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Final Report

Independent Strategic Review

Innovation for Indonesia's School Children  
Phase 2

Rural and Remote Education Initiative for  
Papua Provinces Phase 3

A review conducted for the Department of Foreign Affairs and Trade,  
Australian Government

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The final content of this report reflects the opinions of the ISR team.

## Executive summary

This document presents the findings of an Independent Strategic Review (ISR) of two initiatives supported by Australia in Indonesia.

- Innovation for Indonesia's School Children (INOVASI) phase 2, and
- Rural and Remote Education Initiative for Papua Provinces (UNICEF Papua) phase 3

The ISR took place over July–November 2022, with the main purpose to inform DFAT’s thinking about Australia’s future assistance to the education sector in Indonesia. Both INOVASI and UNICEF Papua are due to finish within the next 14 months. The ISR consulted over 470 stakeholders located in Jakarta, and the provinces of West Nusa Tenggara (NTB), East Nusa Tenggara (NTT), West Papua, North Kalimantan and East Java and reviewed a wide range of reports and data from the initiatives, DFAT and Government of Indonesia (GoI) sectoral data.

### Summary description

Both initiatives are relatively longstanding initiatives for DFAT, though their current phases – the focus of this ISR – having been operating for around 2 years or less. Both aim to improve foundational skills learning in Indonesia, but they differ significantly in scale, approach and operating context. As such, simple comparisons are not valid.

Description Items	INOVASI phase 2	UNICEF Papua phase 3
Implementation model	DFAT program designed in partnership with GoI and implemented by a managing contractor.	UNICEF initiative implemented under partnership arrangements with DFAT.
Support duration	July 2020 – December 2023	February 2021 – January 2024
Allocation (AUD)	53.5 million	4.5 million
Scope of current phase	National level and 4 provinces: NTB, NTT, North Kalimantan, East Java covering: <ul style="list-style-type: none"> <li>• 13 partner districts</li> <li>• 28 lighter touch/scale out districts</li> </ul>	2 provinces: Papua and West Papua covering <ul style="list-style-type: none"> <li>• 8 previous partner districts</li> <li>• 8 new (phase 3) districts</li> </ul>
Objectives	<ul style="list-style-type: none"> <li>• Improvements in national and subnational policies and systems for foundation skills.</li> <li>• Improved practices adopted by school supervisors, principals and teachers for foundational skills.</li> </ul>	<ul style="list-style-type: none"> <li>• District governments implementing improved strategies and plans to support literacy learning.</li> <li>• Teachers &amp; principals using improved methods for teaching foundational skills.</li> <li>• Evidence-based scale up of education interventions &amp; teacher absenteeism solutions.</li> </ul>

The current phases of both initiatives have coincided with significant upheaval in Indonesia’s education sector associated with the outbreak of COVID-19 and resulting disruption to education delivery, and the launch by GoI of major reforms in the sector. These events recalibrated the

nature of support required but also presented significant strategic opportunity. INOVASI in particular has been well-placed to respond.

### **Relevance**

Support to foundational skills development is highly relevant to current GoI education policy priorities and well-aligned with Australia's objectives under the Comprehensive Strategic Partnership. Operationally, both initiatives – and INOVASI in particular – have proved highly relevant too, adapting well to new challenges and demands imposed by COVID-19 and aligning with GoI reforms introduced for the sector. The ISR received near universally positive feedback from stakeholders consulted. That said, support to date has focused on literacy while other important elements of foundational learning (e.g. numeracy) have received less attention.

### **Progress towards objectives**

The first objective for the end of INOVASI phase 2 is to strengthen inclusive education systems and policies at the national and subnational levels. The program has achieved considerable success in this regard, and can reasonably be said to have achieved the objective already. This success is the result of a combination of opportunity – provided by GoI's reform agenda and the disruption caused by COVID-19 – and the quality of INOVASI's response in those circumstances.

INOVASI phase 2 is also on-track to achieve its second end of phase objective: to support improved practices for inclusive foundational learning. Nevertheless, questions of scale, inclusivity and impact on learning outcomes complicate the assessment challenge. The ISR recommends a number of steps for the program to strengthen its performance claims in this regard, including clearer definitions, greater attention to assessing changes in learning outcomes and increasing the analytical content of its progress reports.

UNICEF Papua phase 3 has made positive progress towards its two<sup>1</sup> main end of phase objectives: improved district strategies and plans for literacy and application of improved methods by principals and teachers. In purely numeric terms, the initiative is largely on track. However, the challenging operating environment in the Papua provinces and relatively limited time remaining for phase 3 make the degree of achievement by end of phase more uncertain.

After 12 months of substantive operation, 8 (out of 16 target) districts have committed around AUD 1.4 million in their medium-term development plans to support program implementation in 2023 but securing funding in practice is not guaranteed. Similarly, 456 teachers and 136 principals have been trained but steps to streamline training (to permit broader coverage) run the risk that the improved methods promoted may not be sufficiently embedded. The ISR proposes steps to manage this risk and recommends that breadth of coverage should not be pursued at the expense of necessary depth/quality, given the need for sustained support in the Papua provinces.

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<sup>1</sup> Work is progressing in support of UNICEF's third end of phase objective: use of evidence to support scaling up. However, it is too early to judge whether it will be satisfactorily achieved

### **Progress towards GEDSI results**

Both initiatives have identified specific GEDSI results for their current phases. INOVASI's progress in strengthening education policies and systems from a GEDSI perspective has been good overall, though the program has been more influential with disability inclusion, than gender equality and social inclusion. Progress in strengthening GEDSI practices in schools has been more mixed. All training integrates GEDSI issues, and the program has run a number of GEDSI pilot initiatives in schools. However, there remains a considerable gap between better understanding of concepts, norms and standards and the practical know-how and tools needed by teachers and principals to implement change.

GEDSI results for UNICEF Papua phase 3 are largely limited to gender equity and defined at a relatively low level, focusing on the content of training and other support delivered, and participation by direct beneficiaries. High rates of female participation in events have been achieved, but success in influencing local government and school practitioners is not evident. More input by the initiative, including engaging other partners, is required.

### **Sustainability**

Prospects for the sustainability of INOVASI phase 2 achievements are generally good. There is currently a high degree of ownership of the program at both national and district levels, while INOVASI's contributions, by design, work through local systems. Nevertheless, there are steps the program should take to manage sustainability risks, including: testing the effectiveness of knowledge transfer in the program's delivery model; consolidating and sharing its experiences of building support coalitions at subnational level and mobilising sources of subnational funding; strengthening the program's evidence base regarding effect on learning outcomes; and developing a more systematic approach to assessing and reporting on sustainability itself.

Sustainability of the gains achieved by UNICEF Papua phase 3 are more 'at risk'. This reflects the operating context in the region; in a highly challenging (politically, socially and geographically) and low-capacity environment, gains are necessarily more fragile. It also reflects concerns about the depth of capacity development feasible during phase 3, given the scale of coverage targeted and resources available. Like INOVASI, UNICEF Papua can strengthen its approach to assessing and reporting sustainability.

### **Modalities**

Both initiatives operate under different aid modalities. The modality choice for both appears broadly appropriate. For INOVASI, as a DFAT program operating in a highly dynamic environment, it has benefitted from a close relationship with DFAT management and the flexible and adaptive programming that marks DFAT out among development partners in Indonesia. For UNICEF Papua, as a multilateral partnering with DFAT, the more arms-length relationship enables DFAT to provide support to an important but politically sensitive region. Both initiatives

have a presence at national and sub-national levels – a design feature that appears to have increased their traction at both levels.

Given their common interests, DFAT has tried to foster effective knowledge sharing and coordination. There have been achievements in this regard, but the ISR also found subnational staff had limited knowledge of each other and potential synergies. This is an opportunity for the future but, unless built into designs (and contracts), the evidence confirms that collaboration is unlikely to occur organically.

### **Future opportunities**

There is a strong case for continued Australian engagement in foundational skills development.

- In developmental terms, foundational skills are critical for Indonesia’s human capital development. The country’s already poor performance internationally in student assessments has been exacerbated by the disruption caused by COVID-19.
- Beyond need, there is also opportunity. Despite the uncertainty surrounding policy direction after the national elections in 2024, the strategic positioning of Australian assistance and the continuing ramifications of COVID-related learning loss suggest foundational education will remain a strategic point of engagement with any new administration in Indonesia.
- DFAT also has much to offer in this sphere. Basic education in Indonesia is an area of high comparative advantage for DFAT, given the experience and relationships gained to date, the limited number of other development partners engaged and DFAT’s flexible, non-loan-based assistance. It is also closely aligned with Australia’s interests in Indonesia: underpinning the economic and social priorities expressed in the Comprehensive Strategic Partnership; and consistent with intentions regarding Australia’s new international development policy, which is expected to elevate the bilateral partnership with Indonesia, and emphasise Australia’s support for Indonesia’s recovery from COVID-19.

There is also a clear opportunity to expand assistance to incorporate early childhood education (ECE).

- International research demonstrates the strong relationship between ECE and foundation skills attainment in primary school, while recent research in Indonesia found students enrolled in ECE had better developmental outcomes (World Bank, 2021). It is a logical complement to support foundational skills improvement.
- It is an area that aligns strongly with GoI ambitions also. Although not yet passed, the current draft revised law on Indonesia’s education system (SISDIKNAS) advocates adding 1 year of pre-school to the years of compulsory education.

However, given the scale of the ECE sector in Indonesia, a focus on the transition phased between pre-school and primary school appears to provide the most strategic entry point for DFAT. Given the link between a poor transition and school dropout rates, it is more effective and efficient to

intervene early. And both INOVASI and UNICEF Papua have relevant experience to inform any possible engagement.

Finally, the ISR found continued need for assistance implementing inclusive education policies. This remains an area where there is significant scope to add value strategically. Experience from INOVASI in terms of strengthening local support systems (rather than say direct infrastructure investment) appears to have high potential value.



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## Abbreviations and acronyms

ABIP	Australian-World Bank Indonesia Program
AIPJ2	Australia-Indonesia Partnership for Justice phase 2
AUD	Australian dollar
BEWG	Basic Education Working Group
Bappeda	Regional Development Planning Body, GoI
Bappenas	National Development Planning Body, GoI
CSO	Civil society organisation
Dapodik	Basic education data system (Data Pokok Pendidikan)
DFAT	Department of Foreign Affairs and Trade, GoA
DG	Directorate General
ECE	Early childhood education
EGL	Early grade literacy
EMIS	Education Management Information System, Islamic education, MoRA
Fasda	District facilitator
GoA	Government of Australia
GoI	Government of Indonesia
GEDSI	Gender equity, disability inclusion, social inclusion
HE	Higher education
INOVASI	Innovation for Indonesia's School Children
ISR	Independent Strategic Review
KEQ	Key Evaluation Question
KKG	Teachers' working group
KKKS	School principals' working group
LAYS	Learning adjusted years of schooling
M&E	Monitoring and evaluation
MoECRT	Ministry of Education, Culture, Research and Technology, GoI
MoHA	Ministry of Home Affairs, GoI
MoRA	Ministry of Religious Affairs, GoI
MI	Madrasah Ibtidaiyah / Islamic primary school
MOU	Memorandum of Understanding
NTB	Nusa Tenggara Barat / West Nusa Tenggara
NTT	Nusa Tenggara Timur / East Nusa Tenggara
OPD	Organisations of Persons with Disabilities
PDIA	Problem-driven, iterative and adaptive
PISA	Program for international student assessment
PMM	Platform Merdeka Mengajar
RPJMN	Medium-Term National Development Plan
SKALA	Synergies and collaboration for service delivery acceleration, DFAT
STKIP	College of Teaching Training in Education
SD	Primary school
TaRL	Teaching at the Right Level
TASS	Technical Assistance for Education Systems Strengthening, DFAT
TTI	Teaching training institute
TVET	Technical and Vocational Education and Training
UBT	Universitas Borneo Tarakan
UMSIDA	University of Muhammadiyah Sidoarjo
UNICEF	United Nations Children's Fund

UNICEF Papua  
UNIMUDA

Rural and Remote Education Initiative for Papua  
Provinces Universitas Pendidikan Muhammadiyah, Sorong

# 1. Introduction

## 1.1 ISR background and purpose

DFAT periodically reviews all major areas of work under the Australian development investments. These reviews fulfil necessary accountability requirements, but also provide a basis for improving programs and informing DFAT's thinking about what assistance may be effective in the future. In 2022, DFAT commissioned an independent strategic review (ISR) of two investments in basic education in Indonesia:

- Innovation for Indonesia's School Children (INOVASI) Phase 2, and
- Rural and Remote Education Initiative for Papua Provinces (UNICEF Papua) Phase 3.

The ISR took place over July-November 2022 and was conducted by a team comprising Simon Henderson (Team Leader), Petra Wiyakti Bodrogini Prakosa (Education Specialist), Leya Cattleya (GEDSI Specialist) and Nurman Siagian (Sub-National Education Specialist).

With both INOVASI and UNICEF Papua due to finish within the next 14 months, the main purpose of the ISR was to inform DFAT's thinking and decision-making about Australia's future partnership with Indonesia in the education sector. The ISR terms of reference identified three objectives that contribute to this purpose: to provide evidence and informed advice to DFAT senior management on:

- the performance and effectiveness of both initiatives;
- their continued relevance to DFAT/Government of Australia (GoA) and the Government of Indonesia (Gol); and
- recommendations for future investment(s) in the education sector.

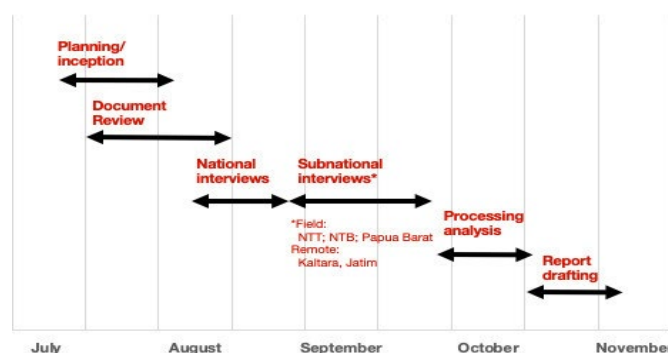
The primary audience and user for the ISR was identified as DFAT, including the Basic Education Unit – Human Development Section and management at Jakarta Post and in Canberra. Secondary audiences included Ministry of Education, Culture, Research and Technology (MoECRT), Ministry of Religious Affairs (MoRA), the National Planning Agency (Bappenas), Ministry of Home Affairs (MoHA) and partner governments at the subnational level. The final ISR report and management response from DFAT is published on DFAT's website in accordance with the Transparency Charter.

## 1.2 ISR approach and methodology

A summary of ISR activities and timeline is provided in figure 1.1 below. The overall analytical approach to the ISR was qualitative. This was appropriate given the purpose of the ISR and the timeframe and resources available. However, within that overall approach, the team drew on a mix of both qualitative and quantitative data.

The ISR collected primary data from interviews (individually and group) and focus group discussions. Nearly 480 stakeholders were consulted as part of the exercise (235 female; 243 men). The ISR consulted stakeholders in Jakarta (remotely and face-to-face) from the Government of Indonesia (GoI), Government of Australia (GoA), program staff and civil society representatives. Sub-nationally, the ISR interviewed GoI staff, program staff and civil society<sup>2</sup> implementing partners in five provinces (including teachers and principals). Subnational interviews were predominantly face-to-face with the exception of stakeholders in East Java and North Kalimantan, who were interviewed remotely.

**Figure 1.1: ISR Implementation**



The ISR also drew on secondary data, in the main from the initiatives' own reports, DFAT administrative data and monitoring records and GoI education sector data. A summary of data sources and collection methods is provided in appendix 1.

Areas visited by the ISR were selected purposively, within limits imposed by logistical and timeframe constraints. The selection aimed to achieve a situationally (if not statistically) representative sample, reflecting differences in districts' relationship with the initiatives (see tables 1.1-1.2). As far as possible, the ISR included remote schools as well as more accessible ones, though it is noted that the most remote schools were not visited. In addition, the choice of key informants largely reflected participating organisations. Where possible, however, the ISR also interviewed informed observers who were not direct participants.

**Tables 1.1 and 1.2: Summary of program districts and geographic coverage of ISR consultations**

Note: Locus of ISR consultations at provincial and district level shown in red text.

**Table 1.1: INOVASI Phase 2**

Province	Key partner districts (Partner districts from previous phase)	Support/scale-out districts (New partner districts)
<b>NTB</b>	<b>Bima; Sumbawa; Central Lombok; East Lombok.</b>	Mataram City; <b>West Lombok; North Lombok;</b> West Sumbawa; <b>Dompu;</b> Bima City.

<sup>2</sup> This included 13 representatives (4 females and 9 males) representing 10 OPDs and organizations that work with people with disabilities, including Wahana Inklusif Indonesia, HWDI Association of Women with disabilities) NTB, LIDI Foundation, Laboratorium Pendidikan Inklusif-FKIP Unram, Pusat Layanan Disabilitas FIP Universitas Hamzanwadi, Solidaritas Perempuan Mataram, Persani Kupang, PPDI Provinsi Papua, SLB Negeri 2 Mataram, Pusat Layanan Disabilitas Universitas Pendidikan Mandalika Mataram.

<b>NTT</b>	West Sumba; Southwest Sumba; Central Sumba; <b>Nagekeo</b> .	West Manggarai; <b>Ngada</b> ; Ende; Kupang; <b>Kupang City</b> ; North Central Timor; South Central Timor.
<b>North Kalimantan</b>	<b>Bulungan; Malinau; Tana Tidung</b> .	Nunukan; Takarang City.
<b>East Java</b>	<b>Probolinggo; Sumenep</b> .	<b>Sidoarjo</b> City; Batu City; <b>Pasuran</b> ; Surabaya City; Mojokerto; <b>Jember</b> ; Malang City; Tenggalek; Ponorogo; Ngawi; Jombang; Lamongan; Gresik.

Table 1.2: UNICEF Papua Phase 3

<b>Province</b>	<b>Key partner districts</b> (Partner districts from previous phase)	<b>Support/scale-out districts</b> (New partner districts)
<b>West Papua</b>	<b>Sorong; Manokwari</b> .	Fak Fak; <b>Kaimana</b> ; Sorong Selatan; Raja Ampat.
<b>Papua</b>	Jayapura; Jayawijaya; Mimika; Supiori; Biak Numfor; Central Mamberamo.	Mamberamo Raya; Paniai; Merauke; Yahukimo.

