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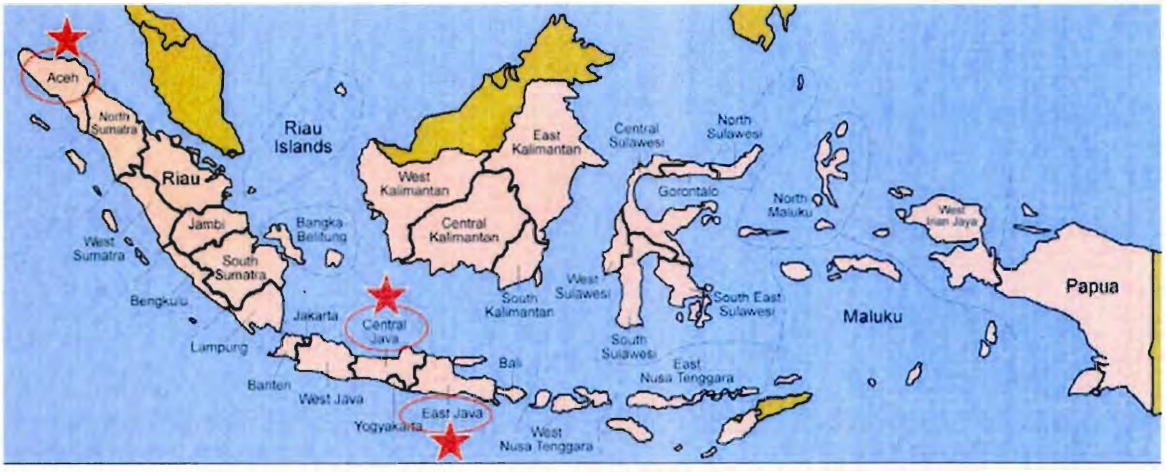
Final Evaluation
Managing Basic Education (MBE) Project



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ACRONYMS

ALPS	Active Learning through Professional Support
AusAID	Australian Agency for International Development
Bappeda	District Planning Agency
CI	Community Involvement
CLCC	Creating Learning Communities for Children
CP	Community Participation
CRC	Cluster Resource Centers
DBE	Decentralized Basic Education (DBE1 = Package 1)
DEO	District Education Office
Dewan Pendidikan	District Education Board
DINAS Pendidikan	Education Office of Local Government (District & Provincial Levels)
DPRD	District Legislature
D4	Four-year Diploma
GOI	Government of Indonesia
IAPBE	Indonesia Australia Partnership for Basic Education
KKG	Teachers' Working Group (Primary Schools)
Madrasah	Islamic school
MBE	Managing Basic Education
MGMP	Subject Teacher Working Group
MONE	Ministry of National Education
MORA	Ministry of Religious Affairs
MSS	Minimum service standard
MTT	Master Teacher Trainers
PAKEM	Active, Creative, Effective and Joyful Learning (an active learning approach used in schools)
PKG	Strengthening the work of teachers
PMEP	Performance Monitoring and Evaluation Plan
PMPTK	Directorate General for Quality Improvement of Teachers and Education Staff
RAPBS	School Budget
RENSTRA	Strategic Plan
RIPS	School Plan
SBM	School-Based Management
SC	School Committee
S1	Bachelor's degree
UNESCO	United Nations Education, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

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To all of those people and to any others who contributed to the provision of information to the team, thank you. Without their valuable assistance the evaluation could not have been completed. Annex IV lists key people interviewed. Any errors are regrettable but, of course, the sole responsibility of the team.

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BACKGROUND

Purpose

The objective of this evaluation is two-fold: first, the evaluation examines the overall results and impact of the MBE program, including the project's strengths and weaknesses, implementation mechanisms and lessons learned; and second the evaluation explores approaches and strategies for continued support of successful elements after its completion by linking it with the Government of Indonesia (GOI), USAID's on-going DBE program, and/or other implementers.

Methodology

The evaluation team used four basic methods to obtain its findings, including: reviewing of project documents; observation of MBE-assisted, non-MBE-assisted, and DBE-assisted schools, principals, teachers and other educators; targeted questions and interviews with individuals and officials knowledgeable about the MBE and DBE projects; and targeted questions in focus group discussions with single and mixed groups of stakeholders.

Constraints

There were several constraints to the evaluation of the MBE:

- No independent data could be found to measure the program's impact on the quality of education from formal tests and examinations conducted by local and national authorities;
- It was not possible to undertake an in-depth analysis of classroom behavior and the time spent in each school was sufficient to form impressions only;
- The sample of schools selected was small and could not be random;
- Schools were selected by national and provincial MBE project coordinators and the final sample may be skewed towards better performing schools and most schools were expecting the evaluation team and were very prepared for our visit.

These constraints resulted in the team being somewhat cautious in drawing conclusions.

Project Design

The Managing Basic Education (MBE) project works with 23 local district governments in three provinces (East and Central Java and Nanggroe Aceh Darussalam - NAD), as well as in Jakarta, in three project components: district and school-based management, community participation and teacher training. The district and school-based management component seeks to strengthen the capacity of local government and school principals to effectively plan, manage and deliver quality basic education services. The community participation component works to strengthen the position and role of local stakeholders – parents, teachers, school committees, community organizations, local parliaments – in planning and managing basic education. The teacher training component trains teachers in active learning methodologies (known in Indonesia as PAKEM) and learning material development. The three components are intended to be mutually reinforcing and the program is delivered at the school level in a whole school approach.

FINDINGS

A. General Findings

Well positioned

The MBE is well aligned with the GOI decentralization policy and MONE/MORA strategic plans, especially in the areas of improving the quality of teaching and learning, increasing the involvement of local communities in schools, improved governance and accountability through the strengthening of school committee capacity, and the increased availability of instructional materials.

Dramatic Visible Change

For the most part, MBE-assisted schools undergo a dramatic visible change in the physical characteristics of the school. Although the schools are not always in tip-top shape, old physical infrastructure has been spruced up with minor and sometimes major repairs frequently made by parents. Classrooms are often newly painted in bright, light colors and many classrooms have become a showcase for student work and learning materials. The improved classroom learning environment is one of the most striking impacts of the MBE program.

Energy and Enthusiasm

Although most teachers in MBE-assisted schools are not well-trained in the formal system and are not certified at the new GOI required level (S1), MBE-assisted schools show a marked increase in the amount of enthusiasm and energy in the classroom. Most of the classrooms have been reorganized away from traditional seating into small work groups of 4-6 students and teachers were often observed presiding over student-centered exercises. Some teachers lead classes using excellent, well-thought out active-learning exercises and techniques that might rival the best but, most appear to be learning the methods recently introduced. Teachers in MBE-assisted schools have made great strides toward improved and diversified teaching methods but, for the most part, the progress in improving teaching methods is incomplete.

Improved School Management

With few exceptions, district officials and school principals demonstrated good management practice and a commitment to transparency and accountability. Generally, principals had developed school strategic plans in concert with a wide group of stakeholders and were reasonably articulate in the short- to long-term needs and priorities of the school. School budgets were nearly always displayed prominently. Some principals exhibited fairly sophisticated knowledge of teacher evaluation processes and incentives, teacher and school development needs, and how to access resources for school improvement. Nearly all of the principals seemed to be comfortable with displaying the new-found transparency and enjoyed the new attention the community appeared to be focusing on the school. At the same time, some principals appeared to accept the status quo as a given, did not see obvious problems, and did not seem to provide dynamic leadership. In addition, it appeared that some sub-district and district managers offered lack-luster support to the schools and could profit from a better definition of their roles and responsibilities as well as training in management and leadership.

Very Active Parental Participation

Most schools appeared to have parents and parent organizations that were very active in the schools. The level of involvement varied widely with some parents working as volunteer teachers-aids, repairing or building classrooms, or providing nutritional supplements and teaching materials to the schools, while others simply cleaned the school rooms periodically. The parents appeared to be energized by the new attitudes of the teachers and principals and the focus on improving the quality of education within the school. At the same time, a minority of the parents at the school appeared to be little more than window dressing and were hard-pressed to describe any kind of role in the school.

Engaged School Committees and Community Leaders

In all but a very few schools, school committee members and community leaders were present and appeared to be actively involved in the management and governance of the school. School committee members and community leaders provided input into school development plans, reviewed school budgets, developed performance standards, and assisted in developing additional revenue streams or in-kind assistance in the implementation of the school development plan. Most maintained that they met a minimum of four times a year. Some of the school committee members appeared to see their role as perfunctory and there were some cases where the school committee chairperson had an obvious conflict of interest with the school principal and were less than fully independent of the principal. By and large, however, the school committee and the community leaders appeared to play a prominent and useful role in the school. The willingness of community leaders and school committee members to participate in meeting with the evaluation team, often on the basis of a last minute invitation, was impressive and a measure of what high regard the MBE project is held in the communities.

B. Findings by Type of School

MONE vs. MORA

Generally speaking there appeared to be little differences in the impact of the MBE model being applied to a public primary school as opposed to a public or private madrasah (an Islamic school). The madrasah represent a wider range in the quality of primary education than those of the public primary system and the madrasah represented both the best and the worst school we saw. Some of the madrasah suffered badly from being under-resourced but others, which showed the same signs of limited funding, were some of the best encountered. In any case, the impact of the MBE program on school management, community participation and active learning methods appeared to be equally strong in both types of schools.

Junior Secondary Schools

In general, the teacher training component of the MBE project was less successful in junior secondary schools. The reasons for this are largely because in primary schools the MBE project trained all the teaching staff and the small number of teachers in primary schools form a "community of interest" that is generally a coherent, mutually supporting group, while junior secondary schools have larger staff, not as large numbers of teachers were trained, and teachers are split by content areas and across all of these content areas do not form one cohesive school

grouping of teachers. In all other respects – school-based management and community participation – the junior secondary schools appeared to be the same as the primary schools.

Province

The widely-held perception before the field visits was that the MBE had achieved the best results in East Java followed by the results achieved in Central Java. NAD was seen as a special case. This review challenges some of those perceptions. Firstly, the evaluation team found excellent schools and good examples of the MBE approach in all three provinces. Secondly, the review of MBE-assisted schools in East Java and Central Java suggested that the impact of the project was about the same in the two provinces; East Java was not measurably better than Central Java. Thirdly, it appears that there is a stronger correlation between the quality of teaching in the school and the length of time a school has been in the MBE program than in the province where the school is located. There are exceptions, but schools that had been in the MBE program for a little over a year were generally not as accomplished as schools that had been in the MBE program for three or more years. In all likelihood, teaching methods change slowly from didactic to active learning methods and teachers need some time to master the new methodologies. The fourth finding comes from NAD province where we found the program to be generally less impressive than the programs in Central and East Java. The implementation of the MBE program in NAD was different and not as well coordinated illustrating, perhaps, that a well coordinated approach is very important to program success.

LESSONS LEARNED

Clear and Focused Conceptual Framework

The MBE has a very clear and focused conceptual framework that the evaluation team found was well understood by all stakeholders at all levels. Further, this conceptualization is very clearly framed in contemporary understandings of schools, classrooms and teachers, and is well informed by lessons learned and best practice in the Indonesian context. This clear and focused conceptual framework appears to be an important factor in the success of the program.

Well Sequenced and Coordinated Whole School Approach

It was very clear to the evaluation team that the well sequenced and coordinated whole school approach adopted by MBE where teachers are actively supported by the school principal, other teachers, and the wider school community is instrumental in the effective implementation of student focused learning. While there may have been some differences between schools or, even within individual MBE schools in terms of the extent of changes and their effectiveness, it was generally observed that the entire school had made some progress in adopting PAKEM.

Start Small and Build on Success

The MBE approach demonstrates very clearly the advantages of starting small and then building on success, both in the origins of CLCC and in MBE implementation itself. The CLCC program developed pilot approaches initially when it started in 1999, and by 2002 was adopted by MONE as the official approach to school-based management in primary schools. Similarly, the MBE began as a small intervention focusing on strengthening local government capacity to manage basic education, and was scaled up with an added emphasis and funding for the improvement of teaching and learning and the coverage extended in Central and East Java. As a result of the

small start and the creed of building on success, the MBE implementation engaged schools in an integrated and meaningful series of interventions which resulted in very high levels of school ownership.

Do what you do well

There has been a tendency in the past for donors and the GOI to maximize the number of schools that receive project interventions. The lesson learned across a number of donors and projects is that this approach often has the effect of spreading the quality and duration of inputs and therefore limiting the impact and long-term sustainability of the intervention. A more effective approach, observed within the MBE experience and approach, is to limit the number of schools to ensure that the investment in individual schools is sufficient to facilitate a whole school development and involve enough personnel to provide sufficient critical mass for a sustainable change.

PAKEM Plateau

The MBE program's most significant outcomes have been in improving the physical classroom learning environments, with less spectacular progress being made in improving teaching methodologies. In most classes visited the extent of changes in the classroom varied widely. In some classes observed the lessons were still largely didactic, while in others teachers were able to implement the very best student-centered teaching practices. Most teachers were somewhere between these extremes. In any education system, changing teaching practices will always be a significant challenge as these changes are difficult to achieve and it will take longer to produce measurable impacts than the other types of MBE interventions. This situation may have been hampered by the relatively soft indicators used by MBE (and CLCC) in classroom monitoring. A more focused classroom monitoring approach coupled with targeted training materials responding specifically to deficiencies in teaching methodologies may produce better results and might avoid the possible plateau that we may be seeing in teaching methodologies.

Selection Process may be too Prescriptive for Widespread Use

The selection processes used by MBE is orientated towards schools that demonstrate a capacity and willingness to change and, as a result, many of those selected are quite good schools within the general Indonesian context. The MBE model has an approach and implementation process that may not apply equally well to poorly developed schools. The MBE project support provided is prescriptive in that it tends to direct schools along pre-determined expectations and outputs. A problem may be that a particular project intervention within an implementation timetable may not be relevant to a particular school at that particular time. This may be particularly damaging for a model that proposes to introduce the MBE intervention in a few schools in a district and then encourage the adoption of the MBE model throughout the district. A more ideal model might be a school selection and engagement process involving a detailed assessment of individual schools with interventions planned and tailored as a result of this assessment.

Coordination with GOI

While the MBE project is obviously pitched at the district level, which is appropriate within the context of decentralization, a number of MONE and MORA officials made the point that they were not very well informed about the project. The points raised included that while they may

have received project newsletters and reports periodically, these generally did not provide sufficient insights into the challenges and lessons learned that could inform GOI policy and strategic planning. The MONE officials wished to become better informed about USAID education project activities, and while efforts are being made by the projects, this area of communication and dialogue needs to be explored and improvements made.

Policy Dialogue

The MBE project has provided some good gains in individual schools and districts, and these gains are in support of GOI broad education policy. However, the MBE project is not designed or implemented in such a way that would encourage central government ownership with subsequent impact on broader policy formation and integration. There has been some integration at the district level but, the results vary considerably. Consequently, this is an area where there is an opportunity to inform or engage in a policy dialogue at the central level in what is a critical policy area.

CONCLUSIONS

On all accounts, the MBE project has had impressive impacts on district and school management, community involvement, and teaching and learning. When compared to the average Indonesian school, MBE-assisted schools are better managed institutions, with active community participation, richer learning environments, and teachers with a wider variety of teaching approaches and materials.

Despite the very obvious impressive progress made by the MBE project, there are a number of improvements in the MBE model that can be made. These include:

- Further improving teaching methodologies and learning resources, especially advanced student questioning techniques, classroom management, and student assessment;
- Further strengthening teacher and principal professional development that is school-based and performance-led;
- Further strengthening and reinforcing school management practices by encouraging better management practices at the sub-district, district and provincial levels;
- Further encouraging community participation by providing incentives to continued community involvement in schools; and
- Further encouraging system-wide policy review and dialogue.

SECTION I. INTRODUCTION

I.1 EVALUATION OBJECTIVES AND SCOPE

This report is the Final Evaluation of USAID/Indonesia's Managing Basic Education (MBE) project. The MBE project has served as the pilot for USAID/Indonesia's Decentralized Basic Education (DBE) program which is now the cornerstone of the U. S. Government's assistance to Indonesia's education sector.

The objective of this evaluation is two-fold: first the evaluation examines the overall results and impact of the MBE program, including the project's strengths and weaknesses, implementation mechanisms and lessons learned; and second the evaluation explores approaches and strategies for continued support of successful elements after its completion by linking it with the Government of Indonesia (GOI), the DBE, and/or other implementers. It this regard, the MBE evaluation is both backward-looking (at the program accomplishments) and forward-looking (linkage with DBE). More specifically, the evaluation seeks to:

- Determine to what extent the project has accomplished the tasks laid out in the contract and work plans;
- Report how the project stakeholders perceive the MBE intervention and what elements are seen to be most useful or ineffective;
- Develop actionable, prioritized recommendations for the GOI and the DBE implementers for enhancing their performance;
- Identify key lessons learned from the experience and relate them to the on-going DBE program; and
- Assist USAID/Indonesia to determine whether and how to continue support to the MBE target districts in East and Central Java.

I.2 METHODOLOGY

The evaluation was conducted between January and March 2007 by a team of national and international consultants. Field work was led by the independent consultants but guided by the very able staff of the MBE and DBE projects.

The evaluation team used four basic methods to obtain its findings, including:

- Reviewing of project documents, other evaluation findings from similar programs, and research and background studies in education;
- Observation of MBE-assisted, non-MBE-assisted, and DBE-assisted schools, principals, teachers and other educators;
- Targeted questions and interviews with individuals and officials knowledgeable about the MBE and DBE projects; and
- Targeted questions in focus group discussions with single and mixed groups of stakeholders.

Stakeholders interviewed included Ministry of Education (MONE) and Ministry of Religious Affairs (MORA) officials at the national, provincial, and district levels; school supervisors;

school principals; teachers; school committee members; parents and parents' groups (paguyaban); MBE project facilitators and administrators; and students. Although checklists for classroom observation were developed, no effort was made to collect data using these formats. Moreover, USAID/Indonesia provided the evaluation team with an illustrative list of 38 key questions to guide the investigation and the evaluation team used these questions to develop a work plan.

A total of 40 schools were visited in three provinces, with 19 in Central Java, 8 in NAD, and 13 in East Java. The 40 schools represent about nine percent of the total schools assisted. The sample of schools was in 7 school districts. We intentionally reduced the number of school visits mid-evaluation and saw fewer schools in NAD and East Java so that we could increase our time with stakeholder interviews. Of the 40 schools we visited, 22 were public (MONE) primary schools, 10 were madrasah (MORA) primary schools, three were junior secondary schools, and five were non-MBE public primary schools. We interviewed hundreds of stakeholders in these schools, many in focus groups, making it impractical to record all the names of the persons interviewed.

I.3 CONSTRAINTS IN UNDERTAKING THE EVALUATION

There were several constraints to the evaluation of the MBE. Little baseline data was collected prior to commencement of the MBE program interventions on key variables like student achievement and, although the MBE program developed project tests to measure student achievement based on project interventions, there was no standardized data available from formal tests and examinations conducted by local and national authorities to demonstrate the program's impact on the quality of education.

