or implementation. This outcome is reflected in the considerable success of the dissemination work being undertaken in the field.

It is often claimed that "Indonesia is different" and indeed it is different – but different to what is never made clear. Presumably it means different to other countries. This Study has repeatedly drawn attention to differences *within* Indonesia that have an impact on dissemination. But asserting generalized Indonesian difference may be shorthand for supporting inaction, for laziness, or for "waiting for the research on Indonesian education to

be done”. Using difference as an excuse or an explanation of problems needs to be replaced by taking action on *similarities* and consistencies to solve problems, as in fact PRIORITAS is now doing. This Study demonstrates that findings and lessons learned from within Indonesia are similar to those found elsewhere. It is safe to conclude that there *are* differences but they are more commonly differences in emphasis rather than differences of a substantive nature that would make Indonesia stand alone from the evidence of educational change that is remarkably consistent across nations.

PRIORITAS and its Indonesian partners are now working at the cutting edge of educational development practices in schools. This conclusion is illustrated by the outcomes of this present Study being reflected in the recent words of Michael Fullan, a leading Canadian and internationally recognized writer in this field of educational change. Fullan wrote about the “new” approaches to educational change: “What is ‘new’ are strong, actionable concepts in combination: capacity building, learning in context, lateral capacity building, sustainability, and systems leaders in action – leaders at all levels engaged in changing the system, changing their own context”<sup>60</sup>.

This study has demonstrated how each these qualities was found in the six districts and 24 schools studied:

- The “strong actionable concepts in combination” of democratic school management, community participation and, in particular, the idea of student centered active learning at the heart of PAKEM and CTL.
- The “capacity building” of principals, teachers, school committees, communities, and district and sub district administrations
- “Learning in context” – training and mentoring taking place on site in schools and in school clusters
- “Lateral capacity building” meaning that sustainable change requires not changing only one teacher and one classroom but helping all teachers in the school to change, helping other schools nearby and in school clusters to change.
- “Sustainability” where districts and schools are embedding change in their planning, funding commitments, and in commitments to the continuing professional development of all educational professionals.
- “Systems leaders in action” reflected by leaders in central government supporting reforms in the teaching profession, Bupatis and district governments issuing regulations for quality improvement, and district leaders of public and religious schools working together to improve the quality of education of all children in all schools.

The good practice examples constructed from field observations in Appendix B illustrate these qualities in schools and districts.

Fullan also presents a sharp warning about from his extensive, international work: “What is ‘bad’ is the overdosing on standards and assessment (the failure to get the balance right between assessment and capacity building); the inability to get inside the classroom; superficial professional learning communities; and the failure in many countries to reduce the gap between lower and higher achieving students and schools”<sup>61</sup>.

These four warnings are worthy of attention in future PRIORITAS project implementation strategies and in its consultations with government.

Other recent international studies also add weight to the findings presented in this Study and demonstrate that Indonesia is not so different after all. In “Why Not the Best Schools?” Caldwell and Harris report a global finding from the *International Project to Frame the*

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60 Fullan, M. (2007). *The New Meaning of Educational Change*. New York, Teachers College Press, p. xii.

61 Fullan, M. (2007). p.xii.

*Transformation of Schools*, noting “...no single strategy or collection of strategies can be successful [in transforming schools] unless there is alignment of effort and the focus is on the student”.<sup>62</sup> A specific finding from international research is also evident in Indonesian experience. Creemers and Kyriakides<sup>63</sup> note that the most effective schools drop to average effectiveness where improvement efforts are not implemented on a continuing basis.

This explains why school improvement must be managed on a continuing basis, as sustained school improvement cannot be a “one-off event”, as advocates of one-off training events seem to hope for in the face of overwhelming evidence to the contrary<sup>64</sup>. The development community must move on from the tired old educational idea embedded in terms like transfer and dissemination that imply it is all a rather simple task of getting information out of the heads of educational development specialists via “National Trainers” and “Facilitators” into the heads of large numbers principals and teachers through highly questionable “cascade methods” – as the results of the recent evaluation of BOS training makes very plain<sup>65</sup>.

The Creemers and Kyriakides finding is also consistent with the phenomenon of changes in schools “fading” from earlier project impacts, a phenomenon so frequently mentioned in the evaluations of both MBE and DBE<sup>66</sup>.

### *8.2.2 The PRIORITAS implementation approach is aligned with its philosophy*

In its approach to dissemination and sustainability, PRIORITAS reflects the distinctions commonly made between student-centered learning and traditional teaching<sup>67</sup>. Table 11 shows the parallels between the principles of student-centered learning and the approach to development implemented by PRIORITAS. The Table compares these with conventional approaches. The Table shows that PRIORITAS’ practices are aligned with the central philosophy of teaching and development that it espouses in its Work Plan<sup>68</sup> and in other documents.

The PRIORITAS experience from disseminating sustainable good practices is very neatly summarized in this simple quotation from the literature on policy reform in developing countries: “Instead of identifying ideal solutions up-front and top-down, policy implementers need to iteratively develop second or third-best answers that collaboratively agencies and stakeholders can agree upon<sup>69</sup>”.

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62 Caldwell, B.J. and Harris, J. (2008). *Why Not the Best Schools?* Camberwell, Vic., ACER Press, p. viii.

63 There is evidence of even the most effective schools dropping to average effectiveness where improvement efforts are not implemented on a continuing basis. This explains why school improvement must be managed on a continuing basis; change and improvement is not a one-off ‘event’. Source: Creemers, B. and Kyriakides, L. (2012). *Improving quality in education: dynamic approaches to school improvement*. Routledge, London and New York, p.51.

64 See: Section 3.10 Published Studies in the Education Literature.

65 Shaeffer, S. BOS Training: Its Implementation, Impact, and Implications for the Development of Indonesia’s Education System, An Independent Review, Prepared for AusAID Indonesia, June-July, 2013.

66 USAID. (2011). *Indonesia: Decentralized Basic Education Project, Final Evaluation. Volume 1: Main Report.*

67 Newble, D. and Cannon, R. (2000). *A Handbook for Teachers in Universities and Colleges*, (4th edition). London, Kogan Page, p.17.

68 USAID. (2012). *USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students (PRIORITAS). Year One Detailed Work Plan May 7, 2012–September 30, 2013 and Indicative Five Year Plan. PRIORITAS*, p.1-2.

69 Brinkerhoff, D. and Crosby, B. (2002). *Managing policy reform; concepts and tools for decision-making in developing and transitioning countries*. Bloomfield, CT: Kumarian Press. p.6.

**Table 11: PRIORITAS' Alignment with its Espoused Philosophy**

<b>Student-centered learning</b> <b>Client-centered PRIORITAS</b>	<b>Conventional teaching</b> <b>Conventional project approach</b>
Students have responsible and active role Districts and schools have active and responsible roles	Students passive (no role in planning learning; sitting in class) Districts and schools not active in planning and implementation
Students make choices between what and how to learn Districts and schools determine priorities	Most decisions made by teacher Most decisions made by project
Emphasis on integrating learning across the curriculum Whole-school, whole-District approach (e.g., Indonesian concept of SBM)	Emphasis on learning this subject only Emphasis on learning one subject (e.g., recent BOS training for principals; DBEP and BEC-TF focus on management)
Emphasis on enquiry-type activities Emphasis on understanding and developing learning resources: Teachers and lecturers involved in developing and writing modules; in simulation and practice at school and TTI level; emphasis on building capacity and sustainability as creators of materials and presenters of training.	Emphasis on receiving information Emphasis on presenting training and accounting for attendance numbers of participants; numbers of manuals produced and distributed, etc.
Teacher as guide, mentor and facilitator of learning Facilitators provide training and mentoring	Teacher as expert provider and controller of activities Emphasis of training and achieving quantitative targets through project-planned activities at specified times and locations

### *8.2.3 The PRIORITAS approach is aligned with government policies*

One of the major criticisms of DBE was that the Ministry of Education and Culture and the Ministry of Religious Affairs officials at all levels were often not partners in the program<sup>70</sup>. This matter has now been addressed by PRIORITAS. For example, before proceeding to the field, the Study Team met with the most senior officials in the Ministry of Education and Culture to discuss their work and was invited back at the conclusion of the fieldwork to present an “honest” appraisal of findings, which they did.

The dissemination of good practices is strongly aligned with government policy at all levels. It also supports the implementation of the new Curriculum 2013 – and Curriculum 2013 also appears to be facilitating dissemination of good practices. At local levels, the work of PRIORITAS is tightly integrated into local government programs by providing to local government the much-needed technical support through the Facilitators for local government funded dissemination programs.

### **8.3 Major findings**

The most important conclusions to be drawn from the Study are the following:

- The dissemination of good practices, in terms of numbers of schools and participants reached in participating provinces, is extensive.
- Teachers and principals consistently report improved student outcomes. These outcomes are

70 USAID. (2011). *Indonesia: Decentralized Basic Education Project, Final Evaluation. Volume 1: Main Report.* p. xiii.

in academic learning, students' attitudes, motivation and social skills. Attendance is reported to have improved and rates of early school leaving have decreased.

- Among students, teachers, principals, communities, and local government, there are very high levels of satisfaction with changes resulting from disseminated programs in teaching and learning.
- Strong indications of responsibility, ownership, pride in achievements and enthusiasm for school improvement can be found in local government and in schools.
- The success of the partnership between the Government of Indonesia and PRIORITAS in achieving results can be described as outstanding.

There are also important and unexpected outcomes. These are:

- A prevailing sense of happiness, hard work, and commitment in schools reflecting positively on the quality of the learning environment.
- The high frequency of finding "all" in the field: all classrooms implementing PAKEM or CTL, all teachers expressing positive attitudes, and all students similarly expressing their appreciation of the method, when questioned.
- The power of local responsibility, ownership, and bottom up initiatives in supporting the dissemination process and change initiatives in schools.
- The importance of the idea of *social capital* in good practice schools and districts reflected by strong communities, strong school committees and constructive links among schools and with the various levels of local government.
- The complexity of dissemination and the change process defies simple analysis; change comes from many sources of which PRIORITAS dissemination is one, and commonly the most recent and powerful source of change.

## 8.4 Major challenges

PRIORITAS addresses the challenges of dissemination very competently and professionally. There is no evidence that any major issues are being neglected to the detriment of successful outcomes.

The Study Team did, however, recognize some challenges from its work that warrant further analysis and possibly, action to further strengthen dissemination and ultimate sustainability of change. These challenges are discussed elsewhere in this Report and so only a brief synopsis of each is presented here together with a cross-reference to the discussion.

The challenge of educating beneficiaries in adaptation to change. This issue is connected to strengthening the term "sustainability" and how to implement an *educational* strategy, rather than a training strategy, to assist in developing the capacity of individuals and institutions to be able to implement the good practices now and also to be able to monitor change, to learn from experience, and to be able adapt and develop even better practices. (Reference: 2.2.2.)

The challenge of shifting monitoring and evaluation practices towards learning. The very heavy emphasis on the donor side of stressing data for reporting and accountability limits the potential for a more productive focus on data for feedback, learning and change – the ultimate purpose of the whole project. Quantitative data collections mask the qualitative complexity of challenges in dissemination, the quality of processes and outcomes, and the depth of change necessary to sustain change. This complexity is significant in multi-level educational systems, like Indonesia. (Reference: 7.3.5.)

The challenge of how to ensure that the transfer of learning from formal training to work is a more integral part of the existing organizational practices in schools and districts. (Reference: 3.10.7)

The multiple challenges at district level in changing “mind-sets”. District officials complain about:

- some teachers and principals whose commitment and enthusiasm for change is often weak,
- the weakness of community participation in schools and in school based management, and the present weakness of the cluster system,
- the challenge of addressing people who feel too “comfortable” with their present situation and do not understand why change is necessary,
- a tendency for changes made to revert, over time, to old practices that seem to be partly linked to the community, and some teachers too, in not having information about educational standards and changes occurring elsewhere (Reference: Appendix B.).

## **8.5 Additional challenges**

From its observations in schools and districts, the Study Team became aware of other challenges to achieving quality learning outcomes in schools that are outside its Scope of Work. The Study Team requests that USAID and PRIORITAS consider addressing these challenges in their analysis of monitoring data and possible future actions. There are five additional challenges noted:

Boy’s education. It was obvious in many schools, perhaps the majority, that girls are out-performing boys across the curriculum. This observation suggests further analysis to comply with PRIORITAS commitments to gender inclusion and equity set out in its Work Plan<sup>71</sup>.

Absence of attention to children with special needs and learning difficulties. The Study Team located only one example in the 24 schools visited where any attempt was being made to address the needs of children with special needs. This observation also suggests further analysis and action.

Moving beyond “Good Practices 101”. There is an emerging need to help districts and schools implement more advanced and refined approaches to school based management, including teaching and learning. The best schools would likely appreciate access to more advanced levels of professional development in learning and teaching and school management. PAKEM and CTL are not the “best” methods of teaching for all learning objectives and it is time to move on and develop teachers’ capacities to competently use a range of approaches that better suit the variety of outcomes they wish to achieve with their students. This is arguably beyond the capacity of PRIORITAS to respond. On the other hand, someone soon will have to address this rapidly emerging need and it is important for USAID and PRIORITAS to reflect on their pre-eminent leadership roles and on how this challenge is to be addressed and by whom.

Why is learning not really the respected priority in schools? Despite the lofty statements set out in school plans, the slogans and signs posted in schools, and evidence of substantial changes in classrooms implementing PAKEM and CTL, the overall behavior of the school community too often communicates the idea that almost all other school activities are much more important than student learning in classes: too frequent administrative announcements over public address systems; the intolerable levels of noise from physical education classes held adjacent to classrooms; and the intrusions into classes by visitors and itinerant interrupters, are just a few of the endless distractions from teaching and learning.

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71 USAID. (2012). *USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students (PRIORITAS)*. Year One Detailed Work Plan May 7, 2012–September 30, 2013 and Indicative Five Year Plan. PRIORITAS, p.26.

## 8.6 Lessons learned about dissemination and sustainability

The following is an overview of our conclusions about lessons learned from recent dissemination and sustainability activities in districts.

### 8.6.1 *Change is not a one-off “event”*

There is a commonly held view about dissemination that implies that change occurs in needy and grateful dissemination schools following some form of professional development event. This Study shows that this is rarely the case. Change is a slow process of transition from building awareness, developing understanding and some basic skills, professional practice of these skills with feedback, continuing cycles of professional development, refinement of teaching practices, and steady movement away from surface approaches towards deeper beliefs, ownership, and stronger understanding of the educational principles and evidence informing good practice in schools.

To reiterate a major point made above, international research shows evidence of even the most effective schools dropping to average effectiveness where improvement efforts were not implemented on a continuing basis<sup>72</sup>. Sustainable improvement is not a one-off ‘event’.

### 8.6.2 *No clear pattern: dissemination and sustainability are complex*

PRIORITAS’ implementation of its dissemination and sustainability strategy is producing a variety of locally determined change processes in schools and Districts, where:

- Teachers trained by PRIORITAS and the local government partnership, are teaching other teachers in their school and school cluster.
- Districts are taking their own initiatives for change. In the case of Labuhan Batu the *Program Akselerasi* is being implemented; in Sidoarjo and Deli Serdang, commitments were made to disseminate on the basis of successful outcomes from DBE, well before being approached by PRIORITAS.
- The various components of the local education system are evolving different relationships with other components of the system where schools are bidding to participate in dissemination training, supported by their own funds, districts are planning implementation of programs supported by district funds, and sub districts are taking on significant leadership and supervisory roles. In other districts there is tightly coordinated action being implemented by Dinas Pendidikan and Kemenag working together.

### 8.6.3 *Concern for program fidelity*

Studies contributing to the PRIORITAS approach to dissemination and sustainability, especially those from DBE1 and DBE3, place emphasis on the “fidelity” of the disseminated program, that is, to achieve quality the programs must be implemented in a standardized way replicable across every site.

Observations of patterns of adherence to these prescriptive expectations reveal adaptations to local circumstances where locals have thought differently – otherwise the adaptation would not have been made. This raises the challenging question here: “Whose knowledge, experience and insights matter most?”

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72 Creemers, B.P.M. and Kyriakides, L. (2012). *Improving quality in education: dynamic approaches to school improvement*. London and New York, Routledge. 301pp.

This is not an argument against standards and quality but an argument for flexibility in ways of achieving good quality outcomes. For example, being prescriptive is probably justified when training and mentoring is in the hands of novice Facilitators, whereas in the hands of the more experienced and competent Facilitators, operating in a carefully planned program involving cycles of planned training and mentoring, flexibility is more appropriate.

#### *8.6.4 Complexity and scale is impossible to manage*

Dissemination programs are being implemented in different ways that reflect diverse cultural, social, economic, historical and political contexts and at a scale – numbers of districts, schools and teachers reached – that is impossible for PRIORITAS to manage, control or even to fully comprehend (not that there is persuasive evidence it wishes to do these things).