As far as a possible, group discussions were structured to avoid mixing ‘senior’ and ‘junior’ respondents (in terms of whatever social hierarchy was relevant in the context). Semi-structured interview guides were developed for all individual and group discussions and open, non-leading questioning methods were used to encourage respondents to express and elaborate their own views. Prompts from the ISR were only used in follow up questioning on any point.

During the inception phase, the ISR team and DFAT agreed on a set of key evaluation questions (box 1.1). These broad questions provided the overall direction for the ISR’s enquiries into both programs.

**Box 1.1: Key Evaluation Questions (KEQs)**

KEQ1: How relevant are the INOVASI Phase 2 and UNICEF Papua Phase 3 investments to current Government of Indonesia and Government of Australia's priorities?

KEQ2: Are the investments on track to achieve their higher level (or End of Investment) outcomes?

KEQ3: To what extent are the outcomes of the programs sustainable?

KEQ4: What have been the advantages and disadvantages of using the different modalities to deliver the programs?

KEQ5: How well have INOVASI and UNICEF Papua succeeded in addressing Gender Equality, Disability and Social Inclusion (GEDSI) issues?

KEQ6: What do the ISR’s findings suggest for future DFAT assistance to education in Indonesia?

In order to assess the initiatives’ relevance, effectiveness and sustainability, the ISR also developed a simple analytical framework to ‘unpack’ key performance concepts addressed by both programs

(see box 1.2). The framework was developed based on the programs' own stated strategies<sup>3</sup> and with reference to international good practice<sup>4</sup> and GoI policy. It is important to note however, that the framework is not a normative tool (it does not say what the initiatives *should* be doing). Instead, it is a guide to help interpret and contextualise what they *are* doing. Judgements about the strengths and weaknesses of what has been done (or not done) are based on the primary and secondary evidence gathered during the ISR.

**Box 1.2: ISR analytical framework.**

- **Foundational skills:** literacy, numeracy, character education, digital literacy.
- **Inclusive learning:** gender equality aspects, disability and social inclusion.
- **Policy:** rules, principles, guidelines or frameworks designed to guide decisions and actions in support of organisations' long aims.
- **Systems:** curriculum, teachers and education personnel development (pre-service), data and assessment, learning support systems, delivery support models, financing.
- **Practices:** teacher performance, use of teaching/learning resources, school management, parental/community engagement.

Finally, while both initiatives target improvement in foundational learning outcomes, differences in their size and scale and their operating context (see section 2) preclude simple comparisons between the two. The ISR was not designed to compare and rank the two initiatives and, instead, examined each on its own merits. In the time available, the larger share of the team's effort was focused on INOVASI Phase 2 (given its scale), with UNICEF Papua Phase 3 subject to a relatively lighter review. Nevertheless, where appropriate, the ISR has (cautiously) used comparative analysis to provide insights into strengths and weaknesses and draw lessons for DFAT support.

Notwithstanding the careful selection of districts, the broad range of informants consulted, and efforts to minimise bias during interviews/group discussions, there are limitations to the ISR. The respondents sampled were not selected randomly and hence data gathered will be subject to an unknown degree of selection bias. Certainly, the fact that the ISR could not visit Papua province for the UNICEF initiative, or the most remote schools, means some important perspectives are not represented in this report. Within that scope limitation, however, the ISR team is confident in the reliability of the data collected in the different settings where it did operate, not least because of the consistency of responses among different stakeholders in each of those settings.

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<sup>3</sup> INOVASI: Guiding Program Strategy (December 2021); and Foundational Skills Strategy (December 2021). UNICEF-Papua: Early Grade Literacy (EGL) Roadmap (September 2021).

<sup>4</sup> Sengeh D and R Winthrop, *Transforming Education Systems: Why, What and How*, Brookings Institute, June, 2022.

## 2. The Investments

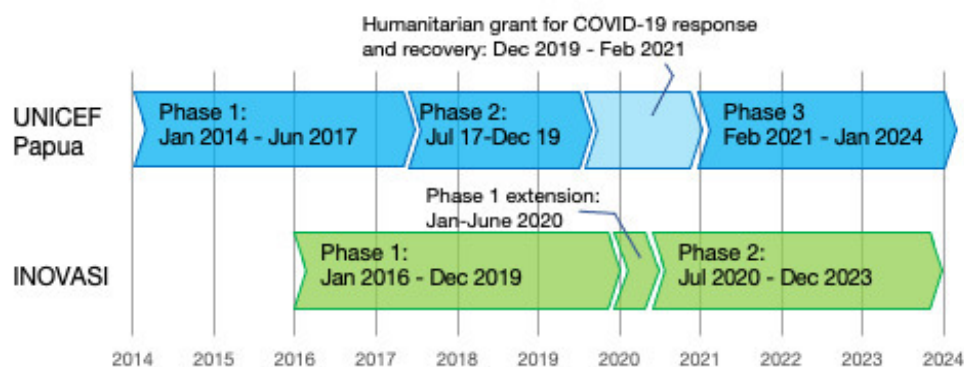
### 2.1 Australian support

The ISR considers two investments:

- Innovation for Indonesia's School Children (INOVASI) Phase 2, and
- Rural and Remote Education Initiative for Papua Provinces (UNICEF Papua) Phase 3.

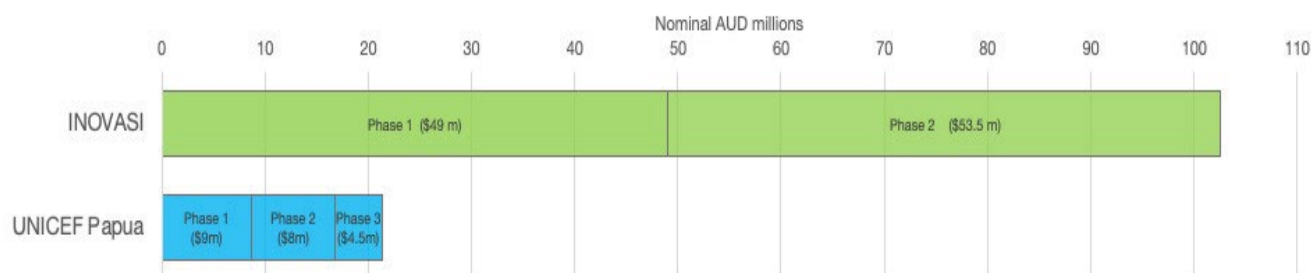
Both represent relatively long-standing commitments for the Australian government. By the end of their current phases, Australia will have supported INOVASI and UNICEF Papua for 8 years and 10 years respectively (figure 2.1).

Figure 2.1: INOVASI and UNICEF Papua timelines



Both initiatives focus on basic education and share similarities in that their earlier phases were involved on piloting solutions to key challenges, while their current phases give greater attention to institutionalising the most promising solutions (in addition to supporting COVID-19 recovery actions). In terms of scale and structure, however, they differ significantly. Overall, DFAT funding has been almost 5 times larger for INOVASI than for UNICEF Papua (figure 2.2). For the current phases, INOVASI funding is more than 10 times greater. In addition, the programs differ significantly in terms of delivery model. INOVASI is a DFAT program, implemented through a managing contractor arrangement, while for UNICEF Papua, DFAT provides a grant to UNICEF, a multilateral UN body, under a partnership arrangement.

Figure 2.2: DFAT allocations for INOVASI and UNICEF Papua





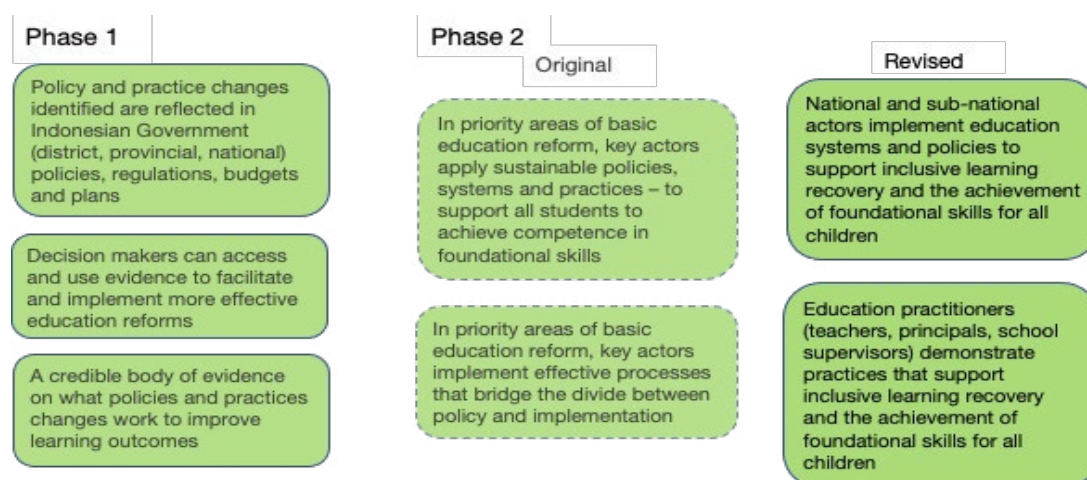
## 2.2 Objectives and approach

### INOVASI

INOVASI is the flagship education initiative within Australia’s aid portfolio in Indonesia. Phase 1 ran from January 2016 to June 2020 (including a 6-month extension). During phase 1, the program operated predominantly at the sub-national level, working with 17 partner districts, across 4 provinces. An additional 5 districts joined the program in 2020 with independent funding.

Phase 2 of INOVASI began in July 2020. For this phase, DFAT integrated its national level, education sector support program (TASS) into INOVASI, to streamline assistance and to better bridge the gaps between national and sub-national systems. Phase 2 also entailed a shift in INOVASI’s role, from a focus on local design and piloting of solutions to more emphasis on partnership brokering and facilitation to support wider replication and sustainability of promoted reforms. INOVASI currently has a presence in 4 provinces, covering 13 key partner districts/cities. In addition, the program has varying degrees of engagement (though no permanent presence) in a further 28 districts located in the 4 provinces (‘support’ and ‘scale-out’ districts/cities). While the goal of INOVASI has remained unchanged over its life, end of investment outcomes have evolved between phases<sup>5</sup> (figure 2.3).

Figure 2.3: INOVASI target outcomes



GEDSI is an important aspect of INOVASI, as indicated in the end of investment outcomes (“inclusive learning recovery” and “foundational skills for all children”). Attention to these issues has been stepped up in phase 2<sup>6</sup> through a twin-track approach: primarily through mainstreaming GEDSI objectives in key program activities such as the development and review of books and other learning materials; and, additionally, conducting targeted activities such as regulatory reform to support learning for students with disability, pilot work on gender responsive schools

<sup>5</sup> DFAT and INOVASI modified Phase 2 end of investment outcomes in late 2021, to improve clarity and specificity (rather than materially change program ambitions). A section 23 amendment was not issued to formalise these changes but the revised outcomes have nevertheless been used for the purposes of the ISR.

<sup>6</sup> DFAT’s aid management system identifies Gender Equality as a ‘significant’ objective for INOVASI phase 2 against the OECD Gender Equality marker, with associated, additional expectations regarding the treatment of this issue.

and language transition approaches, improved processes to increase the number of school principals who are women, and studies on child marriage and education.

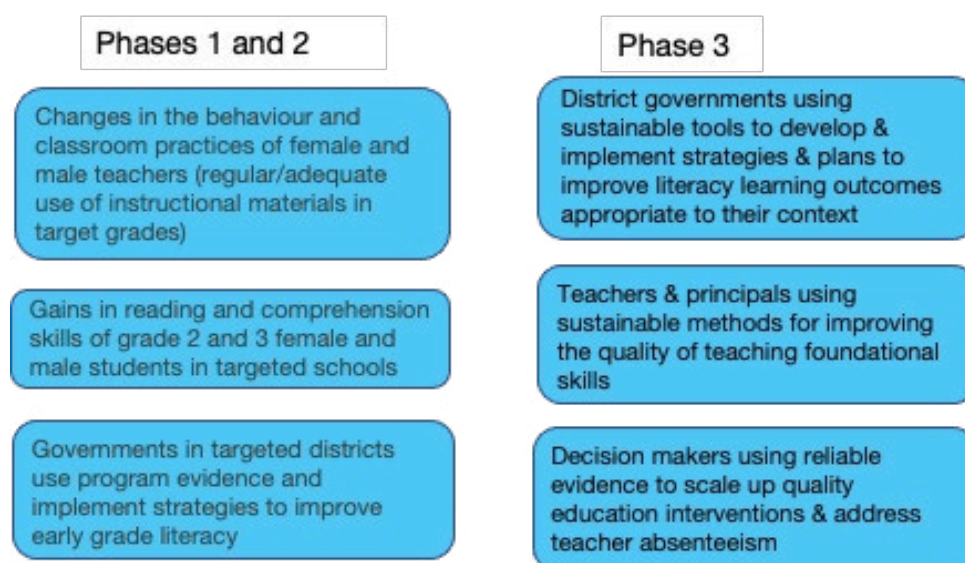
Several factors have influenced INOVASI's approach during phase 2. By design, INOVASI is an example of 'problem-driven-iterative-adaptive' (PDIA) programming, where local stakeholders agree the priorities for support, based on joint analysis of problems and their root causes, and proposed solutions are tested and adjusted/refined in the light of experience. Much of this approach has been continued in phase 2 though not perhaps to the extent envisaged at design. Originally, phase 2 was expected to build on the piloting methods and lessons learned of phase 1, to support wider experimentation and application of locally driven solutions. In practice, this expectation was somewhat overtaken by the outbreak of the coronavirus pandemic and advent of wide-ranging reforms to education policy by the Ministry of Education, Culture, Research and Technology (MoECRT). Both these events increased the urgency of and opportunity for support from the program.

For implementation purposes, INOVASI relies predominantly on local government and civil society (including academic) organisations who are committed to improving foundational skills in their districts. INOVASI facilitates this engagement through a range of actions including, convening interested stakeholders, part-funding training activities, developing and supplying necessary materials and teaching aids, and providing policy advice and recommendations.

### *UNICEF Papua*

UNICEF Papua is Australia's education partnership with UNICEF aimed at improving learning outcomes for children in remote and challenging contexts in Papua and West Papua provinces. The investment start date was February 2014 but phase 1 began substantively in January 2015 after a lengthy inception/set up period. During the first two phases, the program worked with 6 districts (increasing to 8) in the two provinces to pilot school- and district-level initiatives aimed at improving literacy and provision of literacy support. Phase 3 began in February 2021, after a hiatus of around 1 year because of the pandemic. Substantive implementation got underway in September 2021 after an extended inception phase. Consequently, phase 3 had only been fully operational for 12 months by the time of the ISR. UNICEF Papua is working in 16 districts (including 8 new ones). Like INOVASI phase 2, the current phase of UNICEF Papua places greater emphasis on the replication of successful pilots using local government resources and capacity to improve the quality of primary education outcomes and extend provision to a wider number of disadvantaged children. The outcomes targeted for phase 3 reflect this broader ambition (figure 2.4).

Figure 2.4: UNICEF Papua target outcomes



Like INOVASI, GEDSI is an important aspect of UNICEF Papua<sup>7</sup>. Although phase 3 does not have an explicit GEDSI strategy, GEDSI related elements are integrated into relevant activities, such as literacy teaching, attention to girls' return to school as part of the COVID-19 response, advocacy and collection and use of disaggregated data. As part of a GEDSI-informed approach, UNICEF Papua holds training at appropriate times/appropriate locations; where possible works with Organisations of Persons with Disabilities (OPDs) as implementing partners; draws on relevant lessons from other UNICEF programs, such as Out of School Children; and uses Gemilang Books<sup>8</sup>, training and teacher guides around GEDSI.

UNICEF Papua's design is narrower than INOVASI, geographically and thematically. It is focused on literacy, reflecting its budget; the current phase commits only to a small-scale trial of numeracy teaching for early grades. Reflecting local government capacity constraints in the Papua region, UNICEF Papua also contracts civil society organisations as implementing partners to work with local government, with the intention of securing public funding for them in the future.

Although highly participatory, UNICEF Papua is not applying PDIA methods for implementation. UNICEF Papua uses a literacy teaching method developed outside of DFAT funding but piloted and refined in the Papua region during the first two phases of the initiative. Phase 3's shift in emphasis to wider replication (and associated increase in the number of districts covered) has also necessitated changes in the way the training is delivered compared with the first two phases, primarily shortened training and reduced levels of mentorship.

<sup>7</sup> The fact that DFAT's aid management system does not indicate that Gender Equality is significant objective for Phase 3 is the result of DFAT's desire to limit UNICEF's reporting burden, given the relatively small size of its grant.

<sup>8</sup> Gemilang books are contextualised with content and graphics specific to the Papua region, with a view to enhancing their accessibility for early grade literacy students.

## 3. Relevance of support

### 3.1 Policy Relevance

#### Relevance to GoA policy framework

Although not explicitly identified in the Australia-Indonesia Comprehensive Strategic Partnership, foundational skills development in Indonesia underpins the ambition to support deeper economic integration (pillar 1). Greater mutual prosperity over time will depend on sustainable economic growth in Indonesia and reduced poverty and inequality. Within the broader debate about how to achieve such growth, the quality of human capital available to Indonesia (in terms of its education and health) is recognised as key.

The education sector more broadly is an area of high comparative advantage for Australia in the region and again foundational skills underpin the Comprehensive Strategic Partnership's aim to strengthen educational and academic cooperation between the 2 countries. Basic education in Indonesia is also an area of high comparative advantage for DFAT, given the limited number of other development partners engaged who can offer flexible, non-loan-based assistance in the same way as Australian aid.

UNICEF is an important partner for Australian aid in the multilateral sphere generally while UNICEF Papua enables DFAT to continue to support to a region that has historically been politically important to Australia.

More immediately, the importance of support for education was identified in Australia's interim framework document guiding assistance to partners recovering from the global pandemic<sup>9</sup>. It is also recognised as a key element in DFAT's response plan in Indonesia<sup>10</sup> that developed from the interim framework, with a focus on minimising learning loss and managing the risk from school closure, particularly for the most vulnerable.