Given the scale and geographic spread of the MBE project, there was insufficient time and human resources for the evaluation team to undertake an in-depth analysis of classroom behavior and the time spent in each school was sufficient to form impressions only. The sample of schools selected was small and could not be random owing to the logistics of visiting school within the available time. Although a wide variety of schools were visited, some types of schools such as junior secondary, were underrepresented. Moreover, schools were selected by national and provincial MBE project coordinators and the final sample of schools may be skewed towards better performing schools. In addition, schools were obviously expecting the evaluation team and they were very prepared for our visit. These constraints were taken into account by the evaluation team in evaluating the data and forming conclusions.

I.4 STRUCTURE OF THE REPORT

The report is organized in six main sections. Section I is the introduction. Section II provides background information about the USAID/Indonesia education strategy and interventions, a brief description of the MBE and DBE programs, as well as a review of the GOI education policy. Section III outlines the evaluation findings (accomplishments, strengths and weaknesses, and lessons learned by each of the three components: district and school-based management, community involvement and teaching and learning. Section IV summarizes the lessons learned from the findings, examines how well the MBE project has accomplished its tasks, and measures the cost-effectiveness of the program. Section V examines the implications of the lessons learned and reviews the issues surrounding the sustainability of the MBE intervention. The report

finishes with Section VI which outlines strategies for supporting the MBE intervention once the program is concluded.

SECTION II. BACKGROUND

II.1 OVERVIEW OF USAID EDUCATION STRATEGY IN INDONESIA

Indonesia's school system is immense and the population of school-age children is one of the largest in the world. Despite rapid progress achieving almost universal enrollment in primary education under a centralized management system over the last 30 years, significant problems in the education system continue to exist, including low public funding, poor completion rates, low teacher qualifications and poor classroom methodologies. Improving educational quality with limited central government funds is a key educational challenge and, given the magnitude of the problem, the Government of Indonesia (GOI) has initiated a decentralization process in the hopes of spreading the governance, financial, and managerial responsibility for improving education across different stakeholders. Under decentralization, school committees and district governments are expected to hold schools and teachers accountable for educational quality and, the GOI is developing school and teacher accreditation criteria and minimum service standards to measure their performance.

Within the framework of school management and teacher accountability measures that are currently being put in place by the GOI, USAID/Indonesia's Strategic Objective is to **Improve the Quality of Basic Education** in Indonesia by achieving three intermediate results: 1) More effective Decentralized Management and Governance of Schools; 2) Improved Quality of Teaching and Learning; and 3) Increased Education Relevance and Workforce Skills for Youth. To achieve these results, USAID intends to invest $157 million over the period 2005-2010 in four programs. The portfolio of programs USAID/Indonesia is supporting includes: 1) Managing Basic Education (MBE), the subject of this evaluation described more fully below, 2) Decentralized Basic Education (DBE), 3) Sesame Street Indonesia, the renowned television show aimed at better equipping children to start school; and 4) Opportunities for Vulnerable Children, a program that promotes inclusive education for children with special needs. Some of the major results expected from these investments are:

- Increased capacity of local governments to plan for and manage education services;
- Increased community participation in the provision of education;
- Better teaching performance as a result of in-service teacher training;
- Better student and school performance;
- Livelihood skills for in-school and out-of-school youth increased; and
- Replication of best practices.

II.2 DESCRIPTION OF USAID INTERVENTIONS IN INDONESIA

The main component of the USAID/Indonesia's education program and the cornerstone of President Bush's Indonesia Education Initiative is the Decentralized Basic Education program (DBE). The DBE focuses on improving the quality of basic education in primary and junior secondary schools, both public and private. The program has three main goals: strengthening the capacity of local governments and communities to manage educational services (DBE1);

enhancing teaching and learning to improve student performance in key subjects such as science, math, and reading at primary level (DBE2); and assisting Indonesian youth to gain more relevant life and work skills to better compete in a world economy (DBE3). These programs are expected to reach 9,000 public and private schools, 2.5 million students, 90,000 educators, and one million youth by 2010.

Serving as the pilot program for the DBE program, the Managing Basic Education (MBE) project works with 23 local district governments in three provinces (East and Central Java and NAD), as well as in Jakarta, in three project components: district and school-based management, community participation and teacher training. The district and school-based management component seeks to strengthen the capacity of local government and school principals to effectively plan, manage and deliver quality basic education services. The community participation component works to strengthen the position and role of local stakeholders – parents, teachers, school committees, community organizations, local parliaments – in planning and managing basic education. The teacher training component trains teachers in active learning methodologies (known in Indonesia as PAKEM) and learning material development. The three components are intended to be mutually reinforcing and the program is delivered at the school level in a whole school approach.

II.3 Overview of Government of Indonesia Education Policy

In January 2001 the Government of Indonesia (GOI) enacted new laws on decentralization and revenue sharing[1] that put in place a series of swift and comprehensive changes transferring power, management authority and funds for the delivery of basic services from the central government to districts and municipalities.

The subsequent promulgation in July 2003 of the new Education Law 20/2003[2] saw the transfer of responsibility for the delivery of education to lower levels of government. Some decision making power was given to schools with school-based management encompassed in Articles 51 and 56 whereby communities through school committees can become involved in planning, monitoring and school improvement. An important exception is that the responsibility for religion was not handed over to the districts. Subsequently the Ministry of Religious Affairs (MORA) has opted to make decentralization voluntary, and has not yet decentralized responsibility for madrasah (an Islamic school), an important reason being that the large majority of madrasah (approximately 90%) are private, while most other schools are publicly owned and supported.

The GOI policy objectives and sector reform priorities are encompassed in the Ministry of National Education (MONE) Strategic Plan 2005-2009 (RENSTRA) and the MORA Strategic Plan 2006-2015. Other important legislation includes a National Plan of Action for achieving Education for All, and a new curriculum for all levels of schooling. Priorities include (i) an expansion of access to junior secondary education, (ii) improved education quality and standards through the establishment of minimum service standards (MSS), the enhanced availability of instructional materials and improved learning environments, and (iii) the strengthening of

[1] Law Number 22 of Year 1999 concerning Regional Autonomy; Law Number 25 of Year 1999 concerning the Fiscal Balance between the Center and the Regions

[2] Law Number 20 of Year 2003 concerning the National Education System, signed by President Megawati Sukarnoputri on July 8, 2003

governance and accountability mechanisms, including both financial management and control and the wider accountability of schools to their communities through school committees.

The GOI recognizes the need to upgrade the qualifications of teachers in order to address these and other education quality issues. In response, a new Directorate General for Quality Improvement of Teachers and Education Staff - Direktorat Jenderal Peningkatan Mutu Pendidik dan Tenaga Kependidikan (PMPTK) has been established. The task of this Directorate General is to ensure that teachers and other education personnel meet minimum academic and competency standards linked to appropriate remunerations.

The new Law on Teachers passed in December of 2005[3] provides a framework of teacher rights, roles and responsibilities, and defines the responsibilities of various levels of government in relation to teachers. The wording has been kept fairly broad in some areas, with the intention to specify more detail through subsequent regulations. The Law includes, among others, sections on (i) professional principles; (ii) qualifications and competencies; (iii) rights and obligations; (iv) compulsory work and post-graduation service contracts; (v) appointment, placement, transfer and discharge; (vi) guidance and development; and (vii) rewards.

While national policy provides for a staffing formula for primary and secondary schools, there are many inequities in teacher deployment across both schools and districts. The districts have authority to address these inequities, however, there is a general reluctance to do so. Further, staff transfers between districts and provinces appear to be very difficult.

In the area of qualifications and competencies, standards have been increased to require teachers to have at least a bachelor's degree (S1) or four year diploma (D4), in addition to demonstrated competencies in four areas covering pedagogy, personal, social and professional qualities. These competencies will require training credits to be earned through accredited universities. The GOI goal is that 40% of teachers will have S1 level qualifications by 2009. This is an ambitious task given that there are 1.36 million primary teachers and 490,000 junior secondary teachers, and that only 17 percent of primary and 29 percent of the junior secondary teachers hold S1 qualifications. Obviously the current system could not cope will a full-time upgrading approach which would take teachers out of the classroom, therefore there will be the need to provide teacher in-service training.

In this regard the Law provides that both the national and regional governments have a duty to provide in-service training budgets to facilitate the increase in academic qualifications of teachers. Professional certificates will be issued to teachers meeting both the academic qualifications and competencies. This will have significant salary implications as a teachers awarded these professional certificates will be eligible to receive a professional allowance equal to their base salary, which in effect will double take-home salary. An important element of the Law is that these professional allowances will be funded by the national government, regardless of whether the teachers are employed by national or regional governments, or communities.

[3] Law Number 14 of Year 2005 concerning Teachers and Lecturers

II.4 PROJECT DESIGN AND RELEVANCE

Project Design

The MBE commenced in February 2003 as a 19-month, $3 million, USAID Office of Decentralized Local Government capacity building program focusing on strengthening local governments in their capacity to manage basic education. This original design was a relatively small intervention targeting 10 local governments, and the focus was on community participation in school management and the development of clearly defined roles for local institutions involved in managing education that included the *Dinas Pendidikan* (District Education Office / DEO), *DPRD* (District Legislature), *Bappeda* (District Planning Agency), and *Dewan Pendidikan* (District Education Board). The overall aim was to improve district-level management of the education sector and to improve transparency, effectiveness, and accountability in education funding.

In October 2003, President George W. Bush announced the $157 million Indonesia Education Initiative. Subsequently the USAID education strategy was further developed, and USAID created a new office to manage education in Indonesia. Given the changed strategic direction of USAID, the MBE was modified and extended in August 2004 through to March 31, 2007 with funding increased to $10,099,564. Consequently the project extension and modification saw an added emphasis and funding for the improvement of teaching and learning in grades 1 to 9, and extended coverage for Central and East Java in 20 districts.

At the district level, interventions focused on data collection, planning, and the development of formula funding to support school-based management. At the school and community level the focus was on (i) developing school-based management, (ii) increasing community participation, and (iii) improving the quality of teaching and learning through the adoption of PAKEM. Additional expansions have occurred in December 2005 where the MBE commenced work in two districts of post-tsunami NAD province in support of the DBE program, and in January 2006 with an additional seven schools in Central Jakarta.

The MBE design allows for the selection within a district a 10-school cluster in two target sub-districts. This selection is done in consultation with district education authorities, and the schools selected may include a mix of primary and junior secondary schools from the public, private, secular and religious sectors. Approximately 450 schools in 23 districts have been targeted for assistance, of which approximately 75 percent are primary schools, and the remainder are junior secondary. Of that total, approximately 20 percent are madrasah.

In addition to the targeted MBE assistance, monitoring reports have indicated relatively high dissemination by district governments into schools not participating in the MBE project. For example project monitoring reports from 2006 indicate that district governments using their own funding and resources had disseminated elements of the MBE program to more than 6,000 schools. This has generally been achieved with trainer support from the MBE project

The approaches adopted by the MBE are relatively widespread in Indonesia, and have evolved from activities that commenced in the 1980s such as the *Permantapan Kerja Guru (PKG)* – strengthening the work of teacher – and the Active Learning through Professional Support (ALPS) program that focused on changing teaching behavior and encouraging students to become more active learners. In 1999 UNICEF and UNESCO, along with other bilateral donors, joined with MONE to implement reform in what became known as the Creating Learning

Communities for Children (CLCC) program. This program continues today, supported by a range of donors and is made up of three components: School-Based Management (SBM), Community Participation (CP) and Active, Creative, Effective and Joyful Learning which is a student-centered teaching and learning approach commonly referred to by its Bahasa Indonesian acronym as PAKEM. The MBE project replicates the UNICEF/UNESCO's models for SBM, Community Participation and the PAKEM approaches of CLCC with the addition of district-level management assistance. The CLCC approach has now been adopted by the GOI as the official approach to SBM.

As described on the DBE project website (www.dbe-usaid.org) the DBE project aims to improve the quality of education through interventions over three integrated components: (i) decentralized education management and governance (DBE1), (ii) teaching and learning (DBE2), and (iii) relevant life skills for youth (DBE3).

The prime focus of the DBE1 interventions is capacity building of local government in their management of basic education, improving governance in schools, and introducing the use of information resources to enhance management. At the primary school level, DBE2 includes cluster-based in-service activities focusing on active learning and improved student assessment approaches. The DBE3 interventions focus on developing relevant life-skills for junior secondary school-aged students in preparation for lifelong learning and entry into the workforce.

The MBE is often described as a pilot project, and in this sense the DBE in broad terms can be seen as a follow on activity in that DBE1 and DBE2 expand on the original MBE interventions. The major differences are that DBE1 has a more focused approach to improving the capacity of local government whereas the MBE has focused on both districts and school level. With DBE2 the major differences are that a formalized cluster approach has been adopted, local universities are involved in improving teaching and learning for teacher accreditation, Cluster Resources Centers (CRCs) are to be developed along with the provision of learning resources, pilot kindergartens using audio instruction will be introduced, and a range of information and communication technologies such as digital libraries and "Education Hotspots" through wi-fi will be introduced. The DBE3 component was never part of the MBE project, although DBE3 has taken on responsibility for working in junior secondary schools.

Project Relevance

Both the MBE and DBE are well aligned with the GOI decentralization policy and MONE/MORA strategic plans, especially in the areas of increasing the involvement of local communities in schools, improved governance and accountability through the strengthening of school committee capacity, and the increased availability of instructional materials and improved learning environments.

The MBE was implemented prior to the new Law on Teachers and establishment of the Directorate General for Quality Improvement of Teacher and Education Personnel, and consequently does not provide the now necessary focus on improving the academic qualifications of teachers. The DBE2, with the links to local universities, is in a good position to provide accredited in-service teacher training activities that can be linked to the required standards in teacher qualifications and competencies.

The evaluation team found very high levels of ownership among all levels of MBE stakeholders. This ownership was supported by good levels of understanding of the purposes of the MBE, how

all the various components fitted together, and stakeholders generally had very clear visions for the future.

SECTION III. FINDINGS

III.1 DISTRICT AND SCHOOL-BASED MANAGEMENT

As has been the case in most of Indonesia's public sector, the Indonesian education system has been traditionally quite centralized. In 2003, the Education Law transferred principal responsibilities, authorities, and resources for the delivery of education to lower levels of government and transfers some decision-making power to schools. School-based management is embodied in Articles 51 and 56, which engage the wider community through school committees in planning, monitoring and improving school quality. Responsibility for education now lies at the district level, except for madrasah which continue to be managed centrally by the Ministry of Religious Affairs (MORA). One of Indonesia's major challenges is to confront pre-existing goals like improving educational quality in the context of decentralization.

As noted in the National Plan of Action for Achieving Education for All, the 2004 Indonesia Education Sector Review, and the 2005-09 Education Renstra (strategic plan), Indonesia has many challenges to overcome to achieve its goal of quality education. Among others some of the issues related to management are ineffective management at the school level, inefficient deployment of staff within schools, large numbers of primary school teachers who do not meet the minimum qualifications or have not mastered the curriculum, and high teacher absenteeism.

The MBE project supports a variety of activities at the school, sub-district, and district levels to improve school management as well as school committees, education boards, and local government officials to improve their capacity to better manage educational resources (personnel, infrastructure, supplies, and finances).

The project seeks to spread governance responsibility across different stakeholders, train principals in management and leadership, strengthen accountability and transparency mechanisms, involve parents and community stakeholders in the schools, and train educators in the system. It appears that the MBE project has made significant strides toward improved school-based management but that there remain many structural problems to overcome. Although it is somewhat outside the responsibilities and scope of this report to analyze, some of the problems noted are: 1) it appears that functions, structures and financing up and down the education system are unclear and possibly misaligned; and 2) there is mixed management performance across districts.

Findings: Accomplishments and Weaknesses

When schools perform well, it is the result of a variety of factors but perhaps the two most important factors are: the quality and performance of the teaching force and strong leadership by the school principal. Under decentralization, school committees and district governments are expected to hold schools and teachers accountable and school and teacher accreditation criteria and standards are being developed to help measure performance but, since the law has yet to be enacted, it is not yet clear how the accreditation will be used or how schools can improve their performance.

Role of School Principal

Under the centralized model, school principals received directions and instructions from various levels of government which were then relayed on to school staff. In a decentralized system, school principals are expected to discard the authoritarian model, be more independent of authority, and more open and cooperative with the community. In addition, the school principal should show 1) open, flexible, and adaptive school management leadership; and 2) provide instructional leadership. By and large, the majority of school principals interviewed in for this report demonstrated those qualities.

As now required by law, school principals develop, in concert with the school committee, teachers, and community leaders, a school development or strategic plan that outlines the goals, objectives, priorities and methods of achieving those outputs for the school. When most school principals were asked to describe the process by which the strategic plan had been developed, most described a very open process and they demonstrated a good understanding of their new more democratic and consensus-building role. Although almost always in a proscribed format, many of the strategic plans were extremely well done, well thought-out and articulate documents. Others were somewhat perfunctory with confused and somewhat contradictory objectives. Most school principals could relatively easily articulate the key objective and priorities in the strategic plan but, some could not or badly fumbled questions related to the strategic plan, perhaps indicating an incomplete involvement in the development of the plan or lack of interest in the content of the plan. Only a few of the principals had considered updating or reexamining the strategic plan, although in some cases as many as the first five priorities had been achieved and the plan appeared to be out-of-date. Strategic plans were almost always prominently displayed in the school but it was often as if the principal had come to see the display of the plan as proof of his or her new openness rather than as a useful tool.

School budgets were also always prominently displayed somewhere in the school and, even more than strategic plans, principals were inclined to point to them as evidence of a new era of transparency and accountability. The display of school budgets clearly has ushered in a new era of openness but, on close inspection the budgets were nearly identical from school to school and the information in them was generally nothing different from that already widely known, like a listing of the teachers' annual salary. Interestingly, budget information on school fees or other funds collected by school committees were not always available and the several times new classrooms were being constructed, budgets for the project were not displayed.

Most principals felt that they were better leaders as a result of the MBE training but, they were hard-pressed to cite examples of their skills, perhaps because of modesty, other than the school development plan, collaboration with parents and the community and the budget process. Some principals cited increased confidence in their role as principal and claimed they were better able to manage a positive learning environment. Others maintained they had provided leadership in the classroom by initiating change and innovation but, the influence on the principals was difficult to substantiate and, although teachers generally gave credit to principals for maintaining a good vision, few noted much classroom involvement or leadership from principals.

Despite the fact that most MBE-assisted schools visited were obviously markedly different from what they had been and were now dynamic and happy places where real learning was taking place, there were some issues not easily or openly discussed and one got the impression that principals were unwilling to change the status quo. For example, some principals managed badly

overstaffed schools – some with student/teacher ratios below 10 - but either saw nothing amiss or were unwilling to discuss the issue. In more than a few cases, school committees were not very active and provided limited support and involvement in the school and, for whatever reasons, the principal was content not to address the problem. It may be that these issues are outside the purview of the principal or that repeated attempts to address the issue had lead to frustration and apathy but, in some areas principals were not always change agents or for that matter good stewards of public resources.