All that PRIORITAS can realistically accomplish, with and through its partner institutions and government systems, is to help monitor the spread of good practices and to ensure understanding of emerging outcomes, local adaptations and unintended consequences. This will help guide future practices, and assist in the development and application of measures to understand changes that are occurring.

#### *8.6.5 Addressing the Neglect of Sustainability*

In the past, key stakeholders in the improvement of education in Indonesia have expressed hopes about sustainability of benefits after a project has concluded. But most experienced stakeholders knew that there would be little sustainability of outcomes. The neglect of sustainability emerges as a major deficiency in educational development practice in Indonesia, supporting the general argument advanced by William Easterly that sustainability is more a failure on the donor side than it is incompetence on the beneficiary side<sup>73</sup>. Yet full responsibility for actual sustainability is usually placed squarely at the feet of beneficiaries as this assertion from the Australia Indonesia Basic Education Program illustrates: “Ultimately of course, sustainability of the systemic changes and improvements generated through the program will depend on the Government of Indonesia<sup>74</sup>.”

The obvious solutions to this situation was never implemented or tested – until now: that is, carefully collaborative analysis of sustainability risks with beneficiaries and sensitively implemented follow-on support designed to help changing organizations such as schools and district offices to achieve deeper levels of sustained change and to widen support for the achievements that have been made through further dissemination.

USAID PRIORITAS is now the first project to address this area of professional neglect. This Study of dissemination is the first independent assessment of this kind of follow on support for dissemination. The Study has also provided insights into potential sustainability. But *actual sustainability* and the mechanisms behind it remain an unstudied mystery, even after nearly 50 years of development assistance to Indonesia.

Many of the concepts, findings and conclusions presented here are in need of further exploration. Sustainability is the most important of these concepts. It reflects a major gap in the knowledge base of educational development that only one attempt has been identified in the literature to investigate whether past educational development support in Indonesia has led to sustainable outcomes. That one study found that “The evidence of longer-term impacts does not support the belief that development and change will automatically follow from training. The studies show that the absence of systemic and institutional commitment

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73 Easterly, W. (2006). *The White Man's Burden*. Penguin Press, New York.

74 Australia Indonesia Basic Education Program. (2010). *Activity Completion Report*. Cardno Emerging Markets, p.27.

and the absence of sustainable links in a complex chain of institutional arrangements are impediments to the goals of development<sup>75</sup>.

Further investigation of the dynamics of *actual sustainability* achieved by past project interventions – as distinct from the analysis of the *potential sustainability* of current support as presented in this Study – is essential if current PRIORITAS practices are to be based on a firm empirical foundation. If this is not done, then PRIORITAS' program intentions to achieve actual sustainability will continue to be based on educated guess work as have all other projects in the past.

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75 Cannon, R. (2001). The impact of training and education in Indonesian aid schemes. *International Journal for Academic Development*, 6:2, 109–119.



## Appendix A: Methodology

### The Challenge

This Study assesses the dissemination and sustainability of programs in DBE Districts, estimates the impact of these programs compared to programs directly implemented by the project, and makes recommendations to guide future dissemination. It also examines a new initiative in one District, Labuhan Batu, called *Program Akselerasi*.

These are challenging tasks because of the complexity and scale of the Indonesian education system and because the concepts of dissemination and sustainability are also complex. Studies of education in Indonesia often ignore the complexity of the “whole picture” including the complexity of the social context in which dissemination occurs<sup>76</sup>. While this context is difficult to understand, it is important to attempt to identify some of the contextual factors that explain dissemination and sustainability outcomes. To do this, this Study relies on the methodology known as “realist evaluation”.

This Study contributes to the understanding of dissemination and sustainability by constructing case studies of districts and their schools. The cases are short, descriptive accounts that describe how dissemination and sustainability actually work in these contexts. These cases have then been analyzed to identify common themes. The cases are presented in Appendix B and the thematic analysis is in Chapter 5.

The approach followed does not set out to be evaluative. Data was not collected to make judgments about schools and districts and those met were assured the study was intended to use the information gained in schools and districts to understand how dissemination and sustainability work. That commitment is respected and the confidentiality of individual respondents has been protected in this Report.

### The Realist Evaluation Approach<sup>77 78</sup>

#### *Background*

Realist evaluation assumes that context, as well as the program mechanisms and patterns of outcomes, demand consideration in the analysis of program and policy effectiveness, in this case, the dissemination and sustainability program. Realist evaluation recognizes that there are complex variables operating at different levels in a society. It acknowledges that development programs and policy changes do not necessarily work consistently, since people are different and they live and work in very different social contexts. Why an intervention works in rural South Sulawesi may not be so in a North Sumatran town; the assumption of contextual equivalence must not go unexamined.

Realist evaluation acknowledges that project interventions do not work by themselves, but it is the interpretation of the intervention by individuals who take various actions (or not) that make them work. Project partners are not passive recipients but active agents in change. Of course, understanding why people act in certain ways is another layer of complexity.

The approaches to this Study are summarized in the following Table.

#### *The Scope of Work, Study Tasks and Approach*

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<sup>76</sup> The most illuminating study of the context in which teachers work is: Bjork, C. (2005). *Indonesian Education: Teachers Schools and Central Bureaucracy*. New York, Routledge.

<sup>77</sup> Pawson, R. and Tilley, N. (1997) *Realistic Evaluation*. London, Sage.

<sup>78</sup> Pawson, R. (2006). *Evidence-based Policy: A Realist Perspective*. London, Sage.

**Table 12: Summary of Assigned Tasks and Technical Approach**

Study Team Tasks	Technical Approach
Review studies and reports of dissemination and sustainability in Indonesian education, especially those undertaken by DBE projects.	Deskwork: Identify, collect, analyze and report on studies and reports
Assess the extent to which the recommendations of these reports and studies have been taken into account in implementing the PRIORITAS programs.	Deskwork following completion of fieldwork. Incorporate assessments into Report. Use reports and studies to guide development of case study approach
Review a sample of plans by DBE districts taking part in PRIORITAS to disseminate programs to assess their effectiveness.	Collect plans and related documents in the field. Deskwork: Review and assess and incorporate assessments into Report.
Review which programs have been disseminated, to what extent, and how far dissemination has been in line with PRIORITAS guidelines and lessons learned from DBE.	Collect monitoring and evaluation data on program dissemination from PRIORITAS, assess and report. Deskwork: Collect guidelines, review studies and assess guidelines; incorporate assessments into Report. Undertake case study fieldwork.
Analyze the sources of funding for dissemination activities	Collect monitoring and evaluation data on funding sources from PRIORITAS; collect data on sources of funding at District and school levels in the field. Analyze funding data and report.
Monitor a sample of dissemination sites and assess the effectiveness of the dissemination programs and their sustainability and to what extent it has successfully created good practices or changes in the dissemination areas	Deskwork: Review studies and derive indicators; investigate research methodologies; design preliminary approach to fieldwork and prepare instruments. Case study fieldwork: Implement preliminary design and instruments; adjust approach as required in the field. Prepare data summaries, analyze data, write cases, and undertake thematic analysis and report.
Identify challenges and lessons learned in implementing dissemination strategies used in DBE and PRIORITAS districts.	Challenges, lessons learned and recommendations to PRIORITAS prepared during fieldwork and from thematic analysis.
Make recommendations to PRIORITAS to guide dissemination and sustainability of programs.	

Figure 2 seeks to illustrate the different layers of trying to understand complexity – the “clear box” of relatively easy to observe processes and outcomes, the “gray box” of sources more difficult to interpret, and finally, the comparatively opaque “black box” of relationships, hidden values and beliefs.

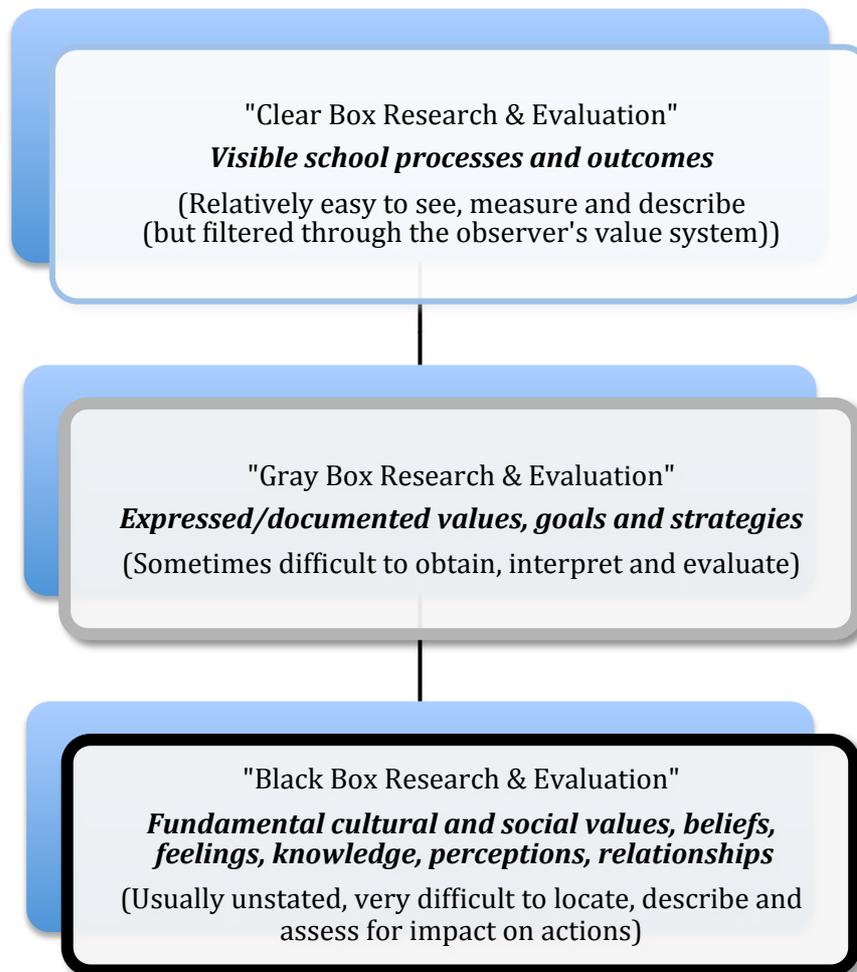
Working outwards from the “Gray Box” of various PRIORITAS documents, studies and reports, the Study Team proceeded to visit schools and district education offices, to see whether PRIORITAS’ values, goals and strategies were reflected in practice. Understanding of what appeared to be happening in the field operated at all levels.

- First, at the “Clear Box” level, a level of description: “this teacher is using active learning in her Grade 6 class”; “children are working in groups”; “library records confirm regular

borrowing”;

- Second, the level of attempting to enter the Black Box (“what values are suggested by the behavior of students, teachers, and officials here?”; “What are indications of movement towards deeper understanding of student learning?”; “Why is the influence of the community so strong/weak here?” “What studies of society here help explain educational change?”
- Finally, entering the “Gray Box” again, provided additional rich sources of local data from interviews, school records, old photographs, and teaching materials.

**Figure 2: Trying to Understand Dissemination and Sustainability**



### **The anatomy of the study**

The effectiveness of a dissemination program and the sustainability of change are not reflected only in the numbers of schools and teachers reached, dollars spent, or number of training days usually reported in quantitative monitoring data. It is necessary to attempt to comprehend how and why those kinds of outcomes were achieved and to do this we need to understand the implicit theory driving PRIORITAS. There also needs to be an understanding of the implementation mechanisms – the planning, the inputs and the strategies – that were applied and also the context in which programs were implemented.

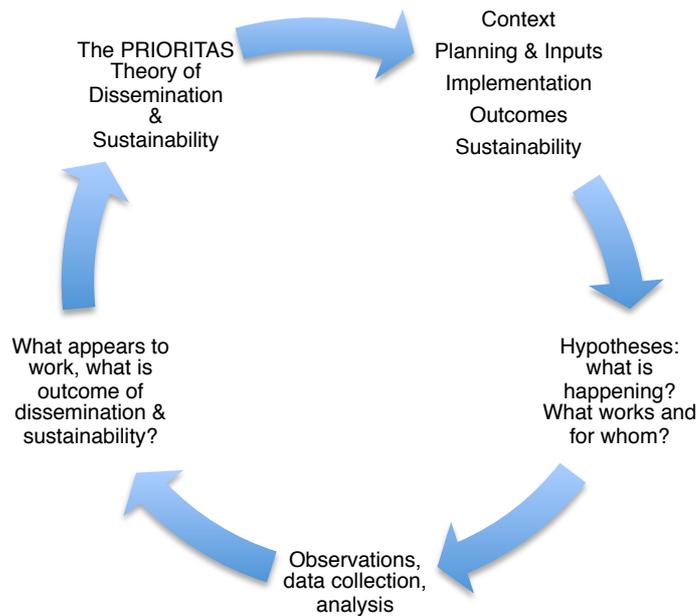
To understand dissemination and sustainability it is necessary to consider five basic components of the PRIORITAS program:

- The PRIORITAS program theory

- The context in which the program is implemented
- The different implementation mechanisms such as training, mentoring, review meetings
- The outcomes of the implementation effort
- Evidence of program sustainability potential and actually achieved sustainability from earlier DBE work.

These five components are shown in the diagram below – the ‘anatomy’ of this Study.

**Figure 3: The Anatomy of the Study of Dissemination and Sustainability**



The fieldwork followed the approach shown above. Building on an understanding of the program theory and background studies, and having developed data collection instruments, the Study Team began its work in schools and district offices and, operating like detectives, collected data, developed hypotheses and adjusted data collection instruments as it proceeded from one district to the next, collecting more data, analyzing it, and developing explanations of what appeared to be effective and in what circumstances. The analysis and explanations are the substance of this Report.

### **The PRIORITAS program theory of development and change**

Development interventions are always based on some theory that underpins the interventions. The theory in the case of PRIORITAS, is quite explicit:

“The development hypothesis (is): Expanded access to quality basic education will be achieved by (1) strengthening pre and in service teacher training programs so that more and better trained teachers are working in more classrooms and so more schools are offering a higher quality of instruction; (2) improving education management and governance of schools and districts will mean teachers are receiving more and improved support to assist them to teach better and (3) strengthening coordination at all levels of GoI agencies and education institutions will improve communication, information-based planning and policy

making, feed-back, and better use of financial and human resources within a decentralized system”<sup>79</sup>.

On the matter of dissemination, the Work Plan goes on to explain that PRIORITAS will reach many more schools through government-funded dissemination programs and will do so through low level support to most former DBE districts to leverage the capacity already built within these districts. To achieve sustainability, as well as dissemination, the program theory is to focus on sustainability “from day one of project activity” and to engage in the following activities in districts:

- Stakeholder coordination meetings: to agree on plans for dissemination to non-partner schools
- Partnership with government
- Partnership with TTIs and LPMP to review materials<sup>80</sup>
- Mentoring activities: ‘on the job’ mentoring and assistance provided by project specialists.

**Assessment:**

(1) From field observations, it can be concluded that the dissemination and sustainability approach is soundly based on the PRIORITAS program theory. The theory is not being applied in Labuhan Batu where the District is proceeding with in service training ahead of, or at least concurrently with, PRIORITAS activities there.

(2) The Study found evidence in the field that each of the activities listed above had taken place in each of the study districts. In relation to the intention to partner with TTIs and LPMP to review materials, evidence that this occurred is provided in the Annual Report (but not observed).

(3) The goal of expanded access to quality education seems to be too vague for implementation and monitoring purposes. The quality goal would benefit from clarification of what PRIORITAS actually means by “quality” in clear, simple, comprehensible and achievable terms that focus on the key embedded concept in the program theory, which is better teaching and learning. Quality, in the Indonesian context, could be defined in ways consistent with the Ministry’s Strategic Plan and guided by the analysis of quality in Mae Chu Chang, et al (2014), *Teacher Reform in Indonesia*, The World Bank.

Using the realist approach of focusing on the context as well as the program mechanisms and patterns of outcomes, the Study Team proceeded to develop a methodology to gather information especially in relation to the task of assessing the effectiveness of the dissemination programs and their sustainability and the extent to which good practices have been created in a sample of dissemination sites.

The broad analytical framework of context – mechanisms – outcomes was broken down further, consistent with a long-established evaluative approach known as CIPP: Context, Inputs, Process (or Implementation) and Product (or Outcomes)<sup>81</sup>. Next, to breakdown the components of CIPP further, to enable closer study of schools and Districts, the recommendations and findings of the reports and studies presented in Chapter 3 were

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79 USAID. (2012). USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students (PRIORITAS). Year One Detailed Work Plan May 7, 2012–September 30, 2013 and Indicative Five Year Plan. PRIORITAS, p.1.

80 Evidence of partnerships is provided in: USAID. (2013). *USAID PRIORITAS Annual Report, October 2012–September 2013*, p.9.