#### Relevance to GoI policy framework

INOVASI and UNICEF programs are aligned with GoI policies framework on education quality improvement, deriving from highest level of constitution, and translated into the National Education System Law and the most current Medium-Term National Development Plan (RPJMN), to ensure equity of access and education quality improvement (see appendix 2). With the persistently poor student learning outcomes in program for International Student Assessment (PISA) in 2015 and 2018<sup>11</sup>, improving education quality has been a long-standing objective for GoI.

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<sup>9</sup> Partnerships for recovery: Australia's COVID-19 Development Response explicitly identifies the adverse impact of the pandemic on education and resultant risks for national human capital, social cohesion and prospects for recovery.

<sup>10</sup> COVID-19 Development Recovery Plan

<sup>11</sup> Indonesian student PISA score is ranked 74 out of 79 countries with 371 for reading score. This is lower than what was achieved in 2015 with 397 for reading score. Similar trend goes for Mathematics with the score declined from 386 in 2015 to 379 in 2018.

Both initiatives are also very well-aligned with the current administration's priority emphasis on human resource development. In the education sector, MoECRT identified in 2019 that literacy, numeracy and character education would be pillars to improve education quality and since then has embarked on a significant program of reforms, under its *Merdeka Belajar* (Freedom to Learn) policy, which reinforces the efforts of both initiatives; indeed, in many aspects, INOVASI models implementation of the new policy.

In the draft revision of the National Education System Law (forthcoming), literacy and numeracy are explicitly stated as foundational skills to be acquired by all students. The draft also incorporates compulsory pre-school education for 5–6-year-old children to improve the transition to primary school.

### 3.2 Operational Relevance

Feedback to the ISR from national and subnational bureaucrats, provincial and district politicians and school-level practitioners about the support provided has been near universally positive. In fact, when asked to identify areas for improvement, the most common response was to increase the coverage and extend the duration of support. A few factors explain the high relevance of support:

- **Need:** While shortcomings in foundational learning have been well-known for some time, the COVID-19 pandemic appears to have created a tipping point in terms of urgency for action. Interest in the support also appears amplified by new, more joined-up ways of working among district level stakeholders, which also appears to have developed out of necessity in the pandemic.
- **Timeliness:** receptiveness to the support provided by both initiatives has been enhanced by national level policy: the priority attached to foundational skills by Indonesia's current administration and associated reforms being rolled out by MoECRT.
- **Design:** the support provided by both initiatives resonates strongly with participating stakeholders interviewed, notwithstanding concerns about the sufficiency of UNICEF Papua's assistance (see sections 4 and 5). INOVASI's demand-led approach and emphasis on local ownership in particular has been important in this regard, while its national and subnational presence has enabled it to add value in Indonesia's decentralised primary education system.

The disruption caused by the outbreak of COVID-19 pandemic has been significant in Indonesia. A World Bank study estimated that since the closure of schools through to June 2021, students would have experienced learning loss of around 0.9 learning adjusted years of schooling (LAYS)<sup>12</sup> and an average loss of between 25 to 35 points on PISA reading scores (Afkar and Yarrow, 2021). Further, it is estimated this will lead to a present value loss in lifetime earnings for all students of

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<sup>12</sup> According to Yarrow et. Al (2020), Learning adjusted years of schooling (LAYS) explains the difference between the number of years a child attends school and the actual years of learning the child has completed according to harmonised test scores. During pre-pandemic time, Indonesian Human Capital Index is 12.3 years of schooling but only learn the equivalent of 7.9 years of schooling.

about US\$151 billion. The extended estimate through to December 2021 predicts an additional loss of 0.3 years of learning adjusted schooling and a further loss of 11 PISA points. An INOVASI study on learning loss (2021) demonstrated clearly that students from poorer families, those living in underdeveloped areas and those without internet all were more adversely affected by the pandemic.

In response, both INOVASI phase 2 and UNICEF Papua phase 3 have demonstrated high operational flexibility by adapting considerably, not only to new modes of delivery but to take on new areas of work to support GoI's response to COVID-19. INOVASI for example contributed to the development of a simplified emergency curriculum for teachers during school closures, while UNICEF Papua promoted vaccinations for teachers and helped district governments reopen schools in line with national government guidelines.

In addition to adapting effectively to changing circumstances, the assistance provided by both initiatives appears generally well-aligned with 'what works' in basic education. INOVASI and UNICEF Papua support matches up well with many of the factors identified as most promising for improving children's learning outcomes in an evidence 'super synthesis' commissioned by DFAT<sup>13</sup>. These include provision of reading materials, targeted teacher training, provision of teaching materials, curriculum review, assessment of student abilities and provision of materials in mother tongue.

That said, based on MoECRT's own definitions, there are certain areas of foundational learning that have not been strongly supported to date (table 3.1).

**Table 3.1: Areas of limited attention**

Area	Comment
<b>Numeracy</b>	<ul style="list-style-type: none"> <li>UNICEF Papua committed to trialling INOVASI numeracy module in only 1 district</li> <li>INOVASI successfully advocated for improvements in the national curriculum on numeracy learning progressions and its numeracy modules and related content are on the national Platform Merdeka Mengajar (PMM). In schools, however, numeracy has not been implemented widely since piloting during Phase 1. In East Java, CSOs have piloted and disseminated numeracy modules in their schools and in Central Lombok some schools have adopted a combined literacy and numeracy approach.</li> </ul>
<b>Character education<sup>14</sup></b>	<ul style="list-style-type: none"> <li>UNICEF Papua addresses character education through positive discipline content incorporated into literacy modules. Although aligned with the context of Papua, training in the topic in practice is quite limited.</li> <li>INOVASI has supported MoRA's Religious Moderation program at the national level. At subnational level, character education activity was piloted in 6 schools in West Sumba district as well as in 13 LP NU Ma'arif's madrasahs in Lamongan and Sidoarjo districts. Implementing partners indicated the activity could be improved by fusing it into literacy and numeracy activities.</li> </ul>

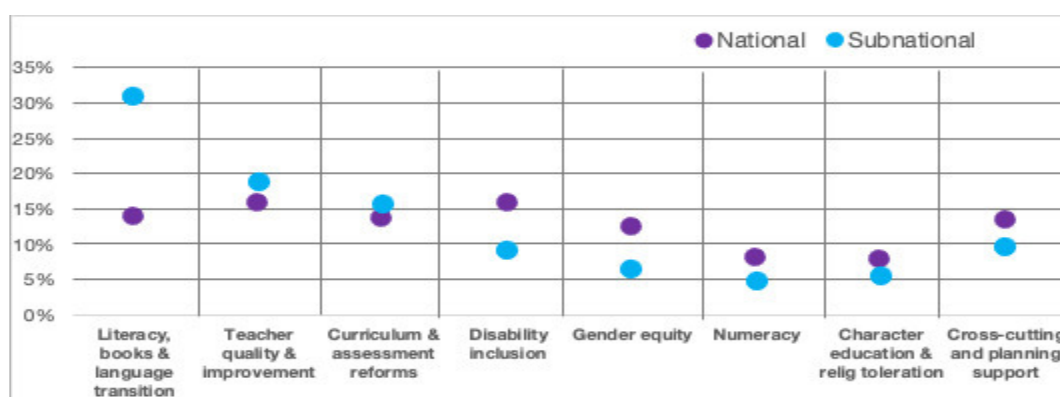
<sup>13</sup> What works best in education for development: A super synthesis of the evidence, DFAT, 2017.

<sup>14</sup> Character education definition has been broadly defined - ranging to religious moderation to Pancasila Student Profile concept as introduced by the government.

<b>Language transition</b>	<ul style="list-style-type: none"> <li>• UNICEF Papua does not address this topic.</li> <li>• INOVASI Mother Tongue or Bahasa Ibu module has been trialled in Nagekeo and East Sumba (NTT) only. Although effective, the approach faces challenges: teachers often come from other regions and do not speak the local language; local languages themselves vary, even within one district, which complicates the task significantly of transitioning to Bahasa Indonesia.</li> </ul>
<b>Digital learning/skill support</b>	<ul style="list-style-type: none"> <li>• UNICEF Papua in discussion with MoECRT about linking its simplified EGL self-learning material to MoECRT’s digital platform (PMM).</li> <li>• INOVASI has supported Education Technology (EdTech) to improve education quality including contributions to PMM materials and local platform development. However, many teachers need support to make use of these digitised contents effectively. Online and hybrid learning for teacher professional development and in the classroom do not happen immediately. Mentorship support is needed for platform administrators and district facilitators to benefit from the digital learning process<sup>15</sup>.</li> </ul>

For UNICEF Papua phase 3, this reflects initiative design largely, given the explicit (and near exclusive) focus on literacy. INOVASI phase 2 in principle spans these other areas but in practice has devoted fewer resources to them (figure 3.1).

Figure 3.1: Indicative distribution of INOVASI staff and activity costs by program area



Source: INOVASI estimates.

According to program staff, this distribution reflects the priorities of participating stakeholders. It is certainly true that a number of respondents at district level indicated literacy was the key priority as a foundation for all other subjects. However, this appears in part to reflect views that numeracy content is more difficult to implement and in part a lack of capacity or resources (including funding for local facilitators). INOVASI itself has found it more difficult to recruit numeracy specialists or find capable partners. It is also true that other subnational respondents viewed foundational literacy and numeracy as two sides of the same coin and were keen for assistance on numeracy. INOVASI typically refers to literacy and numeracy in tandem when

<sup>15</sup> E-Learning for Numerasi is a Learning Management System developed for use by Ma'arif and Muhammadiyah schools in East Java. However, despite training, the local (online) facilitators preferred to use PDF modules delivered via video meetings for teacher training, as they felt more familiar with the strategy.

discussing foundational skills in its own reports. Clearer exposition of the program’s treatment of other foundational skills learning is required.

### 3.3 GEDSI Relevance

Both initiatives have identified specific GEDSI results tailored to their scope and purpose. All result areas are considered relevant and have been addressed, albeit to varying degrees (see section 4). For the purposes of considering relevance, therefore, the ISR has examined performance against key drivers of GEDSI relevance, drawn from DFAT’s Investment Quality Standards (tables 3.2-3.3). Differences in the criteria applied reflect the different expectations established for each initiative<sup>16</sup>.

Tables 3.2 and 3.3: Areas of limited attention

Table 3.2: Gender Equality Criteria

Element	INOVASI phase 2	UNICEF Papua phase 3
<b>Gender analysis/strategy</b>	Very Good. INOVASI developed a sound analysis and strategy relating to gender equality, disability inclusion, and other social inclusion for the program as a whole (GEDSI Strategy Update, 2021). Limited gender analysis available at the local level.	Insufficient gender analyses in the baseline study (August 2022) and in Program Implementation Plan. The phase has an adequate strategy (albeit implicit), but no specific elaboration on how to deliver it. Gender equality not included in the Scalability Road Map.
<b>Sufficient budget</b>	Adequate. Sufficient budget is available to fund gender related activities, particularly GEDSI tagging in program activities. However, limited gender responsive initiatives identified and supported in practice.	<i>Not assessed by the ISR</i>
<b>Sufficient M&amp;E</b>	Good. The program collects disaggregated data by sex and disabilities to aid understanding of issues, and challenges and to assess performance against GEDSI results. Assessment tools have been introduced to educators, allowing for <i>inter alia</i> collection and reporting of national assessment data by gender, disability, remoteness, and mother tongue. To date, limited reporting on learning outcomes and progress in building local M&E capacity.	Insufficient. Disaggregated data by sex and disability status is identified in the M&E framework Development of tools and reporting for phase 3’s indicators, including GEDSI dimensions is underway.  Gender disaggregated data are available for participants of pre-service and in-service training but other GEDSI-related issues of differential experiences not available.
<b>Ownership/capacity among local stakeholders</b>	Good. Local ownership of GEDSI related initiatives have been good, demonstrated by the stakeholders’ support for efforts to strengthen policies and systems. Limited working collaboration with Dinas Women Empowerment and Child Protection and Women CSOs.	<i>Not assessed by the ISR.</i>

Table 3.3: Disability Inclusion Criteria

<sup>16</sup> Gender equality is identified as a ‘significant objective’ for INOVASI phase 2, whereas this is not the case for UNICEF Papua phase 3.



Element	INOVASI phase 2	UNICEF Papua phase 3
<b>Actively involve people with disabilities and/or OPDs in implementation</b>	Very good engagements with OPDs in NTB, with some significant initiatives for disability inclusion delivered at the provincial and district level (East and Central Lombok). More limited in other target provinces of the Project.	Insufficient. OPDs <sup>17</sup> were consulted during the development of simplified Early Grade Literacy (EGL) self-learning material, though influence of the consultations on the final output not documented. No information is available on the participation of OPDs in other activities in the Program.
<b>Design and implementation informed by analysis of barriers to inclusion</b>	Very good. Relevant barriers to quality education for children with disabilities identified and analysed, differential impact of COVID-19 related disruption on students with disabilities. Limited analysis at the local level to raise awareness and commitment to address barriers to disability and social inclusions.	Insufficient. No specific analyses of disability (or social) barriers to inclusion undertaken to support key design, planning and implementation documents for phase 3.
<b>Sufficient budget for disability inclusive measures</b>	Very good. Funding has supported the participation of various OPDs in the revision of MoECRT and MoRA policy for inclusive education, including on reasonable accommodation; on special education and services in higher education; and on disability service units, awaiting ratification.	<i>Not assessed by the ISR.</i>

The assessment indicates that INOVASI phase 2 has processes in place to ensure activities are relevant. That said, specific gender and disability analyses at the local level could strengthen the program in this regard, given the different contexts in which the program works. For UNICEF Papua phase 3, the assessment indicates these processes are less well-established. While the ISR does conclude therefore that the phase lacks GEDSI relevance, the assessment suggests there is greater risk of this over time. Proposed measure to assign a member from each CSO implementing partner as a GEDSI focal point, to ensure GEDSI issues receive sufficient attention is welcome in this regard.

## 4. Progress towards outcomes

This section examines the progress of both initiatives to the end of investment outcomes established for their current phases and towards the GEDSI specific results identified by each initiative. As noted in section 1, greater attention is paid towards INOVASI, given its relative size; the review of UNICEF Papua's progress is less detailed and the findings more indicative<sup>18</sup>.

<sup>17</sup> Including Wahana Inklusif Indonesia, HWDI (Association of Women with Disabilities), WKCP – Wahana Keluarga Cerebral Palsy, UNY – Dr. Hermanto, M.Pd. Head of Special Education UNY, Mimi Institute, Pertuni (organisation for persons with visual disability), CYDC – Children and Youth Disabilities for Change, KND – Komisi Nasional Disabilitas Indonesia (Indonesia National Disability Commission), ULD – Unit Layanan Disabilitas (Disability Services Unit), and GerkatIn (organisation for persons with auditory disability)

<sup>18</sup> This does not affect their reliability, *per se*, only the strength of conclusions that may be drawn.

One challenge in interpreting progress towards outcomes is that neither INOVASI nor UNICEF Papua indicate the level of expected achievement i.e. how much is ‘enough’. Informing its judgement, the ISR notes that ‘scale out’ is a key expectation for both initiatives in their current phases – the wider uptake/application of improvements (beyond pilot-level operations).<sup>19</sup>

This challenge is compounded by the scope of INOVASI in particular. For sure, with a large program, working in multiple locations, promoting an array of different reforms, many changes will have been supported. And indeed, INOVASI progress reports do a good job outlining the many positive areas of engagement. But determining whether together they meet expectations is harder to say. INOVASI phase 2 performance reports could be strengthened by increasing their evaluative content, in weighing the different aspects of progress against challenges and/or outstanding need<sup>20</sup>.

It is also noted that substantive implementation of UNICEF Papua phase 3 only began in September 2021 (after an extended inception phase) and after a gap in the program of over 20 months because of the pandemic. This necessarily limits the degree of progress observable.

#### 4.1 INOVASI Phase 2: Contribution to improved systems and policies

“National and sub-national actors implement education systems and policies to support inclusive learning recovery and the achievement of foundational skills for all children”

INOVASI is on track to achieve this end of investment outcome; in fact, it can be argued that the outcome has been substantively achieved already, given that implementation of many changes introduced will only occur over time. Changes to policy and systems do not guarantee improvements in implementation, of course, but in the right circumstances they play an important role in enabling behaviour change. By definition, changes at these levels occur at scale.

INOVASI has supported many efforts to strengthen education policies and systems during phase 2. Appendix 3 summarises major examples. Nationally, the program has been engaged in and supported some notable policy developments:

- The new national education policy (*Merdeka Belajar* or Freedom in Learning)<sup>21</sup>, a new national curriculum (*Kurikulum Merdeka*), revisions to Indonesia’s National Education Standards, in line with the new curriculum; the new National Education System Law (which will be considered by parliament in 2023); and the establishment of MoHA’s district minimum service standards for education.

<sup>19</sup> Differences between INOVASI and UNICEF Papua in scope (geographical and thematic) are important here in moderating interpretation and avoiding simplistic comparisons, but the point remains valid for both initiatives.

<sup>20</sup> In the absence of targets (which would only limited value), the onus is on the program to assess and explain more clearly the relative significance of progress (and challenges) in terms of the overall ambitions for the phase.

<sup>21</sup> There are 21 episodes under *Merdeka Belajar*: relevant aspects include: #1 on the Four Pillars of the policy promoting literacy, numeracy and character education development; other episodes influenced or informed by INOVASI pilots are #4 Mover Schools (*Sekolah Penggerak*), #5 on Mover Teachers (*Guru Penggerak*), and #7 on Mover Organisations (*Organisasi Penggerak*).

- A simplified, emergency curriculum, developed in response to the disruption caused by the COVID-19 pandemic that took hold shortly before the start of phase 2, and advocacy for a national strategy to address COVID-19 related learning loss through the Learning Loss Task Force<sup>22</sup>.
- Revision to the policy for allocating the national grant for schools' operational funding (BOS grant), to ensure disadvantaged schools receive greater funding to reflect their circumstances.
- And notably, INOVASI has also played an active role in supporting the implementation of these policy reforms, through for example: assisting MoRA to adopt the new curriculum in its madrasah schools; socialising the reforms and supporting training and preparation in partner districts; assisting MoECRT monitor progress of its *Sekolah Penggerak* (Mover Schools)<sup>23</sup>, a priority program under *Merdeka Belajar*.