For the most part, school principals in MBE-assisted schools have embraced their new role in both instructional and school management leadership but they seem to be more comfortable as school managers rather than as instructional leaders. The educational reforms of school-based management introduced by decentralization and reinforced under the tutelage of the MBE project has resulted in dramatically changed behaviors in school principals, including for example encouraging transparent, accountable, and inclusive school plans and finances, and creating a more open, innovative and positive learning atmosphere in schools. However, if the decentralization effort and the enabling climate for change and innovation at the school level are to be successful, the program will need greater support from the education office (DINAS) at the district and sub-district level.

District Education Office (DEO)

Within the decentralized system of education, the district education offices occupy a pivotal position between policy makers and service deliverers. Any intervention that involves development at the school level should also involve interaction and provision of training and other capacity building at the district level. Similarly, any intervention aimed at supporting national policy initiatives should also engage at the district level to facilitate implementation of the required policies. It appears that the MBE project did an excellent job of the former; it provided training in capacity building at the sub-district and district levels that went a long way toward creating the space for teachers and principals to continue to grow and innovate. Perhaps, additional attention needs to be devoted to improve district and provincial policy making (provincial capacity building was beyond the scope of work of the MBE).

One of the key objectives of the MBE project was to increase the capacity of local government to plan for and to manage education services. The MBE targeted three particular institutions, the District Parliament (DPRD), the Education Council (Dewan Pendidikan), and School Committees (Komite Sekolah), and included them in training and other workshop activities. In particular, these groups were trained at the district and sub-district in problem analysis, school mapping and the interpretation of data, planning, budgeting, and the implementation of plans. Virtually all the district and sub-district officials interviewed extolled the merits of the training and explained that the program provided them with the skills needed to participate in the planning, budgeting, monitoring, and implementation of school reforms. Most everyone suggested that they were much better informed as a result of the MBE intervention and they believed that the school system had become much more transparent and accountable. When pressed to outline examples where the MBE training had made a difference in their behavior, most DEO officials pointed to the new found skills in the analysis of data and systematic planning that had begun to improve the allocation of funds within the district. Despite these generally very good findings, there were some major inefficiencies observed and a number of "mixed" signals that might indicate more needs to be done in this area.

One important indicator of the "mixed" impact of the MBE project may be in the area of GOI ownership of the MBE project. The evaluation found that the ownership of the MBE-assisted reforms varied from district to district. Some districts have embraced the MBE concept completely and, using their own funds, have extended and replicated the MBE intervention to every school in the district. Other districts have budgeted and allocated funds for substantial follow-on and replication activities using MBE facilitators. Some districts have made plans to replicate the MBE training program in some portion of their schools but have not allocated funding to expand the MBE program in other sub-districts, while other districts have no plans in the short-run to continue the MBE program.

It is not clear why there is considerable variation in the ownership of the MBE or even if a lack of commitment to replicate the MBE program indicates lack of ownership. And the variety of responses from district governments on the issue of replication is a two-edged sword; it clearly indicates that some enlightened district officials have seen the importance of delivering the program to all schools. But, the wide variety of responses concerning the replication of the program also seems to indicate that the efficacy of the MBE intervention in support of MONE objectives has not been sufficiently made. Instead, the MBE project appears to be seen by some in the GOI as an interesting and worthwhile program that parallels MONE's objectives but not enough has been done to show the importance of the school-based intervention on district and national policy making.

A second "mixed" signal that is difficult to interpret is the fact that a substantial amount of inefficiency was observed in the school system. If the goal of the school-based management intervention is to assist in the creation of a transparent and accountable school system and everyone is quick to point to the symbolic importance of school budgets and strategic plans on the wall, then it may be equally important to see that the system is only partially accountable. For example, some schools were over-staffed and had very low student/teacher ratios, while others had student/teacher ratios so high (45-50 pupils per class) as to make the application of active learning methods difficult. Another example of inefficiency might be seen in the often heard stories of principals being trained in school-based management techniques only to be transferred to another school, leaving one school without a SBM-trained leader and a MBE-trained principal in a school without a responsive faculty or community. Other examples could be shown in repair and maintenance of schools, in the failure to introduce money-saving approaches like, multigrade classrooms, and the apparent failure to apply formula funding in some districts. Surely, the rational deployment of staff and the maximization of scarce funds are hallmarks of a well-managed, accountable school system and evidence to the contrary suggests that, while the issue may be outside the purview of a district and school-based intervention, perhaps the MBE project should have worked more closely with national, provincial and district level officials to include these issues in a policy dialogue.

On the other hand, the MBE project was at the mercy of local governments to make difficult decisions. The MBE introduced district level officials to data-based management techniques and formula funding in an effort to promote equitable and transparent funding in schools. The MBE helped district government to collect and analyze data, make strategic plans, and base district funding of schools on needs. But, without decisive action to address these inefficiencies and the "political will" to make difficult decisions, these issues remained unsolved and perhaps outside the purview of the MBE project.

Implications and Lessons Learned: Whole school approach works well

The school-based management program is based on practices started by the Directorate General of Primary and Secondary Education and refined in UNICEF's CLCC. The SBM approach is by no means new but, what may be unique is the approach of training multiple stakeholders in an integrated training package. As all stakeholders receive training in school–based management, community involvement and active learning techniques each stakeholder understands the role and responsibility of the others and what they are trying to accomplish and the whole becomes more than the sum of the parts.

SBM training makes a significant contribution to school management practices

Although schools are pre-selected for their interest in change and leadership and the schools at the start may be some of the best managed in Indonesia, the MBE SBM program clearly makes a significant difference in transforming schools. The GOI requires the development of budgets and school plans but the MBE SBM training has produced some excellent examples of school strategic plans and is an important first step in the community banding together behind the school. Moreover, the leadership training is clearly a foundation and confidence-builder for many school principals who appear to use the training to great advantage.

School principals are more comfortable as managers

Most of the principals appeared to be more comfortable as school managers than as instructional leaders. Since most principals have come from the ranks of teachers and should, therefore, be comfortable in the classroom, the finding is difficult to understand. On the one hand, it may be that principals are more comfortable with traditional teaching methods or, that they, as former teachers, resented the role of other instructional leaders and would prefer not to interfere, unless asked into the classroom. On the other hand, it may be that school principals see themselves as too busy or too important to worry about what happens in the classroom. In any case, it appears that some adjustments may be needed in the training program to emphasize the role of the principal as an instructional leader.

District education offices play a pivotal role in the success of the SBM approach

Nearly all DEOs praised the efforts of the MBE program but, at this point near the end of the program, only about half of them had committed funds or had definite plans to extend or sustain the MBE program in their district. In addition, some DEOs had inadvertently sabotaged the MBE effort by transferring principals who had been recently trained by MBE to non-MBE schools. Finally, as evidenced by the incidence of over- and understaffing and despite the best efforts of MBE and SBM training, there is considerable more work ahead before the education system is seen as accountable and transparent. Given these and other factors, it would appear that MBE, its successor (DBE), or USAID could and should do more to engage the GOI in policy dialogue and, as necessary, finance key studies leading to policy change (Please see Annex VI: Areas for further Research).

Strategies and approaches to sustain SBM

Financial sustainability may be demonstrated when there is "take-up" of the program's methodology, approach, or modules in any replication by local authorities. As we have seen, about half the DEOs have committed to continue the MBE approach and the SBM once the MBE program ends, a good record by any account. In addition, the ideas promoted by MBE and its predecessors promoted by UNICEF and AusAID have been codified into the education law and have changed the way educators in Indonesia view school-based reform. Given the success of the MBE approach, it is unlikely that anyone looking to improve school performance should use anything but an integrated whole school approach with SBM, community involvement and active learning elements in the training package.

III.2 COMMUNITY INVOLVEMENT

Findings: Accomplishments and Weaknesses

Community involvement in school (one of the main objectives of the MBE program) is meant to empower the school stakeholders to participate in various ways to increase the quality of education at schools. The evaluation team found that community involvement at school has substantially occurred with both school committee (SC) level and at other levels of the community including parents, businesses, and other school stakeholders.

The SC is involved in schools in four managerial aspects: advising, controlling, supporting, and mediating. In advising, the SC provided inputs and suggestions on developing school RIPS (strategic plans) and RAPBS (budget plans) while in controlling, the SC works in supervising and monitoring the implementation of the RIPS and RAPBS. In the supporting aspects, the SC provides efforts to reach out for financial resources as well as to provide various kinds of in-kind supports such as intellectual and free labor contributions. In the role as mediating, the SC channels other school stakeholders' wishes, suggestions, complaints, and expectations about the school programs to the proper officials. Examples of SCs involved in all four aspects of school management were seen by the evaluation team.

In order to make those stakeholders more knowledgeable about how to participate in SCs or what kind of participation they could provide to schools, MBE provided training for SC, teachers, school principals, parents, and community members. They were trained in how to develop RIPS and RAPBS. The information gathered from different sources shows that there has been extensive and widespread participation in the training from schools and communities in MBE-assisted districts. Many of the participants even came from non-target MBE schools. The MBE training has shown great impacts on the role of community in schools. The evaluation team found that community participation in schools has increased: (1) parental and community assistance to schools in financial and in-kind terms; and (2) community support of teaching and learning in schools.

Financial and in-kind assistance occurs in all of the kinds of schools surveyed, including junior secondary schools, primary schools and madrasah. Some schools require student daily and or monthly donations to improve classroom conditions and learning resources, while others raise financial support regularly through public alliances for constructing new school facilities – classrooms, laboratories, and so forth. In fact, community participation is seen by many parents as a way of sharing the load in supporting children's education. They indicated that it enables

those on low incomes to contribute in-kind rather than in cash. Instead of cash, they can provide labor for school maintenance and participate in other school activities. The parents also underlined the principle of shared responsibility through school committees. Other school stakeholders were very positive about the effectiveness of SC in increasing community participation in school activities.

Another form of community participation that has been fostered by MBE is to involve parents and other community members in teaching and learning process. MBE has encouraged the idea of parents and members of community working regularly in the classroom to assist in teaching the students. As result, across the MBE target schools, parents have been providing in-kind participation in the education process. At the primary level, some parents at lower grades (1 and 2) involved themselves in the classroom to help students learn to hold pencils, write letters, read alphabets, or on how to work on tasks assigned by teachers. Outside the classroom, some parents prepare learning resources, filed students' work, while others teach craft skills, English, computer and other skills after school hours. At the lower junior secondary level, parents also provided in-kind supports for school activities but they were not as involved in the classroom as they are at primary schools. One reason given for this was that parents may feel intimidated by the higher academic levels in junior secondary and therefore they are less confident in becoming involved in supporting the teaching and learning process.

All of the community involvement and contributions were intended for improving education process and facilities in order to increase the students' achievement. Therefore, in most schools any contribution, in whatsoever form, that is going into the schools is under a close watch by the SC and is managed by the principal based on the foundation of transparency and accountability. Most of the school principals and SCs across the MBE-targeted schools have applied the practice of transparency and accountability ranging from fairly good to a very good level.

Across the MBE target schools, SC and parents' classroom-based forums have been established as a key mechanism to increase community participation in schools. School principals reported that the role of parents, local communities, local companies, and SCs in funding and providing support to schools is growing. The support comes in the form of direct cash payment and in the form of in-kind contributions to improve the classroom and school physical environment. Parents and community members are more willing to contribute to school levies when they know how and for what the money will be spent. This increasing community participation is an indication of their high credibility and commitment to their schools.

The growth of community participation at schools has also provided greater opportunity for schools to improve their learning facilities in every classroom, which makes it easier for the PAKEM approach to be implemented. The school community has provided not only learning resources and some help in classroom but also some necessary classroom furniture needed by teachers. Additionally, community involvement has created more effective management of the school because the SC might confront the school principal if there is any wrong doing. The SCs also assists the principal in ways where both parties can learn and develop their skills in dealing with tasks in a more transparent and accountable way.

While the community participation is generally increased, the practice is not yet equal across the districts. The concept of transparency and accountability is relatively new for school stakeholders and they need to go through a kind of transitional period in order to be more familiar with the system. An unfavorable condition for some schools is that not all schools can

rely as much on their community for additional funding sources; schools with more open management and with well-informed stakeholders will receive more support from the community. On the other hand, schools with closed management and with a less educated and less fortunate community will also be less exposed to the possibility of having higher participation and contribution from the stakeholders. Accordingly, some schools will always find it difficult to raise the level of community participation through parents and community. Instead, they will either go for more public alliances with companies or depend mostly on government funding.

Schools are routinely producing the RIPS and RAPBS, and these are prominently displayed. However, the evaluation team concluded that these plans are not consistently updated, and the level of actual participation in the development and monitoring of these plans by members of the school community was questionable in many schools. In support of these conclusions, it was found that in many schools the SC met only three or four times a year, and that any community involvement outside of these formal SC meetings was more consultative than collaborative. Additionally, in a number of schools the level of community membership of the SC was fairly limited, often involving only two or three school committee members. Limiting the community participation in SCs has the potential to reduce transparency. Therefore, there is a need to ensure that the composition of SCs represents all of the key stakeholder groups within a particular school community.

Implications & Lessons Learned: Community involvement is an important part of the MBE Model.

The MBE model of intervention has suggested parents and other community members share the responsibilities with the government to manage schools. This idea is based on the fact that schools can be assisted to provide better quality education by community participation. In all MBE target schools, community involvement is obvious and it has surely brought about a lot of changes not only to physical appearances but also to many aspects of school management practices particularly in terms of education process.

There is evidence that the good practice of school-based management increases the willingness of some community members to provide financial contributions and in others cases to provide free labor in the classroom. It is also evident that high level of transparency and accountability will result in high level of community participation at schools. Parents want to participate because they know the school program and they feel that they own the school.

Involved parents influence educational quality

Perhaps, one of the lessons learned here is that regular parent participation in the classroom indicates an important change in the educational process and in opening up schools to the community. This new but essential change has to go through a transitional period at some schools. Teachers need to change their attitude from being closed to being open to the presence of other people in the classroom while teaching. For many teachers, however, they find it very helpful and motivating to improve their teaching performance to ensure the better learning outcome and to possibly attract more support from the community.

Ownership

Another significant lesson learned is that community involvement in most school activities increased the degree of ownership among the school stakeholders. school committees, parents and other members of the community find themselves to be respected when they get involved in the school activities. When these people feel that they are actually part of the school community and understand that the school is not only managed by the government but also by all stakeholders, the sense of ownership is established. In most MBE target schools visited by the evaluation team, there were always many school stakeholders attending the meeting and interviews. This clearly shows that the community attention and commitment to the school is at high level and it is imperative that such momentum of enthusiasm be maintained.

DEOs need more oversight

While the evaluation team observed some good examples of community participation, the same enthusiasm or the level of understanding was not always evident in District Education Offices (DEOs). As the DEOs are ultimately responsible for school funding and staffing, and more importantly are an essential link in the implementation of national policy, a lesson learned here is that these officers need to become better informed and involved in the dynamics of community participation. It could be expected that community-driven school initiatives will become more and more mature and innovative in the future as SCs engage more community members, become more knowledgeable about schools, and increasingly confident in their role. However without full support and understanding of DEOs, new initiatives coming from SCs and the school community are unlikely to be supported.

Targeted support

There is some variation in the extent to which community participation has been adopted between different schools. A lesson learned here, therefore, is that there is a need for more targeted support to maximize school participation. However, this does not imply a "one-size-fits-all" approach, as it was evident to the evaluation team that there was considerable variation in the capacity of communities to become involved in schools and also differences between principals in their willingness to "let-go" of some management and decision making as they have traditionally used a very authoritarian and top down management model. Therefore, there is a need to allow schools to develop at their own pace, depending on their particular circumstances and the personalities involved. This would be essential to allow sustainable change to occur and to avoid the encouragement of principals to set up community participation facades where they really want to maintain a strong grip on school management.

III.3 TEACHING AND LEARNING

Findings: Accomplishments and Weaknesses

On all accounts, the MBE project has had impressive impacts on classrooms. When compared to the average Indonesian classroom, the MBE classrooms provide significantly richer learning environments and teachers have adopted a wider variety of teaching approaches and materials to make their teaching more interesting. Another impressive and significant achievement is that in MBE schools there is unanimous support amongst all stakeholders for active learning generally, and the PAKEM approach in particular.

There was anecdotal evidence to suggest that student achievement had improved as a result of MBE interventions. For example, many schools reported that student' results had improved as evidenced by improved school ratings and the achievements in various inter-school competitions. Data provided by the MBE project on the ranking of schools in two districts, based on Class 6 examination results, demonstrated significant ranking improvements in the MBE target schools. Additionally, the MBE project has conducted its own testing in 54 schools using special tests developed in conjunction with the CLCC program. These results have shown increased student scores between 2004 and 2006 in reading (Class 1), reading comprehension (Class 4), mathematics (Class 4), and science (Class 5).

While these results and other anecdotal evidence do not demonstrate conclusively that student performance is improved as a result of MBE interventions, the evaluation team concluded that there were probably some gains in student performance. However, this is an area that requires closer attention, and there would be considerable advantages in USAID and the GOI cooperating in establishing appropriate monitoring to demonstrate the impact of project interventions on student performance

A number of teachers commented that with the recent introduction of competency-based curriculum by the government there appeared to be an endorsement of PAKEM approaches. Even though PAKEM invariably increases teacher workloads, there was a genuine and strong commitment among teachers to its implementation and an appreciation of the benefits and results that PAKEM had achieved in classrooms and schools as a whole. This change in teacher attitude and behavior is an impressive and significant outcome of the MBE project, and demonstrates quite clearly that one of the major obstacles to change in classrooms has been overcome, that is teacher resistance to change.

The most frequently observed indicators of PAKEM implementation were the student group seating arrangements and visual displays of learning materials on walls that included examples of student work. The most significant accomplishments therefore were the fairly rapid and impressive improvements in the physical classroom learning environments, the very genuine attempts by teachers to move away from traditional didactic methodologies, and the strong support among all stakeholders for PAKEM.

Implications and Lessons Learned:

PAKEM may have reached a plateau

While impressive improvements have been made in the physical classroom learning environments along with some progress in improving teaching methodologies in MBE schools, these gains appear to have reached a "plateau" in schools that have received all of the PAKEM modules. There is the risk therefore that further improvements may not occur, or the gains made to date may not be sustainable in the long term if some corrective measures are not adopted.

The MBE use of facilitators overall appears to have been very effective, largely attributed to the fact that these people are regular classroom teachers, are generally highly committed, and therefore can generally relate very well within their own schools and neighboring schools to the challenges of teachers implementing PAKEM. However, as the MBE project comes to an end they have probably taken their fellow teachers as far as their own experience and training with PAKEM will allow, thus resulting in plateauing. Teacher professional development is a long-term and continuous process requiring on-going guidance, monitoring, and support to bring

about change in classrooms. This does not imply that teachers require simply more formal training programs, as it is well known in Indonesia that many teachers have been trained over and over again and there has been no significant change in classroom practices.