81 The currently used terms implementation and outcomes are used in place of process and product. An overview of the CIPP approach, developed by Daniel Stufflebeam 50 years ago, is available here: <http://ambermazur.wordpress.com/2013/06/10/the-cipp-evaluation-model-a-summary/>

condensed to prepare a draft list of indicators as the basis of an assessment in schools and districts of the effectiveness of dissemination and sustainability. The final list of indicators and instrument used in the field is shown at the end of this Appendix.

As the study progressed and other factors emerged, it became necessary to adjust the instrument. At the conclusion of the study, it was recognized that even further adjustments are desirable to capture different data about the role of school clusters and UPTD, and the possible impact of principals and schools receiving training in MBS first.

### **The context of dissemination and sustainability interventions**

Interventions are embedded in local culture and the complex layers of social relationships that surround actions and outcomes, shown in the “Black Box”. These layers include:

- Individual context: do individuals have required motivation, capabilities and credibility to take an intervention forward?
- Interpersonal context: are the relationships between teachers and principals, principals and Dinas supportive of dissemination and change?
- Institutional context: does the culture of the Dinas, UPTD or school actively support change?
- Infra-structural context (including inputs): does the intervention have political support, are human, financial and physical resources available to support change, does the community support change?
- Cultural/social context: how do local cultural and social values and practices affect dissemination?

These complexities need to be recognized. As the study progressed, adjustments to the approach were made to “read” the implicit and explicit messages being conveyed by the varying contexts in which schools and districts operate. These messages ranged from the physical condition and use of infrastructure, the elaborate welcomes, the enthusiastic demonstrations of teaching, punctuality, who participated in meetings, the meanings behind the demands placed on the Study Team to address groups of teachers and to participate in school events, to make visits to other schools and training venues, and interpreting the behavior of key individuals; all very challenging and ultimately subjective challenges.

**Assessment:** In the examples of dissemination seen in schools, evidence of all contextual layers can be seen. In good practice schools positive evidence of the impact of the different layers can be observed; conversely, in the one school observed where no dissemination support had occurred at all and practices were poor, it was evident that there was systematic lack of productive synergy between the different social layers.

### **Implementation mechanisms**

Planning, inputs and implementation represent the mechanisms of dissemination and sustainability. The reports and studies analyzed reveal a myriad of factors here, too many to assess reliably in short-term fieldwork. However comprehensive a list of factors might be, in the end dissemination and sustainable change occurs because of the reasoning and active engagement of individuals working with other people: districts working with PRIORITAS staff and Facilitators, Facilitators with schools, and principals with teachers, are examples. Dissemination does not occur because of isolated “events” such as one training workshop and one mentoring visit, it is considerably more complex than this and takes place over time.

Dissemination mechanisms are long chains with many links, beginning in the heads of project architects in government and donor agencies and ending up in the hearts and minds

and actions of school principals and teachers. The success of an intervention depends on the cumulative success of these long chains of theories and actions.

**Assessment:** The Study Team consistently found evidence of these “long chains” and successful outcomes from them. Typically, the implementation of PAKEM in a school, for example, (and setting aside the long chain from project design to District support) took the form of:

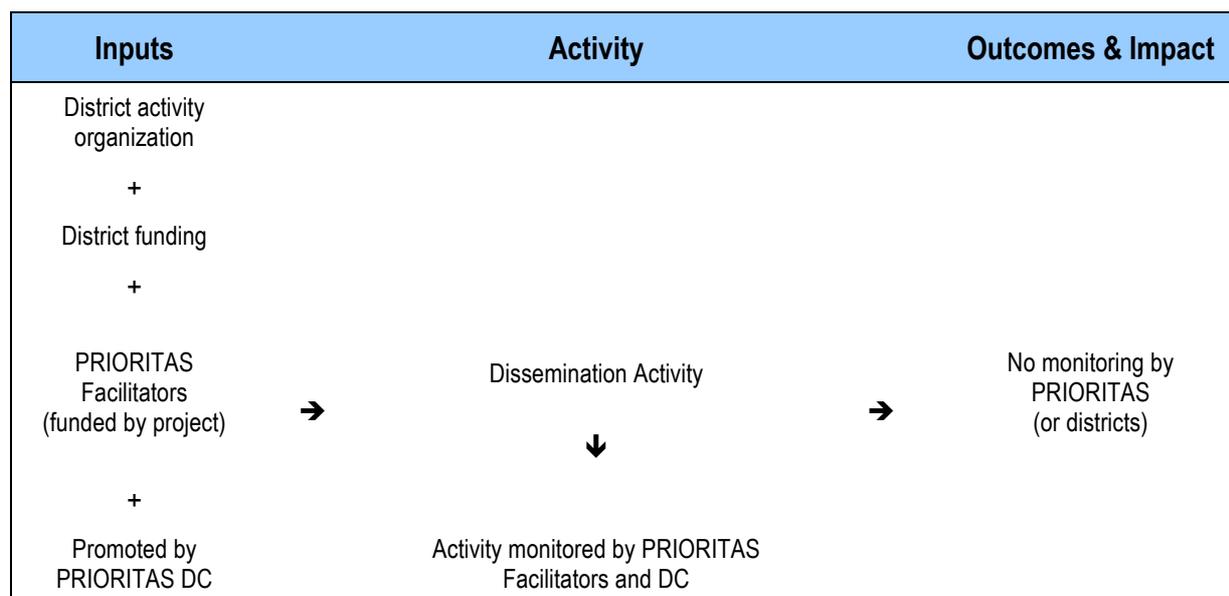
Basic awareness among one or more teachers > one or more teachers trained and begin experimenting > increasing interest among other teachers + principal leadership support > dissemination training (on one or more occasions) > all/most teachers implement PAKEM > mentoring and ongoing practice in the school supported by improved student outcomes and teacher/student/parent satisfaction > sustainable change.

(A lesson is that full comprehension of change and its evaluation necessitates examination of the nature of the chain and the quality of the links in it.)

Top-down, project designed and supported implementation chains were sometimes seen to go into reverse with bottom up inputs reflecting the values of participation, active engagement, feedback, initiative, consultation, and reflection being advocated in the intervention. Labuhan Batu is an example of where this is happening.

Other Districts have delegated responsibility for initiating requests for training and mentoring down to schools and sub districts. In general, however, the implementation of dissemination initiatives in former DBE districts follows the following model.

**Figure 4: The PRIORITAS Dissemination Model**



### Outcomes

USAID defines an outcome as resulting from a combination of project outputs (such as manuals produced and numbers of teachers trained). Outputs are expected to lead to change in schools and districts. Outcomes are generally easy to identify but difficult to explain in terms of the long chains of events involved<sup>82</sup>. In fact, the Study found that it would be almost impossible to identify change that is solely attributable to one PRIORITAS or DBE intervention alone as, in most cases, there were many complex factors leading to change rather than one single factor alone.

The analysis of studies suggested several kinds of outcomes from dissemination to explore, including evidence of changes in student learning, teacher satisfaction with outcomes and evidence of physical outcomes, and importantly for sustainability, the difficult-to-measure depth of change in beliefs and practices, and the sense of responsibility and ownership.

### Sustainability

The Study assessed the *potential* sustainability of dissemination activities that had taken place, again by using guidelines from the analysis of studies and reports. However, there were several unanticipated visits to schools that had been beneficiaries of DBE (and other project) support and so it was possible in these cases to describe *actual* sustainability.

### Case studies and thematic analysis

Finally, these elements of the “anatomy” model come together in the six case studies presented in Appendix B. Each case study is of one district and the schools visited in that district. The studies were written on the basis of independent scoring of the indicators, debate and discussion of differences and further exploration of issues arising from those debates among Study Team members. The most fruitful of these further explorations came

<sup>82</sup> USAID (2012). ADS Chapter 200, Introduction to Programming Policy, pp.66-70.

from digging deeper in to the social and cultural contexts to help illuminate differences and issues discovered in the field.

The six studies together were then analyzed to identify important themes, challenges and lessons learned in implementing dissemination in the Districts. These themes are discussed in Chapter 5.

### **Validity and reliability in the study**

Two fundamentally important technical concepts underpin the Study. The first concept is validity, a concept similar to truthfulness. To strengthen validity, primary sources of evidence were given priority – principals, teachers and students, the schools and classroom environments and observations of teaching and learning taking place. These observations provide more valid indications of dissemination and the sustainability of teaching and learning practices compared to a survey of opinions, for example.

The second concept is reliability. Reliability is the consistency between two or more measures of the same thing. Deploying three experienced researchers who independently recorded information from a range of different sources of valid information enhanced reliability in the field. Further, reliability of general conclusions is strengthened by having observed 24 schools in six districts and in three widely separated provinces in three islands.

### **Changing theories and direction**

In realist evaluation, researchers need to constantly scrutinize their work and be flexible in complex contexts to modify their theories of change and the instruments guiding the study.

In this kind of work, the theory is not primary – the evidence is primary. This study began with a theory of dissemination based on PRIORITAS' statements, but fieldwork quickly showed that some assumptions were wrong and that local contexts had much more to tell than expected. This meant the theory and methodology had to change and the data collection had to change to align with this. This necessity to change illustrates the less tidy, less linear, more intuitive reality of realist evaluation; something that is often hidden in the way most reports and research studies are presented in formal publications. Further, it illustrated that assuming a study of a new phenomenon in different cultures will proceed in a pre-planned and orderly fashion is sheer folly! The initial approach, based as it was on a review of published literature and Indonesian reports, was based on the untested assumption that dissemination of good practices was an “event” that provided knowledge and skills to people in needy situations – an assumption, after the event, that now appears embarrassingly naïve and quite ridiculous.

This assumption was shown to be wrong for two reasons. First, it was shown that teachers and principals commonly had an awareness of PAKEM/CTL well before PRIORITAS dissemination. This awareness came from a diversity of sources including prior DBE training, meetings in the school cluster, and from colleagues. Some teachers had even begun implementation on their own. The training provided by Facilitators has certainly strengthened initial understandings, and also contributed to building a local community of good practice – other teachers in the school, the principal and school committee members – so that a critical mass, or “Tipping Point”, was reached and good practices began to be implemented throughout the school and beyond<sup>83</sup>.

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<sup>83</sup> The tipping point is that time when an idea, trend, or social behavior crosses a threshold, tips, and spreads like wildfire in a society. See Gladwell, M. (2000). *The Tipping Point; How Little Things Can make a Big Difference*. London, Abacus.

## **Conclusion**

This description of the methodology of realist evaluation links the reader with the complex and untidy world of intuitive, emotion-charged, experience-based, and trial-and-error reality; with the impossible to predict events in schools, the boisterous life of schools, full of activities that are hard to reconcile with an orderly preconceived research process. The school life experienced by the Study Team was filled with happy children, dedicated teachers, charismatic principals, enthusiastic local stakeholders, an intrusive press, anxious parents, and others of diverse backgrounds, with varying interests, ambitions and motivations – all making claims about their work and achievements and offering extraordinary hospitality in the form of elaborately prepared ceremonies, educational displays and activities with children, and almost endless supplies of food and drink that cannot be refused because of some grand commitment to an orderly, pre-determined research protocol.

This is not a report that sets out to sanitize this colorful world and smother complex reality with impressive numbers and abstract language impenetrable to all but a few hardy development professionals. Rather, it is a report that sets out on a very different path; one that tries to reflect the pride, the achievements, and the dominating sense of happiness and purpose found in the many good Indonesian schools the Study Team visited.

## **Postscript: Checklist development**

An outcome of the realist method need to scrutinize work as it proceeded and to be flexible in modifying the instruments guiding the study, yielded a number of changes, some of which were made in the field and others that emerged near the completion of field work and during data analysis.

The following items are identified for re-consideration and inclusion in any subsequent development of this checklist. There will also need to be some rearrangement of categories and editing of items within categories.

- The relationship between the school and school clusters
- The role of UPTD
- Exploration of the recent history of principal and teacher professional development, time at this school, on-site professional development activities conducted and attended
- Matters relating to teacher certification
- The outcomes of recent departures of trained teachers/principal to other schools
- Some items are repetitive and can be removed; others were (surprisingly) found to be irrelevant including the role of LPMP and TTIs.

**PRIORITAS DISSEMINATION STUDY  
DATA COLLECTION**

**District:**.....

**School:**.....

**Evaluator:**.....

**Rating Guidelines**

**Excellent:** A particularly notable example of outstanding, strong, exemplary performance and good practice in this domain; no weaknesses identified.

**Very Good:** Good, generally strong to excellent performance on almost all, but not all aspects; no weaknesses of serious consequence; complies with guidelines/standards in most respects

**Adequate:** Reasonable performance overall; some weaknesses; but no weaknesses of serious consequence.

**Not adequate:** Weak performance, inconsistent, ignores guidelines/standards in many respects.

**Poor:** Clear evidence of inadequate performance; weaknesses with serious consequences; does not meet minimal requirements for effectiveness, ignores guidelines/standards in most respects

**N:** No

**N/D:** No data upon which to make a judgment OR

**N/A:** Not applicable

**Remember:**

Listen for evidence of reasoning, logic chains, beliefs, and values, bottom-up vs. PRIORITAS/District down influences and note these on back of sheets.

Focus on implementation of a single reform.

Reform/Program/Change:

Criteria	Notes	Excellent	Very Good	Adequate	Not Adequate	Poor	N/D or N/A
<b>CONTEXT</b>							
District government shows commitment to dissemination of good practices in basic education.							
District government shows commitment to idea of ensuring trained, experienced, committed leaders in districts are retained.							
Principal leadership can be described as:							
Teacher enthusiasm can be described as:							
Leaders have identified specific local conditions to be considered in program (needs, local assets, etc.).							
Principal and teachers show commitment to dissemination of good practices in basic education.							
Continuing learning is supported by active associations (e.g., KKG, KKS).							
Overall, the Context in which this program is placed is:							
<b>PLANNING</b>							
Dissemination plans drawn up by and agreed with the districts.							
Dissemination plans consistent with 'Panduan Diseminasi'.							
Training is appropriate length to achieve program standards.							
There was special planning to target potential early adopters: that is, people or schools who are able to influence (as distinct from 'stakeholders').							
Potential adopters took initiative to get support for dissemination to their school (bottom-up).							
Program complexity has been reduced for dissemination.							
Dissemination activities aligned to local government policy and/or regulations.							

Criteria	Notes	Excellent	Very Good	Adequate	Not Adequate	Poor	N/D or N/A
Dissemination schools benefit from a partner school nearby to work with.							
Dissemination is planned to avoid disruption to school activities.							
Dissemination activity planned for all members of the school community: principals, teachers, staff, parents, and community members.							
A role for TTI was planned.							
A role for LPMP was planned.							
Equity – securing benefits special groups (e.g., SLB; poverty groups) has been included in design.							
Overall, planning and design for this program is:							
<b>INPUTS</b>							
District provides financial resources for dissemination.							
District provides human resources for dissemination.							
TTI provided inputs.							
LPMP provided inputs.							
Other sources of input:							
Overall, the inputs for this program were:							
<b>IMPLEMENTATION</b>							
The program was school based and involved members of the school community: principals, teachers, staff, parents, and community members.							
Activity includes both training and on-site mentoring.							
Training was provided on-site.							
Activities conducted by experienced facilitators.							

Criteria	Notes	Excellent	Very Good	Adequate	Not Adequate	Poor	N/D or N/A
Activities involve Dinas supervisors in program management.							
Activities involve Dinas supervisors in M&E.							
Activities involve system level managers and supervisors in providing feedback							
Activities involve number of participants consistent with Panduan Diseminasi.							
Modules are completed within a reasonable period of time.							
Implementation addressed adaptation of change to meet local conditions.							
Dissemination activity was provided for school clusters.							
TTI participated in dissemination process.							
LPMP participated in dissemination process.							
Overall, the implementation for this program was:							
<b>OUTCOMES</b>							
Student learning outcomes* as result of program can be described as: (* Note source of evidence.)							
Student satisfaction with program outcomes can be described as:							
Teacher satisfaction with program outcomes can be described as:							
Principal satisfaction with program outcomes can be described as:							
District satisfaction with program outcomes can be described as:							
Parent satisfaction with program outcomes can be described as:							
School governance outcomes* as result of program can be described as: (* Note source of evidence.)							