While the impressive pace and positive direction of change in the sector has clearly been driven by GoI, INOVASI has operated effectively providing trusted and credible contributions to the process.

Sub-nationally, INOVASI has also supported policy development in partner districts (see Appendix 3), such as the integration of priority education objectives in district RPJMD medium-term plans (Bulungan in North Kalimantan, Bima in NTB province, and Nagekeo and West Sumba in NTT province), Strategic Plan (Sidoarjo, East Java) and multiple instances of Bupati instructions and District Education Office circulars (Districts in Sumba Island, Bima, Centra Lombok and Nagekeo) promoting the adoption of improved teaching methods promoted by the program. In some cases, the program has also been effective in facilitating multi-stakeholder platforms to support education policy development and implementation (Bima, and Central Lombok districts in NTB province, NTT province and the Sumba Island, and North Kalimantan province,).

Notwithstanding these successes, there are inevitably instances where progress has been slower than anticipated or stalled – for example the Grand Design and Roadmap for Education that was produced by the multi stakeholder dialogue in NTT. These instances do not, however, outweigh the program's positive contributions.

It is also much harder for the ISR to determine the importance of the program's contribution to particular policy changes (rather than confirm participation in the process). This latter point appears to be more of an issue with respect to national level policy engagement, where MOECRT has resources and, the ISR was informed, can access high quality technical expertise with or without INOVASI, though typically not in the timeframe required.

Nevertheless, stakeholder consultations indicate consistently that INOVASI's open and collaborative approach to working with national counterparts is widely appreciated, the quality of

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<sup>22</sup> An informal inter-ministerial task force that included development partners and met regularly from mid-2021.

<sup>23</sup> Sekolah Penggerak, along with Guru Penggerak (Mover Teacher) and Organisasi Penggerak (Mover Organisation), are flagship MoECRT programs designed to advance implementation of Kurikulum Merdeka and pump-prime funding that is subsequently incorporated into District Plans.

support is considered high and access to Australia's experience on particular aspects of education has been valued. Generally, INOVASI's flexible and responsive funding is an important comparative advantage at national level.

In terms of systems development, INOVASI has contributed in a variety of ways, nationally and sub-nationally (again, see appendix 3):

- Multiple contributions to strengthen the new curriculum, including guidelines and toolkits to facilitate differentiated teaching practices, learning progressions/ sequencing for early grade mathematics and Bahasa Indonesia, greater alignment between foundational teaching on MoECRT's character education and MoRA's religious moderation topics, and integration of GEDSI considerations, for example in learning progressions and the differing abilities of students.
- The new, competency based national assessment system, which supports MoECRT's new Education Report Card (*Rapor Pendidikan*) for national and subnational governments. MoECRT views the Report Card as an important tool to lever improvement and the ISR certainly noted awareness of and sensitivity to the Card in NTB and NTT provinces.
- Working with and strengthening Teacher Training Institutes (TTIs) in partner provinces, with 12 TTIs integrating INOVASI literacy or literacy and numeracy training approaches into their curriculum and courses for primary school teachers; and others adopting INOVASI materials in their volunteer literacy teaching programs. INOVASI has in some cases strengthened connections between TTIs, government (subnational and national) and schools, and in NTB, the connections between TTIs, with the establishment of a provincial TTI association. Universitas Borneo Tarakan (North Kalimantan) and UMSIDA (East Java) are both partners also.
- Partnership with influential CSOs such as LP NU Ma'arif and Muhammadiyah in East Java has supported changes in teaching practices for literacy and numeracy in the large number of madrasahs and schools under their management. As part of this partnership, the program has also supported organisational development in these partners.
- Improving the provision and distribution of levelled reading books, book procurement and creation and distribution of reading books, working in tandem with GoI, the private sector and foundations – an example of an initiative that began as a pilot in North Kalimantan and then led to advocacy for changes in national policy.
- Enhancing availability of improved teaching materials, via digital technologies: contributing 34 literacy, numeracy and language transition teaching modules and 14 microlearning videos to MoECRT's national digital platform (PMM) for teacher professional development<sup>24</sup>; and supporting development of local platforms to strengthen learning management in NTB, North Kalimantan and in East Java.

The program's contribution to education systems development overall has been very positive. It is important to note, however, that implementation efforts on the part of local stakeholders are still

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<sup>24</sup> These contributions are a small proportion of the content being loaded on PMM, but valued, nonetheless.

work in progress. Use of digital technology to support teachers clearly makes sense, but ISR field visits highlighted that challenges remain regarding connectivity, access costs, user-friendliness, user know-how/familiarity and, in the case of madrasah, access rights as they cannot currently log-in to MoECRT's PMM system.

Nevertheless, the program has contributed very effectively to improved policies and systems; it has been able to do so through a combination of opportunity and capability:

- Early on in Phase 2, the Ministry of Education, Culture, Research and Technology (MOECRT) began implementing a series of major reforms in the education sector, which in turn has generated a huge amount action and opportunity for assistance;
- The advent of COVID-19 only served to amplify demand for assistance and support, centrally and sub-nationally;
- INOVASI was well-placed to engage with the opportunities: the program was perceived as demonstrably relevant to that reform agenda, based on its flexible approach, the evidence base available from phase 1, and phase 2's design (including the enhanced capacity following the merger with TASS);
- INOVASI's engagement with key decision-makers was facilitated through strong, relationships based on credibility and trust built over time by program staff and an approach that prioritises local ownership;
- Flexible programming and funding mechanisms – couple with strong relationship and trust with DFAT – enabled INOVASI to be relatively agile and responsive, compared with other development partners programs; and
- Resourcing levels for INOVASI (human and financial), which enabled the program to sustain high quality engagement.

In terms of inclusion issues, 2 (out of the 4) GEDSI-specific objectives for INOVASI's current phase are particularly relevant at the level of systems and policies:

- **Demand-driven research and technical support generates knowledge, evidence and supports advocacy on GEDSI that is used by decision-makers to improve policies and systems...**
- **GEDSI-focused teaching and learning materials and resources that are proven to be effective are scaled**

INOVASI has supported the introduction of new national regulations by both MoECRT and MoRA on Reasonable Accommodation for People with Disability, assisted MoRA develop its national policy and roadmap for inclusive madrasah, and helped MoECRT to develop the Student Learning Profile (PBS) information system, as a tool to identify students with disabilities and integrating with MoRA's EMIS system. In partnership with UX Indonesia, INOVASI has also developed a PBS system that is expected be integrated with MoECRT education data (Dapodik). The development and application of PBS is on-going. The program also supported MoRA in the drafting of a Ministerial Decree on the Prevention and Management of Sexual Violence at

School/Pesantren. The draft is at the Ministry of Law and Human Rights for policy harmonisation.

Sub-nationally, the program supported an update of the Governor Regulation on Inclusive Education in NTB, designed to improve data collection for students with disability and ensure all schools are inclusive. To inform drafting, INOVASI facilitated consultations with technical experts on disabilities and universities in recognition of the importance of inclusive education in NTB, and OPDs representing those with physical disabilities, emotional and psychosocial disabilities, and functional disabilities.

The program also supported drafting of a Bupati regulation in East Lombok on the Right of People with Disabilities, which has been used by local government to work with various stakeholders on inclusive education, as part of implementation of Kurikulum Merdeka. The program has facilitated the Inclusive Madrasah Education Forum in six provinces, for awareness raising and policy dialogue on the importance of inclusive education in madrasah and advocated for and assisted three district governments to integrate GEDSI objectives into their medium-term plans (Nagekeo, West Sumba and East Sumba) and in their Bupati Regulation (Probolinggo, East Java and in East Lombok, NTB).

The program is continuing to support the development of a digital platform (Inclusive Education Dashboard) to provide management information on the characteristics and location of students with disability in NTB schools, using a simplified version of the PBS. In East and West Lombok districts, teachers' capacity to maintain and access data on students with learning disability has also been increased with the introduction of the Kobo Toolbox application though substantive effectiveness is unclear, given under-developed links with specialist teachers.

Thematic studies on child marriage and on women leadership in schools have been concluded and key findings and recommendations presented to the project's stakeholders. For the former, the program compiled modules for students grades 4, 5, 6, teachers and parents and prepared early detection instruments for children who are at risk of child marriage as part of the follow up to the study. Follow up interventions to the study on women leadership in schools is awaited.

With respect to GEDSI relevant learning materials, the program has mainstreamed GEDSI as far as possible in its contributions to the development of teaching and learning resources to support the new curriculum. All the materials provided by INOVASI for MoECRT's national digital platform for teacher professional development (PMM) are inclusive, though they represent only a small proportion of the total content. The program has also worked with MoECRT teams responsible for content on PMM to increase their capability to check for inclusivity, given that currently the responsible team has no specialist GEDSI capacity. The NTB Belajar program is being piloted for teacher professional development, and content on the platform includes six INOVASI inclusive education modules and a MoECRT video on bullying. Table 4.1 outlines additional, relevant contributions subdivided by GEDSI element:

**Table 4.1: Key contributions to GEDSI material and resource development at scale**

Gender inclusion	Disability inclusion	Social inclusion
<ul style="list-style-type: none"> <li>• INOVASI provided inputs to the Gender sensitivity book review manuals for teachers.</li> <li>• Gender equality concepts and values have been integrated into the pre-service training in literacy programs.</li> <li>• A gender sensitive WASH module was developed in collaboration with district governments of Nagekeo and West Sumba, Plan International Indonesia and Save the Children. The module sets standards of WASH for students and teachers, which considering the specific needs of different gender and those with disabilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Disability inclusion integrated as part of teacher pre-service training developed by members of the TTI Association in West Nusa Tenggara.</li> <li>• Two MoECRT Disability-Inclusive Education handbooks providing practical guidance to teachers with non-special educational backgrounds, and to parents of children with disabilities to support their development at home, are at the editing stage. These will be critical resources for teachers for implementing Government Regulation No 13 of 2020 on reasonable accommodation for students with disabilities.</li> <li>• In Bima district, a learning module has been developed with STKIP Taman Siswa for facilitating students with disabilities, as part of the GEMAR Literasi program - appropriateness for wider scale out is to be assessed.</li> <li>• In North Kalimantan, a Bahasa Indonesia version of BookBot – a reading application designed to assist students with dyslexia and other reading difficulties – is being developed for use in North Kalimantan learning management system.</li> </ul>	<ul style="list-style-type: none"> <li>• Teaching materials with a language transition component have been accepted for use on the Merdeka Mengajar platform (PMM). Two videos on language transition have been produced to show how this is implemented in classrooms. However, access of Madrasah’s teachers and Special Education teachers to the material on PMM is not yet available.</li> <li>• In Bima, 10 folk stories have been adapted into children's stories to be used as reading books for literacy by teachers and literacy volunteers, in collaboration with the district education office and the Research and Culture Organisation of Panjenang (Lembaga Riset dan Budaya Panjenang).</li> <li>• The GEMAR Literasi Program, working with private sector and CSOs established a Book Bank to improve access to appropriate reading materials in school and in communities.</li> <li>• In North Kalimantan, the program has supported UX Indonesia to develop a provincial resource platform and to develop videos and early grade readers relevant to the local context, particularly for those in remote areas.</li> </ul>

The available evidence indicates that INOVASI is on-track to achieve these two relevant GEDSI objectives in overall terms. However, the greater contribution appears to be in the sphere of disability inclusion. This in part reflects demand/need among local stakeholders. But it is also the case that the program has found it harder to gain traction with decision-makers on the relative importance of attention to gender issues.<sup>25</sup> Interviews conducted during the ISR indicated that in some cases this was an issue of culture but in others lack sufficient evidence to engage policy makers. Similarly, in spite of a long-standing GoI policy on use of local languages in early grades, the program has had limited success in advocating for wider use of mother tongue based on pilots in 3 different areas.

## 4.2 INOVASI Phase 2: Contribution to improved school-level practices

“Education practitioners (teachers, principals, school supervisors) demonstrate practices that support inclusive learning recovery and the achievement of foundational skills for all children”

Practitioners in partner provinces interviewed for the ISR consistently expressed the view that INOVASI’s ways of working and the literacy (and in some cases literacy and numeracy) training,

<sup>25</sup> This in part reflects the progress Indonesia has made in ensuring equitable access to education to girls and boys and girls’ performance in education (when ‘gender’ is viewed narrowly in terms of ‘girls’).

teaching methods and materials provided are highly valued and perceived as effective. Furthermore, all participating teachers who were interviewed during the ISR indicated they continue to apply the methods and tools from their training.

A similar picture arises for principals and supervisors, who have been trained as facilitators (Fasilitator Daerah or Fasda) primarily to support teachers applying these new practices, through teacher working groups (KKGs) in individual schools and among clusters (Gugus). Most participating teachers interviewed expressed the view that their KKG Gugus generally operate well (though not in all cases) and are useful forums to learn more about the methods and discuss problems and possible solutions. In contrast, previously KKG Gugus were not facilitated events and largely convened for education administration (planning the start of new terms, delivering the end of year examination program and so on). School principals interviewed (who were typically trained as Fasda) were also supportive; in some madrasah, for example, this meant starting the school day earlier to accommodate the differentiated literacy learning activities promoted by the program.<sup>26</sup>

It should be noted that these experiences relate predominantly to early grade literacy teaching; other components of children's foundational skills have not been addressed to the same degree (see below and section 3). Nevertheless, literacy is key and the ISR consistently found that INOVASI's support has both engaged participants and demonstrably changed practices in this sphere.

This success is all the more striking given that the core concepts of INOVASI's approach – diagnostic/formative testing and teaching at the right level (TaRL) – have existed for more than 20 years and are known to senior practitioners in Indonesia. INOVASI's breakthrough appears to have been its attention to both context – adapting to suit the circumstances of different implementers – and practical application – translating concepts, principles, materials into relevant, real-world actions and tools that teachers can readily apply.

This very positive finding, however, is a necessary but not sufficient condition to achieve the end of investment outcome. This requires evidence that three conditions have also been met:

- uptake has occurred on a large enough scale (in keeping with the expectation for phase 2);
- inclusion ambitions, explicit in the wording of the outcome, have been addressed; and
- practices promoted do indeed improve learning outcomes.

In answering the first of these, the ISR is faced with the fact that INOVASI does not systematically track and report the extent of uptake and application of changed practices<sup>27</sup>.

Understanding progress with respect to wider uptake is further complicated by 2 factors:

- INOVASI uses the term 'scale out districts' to categorise its relationship with certain non-partner districts in the provinces where it works. This has created some confusion given that, in practice, wider uptake and application (i.e. 'scale out') is occurring primarily

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<sup>26</sup> Teachers too were required to start earlier, without additional remuneration. Their resignation to this fact was more than outweighed, however, by the motivation they described on seeing the progress achieved.

<sup>27</sup> The program does, however, continue to collect outcome data for a smaller number of new pilots and grant programs in phase 2.



within its ‘key partner districts’, as local partners expand coverage. As part of a more systematic treatment of the issue of uptake and application, the program could usefully re-title ‘scale out’ districts to reflect more meaningfully their differing operational status and particular role within the program strategy.

- The second complication arises from the program’s philosophy: INOVASI does not promote replication of specific solution ‘packages’; strictly speaking, it advocates wider use of PDIA approaches as the means to generate local solutions to priority problems. These changes in process and behaviour are much harder to observe. That said, use of diagnostic/formative assessment methods and Teaching at the Right Level (TaRL) are essentially core tenets of the program that have in practice been promoted widely, even if tailored differently according to context.

Notwithstanding limitations in available data, the evidence compiled by the ISR (see appendix 4) indicates that wider application of improved teaching practices (developed with INOVASI support) is taking place. This appears to be happening at a significant scale in NTB province – with over 1,000 schools included in programs to expand application of the methods. This is also potentially the case in NTT, where partner districts have reportedly adopted TaRL but details about the extent of application are unclear<sup>28</sup>. Experience in East Java is noteworthy for the extent of uptake beyond INOVASI’s 2 ‘partner’ districts. This appears driven primarily by motivation of the district education offices, though the strong partnership with the civil society organisations, NU Ma’arif and Muhammadiyah offers substantial opportunity for further scaling up.

In terms of the second condition – the extent to which inclusion has been addressed – INOVASI’s 2 remaining GEDSI objectives are relevant here:

- **Educators in targeted districts have increased capability and are using tools to support gender-responsive and inclusive learning and participation**
- **Educators in targeted districts have increased capability and are using tools to conduct diagnostic assessments to establish the individual learning requirements...**

GEDSI aspects have been integrated into all the training provided to facilitators (Fasda), principals, supervisors, and teachers. This covers concepts, norms, and principles of gender equality, inclusive education and child protection as well as initial awareness raising about how to adapt learning for children with disability.

Specific actions have also been undertaken (tables 4.2-4.5):

#### Tables 4.2-4.5: Key contributions to Educators GEDSI capabilities

**GEDSI Objective 1: Educators in targeted districts have increased capability and are using tools to support gender-responsive and inclusive learning and participation.**

**Table 4.2: Contributions to GEDSI capabilities overall against GEDSI Objective 1.**

<sup>28</sup> Observations during field visits suggest application is to date more limited in NTT compared with NTB, but this is impressionistic.

- Educators in East Sumba increased their capabilities in developing gender equality, disability inclusion, and social inclusion in the school plans of six schools, which has now been replicated in 14 other schools.
- Forum Pendidikan Madrasah Inklusif (Inclusive Madrasah Education Forum) was established to facilitate dialogue among madrasah teachers on how to develop inclusive Madrasah education. Interviews in NTB and NTT however suggest further work is required to promote awareness of the Forum.