The MBE interventions have established a good environment for further teacher development

What is important is that the MBE interventions have resulted in teachers clearly recognizing that within schools other teachers are an important source of knowledge about teaching. Consequently, the most impressive outcomes of MBE interventions are that teacher resistance to change has been overcome, classroom learning environments have improved significantly, and teachers have made some progress in improving classroom methodologies. However, of even more significance is that the MBE has developed a school environment, which if properly utilized, will allow further improvements in teaching and learning.

As a consequence this provides a good opportunity in which to introduce school-based interventions for the improvement of classroom teaching practices without having to rely on expensive inputs from formal training.

The MBE teachers are well positioned to further improve their teaching methodologies

As outlined above, the evaluation team concluded that the MBE has made significant and impressive achievements in improving classroom teaching and learning. At the same time the evaluation team concluded that PAKEM classrooms could become more effective and teaching skills greatly improved, if teachers could confidently adopt more advanced methodologies in, the following areas:

- Explaining skills,
- Demonstrations,
- Different strategies for beginning and concluding lessons depending on content and expected learning outcomes,
- More effective and varied use of blackboards,
- More variety in the use of small-group cooperative learning,
- Selecting and using appropriate instructional resources,
- Distinguishing between the different assessments of student learning to meet the different needs of teachers, students, parents, education authorities, and for student motivation, and
- More sophisticated approaches to formative and summative student assessment.

A further very important consideration is that a number of teachers admitted that they were in the unenviable position of realizing the benefits of PAKEM, but at the same time having to use a lot of rote learning in order to meet the needs of local examinations that were largely based on factual recall.

Importantly the MBE inputs have provided an ideal whole school environment and classroom methodology skill-base that potentially can support teachers to further develop and build on the initial gains in teaching practice introduced by PAKEM. Therefore, this places a significant onus on USAID and the GOI to work together to capitalize on the MBE achievements to date made in classrooms. Approaches to support these achievements are outlined in more detail elsewhere in

this report, and should include elements such as the strengthening of KKG/MGMP at the cluster level.

III.4 PROJECT EFFICIENCY

The evaluation of project efficiency included an examination of annual progress monitoring reports coupled with the field observations by the evaluation team.

While the MBE team and stakeholders are able to present a project conceptual framework that on the surface appears simple and straightforward, in effect it is a complex mix of interventions covering decentralized district management and governance of education, school- and community-based management, teaching and learning in schools, and the replication and dissemination of good practice. The MBE Team have managed to implement this complex set of interventions in an impressive manner that has achieved a very high level of stakeholder ownership.

Of considerable note is MBE team's effective response to USAID demands for expansion of the program from 10 to 20 districts, in addition to the direct and indirect support for NAD, Jakarta and the DBE project. This demonstrates two important qualities. Firstly, the high caliber of the MBE Team, and secondly the robustness of the MBE model and approach.

Analysis of Implementation and Achievements

The 8 December 2006 annual progress monitoring report indicates that 17 of the 24 outputs as defined in the Performance Monitoring and Evaluation Plan (PMEP) have been achieved, and of these, 12 outputs (50 percent of the total outputs) have been exceeded. The six outputs not achieved in the 2006 Report include; a small shortfalls in 4 schools out of the targeted 280 displaying RAPBS, 23 schools from a targeted 240 for functioning school committees, 28 schools from a targeted 200 where community assistance increased in financial and in-kind terms, and a shortfall of 28 schools from a targeted 200 adopting an active community strategy for maintaining and improving school facilities. Additionally the survey of stakeholder satisfaction had not been conducted, and there were no targets set for MBE dissemination.

Considering the program expansion demands placed on MBE, the evaluation team does not consider these shortfalls to be serious, especially when considering that they have exceeded targets in other outputs. It is also important to note that good progress appears to be being made on these shortfalls and none have been a total failure, and that some targets may have been on the high side and influenced by factors outside of the project.

Strengths and Weaknesses of MBE's Technical Approach

As outlined elsewhere in this report, the impact of MBE on participating schools has been impressive in a number of aspects, and these schools certainly appear to be a lot different to non-MBE schools. However the evaluation team detected a possible implementation plateau, where improvements may have stagnated, and where schools are relying on physical changes in the classroom as evidence of progress. To a large extent this situation may have been perpetuated by a number of weaknesses in the MBE monitoring approaches. Below is a description of some of these weaknesses.

Teacher Performance

The MBE uses a number of classroom indicators to provide evidence of changes in teacher performance to support student-centered learning. The indicators used include; use of pair or group work, asking non-recall questions, making and using own teaching aids, helping students individually with tasks, adopting formative assessment methods, and giving feedback to students.

The monitoring targets for these behaviors provided in the annual progress monitoring reports for October 2004 - September 2005(1 February 2006) and September 2006 (8 December 2006) were 70 percent and 80 percent respectively of teachers trained that demonstrated these behaviors. The results reported in the 8 December 2006 report were:

> *"The target has been achieved. In all phases, in excess of 90% of teachers demonstrate at least two new behaviors..."*

While on the surface this appears to be an impressive achievement, in effect these are weak indicators of both success and changes in classroom teaching behavior. Firstly, the approach is soft in that only two new behaviors need to be demonstrated by the teachers monitored. For example this may be the "use of pair/group work" and "making and using own teaching aids." Interestingly, both the February 2006 and December 2006 monitoring reports say that "Overall, the most common changes observed in teacher performance were the adoption of group work in classes..." This is hardly surprising as the majority of MBE classes have student seating arranged in groups, and clear criteria for exactly what constitutes pair or group work is not defined in the monitoring reports, therefore achievement of this behavior may be relatively easy for teachers. The same applies to the use of teaching aids; there is no reporting in the monitoring reports of the quality of these aids, lesson relevance, and effectiveness in achieving the desired learning outcomes for which the aids were designed. Therefore, these indicators are very broad and open to wide interpretation.

Considering the inherent weaknesses of this monitoring, and as a consequence the lack of diagnostic feedback to the project as a whole, and teachers in particular, this could be one contributing factor to the plateau reached in improvements in teaching methodologies described elsewhere in this report. In fairness to the MBE, however, the indicators used by MBE were taken from the CLCC program and the "soft" indicators were initially used to provide some easily-made targets when schools were just coming on-stream. Some of the indicators were "hardened" as the program matured, for example in the area of lesson planning, however they did not focus on the more critical areas of teacher-student interaction promoting improved learning.

School- and Community-Based Management

The annual progress monitoring reports provide a number of indicators related to the project outcome of: *MBE schools meet criteria of having active, functioning school committee and increased community support.* In support of this outcome a number of related project outcomes and indicators are reported covering areas including school- and community-based management, role of the school committee, and role of the community

However, a number of the monitoring indicators are, once again, fairly soft. For example, in the area of school development plans there is a pre-occupation with their public display, which may have some bearing on transparency and accountability, but is not a good indicator of more

important aspects such as the quality and level of stakeholder involvement in school management and planning, which are major determinants of good management practices.

While the MBE monitoring reports make statements such as "the school community had been involved in their preparation", there is no analysis of exactly what this involvement is. For example, was the involvement purely consultative or was it more collaborative, and in what ways? More concrete indicators of the level of community involvement would include, for example, an analysis of the composition of school committees in individual schools, an indication of the quality of meeting minutes, committee member attendance rates correlated to who they actually were (for example are meetings conducted while community members are not attending), and the voting patterns of individuals and the types of decisions made. If meeting minutes are kept, this type of analysis is very straightforward.

Another example is the indicator used in the 8 December 2006 Report, where for school committees the indicator is "actively involved in monitoring plans." While the Report indicates that monitoring of these school plans is important and that the 54 percent of schools met the criteria, there is no discussion or analysis of what this monitoring by school committees should be, and how it was actually carried out.

The lack of this kind of monitoring data points to a need for more rigorous monitoring and feedback in this area.

Cost Effectiveness

When economists evaluate the efficiency of projects they usually conduct benefit/cost or cost effectiveness analyses. Benefit/cost analysis calculates a rate of return to the investment from the ratio of the discounted benefits and costs of a project over some time period. Cost effectiveness analysis measures the unit costs of the project and compares those costs with similar project alternatives.

Although the benefits of the MBE project can be clearly enumerated, they are not easily measured. For example, the MBE project has clearly transformed schools and made them interesting places to learn, teachers are using varied and more interesting teaching methods, school management is clearly more transparent, accountable and efficient, but how does one quantify those benefits? The standard method for measuring the benefit of the intervention like this one might be to identify the learning gains through some measure like student achievement scores and then propose some monetary stream that might result from those gains, e.g., greater productivity, higher earnings, improved education system savings because of reduced dropouts. Since many learning gains are achieved in primary school, attributing many of the gains to the intervention would be heroic because a fair amount of time and other intervening variables would pass between the learning gain and the measurable impact. Since there are no reliable, independent data (student achievement, enrollment gains, or reduced dropouts) that might be attributed to the impact of the intervention, it is probably impossible to carry out a benefit/cost analysis of this project.

In regard to the cost effectiveness of the MBE project, it is difficult to draw any firm conclusions. The problem appears to be that it is very difficult to make comparisons of similar items across different donors.

It might be said that the MBE program is relatively low-cost. For example, a simple calculation made by dividing the total estimated project expenses ($9.5 million spent to date) by the number

of schools assisted under the MBE project (449) yields a figure of an average school intervention of $21,158. More sophisticated calculations that estimate annual average costs (in an effort to avoid double counting of trained persons) yield the following:

- Average cost per school per year of $6,139;
- Average cost per school to receive the full training package of four training packages of $23,212;
- Annual average cost per educator trained in partner schools of $455;
- Annual average cost per person trained in partner schools of $358;
- Annual average cost per student for school development of $19.25.

When these estimates are compared to other similar projects such as UNICEF's CLCC, however, the MBE project looks to be relatively expensive. For example, a simple calculation of the total CLCC project costs divided by the number of schools yields an estimated cost per school per intervention of $2,205, which is only a fraction of the average costs under the MBE project. The figures for average student cost per student are higher under the MBE project when compared to the CLCC project ($19.25 compared to $12.50), while the average cost of a person trained under CLCC at $385 is higher than the MBE project's cost of $358.

On the other hand, when the MBE program is compared to AusAID's IAPBE program, the MBE program appears to be relatively inexpensive. For example, the $US 7,691,307 applied to the 180 schools in the IAPBE program yield an average school cost of $43,729 but, in fairness, the AusAID program provides much more assistance to district and provincial government. In another case, the IAPBE average cost of training per participant trained is $2,084, which is more than four times the average cost under MBE. Clearly, one must be very cautious using this analysis because it is not clear that these comparisons are comparing like units.

SECTION IV. IMPLICATIONS: LESSONS LEARNED

IV.1 LESSON LEARNED 1: CLEAR AND FOCUSED CONCEPTUAL FRAMEWORK

The MBE has a very clear and focused conceptual framework that the evaluation team found was well understood by all stakeholders at all levels. A major strength of the MBE approach was that everyone understood very clearly the objectives and importance of a whole school approach, and as a result all stakeholders were working towards a common goal.

Further, this conceptualization of the MBE program is very clearly framed in contemporary understandings of schools, classrooms and teachers, and is well informed by lessons learned and best practice in the Indonesian context. For example, contemporary understanding of teacher development tells us the following:

- Changes in teacher behavior are best achieved when the interrelated complexities of community, school, and classroom are taken into account.
- Effective programs need to be well planned and understood by all stakeholders.
- Apart from close consultation about their needs, teachers, principals and other local participants along with administrative officials need to be involved in planning the program.
- The most effective and relevant in-service programs are those that allow high levels of local participation in both the design and implementation. There is also a need to involve local parents and community members. Here, teachers, principals, and teacher educators work as a team in the school to educate the community about its schools, the curriculum, and at the same time learn about the characteristics of the local children and families.
- Programs that focus on continuous development to guide, monitor, and support necessary skills, knowledge, and new ideas tend to be more successful in bringing about change at the classroom level than those that seek quick fixes to fill up deficiencies or those that simply provide a qualification.
- Ongoing support is essential for effective transfer of skills and is easiest developed through the school-based model. The main support comes from within the school environment (e.g., principal, other teachers).

Quite clearly, the MBE program conforms to all of the above components of contemporary knowledge, and the evaluation team concluded that the MBE has demonstrated exemplary performance in all of these elements.

IV.2 LESSON LEARNED 2: WELL SEQUENCED AND COORDINATED WHOLE SCHOOL APPROACH

It was very clear to the evaluation team that the well sequenced and coordinated whole school approach adopted by MBE where teachers are actively supported by the school principal, other teachers, and the wider school community is instrumental in the effective implementation of student-focused learning. While there may have been some differences between schools or even within individual MBE schools in terms of the extent of changes and their effectiveness, it was generally observed that the entire school had made some progress in adopting PAKEM.

The implications of this lesson were particularly evident in NAD as well as in Central Java. In NAD, DBE1 had been responsible for school management and community participation activities, whereas MBE has taken responsibility for the teaching and learning components with the introduction of PAKEM. Putting aside the facts that at the time of the evaluation schools had only received Modules 1 and 2 of PAKEM, and also the post-trauma effects of the tsunami, it was generally felt by the evaluation team that while PAKEM adoption by schools was generally good, overall this was generally less impressive than in the other provinces visited. The evaluation team largely attributed this to the lack of comparable progress made by the DBE1 interventions when compared to the other MBE provinces in the areas of SBM and community involvement in schools, especially in terms of implementing a well-coordinated and integrated whole school approach. This, therefore, demonstrated very clearly to the evaluation team the need to engage individual schools in a well-planned and integrated approach encompassing effective sequencing of these elements to support changes in the classroom. Also important is the need for schools and teachers to have a clear "roadmap" of interventions and targets, something that appeared to be lacking in NAD, but was clearly evident in the other provinces visited.

In Central Java, the schools in Kudus had received components of the DBE1 and DBE 2 programs, but the impact of these interventions was muted. Moreover, the schools could not explain the package of interventions they were to receive, when or what the next set of interventions might be, and the overall purpose of the program. Again, the lack of a well-coordinated and integrated approach with a clear roadmap was highlighted in Kudus.

IV.3 LESSON LEARNED 3: START SMALL AND BUILD ON SUCCESS

The MBE approach demonstrates very clearly the advantages of starting small and then building on success, both in the origins of CLCC and in MBE implementation itself. The CLCC program developed pilot approaches initially when it started in 1999, and by 2002 was adopted by MONE as the official approach to school-based management in primary schools. Similarly, the MBE began as a small intervention focusing on strengthening local government capacity to manage basic education, and was scaled up with an added emphasis and funding for the improvement of teaching and learning and the coverage extended in Central and East Java. As a result of the small start and the creed of building on success, the MBE implementation engaged schools in an integrated and meaningful series of interventions which resulted in very high levels of school ownership.

IV.4 LESSON LEARNED 4: DO WHAT YOU DO WELL

There has been a tendency in the past for donors and the GOI to maximize the number of schools that receive project interventions. The lesson learned across a number of donors and projects reviewed by the evaluation team is that this approach often has the effect of stretching the quality and duration of inputs and therefore limiting the impact and long-term sustainability of the intervention. A more effective approach, observed within the MBE experience and approach, is to limit the number of schools to ensure that the investment in individual schools is sufficient to facilitate a whole school development and involve enough personnel to provide sufficient critical mass for a sustainable change.

IV.5 LESSON LEARNED 5: PAKEM PLATEAU

PAKEM methods may have reached an implementation plateau, with potential for future backsliding.

One of the MBE program's most significant outcomes has been in improving the physical classroom learning environments, with less spectacular progress being made in improving teaching methodologies. In most classes visited the extent of changes in the classroom varied widely. In a few classes lessons were still largely didactic, while in a few other schools teachers were able to implement more student-centered teaching practices. Most teachers were somewhere between these extremes. In any education system, changing teaching practices will always be a significant challenge as these changes are difficult to achieve and it will take longer to produce measurable impacts than the other types of MBE interventions. This situation may have been hampered by the relatively soft indicators used by MBE in classroom monitoring. A more focused classroom monitoring approach coupled with targeted training materials responding specifically to deficiencies in teaching methodologies may produce better results and might avoided the possible plateau that we may be seeing in teaching methodologies.

IV.6 LESSON LEARNED 6: SELECTION PROCESSES

Selection processes may be too prescriptive if schools selected probably would do well anyway.

The selection processes used by MBE is orientated towards schools that demonstrate a capacity and willingness to change and, as a result, many of those selected are quite good schools within the general Indonesian context. The MBE model has an approach and implementation process that may not apply equally well to poorly developed schools. The MBE project support provided is prescriptive in that it tends to direct schools along pre-determined expectations and outputs. A problem may be that a particular project intervention within an implementation timetable may not be relevant to a particular school at that particular time. This may be particularly damaging for a model that proposes to introduce the MBE intervention in a few schools in a district and then encourage the adoption of the MBE model throughout the district. A more ideal model might be a school selection and engagement process involving a detailed assessment of individual schools with interventions planned and tailored as a result of this assessment.

It is interesting to note here that in the evaluation team's discussions with UNICEF, it was revealed that they are considering for the next phase of CLCC a model that may be more applicable in disadvantaged provinces, and considering options such as longer or more intensive interventions of certain components of their model.

This approach being considered by UNICEF may also have implications in other aspects of the CLCC, as they also acknowledge the plateau effect in their schools that has been highlighted by the evaluation team in MBE schools. If a more flexible model is adopted that is less prescriptive and more responsive to individual school needs, and with more intensive interventions based on these needs, this may tend to counter the potential for the CLCC/MBE approach reaching a plateau. Of course this may result in a slightly reduced number of schools being targeted; however, it has the advantage of maximizing the effect in individual schools.

IV.7 LESSON LEARNED 7: COORDINATION

There has been a lack of meaningful coordination with key directorates at the central level.

While the MBE and DBE projects are obviously pitched at the district level, which is appropriate within the context of decentralization, a number of MONE officials made the point that they were not very well informed about these projects. The points raised included that while they may have received project newsletters and reports periodically, these generally did not provide sufficient insights into the challenges and lessons learned that could inform GOI policy and strategic planning. The MONE officials wished to become better informed of USAID education project activities, and while efforts are being made by the projects, this area of communication and dialogue needs to be explored and improvements made.

IV.8 LESSON LEARNED 8: POLICY DIALOGUE (OR LACK THEREOF)

MBE and DBE are well positioned to assist the GOI but there has been little policy dialogue and integration.

As outlined elsewhere in this report the MBE has provided some good gains in individual schools and districts, and these gains are in support of GOI broad education policy. However the MBE and DBE projects are not designed or implemented in such a way that would encourage central government ownership with subsequent impact on broader policy formation and integration.

There has been some integration at the district level for example with the MBE activities in the areas of district-level planning, increasing efficiency in the use of resources through school mergers, teacher deployment that is more closely related to student numbers, and more equitable school funding. However the results vary considerably. For example the MBE annual progress monitoring report, September 2006, indicates that a large percentage of MBE districts had made plans for teacher redeployment based on local needs and student numbers. However it was acknowledged that in most cases this planning did not produce many outcomes. Consequently this in an area where in fact there has been limited integration into local policy, and as a result an opportunity to inform or engage in a policy dialogue at the central level in what is a critical policy area has been missed.