Criteria	Notes	Excellent	Very Good	Adequate	Not Adequate	Poor	N/D or N/A
School management outcomes* as result of program can be described as: (* Note source of evidence.)							
School Committee satisfaction with program outcomes can be described as: (* Note source of evidence.)							
Physical evidence of program outcomes can be described as: (classrooms, environment, library).							
Overall, the effectiveness of dissemination in creating good practices can be described as:							
<b>Spread</b>							
Quantitative (wide) spreading of good practices/change to greater numbers of schools, teachers can be described as: (note numbers/percentages)							
Information is being spread through print, online, radio, TV, 'showcases'.							
<b>Depth</b>							
Deep change has been achieved: evidence of - altering teachers' beliefs, and good understanding of the principles of teaching and learning.  (Guide: Teachers' beliefs include their assumptions about how students learn, the nature of subject matter, expectations for students, and what constitutes effective learning and teaching.)							
This educational leader's influence on educational values and beliefs can be described as:							
Programs have created good practices here.							
This educational leader's influence on policy and procedures is:							
The alignment and consistency of school and district policies and procedures is:							
<b>Reform ownership</b>							

Criteria	Notes	Excellent	Very Good	Adequate	Not Adequate	Poor	N/D or N/A
The evidence for shift in ownership of the reform from external reform led by DBE/PRIORITAS to an internal reform led by districts, schools, and teachers is:							
<b>SUSTAINABILITY POTENTIAL</b>							
A relevant dissemination/ sustainability plan exists.							
Supportive, professional community of colleagues works together here.							
Knowledgeable and supportive leadership here.							
Connections exist with other organisations, schools or teachers engaged in similar reform.							
There is a recent (>3 years) history of commitment to sustainability here.							
There are follow-up site visits.							
There is active engagement among end-users (among teachers, schools, clusters, associations, other district/provinces).							
Teachers have strong, social support networks (C)							

## **Appendix B: Case Studies**

### **Case Study 1: Deli Serdang, North Sumatra**

#### *Context of dissemination*

Deli Serdang is a large and diverse District of 1.8 million people. The District surrounds the capital of North Sumatra, Medan. Its mixed economy reflects its geographical location: partly a dormitory for people working in Medan, partly industrial and service industries, partly fishing communities and partly rural. Culturally, it is also diverse, with a mixed population of Karo, Malay, Javanese, and Batak peoples and a high proportion of Christians among a predominantly Islamic community. The area has long history associated with tobacco plantations that were run by the Dutch. Many workers for these plantations came from Java and their descendants have inhabited the area for long time; they call themselves Jawa-Sumatera. Generally, the sense of community is getting weaker as urbanization proceeds. This, in turn, weakens the sense of community responsibility for some schools although some visited were located next to a housing compound that facilitated better school and community interaction. Deli Serdang has been with DBE since 2005. Now in 2014, the District is taking initiatives to disseminate with PRIORITAS technical support. Project support is reported to be stronger than previously from DBE.

The dissemination context in Deli Serdang is rated as very good/excellent. The evidence found from officials at District level, from discussions with district facilitators, and at four dissemination schools visited, consistently supported this conclusion. There is effective and sustainable dissemination in this District.

The program supported by local financial and human resources is evidence of commitment at District level to the dissemination of good practices. Deli Serdang was the only district visited that volunteered a detailed account of its dissemination plans. There is strong, professional, and experienced leadership in the Dinas Pendidikan and also in the schools visited. In Deli Serdang, as in each other District visited, senior officials in the Dinas Pendidikan have a practical, educational background in schools (rather than in some completely unrelated area, as was the case in many Districts in the past).

The Dinas Pendidikan is now focusing on improving quality education and good governance in schools. The emphasis is on teachers' competence and planned dissemination in all sub districts provides an equal opportunity for teachers to be trained. Stakeholders are aware that other training programs do not fully meet the direct needs of teachers. The dissemination training of PAKEM and CTL can meet those needs. The dissemination program has become the pride of Dinas Pendidikan and the plan is to train all teachers by 2019 in all sub districts.

Dinas officials assert that commitment is better now when compared to the DBE era. School performance is increasing and this outcome encourages everyone involved to continue with change. During DBE, educational change was seen mainly as a concept, but now after several years of implementation and experiencing the results of change, commitment is growing and deepening.

The principles and standards required for an effective dissemination program are understood if not always fully applied, for practical reasons. For example, while there is clear evidence that training does take place on-site or in school clusters, and at times that minimally disrupt school programs, there are also activities undertaken away from schools in regional hotels at which relatively large numbers of teachers and principals attend. This fact should not be a major concern if one takes the view that there is reasonable argument for a step-by-step approach to dissemination that begins with awareness and the building of a

foundation of understanding (see Table 4: Implementation of Dissemination Activities for clarification of this approach).

Other contextual indicators of professionalism and of a serious commitment to change from the educational environment and the social context in Deli Serdang were:

Through actions as well as statements, the communication of a strong sense of pride in achievements, responsibility, and ownership of the challenges to be faced. At every meeting, participants showed no signs of wanting to limit their contributions; on the contrary, they generally stayed on to continue to provide information and to suggest ideas – none of which, as was typical in the past, were requests for more money from a donor.

The condition and use of the public buildings accommodating the Dinas Pendidikan – modern and clean, office staff present and working – not empty desks, staff reading newspapers or watching television – as is too often seen elsewhere in government offices.

Full attendance at meetings; open, enthusiastic and emphatic contributions to all questions asked. For example, when specifically asked if the quality of training outcomes in schools was worse, the same, or better than under DBE, responses was emphatically and enthusiastically “better”. Among reasons advanced for this clear answer were that teachers and principals were better motivated, and are supported by more experienced Facilitators (more than 75% had been with a DBE project previously). This is an important factor leading to the tentative conclusion that the quality of outcomes from dissemination are not worse than similar programs directly implemented by PRIORITAS or DBE and may have better outcomes through a stronger sense of ownership and responsibility and local experience.

Large numbers of teachers in schools (for example, SD2) wanting to sit and discuss informally – in their own free time – educational issues with the visiting Study Team.

### *Planning and Inputs*

Dissemination plans for North Sumatra have been drawn up with PRIORITAS and are consistent with the recommended guidelines, with local government policies, and seek to avoid disruption to normal school activities. The North Sumatra plan is a spreadsheet listing what activities are to be implemented by District, when, for whom and the source of funds from APBD or from BOS.

District funds from APBD are insufficient to train the numbers of teachers in schools. The scale of the dissemination challenge is significant; in 2014 Deli Serdang is planning dissemination to over 9,000 teachers.

To speed up the dissemination process, schools have been requested to use part of their BOS funds; this is known as “diseminasi mandiri”. Allowing schools to request help by using their own resources allows potential “early adopters” of change to take the initiative to get support for dissemination to their school through bottom-up, demand-led processes that are more effective and efficient. They are effective because of greater responsibility and ownership of results, and they are efficient because limited resources are not wasted on those unwilling to change.

In support of change, there are 15 Facilitators for SD and 15 Facilitators for SMP. Dissemination for SD was implemented in all the 22 sub districts, while for SMP the dissemination was implemented in 11 of the 37 subrayons. These numbers facilitators are inadequate. As further evidence of commitment, Deli Serdang is planning to have “Fasilitator Kecamatan” as a second, supportive layer for dissemination of good practices.

Problems in planning and implementation have been identified and are being addressed (these might be a useful focus in planning for the further professional development of Facilitators):

- subrayons of SMP are not responsive
- school locations are far and no accommodation is provided for Facilitators
- time of Facilitators to conduct mentoring is limited
- teachers: not all trained teachers are implementing PAKEM/CTL; not all teachers are ready to change, some show a lack of competence, and many teachers who are almost retired do not have the motivation to change
- weaknesses in some schools including weak principals, not enough facilities, and no budget
- some students are not yet able to read, and some have low intelligence.

### *Implementation*

PRIORITAS standards required for an effective dissemination program are understood, if not always fully applied. This variation is for logistical reasons. While there is evidence that training does take place on-site, in school clusters, and at times that minimally disrupt school programs, there are also activities undertaken in hotels at which large numbers of participants attend.

In SD1 it was found that dissemination training had been implemented at several levels, at different times, and by different agencies. Training took place at district level, in sub districts and in school clusters. Before participating in the dissemination training, some teachers had already practiced PAKEM or CTL. After training, they became more confident and competent. This illustrates a step-by-step approach to dissemination that begins with general awareness, the building of a foundation of understanding, and the further development of skills and changes in attitudes and behavior.

This shows how implementation of change at school level is both complex and variable. For example, in SMP1, not all teachers have been trained, yet they all implement CTL with the support of colleagues and the principal. Two months following the PRIORITAS supported training, mentoring was provided to teachers in the school. In addition, the principal himself demonstrated a strong example of leadership during the Team's visit: he excused himself from meetings with the Team to teach his class, and was later observed to be using CTL in a very competent way.

In SMP2, changes began when some teachers returned from training provided by the LPMP. Since then, two training programs have been implemented. Similarly, in SD2 initially only three teachers were trained and they then helped their colleagues who were then further assisted through KKG activities. In other words, teachers are also responsible for the dissemination of good practices.

### *Outcomes*

The outcomes of Deli Serdang's planning and inputs are reflected positively in the work of schools and the outcomes for students. Four schools were visited to observe change and outcomes – two SD and two SMP. These schools are identified here, to protect confidentiality, as SD1, SD2, SMP1 and SMP2.

The overall effectiveness of dissemination in creating good practices in these schools is very good. The visits to schools revealed a common theme in assessing dissemination outcomes. That theme was identified in the analysis of the literature in Chapter 3 and can be described as a step-by-step, transitional process from formal didactic teaching to student centered

learning. In some classes it was clear that the teacher was still very much in control and formally directing activities of the class in a traditional way, even though there was much evidence of other changes such as the grouping students, the use of materials, a reading corner, and displays of students' work.

Deli Serdang illustrates many of the concepts discussed in Appendix A about methodology. These concepts center on the finding that immediate change in a school from one session of dissemination training does not come from that one "event", as is implied in much writing on dissemination, but it is a complex chain of events as follows:

Interventions are active: Change occurs because of the reasoning and engagement of individuals such as facilitators, principals and teachers working with other teachers. Example: One of the clearest forces for change evident in these schools is the strong leadership of principals working constructively with their teachers. They also work to achieve other changes to support quality learning: in one SD and one SMP the principals have worked to achieve substantial improvements in the condition of their buildings.

Intervention chains are long: The success of an intervention depends on the cumulative success of a long chain of actions. Example: In SD1, good practices were implemented through a process beginning in 2006 when the principal and one teacher attended training in PAKEM. Then six more teachers attended, then all teachers attended. The result is that all teachers observed in all classrooms were deploying some form of active learning.

Intervention chains sometimes go into reverse: Top-down interventions chains may go into reverse with bottom up inputs reflecting the values being advocated in the training and mentoring: participation, active engagement, feedback, initiative, consultation, and reflection. Example: Another common theme in these Deli Serdang schools, where only a few teachers have been trained, is that these teachers return to their schools and then support their other colleagues to change.

Successful change requires attention to the different social networks that teachers work with. It is essential to try to understand the social context and the layers of relationships that surround actions and outcomes in schools. Example: Change occurs not by grateful individual teachers implementing approaches learned in a recent training workshop; workshops have an important role, but the layers of complex relationships among teachers, between teachers and their principal, with the Dinas, with facilitators, and with the school cluster all have important roles too. Principals work with other social systems, such as school committees, to achieve other outcomes such as improvements to classrooms and buildings. For example, in SD2 strong community support has contributed two new classrooms and renovation of another. In SMP2, the school has established a Classroom Committee that takes care of student's needs and so here there is a further social link with parents.

All classrooms in these four schools have children organized in small groups, all rooms are clean and attractive with displays of student's work, and evidence of some form of student activity – in progress or planned – was evident in all classes such as writing, task-oriented activities, or responding to teachers questions. The "all" means all; this is not a careless generalization!

It was clear that many classes had been "prepared" for our visit. This means that observations on the day may not be good evidence of overall teaching quality. Nevertheless, it was not possible to find any consistent evidence to support the proposition that improvements and changed practices in schools had not, and are not, occurring systematically: interviews conducted independently with the principal, teachers, school committee representatives and facilitators, observations of all classrooms, over several days, talking with students, examination of documents and photographic records in schools, all point to the clear conclusion that outcomes of dissemination have been very good in these schools. In addition, it was clear that most teachers observed were using ideas and

practices from PAKEM or CTL to some extent in their teaching. This is a clear demonstration of capacity, even if it is not used on every occasion.

In all schools visited in Deli Serdang, the Team concluded that the following outcomes might be described as very good (and in some schools, as excellent):

Student learning outcomes: all teachers, when questioned independently, reported that learning and social outcomes (such as discipline and motivation) had improved. The “all” is significant, indicating that the conclusion that outcomes are better is a reliable conclusion.

Student, teacher, parent, district, school committee and principals’ expressed satisfaction with program outcomes (principals satisfaction was assessed as excellent in three of the four schools).

Physical evidence of change in buildings and grounds is also very good. Photographic records held in schools commonly verified changes in conditions. SMP1 struggles to manage annual flooding of the school but has plans to achieve a positive outcome.

Two key indicators of change are ownership of reform and depth of change. The evidence for a shift in ownership of reform from external reform led by PRIORITAS to internal reform led by the District, schools, and teachers was assessed as very good in all schools. Depth of change is difficult to assess. This requires evidence of altered beliefs, and a good understanding of the principles of teaching and learning. Nevertheless, the Study Team agreed that at district level and at SD1 and SMP2 there was evidence that very good change had occurred whereas at SD2 and SMP1 this change was judged to be adequate.

### *Sustainability*

Overall, the indicators of potential sustainability are rated as very good for most schools and at District level. The existence of a sustainability plan at District level, and a demonstrated history of sustained change, is fundamental to sustainability. They are the foundation for each of the other factors to make their positive contributions. These factors are strong networks of professionals working together, knowledgeable and supportive leadership, and a very good record of site visits to schools by facilitators. Two schools, SD2 and SMP1 showed adequate results on a few sustainability indicators, mostly relating to weaker networks and to leadership.

## Case Study 2: Labuhan Batu, North Sumatra

### *Introduction*

Labuhan Batu is a large District of 1.4 million people. The District is approximately 300 km southeast from the city of Medan and is relatively isolated, a road or rail journey from Medan of at least six hours. The economy is heavily dependent on palm oil and rubber plantation agriculture. A significant proportion of the population depends on these industries for its livelihood and, unlike people elsewhere, are employees of companies rather than independent farmers, sole traders or town workers. Culturally, it is a diverse area with a mixed population of Karo, Malay, Javanese, and Batak peoples, and a high proportion of Christians among a predominantly Islamic community. In this heterogeneous society, the sense of community tends to be weaker.

This community weakness is reflected in other ways. Teachers often come from distant areas like Medan and Binjai and have the desire to move back to their hometowns for various reasons. They do not feel a bond between themselves and the school. In the context of Labuhan Batu, most schools visited are located in plantation areas where there is some distance from school to the housing compound and from one housing compound to another. People who inhabit these areas often come from different ethnic backgrounds and work in plantations. So, they do not have time for “school” or discussion about school with others, as is the case of the East Java Districts visited. They do not tend to exchange information about school as part of community need since they have very loose bond to the District.

### *Context of dissemination*

Labuhan Batu was not a DBE district. It is a new, Cohort 1 PRIORITAS District. It is a special case in this Study as the District is taking a unique initiative to disseminate good practices to schools concurrently while PRIORITAS works in other sub districts. The initiative in Labuhan Batu is under the firm leadership of the Bupati. It uses financial resources from APBD and enjoys PRIORITAS technical support. Unlike other Districts in the Study that were supported by DBE in the past, Labuhan Batu is mostly a new, “greenfields”, District without a history of external donor support, apart from some previous support from AusAID for 14 madrasah to improve accreditation results.

Combating community opinion that “there is no use in going to school, you will get more money from palm-oil plantations than those who are educated”, the Bupati, a medical doctor, has demonstrated a strong commitment to education. He has done so in a number of ways since he campaigned for election on the platform “Jangan bodoh, jangan sakit dan jangan lapar” (Don’t be stupid, don’t be sick and don’t be hungry). He has provided free education up to SMA level, scholarships to attend university – 500 in 2013 and 1000 in 2014 – and the building of new SMA and SMK. His most important initiative for this Study is his *Program Akselerasi APBD*.

Most teachers in Labuhan Batu are primary school teachers and USAID PRIORITAS will train 1250 teachers in five years. The Bupati is intending to use the APBD budget to train another 1250 teachers. The acceleration program in 2013 covered two sub districts and in 2014 will cover another three. By 2016 it is intended that all sub districts will have received dissemination support.

At present there is a “Peraturan Bupati” (Regulation of the Bupati) for the acceleration program. For sustainability, a “Peraturan Daerah” (Regulation of the District) will be needed, so that whenever there is a change of Bupati, the education policy will remain. The goal is to modernize the education system, to accelerate information transfer to sub districts, to achieve minimum service standards and to bring education services to isolated areas.

Although this political context is very good for change, the overall dissemination context in Labuhan Batu is assessed as only adequate. At present, the context is fragile, but may strengthen as outcomes become more widely known, as was the case in Deli Serdang. Fragility lies in such matters as the need for continuity in the top-down political pressure for change if the present Bupati is not re-elected; in the knowledge and commitment among senior officials<sup>84</sup>; in the comparative inexperience of the facilitators, all of whom are new in their role and lack the previous DBE experience that is a strength in other districts; and in community attitudes that are not always helpful to the introduction of new approaches in education.