**Table 4.3: Contributions to GEDSI specific capabilities against GEDSI Objective 1.**

Gender Inclusion	Disability Inclusion	Social inclusion
<ul style="list-style-type: none"> <li>• In target districts, the ISR found increased awareness among educators on the importance of promoting gender equality among students, and use of participatory activities to create inclusive classroom environments without gender-bias. Teachers have been able to prepare and use learning tools and media that demonstrate equal opportunities in various professions and to avoid gender stereotyping.</li> <li>• On a pilot scale: with Universitas Muhammadiyah Sidoarjo (UMSIDA), gender-responsive school management practices, including schools' policies and lesson plans are being piloted with teachers from 10 schools in Sidoarjo, East Java. Learning Implementation Plans were developed in 3 schools, integrated into the policy of 1 and into the budget of 2 other schools.</li> <li>• MoECRT's textbooks for the new curriculum were reviewed from GEDSI perspectives.</li> </ul>	<ul style="list-style-type: none"> <li>• In target districts, teachers' awareness about disability inclusion concepts, learning strategies and their capabilities in selecting and developing learning media, such as Big Book, songs, stories was reported as increased. Nevertheless, teachers' capabilities to facilitate inclusive learning for students with disabilities were reported to be limited, due to the limited access to practical know how and to special teachers' support.</li> <li>• Piloting the use of the PBS management information system in schools (in East Lombok) is planned in partnership with Hamzanwadi University, NTB.</li> </ul>	<ul style="list-style-type: none"> <li>• Malinau District government (North Kalimantan) has mobilised 21 facilitators to train early grade teachers in assessment methods and use of reading books in remote areas, using INOVASI materials. Extent of application is not clear.</li> <li>• Mother tongue approach has been piloted in 10 SDs and 10 PAUDs in Boawae Sub-district in Nagekeo, in 10 SDs in Haharu sub-district in East Sumba, and in Madura of East Java. District officers in Nagekeo and East Sumba identified the need for more detailed studies on the support to wider implementation.</li> </ul>

**GEDSI Objective 2: Educators in targeted districts have increased capability and are using tools to conduct diagnostic assessments to establish the individual learning requirements...**

**Table 4.4: Contributions to GEDSI capabilities overall against GEDSI Objective 2.**

- Teachers in target districts in the four provinces increased their capabilities to use formative/diagnostic assessment and to implement TaRL, which allows them to identify different learning abilities among their students, including those who have disabilities, and carry out learning approaches to suit students' needs.
- During the pandemic, in the four target provinces, particularly in NTB, teachers worked closely with literacy volunteers (558 females and 224 males) from the Konsorsium NTB Membaca (NTB Reading Consortium) to use formative assessment in identifying reading abilities of children from disadvantaged families, including those with disabilities, some of whom were out of school.
- In East and Central Lombok districts, the Kobo Toolbox for teachers in remote schools also facilitates identification of students' disabilities (physical disabilities, cognitive disabilities, dyslexia, psycho-social disabilities, and emotional).

**Table 4.5: Contributions to GEDSI specific capabilities against GEDSI Objective 2.**

Gender Inclusion	Disability Inclusion	Social inclusion
<ul style="list-style-type: none"> <li>• Teachers in target districts increased their capabilities in identifying the specific learning issues that challenged girls as compared to boys, but still needed practical skills for facilitating gender sensitive learning processes and gender responsive pedagogy.</li> </ul>	<ul style="list-style-type: none"> <li>• Teachers interviewed in target districts consider the assistance for lesson planning and different learning approaches for students with disabilities is useful. However, most teachers (observed and interviewed) are not yet confident to prepare a systematic lesson plan with disability inclusion integration and further, practical training was needed.</li> <li>• A functional assessment instrument as part of PBS has been developed with MoRA for teachers delivering inclusive education in Madrasah.</li> </ul>	N/A

The program's approach to GEDSI has involved a mix of support to policies, regulations, data systems, guidelines and tools as well as raising awareness and sensitising practitioners. This has been reasonably effective, as the above suggests. However, the ISR consistently encountered demand for assistance in translating concepts, norms and principles into practical solutions for inclusive learning at school and class level (see box 4.1). While this demand applies generally across GEDSI elements, government staff, CSOs, and teachers interviewed identified facilitating learning for children with disabilities as their major challenge. In NTB this was attributed to limitations in teachers' existing training and aides, and in schools' ability to access *Guru Pendamping Khusus* (specialist teachers) and DAK funds for investment in infrastructures and

facilities. Relevant learning from INOVASI phase 1 on inclusive education has not yet been widely promoted during phase 2.

#### Box 4.1: Examples of challenges applying inclusive education principles

All schools visited, including those identifying as inclusive schools, have not established infrastructure access for students with physical disabilities. Teachers and principals interviewed reported they lacked the necessary information for ensuring access of students with disabilities to the school building, classrooms, library, toilets, playground, drinking water and other school facilities.

A representative of an OPD in Kupang, NTT, who indirectly engaged with a pilot inclusive school during phase 1, reported that schools and district government in theory should ensure school building contractors are aware about access features and their function (for example, tactile pavers to guide children and persons with visual impairments, or raised commode seats for wheelchair users). Nevertheless, such aspects have not been promoted in practice.

Interviewed teachers in the visited schools in NTB indicated their lack of practical skills to facilitate students with disability, while their access to the availability of special teachers has also been limited. The principal of a special school in Mataram expected INOVASI to also engage with special schools and to facilitate the linkages between mainstream schools and special schools.

While INOVASI is not directly involved in infrastructure development, gender responsive medium-term development plans in Nagekeo and West Sumba districts have earmarked budget for GESDI sensitive WASH development. In Sidoarjo, some initiatives exist for developing separate toilets for girls and boys and for providing menstruation corners for girls, following the Gender Responsive Teaching and Learning pilots in 10 schools. These examples demonstrate the potential for effective advocacy by INOVASI on these issues.

Finally, in terms of effect on children's' learning outcomes, this is clearly a longer-term measure, though it is noted that INOVASI does not systematically compile and monitor learning outcome data. Given its close relationship with several schools in partner districts and that regular progress assessment is a key feature, this is somewhat surprising. The fact that INOVASI does not maintain a comprehensive dataset reflects the challenges of both collecting data itself, and in obtaining data from partners.

The information that is available, however, supports the case for beneficial impact on learning outcomes:

- Evidence from phase 1 pilots clearly points to the efficacy of the teaching methods promoted by INOVASI.
- Anecdotal evidence provided during field level consultations was consistent with this position; in some cases, respondents cited significant improvements in learning outcomes, at least in the short term.
- Data collected from Bima district, based on 25 participating primary schools and madrasah, indicates 84% of students in the program experienced an improvement in reading levels; although not compared with a control group, district education staff were very enthusiastic about the results.

Based on this and international experience, it is reasonable to assume that learning outcomes are being positively affected. That said, more effort from INOVASI to evaluate changes in learning

outcomes – on a sample basis – could be warranted. Not only could this provide an efficient way of addressing interest and accountability requirements among its external stakeholders, it could also strengthen the case for wider application (‘seeing is believing’). Reliable data could also provide some response to any potential criticism of the current direction of education reforms and the effectiveness of education funding more broadly.

On balance, the evidence suggests the program is largely on-track to achieve the end of investment outcome, notwithstanding the limitations and uncertainty identified. Nevertheless, there may be value in the program articulating more clearly expectations with respect to scale and inclusion, not only for clarity but also to help identify any necessary actions to cement achievement of the outcome in the remainder of the phase. In addition, there is potential value in strengthening the program’s understanding of wider uptake to inform its sustainability strategy (a point discussed further in section 5).

#### 4.4 UNICEF Papua phase 3: Contribution to improved strategies and plans

**“District governments using sustainable tools to develop & implement strategies & plans to improve literacy learning outcomes appropriate to their context”**

UNICEF Papua has made positive progress towards this outcome in phase 3. Nevertheless, the relatively short period of operation to date (around 12 months) and the challenging operating environment mean progress is still at a relatively early stage. This, plus the limited time remaining in the current phase, mean the degree of progress achievable by end of phase is more uncertain. The ISR examined three main areas of engagement:

- National government policy
- District government planning
- Teaching training bodies responsible for pre-service training in the region

While the outcome is focused on district level government (where responsibility for early grade learning rests), as was noted with INOVASI, national government policy plays an important enabling role. In this context, UNICEF Papua has engaged with the Ministry of Home Affairs (MoHA) in order to strengthen the budget framework for literacy programming.

All districts in Indonesia use the regional planning information system (SIPD) platform annually as the standard reference for budgeting and implementation activities. Currently, there is no budget category for early grade literacy (or numeracy) training in SIPD. While this does not preclude allocation of funds for this purpose, locating these within more general budget categories typically runs the risk that the funds end up used for other activities.

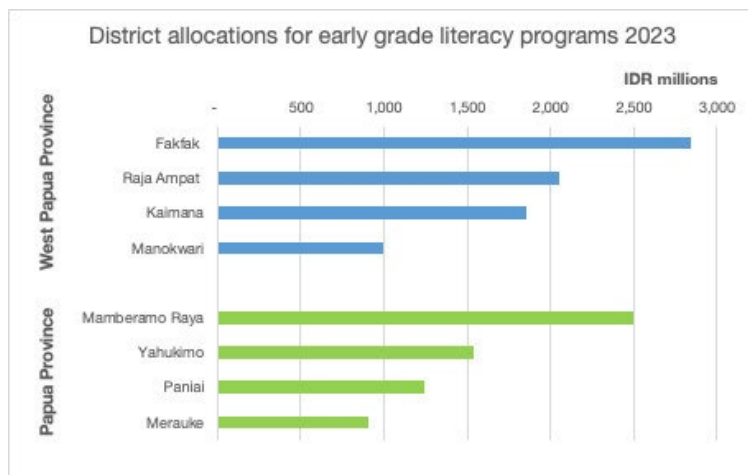
UNICEF is currently engaging relevant sub-units in MoHA to include specific budget codes for literacy and numeracy in SIPD nomenclature. Resolution of the issue is expected in 2023 and if successful will potentially benefit literacy efforts, including other development programs, across

all districts in Indonesia. In principle, this change would also support fulfilment of MoHA-issued regulations on Minimum Service Standards for education in districts.

With district government, UNICEF Papua employs a strategy of 'low hanging fruit', identifying and engaging those target districts who express the most interest in implementing the program. Following a formal advocacy workshop in 2021 with representatives from all 16 target districts, UNICEF Papua followed up, highlighting the achievements of the previous phase district stakeholders, engaging Bappeda and the District Education Office on prioritisation of early grade learning and advocating during development planning discussions at the provincial level.

To date, 8 districts have committed around AUD 1.4 million in their medium-term development plans to support program implementation in 2023 (see figure 4.1).

Figure 4.1:



Notwithstanding this positive commitment, securing implementation funding in practice does not appear guaranteed. In discussions with the ISR team, district authorities in Kaimana did not confirm their funding plans for 2023, while interviews with the authorities and partners in Manokwari suggest significant uncertainty regarding future funding in reality. While not necessarily representative, the experience from these 2 districts suggests these projections should be interpreted with caution at least. Turnover of district staff in important counterpart posts appears to be a more significant factor explaining this uncertainty, than lack of commitment to the initiative *per se*. For example, in spite of the extensive consultation process conducted by UNICEF Papua to develop and socialise the Early Grade Literacy (EGL) Scaling Roadmap (September 2021) at the start of the phase, few officials interviewed during the ISR field visits recalled the document.

UNICEF has also developed its strategic partnership with Universitas Muhammadiyah (UNIMUDA) in Sorong district, designed to strengthen the local education systems in terms of pre-service teacher training:

- During the previous phase, UNIMUDA created special literacy courses for its university curriculum in collaboration with UNICEF Papua. The module incorporates materials on inclusive education and positive forms of discipline. Courses are mandatory for students in the faculty of primary education (PGSD) and delivered before they begin their field work. Since the start of phase 3, UNIMUDA has trained around 740 students.
- In addition, UNICEF Papua has supported UNIMUDA's efforts to extend the module to 7 other universities/teacher training institutes in the Papua region. Training has been conducted with representatives from the 7 organisations, with MOUs signed with UNIMUDA. All are understood to be interested in integrating the module into their courses, through the process of curriculum review, with some already applying it (Universitas Nani Bili Nusantara, Sorong, visited as part of the ISR). UNIMUDA indicated

this development was unlikely to have occurred in the absence of UNICEF Papua’s support.

The initiative has identified 2 GEDSI results of particular relevance to strengthening district governments’ approaches. Progress to date has been mixed (table 4.6):

**Table 4.6: UNICEF Papua GEDSI objectives at district level**

<b>GEDSI result</b>	<b>Assessment</b>
<b>Support local governments to apply a strong equity and gender lens</b>	<ul style="list-style-type: none"> <li>• Through the engagement with CSO Implementing partners, UNICEF Papua has promoted equity and gender lens with local governments. However, systematic awareness raising with local government officials has not occurred.</li> <li>• EGL Scalability Roadmap identifies briefly the differential impact of COVID-19 learning losses on marginalised children and the importance of disaggregated data to inform targeted resource allocations. However, the Roadmap does not integrate GEDSI into the strategies and milestones. This represents a missed opportunity for advocating with local governments, as planned in the Inception Report.</li> </ul>
<b>With local authorities and CSO partners ... ensure equitable opportunities and focus on girls’ safe return to schools</b>	<ul style="list-style-type: none"> <li>• During travel restrictions in 2021, the UNICEF Papua remotely advocated and provided technical support to district authorities to encourage safe return of students, particularly girls, to schools. This involved incorporation of relevant COVID-19 safety messages in teacher training and community engagement materials, advocating messages on menstrual hygiene management in targeted schools, as well as through the promotion of teacher vaccination.</li> </ul>

#### 4.5 UNICEF Papua phase 3: Contribution to improved school-level practices

“Teachers & principals using sustainable methods for improving the quality of teaching foundational skills”

Positive progress has been made towards this outcome but the extent of likely achievement by the end of the phase is not fully clear. Most, if not all, of the training targeted will likely be delivered and a level of adoption will almost certainly occur – teachers and principals interviewed for the ISR were very positive about the approach. However, the uncertainty relates to whether the support provided is sufficient to ensure quality uptake and application of the methods.

In tandem with district and system level engagement, UNICEF Papua is working with civil society implementing partners to support wider application of improved literacy approaches at the school level. These training courses were designed based on the approaches piloted and developed in previous phases:

- Training teachers in target schools in each of the 16 districts identified,
- Training of principals and supervisors in target districts, and
- Training of ‘master trainers’ (existing teachers, principals and supervisors) who can disseminate the methods to other schools, with the support of the district education authorities. These are considered further in the next section (sustainability).

Training is taking place in a mixture of new schools and schools that participated previously in the pilots during phase 2. For the latter, training for both principals and teachers is in a ‘refresher’ form. To date, 456 (368 females, 88 males) teachers have been trained and 136 principals (52



males, 84 females) from 136 primary schools, across 12 districts in the region. In addition, 14 lecturers (8 males, 6 females) in 7 universities have been trained (in TTIs).

In the limited field consultations conducted, the ISR noted patchy adoption alongside strong enthusiasm for the initiative but a desire for more training. As part of the strategy, UNICEF Papua is promoting the use of Reading Corners (*Pojok Baca*) in classrooms. Contextualised, levelled books have been distributed but training only started this year. The very limited school visits conducted by the ISR indicates roll out of the approach is still a work in progress.

There appear to be 2 main risks:

- First, for new schools/districts, the training program delivered has been tailored to reflect the increased scope in phase 3 and the available resources. As a result, support is generally less intensive than was the case during piloting in previous phases, particularly in terms of mentoring support.
- Second, the assumption that refresher courses will be adequate for schools previously involved may not be reliable given the extent of disruption caused by COVID-19. For many former partner schools previously involved, the early grade teachers may be new.

These concerns may not be representative of the experience across all districts, but they do at least point to risks that warrant more investigation.

At school level, UNICEF Papua has identified a further 3 GEDSI results under phase 3 (table 4.7). Results are defined at a relatively low level in the Project’s structure, looking at participation of women and men as well as girls and boys in training and workshops. Also, no specific disability inclusion has been reported, although the UNICEF Papua’s team reported on the participation of OPDs in the development of literacy’s e-learning material.

Table 4.7: UNICEF Papua GEDSI objectives at school level

GEDSI result	Assessment
<b>[Ensure] a high rate of participation from female teachers (in training) ...</b>	<ul style="list-style-type: none"> <li>• Phase 3 has secured a high rate of participation of female teachers in various training activities – typically exceeding 50% and frequently exceeding their prevalence among all teachers in the 2 provinces (c. 56:44 female: male).</li> </ul>
<b>Continue gender-responsive training and material development/ provision (Gemilang books and teacher guides)</b>	<ul style="list-style-type: none"> <li>• UNICEF Papua has integrated a session on gender equality into its refresher training activities. However, there are concerns about its quality/effectiveness because of: <ul style="list-style-type: none"> <li>○ capacity constraints among implementing CSO partners and the shortened time available for refresher training (from 6 to 3 days), and</li> <li>○ limited retention of the guides from the previous phase that were the basis of refresher training.</li> </ul> </li> <li>• Gemilang books, which have integrated social norms for gender equality and used the local context of Papua in their narratives, presentation and illustrations, were available in the schools visited by the ISR. However, the ISR found scope to improve the location of the book corners where the Gemilang books are displayed and their use in classrooms.</li> </ul>
<b>Add disability inclusive books (to Gemilang books)</b>	<ul style="list-style-type: none"> <li>• No disability inclusive books yet found under the Gemilang books.</li> </ul>

## 4.6 UNICEF Papua phase 3: Use of evidence to support improvements

“Decision makers using reliable evidence to scale up quality education interventions & address teacher absenteeism”

Practical achievement of this outcome requires that decision makers take action informed by research funded by UNICEF Papua during phase 3. Positive progress towards the outcome has been made to date and there are some initial signs of engagement by decision-makers. However, it is still too early to judge whether it will be satisfactorily achieved.

UNICEF Papua phase 3 is supporting 3 areas of research under this outcome. Work to date has primarily focused on the completion of the research itself, with dissemination, advocacy and engagement expected during the remainder of the phase.