SECTION V. SUSTAINABILITY

V.1 COMPONENTS OF IN-BUILT MBE PROJECT SUSTAINABILITY

The well coordinated whole school approach adopted by the MBE project is a major element of sustainability. It was very clear to the evaluation team that the components of SBM and PAKEM, supported by community involvement, had been well established in the schools visited. This was evidenced by the general opinion of stakeholders at various levels that the program was successful, and it was clear that MBE enjoyed high levels of local ownership, especially at the school level.

The MBE project has established an impressive team of facilitators. These classroom teachers who go through a rigorous selection process and then take on the additional role of facilitator generally maintained their teaching duties, and apart from having their expenses covered, received no additional remuneration for these additional duties. The groups of facilitators met by the evaluation team were all very highly committed to the MBE, and willing to continue their role after the MBE project is finished. This is an impressive achievement of the MBE project to establish this cadre of facilitators, and is a significant factor to ensure sustainability.

The evaluation team also observed that planning at the school level showed strong commitment and sustainability, where in a number of instances the MBE program was made the highest priority in school RIPS and RAPBS. Coupled with this, in some DEOs it was indicated that considerable amounts of money were to be allocated to the replication of MBE.

Consequently it was concluded by the evaluation team that the MBE project design and implementation had successfully built in a number of elements that potentially, given the appropriate political environment and support, could ensure sustainability.

V.2 EVIDENCE OF SUSTAINABILITY AT THE DISTRICT LEVEL

The MBE annual progress monitoring reports indicated high levels of replication, for example in September 2006 it is reported that dissemination by all MBE districts between 2004 and 2006 had reached 6,075 schools and 51,630 participants. The report indicated, "typically, dissemination takes the form of locally funded training activities, teacher exchanges and study visits." However details are not provided in the MBE monitoring of the impact of these activities on the schools involved, therefore this raises issues regarding the technical quality of this rollout. Coupled with this, while the MBE design and monitoring approaches included elements of replication and dissemination, these were largely quantitative measures (number of non-target schools trained, number of participants trained, number of study visits, etc.) and did not include indicators of the actual capacity of local authorities to manage and expand the program.

The evaluation team generally had mixed responses from DEOs regarding replication. In some areas there was obviously a high commitment, in others they were considering it, while in some there were obviously no plans.

V.3 IMPLICATIONS FOR THE GOI

The rollout of MBE by DEOs raises a number of implications for the GOI, USAID, and other donors with similar programs. These are discussed below.

Lack of Appropriate Monitoring and Technical Support to Ensure Quality

The lack of appropriate monitoring coupled with the appropriate technical support may ultimately have a negative impact on sustainability For example, teacher exchanges and study visits by district officials to successful MBE schools no doubt provide powerful impressions and strong stimulus for change, and at the same time obviously raise expectations. However if local attempts to replicate are unsuccessful and expectations are not met, this will send a powerful message to local decision makers and ultimately impact on the reputation and sustainability of MBE replication. This will apply particularly with the PAKEM component, as it was apparent to the evaluation team that this was the most difficult component to implement due mainly to the time required to instill changes in classroom teaching practice. Coupled with this, the formal student assessment approaches currently in use may not clearly demonstrate gains in student performance as a result of introducing PAKEM.

Therefore for future rollouts of MBE there will be a critical need to have in place an effective monitoring system linked with the appropriate technical support that can respond effectively to specific weaknesses. The monitoring should not be entirely quantitative, and should be designed using a diagnostic approach to give early warnings of problems. Imperative to this approach will be easy access by schools and DEOs to appropriate support mechanisms and technical assistance to correct any failings or shortcomings in implementation.

Staffing

The evaluation team found quite a few "champions" of MBE at all levels, including teachers, school principals, and officials at the sub-district and district levels. It was clear that these "champions" had produced very positive impacts on the success of MBE at the local level.

However a local reality is that many of these key people are moved around the system, and the evaluation team was aware of examples where these moves had slowed the pace of reform in individual schools and within DEOs. This therefore demonstrates that the reliance on "champions" can be precarious in terms of sustainability, and that ultimately a critical imperative for sustainability is government ownership at all levels. Therefore what will be required to ensure sustainability are two things. Firstly, commitments from the GOI at all levels to ensure that these "champions" or key agents of change remain in place for sufficient time to ensure sustainability. Secondly, ownership needs to be established concurrently at all levels, so that schools, sub-district, district and provincial offices are all working towards the same goal and they all appreciate the ramifications of moving key staff during critical phases of MBE rollout.

System-Wide Policy

There are a number of other elements within the broader education system itself that will impact on the degree of MBE sustainability. For example the lack of commitment by local government to address the issues of student-staff ratios and teacher deployment will ultimately impact on MBE sustainability. Schools that are grossly overstaffed, where many teachers have not much to do and are seldom in the classroom, cannot implement effective changes in teacher behavior. On the other hand, understaffed schools where teachers have higher than normal teaching loads cannot be expected to take on the additional work loads imposed by PAKEM.

Any misalignment of formal student assessment approaches implemented by districts or schools with the active learning promoted by PAKEM will ultimately be major a determinant of MBE

sustainability. If parents need to pay for the "extra classes" needed to coach students in rote learning for assessment based largely on recall type questions, this may become a major disincentive.

There are obviously a number of funding issues that need to be addressed at the policy level. For example, districts which elect to rollout initiatives such as the MBE will obviously be required to inject more funding into schools, and the issue here is how are these initiatives to be encouraged through funding mechanisms.

As mentioned elsewhere in this report, the role of school facilitators has been critical to the success of MBE. A policy issue here is how to maintain these facilitators as classroom teachers, and at the same time formalize and support their role as facilitators. There is no implication of additional salaries here, but simply a formal recognition of their status to allow them to operate more effectively in schools and to have their role formally recognized.

SECTION VI. STRATEGIES AND APPROACHES TO SUPPORT MBE AFTER PROJECT ENDS

Given the lessons learned, there are various opportunities post-MBE. The section below identifies four such opportunities and describes the related project design considerations that need to be considered.

VI.1 OPPORTUNITY 1

A number of districts have allocated funds for the expansion of MBE activities into schools not previously targeted

A number of districts demonstrated to the evaluation team a high level of commitment, local ownership, and understanding of the MBE model. However a number of concerns were raised regarding the quality of these rollouts. Strategically, with the confidence and good will developed through MBE, USAID and the GOI are in a good position to facilitate quality rollouts through the provision of technical assistance, and at the same time sustain and improve the gains made in exiting MBE schools.

What is critical here, as demonstrated in the lessons learned, is that PAKEM is unlikely to reach its full potential unless the elements of SBM and community support are fully addressed and integrated. The success of PAKEM is highly dependant on the MBE approach that provides the teachers with appropriate support as developed by training of district officers and school principals, and encourages principals by developing community support. Separating school interventions into separate components is a convenient but artificial process since, in reality, a school works as a whole in a complex web of relationships. Secondly, it should be understood that the districts are very familiar and comfortable with the MBE "package," and therefore any technical assistance should strictly adhere to the MBE model and should not be a watered-down version or consist of modified interventions.

VI.2 OPPORTUNITY 2

The evaluation has highlighted the need for a systematic and sustained approach to teacher development if real improvements in teaching and learning are to occur in the classroom

As outlined above, with the good progress being made to date in the improved classroom physical environments there remains the need to make further advances in teaching methodologies. Two approaches are recommended here.

Firstly, sustainability and the capacity to introduce more advanced methodologies will require an improvement in the skills of MBE facilitators. There was some limited criticism among teachers of facilitators, and perhaps the key here is to address the issue of their skills as effective mentors.

Secondly, another requirement is the need to strengthen the capacity of KKGs and MGMPs, not as an opportunity to provide top-down training inputs, but to improve the capacity and knowledge of individual key members and MBE facilitators to respond to local teacher challenges in implementing PAKEM, and further improving teaching methodologies. government grants are now available to support these activities, therefore the first step is to

facilitate the formation of KKGs/MGMPs where they do not already exist, and to improve their capacity in applying for and effectively using the grant money to meet their particular needs.

As it has been demonstrated in the past that significant development of teachers can take place at the KKG/MGMP cluster level, USAID and the GOI should take the opportunity to facilitate and extend these structures in order to fully capitalize on the investments made to date in MBE. The KKG/MGMPs have the advantage of being low cost and conveniently located at the grassroots level.

Another important consideration is that with the introduction of teacher certification the demands for teacher in-service training have changed significantly since the implementation of MBE. As a result KKGs/MGMPs will become an important focus for teachers seeking new opportunities to develop their knowledge and skills for the examinations and tests leading to certification.

VI.3 OPPORTUNITY 3

The new qualifications and competencies being introduced require teachers to attain a bachelor's degree (S1) or four-year diploma (D4), in addition to demonstrated competencies in four areas, which obviously would be done through teacher in-service training/professional development

While not finalized yet, certain universities will be accredited to provide teacher certification, and there is the capacity to award credits for prior learning and skills. There is therefore some potential for teachers, given the appropriate support, to gain some credits towards certification as a result of their PAKEM achievements.

The DBE2 project's links to universities provide an ideal opportunity to start teachers in the MBE target schools on the pathway to certification and accreditation, and this provides an ideal incentive for continued teacher involvement in teaching skill development. Therefore concerted efforts should be made to link MBE teachers with accredited universities through the DBE2 project.

VI.4 OPPORTUNITY 4

MONE is making considerable progress on preparing for the implementation of teacher certification requirements and developing the appropriate Regulations to accompany the Teacher Law

This work is being supported with technical assistance from the World Bank and financial support from the Netherlands Government. In discussions with Fasli Jalal (Director General, Quality Improvement of Teachers & Education Staff) it was made clear to the evaluation team that MONE would appreciate additional inputs into these processes. USAID is therefore strategically well positioned with the experiences of MBE and the current engagement with universities through the DBE2 to engage in dialogue with MONE to elaborate the type of inputs required, and to provide the appropriate technical assistance.

Given the MBE and DBE2 experience to date, valuable input and support to MONE in preparing for the implementation of teacher certification could be provided in a number of areas, including for example:

- Investigating and providing further guidelines on the effectiveness of KKG/MGMP in supporting improved teacher performance;
- Supporting the work of (and establishment of, where they do not exist) KKG/MGMP cluster groups and supporting their workshop training programs with resources and advice from those personnel directly involved in DBE2/MBE;
- Identifying supervisors, principals, expert teachers, facilitators/MTT and senior teachers for training as assessors to undertake classroom observation and other activities at local schools for teacher certification procedures;
- Assisting in the development of a district monitoring system to standardize the implementation of the teacher competency test;
- Assisting in the development of a Teacher Performance Assessment Instrument; and
- Providing advice on approaches to the delivery of on-the-job training by universities, and the impacts of such training.

ANNEXES

ANNEX I SUMMARY OF SCHOOL VISITS

Background

The overall purpose of the school visits was to review the Managing Basic Education (MBE) project to inform USAID/Indonesia of how well the contract requirements were met and what results were achieved. It was also expected that the evaluation of the MBE project, which was a pilot program, would inform the Mission regarding program elements that could be further developed under the Mission's on-going flagship education program, Decentralized Basic Education (DBE). More specifically, the purpose of the study of schools in the three provinces in which MBE worked was to identify the projects' accomplishments and impact; strengths and weaknesses and why elements of the program worked and why others did not; lessons learned in implementation; and recommend options for sustaining the interventions started by MBE by linking them with the efforts of the government of Indonesia and/or the DBE program.

Although the methodological approach is outlined elsewhere, it is important to note that the evaluation team used a variety of methods to obtain its findings, including reviewing project documents; observation of the schools, teachers and classrooms; targeted questions and interviews with individuals and focus group discussions with single and mixed groups of various stakeholders. The stakeholders interviewed included, national, provincial, and district Ministry of Education (MONE) and Ministry of Religious Affairs (MORA) officials; school supervisors; school principals; teachers; school committee members; parents and parents' groups (paguyaban); MBE project facilitators and administrators; and students.

A total of 40 schools were visited, with 19 in Central Java, 8 in NAD, and 13 in East Java. We intentionally reduced the number of school visits mid-evaluation and saw fewer schools in NAD and East Java so that we could increase our time with stakeholder interviews. Of the 40 schools we visited, 22 were public (MONE) primary schools, 10 were madrasah (MORA) primary schools, 3 were junior secondary schools, and 5 were non-MBE public primary schools.

Findings

(a) Typical Indonesian primary school

To better understand the impact of the MBE project, the project team visited five "virgin" public primary schools that had not received MBE or MBE-type assistance. The idea was to establish a "baseline" or typical Indonesian school that had not received much assistance from any source. In fact, Indonesia's school system is immense and diverse and there are no typical primary schools.

Indonesian public primary schools are remarkably homogeneous and many appear to have been constructed at about the same time. The school is most often constructed in a "U" shape and generally has 6 classrooms and one or two other rooms that act as the principal's office and teacher's room. In addition, a characterization of a typical Indonesian school might be described as a school with:

- Well-worn physical infrastructure in need of some repairs with dull, poorly lighted classrooms displaying little student work or learning materials on the walls;
- A somewhat unenthusiastic, mostly not qualified (80 percent of indonesian teachers do not meet the qualification standards) and sometimes absent faculty teaching in a

traditional "chalk-n-talk" and unimaginative lecture method with little student-teacher or student-student interaction;

- A harried school principal with few clear goals, objectives and priorities, whose operating style is authoritarian, paternalistic and go-it-alone;
- Parents who are resigned to their children receiving, at best, a mediocre quality education and having no tradition of participating in their child's education; and
- An inactive school committee and/or little evidence of community involvement in the school and little community pride.

Although the above may be overblown and there are many schools in Indonesia that provide quality education, the "virgin" schools we visited exhibited all or most of these characteristics.

(b) Overall findings

1. Dramatic Visible Change

For the most part, MBE-assisted schools undergo a dramatic visible change in the physical characteristics of the school. Although the schools are not always in tip-top shape, the often old physical infrastructure has been spruced up with minor and sometimes major repairs frequently made by parents. Classrooms are often newly painted in bright, light colors and many classrooms have become a showcase for student work and/or learning materials. The improved classroom environment is one of the most striking impacts of the MBE program.

2. Energy and Enthusiasm

Although most teachers in MBE-assisted schools are not well-trained in the formal system and are not certified at the new government of Indonesia required level (S1), MBE-assisted schools show a marked increase in the amount of enthusiasm and energy in the classroom. Most of the classrooms have been reorganized away from traditional theater seating into small work groups of 4-6 students and teachers were often observed presiding over student-centered exercises. Some teachers lead classes using excellent, well thought-out active learning exercises and techniques that might rival the best but, most appear to be learning the methods and they are somewhat uncomfortable leading the active learning approaches in front of a group of strangers. Teachers in MBE-assisted schools have made great strides toward improved and diversified teaching methods but, for the most part, the changes in teaching methods are incomplete.

3. Improved School Management

With few exceptions, school principals demonstrated generally good management practice and a commitment to transparency and accountability. Generally, principals had developed school strategic plans in concert with a wide group of stakeholders and were reasonably articulate in the short- to long-term needs and priorities of the school. School budgets were nearly always displayed prominently. Some principals exhibited fairly sophisticated knowledge of teacher evaluation processes and incentives, teacher and school development needs, and how to access resources for school improvement. Nearly all of the principals seemed to be comfortable with displaying the new-found transparency and enjoyed the new attention the community appeared to be focusing on the school. At the same time, many of the principals appeared to accept the status quo as

a given, did not see obvious problems, and did not seem to provide dynamic leadership. In addition, it appeared that the sub-district and district managers offered lack-luster support to the schools and could profit from a better definition of their roles and responsibilities as well as training in management and leadership.

4. Very Active Parental Participation

Most schools appeared to have parents and parent organizations that were very active in the schools. The level of involvement varied widely with some parents working as volunteer teacher aids, repairing or building classrooms, or providing nutritional supplements and teaching materials to the schools to others that simply cleaned the school rooms periodically. The parents appeared to be energized by the new attitudes of the teachers and principals and the focus on improving the quality of education within the school. At the same time, a minority of the parents at the school appeared to be little more than window dressing and were hard-pressed to describe any kind of role in the school. One measure of the success of the MBE program was that we met large numbers of parents at almost every school and most were eager and proud to show off their community and newly transformed school.

5. Engaged school committees and Community Leaders

In all but a very few schools, school committee members and community leaders were present and actively involved in the management and governance of the school. School committee members and community leaders provided input into school development plans, reviewed school budgets, developed performance standards, and assisted in developing additional revenue streams or in-kind assistance to assist in the implementation of the school development plan. Most maintained that they met a minimum of four times a year. Some of the school committee members appeared to see their role as perfunctory and there were some cases where the school committee chairperson had an obvious conflict of interest with the school principal and was less than fully independent of the principal. By and large, however, the school committee and the community leaders appeared to play a prominent and useful role in the school, especially in generating and managing alternative revenue streams for the school. The willingness of community leaders and school committee members to participate in meetings with the evaluation team, often on the basis of a last minute invitation, was impressive and a measure of what high regard the MBE project is held in the communities.

6. Time Matters

Although we surveyed a small sample of schools (only about 10 percent of the targeted schools), there appears to be a rough correlation between the length of time a school has been in the MBE program and, therefore, the number of teacher training (PAKEM) packets to which the school has been exposed, and the quality of teaching in the school. There are exceptions but schools that had been in the MBE program for a little over a year were generally not as accomplished as schools that had been in the MBE program for three or more years. Moreover, schools that had received the full complement of four PAKEM packets, appeared to have more confident and accomplished teachers. In all likelihood, teaching methods change slowly from stand-up lecturing to active learning methods and teachers need some time to get comfortable and master the new concepts.

7. Areas for Further Investment

Despite the very obvious impressive progress made by the MBE project, once one probes beneath the surface there are a number of issues that suggest that the glass may be only three-quarters full and that some improvements in the MBE model can be made. It is likely that many of the issues below will need to be addressed to prevent backsliding in the schools and/or to ensure that the MBE investment can be fully realized. Some of the issues (discussed elsewhere in the report in more depth) that may need to be addressed include:

- further improving teaching methodologies and learning resources, especially advanced student questioning techniques, classroom management, and student assessment;
- further strengthening teacher and principal professional development that is school-based and performance-led;
- further strengthening and reinforcing school management practices by encouraging better management practices at the sub-district, district and provincial levels; and
- further encouraging community participation by providing incentives to continued community involvement in schools.

(c) Findings by Type of School

Generally speaking there appeared to be little differences in the impact of the MBE model being applied to a public primary school as opposed to a madrasah primary school. The madrasah schools represent a wider range in the quality of primary education than those of the public primary system and the madrasah schools represented both the best school and the worst school we saw. Some of the madrasah schools suffered badly from being underresourced but others, which showed the same signs of limited funding, were some of the best we encountered. In any case, the impact of the MBE program on school management, community participation and active learning methods appeared to be equally strong in both types of schools, public and madrasah.