An additional source of fragility is that what is happening in Labuhan Batu is inconsistent with the PRIORITAS development theory which is that improving education management and governance of schools and Districts will mean teachers are receiving more and improved support to assist them to teach better<sup>85</sup>. The *Program Akselerasi* precedes the development of management and governance support that PRIORITAS will provide.

Currently, there is evidence of very strong support from the Bupati and senior District officials. However, as the Bupati recognizes, there is a challenge in changing the mind-set of some teachers and principals whose commitment and enthusiasm for change is often weak. On the other hand, many other teachers, as the Bupati observed, “are not stupid, they only do not know what to do and do not know how to access the resources to do what they want to do”. The Study Team found evidence in schools visited that this observation is a very reasonable one. Another systemic challenge lies in the weakness of community participation in schools, school based management, and the present weakness of the cluster system.

Contextual indicators of a serious commitment to change from the educational environment and the social context in Labuhan Batu are:

- The Bupati insisting on meeting the Study Team at dinner to discuss the *Program Akselerasi* on their first night in North Sumatra,
- Full attendance at meetings with Dinas and with facilitators where open, enthusiastic, and helpful contributions to all questions asked were provided,
- Widespread enthusiasm of teachers for change reflected in improving outcomes in schools and in the enthusiastic response of students to changes in learning and teaching.

### *Planning and Inputs*

Local government policy emphasis in Labuhan Batu is given to human resource development, especially in education. USAID PRIORITAS is providing assistance to two sub districts and district APBD is to be used for acceleration of the program in all schools in the district. It is planned that all SD and SMP teachers will be trained, not only from APBD but also from peer training in schools and through school clusters.

To achieve this goal, it is planned that there will be four teams of district facilitators comprising two teams (30 persons) for USAID PRIORITAS schools (1 team – SD and 1 team – SMP) and two teams (30 persons) for the acceleration program (1 team – SD and 1 team – SMP). The acceleration program is financed by APBD apart from a sub-program of *Akselerasi Mandiri* (self acceleration) that is to be conducted by private schools to train their teachers from their own budget sources.

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84 This is no criticism at all of government officials. It reflects only recent history. Unlike officials in the former DBE districts, officials in Labuhan Batu have not enjoyed the experience of professional development in management and governance or the opportunity to witness change in schools from project-supported activities as their counterparts in the former DBE districts have.

85 USAID. (2012). *USAID Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students (PRIORITAS). Year One Detailed Work Plan May 7, 2012–September 30, 2013 and Indicative Five Year Plan*. PRIORITAS, p.1.

To further speed up dissemination, it is planned that if the facilitators do not come from a USAID PRIORITAS school or an acceleration school, he or she will also help to make changes in the school where they come from.

Dissemination plans have been drawn up with PRIORITAS and are consistent with the recommended guidelines, with local government policies, and seek to avoid disruption to normal school activities. Schools selected for initial training are *sekolah inti*, so that they can disseminate to the *sekolah imbas* in the school cluster. The planned treatment of schools in the acceleration process is the same as for USAID PRIORITAS partner schools: that is, study visit, training for principal and school committee in MBS, and training of PAKEM or CTL to teachers, followed by mentoring. It is planned that further training will be conducted through KKG and MGMP although this may be a challenge to be addressed, as the cluster system appears to be weak. The Dewan Pendidikan in cooperation with USAID is strengthening school committees through training and study visits to other schools.

Problems in planning and implementation have been identified and need to be addressed (and these problems might be a useful focus in problem analysis and planning for the further professional development of facilitators):

- Classrooms in SMP are used in afternoon sessions by SMA leading to disappearance of displays and materials
- School locations are far and require large amounts of time to reach them
- Time of facilitators to conduct mentoring is limited
- Weaknesses in some schools have been identified including weak principals and not enough resources and materials provided by parents.

### *Implementation*

Implementation has begun with the selection and training of two groups of facilitators. One group is the PRIORITAS facilitators, funded, selected and trained by PRIORITAS to undertake project-related support tasks. This group commended the implementation quality of the training they received from PRIORITAS as "*luar biasa*" – exceptional – highlighting the importance that such training should model the good practices to be disseminated to schools and to provide a solid foundation of professional practice for the subsequent training of the *Program Akselerasi* facilitators funded from the district budget.

The *Program Akselerasi* facilitators (paid by APBD) were trained by the recently trained PRIORITAS facilitators who used the same approach they had experienced when trained by PRIORITAS.

An implementation challenge is that the KKG and MGMP need to be developed to improve implementation of PAKEM in schools. It is clear, however, that the need to implement Curriculum 2013 is supporting the introduction of PAKEM and CTL.

Four schools were visited – three SD and one SMP - to observe change and outcomes. These schools are identified here, to protect confidentiality, as SD1, SD2, SD3, and SMP1.

Discussions at SD1 and SD2 (located together) with the principals, teachers, school supervisors, and school committee representatives revealed a rather confused picture of what training and support had been provided. But there was no doubt that the principals, school committee members and teachers had undertaken training in both MBS and in PAKEM, but seemed to have received no mentoring, even though facilitators are employed in SD2. A need for further training was voiced in these schools. Evidence of the outcomes of PAKEM training was obvious in classrooms and in discussions with teachers.

There is a systemic weakness in this early implementation phase. It is not a lack of will or interest among schools, but a need to strengthen development processes. It is not at all

clear that a systematic program of mentoring has been implemented and, although facilitators are certainly experienced in their educational work, they lack the mentoring experience found in former DBE districts.

The school committee system and the operation of school clusters are also weak and both institutions deserve attention to provide a stronger framework for further implementation and dissemination. In addition, further developing and involving Dinas supervisors in monitoring and feedback also deserves attention. It is not clear whether the District is giving sufficient attention to the continuing professional development of all these people who are supporting the dissemination program.

Overall, considering what has been achieved so far in this greenfields location, the implementation of the program of dissemination can be described as adequate.

### *Outcomes*

Facilitators report that their baseline data shows the knowledge and skills of students increasing when compared to non-partner schools. Student attendance has also increased.

The overall effectiveness of dissemination in creating good practices in these schools, considered together, is adequate and in some cases very good. Weaknesses identified were in areas of parent support and satisfaction (because of their lack of understanding) and with weak educational leadership among principals. Considering the schools visited in Labuhan Batu, the Team agreed on the following overall outcomes so far:

Student learning outcomes: teachers, when questioned independently, consistently reported that learning and social outcomes (such as attendance, discipline and motivation) had improved.

Student, teacher, district, and principals' satisfaction with program outcomes were assessed as very good in all schools. All teachers, without exception, were enthusiastic about implementing PAKEM or CTL, including those who had not yet attended training but were implementing the methods anyway.

The physical evidence in buildings and grounds of change is also very good. SD3 has some buildings in poor condition, but nevertheless, classrooms have been cleaned and decorated to significantly improve the learning environment for children. SD3 and SMP1 struggle to manage annual flooding of the school but have plans to achieve a positive solution to their problems.

The schools visited illustrate the theme in assessing dissemination outcomes described in more detail for Deli Serdang: a step-by-step, transitional process; a transition from formal didactic teaching to student centered learning where teachers observed were deploying some form of active learning; where teachers trained return to their schools and then support their colleagues to change; and where student interest and enthusiasm is strongly evident.

Two key indicators of change are ownership of reform and depth of change. The evidence for a shift in ownership of reform led by the District, schools, and teachers was assessed as adequate in the schools, but at District level, it is excellent. Depth of change requiring altered beliefs, and good understanding of the principles of teaching and learning, at this stage, is adequate.

### *Sustainability*

Overall, the indicators of potential sustainability are rated as very good at district level but only adequate at school level. The existence of a sustainability plan at district level is not clear. At school level, indications of sustainability are adequate, but again reflect the general fragility and the early stage of change in Labuhan Batu. Weaknesses are mainly in two

factors: in not having strong networks of professionals working together, and knowledgeable and supportive school leadership.

### **Case Study 3: Pasuruan, East Java**

#### *Context*

Pasuruan is a large District in East Java of 1.7 million people, located about 70 km southeast of Indonesia's second largest city, Surabaya. The economy is dependent on farming, processing industries, and the service sector including hotels, restaurants and retail. Culturally, it is a relatively homogenous District with a population of mostly Islamic Javanese and Madurese peoples, as well as some Christians, Hindu and Buddhist groups. There is no obvious "other" group here as is found with Javanese in North Sumatra. In Pasuruan, Javanese take the Madurese as "the other", but the Madurese tend to live in separate areas. Both Javanese and Madurese are entwined by religion, Islam, and other shared cultural characteristics.

These cultural characteristics are reflected in a comparatively strong sense of community in which social networks, such as the school cluster system, appear to function very well. Schools visited are located in comparatively densely populated areas and so it is easier for the community to meet, to exchange information, and to support each other and their schools. During visits, we did not hear of any teachers who come from other areas as most of them come from the local area. Therefore, teachers do not need to think of when and how to move to their hometown; where they are now is the place where they can give their best services.

The Principal of SD2 believes that both PAKEM and MBS reflect the local social and cultural situation of 'gotong royong' (cooperation, working hand in hand) and keterbukaan (openness and accountability).

Pasuruan has been with DBE since 2005. Now in 2014, the District is taking initiatives to disseminate with their own financial and human resources and with PRIORITAS technical support. It is a District in which other donors and civil society organisations have been active. JICA supported the concept of lesson study, and the Sampoerna Foundation has built a Teachers' Learning Center adjacent to the Dinas Pendidikan. The Center supports the professional development of teachers and contains a good selection of DBE manuals for use by teachers – another way in which dissemination is occurring in Pasuruan.

The overall context in which dissemination is taking place is very good. All sub districts are eager to get training since it is relevant and needed for implementation of Curriculum 2013. The reason for the eagerness among madrasah to be trained is to be able to compete with SD. More parents are sending their children to madrasah as they see quality improvements alongside the other attractions of madrasah. The intention is that madrasah will "take off" in 2015 and will have achieved all required education standards. Improvement of madrasah is also being achieved through improving the quality of pengawas, improvement of teachers and principals, and better coordination with the Foundations that own madrasah. The Pusat Pengembangan Madrasah (Madrasah Development Center) was established after DBE finished and accommodates all the district facilitators. The Center also disseminates PAKEM/CTL to Madrasah Aliyah (SMA level). Madrasah teachers are actively encouraged to use the Teacher Learning Centre (TLC) of Dinas Pendidikan. Pasuruan is also known as "Kota Santri" (city of Islamic scholars), therefore the district Kemenag office is eager to improve madrasah quality to be equal to public schools. The office also provides a budget for the dissemination of PAKEM/CTL to all madrasah in the district.

Contextual indicators of a serious commitment to change in Pasuruan are:

- The enthusiastic approach to the study expressed by both Dinas Pendidikan and Kemenag and the coordinated and complementary approach to school improvement both organizations are taking
- Full attendance at meetings with Dinas Pendidikan, Kemenag and with facilitators where

open, enthusiastic, and helpful contributions to all questions asked were provided

- Teachers requesting pre-departure meetings with the Study Team to discuss findings and to make recommendations. At one meeting, over 10 different teachers asked questions that reflected a clear understanding of the development of their work and the processes of change. The idea of the alignment of democracy, decentralization, autonomy, government policies, and the prior dissemination of ideas supported by current training opportunities, was also discussed as key factors in securing sustainable change and continuing development in schools in Indonesia.
- Widespread enthusiasm of teachers for change reflected in improving outcomes in schools and in the enthusiastic response of students to changes in learning and teaching.

### *Planning and Inputs*

Local government policy is giving close attention to improving the quality education. Supporting the dissemination of good practices with PRIORITAS support is an important part of that. This local attention is complemented by equally strong commitment by the local Ministry of Religious Affairs office (Kemenag).

There is a letter from Kepala Dinas to all sub districts to implement dissemination training. A “Peraturan Daerah” (Regulation of the District), to be issued in 2014, requires quality improvement of teachers and educational staff. There is strong support from Kemenag for dissemination of PAKEM and an instruction that all madrasah participate in the dissemination program.

Training is planned for three days but arrangements within schools are often to split the training with Grade 1- 3 being trained first and Grade 4-6 next. School arrange training in this split way to minimize disruption to learning and teaching.

For both SD and MI, the planning for dissemination is bottom-up: schools/madrasah and clusters prepare proposals for training. There is no overall dissemination plan but nevertheless clear and strong commitment at both Dinas and Kemenag. Facilitators respond directly to schools’ requests. Participation in training is funded from within the school budget. In 2012, Pasuruan received an offer to work with PRIORITAS. To support dissemination the District also uses the certification allowance received by teachers as a source of funding. Hence, a Perbup for schools to collect 5% from the certification allowance was issued.

The planning is for the full PRIORITAS modules to be implemented and not reduced in complexity. The dissemination is planned to be aligned with government policy and to involve other members of the school community. To complement the dissemination program, a workshop for the professional development of principals is conducted twice a year and further development is done through the MKKS.

Two local problems in planning and implementation have been identified and need to be addressed (and these problems might be a useful focus in planning for the further professional development of Facilitators):

- School locations are far and require large amounts of time to reach them
- Systematic quality control of dissemination appears to be missing although Dinas does monitor Facilitators and provides feedback. Some quality control is done in a cascading way. The National Facilitators who train District Facilitators seek to be present for quality control when District Facilitators are conducting their training.
- There are MOUs with universities: Universitas Negeri Malang for MBS, Universitas Negeri Surabaya and Universitas Brawijaya for PAKEM. The universities use the school for teaching practice and the schools provide demonstration examples of PAKEM implementation for further dissemination through the university lecturers.

### *Implementation*

Overall, implementation indicators of dissemination were rated as either very good or adequate – the comparative shortcomings being with questions about the adequacy of supervision and feedback by Dinas supervisors, and with numbers of participants attending programs being compliant with the guidelines.

Dissemination has been led by experienced and enthusiastic facilitators and has included both excellent training and mentoring. Training, conducted through clusters, has been completed in a reasonable amount of time.

The two SD have been implementing PAKEM since 2007 when many of the teachers had received their first training with DBE, so there is now over seven years development experience here. The most recent training, provided in March of this year, was essentially refresher training for some teachers and new training for others.

### *Outcomes*

Four schools were visited – two SD and two MI - to observe change and outcomes. These schools are identified here, to protect confidentiality, as SD1, SD2, MI1 and MI2. The overall effectiveness of dissemination in creating good practices in these schools was rated as excellent in the two SD and very good in the two madrasah. This outcome reflects the earlier role these schools had in DBE.

Considering the four schools visited in Pasuruan, the Team agreed on the following overall outcomes so far:

- Student learning outcomes: teachers, when questioned independently, consistently reported that learning and social outcomes (such as attendance, discipline and motivation) had improved.
- Teacher and student roles observed in these schools varied: in some classes student were busy working on individual or group tasks, in others they were responding to teacher directions ranging from singing to direct questions, or undertaking individual tasks in front of the class. Classrooms had a *sudut baca* and all were in clean, orderly and in a decorated condition. The response of students was uniformly positive and enthusiastic when questioned about their attitudes to PAKEM and school more generally. Classroom behavior was very good; in some classes when the initial excitement of having a foreign visitor dissipated, students were seen, independently, to return to their tasks and to work quietly alone or in their groups.
- Student, teacher, district, and principals' satisfaction with program outcomes were assessed as excellent or very good. All teachers, without exception, were most enthusiastic about implementing PAKEM, including those few who had not yet attended training but were implementing the new methods anyway.
- The physical evidence in buildings and grounds of change is also very good in three of the schools; in SD2 it is excellent. A good library is being established in SD1 and the teacher in charge explained her program to encourage reading. Yet in this, as in other schools, no clear examples of teachers or principals being committed to reading themselves, with displays of books and other reading materials was observed.
- The only area of weakness identified among the schools was with principal leadership in two schools (assessed as adequate).

The schools in Pasuruan again reflect the progressive change in approaches to teaching over time: a step-by-step, transitional process, from formal didactic teaching to student centered learning in models of a mature implementation of this approach to teaching. Such maturity is exemplified by strong examples of teacher planning and record keeping, more convincing and detailed responses as to why teachers support PAKEM, and more sophisticated samples of student work on display in classrooms. Surprisingly, these

evidently very good schools were described by the District Coordinator as not the best in their clusters, placing these schools in a wider context of quality in Pasuruan.

To strengthen school support in these schools there are very active *Paguyuban Kelas*. These groups of parents attend school on a rostered basis to provide support to teachers. In SD2, for example, they meet with the school committee monthly and among themselves and teachers weekly. This tight social support structure is another example of community cooperation in Pasuruan.