- Baseline study in a sample of the 8 new target districts. This has recently been completed, though had not been disseminated at the time of the ISR field visits. Positively, 3 districts committed to conducting baseline studies using their own funds.
- EGL scalability assessment and roadmap were finalised (September 2021). The Roadmap provides a guide to the critical issues and actions requiring attention to secure sustainable improvements in early grade literacy teaching. It is not envisaged as a blueprint, but rather a basis to engage district stakeholders and to develop a substantive vision for literacy improvement. It is understood that UNICEF Papua (with the assistance of Cambridge Education) consulted widely with stakeholders during the Roadmap’s development. However, at the time of the field visits in West Papua province (12 months after completion), the ISR found few district officials aware of the document. It is also the case that GEDSI issues have not been integrated into the Roadmap as envisaged in the phase 3 inception report.
- Fieldwork is currently underway for the third area of research, on teacher absenteeism. This is a significant and well-known problem in the Papua region but the design of the study – with a focus on identifying cases of locally developed solutions in different contexts – appears well-placed to add value to the debate. Similarly, MoECRT at the national level appear supportive of the research. The study will be completed in February 2023.

In terms of greater use of evidence, 3 GEDSI results have been identified for phase 3 (table 4.8). Again, progress to date has been mixed.

Table 4.8: UNICEF Papua GEDSI objectives at school level

GEDSI result	Assessment
A strong gender lens will be applied in the planned study on teacher absenteeism to identify any gender related bottlenecks.	The most recent Progress Report available (Jan-Dec 2021) indicated that gender dimensions would also be analysed as part of this study. This should be monitored and assured as the Program’s Implementation Plan (August 2021) did not confirm this. Female teachers interviewed in West Papua province indicated that absenteeism was a challenge for female teachers

	because of distances between their houses and schools and their disproportionate responsibilities in childcare and domestic matters.
<b>Data disaggregation by gender, ethnicity (if feasible), and urban/rural environment is used to prioritise actions</b>	UNICEF Papua reports on participants of pre-service and in-service training disaggregated by gender and urban/rural. However, to date, there is little evidence that disaggregated data has been used to identify stronger gender related results of and assess gender related risks.
<b>Incorporate learning from other UNICEF programs such as Out of School Children program</b>	Cross learning was not reported.

## 5. Sustainability

Prospects for the sustainability of the progress achieved during INOVASI phase 2 are generally promising. There is a high degree of ownership for the reforms pursued at both national and district levels currently, while INOVASI's contributions by design work through local systems, albeit augmented where necessary to increase effectiveness. Nevertheless, uncertainty and therefore risk exists with respect to some important areas of assistance.

The picture for UNICEF Papua phase 3 is broadly similar though sustainability is judged more 'at risk'. This partly reflects the operating context in the region; in a highly challenging (politically, socially and geographically) and low-capacity environment, gains are necessarily more fragile. It also reflects concerns about the depth of capacity development feasible during phase 3, given the scale of coverage targeted and resources available.

In considering sustainability, the ISR has considered both the contributions to education systems and the sustainability of the models of delivery being promoted by each initiative. Key risks to sustainability are discussed at the end.

### 5.1 Contributions to education support systems

Contributions to improvements in support systems are inherently sustainable, albeit with the caveat that ultimately success requires effective uptake and application of those systems.

**Table 5.1: Sustainability prospects for improvements to education systems**

<b>Systems strengthening</b>	<b>INOVASI phase 2</b>	<b>UNICEF Papua phase 3</b>
Access to appropriate teaching/learning materials.	<ul style="list-style-type: none"> <li>Contributions to (GEDSI sensitive) material development and provision of appropriate books have high sustainability;</li> <li>Potential will be further enhanced as digital access increases.</li> </ul>	<ul style="list-style-type: none"> <li>Similar conclusion with respect to EGL training modules and materials, including Gemilang Books, though endorsement and adoption by MoECRT will be important for sustainability.</li> </ul>
Teacher preparation/provision.	<ul style="list-style-type: none"> <li>Contribution to curriculum development (including GEDSI aspects) for pre-service teacher training (institutes and universities) in NTB,</li> </ul>	<ul style="list-style-type: none"> <li>Contribution to curriculum development (including GEDSI aspects) for UNIMUDA and 7 other universities in the region high potential for sustainability;</li> </ul>

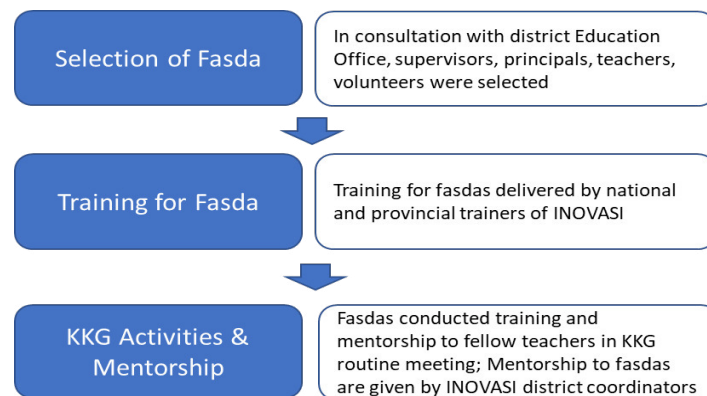
	<p>East Java, N. Kalimantan and NTT high potential for sustainability;</p> <ul style="list-style-type: none"> <li>• Contribution to teacher competency standards for teacher recruitment sustainable.</li> </ul>	<ul style="list-style-type: none"> <li>• Teacher absenteeism (incentives) study is of potential value contribution but will most likely require further engagement/ follow up.</li> </ul>
Use of data and assessment.	<ul style="list-style-type: none"> <li>• Contribution to development of AKM national assessment tool likely to be sustainable – but note limitations for assessment of foundational skills (Grades 1-3).</li> </ul>	<ul style="list-style-type: none"> <li>• UNICEF Papua baseline studies and endline studies: some examples of district funding (and use of international standards encourages sustainability) but still remain largely project-driven.</li> </ul>
Improved framework for foundational skills teaching.	<ul style="list-style-type: none"> <li>• Contribution to shaping national approach to mathematics learning progressions likely to be sustainable.</li> </ul>	Not actively engaged.
Civil society initiatives.	<ul style="list-style-type: none"> <li>• Contribution to strengthen quality of volunteer literacy training programs in NTB, NTT and North Kalimantan appears sustainable.</li> </ul>	<ul style="list-style-type: none"> <li>• Use of CSOs as implementing partners and promotion of MOUs with district government Swakelola Type 3 procurement arrangements are promising.</li> </ul>
Promoting inclusion.	<ul style="list-style-type: none"> <li>• PBS instrument (nationally) likely to be sustained;</li> <li>• NTB inclusive dashboard potentially sustainable but still in development.</li> </ul>	Not actively engaged.

## 5.2 Delivery models

Notwithstanding the value of improvements embedded in systems, the overriding sustainability question is ultimately whether improved practices are widely observed in classrooms over time. This in turn depends on viable delivery and support models that have the backing (political, technical and financial) of key stakeholders. Without this, any gains are likely to be relatively limited and/or short-lived.

The delivery model promoted by INOVASI during phase 2 in essence makes use of existing government mechanisms – school supervisors, principals and teachers, along with working groups for teachers (KKG) and principals (KKKS) – augmented by facilitators (Fasda). Fasdas are trained to train and support teachers in the KKGs focusing on literacy and numeracy, and basic pedagogical materials including pedagogical skills to deliver active learning, school mentorship, and GEDSI. These Fasdas themselves are selected from government staff, shown in figure 5.2 below (supervisors, principals, teachers).

Figure 5.2:



The model varies somewhat in East Java, where INOVASI also works with 2 civil society organisations, NU Ma'arif and Muhammadiyah, to train their fasda to deliver improved literacy and numeracy methods in madrasah in the province. Fasda are also expected to support training of new Fasda, to facilitate expansion on the initiative's reach. Technical capacity building is an important feature of the model, in particular with Fasda, given the key role they play.

In some contrast, UNICEF Papua has contracted civil society organisations as implementing partners, who are responsible for delivering training in the literacy module and materials to selected schools (via KKG) in the target districts. There are also plans for implementing partners, in at least some districts, to train "master trainers", selected from suitable school supervisors, principals and teachers (along the lines of Fasda under INOVASI). However, implementation of this has not yet started.

The use of implementing partners by UNICEF Papua represents a practical response, in the main to an operating context characterised by very limited human resources capacity. It also reflects the more limited resources available to UNICEF Papua; it does not have sufficient staff on the ground itself to provide the level of accompaniment and handholding required to deliver the program across the 16 target districts. As a result, training and development for CSO implementing partners is relatively limited, relying instead on their existing capacity.

Financial support for the development and application of the models to date has come largely from the initiatives. That said, there are now examples of adoption by district governments in their education plans and budgets<sup>29</sup>, to fund recruitment of Fasda and delivery of training and support to teachers. Around three quarters of INOVASI partner districts and just under half of UNICEF Papua's target districts have done so. The amounts committed vary both in absolute terms and relative to need; they do not yet represent a sustainable level funding.

<sup>29</sup> With INOVASI: Nagekeo, East Sumba, Central Sumba and Southwest Sumba (NTT); Bima and Central Lombok (NTB); Sumenep, Probolinggo and Sidoarjo (East Java); Bulungan and Tana Tidung (North Kalimantan).

With UNICEF Papua: Fakfak, Raja Ampat, Kaimana and Manokwari (West Papua province); Mamberamo Raya, Yahukimo, Paniai and Merauke (Papua province).

Financing for implementation of both initiatives is also provided from schools' own operating funds (BOS grants) to cover the non-time costs of teacher participation in training events and KKG. In Bima district (NTB), INOVASI working with KOMPAK, successfully advocated with Bappeda to allocate resources from the Village Fund (Dana Desa) for village reading gardens (Taman Bacaan) – an initiative that has also been funded in Tana Tidung (North Kalimantan).

And in the case of UNICEF Papua, 4 implementing partners received funding from MoECRT under the 'pioneer' organisations program (*Program Organisasi Penggarak*) designed to assist implementation of the *Merdeka Belajar* policy. MOUs between three district governments and their implementing partners have also been developed during phase 3 to fund additional, related support activities, via Swakelola Type 3<sup>30</sup> procurement arrangements. Although limited duration contracts, the intention is that these serve as a model of use of the mechanism for district governments to fund expansion in the future.

Wider political<sup>31</sup> support is also necessary to realise funding commitments and sustain/increase them over time for model implementation. In this regard, INOVASI phase 2 can point to some notable successes.

- In Bima District (NTB), INOVASI (with some assistance from KOMPAK) facilitated a multi-stakeholder platform (*Rembuk Pendidikan*) for dialogue about the challenge of improving foundational skills in the district. Government agencies<sup>32</sup>, TTIs, and local NGOs participated. The quality of the process facilitated by INOVASI appears to have been very effective: as a result, contributing actions to advance literacy and numeracy programs in the district have been integrated into three sectors' plans: education, library office and village empowerment.
- A similar process was also initiated in Central Lombok with Dinas Pendidikan, Kanwil MoRA, TTIs, BAPPEDA, CSOs, and schools, though the development of the platform does not appear to be as advanced as Bima.
- In NTB province, INOVASI has facilitated the establishment of an association of Teacher Training Institutes, involving 17 higher education organisations. The process appears to have successfully overcome competitive interests between the organisations and promoted a coordinated approach to improving literacy teaching.
- In NTB province again, INOVASI has contributed to strengthening an established, local volunteer network for literacy – NTB Reading Consortium – by facilitating connections

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<sup>30</sup> Swakelola Type 3 is a partnership arrangement between Government and Civil Society Organisations (CSO) for Development Innovation in Procurement of Government Goods/Services, enabling district government to procure implementation support for literacy programs. In Papua region, Swakelola Type 3 is very relevant taking into account the limited human resources capacity within the government agency itself, and the geographical obstacles. Use of Swakelola Type 3 is an important means to incorporate the program into local government ways of working and enhance partnership with CSOs.

<sup>31</sup> The term here is used in its broader, non-party political, sense; though it is the case that politicians have also played a leadership role nationally and, in some districts/provinces.

<sup>32</sup> Village Community Empowerment; Women's Empowerment and Child Protection, Infrastructure, Bappeda, Library Office, MoRA, Dinas Pendidikan, Communication and Informatics Office.

with government at national, provincial and village level. The Consortium members' expertise and experience have informed district governments' literacy programs in NTB.

- In NTT province, the Vice Bupati Education Forum (*Forum Peduli Pendidikan Sumba*) – established during earlier DFAT assistance - has been supported as a mechanism to promote uptake of reforms across Sumba Island.

In addition, the program has selected individual partners quite astutely, for the influence they can exert:

- In North Kalimantan, the program has established sound collaboration with Universitas Borneo Tarakan (UBT) to partner in big books development contextualised for local culture, literacy modules development and training of fasdas. UBT has also assisted the program to engage with Tarakan city government, to expand uptake of the literacy program.
- The program has established a strong partnership with CSO implementing partners in East Java: NU Ma'arif and Muhammadiyah. Both have successfully implemented literacy and numeracy activities (and to some extent character education) and offer substantial opportunities as channels to scale out the methods to around 13,000 madrasahs and schools. Ma'arif's fasdas are now recruited by MoRA as national instructors for literacy and numeracy programs.
- Universitas Muhammadiyah Sidoarjo (UMSIDA) is now sharing the results from pilots on gender responsive schools (run with INOVASI assistance) in 10 schools in Sidoarjo with Sidoarjo local government for possible buy-in.

Experience indicates progress is not guaranteed: in NTT province, INOVASI facilitated the development of Grand Design and Roadmap for Education 2020-2030 at the provincial level, which includes improving literacy and numeracy skills as performance indicators for district government. However, implementation appears to have stalled, because of an apparent waning of commitment associated with changes in senior staff in the province and district governments.

UNICEF Papua has made less visible gains in this regard, though three aspects are noteworthy:

- UNICEF's close partnership with MoHA, with for example a facility in MoHA's Regional Development DG, is an important relationship for political support given MoHA's role in overseeing district government performance and in setting Minimum Service Standards (including for education) at that level.
- UNICEF Papua's partnership with UNIMUDA has effectively evolved from phase 2 when the university assisted development and delivery of pilots, to phase 3 where it now is effectively brokering engagement on improved literacy teaching by 7 TTIs across the region.

- UNICEF Papua has made some progress in building relationships between district governments and CSO implementing partners; this includes development of MOUs and application of Swakelola Type 3 funding.

### 5.3 Risks to sustainability

This section considers the risks to sustainability from the three perspectives discussed above. It finishes with reflections on assessment and monitoring of sustainability risks by the initiatives.

Risk source	INOVASI phase 2	UNICEF Papua phase 3
<b>Political</b>	<p>Political support can shift, even on issues of apparent consensus. Regulations, Bupati instructions, staff in key government positions, even laws, can all change. National and subnational elections will be held in Indonesia in 2024, inevitably leading to disruption. While wholesale reversal of recent education policies is unlikely, it is not impossible.</p> <p>The program cannot eliminate this risk, but can take some steps to partially mitigate it:</p> <ul style="list-style-type: none"> <li>• Engagement with a broad range of district stakeholders is one strategy to lay-off against this risk, and even more effective may be efforts to foster collective action among stakeholders (coalition building). The program has done this quite effectively in a few cases, but the approach appears quite <i>ad hoc</i>. Indeed, this key aspect is almost entirely absent from INOVASI’s theory of change, which identifies (technical) knowledge gaps as the primary driver of poor performance.</li> <li>• Compelling evidence of improvement in learning outcomes may also be critical in sustaining support for current reforms. For some senior national and subnational stakeholders this was clearly important to justify the effectiveness of the national education budget. As discussed in section 4, the program currently does not have a systematic approach to assess effectiveness in terms of learning outcomes.</li> </ul>	<p>The political context in the Papua region is more challenging again, creating even greater uncertainty around questions of sustainability. Experience suggests that long-term engagement is needed to ride out shorter term variations in support.</p> <p>As discussed under INOVASI phase 2, fostering supportive coalitions may be a potentially valuable strategy, though the frequency of staff turnover among stakeholders complicates the challenge. UNICEF Papua may also lack the presence (and time) required to develop this strategy.</p> <p>With respect to evidence of learning improvement, UNICEF Papua’s baseline and planned endline EGRA and EGMA surveys in a sample of districts should in principle make a useful contribution.</p>
<b>Financial</b>	<p>Assuming foundational skills development remains a political priority, the program’s use of local systems suggests funding will be available. It is less certain, however, whether sufficient funding will be made available (see below).</p> <p>The degree to which alternative sources of government funding – e.g. regional and village level – has to date been variable. Based on this</p>	<p>The same generally applies for UNICEF Papua, though use of CSOs as implementing partners adds a further potential risk point. This relies on district capacity to utilise Swakelola Type 3 procurement arrangements, though the ISR is not aware of any assessment of the current status of this capacity.</p> <p>In addition, the Papua region can, since 2020, access additional support from the central government under the special autonomy fund (OTSUS). UNICEF</p>



	experience, there is potential to promote greater understanding about alternative sources.	Papua has had some initial discussion with KOMPAK on this issue.
<b>Technical</b>	<p>Experience of ‘cascade’ models<sup>33</sup> from different sectors points to risk of loss of quality and uptake in the knowledge transfer process. This can be quite large in practice.</p> <p>Currently, this is an area of significant uncertainty for the program. INOVASI has no systematic approach to tracking the quality of transfer and uptake process. Fasda conduct monitoring in KKG, but this is not sufficient to form a clear view on the quality of transfer and application.</p>	<p>The same risk broadly applies to UNICEF Papua phase 3, though it appears more pressing given the reservations expressed to the ISR by some principals, teachers and implementing partners, regarding the limited time available for training and mentoring (in particular), compared with the pilots. This includes knowledge transfer of GEDSI issues.</p> <p>Implementing partners themselves may also have knowledge/skills gaps (2 partners are not from the Papua region), but the time for partner preparation is also limited and impacted by COVID-19.</p> <p>The foreshortened transfer process is a practical response to phase 3’s ambition to promote wider uptake in 16 districts. However, it increases the risk to sustainability.</p>

Neither initiative currently provides much in the way of sustainability assessment: The INOVASI phase 2 *Sustainability and Scale-out Strategy* (December 2021) is rather general and conceptual. The Strategy indicates that more detailed sustainability and scale-out plans will be prepared by each program area in 2022, but these have not been produced yet. At the same time, INOVASI six monthly progress reports do not include any analysis of or commentary on progress towards sustainability. Given that the current phase is entering its final 12 months, it would be timely to include such information.