(d) Findings in junior secondary schools.

Although our sample of junior secondary schools was small (we were able to see three of the four we were scheduled to review), the conclusions from those three schools were very similar. In general, the teacher training component of the MBE project was less successful in junior secondary schools. The reasons for this are two fold. First, although the numbers of teachers trained in both schools were roughly equivalent, the impact of the training on the two types of schools was different. In primary schools, the MBE project trained every teacher in the school as part of its whole school approach. In junior secondary schools, which are generally two- to-three times larger schools with a correspondingly larger faculty, the MBE project was able, because of budgetary reasons, to train only ten teachers – two from every content area. Training only 10 teachers in a faculty of say, 40 teachers meant that the trained teachers had to train their colleagues in a kind of cascade, which took more time and slowed the impact of the training on the school. In addition, primary schools are generally small with only nine teachers and easily form a "community of interest" that is generally a coherent, mutually supporting group with similar concerns. By contrast, junior secondary schools, with a larger number of teachers split by content areas, do not generally form such communities. Second,

junior secondary schools are different from primary schools insofar as they are subject matter focused and the children circulate among teachers rather than spend their whole day with one teacher. If some of the teachers in a subject matter area have been trained in active learning methods and some have not been trained in the methodology, the students are likely to get a mix of both traditional stand-up lecturing and active learning methods and the impact of the new methods on the school and students is muted. A good example of this difference was apparent in a junior secondary school where two teachers in the same subject area, geography, were teaching side-by-side in different classrooms the same lessons with very different methods and very different results...one group of students was engaged and challenged, while the other group was uninterested. In all other respects – school-based management and community participation – the junior secondary schools appeared to be the same as the primary schools.

(e) Findings by Province

The widely-held perception we heard before the field visits was that the MBE had achieved the best results East Java followed by the results achieved in Central Java. NAD was seen as a special case and much different than the project implementation in Java. This review challenges some of those perceptions.

First, the evaluation team found excellent schools and terrific examples of the MBE approach in all three provinces. Second, the review of MBE-assisted schools in East Java and Central Java suggested that the impact of the project was about the same in the two provinces; East Java was not measurably better than Central Java. There surely were differences within the provinces but when one compared schools that had been in the MBE program for about the same length of time (three years: Pati in Central Java with Probolinggo in East Java; two years: Banyumas in Central Java with Batu in East Java; one Year: Semarang in Central Java with Malang in East Java) the program and its results appeared to be generally very good and about the same success and/or problems in each province. It appears that the program can be implemented with the same level of success in different locations.

The third finding about possible regional differences in the application of the MBE project comes from a review of NAD province where we found the program to be generally less impressive than the programs in Central and East Java.

The implementation of the MBE program in NAD was different than those in the other provinces. Apparently, although DBE 1 was ready, DBE 2 was not ready to begin its program in NAD in the post-tsunami period and USAID asked MBE to step in and work with DBE1 to begin the program. In other words, NAD is different because DBE 1 was responsible for the school management and community participation activities, while MBE was responsible for the teaching and learning components, including the introduction of PAKEM. Setting aside the horrible trauma resulting from the tsunami and the loss of 10 percent of the population and the host of other factors that have effected NAD in the last 25 years, the MBE program in NAD was clearly less impressive, illustrating, perhaps, that implementing a program that was not as well coordinated as the integrated MBE program, even by the same contractor (both DBE1 and MBE are managed by RTI) may not be as successful.

There are a number of possible reasons for the less than impressive results. First, MBE was able to only implement two of the four packets of PAKEM training in the year and a half that it had worked in NAD. Most teachers in NAD seem less confident and accomplished applying active learning methods and a constant refrain from teachers, principals and supervisors was that they needed more training in PAKEM. Second, it appeared that the DBE 1/MBE combined program was not as well-coordinated and integrated in the whole school approach normally supplied by the MBE staff. Since the several components of MBE – School-based management, community participation, and teacher training – are mutually reinforcing and the school seems to gain strength from the application of the components together (the whole is greater than the parts), it may be that sequencing of the program elements was not as efficient in NAD. Interestingly, the same problem was found in Kudus, Central Java in the DBE schools. The Kudus schools had received a dose of school-based management and community development training followed, after a long hiatus, by one teacher training program in teaching mathematics. In both NAD and Kudus, school principals, supervisors and teachers had little notion of how the program fit together or what was the next planned intervention and both programs seemed to suffer from the confusion that the a clear "roadmap" could provide.

ANNEX II SUMMARY OF THE CONTENTS OF THE MBE TRAINING PACKAGES

	Package 1 (10 Units)	Package 2 (7 Units)	Package 3 (8 Units)	Package 4 (9 units)
SBM	What is SBM? Making School Budgets and School plans The Role of the Principal and Supervisor in leading Professional Development	Review of the SBM Program in each school Developing the Role of the School Committee		Implementing the School Development Plan The School Budget, Operational Funding and Community Participation
Community Participation	Community Participation in Education Creativity in Gathering Resources Public Accountability	Developing the Role of the Community in Supporting Learning		
PAKEM	What is PAKEM? Developing PAKEM lessons Creating a Good Learning Environment Implementing the Teacher Working Groups	Designing PAKEM lessons: • Modeling good activities • Questioning Skills • Class Organization • Cooperative Learning Practical Teaching On-the-Job Training	Keeping a Learning Journal The Competency Based Curriculum (CBC) Mapping the Curriculum Competencies Subject Based Learning Approaches to the Curriculum Planning the School Curriculum (KTSP) Assessment and Evaluation Implementing the Planned Curriculum Reviewing the Implementation of the Curriculum	Organizing and Using the School Library Assessment and Evaluation Training Teachers through the Teachers' Working Groups (KKG and MGMP) On-the-job Training (Mentoring) Developing the role of the School Principals' and School Supervisors' Working Groups (KKKS and KKPS)
Other	Developing Monitoring Indicators	Developing Student Potential: Gender Issues Monitoring the Impact of the Training		

Notes about the training packages:

- The third package is especially focused on PAKEM and developing the school curriculum and has technical sections covering specific approaches to learning the core subjects.

- The packages have been designed to be used in a flexible manner – either in a period of extended training or in a series of short one day training periods.
- The training packages are supported by a number of books of lesson plans / ideas for lessons.

ANNEX III LIST OF SCHOOLS VISITED

Central Java	NAD	East Java
Banyumas District	Banda Aceh	Batu District
Kebasen:	MIN Rukoh	SD Tulungrejo
SD 3 Kalisalak	SD 69 Banda Aceh	MIN Bustanui Ulum
MIN Bentul	MIN Lhong Raya	SD Punten
SD 1 Gambus	SD 57 Banda Aceh	SMP 1 Batu
Ajibarang:	Aceh Besar	Malang District
SMP 3 Ajibarang	SD Perumnas	SD Turen
SD3 Pancasan	MIN Sungai Limpah	SMP 1 Turen
SD Kalibendo	MIN Bukoh	SD Wonokerso
Semarang District	MIN Ba'et	MIN Wadung
SDN Siswa		Probolinggo District
Pringapus:		SD 1 Bremi
SD 2 Wonorejo		SD Krucil
SD Wonorejo		Surabaya District
Ambarawa:		SDN Meri I & II
SD Mlilir		Gunung Gedungan
MIN Amberawa		
SMP 1 Ambarawa		
Pati District		
Jakenan:		
SD Sonorejo		
MTsN Winong		
Pati:		
SD 1,2,3 Kutoarjo		
SD Pati Kidul		
Kudus District		
SD Gondosari		
SD 2 Papringan		

ANNEX IV LIST OF PEOPLE CONTACTED

1. **Government of Indonesia**
   - Prof. Fuad Abdul Hamied, Deputy Minister for Education and State Administration, Coordinating Ministry for People's Welfare
   - Fasli Jalal, Director General, Quality Improvement of Teachers and Educational Staff, Ministry of National Education.
   - A.K. Mudjito, Director, Directorate of Kindergarten and Primary School, Ministry of National Education.
   - Husaini Wardi, Directorate of Kindergarten and Primary School, Ministry of National Education.
   - Hamid Muhammad, Directorate of Junior Secondary Education, Directorate General of Primary and Secondary Education, Ministry of National Education.
   - Bambang Indriyanto, Secretary, Directorate General of Basic and Secondary Education, Ministry of National Education.
   - H. Jahja Umar, Director General, Direktorat Jenderal Pendidikan Islam, Departemen Agama RI.
   - Bagiono Jokosumbogo, Senior Staff, Chief of Planning and Foreign Cooperation, Ministry of National Education.
   - Zaenal Arifin, Kasubdin Sungram, Dinas Pendidikan Dan Kebudayaan, Propinsi Jawa Timur.
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   - Bpk Sugiman, Teacher Training consultant, Central Java, Basic and Secondary Education, Ministry of National Education
2. **United States Agency For International Development.**
   - Jim Hope, Director, Education Office, U.S. Agency for International Development (USAID), USAID/Jakarta
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3. **Managing Basic Education (MBE) Project**
   - Stuart Weston, Program Director, Managing Basic Education project
   - Prima Setiawan, Deputy Program Director, Managing Basic Education project

- Lynne Hill, International Curriculum and Teacher Training Specialist, Managing Basic Education project
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- Bpk Abdur Rahman Asari, Provincial Coordinator, East Java, Managing Basic Education project
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4. Decentralized Basic Education Project (DBE) Project

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- Dan Moulton, Program Director, DBE 1: Management and Governance
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- Bpk Supriono Subakir, Provincial Coordinator, East Java, DBE 1: Management and Governance

B. DBE 2: Teaching and Learning

- Michael Calvano, Chief of Party, DBE 2: Teaching and Learning
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- Thomas Chesney, Deputy Chief of Party, DBE 2: Teaching and Learning
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- Jennifer Rose, Primary School Education Advisor, DBE 2: Teaching and Learning
- Arief S. Sadiman, Open University/ICT Advisor, DBE 2: Teaching and Learning
- Vincent P. Costa, Provincial Coordinator, Central Java, DBE 2: Teaching and Learning
- Khatib a. Latief, Provincial Coordinator, NAD, Sumatra, DBE 2: Teaching and Learning
- John S. Seeger, Provincial Coordinator, East Java, DBE 2: Teaching and Learning
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C. DBE 3: Life Skills for Youth

- Lisa Laumann, Chief of Party, DBE 3: Life Skills for Youth
- Lorna Power, Formal Education Advisor, DBE 3: Life Skills for Youth
- Ajar Budi Kuncoro, Provincial Coordinator, Central Java, DBE 3: Life Skills for Youth
- Bpk Dwe, Coordinator and Business Development Specialist, Central Java, DBE 3: Life Skills for Youth

5. Other Donors and Programs

Australia

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European Union

- Sheila Town, Programme Manager, European Union, Jakarta

United Nations Children's Fund (UNICEF)

- Erik Bentzen, Chief, Education Programme, UNICEF/Jakarta
- Jiyono, Project Officer, Education Unit, UNICEF/Jakarta
- Bambang Irianto, Project Officer, Education Unit, UNICEF/Jakarta

World Bank

- Mae Chu Chang, Lead Educator, World Bank/Jakarta
- Susiana Iskandar, Senior Education Specialist, World Bank/Jakarta
- Andy Ragatz, Program Coordinator (Education), World Bank/Jakarta

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ANNEX VI AREAS FOR FURTHER RESEARCH

Within the context of lessons learned and other information gathered during the MBE Final Evaluation, the following areas should be considered for further research.

- The KKG and MGMP have potential to assist teachers in improving their teaching skills. An investigation should be made on the effectiveness of KKG/MGMP, providing cases studies of good practice, and clear guidelines and practices for the effective establishment and maintenance of KKG/MGMP.
- There is some skepticism among teachers regarding the involvement of universities in the delivery of on-the-job training to teachers in schools. Criticisms leveled at university staff include their predominantly theoretical approach and lack of real classroom teaching experience. A study therefore needs to be undertaken on various approaches to the delivery of this training by universities, and the impact of such training.
- A number of teachers raised the issue of the PAKEM student-centered methodologies not being supported by formal approaches to student assessment. An investigation should be undertaken to determine the degree of alignment between student centered teaching approaches and the local/national approaches to formal student assessment and evaluation. Based on these results, recommendations should be made regarding improvements and alignment of student-centered teaching practices with formal student assessment.
- The MBE has produced a wealth of training and learning resources. An investigation should be undertaken to determine their potential for wider application, and a strategy developed for distribution.
- While the MBE focused interventions at both the school and district levels, it was clear to the evaluation team that District Offices occupied an important link between the centralized policy makers and schools. An investigation should be undertaken to determine strategies and mechanisms to strengthen the capacity of District Offices to inform national policy development.
- The MBE claims high levels of replication, for example in September 2006 it is reported that dissemination by all MBE districts between 2004 – 2006 had reached 6,075 schools and 51,630 participants. However details of the actual impact of these activities on the schools is not provided, and the monitoring information provided is largely quantitative (number of non-target schools trained, number of participants trained, number of study visits, etc.). An investigation should be undertaken to determine (i) indicators of the actual capacity of local authorities to manage and expand these sorts of programs, and (ii) the actual take up rates with an assessment of the level of funding needed to achieve successful implementation.
- The MBE evaluation indicated that while there was significant improvements in classroom teaching environments, there was a need for further improvement in teaching methodologies. Coupled with this, it was found that the monitoring of classroom teaching was relatively soft. Similar findings occur in evaluations of the CLCC. A rigorous investigation of the various PAKEM models and their impact on learning in the classroom should be undertaken to determine where improvements need to be made. An additional outcome will be the development of more rigorous classroom monitoring instruments and associated strategies to assist teachers as a result of these evaluations.

ANNEX VII SUMMARY OF MEETING WITH GOI AND DONORS TO REVIEW FINDINGS

On March 8, 2007 the evaluation team met with representatives of the GOI and the international donor community to review the findings of the MBE evaluation at the Mandarin Oriental Hotel in Jakarta. The representatives were provided a draft copy of the full report in English and an Executive Summary in Bahasa Indonesia two days prior to the meeting. In addition, about 12 representatives from local government and members of the MBE field staff were invited to attend the meeting as "champions" of the MBE approach and knowledgeable resource people. The purpose of the meeting, as requested by the GOI, was to start a dialogue between the interested parties, and especially between local and central government officials, about methods for sustaining the school-based, active learning approach. About 60 people attended the meeting.

The meeting was opened by Deputy Minister Prof. Fuad Abdul Hamied of the Coordinating Ministry for People's Welfare and by Bill Frej, Mission Director, USAID/Indonesia. Next, Prof. M. Basri Wello presented the findings, lessons learned, and implications for the GOI/donors of the MBE evaluation. Next the team answered detailed questions from the audience. After the mid-meeting break, the meeting broke into two working groups to examine various possible policy issues.

The two groups, which were evenly distributed with samples of the group at large discussed the issue of how to ensure the sustainability of MBE-like programs. One group focused on management issues and the other group focused on teaching and learning issues. They made the following recommendations.

Group One Recommendations

Central Government:

- Evaluate the existing programs and products (modules, best practices) and, using approved criteria, select programs and products as "Best Practices" resources.
- Create a compilation of Best Practices in MBE or from any other activities, distribute to whoever needs it.
- Increase coordination among central government institutions (MONE, MORA, KESRA) and donors. To support this activity a data bank and information management system needs to be designed in order to record any activities and products created by donors and other activities.
- Involve LPMP in running any activity related to education training program.

Local Government:

- In order to avoid neglecting a "good and proved program" like MBE, and the effective deployment of trained staff (teachers/ facilitators), it is important to institutionalize the good and proved activities into local government regulation or the DEO by decree or law. This activity will need the involvement and commitment of local Parliament, DEO, local Planning Agency, local Education Board, and other education stakeholders. This step should strengthen and acknowledge the responsibility of the DEO staff, principals, facilitators, and teachers.

- Local governments should be more proactive in dealing with the donor community to get more/other assistance related to MBE activities.
- Donor programs usually last only 2-3 years, so when stakeholders think a program is good and needed, they should sit with the donor to prepare an exit strategy.
- Create more coordination with other local governments by having a "same program club."
- Local governments should collect any best practices that have been implemented in the local government, including: training, study visits, mentoring, modules, participatory approaches designed by MBE or other projects.
- Many local governments are eager to provide matching grants to support and disseminate good programs like MBE. In order to allocate a matching grant from the local budget, DEO should ask the donor/program about the budget in running the activity.

Donors:

- To reduce the dependability of local governments on any donor's program, donors and related parties (central government, local government, and DEOs) should design an exit strategy.
- More coordination is needed in the donor community to avoid any duplication and overlapping among related programs.
- Provide information on program budgets to central and local government, in order to let the central and local government prepare a matching grant to continue funding to disseminate any good program, such as, MBE.

Group Two Recommendations

Empowerment of KKG and MGMP

Empowering KKG/MGMP is very essential to facilitate various innovations to improve the quality of education. This can be done with the following:

- In 2006 LPMP (Institution for Education Quality Assurance) provided Block Grant funds to support the KKG and MGMP activities. Such support needs to be continued on a competitive base, but allocation for food and transportation should be left out since such cost can be covered with BOS fund.
- So far KKG and MGMP programs have been monotonous, uninteresting, and not focused to support better teaching. They need assistance for developing more focused annual programs. Therefore, the government should develop guidelines for more effective KKG/MGMP programs that would enhance the teaching and learning process at schools.
- KKG/MGMP activities in fostering better teaching and learning should be acknowledged in teacher certification context.
- Facilitators need to be involved as tutors in the KKG/MGMP activities. However, they need official appointment from DEO (endorsed by Head of District/ Mayor). Facilitators' activities should be part of their required teaching hours to qualify for their professional allowance, otherwise sustainability for any teaching and learning innovation could be ineffective.

- Many teachers found that the activities of KKG/MGMP have been ineffective and were not responsive to their needs. Consequently, many of them did not come to the program regularly. Therefore, the programs need to be redesigned to be more meaningful and contextually responsive to increase the teachers' needs and participation. Invitations for attending the activities should be sent to their school principals. Once they find the activities provide knowledge and skills necessary for them to improve their professionalism, they will attend the program regularly.

Institutionalizing PAKEM

PAKEM practice should be continuously performed in the classroom and so a standard process for each subject is required. For this context GOI should immediately pass a decree for the teaching/learning process standard which is now being developed.

Role of LPMP

In most districts across the country many facilitators have been trained through the GOI and donors' projects. Therefore, the GOI, in this case LPMP, should take a strategic role to unite them in a forum where they can share ideas and skills, or make plans for better improvement of teaching and learning. LPMP needs to gather information about facilitators who have been trained by MBE, CLCC, IAPBE, and by other projects in order to make them available resources for similar training across the country.

Design of GOI training

Training designed and provided by GOI projects should be in workshops rather than in lectures. The GOI resource persons should be practitioners rather than bureaucratic people. Should bureaucrats be involved, they need to do more school visits and practice teaching at schools to make them more exposed to the existing situation of the teaching and learning process before providing training to teachers.