In MI1, the prevailing atmosphere of the school at the time of the visit was one of purpose, order and widespread happiness, indicated by active and sometimes boisterous classes, loud singing and chanting, laughter, purposeful activity in all classes, neatness (all male teachers of which there were about 10, wore neat long sleeved shirts with ties) and children very neatly dressed in their clean uniforms. Yet, only about a quarter of teachers have completed training in PAKEM and the remainder was trying to implement it with the guidance of those recently trained. The current state of implementation here can be described as enthusiastic but weak. Although every class had features indicating change (displays, group arrangements, neat and welcoming) the majority of teachers were, at the time of the visit, engaged in some kind of teacher dominant verbal behavior such as explaining, directing, and telling. Yet there was no shortage of relevant and good quality teacher-made materials in wide use in these classes and demonstrable dedication to teaching as evidenced by most teachers not being distracted at all by observer presence in classes and continuing with their teaching with determination and enthusiasm.

In MI2, when questioned, teachers gave quite detailed responses to matters concerning PAKEM, some giving usually balanced analyses in contrast to the almost universal expressions of unqualified enthusiasm. Some teachers had begun implementing PAKEM well before they were trained and now expressed appreciation of their deeper understanding from the more recent training attended. (This suggests attention is now timely for the development and testing of more advanced modules for teaching and learning to keep up with the pace of change being seen in some schools.)

Facilitators were emphatic that students' learning outcomes have improved in schools since PAKEM has been introduced (although no convincing data is available to confirm this here, as elsewhere, apart from present and past DBE and PRIORITAS project data). Facilitators believe students are more motivated and enthusiastic. The same can be said for most teachers although senior teachers close to retirement are often resistant to change (a matter that could be studied to develop effective management strategies).

### *Sustainability*

Pasuruan is a good case study for sustainability (three schools visited are former DBE schools and show excellent evidence of sustainable change) and further dissemination.

On both the question of depth of change and sustainability, facilitators expressed unqualified and positive attitudes. They believe there is no going back now to older methods as teachers have developed deeper understanding and skills in teaching. This, in turn, makes the changes sustainable. Strong support through networks such as the KKG is important in this sustainability process; this institution of networking and development in Pasuruan is particularly strong and reflects local cultural values.

Overall, the indicators of potential sustainability are rated as very good at District level and were generally rated as excellent at the two SD. These schools were both supported by DBE and now demonstrate, with additional training support from PRIORITAS, the sustainability of change.

Comparatively weak areas at school level were mainly in two factors: in not having strong enough networks of professionals working together, and having knowledgeable and

supportive school leadership. However, no indicator of the potential for sustainability was rated less than adequate.

The existence of a sustainability plan at District level is not clear and this is fundamental to sustainability, however there does appear to be such a plan for madrasah.

The principal of SD2 believes that PAKEM is sustainable for three reasons: initial DBE training; PRIORITAS support now; and strong community understanding and support.

## Case Study 4: Sidoarjo, East Java

### *Context of dissemination*

Sidoarjo is the smallest District in terms of land area in East Java, but with a population of 2.0 million people has a very high population density. Sidoarjo is part of the huge Surabaya metropolitan region. The local economy is dependent on manufacturing and processing industries, the service sector, and retail. The population is mostly Islamic Javanese and Madurese people but includes significant numbers of people and religions from many other regions of Indonesia and Asia reflecting adjacent Surabaya's long history as a major trading port in Asia.

Schools visited in Sidoarjo are located in very densely populated areas and so it is easy for the community to meet and to support their schools. As in nearby Pasuruan, teachers come from the local area and are not thinking about when and how to move to their original place. Thus where they are now is the place where they can give their best to education and this factor strengthens commitment to the school.

Sidoarjo is a former DBE District that continues to take significant initiatives to disseminate good practices from its own financial and human resources and with PRIORITAS technical support. The overall context in which dissemination is taking place is excellent. Strong District-level leadership and commitment to the dissemination of good practices, principal and teacher enthusiasm and commitment, strong community support, and the support of continuing teacher learning through effective KKG, KKS, KKPS, and MGMP characterize this context. The Dinas is approaching dissemination in an equitable manner by including madrasah in its planning and support. Senior Dinas officials are all former principals or teachers.

Sidoarjo is a good case study of both sustainability and further dissemination. The positive educational "tone" of the visit is illustrated by the attitude of the principal in SMP1 who believes that students are the primary focus of everything the school does. Evidence of his strong belief was his assignment of three English-speaking students to the study team to take responsibility for assisting in classroom visits – a responsibility they undertook with considerable ability. Other contextual indicators of a serious commitment to change from the educational environment and the social context in Sidoarjo are:

The enthusiastic approach to participation in the study demonstrated by the Dinas Pendidikan, the Facilitators, the schools and their communities.

Full attendance at meetings with Dinas and with Facilitators where open, enthusiastic, and helpful contributions to all questions asked were provided. The experienced Facilitators demonstrated a high-level of knowledge and professionalism.

Widespread enthusiasm of teachers for change reflected in improving outcomes in schools and in the enthusiastic response of students to changes in learning and teaching.

All schools visited taking quite elaborate efforts to welcome the Study Team and to display their achievements. These efforts are notable for the student-centered character of all of them: a welcoming ceremony at SMP1 that included a large number of English-speaking students (some of whom also acted as guides for classroom visits); a "Talk Show with Key Speaker from Australia" involving Year 7 and 8 students, most of whom spoke competent to excellent English, in SMP2; a welcome Guard of Honor in SD1 and displays of physical education; and a traditional Javanese welcoming dance performed by Year 4 students in SD2, followed by an thoughtfully prepared *makan siang* (lunch) in SD2.

### *Planning and Inputs*

Local government policy in Sidoarjo strongly supports the dissemination of good practices with PRIORITAS support. As indications of local government commitment, when the RENSTRA was prepared, PRIORITAS was not yet started and so Sidoarjo was proceeding with dissemination anyway. There are also two Peraturan Bupati (Regulations of the Bupati) concerning the implementation of MBS and the professional development of teachers and educational staff.

Dissemination is included in the District Renstra (2011-15) and is aligned to policies. The planning process is managed in a bottom-up manner. For SD wishing to receive support, proposals are made through their cluster, to UPTD and then to USAID PRIORITAS for support and copied to Dinas Pendidikan for information. For SMP, proposals from schools are coordinated by Dinas and forwarded to USAID PRIORITAS. This is an excellent example of the “early adopter” model and demand-led interventions; it is responsive to the demand-led needs of schools. Planning also reflects working through clusters such as the KKG and MGMP and seeks to involve representatives of all school community groups. In kecamatan, where there is only few MI, the training is conducted for MI together with SD.

Training is not always planned to meet guidelines for the stipulated length for practical reasons but when this is an issue, extra mentoring compensates for any shortfall. Efforts are made to avoid disruption to school programs but this is also not always achievable, again for practical reasons. Training is planned to include representative members of the school community.

Facilitators are paid by PRIORITAS and school training is supported by APBD and supplemented from teachers’ certification allowance. Schools are not allowed to use BOS for this purpose. Facilitators claim that teachers who paid from their certification allowance seem to be more enthusiastic and committed in the training program. The facilitators are Pengawas, principals or teachers. About half of the Facilitators are ex DBE facilitators or Master Teacher Trainers. Some are also national instructors for Curriculum 2013.

The alignment of school and District policies requires a special note. The consistency of alignment of school policies, district policies and training very likely reflects that, for many schools, plans appear to be very similar. This, in turn, is likely the result of their production during some earlier DBE training or their preparation by consultants to the schools. There is little evident individuality in school planning, nor is there much variation in the surface appearances of CTL or PAKEM being implemented in schools (although there is at SMP2, noted below).

Overall, in Sidoarjo the planning and inputs for dissemination were rated as very good. No particular problems in implementation or in outcomes were noted during the visits in Sidoarjo.

### *Implementation*

Overall, indicators of program implementation were rated as very good with the following exceptions:

- The facilitators can be described as excellent and experienced with two national facilitators in the group
- There is excellent adaptation to local needs by allowing schools to participate through bottom-up choice and by including madrasah
- Excellent use of the ‘communities of practice’ concept – the KKS, KKG, MGMP, and the KKPS.

SMP2 illustrates the theme of dissemination within schools and within clusters (MGMP) and by trained teachers and the principal for teachers, not by Facilitators working alone. The within-school dissemination, in this case, is strongly supported by the principal, who is also a Facilitator, working with his staff. This principal adopted the following approach to introducing CTL into the school:

- First, he personally demonstrated to teachers examples of CTL
- Second, he conducted training sessions in the school
- Third, he asked his teachers to apply CTL in their classes
- Finally, he supervised and mentored teachers in their continuing application of CTL. The principal recognizes the need for continuing professional development.
- The principal also 'sells' the CTL approach to parents as part of his campaign to build understanding and trust with them.

Although there has been some degree of resistance, mainly from more senior teachers approaching retirement, this approach has resulted in approximately 95% adoption rate of CTL in the school. The implementation of CTL also supports the implementation of Curriculum 2013.

As evidence of a mature approach to professional development and implementation of CTL, in SMP1 the teachers develop lesson plans in groups and then present it to other teachers for comments and improvements. Teachers are video recorded while teaching and this is used for reflection. Teachers are now more confident in expressing their problems and weaknesses.

In SD1, there is an active Paguyuban Kelas (PK), Parent's Class Association that is bridging the needs of students and parents and helping to implement change. PK members are happy to assist teachers and they feel that students are happy to learn in a friendly environment. PK also experience that teachers can teach better with fully support from PK members at each class.

### *Outcomes*

Four schools were visited – two SD and two SMP - to observe change and outcomes. These schools are identified here, to protect confidentiality, as SD1, SD2, SMP1 and SMP2. The overall effectiveness of dissemination in creating good practices in these schools was rated as excellent or very good, depending on specific indicators.

Dissemination started in 2011 and almost all schools have been trained. Kemenag does not have a budget for training so madrasah teachers are invited to attend training with SD participants.

The disseminated programs have contributed to excellent 'good practices' in learning and teaching as evidenced by good, clean facilities, classroom layouts, active learning methods in use, use of lesson plans and materials, and varied interactions with students. Students met expressed their unanimous satisfaction with the new method. SD1, for example, a well-managed and purposeful school, is an 'oasis' of pleasant, clean grounds, gardens and teaching facilities in an ugly and crowded urban environment. SD2, however, has one building in poor condition. It has no ceilings, it leaks, and has broken floors. Yet, care and initiative has been taken to clean up this unsatisfactory learning environment with paint, decorations and illumination to relieve the gloom. Plans exist for renovation with strong support from the School Committee.

In the past it was common to see PAKEM used in schools with the exception of Grade 6 and Agama classes. This was not the case in any school visited in Sidoarjo. In both SD1 and SD2, the teachers, the principal, and the *Paguyuban Kelas* were unanimous in their

assessment that students' learning outcomes had improved since the introduction of PAKEM and that students themselves – as well as their teachers were very satisfied with the change in teaching. Improvements referred to include academic outcomes, motivation, enjoyment, and a reduction in early school leaving.

The principals of SMP1 and SMP2 recognize that teachers of some subjects find implementation more difficult than others, such as mathematics. But observation of classrooms suggests it is nevertheless being adopted here too. From discussions with teachers, observations of teaching, and the common use of lessons plans, there is good evidence a move towards a deep change in beliefs in these schools although this is not, as yet, complete because of the recency of training for some teachers. There is excellent evidence of reform ownership in these schools – a move away from externally led project reforms towards to local ownership of reform, in this case, led by the principals and teachers supported by Facilitators and District government.

Change is penetrating all levels: Dinas, communities, and schools. Good practices are being established in learning and teaching as well as in the excellent implementation of dissemination led by this District.

SMP2 demonstrates a rare case of individuality in the implementation of learning and teaching in that it places significant emphasis on the acquisition of languages. During the school week, for two days English is to be spoken by all, one day Javanese, and three days Bahasa Indonesia. Also, classes are bilingual. The outcome of this policy is reflected in a number of ways experienced during the visit: several teachers and the principal participated in discussions of dissemination and sustainability in fluent English; the school had arranged a Talk Show at which year 8 and year 7 students attended to hear the visitors speak English and to then respond to student's questions. These questions were of considerable complexity such as "Can you comment of the experience of culture shock?" and were very well articulated by the large number of students who volunteered to participate in exchanges. Almost all of these students were girls.

In both SD1 and SD2, less than one half of teachers had participated in recent PAKEM training. Yet observing all classes and meeting all teachers confirmed that all were all implementing PAKEM and all were all enthusiastic about this approach to teaching and learning. These schools illustrate a theme of dissemination within schools and within clusters and by trained teachers for teachers, not by Facilitators working alone.

The principal of SD2 suggested that changes in the school may be better and more sustainable than in project schools for the following four reasons: local Facilitators who know the context and are known in the school; school ownership of change; responsibility; and school control and power over the changes. This is a further indicator of a move towards deep and sustainable change.

The schools visited illustrate some common themes: the progressive change in approaches to teaching over time – a transitional process – that has been built on earlier practical experiences with PAKEM or CTL elsewhere and on learning new approaches from other donors. In Sidoarjo, JICA's inputs on lesson study and from the World Bank's BERMUTU project were evident.

Considering the four schools visited in Sidoarjo, the Team agreed on the following overall outcomes of dissemination so far:

Student learning outcomes: teachers, when questioned consistently reported that learning and social outcomes (such as attendance, discipline and motivation) had improved.

Teacher and student roles observed in these schools varied but all were implementing some kind of active learning. The response of students was uniformly positive and enthusiastic when questioned about their attitudes to PAKEM and school more generally.

Student, teacher, district, and principals' satisfaction with program outcomes were assessed as excellent or at least very good. All teachers, without exception, were enthusiastic about implementing PAKEM, including those few who had not yet attended training but were implementing the new methods anyway. Mathematics teachers in SMP were not convinced that student results had improved but were implementing CTL nevertheless.

The physical evidence in buildings and grounds of change is also very good in all schools; in SD1 the School Committee has installed fans and air conditioners in some classes. In SD2 exemplary use of buildings in poor condition was evident.

There were no areas of weakness identified in any school.

### *Sustainability*

A sustainability plan is embedded in the District Renstra. Overall, the indicators of potential sustainability are rated as very good with one indicator rated as excellent: a supportive and professional community of colleagues in the Dinas and in all schools visited. Ownership of reform has penetrated the whole system and can be described as excellent. This may reflect teachers contributing some of the costs of their training. There is a strong commitment to Continuing Professional Development. This not only supports sustainable change but also continuing improvements to what is already being achieved.

The indicators of a supportive professional community and knowledgeable leadership, the recent history of sustainable good practices, follow up support, active engagement among end users and strong social networks are excellent. Comparatively strong areas at District and school level were in knowledgeable and supportive leadership, a history of commitment to sustainability and follow-up site visits to schools.

The existence of a dissemination and sustainability plan at SD level is not clear and this is the only area of comparative weakness in sustainability potential in Sidoarjo.

## **Case Study 5: Pinrang, South Sulawesi**

### *Context of dissemination*

Pinrang is located approximately 200 km north from the capital of South Sulawesi, Makassar. Pinrang's relatively homogeneous population of 351,000 comprises predominantly ethnic Bugis people (83%), and smaller numbers of Batak (6%), Minangkabau (6%), and Javanese (4%). The economy is dependent on rice agriculture, aquaculture, fishing, road and marine transport services, retail and some tourism. It is a relatively isolated area. To illustrate this isolation, in schools visited some distance from the District capital, students and some teachers claimed to have never seen a foreign visitor before the Study Team visited in May 2014.

The District government context in which PRIORITAS dissemination occurs is very good. An instruction has been issued to schools to allocate some of their BOS money to contribute to costs of providing dissemination training. This "top-down" leadership of dissemination is complemented by strong "bottom-up" demand to participate in PRIORITAS-supported activities and by a "sideways-in" push by communities of good practice as represented by effective school clusters.

All Dinas Pendidikan, UPTD, and Kemenag Office officials attending meetings indicated that they had prior experience as teachers or principals in schools and this experience was demonstrated by the knowledge with which they contributed to discussions of dissemination and sustainability.

A good foundation for the implementation of PAKEM and CTL was built during the MBS training when all participants had to develop a follow up plan. There is a good context for madrasa as well; after DBE, two madrasah received an A for accreditation and all madrasah have now been trained with Module 1. It was reported that there has been a change of "mindset" after the MBS training. Pengawas are now actively involved in school development, but still need further training for better mastery of MBS, PAKEM and CTL to support and mentor the principals and teachers. The Pengawas have also conduct regular supervision, however, an additional instrument is needed to monitor the implementation of PAKEM/CTL in the dissemination schools.

### *Planning and Inputs*

Local government policy in Pinrang strongly supports the dissemination of good practices with PRIORITAS support. Following the Bupati's instruction that schools allocate part of their BOS for the professional development of teachers, Dinas Pendidikan held a coordination meeting through its District Planning and Review Meeting, including the Kemenag Office, to implement the instruction.