This is not simply a bureaucratic point. Achievements to date identified in the ISR, while very positive, are nevertheless variable, with different areas and levels of progress recorded in different districts. This variation is only to be expected but the program’s own understanding of the differing stages of development across districts in sustainability terms appears quite under-developed. Of course, estimates would be subject to quite wide confidence intervals, but having such a perspective seems essential to inform choices about where to put effort in the time remaining for phase 2. Drawing the learning together systematically from each district in terms of the apparent drivers of sustainability in different contexts could also be highly useful going forward.

UNICEF Papua phase 3, in contrast, has developed a relatively detailed framework to guide and track the sustainable replication of the improvements promoted – the *Early Grade Literacy (EGL) Scaling Roadmap* (September 2021). This builds on the Replication Guideline developed in phase 2. However, UNICEF Papua has not yet produced a detailed assessment of progress against the framework, while discussions during the ISR suggest the process for doing so is not yet formalised. This should be available in the forthcoming annual report for 2022.

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<sup>33</sup> Cascade model is a model of knowledge transfer whereby those trained are responsible for training others, who then may also train others and so on.

## 6. Modalities

INOVASI phase 2 and UNICEF Papua phase 3 operate under different aid modalities. The ISR was asked to consider the value of this mixed approach taken by DFAT. Differences in scale, scope and physical location preclude any direct comparisons (and simplistic conclusions about ‘what works best’). Nevertheless, a summary comparison of the different approaches in their literacy programs is provided in appendix 5. Similarly, it was beyond the scope of the ISR to address the question whether a single delivery modality would be more effective – for example, by reducing transaction costs and enhancing coordination, though the ISR notes that a single, large initiative does not necessarily resolve these challenges.

As DFAT’s ‘flagship’ program in the education sector, using a managing contractor program model to deliver INOVASI is likely to be congruent with DFAT’s public diplomacy objectives in Indonesia. Generally, this approach increases the visibility of DFAT’s assistance and in principle creates more opportunity for engagement with senior Indonesian bureaucrats. Certainly, stakeholders interviewed during ISR field visits were well-aware that Australia funds INOVASI. Similarly, for a relatively large-scale program, being implemented in what has proved to be quite a dynamic period in the sector, the flexible/adaptive, facility-style modality used to implement INOVASI also appears highly compatible.

The implementation philosophy applied by INOVASI – PDIA – also appears to have been quite important in the program’s success, in particular, sub-nationally, in securing agreement regarding priorities and ownership of solutions. That said, phase 1 also used PDIA but the program did not gain the same traction as the current phase. Other factors – the influence of COVID-19 and MoECRT’s strong policy agenda in the period, and the program design changes in phase 2 – also appear highly relevant in explaining progress. Similarly, at the national level, support to policy reform has relied less on the PDIA approach, given the clear direction set by MoECRT and short deadlines for decision-making. It is also true that PDIA is not unique to this modality. However, the approach does require flexible and adaptive programming of the sort that marks DFAT out among development partners in Indonesia.

The following table outlines some key characteristics of INOVASI, the strengths and associated challenges. None of the risks identified appear to have had a serious adverse effect on program progress. However, with the exception of ‘strategic drift, (given MoECRT’s current leadership team), all have materialised to some degree during phase 2.

**Table 6.1: INOVASI design characteristics**

Design characteristics	Strengths	Challenges/risks
National-Subnational presence	<ul style="list-style-type: none"> <li>The ability to connect national policymakers with local experience is valued – the ability to test national reforms on the ground (such as the emergency curriculum).</li> </ul>	<ul style="list-style-type: none"> <li>Addressing internal knowledge management requirements.</li> </ul>

	<ul style="list-style-type: none"> <li>• Sub-nationally, the program has helped connect some actors with national agencies and in a few instances – such as book levelling – a local initiative has been carried through to national policy.</li> </ul>	<ul style="list-style-type: none"> <li>• Different primary ‘clients’ for centre and sub-national teams can mean the work of both is not well aligned.</li> </ul>
<b>Multiple sub-national sites</b>	<ul style="list-style-type: none"> <li>• Variety of contexts strengthens evidence and increases opportunity to pursue different aspects of remit.</li> </ul>	<ul style="list-style-type: none"> <li>• Addressing internal knowledge management requirements.</li> <li>• Increased opportunity/need for lesson sharing.</li> </ul>
<b>Agile governance arrangements</b>	<ul style="list-style-type: none"> <li>• Involving three key departments but driven by one very strategic GoI counterpart (MoECRT).</li> <li>• Sub-nationally, significant latitude to engage and convene different partners.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintaining quality of communications with different stakeholders.</li> </ul>
<b>Highly flexible and adaptive</b>	<ul style="list-style-type: none"> <li>• Responsive to need and able to align closely with counterpart’s priorities and agenda.</li> </ul>	<ul style="list-style-type: none"> <li>• Risk of strategic drift in the absence of a strategic counterpart (at national or sub-national levels).</li> </ul>
<b>Problem-driven, iterative, adaptive (PDIA) approach</b>	<ul style="list-style-type: none"> <li>• Highly effective in building local ownership and commitment.</li> <li>• Well-suited to evidence-informed, multi-stakeholder dialogue.</li> </ul>	<ul style="list-style-type: none"> <li>• Need for strong political economy and systems perspective.</li> <li>• Risk that important areas are neglected.</li> </ul>

Partnering with UNICEF to deliver education assistance in the Papua region also appears to have been an effective strategy for DFAT. While in principle, DFAT could use a managing contractor-led program, UNICEF offers several advantages in what is a challenging operating context:

- As an international agency recognised for its education work, UNICEF has strong credibility;
- UNICEF’s institutional status in Indonesia means it has established links with key national agencies, that might not be easily created in a DFAT program;
- As an important multilateral agency for DFAT, partnering with UNICEF helps advance Australia’s aid strategy, while more specifically, it enables DFAT to support an important but politically sensitive region for bilateral relations between Australia and Indonesia;
- UNICEF provides a long-term presence in Papua and has a wider suite of potentially complementary programs e.g. Early Childhood Education Development, Nutrition program; and
- UNICEF Papua also offers DFAT the opportunity to leverage value from UNICEF’s wider work, such as the literacy model adapted and used by the initiative in Papua.

In addition, supporting a specific initiative such as UNICEF Papua, practically speaking earmarks funding to the region, in a way that may not be as certain if providing assistance through a broader and/or more nationally orientated initiative.

UNICEF is grant funded and as a result could in principle have more autonomy over decisions regarding allocation and use of funds. However, more arms-length arrangements with DFAT (compared with a program modality) can in practice complicate the task of varying plans quickly in response to threats and opportunities. That said, adaptations introduced during phase 3 in response to the COVID-19 outbreak suggests this risk is more hypothetical than real. In some

respects, UNICEF Papua phase 3 appears more like a conventional ‘project’ than the design of INOVASI phase 2. But, to a large extent, this reflects phase 3’s focus on expanding support to a further 8 districts, which in the time available necessarily requires tight project planning and delivery schedules.

While the modalities chosen for INOVASI and UNICEF Papua, therefore, make sense from an individual program perspective, it is not clear that DFAT has exploited the combination fully, given the strong overlap thematically between both.

DFAT has certainly made efforts to do so<sup>34</sup>:

- The Basic Education Working Group (BEWG), supported by DFAT, provides a space for development partners to exchange information and identify opportunities for collaboration. It proved particularly useful during the height of the pandemic, when coordination and up to date information were at a premium, around for example support for implementing MoECRT policy on distance learning. Similarly, BEWG provided a forum for INOVASI, KOMPAK, World Bank and Tanoto Foundation to advocate to MoECRT for changes to the education indicators in the provision of Regional Incentive Funds (DID) at district/city level.
- More specifically, DFAT has also fostered collaboration between INOVASI and UNICEF Papua – for example involving UNICEF in a MoECRT event flagged by INOVASI, sharing learning in North Kalimantan province from UNICEF Papua’s experience accessing Swakelola Type 3 funding; sharing learning with UNICEF regarding INOVASI’s numeracy module; and extending the sample in INOVASI’s Learning Gap study to include the Papua region.

Nevertheless, the strong sense obtained by ISR is that information exchanged at the national level does not necessarily feed through to the subnational level. Consultations during the field visits indicated that staff from both initiatives have very limited knowledge of the other. A range of potentially valuable areas for collaboration exist:

- Shared experience working with TTIs and the potential to inform MoECRT policy on pre-service training requirements.
- Relevance of Fasda supervisors and school principals as a key part of INOVASI’s strategy to achieve wider application.
- Potential value to UNICEF Papua of INOVASI’s experiences with TaRL and piloting of mother tongue and character education given the context in Papua.

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<sup>34</sup> In addition, there are also examples of INOVASI collaborating with other DFAT programs: INOVASI and AIPJ2 worked together on MoRA’s Moderasi Beragama initiative; INOVASI and KOMPAK established a technical partnership to integrate an inclusive education dashboard into the open village information system in NTB; KOMPAK assisted INOVASI’s efforts to initiate the multi-stakeholder platform (Rembuk Pendidikan) in NTB.

- Potential value to INOVASI of UNICEF’s experience with its approach to promoting planning and budgeting by local government to fund wider application of the early grade learning program from APBD funds.
- Mutual learning on the challenges and opportunities integrating GEDSI considerations into practice sub-nationally.

There are certainly other opportunities too, but precisely because they tend to exist above and beyond each program’s own immediate priorities, collaboration is very unlikely to happen organically.

## 7. Recommendations and future opportunities

Foundational skills development is widely recognised by GoI and among civil society and development partners as a significant challenge and constraint currently on Indonesia’s development. Furthermore, the stakeholders consulted during the ISR strongly value the support provided by both initiatives. There is strong local ownership at both national and subnational levels for the initiatives, ownership that has been enhanced by the responsive support provided during the pandemic. This final section of the report addresses two requirements: it provides recommendations for the initiatives in the limited time remaining in their current phases<sup>35</sup>; and, in response to Key Evaluation Question 6, it identifies opportunities for future DFAT assistance in the education sector in Indonesia, based on the ISR’s findings.

### 7.1 Recommendations for the remainder of INOVASI phase 2 and UNICEF Papua phase 3

The ISR’s overall assessment is that both INOVASI phase 2 and UNICEF Papua phase 3 represent good development investments for Australian aid. Nevertheless, the ISR identified a number of issues that merit attention to strengthen performance in the remaining time.

#### For INOVASI phase 2:

The program’s focus on literacy compared with other aspects of foundational skills reflects demand among stakeholders but also important constraints, in particular with respect to available skills in numeracy. The program rightly does not ‘impose’ its priorities on stakeholders, but given that there is interest in developing these other aspects of foundational skills, there is scope for the program to add further value. As a first step in the time remaining for phase 2, the program should elaborate more clearly options and strategies for advancing these aspects, given its understanding of the supply-side challenges. Uptake, testing and adoption would remain a matter for stakeholders.

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<sup>35</sup> INOVASI phase 2 has around 13 months until completion, UNICEF Papua phase 3 has around 14 months.

INOVASI phase 2 has made significant progress to its first end of investment outcome; indeed it can be reasonably argued that this has already been achieved. The program is also on-track to achieve its second outcome: to support improved practices for inclusive foundational learning. Nevertheless, questions of scale, inclusivity and impact on learning outcomes complicate the assessment challenge. It is recommended, therefore, that the program takes steps to strengthen its performance claims in this regard. In particular:

- Clarify how the program defines 'scale out' (i.e. the wider uptake and application of improved foundational skills teaching/learning methods) and provide more systematic tracking/reporting of this. As part of this, the program may re-title the term 'scale-out districts', which is somewhat confusing given that wider adoption is occurring predominantly in 'key partner districts'.
- Increase efforts to evaluate and report changes in learning outcomes. This most likely would be limited to a sample basis but could provide an efficient way of addressing interest and accountability requirements among its external stakeholders. Such data could help promote wider uptake ('seeing is believing') and provide some response to potential concerns about the effectiveness of GoI education funding.

More generally, the range of INOVASI's engagements during phase 2 (geographically, thematically, systemically) makes the task of producing clear, meaningful progress reports challenging. In the absence of performance targets, which are not recommended in this context, the program should improve the quality its progress reports by:

- Increasing their evaluative content, by shifting from description of progress to analysis of its significance with respect to the program's ambitions, weighing the different areas of progress against the challenges and/or outstanding needs encountered.
- Clarifying expectations with respect to scale-out/wider adoption and inclusion. Developing its position more clearly on these issues could help identify more systematically any gaps and necessary actions to cement achievements in the remainder of the phase.
- Strengthening the presentation and analysis of disaggregated data for decision making and monitoring project's progress on the promotion of gender equality.

Prospects for the sustainability of the progress achieved during INOVASI phase 2 are generally good. There is a high degree of ownership for the reforms pursued at both national and district levels currently, while INOVASI's contributions by design work through local systems. The ISR has three main recommendations designed to strengthen the program's approach to the sustainability for remainder of phase 2:

- Strengthen its understanding of the quality of knowledge transfer between the key agents in the program's delivery model. The quality of transfer is a key assumption, and therefore a risk, in the model and one that should be tested and actively managed.

- Consolidate experiences and learning with respect to both developing support coalitions at the district level and mobilising alternative sources of funding from within GoI's system for foundational skills development. To date, the program has had some success with both, but the approach appears quite *ad hoc*. The ISR is not advocating the program develops a 'blueprint' plan for these, but rather synthesises its reflections on different options and the factors affecting success in different contexts. The synthesis can be shared to wider audience to help subnational government implementation based on contextualised policies.
- Variation in progress across different aspects of foundational skills in different districts is only to be expected. Nevertheless, the program should develop its own assessment of the stage of progress reached by its districts in sustainability terms. This could usefully include analysis of available funding compared with estimated need. Better understanding would inform choices about where to put effort in the time remaining for phase 2. Drawing learning together from each district in terms of the drivers of sustainability in different contexts could also be highly useful going forward.

In addition, and in keeping with the recommendation on strengthening progress reporting above, INOVASI six monthly progress reports should include analysis of and commentary on progress towards sustainability. They do not currently and given the current phase is entering its final 12 months, it would be timely to include such information.

For GEDSI, the ISR provides the following specific recommendations for the remainder of phase 2:

#### Gender Equality

- Assess the effectiveness of tools to support gender responsive schools in Sidoarjo (East Java) and East Sumba (NTT) and increase the availability of gender responsive learning material, for addition to PMM Platform.
- Organise practical training for teachers to be able to facilitate gender responsive learning and pedagogy in class.
- Strengthen the engagement with the Office of Women Empowerment and Child Protection and women CSOs to develop understanding of critical gender issues in the education sector, particularly seasonal absenteeism among students in some areas.

#### Disability inclusion

- Assess effectiveness of learning modules for facilitating students with disabilities, which was developed by STKIP Taman Siswa, MoECRT and MoRA, and INOVASI Phase 1 for potential wider promotion.
- Increase access of teachers to learning media in disability inclusion and organised practical training for teachers to be able to facilitate learning for students with disability.
- Build capacity of the provincial government to monitor the progress of policies/standard development and implementation of disability inclusive measures, the PBS development and implementation in SDs and Madrasahs (including linking

development Inclusive Education Dashboard in NTB with special schools and primary schools (SDs and MIs)).

### Social Inclusion

- Facilitate awareness raising to teachers who work in the area where mother tongue is a prominent language for early grade learning and assure teachers' accessibility.
- Disseminate good practices of multi-grade teaching in Probolinggo district to inform national and sub-national policies for teaching and learning in remote areas or other small schools.

### For UNICEF Papua phase 3:

The lighter touch review of UNICEF Papua means ISR recommendations for the remainder of phase 3 are less detailed and focused primarily on effectiveness and sustainability. In the relatively short period of full operation under phase 3, UNICEF Papua has made good progress towards its major end of investment outcomes – and in purely numeric terms may be judged largely on track. However, this progress is accompanied by some risks to effectiveness and sustainability. ISR recommendations are intended to mitigate (though not eliminate) these.

The emphasis in phase 3 is on promoting wider adoption of the methods developed in previous phases. For a relatively small initiative operating in a highly challenging environment, breadth of coverage involves trade-offs with the depth/quality of process possible. Consequently, there is a risk that outcomes and sustainability will be adversely affected. This risk needs to be actively managed:

- UNICEF Papua should ensure its implementing partners have sufficient confidence in the training materials and methods – especially partners less familiar with the regional context – and address any gaps through on-going support.
- The adequacy of the revised delivery approach for phase 3 – in terms of the transfer of knowledge and confidence to practitioners – should be tested through follow up with participating schools.
- Similar to the recommendation for INOVASI phase 2, UNICEF Papua should assess the sustainability status in participating districts to inform progress reporting and management action. This should include financial sustainability and districts' capacity with respect to use and management of Swakelola Type 3 funding and other financing options (e.g. Otsus funds). UNICEF Papua can build on the framework developed in its EGL Roadmap to develop this assessment.

These management measures may indicate the need for additional (unplanned) input to mitigate risk further. This should be discussed with DFAT, but the ISR's view is that, within reason, such inputs should be prioritised over achievement of current coverage (scale up) expectations.

For GEDSI, the ISR provides the following specific recommendations for the remainder of phase 3:



- Working with the Office of Women Empowerment and Child Protection and STKIPs, facilitate gender awareness raising for government officials in the target provinces and districts and build common understanding on why gender equality matters in the implementation of the Scalability Roadmap Strategies and Milestones.
- Ensure the study on the teacher absenteeism, addresses gender dimensions, given the apparent higher prevalence of absenteeism among female teachers who make up the majority of teachers in the provinces of West Papua and Papua.
- Further build awareness among teachers on the availability and importance of the Gemilang books, which are contextualised and integrate social norms for gender equality. Monitor the appropriateness of the location of Gemilang Books, (reading corners in early grade classes) and their use.
- Optimise and further use of the collected disaggregated data for better M&E reporting, including for identifying stronger gender related implications of the pre-service and in service training and assessing gender related risks.

## 7.2 Opportunities for future DFAT support

This section addresses the question in the ISR terms of reference regarding opportunities for future DFAT assistance in the education sector. The ISR did not conduct a detailed analysis of opportunities; the ISR's primary focus, by a long way, was the 2 initiatives and their progress to date. This focus shaped who we spoke to, which in turn shaped the views we heard. So, for example, TVET was not identified widely during consultations as an opportunity. Whether this reflects a careful assessment of need and DFAT's comparative advantage, or simply respondents' own areas of responsibility and priorities is unknown<sup>36</sup>. With that caveat, the following observations are provided to inform initial DFAT's deliberations in advance of a more formal design exercise over the next 12 months.