Clearinghouse

We need a kind of "clearinghouse" to mediate between the training providers/facilitators available and those who seek training. The LPMP could/should play this strategic role.

USAID/Education Framework for Performance Management Plan

SO 18: Improved Quality of Decentralized Basic Education

1. Percent of students in targeted primary schools achieving or surpassing minimum level on Indonesian reading, writing, and math achievement tests. (DBE2)

2. Percent of junior secondary school students in targeted schools who have satisfactorily developed a predetermined set of life skill competencies. (DBE3)

3. Percent of primary schools in targeted clusters where all teachers use active-learning methods and practices. (DBE2)

4. Percent of targeted districts that developed long-term District Education Development Plans that meet a threshold of key criteria. (DBE1)

IR 1: More Effective Decentralized Management and Governance of Schools

1.1: Percent of targeted schools that developed long-term School Development Plans that meet a threshold of key criteria. (DBE1)

1.2: Number of non-targeted schools that have developed School Development Plans that meet a threshold of key criteria. (DBE1)

1.3: Percent of targeted schools that disseminated Annual School Budget in at least two venues. (DBE1)

1.4: Percent of targeted districts in which all four of the key elements of governance were involved in developing District Education Development Plan. (DBE1)

1.5: Percent of targeted districts with improved resource and asset management. (DBE1)

IR 2: Improved Quality of Teaching and Learning

2.1: Number of targeted learners completing fifth-grade in USAID-supported primary or equivalent non-school-based settings. *C.I. 26.1.1 (DBE2)

2.2: Number of targeted schools producing annual School Quality Report cards. (DBE2)

2.3: Number of active teaching/ learning exchanges in classrooms of targeted schools. (DBE2)

2.4: Percent of students from targeted kindergartens enrolling in grade 2 two years after completing kindergarten. (DBE2)

2.5: Increased capacity of higher education institutions to contribute to development. (DBE2) * C.I.27.1

2.6: Number of teachers in targeted schools using continuous assessment practices. (DBE2)

2.7: Value of cash and in-kind contributions from profit or non-profit organizations mobilized to support improved quality of teaching and learning in targeted schools. (DBE2)

IR 3: Increased Education Relevance, Workforce and Life Skills for Youth

3.1: Decrease in junior-secondary school dropout rates in targeted schools. (DBE3)

3.2: Value of cash and in-kind contributions from profit and non-profit organizations to support youth education programs. (DBE3)

3.3: Junior secondary completion rate in junior-secondary schools and equivalent non-school settings in target areas. (DBE3)

3.4: Number of youth in USAID workforce skills programs who gain training-related employment. ** (Chevron)

3.5: Number of non-targeted junior secondary schools in targeted districts that are implementing youth life skills toolkits. (DBE3)

3.6: Number of target teacher networks that develop life skills materials for youth. (DBE3)

3.7: Number of teachers in non-targeted schools in target districts trained to provide opportunities for youth to develop life skills. (DBE3)

3.8: Number of non-formal education learners using USAID-produced junior secondary equivalency education materials. (DBE3)

IR 2: Improved Quality of Teaching and Learning, continued

2.8: Number of teachers trained in inclusive education principles and using them in the classroom. (HKI)

2.9: Number of non-targeted schools in targeted districts that have received training in active learning practices. (DBE2)

2.10: Percent of teachers at targeted schools reported by their principals to have developed teaching materials at Cluster Resource Centers in the last month. (DBE2)

2.11: Number of teachers using ICT in the implementation of their professional activities. (DBE2)

Other Common Agency Indicators

C.I. 8: Number of persons completing vocational/technical education programs or equivalent programs.** (Chevron)

C.I. 8: Number of people trained as a part of assistance to create or improve mechanisms for citizens to engage their local governments.* (MBE, DBE1)

C.I. 8: Number of people trained as a part of assistance to local governments to improve service delivery and make those services financially viable.* (MBE, DBE1)

C.I. 26.1.1: Number of learners *enrolled* in USAID-supported primary schools or equivalent non-school-based settings (basic education only).* (MBE, DBE1)

C.I. 26.2.1: Number of learners *enrolled* in USAID-supported lower-secondary schools or equivalent non-school-based settings.* (DBE3)

C.I. 26.9: Number of people annual sent for long-term training (e.g. university) to the U.S. in excess of one month under programs for achieving equitable access to basic education.*

C.I. 27.2: Number of host country higher education institutions assisting in the implementation of USAID programs.* (DBE2)

C.I. 26.8: Number of educators (teachers and administrators) trained through USAID Basic Ed Programs. (MBE, DBE1, DBE3)

Millennium Challenge Indicators, and Millennium Development Goals

Percentage of national GDP spent on primary education.*** (DBE1)

Percentage of girls completing primary education.*** (EDU)

Other Tsunami Indicators

Number of Community Buildings Reconstructed: classrooms.

Number of Community Buildings Repaired: classrooms. (EDU)

Number of Agencies that received technical support. (EDU)

Special Interest. Dollar value of assistance dedicated to education. (EDU)

Special Interest. Number of classroom beneficiaries (rebuilt classrooms). (EDU)

Special Interest. Dollar value of assistance for economic opportunities for women. (EDU)

Other EDU Indicators

Number of schools supported through USAID Basic Ed Programs. (MBE, DBE1, DBE3)

Number of students enrolled at USAID-supported schools. (MBE, DBE1, DBE3)

Number of person-days of training. (MBE, DBE1, DBE2, DBE3, HKI)

Key to symbols

* Indicator required for Agency reporting under Basic Education
** Indicator required for Agency reporting under Workforce through Voc/Tec Ed
*** Indicator required for Joint State-USAID (MDG goals) reporting

Indicators of program impact

Other indicators requested by Washington

SO – Level Indicators

Performance Indicator Reference Sheet
Strategic Objective (SO): Improved Quality of Decentralized Basic Education **Indicator 1:** Percent of students in targeted primary schools achieving or surpassing minimum level on Indonesia reading, writing, and math achievement tests.
DESCRIPTION
Precise Definition(s): The percent of total number of qualifying students based on thresholds of tests instruments of the total number of primary students tested. **Unit of Measure:** Percent of Primary students **Disaggregated by:** Province, district, school, school type, sex, grade level and subject **Justification/Management Utility:** Quantitative measures of student learning are the highest level of assessing quality education. Student performance is an impact indicator the Agency prefers, where possible, to assess reading, writing and math achievement using national or international testing instruments
PLAN FOR DATA ACQUISITION BY USAID
Data Collection Method: Data will be collected by testing students in designated subjects in grades 3 and 6 in stratified sample of targeted project-assisted schools associated with three cohorts. **Method of Acquisition by USAID:** DBE 2 contractor (EDC) will administer and score the specially-developed test instruments, tabulate the results, and prepare report. **Data Source(s):** DBE 2 student test data base, developed for sample and control schools. **Frequency/Timing of Data Acquisition:** Twice annually over Life of Strategy; beginning in August 2006 (as a pre test) and July 2007 (as a post test) thru 2009. **Estimated Cost of Data Acquisition:** Medium-high – baseline and sample data must be collected and analyzed depending on analysis of national assessment tests, baseline collection, and sample size. **Responsible Individual(s) at USAID:** CTO (DBE2)
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: Initial Baseline carried out in January 2006 and baseline new instrument anticipated August 2006. DQA TBD.[1] **Known Data Limitations and Significance (if any):** Initial baseline established profile of schools while new instrument in development. **Actions Taken or Planned to Address Data Limitations:** DBE 2 reviewed the national assessment instruments and development of new instruments in process.
Date of Future Data Quality Assessments: Annually in August through 2009
Procedures for Future Data Quality Assessments: TBD. An external contractor will be hired to carry out data quality assessments.
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING
Data Analysis: The DBE 2 contractor will provide primary analysis of sample results. **Presentation of Data:** Charts, graphs, and narrative broken out by district-wise, by school, by school type, by sex, by grade and by subject **Review of Data:** DBE 2 contractor will review the data after each sample data collection **Reporting of Data:** Data reported at least twice for Annual Report.

[1] Size: School sample

OTHER NOTES
Notes on Baselines/Targets: **TBD** Baseline, Planned/Target And Achievement/Actual Values

Location: Recap National						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools
b. Cohort 1 and 2 included
c. Cohorts 1, 2 and 3 included
d. Cohorts 1, 2 and 3 included
e. Cohorts 2 and 3 still remain, however no planned targets due to project completion
f. DBE 2 conducted pretest, date TBD
Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: Province North Sumatera						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools
b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

f. DBE 2 will conduct pretest, date TBD

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: Province West Java and Banten						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

f. DBE 2 will conduct pretest, date TBD

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: Province Central Java						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

f. DBE 2 will conduct pretest, date TBD

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: Province East Java						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

f. DBE 2 will conduct pretest, date TBD

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page

Location: Province South Sulawesi						
Year (Fiscal)	Planned			Actual		
	Male	Female	**Total**	Male	Female	**Total**
2004						
2005						
2006 [a]	**Not yet available** [f]	**Not yet available** [f]				
2007 [b]	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**	**Grade 3: 45%; Grade 6: 47.5%**			
2008 [c]	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**	**Grade 3:47.5%; Grade 6: 50.%**			
2009 [d]	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**	**Grade 3: 50%; Grade6: 52.5%**			
2010 [e]						

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

f. DBE 2 will conduct pretest, date TBD

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page

Performance Indicator Reference Sheet
Strategic Objective (SO): Improved Quality of Decentralized Basic Education **Indicator 2:** Percentage of junior secondary school students in target schools who have satisfactorily developed a predetermined set of life skill competencies.
DESCRIPTION
Precise Definition(s): The percentage of junior secondary school students who satisfactorily pass a life skills performance assessment. The percentage is to be calculated as the number of junior secondary school students passing the test divided by the total number of students assessed. **Unit of Measure**: Student **Disaggregated by:** Cohort, province, district, subdistrict, school, school type, sex **Justification/Management Utility:** Acquisition of life skills is a core objective of the project and GOI curriculum changes, and a key indicator of the project's results.
PLAN FOR DATA ACQUISITION BY USAID
Data Collection Method: Review of performance assessment records **Method of Acquisition by USAID:** Performance assessment of students (grade 9 cohort). **Data Source(s):** Performance assessment records. **Frequency/Timing of Data Acquisition:** Annually, once for each graduating cohort, at the end of the school year **Estimated Cost of Data Acquisition:** Medium **Responsible Individual(s) at USAID:** CTO (DBE 3) and/ or M&E Activity Manager
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: 2007 (on a pilot group) **Known Data Limitations and Significance (if any):** The performance assessment neds to be developed and tested. The passing grade/level needs to be determined. **Actions Taken or Planned to Address Data Limitations:** TBD, pilot the assessment, train assessors well
Date of Future Data Quality Assessments: TBD
Procedures for Future Data Quality Assessments:. TBD
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING—
Data Analysis: DBE3 reports **Presentation of Data:** Graphs, charts and narratives **Review of Data:** DBE 3 in collaboration with schools. **Reporting of Data:** To provincial offices, districts, schools, School Committees, community, MONE, and annual report.
OTHER NOTES
Notes on Baselines/Targets: Baseline, Planned/Target And Achievement/Actual Values

Location: National		
Year (Fiscal)	Planned	Actual
2004	**NA**	
2005	**NA**	
2006		
2007		
2008		
2009		
2010		

Performance Indicator Reference Sheet

Strategic Objective (SO): Improved Quality of Decentralized Basic Education

Indicator 3: Percent of primary schools in targeted clusters where all teachers use active-learning methods and practices.

DESCRIPTION

Precise Definition(s): The total number primary schools instituting a minimum number of active-learning methods and practices, including use of active, gender sensitive teaching methods divided by number of primary schools in targeted clusters

Unit of Measure: Number of schools

Disaggregated by: Province, district, school and type,

Justification/Management Utility: This is an impact indicator that reflects the essence of improved quality of instruction in primary education.

PLAN FOR DATA ACQUISITION BY USAID

Data Collection Method: DBE 2 will develop and or compile observation instruments. Data will be collected through teacher and classroom observation instrument(s) that identifies and measures key active learning practices, administered to selected grade 3 and 6 in stratified sample of project-assisted schools associated with three cohorts.

Method of Acquisition by USAID: DBE 2 contractor (EDC) will administer and score the specially-developed observation instruments, tabulate the results, and prepare report.

Data Source(s): Existing and developed testing and observation instruments. DBE2 teacher and classroom observation data base.

Frequency/Timing of Data Acquisition: Annually in July 2006, July 07, July 08, July 09 and July 2009.

Estimated Cost of Data Acquisition: Low-medium.

Responsible Individual(s) at USAID: DBE 2 CTO

DATA QUALITY ISSUES

Date of Initial Data Quality Assessment: July, 2006

Known Data Limitations and Significance (if any): Unknown

Actions Taken or Planned to Address Data Limitations:

Date of Future Data Quality Assessments: July through 2009

Procedures for Future Data Quality Assessments:

PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING

Data Analysis: Carried out by DBE 2.

Presentation of Data: Graphs, charts and narrative -province-wise, by target district and sex

Review of Data: Carried out collaboratively by DBE 2 team and district and school personnel.

Reporting of Data: Data reported to MONE, MORA, Districts, Schools, and annual report (frequency TBD).

OTHER NOTES

Notes on Baselines/Targets:

Baseline, Planned/Target And Achievement/Actual Values

Location: Recap National

Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this pages

Location: North Sumatera		
Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: West Java & Banten		
Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools

b. Cohort 1 and 2 included

c. Cohorts 1, 2 and 3 included

d. Cohorts 1, 2 and 3 included

e. Cohorts 2 and 3 still remain, however no planned targets due to project completion

Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: Central Java		
Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools
b. Cohort 1 and 2 included
c. Cohorts 1, 2 and 3 included
d. Cohorts 1, 2 and 3 included
e. Cohorts 2 and 3 still remain, however no planned targets due to project completion
Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: East Java		
Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools
b. Cohort 1 and 2 included
c. Cohorts 1, 2 and 3 included
d. Cohorts 1, 2 and 3 included
e. Cohorts 2 and 3 still remain, however no planned targets due to project completion
Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Location: South Sulawesi		
Year (Fiscal)	Planned	Actual
2004		
2005		
2006 [a]	0	
2007 [b]	40%	
2008 [c]	50%	
2009 [d]	65%	
2010 [e]		

a. Cohort 1 covers 483 primary schools and 26 districts, does not include Aceh and Jakarta schools
b. Cohort 1 and 2 included
c. Cohorts 1, 2 and 3 included
d. Cohorts 1, 2 and 3 included
e. Cohorts 2 and 3 still remain, however no planned targets due to project completion
Note: Numbers are based on rough estimates and not upon a baseline assessment, actual number maybe significantly different than those listed on this page.

Performance Indicator Reference Sheet

Strategic Objective (SO): Improved Quality of Decentralized Basic Education

Indicator 4: Percent of targeted districts that developed long-term District Education Development Plans that meet a threshold of key criteria.

DESCRIPTION

Precise Definition(s):

- "Key criteria" refers to a set of criteria that will be finalized by DBE1 in June 2006. The criteria will be similar in complexity and depth to those used to measure the quality of school development plans (see indicator 1.1), and will include aspects such as: how well the 12 streams of education funding are included in the planning process, whether or not it is a multi-year plan that connects long-term needs with specific act
- ivities each year, and whether or not community input is reflected in the product.
- "District Education Development Plan" is *Rencana Pengembangan Pendidikan Kabupaten/Kota* (RPPK).
- "Threshhold" will be determined, probably about half of the criteria.

Unit of Measure: Percent of districts

Disaggregated by: Province

Justification and history of indicator: This indicator measures the results of the DBE1 project at the district level and reflects the results of many—although not all—of the areas of technical assistance under the project. Some of the criteria will identify how well the district-level plan reflects the needs expressed by the school-level plans in that district, and to what degree participation of school level actors is encouraged and reflected in the district level plan. Additional criteria will identify how well the district education office has involved key elements of governance in the process and content of the district plan (see indicator 1.4 for more discussion of governance). Lastly, the district level plan will reflect the technical assistance the DBE1 project will provide directly to the education offices (DINAS Pendidikan) on planning, EMIS, school based management, community participation, and asset and resource management.

DBE1 is the only project reporting against this indicator. MBE reports district level impact in a different way.

PLAN FOR DATA ACQUISITION BY USAID

Data Collection Method: DBE1 will finalize (in June 2006) a series of questions that assess a district development plan against approximately 20-30 objective criteria. Likely to include DBE1 staff plus district and school personnel using a standardized instrument or questionnaire.

Data Source(s):

Frequency/Timing of Data Acquisition: Baseline in June 2006. Regular collection in October 2006 and then annually every October.

Method of Acquisition by USAID: Reports from DBE 1

Estimated Cost of Data Acquisition: low

Responsible Individual(s) at USAID Elizabeth Sunindyo (DBE1)

DATA QUALITY ISSUES

Date of Initial Data Quality Assessment: no assessment conducted yet

Known Data Limitations and Significance (if any):

Actions Taken or Planned to Address Data Limitations:

Date of Future Data Quality Assessments: no assessment planned yet

Procedures for Future Data Quality Assessments: Review district records; Site visits to schools; conversations with District officials

PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING

Data Analysis: Suggested questions for analysis:

- Is there a trend in terms of Java vs. Non-Java; or city (*kota*) versus district (*kabupaten*)? Does size of district seem to make a difference?
- Once a district meets half of the criteria, is further improvement likely?
- Are many district plans weak in the same areas?
- Is the quality of the district plan related to the overall capacity of the district (as related to the DBE1 technical assistance on district management capacity).
- Some of the districts may have started at a "lower" point than others before working with the DBE1 technical teams. Does the starting point seem to make a difference?
- Does presence of LGSP appear to make a difference?

Presentation of Data: TBD (Graphs, charts and narratives?)