In this arrangement, the UPTD discusses plans with the MKKS, the members of which return to their schools to implement development plans in consultation with Pengawas. This mixed top-down and bottom-up approach enables schools wishing to change to participate early in the program. As evidence of the success of this approach, the principals are already requesting more training and more mentoring. Planning is undertaken collaboratively with PRIORITAS. District officials gave excellent feedback on the working relationship with the DC. Dinas Pendidikan Pinrang has a clear, although undocumented strategy: they disseminate to all Sub districts, to madrasah first (because of small number) then to public schools; they disseminate MBS first to ensure that principals and school committees can give support further implementation of PAKEM and CTL.

The dissemination team (Dinas and Facilitators) is very enthusiastic about their work and has established the District Planning and Review Meeting to guide their work. Perhaps this

group might take on the task, based on their experience, of developing better strategic planning for dissemination before the PRIORITAS technical assistance ends. Better planning might support better sustainability of change in schools.

Planning is arranged initially for only three teachers from each school, which is less than ideal, but this begins the process of change and school disruption is minimized. There is consistent evidence that these trained teachers are supporting their untrained colleagues in further school change. In addition to this process of “within school dissemination”, there is also dissemination through school clusters. There is no evidence that program complexity is being reduced, and very strong agreement that dissemination activities are aligned with government policy. The local Kemenag is involved in the planning and implementation of dissemination thus addressing an important equity issue of helping poorer communities and their children who enroll in madrasah. For sustainability, there is a plan that the Facilitators will become quality improvement agents in the District.

Overall, in Pinrang the planning and inputs for dissemination were rated as very good.

### *Implementation*

In Pinrang, MBS training was conducted first. Schools immediately started to improve their management and appearance, they became cleaner and better organized, community participation increased, and communities began to accept ownership of their schools. Accountability and transparency also improved.

The implementation approach in Pinrang has been to train SD principals in MBS first, then in PAKEM and then to train teachers. This is to help ensure acceptance into schools. This approach has worked well. For SMP, after the Training of Trainers in Makassar, there was a planning meeting with Dinas Pendidikan and the Kemenag Office and training was planned for two phases, for the northern region and then the southern region. Experienced Facilitators have provided training through school clusters. Programs are consistent with guidelines. Pengawas have been involved in training and reportedly provide supervision and monitoring. However, it was noted that they need more training in teaching and learning and in monitoring and feedback.

Recent dissemination activity at the MI took place within a strong school cluster arrangement in both the KKM and the KKG. No mentoring has yet occurred in the three months since training occurred in March.

SMP1 was a dissemination school from DBE3 so represents a study in sustainability, rather than dissemination. Teachers in the school had primarily learned CTL during the dissemination training at the end of DBE 3. One of the teachers in the school was a DBE facilitator. Teachers have not yet trained by PRIORITAS, but CTL is reported to have been always included in training from Dinas and the LPMP. Therefore, teachers are able to implement CTL, although they still need further training to improve their skills. The principal claimed that 80% of the teachers are using CTL.

Overall, the indicators of program implementation were rated as very good, in particular:

The facilitators can be described as excellent and experienced

There is excellent adaptation to local needs by allowing schools to participate through bottom-up choice, by including madrasah, and planning implementation carefully on a geographical basis

Excellent use of the “communities of practice” concept – the KKS, KKG, MGMP, and KKPS – is being made.

The one shortcoming, so far, is that the program of mentoring has not commenced.

## *Outcomes*

Four schools were visited – one MI, one SD and two SMP - to observe change and outcomes. These schools are identified here as MI, SD, SMP1 and SMP2. The overall effectiveness of dissemination in creating good practices in the three schools was rated as very good. SMP2 was excluded from the process of rating because it was discovered, too late to change visit plans that the school had not participated in any dissemination training at all. This school, nevertheless, provided a useful comparison with other schools.

The disseminated programs have contributed to very good practices in learning and teaching as evidenced by good, clean facilities, appropriate classroom layouts, active learning methods, use of lesson plans and materials, varied interactions with students and improved learning outcomes. Students met expressed their unanimous satisfaction with the new method in each of the three schools. SMP1 students, for example, were most eager to demonstrate the results of their work and to also invite visiting team members to take an active role in classroom activities that were in progress. In doing so, they demonstrated enormous pride in their work and in their achievements.

Facilitators also expressed strong satisfaction with program outcomes so far. They report that the results of training can be seen in student's behavior – they became more active in learning, creative and innovative and could express their opinions. The competencies of the teachers improved after training, there is a more varied learning resources in the school and teachers often made their own teaching media. In the schools, the trained teachers disseminated their knowledge and skills of CTL to their colleagues in the school. Mentoring was done and teachers also improved their skills through MGMP. The evidence of outcomes from Facilitators is that deep change has occurred “vertically” – upwards through all levels of government and “downwards” to schools and teachers (although change at school level is still new and relatively weak), and “outwards” geographically using the local northwards-first and southwards-second model.

In the small madrasah, not all teachers participated in recent PAKEM training, yet all were implementing PAKEM, and all were enthusiastic about this approach to teaching and learning. Teachers, the principal, and the *Paguyuban Kelas* agreed in their assessment that students' learning outcomes had improved since the introduction of PAKEM and that students' themselves – and their teachers – were very satisfied with the change in teaching. Although one teacher of Arabic was unsure whether academic outcomes had improved, all other teachers referred to improvements in academic outcomes, motivation, and enjoyment by both teachers and students.

There is adequate evidence of a slow move towards deeper changes in beliefs although this is not, as yet complete because of the recency of training. Linked to this is an assessment that there are good signs of reform ownership in this school, in this case, led by the teachers, the principal, the parents, and the strong cluster system. This small and comparatively remote school in a farming community demonstrates what can be achieved through limited technical support combined with strong school leadership and strong networks of community support. MI also illustrates the recurring theme of dissemination within schools and within clusters and by trained teachers (and the principal) for teachers, not dissemination by Facilitators alone.

In SMP1, the disseminated programs from DBE3 have contributed to sustained good practices in learning and teaching. However, observation of some classes indicated that understanding of active learning was weak and at an early and fragile stage of implementation. Students, teachers, parents and school committee members met expressed very good levels of satisfaction with CTL. One teacher of English and Computing went as far as offering an explanation of the reasons for the sustained changes in his school: this reasons is that younger teachers now realize they must face the challenges in education and are motivated to address these now that they have the knowledge, freedom and responsibility to do so through democracy and decentralization.

The small SD, a dissemination school, demonstrated a common observation in schools: not all teachers participated in recent PAKEM training in the month before the visit, yet, observing all classes and meeting all teachers working in their classrooms, confirmed that all were all implementing PAKEM and all were enthusiastic about this approach. This well-managed school enjoys excellent community support and reveals a strong element of integration with the community and the adjacent mosque. The recent dissemination activity here has taken place within a strong school cluster arrangement. The principal's educational leadership was judged to be excellent and is well regarded and respected in the community. School discipline, learning and condition of facilities have all improved since his appointment, according to School Committee representatives.

From discussions with teachers and observations, there is adequate evidence a steady move towards a deeper changes in beliefs although this is not, as yet complete because of the recency of training. Linked to this is an assessment that there are good signs of reform ownership in this school.

Considering the three schools visited in Pinrang, the Team agreed on the following overall outcomes of dissemination so far:

- Student learning outcomes: teachers, when questioned consistently reported that learning and social outcomes (such as attendance, discipline and motivation) had improved.
- Teacher and student roles observed in these schools varied but all were implementing some kind of active learning. Response of teachers and students was uniformly positive and enthusiastic when questioned about their attitudes to PAKEM/CTL and school.
- Student, teacher, district, and principals' satisfaction with program outcomes were assessed as very good.
- The physical evidence in buildings and grounds of change is also very good in all schools.

### *Sustainability*

Ownership of school reform in Pinrang has penetrated the whole system and can be described as very good, especially through indications of strong social networks, supportive professional communities. A comparatively strong characteristic was knowledgeable and supportive leadership. According to the Facilitators, the potential for sustainability in Pinrang is very good; there is a commitment to continue with this work without PRIORITAS support, and a history of commitment dating back to cooperation with DBE. Facilitators are intended to become quality control and support persons in the future but this will require further continuing professional development.

MI and SD both demonstrate good evidence of other important factors likely to ensure sustainability of change in learning and teaching: a developing community of supportive colleagues; committed leadership; strong networks among teachers through the KKM/KKG and with the community reflected in an active *Paguyuban Kelas*. Missing elements are follow up site visits and the lack of a sustainability plan. Nevertheless, at this early stage, classroom changes appear to be fragile and teacher-centered methods are evident under a veneer of "active" learning. SMP1 demonstrates adequate evidence of important factors likely to ensure sustainability of change: alignment of government policies and school practices, a community of supportive colleagues many of whom are motivated to pursue change (teachers organized a meeting of all teachers to discuss the team's reaction to their visit); networks among teachers through the MGMP, and a recent history of sustainable change from DBE3 dissemination. Sustainability and implementation would be significantly enhanced through stronger principal leadership.

For sustainability, the representative from the Kemenag Office recommended that all Pengawas and Kepala Madrasah should be trained. He also recommended that religion teachers in the madrasah be trained as well.

The lack sustainability plans in schools and absence so far of follow up mentoring are the only areas of comparative weakness in sustainability potential in Pinrang.

#### *Other schools visited*

Opportunities arose to visit four additional schools.

SDN45 and SDN176 were both sites of PRIORITAS-supported PAKEM training in progress. Observation suggested the Facilitators competently and enthusiastically presented the training. In both schools, the Study Team took some time alone with Facilitators to discuss their work as well as the Team's and to provide feedback on observations of the training. This feedback related to a common observation in schools where teachers rarely provided feedback to students who may have presented a report to the class. The same phenomenon was observed in training. The Team recommended that Facilitators explain the importance of feedback and model this in training.

Both of these schools demonstrated very weak beginnings of the introduction of PAKEM. Classrooms were generally disorganized, with much damaged furniture and minimal displays of students' work or other materials. One room was being used as a parking space for a motorbike. School grounds were untidy and muddy. As training venues, both schools presented a poor example to workshop participants. This is a missed opportunity for professional development.

SDN 161 Unggulah Pinrang is a former DBE2 school that has received no further support since DBE finished. The sustainability of change in this school is clearly evident. All classrooms were visited and observed to be implementing PAKEM. Most teachers were trained by DBE2 and have since trained those who were not trained by DBE2. Several Grade 6 students greeted the Team formally and in reasonable English and proudly accompanied the Team during classroom visits. So too, did two English speaking teachers who reported enthusiastically on the continuing development of their school. All teachers claimed to be enthusiastic about PAKEM, reporting sustained positive results achieved across a range of cognitive and behavioral areas.

SMP2 was selected for study as a dissemination or sustainability school but did not fit either category and so has been excluded from the analysis above. However, it was agreed by the Team to comment on this school as it reinforces, from a negative perspective, many of the lessons learned from other schools. It was clear that the visit had been expected as a welcome banner had been prepared along with the usual supply of food and drink, but there was nothing else at all to demonstrate school achievements.

Located only a few kilometers away from the very good SD1, this school is a bleak contrast: a prevailing sense of gloom and lethargy among most people met: the principal, teachers, students, and government officials. Students, in particular, were a powerful indicator of this: they were polite but uncommonly shy and did not create the usual melee of pushing and shoving, handshaking, and photography on the Teams' departure apart from one or two desultory waves. The widespread sense of purpose and happy enthusiasm in other schools visited was most noticeably absent.

Yet the principal reported that he had been a facilitator in DBE3 and an instructor for implementing Curriculum 2013. There was little evidence of this background in this school. Four teachers were trained in CTL during the DBE3 program but there has been no MBS or CTL training in this school from PRIORITAS. Some teachers claimed to have participated in the much earlier CTL Project led by the Ministry in 2003 but most teachers were bewildered when asked about CTL. There is very little evidence now of positive outcomes from that experience, or from DBE3. There is no evidence of the teachers trained by DBE3 disseminating to their colleagues. One teacher hurriedly transformed her traditional class arrangement to small groups and seemed to have prepared a genuine activity for the groups,

but that was all. Classrooms were bleak, arranged traditionally, and some had heaps of broken furniture in them.

The school grounds were poorly maintained and littered with rubbish. Buildings were in a deteriorating condition. There was, in contrast, a good library.

The representative from Dinas reported on monthly discussions with the principal and teachers to seek to improve the situation but nothing is happening. The government officials appear to be powerless or unwilling to provide any kind of leadership or direction. This situation suggests a lack of leadership and a lack of community participation in the school. Whereas most other schools show positive outcomes of the general model of: good leadership + community support + training = positive student outcomes + good levels of satisfaction among all school stakeholders, this school reflects comprehensive failure in that model. The school demonstrates clear lack of sustainability of whatever was learned from the earlier CTL Project in 2003 or from DBE3 more recently.

## Case Study 5: Pangkajene dan Kepulauan (Pangkep), South Sulawesi

### *Context of dissemination*

Pangkep is located approximately 50 km north from the capital Makassar. Pangkep's mixed population of 306,000 comprises predominantly ethnic Bugis people (42%), Makassarese (25%), Toraja (9%), and Mandar (6%). The local economy is dependent on rice cultivation, aquaculture and fishing, retail services and some tourism. Increasingly, Pangkep's economy is becoming integrated into the rapidly expanding metropolitan region of Makassar in the south of the District.

District facilitators, and the Kepala Dinas, described a challenge they face in the community. This challenge is that people feel too "comfortable" with their present situation and do not understand why change is necessary. They report a tendency for changes made to revert, over time, to old practices. This seems to be partly linked to the community, and some teachers too, in not having information about educational standards and changes occurring elsewhere. Facilitators also believe that many teachers lack creativity and that lack of reward<sup>86</sup> and a lack of competition between Districts do not help change and development. The other challenge is where the "mindset" of principals and teachers is against change. (To address these factors Facilitators recommended more training, showcases, professional reading and demonstrations through their own professional example.)

Having former DBE facilitators here is an advantage. Pangkep is a former DBE District that continues to take initiatives to disseminate good practices. It does this by providing the Facilitators but funding for training comes from the BOS. Dinas did not submit a budget for dissemination training. PRIORITAS provides technical support.

The overall context in which dissemination is taking place is assessed as adequate. There appears to be high-level confusion over the differences between implementing Curriculum 2013 and dissemination of good practices, although dissemination of both MBS and PAKEM/CTL has occurred. Nevertheless, there is District-level leadership and commitment to the dissemination of good practices. The Dinas is approaching dissemination in an equitable manner by including madrasah in its planning and support.

Two schools visited were consistently assessed on most criteria to be very good whereas the other two consistently as not adequate or poor. Certainly, this assessment will reflect the specific selection of schools to be visited and these circumstances could probably be observed in every District. The circumstances are not necessarily unique in Pangkep. However, what this sharp difference between schools reinforced was the way in which change in schools is so dependent on the context and the interaction of several factors, especially: the quality of principal leadership, the strength of the school cluster (SD1 reported their cluster was strong whereas SD2 did not even know if their school was *inti* or *imbas*), quality of leadership and support from the UPTD (in the case of SD) and Dinas Pendidikan, the strength of support from the local community generally and the school committee specifically.

In other words, an approach to dissemination and change that depends on the simple idea that change will occur through a one-off training activity for the principal and a few other members of the school community in isolation from considering the wider context is destined to fail.

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<sup>86</sup> Lack of reward is an odd observation. The reward for implementing PAKEM/CTL elsewhere is overwhelmingly that the reward that comes from teaching well and seeing improved results and attitudes among students. It is possible (but very unlikely, given consistent evidence elsewhere) that, for some local reason as yet not understood, Pangkep teachers are seeking an external reward or do not value the professional rewards that flow from good teaching.

### *Planning and Inputs*

'Diseminasi secara sporadis' (sporadic dissemination) is a term used by some PRIORITAS people to describe dissemination in Pangkep. Sporadic dissemination seems to be happening without strong support or planning and some unhelpful confusion between Curriculum 2013 and PAKEM.

However, Pangkep offered a unique lesson during the fieldwork for the Study. This lesson is about the important role that the UPTD (Unit Pelaksana Tekhnis Daerah), as the representative of Dinas Pendidikan in Sub districts, can play in achieving good outcomes from dissemination. It was very clear in Pangkep that there is a strong movement for change coming from school level and that a very enthusiastic Kepala UPTD is supporting this movement in at least one Sub district.

Overall, planning and inputs for dissemination were assessed as adequate. Training programs were adequately planned and consistent with PRIORITAS guidelines for length, content, alignment with policies, cooperation with schools in the cluster and the avoidance of disruption to teaching. Training included members of the school community as well as Pengawas and UPTD members.

Planning is done collaboratively with PRIORITAS. Financial planning is weak. Dinas has not submitted a budget to DPRD for PAKEM/CTL training and so funds must come from schools.