Review of Data: USAID to review data when submitted, and in preparation for Annual Report

Reporting of Data: USAID Office of Education will include this indicator in Annual Report

Baseline, Planned/Target And Achievement/Actual Values

Year	Province	Planned	Actual	Notes
2006	DBE Aceh	0 of 2 Districts (Phase I)	__ of 2 Districts (Phase I)	Not expected to see results in 2006 because DBE1 assistance to Aceh focusing on school level in 2006 and adding district components in 2007.
	DBE N. Sumatra	1 of 5 Districts (Phase I)	__ of 5 Districts (Phase I)	
	DBE Banten	0 of 2 Districts (Phase I)	__ of 2 Districts (Phase I)	
	DBE Jakarta	0 of 1 Districts (Phase I)	__ of 1 Districts (Phase I)	
	DBE W. Java	1 of 3 Districts (Phase I)	__ of 3 Districts (Phase I)	
	DBE C. Java	2 of 5 Districts (Phase I)	__ of 5 Districts (Phase I)	
	DBE E. Java	2 of 5 Districts (Phase I)	__ of 5 Districts (Phase I)	
	DBE S. Sulawesi	2 of 5 Districts (Phase I)	__ of 5 Districts (Phase I)	
	SUMMARY	0 of 27 Districts (Phase I)	__ of 27 Districts (Phase I)	All USAID-supported districts will receive some assistance on district level planning in 2006. All will produce a district plan but we do not expect that all plans will be adequate when measured against the criteria until later years of the program.
2007	DBE Aceh	1 of 2 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE N. Sumatra	3 of 5 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE Banten	1 of 2 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE Jakarta	1 of 1 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE W. Java	2 of 3 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE C. Java	3 of 5 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE E. Java	3 of 5 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	DBE S. Sulawesi	3 of 5 Districts (Phase I)		
		0 of TBD Districts (Phase II)		
	SUMMARY	17 of 27 Districts (Phase I)		Overall, we expect to see about half of the Phase I districts make adequate plans (nearly all in 2008) and very few of the Phase II districts.
		0 of 25 Districts (Phase II)		

Year	Province	Planned	Actual	Notes
2008	DBE Aceh	2 of 2 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE N. Sumatra	5 of 5 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE Banten	2 of 2 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE Jakarta	1 of 1 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE W. Java	3 of 3 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE C. Java	5 of 5 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE E. Java	5 of 5 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	DBE S. Sulawesi	5 of 5 Districts (Phase I)		
		half of TBD Districts (Phase II)		
		0 of TBD Districts (Phase III)		
	SUMMARY	27 of 27 Districts (Phase I)		Overall, we expect to see nearly all of the Phase I districts make adequate plans in 2008, about half of the Phase II, and very few of the Phase III districts. After 2008 we will no longer report on Phase I.
		12 of 25 Districts (Phase II)		
		0 of 50 Districts (Phase III)		
2009	DBE Aceh	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE N. Sumatra	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE Banten	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE Jakarta	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE W. Java	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE C. Java	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE E. Java	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	DBE S. Sulawesi	all of TBD Districts (Phase II)		
		half of TBD Districts (Phase III)		
	SUMMARY	23 of 25 Districts (Phase II)		We are no longer reporting on Phase I in 2009. Overall in 2009, we expect to see nearly all of the Phase II make adequate progress on district plans, and about half of the Phase III districts.
		25 of 50 Districts (Phase III)		

Year	Province	Planned	Actual	Notes
2010	DBE Aceh	all of TBD Districts (Phase III)		
	DBE N. Sumatra	all of TBD Districts (Phase III)		
	DBE Banten	all of TBD Districts (Phase III)		
	DBE Jakarta	all of TBD Districts (Phase III)		
	DBE W. Java	all of TBD Districts (Phase III)		
	DBE C. Java	all of TBD Districts (Phase III)		
	DBE E. Java	all of TBD Districts (Phase III)		
	DBE S. Sulawesi	all of TBD Districts (Phase III)		
	SUMMARY	48 of 50 Districts (Phase III)		We are no longer reporting on Phase I or Phase II in 2010. Overall in 2010, we expect to see nearly all of the Phase III districts produce adequate district plans.

Performance Indicator Reference Sheet

Strategic Objective (SO): Improved Quality of Decentralized Basic Education

Intermediate Result 1: More effective decentralized management and governance of schools

Indicator 1.1: Percent of targeted schools that developed long-term School Development Plans that meet a threshold of key criteria.

DESCRIPTION

Precise Definition(s):

- "Key criteria" refers to criteria in a measurement instrument (developed by the DBE1 project) that measures the quality and relevance of a school development plan against 32 objective criteria, in four main categories: (1) including multiple years, (2) developed with community participation, (3) regularly updated, and (4) based on data about the school ("profile"), an analysis of the schools needs, and linking those with proposed programs. (For more information, see DBE1 program documents.)
- "School Development Plan" means *Rencana Pengembangan Sekolah* (RPS).
- "Threshold" means 9 or more of the 32 criteria on the DBE1 instrument.

Unit of Measure: Percent of schools

Disaggregated by: Province, district, school, and school type

Justification and history of indicator: In 2005, the National Ministry of Education (MONE) passed government regulation 19 which mandated all schools (including *madrasah* reporting to MORA) to complete school development plans. The law requires the plans to be multi-year and therefore to provide a set of longer-term priorities against which annual school budgets (RAPBS) can be developed and implemented. Anecdotally and based on MBE program experience, USAID found that most school development plans were perfunctory documents that often were created by a school principal alone, in order to say the requirement was completed, and then not used. The impetus for adequate school development plans increased in 2006, however, when MONE stipulated that an adequate school development plan was a requirement before schools could receive money from the Biaya Operasional Sekolah (BOS), a grant program that was expanded in 2006 based on oil revenues, and which often doubled the amount of budget available to an individual school. The MONE regulations do not specify the format or detailed contents of a school development plan, but MONE and MORA officials have been involved in the development of the MBE and DBE1 methodologies and training materials. The USAID MBE and DBE1 programs are one of only a few that provide technical assistance to schools in developing a useful plan.

This indicator measures the extent to which USAID-supported schools are managing resources at the school level effectively and transparently.

MBE and DBE both provide technical assistance on school development plans. This indicator measures the progress with the DBE1 project, as the MBE project uses a slightly different indicator.

PLAN FOR DATA ACQUISITION BY USAID

Data Collection Method: DBE1 district coordinators work with district officials and use a standardized instrument. The instrument and the data are maintained by the DBE1 project. (In DBE1 project documents, this is "Indicator 1".)

Data Source(s): School data and records, conversations with school officials and school committee members, and some direct observation

Frequency/Timing of Data Acquisition: Baseline in March 2006. Regular collection in June 2006, and subsequently every six months in June and December.

Method of Acquisition by USAID: Reports from DBE1 project.

Estimated Cost of Data Acquisition: Low to medium depending on how much of the data is self-reported vs collected

Responsible Individual(s) at USAID: Elizabeth Sunindyo (CTO DBE1)

DATA QUALITY ISSUES

Date of Initial Data Quality Assessment: no assessment conducted yet

Known Data Limitations and Significance (if any):

Actions Taken or Planned to Address Data Limitations:

Date of Future Data Quality Assessments: no assessment planned yet

Procedures for Future Data Quality Assessments: Review school records, make site-visits, and interview or survey school personnel.

PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING

Data Analysis: Suggested questions for analysis:

- How do religious MI compare to secular SD? (The baseline report in April 2006 does not disaggregate the data specifically by type of school, but future monitoring reports will analyze by type of school.)
- In the baseline, which criteria were most often met (and not met) by schools that had not yet received our assistance?
- In subsequent years, what are the areas of fastest improvement? Slowest improvement?

Presentation of Data: Graphs, charts and narratives.

Review of Data: USAID to review data when submitted, and in preparation for Annual Report

Reporting of Data: USAID Office of Education will NOT include this indicator in Annual Report

Baseline, Planned/Target And Achievement/Actual Values

Year	Province	Planned	Actual	Notes
2006	DBE Aceh		TBD of 40 Schools (Phase I)	Aceh baseline data to be collected later in 2006.
	DBE N. Sumatra		34 of 100 Schools (Phase I)	Baseline was collected March 2006
	DBE Banten		XX of 50 Schools (Phase I)	
	DBE Jakarta		TBD of 7 Schools (Phase I)	Jakarta baseline data to be collected later in 2006.
	DBE W. Java		XX of 61 Schools (Phase I)	
	DBE C. Java		6 of 106 Schools (Phase I)	Baseline was collected March 2006
	DBE E. Java		12 of 84 Schools (Phase I)	Baseline was collected March 2006
	DBE S. Sulawesi		17 of 88 Schools (Phase I)	Baseline was collected March 2006
	SUMMARY		154 of 536 Schools (Phase I)	All USAID-supported schools will receive some assistance on school-level planning in 2006. Many schools already have a RPS and/or will produce an improved RPS with assistance from DBE1. We do not expect that all plans will be adequate when measured against the criteria until later years of the program. Baseline in March 2006 confirmed that only 393 of 536 targeted schools had a RPS, and that only 154 of them met the threshold (9 or more of the 32 criteria). This number will increase later in 2006 when Jakarta and Aceh baseline data is collected.

Year	Province	Planned	Actual	Notes
2007	DBE Aceh	15 of 40 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE N. Sumatra	50 of 100 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE Banten	90 of 111 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE Jakarta	3 of 7 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE W. Java	TBD of 61 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE C. Java	25 of 106 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE E. Java	30 of 84 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	DBE S. Sulawesi	35 of 88 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	SUMMARY	248 of 536 Schools (Phase I)		Overall, we expect to see about half of the Phase I schools make adequate plans (nearly all in 2008) and very few of the Phase II schools.
		100 of 500 Schools (Phase II)		
2008	DBE Aceh	30 of 40 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE N. Sumatra	80 of 100 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE Banten	100 of 111 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE Jakarta	6 of 7 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE W. Java	TBD of TBD Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE C. Java	60 of 106 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE E. Java	60 of 84 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	DBE S. Sulawesi	60 of 88 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	SUMMARY	450 of 536 Schools (Phase I)		Overall, we expect to see nearly all of the Phase I schools make adequate plans in 2008, about half of the Phase II, and very few of the Phase III schools. After 2008 we will no longer report on Phase I.
		300 of 500 Schools (Phase II)		
		200 of 1,000 Schools (Phase III)		

Year	Province	Planned	Actual	Notes
2009	DBE Aceh	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE N. Sumatra	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE Banten	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE Jakarta	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE W. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE C. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE E. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	DBE S. Sulawesi	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	SUMMARY	400 of 500 Schools (Phase II)		We are no longer reporting on Phase I in 2009. Overall in 2009, we expect to see nearly all of the Phase II schools make adequate plans, and about half of the Phase III schools.
		500 of 1,000 Schools (Phase III)		
2010	DBE Aceh	all of TBD Schools (Phase III)		
	DBE N. Sumatra	all of TBD Schools (Phase III)		
	DBE Banten	all of TBD Schools (Phase III)		
	DBE Jakarta	all of TBD Schools (Phase III)		
	DBE W. Java	all of TBD Schools (Phase III)		
	DBE C. Java	all of TBD Schools (Phase III)		
	DBE E. Java	all of TBD Schools (Phase III)		
	DBE S. Sulawesi	all of TBD Schools (Phase III)		
	SUMMARY	800 of 1,000 Schools (Phase III)		We are no longer reporting on Phase I or Phase II in 2010. Overall in 2010, we expect to see nearly all of the Phase III schools produce adequate plans.

Performance Indicator Reference Sheet
Strategic Objective (SO): Improved Quality of Decentralized Basic Education **Intermediate Result 1:** Improved quality of teaching and learning **Indicator 1.2:** The number of non-targeted schools that have prepared School Development Plans that meet a threshold of key criteria.
DESCRIPTION
Precise Definition(s): - "Key criteria" refers to criteria in a measurement instrument (developed by the DBE1 project) that measures the quality and relevance of a school development plan against 32 objective criteria, in four main categories: (1) including multiple years, (2) developed with community participation, (3) regularly updated, and (4) based on data about the school ("profile"), an analysis of the schools needs, and linking those with proposed programs. (For more information, see DBE1 program documents.) [Same as Indicator 1.1] - "School Development Plan" means *Rencana Pengembangan Sekolah* (RPS). [Same as Indicator 1.1] - "Threshold" means 9 or more of the 32 criteria on the DBE1 instrument. [Same as Indicator 1.1] - In order for a school to be counted in this indicator, DBE1 staff would have to assess the School Development Plan against the same criteria and with the same data collection instrument as in Indicator 1.1. **Unit of Measure:** number of schools **Disaggregated by:** Province, and school type **Justification and history of indicator:** See Indicator 1.1. This indicator measures replication of the DBE1 methodologies for developing school development plan. This indicator demonstrates part of the demand for, and perceived usefulness of, the approaches developed under DBE1. (There is no direct support under DBE1 to fund programs outside of the targeted areas. There is limited funding and support to facilitate the initial dissemination of tools and approaches to other interested schools and districts, whether they be in targeted provinces or in other areas of the country.)
PLAN FOR DATA ACQUISITION BY USAID
Data Collection Method: DBE1 staff assess the plan using the same instrument as in Indicator 1.1. The assessment could be conducted in person or long-distance. **Data Source(s): N/A** **Frequency/Timing of Data Acquisition:** ad hoc, but to be summarized every year by implementer and reported to USAID in September annual report. **Method of Acquisition by USAID:** September annual report **Estimated Cost of Data Acquisition:** Low to medium, depending on information available at District level **Responsible Individual(s) at USAID:** CTO of DBE1 (Elizabeth Sunindyo)
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: no assessment conducted yet **Known Data Limitations and Significance (if any):** **Actions Taken or Planned to Address Data Limitations:** **Date of Future Data Quality Assessments:** no assessment planned yet **Procedures for Future Data Quality Assessments:**
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING
Data Analysis: Suggested questions for analysis: - Is there higher demand with schools in the target districts and/or provinces as opposed to provinces that are far away? - How do other schools learn about the DBE1 resources and how do they determine if they want to replicate them at home? **Presentation of Data:** TBD (Graphs, charts and narratives?) **Review of Data:** USAID to review data when submitted, and in preparation for Annual Report **Reporting of Data:** USAID Office of Education will NOT include this indicator in Annual Report
Baseline, Planned/Target And Achievement/Actual Values

Performance Indicator Reference Sheet
Strategic Objective (SO): Improved Quality of Decentralized Basic Education **Intermediate Result 1:** More effective decentralized management and governance of schools **Indicator 1.3:** Percent of targeted schools that disseminated Annual School Budget in at least two venues.
DESCRIPTION
Precise Definition(s): • "Venues" means three kinds of places where schools budgets tend to be posted: somewhere inside the school compound, somewhere outside the school compound such as at the village office, or in a letter sent to parents. • "Annual School Budget" means *Rencana Anggaran Pendapatan dan Belanja Sekolah* (RAPBS), which is a mandatory document to document the planned funding and expenditure for just one year of one school. The Annual School Budget is one part of the larger multi-year School Development Plan (see Indicator 1.1). **Unit of Measure:** percent of schools **Disaggregated by:** Province and school type **Justification and history of indicator:** The DBE1 and MBE projects are trying to encourage greater financial accountability and transparently at local levels. The assumption of the project is that posting the Annual School Budget encourages greater transparency from multiple sides. It encourages school principals and school committees to consolidate the financial information about the school and to be held accountable to the community. Posting budgets also encourages parents and community members to be aware of how school funds are supposed to be used and how they are ultimately used. Experience in collecting the baseline data for the first five provinces in early 2006 for this indicator found that 55% of the schools did not post the budget at all, and that only 9% disseminated in two venues. Since posting a budget within the school could be an easy one-off accomplishment, the project will track how many schools achieve posting the budget in two places, which requires greater coordination and commitment. One of the issues is that some school plans do not fully account for the multiple sources of funding in their budget and this severely limits financial accountability. This indicator about posting a budget therefore is also related to the criteria within Indicator 1.1 about the quality of a school development plan.
PLAN FOR DATA ACQUISITION BY USAID
Data Collection Method: School visits and interviews with school committees, conducted by DBE1 district coordinators, and accompanied by members of BAPPEDA and DINAS. Even though the membership of the group collecting data varied slightly depending on stakeholders in each province, a standardized instrument was used (see DBE1 project files for "Indicator 5"). **Data Source(s):** members of school committee and direct observation of postings **Frequency/Timing of Data Acquisition:** Baseline data collected in March 2006 for the first five provinces, with additional collection for Jakarta and Aceh reported by July 2006. Regular collection in June 2006, and subsequently every six months in June and December. **Method of Acquisition by USAID:** DBE1 reports. **Estimated Cost of Data Acquisition:** Low to medium depending on how much of the data is self-reported vs collected **Responsible Individual(s) at USAID:** Elizabeth Sunindyo (CTO DBE1)
DATA QUALITY ISSUES
Date of Initial Data Quality Assessment: in June 2006 **Known Data Limitations and Significance (if any):** **Actions Taken or Planned to Address Data Limitations:** **Date of Future Data Quality Assessments:** no assessment planned yet
Procedures for Future Data Quality Assessments: Review school records, make site-visits, and interview or survey school personnel.
PLAN FOR DATA ANALYSIS, REVIEW, & REPORTING
Data Analysis: Suggested questions for analysis: - How do religious MI compare to secular SD? - In the baseline, which venue was most often used by schools that had not yet received our assistance?
Presentation of Data: Graphs, charts and narratives.
Review of Data: USAID to review data when submitted, and in preparation for Annual Report
Reporting of Data: USAID Office of Education will NOT include this indicator in Annual Report

Year	Province	Planned	Actual	Notes
2006	Aceh		TBD of 40 Schools (Phase I)	Aceh baseline data to be collected later in 2006.
	N. Sumatra		XX of 100 Schools (Phase I)	Baseline was collected March 2006
	Banten		XX of 50 Schools (Phase I)	
	Jakarta		XX of 7 Schools (Phase I)	Jakarta baseline data to be collected later in 2006.
	W. Java		XX of 61 Schools (Phase I)	
	C. Java		XX of 106 Schools (Phase I)	Baseline was collected March 2006
	E. Java		XX of 84 Schools (Phase I)	Baseline was collected March 2006
	S. Sulawesi		XX of 88 Schools (Phase I)	Baseline was collected March 2006
	SUMMARY		46 of 536 Schools (Phase I)	
2007	Aceh	XX of 40 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	N. Sumatra	XX of 100 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	Banten	XX of 111 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	Jakarta	XX of 7 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	W. Java	XX of TBD Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	C. Java	XX of 106 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	E. Java	X of 84 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	S. Sulawesi	XX of 88 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
	SUMMARY	XX of 536 Schools (Phase I)		
		XX of 500 Schools (Phase II)		
2008	Aceh	30 of 40 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	N. Sumatra	80 of 100 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	Banten	100 of 111 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	Jakarta	6 of 7 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	W. Java	TBD of TBD Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	C. Java	60 of 106 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	E. Java	60 of 84 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	S. Sulawesi	60 of 88 Schools (Phase I)		
		XX of TBD Schools (Phase II)		
		XX of TBD Schools (Phase III)		
	SUMMARY	450 of 536 Schools (Phase I)		
		300 of 500 Schools (Phase II)		
		200 of 1,000 Schools (Phase III)		

Year	Province	Planned	Actual	Notes
2009	Aceh	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	N. Sumatra	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	Banten	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	Jakarta	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	W. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	C. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	E. Java	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	S. Sulawesi	all of TBD Schools (Phase II)		
		half of TBD Schools (Phase III)		
	SUMMARY	400 of 500 Schools (Phase II)		
		500 of 1,000 Schools (Phase III)		
2010	Aceh	all of TBD Schools (Phase III)		
	N. Sumatra	all of TBD Schools (Phase III)		
	Banten	all of TBD Schools (Phase III)		
	Jakarta	all of TBD Schools (Phase III)		
	W. Java	all of TBD Schools (Phase III)		
	C. Java	all of TBD Schools (Phase III)		
	E. Java	all of TBD Schools (Phase III)		
	S. Sulawesi	all of TBD Schools (Phase III)		
	SUMMARY	800 of 1,000 Schools (Phase III)		