Planning is arranged for groups of schools, generally at Sub district level, to achieve an overall enrolment of from 40 – 50 participants. Schools hosting training appear to enroll all their teachers, but for others, it is generally from one to three teachers from each school. This is less than ideal, but "the message" is getting out nevertheless, school disruption is minimized, and there is consistent evidence that trained teachers are supporting their colleagues in further change within their schools. In addition to within-school dissemination, there is also further dissemination through the school clusters. There is no evidence that program complexity is being reduced, and agreement that dissemination activities are aligned with local government policy. The Kemenag Office is involved in the planning of dissemination, thus addressing an important equity issue of helping poorer communities and their children.

### *Implementation*

Experienced facilitators have provided training. Programs are consistent with guidelines. Pengawas have been involved in training and reportedly provide supervision and monitoring. However, it was noted that they need further training in both teaching and learning and in monitoring and feedback. Overall, indicators of program implementation were rated as only adequate with the following two exceptions:

- The facilitators can be described as very good and all have had DBE experience
- Programs were school based, involved members of the community and school cluster, were completed within a reasonable time, and conducted by experienced facilitators.
- Inadequate indications of program implementation are:
  - mentoring has not commenced,
  - there is inconsistent evidence of Dinas officials being involved in supervision and monitoring, and numbers attending are not consistent with guidelines.

SD1 illustrates the theme of dissemination within schools and within clusters and by trained teachers and the principal for teachers, not by Facilitators alone. The within school dissemination in SD1 is supported by the principal, who initiated many other changes such as classroom rehabilitation and improvements to the school grounds; among other

improvements, the school has a vegetable garden, fishpond and a composting house as part of learning media for students.

In SMP1, almost all teachers were trained on CTL in September 2013. In addition to the dissemination training, the school has received training from Pengawas, LPMP and *Instruktur Kurikulum* 2013. The MGMP met regularly during BERMUTU assistance and a further 16 MGMP meetings were held when the MGMP got assistance from the Directorate for the Development of Teachers and Educational Staff at Basic Education. No more regular MGMP meetings were held after the project from the Directorate finished.

### *Outcomes*

Four schools were visited – two SD and two SMP - to observe change and outcomes. These schools are identified here as SD1, SD2, SMP1 and SMP2. The overall effectiveness of dissemination in creating good practices in these schools was rated as very good in SD1 and SMP2 but not adequate in SD2 and SMP1.

Dissemination started in late 2013 with the most recent training in February 2014, so it is a very early stage in the change process. The outcomes of this training are variable and the consistent weaknesses in two schools visited may reflect the lack of mentoring so far, as well as other factors.

In SD1, the disseminated programs have created examples of good practices in learning and teaching as evidenced by classroom layouts, teaching methods, use of materials, and varied interactions with students. Teachers and the principal agreed in their assessment that students' learning outcomes had improved since the introduction of PAKEM and that students themselves – and their teachers – were very satisfied with the change in teaching. Nevertheless, at this early stage, classroom changes appear to be fragile and teacher-centered methods still appear under a veneer of 'active' learning. The Grade 6 class was using a traditional teaching approach for examination preparation.

From discussions with teachers and observations made, there is adequate evidence a move towards a deeper changes in beliefs although this is not, as yet complete because of the recency of training in December 2013. Linked to this is an assessment that there are good signs of reform ownership in this school – a move towards local ownership of reform, in this case, led by the teachers, the principal, and the strong support of the head of UPTD, who is demonstrating considerable impact through his leadership. That this school is becoming a site for comparative study visits, illustrates the success of the school's outcomes. The school is attracting visitors from other sub districts, districts and provinces (Bintuni in Papua).

Good outcomes were also evident in SMP2. All classes visited were implementing some form of active learning and all teachers reported very good student outcomes in terms of academic learning, motivation, enthusiasm and behavior. Many rooms had well-worn furniture arranged in a variety of ways to achieve group interaction and few revealed much attempt to display materials or student's work. Yet there was a serious application of active learning in all of them.

Discussions with the principal, teachers, school committee members and students, suggests there is a very good, shared and deep belief in change here and sound leadership from the principal.

SD2 and SMP1 presented evidence of very different outcomes from recent training.

Observing all classes and meeting all teachers working in their classrooms in SD2, confirmed that only two of the eleven classes were making any attempt to implement PAKEM; the two teachers implementing PAKEM were enthusiastic about this approach and claimed results were better. Those who had attended training have been assisting those who did not, but very little evidence exists of any outcomes from this. Only three teachers

and the principal in SD2 were trained in PAKEM in February. The principal mentioned that because curriculum administration is done at the beginning of a semester, they have not implemented PAKEM yet and this will be done in the next school year.

The Pengawas present during the visit, who is also head of the School Committee and was also a former SD2 principal, indicated that he will develop a program to inform parents about PAKEM and that training of teachers through KKG will be planned. The KKG is weak here: the KKG used to meet once a month when there was BERMUTU assistance but there is no evidence of any sustainable outcome from that assistance now. Now the KKG only meets when there are important issues to discuss. The support of the UPTD here was observed to be weak.

Similarly weak principal leadership and very poor understanding among some teachers of the most basic elements of teaching, such as the preparation of a logical lesson plan, reflected a structural weakness and systematic lack of educational supervision. The context of this school also demonstrates distorted values: very unusually, the school has a well laid-out and air-conditioned meeting room for visitors (and possibly even teachers) yet the classrooms and environment do not reflect similar care and investment of resources. Weaknesses in leadership and teaching were reflected in student behavior; there was an unusual and very noticeable degree of apathy in some classes and the behavior of some groups of students waiting to go home was insolent and inconsiderate, interrupting classroom visits with an astonishing arrogance. This behavior was unique among schools visited; during all other visits in the Study nothing like this was experienced. Nevertheless, other groups of students waiting to leave were eager to engage in sensible discussions with the Team about the use of computers and about their reading. About half reported they had a computer at home and all were emphatic that they read at school and at home.

After only a few months following training, the disseminated programs have created very few examples of change in learning and teaching at SD2. Layout of furniture in classrooms seemed to serve no educational purpose at all with odd mixtures of u shapes, small groups and traditional formal rows observed. At this early stage, classroom changes are very poor and teacher-centered methods remain dominant. Linked to these observations, is an assessment that there is limited indication of reform ownership in this school: the Pengawas claimed he will plan further support; the principal claimed he will implement changes next semester. There is no plan to fix the open and dangerous drain around the school.

This school raises three important questions: “What kind of training did the school receive?”, ‘Who is ensuring the quality of the dissemination training in the district?’ and ‘Why is the supervision of the principal of his school and supervision of this ineffective?’”.

In SMP1, we were advised after the visit that this school had received dissemination support from DBE3 yet no visiting consultant discovered any information at all about this during their independent discussions and meetings with the principal, teachers, pengawas, or school committee head. In addition, according to an official document, 35 teachers from the school had been trained in CTL in September 2013. When questioned about training, few teachers reported they had been trained, most said they had not, but most revealed an extraordinary level of uncertainty and confusion about this training that had taken place in their own school, in stark contrast to reactions to CTL in other schools in the Study. Those who had attended said they only spent a few hours a day at training. The source of this unsatisfactory situation is unclear: is it confusion with recent meetings about Curriculum 2013, did the teachers enroll and then not attend, is it the principal, the prevailing attitude of teachers, or lack of supervision and support? To add to the confusion, the Vice-principals who met the Study Team before the principal arrived were very confused about what recent training had occurred and when, even though it supposedly took place in this school.

It is possible this school is better now than in the past, but the evidence for this is unclear. Many rooms had well-worn furniture arranged in a variety of ways to achieve group interaction but few revealed any attempt at all to display materials or student’s work.

Classrooms were generally bleak, some arranged traditionally. Only one teacher reported the outcomes of implementing CTL were good. Others were vague in their responses or not implementing CTL at all.

Other revealing indicators of poor outcomes and an unsatisfactory professional context in this school include: groups of teachers lounging around outside classes and smoking and other teachers playing with a baby in the teacher's room. Finally, when the principal was asked for a copy of the current RKS, he eventually produced a copy dated 2011 after a very long search – and then, tellingly, said he was working on the current plan at home! The grounds were only maintained to a minimal standard and were muddy and untidy.

There is no evidence of any input from the MGMP in providing some kind of coordination or leadership here. There was no evidence of any MBS training that can help create a constructive planning context for the implementation of CTL, although Dinas records show that three participants from this school attended MBS training in October 2013.

Dissemination of good practices among teachers here appears to be zero. The whole experience at SMP1 was one of vagueness and disconnected information. It is clear from the above analysis that there are serious problems with implementation that need to be addressed by PRIORITAS or by Dinas and that a clearer system of quality control needs to be implemented to minimize outcomes of this kind.

Considering the four schools visited in Pangkep, the Team agreed on the following overall outcomes of dissemination so far. The differences between the very good schools, SD1 and SMP2, and the not adequate schools, SD2 and SMP1 were remarkably consistent, as follows:

Student learning outcomes: teachers, when questioned consistently reported that learning and social outcomes (such as attendance, discipline and motivation) had improved in two of the four schools; in the other two schools outcomes can be described as not adequate.

Teacher and student roles observed in these schools varied significantly; in two schools all were implementing some kind of active learning but in two others very few were doing so. The response of students was uniformly positive and enthusiastic when questioned about their attitudes to PAKEM and CTL, and to school more generally in two schools, but in the other two attitudes ranged from mere acceptance to borderline insolence.

Student, teacher, and principals' satisfaction with program outcomes were assessed as very good in two schools and not adequate in two others.

The physical evidence in buildings and grounds of change is also very good in two schools and inadequate in the other two.

### *Sustainability*

A sustainability plan could only be located in SD1. Overall, the indicators of potential sustainability are inconsistent in Pangkep. Strengths are in school leadership in SD1 and SMP2. These schools both have good community support, active engagement among teachers and their school clusters, and a recent history of sustained change. Both also exhibit qualities of depth of change and a shift in their sense of ownership and responsibility for reform.

These outcomes suggest that sustainability of change may be a characteristic of individual schools and their immediate context rather than a characteristic of Districts considered as a whole.

In comparison, SD2 and SMP1 demonstrated consistently poor ratings on most indicators. Considered alongside the assessment of the District's ratings on the same indicators as

adequate or not adequate, the prospects for sustainable change in SD2 and SMP1 seem to be bleak – largely because there has been so little change to sustain.

#### *Other schools visited*

Unplanned and opportunistic visits were made to three other schools in Pangkep as follows:

SMPN 4 Satu Atap, Sigeri: This three-classroom SMP, opened in 2013 with construction funding provided by AusAID has, according to Pengawas, only a Grade 1 class. Classrooms were empty, and there was no physical evidence at all of any of the characteristics of CTL being implemented. This suggests there is no evident sustainability from training provided by AusAID or dissemination to this school from within the District.

SDN Malewang: PAKEM training was observed in this school. The dissemination training is conducted in four phases, each of three days. Evidence here of Facilitator and teacher-participants' commitment to improving teaching include:

- training being conducted in own-time on a Saturday afternoon
- energetic and enthusiastic participation led by enthusiastic and competent Facilitators
- apparently full attendance, as the school's facilities were packed with participants.

SDN 14 Bontobonto: This is an ex-DBE school that continues to sustainably implement PAKEM. The school has four Facilitators (District and National), which may explain sustainability; another is a cohort of trained and experienced teachers. Two Facilitators were previously with DBE 2. Another indicator here of sustainability is that the school is still using DBE1 software. This school, in Kecamatan Ma'rang, has a very enthusiastic Kepala UPTD, who disseminates both programs (DBE and PRIORITAS) in his working area. He also encourages teachers to participate in school cluster work. Children had been held back for our visit so that learning and teaching conditions could be witnessed. These conditions were generally good to excellent (the excellent, taught by a guru honor). Teachers and students were very enthusiastic about their school and classes and students demonstrated this by being unwilling to go home and wanting to meet and talk with the Study Team about their school.

#### *End note*

SDN 14 Bontobonto provides an excellent case of the sustainable implementation of good practices supported by USAID in DBE and PRIORITAS in schools in Indonesia at this time and provides a fitting conclusion to this Study.

## **Appendix C: Scope of Work**

### **STUDY OF THE DISSEMINATION AND SUSTAINABILITY OF DBE AND USAID PRIORITAS PROGRAMS**

#### **Background**

USAID PRIORITAS is a five years USAID-funded project designed to improve access to quality education for children in Indonesia. The project is working closely with national and local partners to:

- Improve the quality and relevance of teaching and learning in schools through pre- and in-service training
- Develop better management and governance in schools and districts.
- Support better coordination within and between schools, teacher training institutions (TTIs) and government at all levels.

USAID PRIORITAS has a special focus on:

- Improving pre- and in-service teacher education at TTIs through programs that emphasize improved practice
- Making teaching and learning in primary and junior secondary schools more interesting, relevant and effective with an emphasis on Reading, Math and Science
- Developing participatory and accountable school management focused on improving learning
- Improving education resource management in the provinces and districts, with a focus on teacher deployment and educational funding.

USAID PRIORITAS is currently working:

- Directly with 16 Teacher Training Institutions to improve their capacity to deliver quality pre- and in-service training programs
- Directly with over 550 partner primary and junior secondary schools and madrasah in 23 USAID PRIORITAS partner districts in seven provinces to improve the quality of education, reaching 7,000 teachers and over 100,000 students
- With 46 former DBE districts in the same seven provinces to support the dissemination of school training programs to an estimated 2,300 schools with 500,000 students
- With 69 regional governments to improve education governance and management.

In the future years the project will work with at least 27 districts reaching directly over 600 more schools, 8,000 more teachers and 120,000 more students.

In the early stages of involvement with districts the project works directly with districts and partner schools to build models of good practice in teaching and learning, school management and community participation. It is then expected that districts themselves will take up these models and disseminate them to further schools using local funds but with some support from USAID PRIORITAS.

This model of dissemination is already being implemented in most of the 46 DBE partner districts, which are receiving assistance from USAID PRIORITAS.

### **The Study**

The study will be done in order to assess the extent of dissemination and sustainability of DBE and USAID PRIORITAS programs, which has taken place in the DBE districts and to make an estimate of the impact of these programs compared to similar programs directly implemented by the project. It will further make recommendations to PRIORITAS to guide future dissemination of project programs.

In more detail the study will:

1. Review studies and reports of dissemination and sustainability in Indonesian education, especially those undertaken by the DBE projects
2. Assess the extent to which the recommendations of these reports and studies have been taken into account in implementing the PRIORITAS programs
3. Review a sample of plans by DBE districts taking part in PRIORITAS to disseminate DBE and PRIORITAS programs to assess their likely effectiveness
4. Review which programs have been disseminated, to what extent, and how far dissemination has been in line with PRIORITAS guidelines and lessons learned from the DBE studies
5. Analyze the sources of funding for dissemination activities
6. Monitor a sample of dissemination sites and assess the effectiveness of the dissemination programs and their sustainability and to what extent it has successfully created good practices or changes in the dissemination areas
7. Identify challenges and lessons learned in implementing dissemination strategies used in DBE and PRIORITAS districts.
8. Make recommendations to PRIORITAS to guide future dissemination and sustainability of project programs.

*Provincial and district project staff will be able to assist to a limited degree with data collection, particularly with impact monitoring in schools.*

## Appendix C: Schools and Institutions Visited

Location	Schools/Institutions	Persons Met*
Deli Serdang Sumatera Utara	Dinas Pendidikan dan Kebudayaan Fasilitator Daerah PRIORITAS SDN SMPN SMPN SDN	In schools the Study Team typically met with the principal, teachers, members of the school committee and officials from the UPTD and Dinas Pendidikan. In addition, briefer meetings and discussions were held with the majority of teachers at work in their classrooms and with some students.
Labuhan Batu Sumatera Utara	Pemerintah Kabupaten Dinas Pendidikan dan Kebudayaan Fasilitator Daerah PRIORITAS Fasilitator Daerah Akselerasi SDN SDN SDN SMPN	
Pasuruan Jawa Timur	Dinas Pendidikan dan Kebudayaan Departemen Agama Kantor BAPPEDA Fasilitator Daerah PRIORITAS SDN SDN MIN MIN	
Sidoarjo Jawa Timur	Dinas Pendidikan dan Kebudayaan Fasilitator Daerah PRIORITAS SMPN SMPN SDN SDN	

Location	Schools/Institutions	Persons Met*
Pinrang Sulawesi Selatan	Kantor Bupati Kab. Pinrang Fasilitator Daerah PRIORITAS MIS SMPN SDN SMPN 2 Additional schools: SDN SDN SDN	
Pangkep Sulawesi Selatan	Kantor Bupati Kab. Pangkep Dinas Pendidikan dan Kebudayaan Fasilitator Daerah PRIORITAS SDN SDN SMPN SMPN Additional schools: SDN SDN	

\* Participants in meetings, particularly in schools, were given an assurance of confidentiality given that the study was one intended to achieve understanding rather than being primarily monitoring and because of the sensitivity of topics discussed. Individual's names have therefore not been listed here. In this Report the names of schools have also been removed for the same confidentiality reason. The PRIORITAS office has, however, been provided a confidential record of all schools visited and persons met.