### 7.2.1 Evolving Australian support for foundational skills development

There is a strong case for continued Australian engagement in foundational skills development. The available evidence certainly points to the developmental need:

- Around 40% of students<sup>37</sup> in the formal education system in Indonesia are in primary schools.
- Pre-pandemic, Indonesia was ranked 74<sup>th</sup> out of 79 participating countries in reading, mathematics and science (2018 Program for International Student Assessment) and 44<sup>th</sup> out of 49 countries for mathematics and science learning (2015 Trend in Mathematics and Science Study).

<sup>36</sup> District level government is responsible for pre-school and primary education and provided a large share of interviewees. But TVET was not identified consistently by senior MoECRT and provincial education staff either; though, again, focus of the ISR discussion (on basic education) may have influenced responses.

<sup>37</sup> Data are drawn from MoECRT Dapodik and MoRA EMIS for formal education from ECE to HE level.

- The outbreak of COVID-19 has only served to exacerbate these challenges: students are estimated to have lost around 1 year of learning adjusted schooling directly as a result of the disruption to education caused by the pandemic. Many new entrants to primary school only knew remote learning for their whole first year of schooling.
- And the challenges are predictably borne disproportionately by students who are from poorer families, living in more disadvantaged areas. A recent UNICEF study found that almost 50% of over 5-year-olds in remote areas in Papua Province have never attended schools, compared with 5 per cent in urban areas. Literacy is a main issue in the Papua provinces with only 6 percent of early grade students able to read. Over the next few years, there is a real prospect of many children leaving schooling for the informal or low-skilled sector without minimum competency in literacy or numeracy.

Across both initiatives, the ISR also found strong commitment to the issue among Indonesian stakeholders and widespread hope that Australian support will continue. This commitment is necessarily uncertain, given national elections will take place in Indonesia in 2024 and a new administration will be in power. But inasmuch as any donor program can be, DFAT assistance to foundational skills appears well-placed to navigate any political transition, for 3 main reasons:

- The severity of the learning loss attributable to the pandemic and the cohort effect in education means learning recovery will remain a live issue for some years to come. This is likely to present a strategic point of engagement with any new administration.
- The fact that Australian support spans the national and subnational levels, to some extent, spreads the risk of lower commitment at one level, (given decentralisation in the education sector). But more than that, experience with INOVASI phase 2 indicates the strategic role Australian assistance can play in bridging and connecting the national and subnational levels. This capability is potentially attractive to new administrations in Jakarta and sub-nationally.
- Ultimately, predicting the direction of education reforms is difficult. Indeed, the advent of MoECRT's significant reform program and the pandemic were not fully anticipated before the start of INOVASI's current phase. What this has demonstrated is the strategic value of flexible and adaptive programming. And this is an area of comparative advantage for DFAT compared with other development partners.

DFAT also has much to offer in this sphere, not only based on Australia's expertise in education generally but specifically on the experience and relationships gained through support to INOVASI and UNICEF Papua. Basic education in Indonesia is an area of high comparative advantage for DFAT, given the limited number of other development partners engaged who can offer flexible, non-loan-based assistance in the same way as Australian aid. Furthermore, foundational skills development is expected to be strongly aligned with Australia's new international development policy (forthcoming) given the likely continued support to social and economic catch-up following the pandemic.

While the case for ‘why’ is strong, the question of ‘what’ is more appropriately the remit of a design exercise. Nevertheless, the ISR offers the following observations:

- Foundation skills such as numeracy and character education delivered with inclusive methods have received less attention to date than literacy; there is scope to re-map the process so that basic skills can be delivered in a gradual, integrated manner gradually to support the child's development.
- Building on the experience to date and recent reforms in the sector, there is scope to given greater attention to institutionalising’ reforms at the sub-national level<sup>38</sup>:
  - Recent MoECRT initiatives to strengthen the quality of local delivery – e.g. new national bodies located at provincial level (BPMP and BGP), assessment and reporting systems (AKM, Rapor Pendidikan), the ‘mover’ (Penggerak) programs and digital support systems (PMM)<sup>39</sup> – all provide channels to advance the aim, connecting national policy with sub-national capacity and performance. However, ensuring these systems support effective change at scale will require collective action on the part of different stakeholders. INOVASI’s experience of building local capacity for this at district and provincial level and knowledge about implementation challenges (gained for example through assisting *Program Sekolah Penggerak*) appear highly relevant in this respect<sup>40</sup>. At the same time, the learning gained by UNICEF Papua in developing the EGL Roadmap and the established relationship with MoHA<sup>41</sup> can also be valuable.
  - An emphasis on institutionalisation could also provide opportunities to leverage more value from DFAT’s own investments. Section 6 identified areas for greater sharing between INOVASI and UNICEF Papua. In addition, there are potential synergies with the SKALA<sup>42</sup> and ABIP<sup>43</sup> programs. Impact of education assistance at the district level appears maximised when integrated into local government planning, budgeting and regulatory reforms. Realising this requires local capacity in accessing and managing the mechanism for mobilising sub-national financing. However, it is noted that effective collaboration between DFAT programs requires incorporation of this aim into their respective objectives, planning, resourcing and risk management processes (ideally in contracts).
  - In addition, the recent introduction by MoHA of minimum district service standards in foundational literacy and numeracy levels offers further opportunity to promote more sustainable budgeting at the subnational level for this objective. With SKALA in place,

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<sup>38</sup> This might imply some rebalancing of resources between national and subnational teams – currently, activities managed at the national level account for nearly two-thirds of all INOVASI phase 2 expenditure but ultimately flexibility will be key in the light of elections in 2024.

<sup>39</sup> These are flagship initiatives for MoECRT designed to provide sustained support for implementation of the Kurikulum Merdeka. <sup>40</sup> Indeed, the head of the directorate responsible for education standards in MoECRT is quoted as saying INOVASI’s operations in the province/district provides a model for the way BPMP should work.

<sup>41</sup> Given the role of its regional development directorate generally and oversight of minimum service standards.

<sup>42</sup> *Sinergi dan Kolaborasi untuk Akselerasi Layanan Dasar* (Synergies and collaboration for service delivery acceleration)

<sup>43</sup> Australian-World Bank Indonesia Program

there is scope to conduct constraint analysis of basic services in each targeted area with in-depth analysis on the actual budget for education, with a view to advocating resources from fiscal transfer funds are allocated to priority literacy and numeracy programs.

- Finally, within foundational skills there are opportunities build on contributions by INOVASI to development of teacher competencies and standards and capitalising on the effective relationships and progress realised by both initiatives working with teacher training institutes. The program could inform and partner with the Directorate General of Higher Education of MoECRT and Directorate General of Islamic Education of MoRA to advance this strategic opportunity. These offer a ready entry-point for Australian assistance and an important one given the central role teachers play, though intervention this field would have to be strategic given the number of teachers involved.

### 7.2.2 Expanding support to early childhood education (ECE)

The pre-school sector is a large area for reform and children who attend (at least outside the rural areas) are typically from better off families. Any potential assistance from DFAT assistance therefore requires careful thought. Nevertheless, its contribution to foundational skills development makes it a logical area for DFAT support. Research in the Asia-Pacific region by the OECD (2015) has found that students enrolled in ECE show better PISA scores in language and mathematics than those without any ECE exposure. Similarly, the World Bank ECED project in rural Indonesia found that enrolled students have better developmental outcomes (World Bank, 2021).

Furthermore, it appears to align well with GoI priorities. Since 2018, the Indonesian government has set a preschool age of 5-6 years for recipients of education service according to MSS regulation<sup>44</sup>. Although not yet passed, the current draft revised law on Indonesia's education system (SISDIKNAS) advocates adding 1 year of pre-school to the years of compulsory education.

In order to maintain a manageable scope and exploit DFAT's comparative advantage, however, the transition phase between pre-school and primary school provides a promising entry point for DFAT assistance – and one that could exploit synergies with DFAT education support to date. Moreover, poor transition from preschool to elementary school has significant adverse consequences for further child development, many children fail to thrive, and do not reach their full academic potential, even dropping out of school.<sup>45</sup> It is far more effective and efficient to intervene early.

The developmental argument for assistance to support this transition appears strong (see box 7.1). In addition, while a number of development partners are active to varying degrees in the ECE

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<sup>44</sup> MoERCT Regulation No 32/2018 on the technical standard of Education MSS.

<sup>45</sup> Bendini, Magdalena, and Amanda E. Devercelli, eds. 2022. Quality early learning: nurturing children's human development perspective. Washington DC; World Bank.

space (such as Tanoto Foundation, World Bank, UNICEF, Save the Children, Astra), most are not focused specifically on pre-literacy/numeracy as transition to primary school.

#### **Box 7.1: Importance of the transition from ECE to primary education**

SDG 4.2 emphasises the importance of children's readiness for transition to primary school (“participation rate in organised learning one year before the official primary school entry age”). Participation in quality ECE can help children grow and develop optimally and make the transition to primary school more effective. ECE research<sup>46</sup> has found that effective transition is associated with positive impacts on learning outcomes in primary school, on children’s well-being, and on attendance levels.

Based on data from the National Socio-Economic Survey (2021), around one quarter of first grade elementary school children have not attended ECE. This figure varies regionally. School readiness rate in Papua Province is the lowest in Indonesia, with around two-thirds of children receiving no formal ECE and most children entering primary school still using their mother tongue.

Government investment in the pre-school sector is currently low. The World Bank estimates that only 2% of the total education budget is allocated to ECE and allocations are uneven across provinces.

Both INOVASI and UNICEF Papua have relevant experience to draw on:

- INOVASI phase 2 work on use of mother tongue/language transition, including the pilot programs carried out in Nagekeo (NTT) with teachers 10 ECED and 10 Primary Schools for grade 1-3 and primary school pilots in East Sumba (NTT) and Madura (East Java); experience was also gained in supporting development of MoRA’s CPD framework for ECED teachers.
- Relevant lessons may be drawn from the linkages between literacy programs at schools and the work of literacy volunteers at the community level (and funded by village fund) in Bima district and broadly in NTB through *Relawan Literasi* (RELASI) and in Malinau District through the district leadership.
- UNICEF separately operates an ECE program in Nabire and Asmat Districts in Papua Province. These districts overlap with UNICEF Papua’s initiative on literacy and offer significant potential for learning if there is scope to take a more integrated approach.

### **7.2.3 Continuing opportunities to support inclusive basic education**

National and subnational stakeholders from both government and civil society highlighted the continuing need for assistance implementing inclusive education policies. This remains an area where there is significant scope to add value strategically. Experience from INOVASI – and (to a lesser extent) UNICEF Papua – regarding strengthening support systems (rather than say direct infrastructure investment) has high potential value. Under the broader ambition of institutionalisation, for example, there is scope to:

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<sup>46</sup> Giallo, R *et al* (2010) Making the transition to primary school: an evaluation of a transition program for parents. Australian Journal of Educational and Developmental Psychology. Vol 10. pp1-17

- Build on existing relationships to strengthen linkages between provinces and districts to advocate policies on planning and budgeting and to assure access by inclusive primary schools and madrasah to special education expertise based at provincial level. The change in management responsibility for special schools from district to province has disconnected somewhat special teachers from the current reform mainstream.
- Collaborate with relevant government agencies to inform and foster coordinated responses to the suite of challenges associated with remoteness: teacher absenteeism; student absenteeism (as a result of seasonal agriculture and parental security concerns); lack of utilities – electricity, internet, WASH facilities. On the latter point for example INOVASI phase 2 assisted Nagekeo and West Sumba districts (in collaboration with Save the Children and Plan International Indonesia) to design guidance for GEDSI responsive WASH facilities for incorporation into their medium-term regional district development plans (RPJMD).
- Build on INOVASI phase 1 findings to make available more practical know how/tools for teachers to integrate GEDSI into lessons plans (RPP) and classroom management generally, providing different learning approaches for students with disabilities, advice on implementing government regulations on reasonable accommodation, and approaches to facilitate students learning in remote areas.
- Work with STKIP to analyse barriers to inclusion faced by students of different gender, those with disabilities and those at remote schools to support in-service development for teachers on practical how to develop lesson plans (RPP) that better address GEDSI.
- Engage with OPDs at the target provinces and districts in the implementation and monitoring of future early grade learning for assuring issues faced by students with disabilities are addressed in coordinated ways in both of projects.

As part of any approach there is scope to build on the lessons from NTB regarding involving and partnering with organisations for people with disabilities role of civil society namely OPDs in strengthening demand side advocacy and the relevance of subsequent content.

## Appendix 1: Data sources and collection methods

### Data sources

The ISR team drew on both primary and secondary sources of data. **Primary data** was obtained from semi-structured interviews conducted remotely and face-to-face with stakeholders, individually or in groups, at both the national and subnational levels, as set out below:

### Primary data sources

Location (Province or District)	Interview medium	Stakeholder groups consulted
Jakarta Province	Remote / face-to-face	Australian Embassy: <ul style="list-style-type: none"> <li>DFAT Basic education unit, Counsellor Governance and Human Development.</li> <li>DFAT ISR Reference panel.</li> <li>Minister Counsellor.</li> <li>Deputy Head of Mission.</li> </ul>
Jakarta Province	Remote	INOVASI Phase 2 national team: <ul style="list-style-type: none"> <li>Senior management team.</li> <li>Systems and policy team.</li> <li>Education pilots and partnerships team and GEDSI team.</li> <li>MERL team and Communications team.</li> </ul>
Jakarta Province	Remote	UNICEF Papua phase 3 senior management team.
Jakarta Province	Remote / face-to-face	MoECRT: <ul style="list-style-type: none"> <li>Secretariat General.</li> <li>Directorate General for Teachers and Education Personnel.</li> <li>Directorate General for Early Childhood, Basic and Secondary Education.</li> <li>Education Standards, Curriculum and Assessment Agency (BSKAP).</li> <li>Special staff.</li> <li>Policy analyst.</li> </ul> MoRA: Directorate General for Islamic Education. MoHA: Directorate General for Regional Development. Bappenas: Directorate General for Human Development, Communities and Culture.
Jakarta Province	Remote	Other non-government education stakeholders: <ul style="list-style-type: none"> <li>PSPK.</li> <li>RISE project.</li> <li>World Bank.</li> <li>Plan International.</li> <li>Save the Children.</li> <li>Tanoto Foundation.</li> <li>Forum Pendidik Madrasah Inklusif.</li> <li>Wahana Inklusif Indonesia.</li> </ul>
Nagekeo District (NTT)	Face-to-face	District government: <ul style="list-style-type: none"> <li>Bupati.</li> <li>District Education Office.</li> <li>District Communication and Information office.</li> </ul> Plan International. Principals and teachers at two primary schools. INOVASI district team.

<b>Ngada District (NTT)</b>	Face-to-face	District Education Office. STKIP Citra Bakti.
<b>Kupang City/District (NTT)</b>	Face-to-face	Provincial government: <ul style="list-style-type: none"> <li>• Regional Secretariat.</li> <li>• Head of Governance Bureau.</li> <li>• Education Office.</li> <li>• BPMP.</li> <li>• Kantor Bahasa NTT.</li> </ul> Principals and teachers at two primary schools. CIS Timor. NTT Membaca. Media. INOVASI provincial team.
<b>Southwest Sumba District (NTT)</b>	Face-to-face	Forum Peduli Pendidikan Sumba: <ul style="list-style-type: none"> <li>• Vice Bupati from 4 districts in Sumba Island</li> </ul> Taman Baca Masyarakat & Cakrawala Literasi. STKIP Weetabula. Principals and teachers at one primary school.
<b>West Sumba District (NTT)</b>	Face-to-face	Principals and teachers at one primary school.
<b>Bima District (NTB)</b>	Face-to-face	District Government: <ul style="list-style-type: none"> <li>• Bappeda.</li> <li>• Education office.</li> <li>• MoRA.</li> <li>• Village Empowerment Unit (PMD).</li> <li>• Regional Library Unit (Perpusda).</li> </ul> STKIP Taman Siswa. Literacy facilitators (Fasda). Principals and teachers from 5 primary schools.
<b>Bima District (NTB)</b>	Face-to-face	NTB Reading Consortium – Relawan Literasi (RELASI) program: <ul style="list-style-type: none"> <li>• TBM Salaja Baca Jorata.</li> <li>• Rumah Baca Desa Sondo.</li> <li>• Gerakan Sadar Literasi Uma Lenge.</li> <li>• Klub Baca Tapak Seribu.</li> <li>• Literacy Volunteers Forum or Relawan Literasi (Komunitas Literasi Anorawi).</li> <li>• STKIP Yapis Dompur.</li> <li>• Tambora.</li> </ul>
<b>Central Lombok (NTB)</b>	Face-to-face	District Government: <ul style="list-style-type: none"> <li>• Bappeda.</li> <li>• Education office.</li> <li>• MoRA.</li> </ul> Principals and teachers from 1 primary school. Principals and teachers from 4 madrasahs.
<b>Mataram City (NTB)</b>	Face-to-face	Provincial government: <ul style="list-style-type: none"> <li>• Vice Governor Office.</li> <li>• Education Office.</li> <li>• BAPPEDA.</li> <li>• Communications and Information Office.</li> <li>• BGP.</li> <li>• BPMP.</li> </ul> Disability organisations: <ul style="list-style-type: none"> <li>• LIDI Foundation.</li> <li>• Universitas Pendidikan Mandalika.</li> <li>• Laboratorium Pendidikan Inklusif, FKIP Universitas Mataram.</li> <li>• Himpunan Wanita Disabilitas Indonesia (HWDI).</li> <li>• Pusat Layanan Disabilitas, FIP Universitas Hamzanwadi.</li> </ul>



		<ul style="list-style-type: none"> <li>• Solidaritas Perempuan Mataram.</li> <li>• NTB TTI Association (Universitas Mataram, Universitas Hamzanwadi, STKIP Paracendekia, Universitas Mataram, STKIP Hamzar, Universitas Pendidikan Mandalika Mataram, and Universitas Nahdatul Wathan).</li> </ul> <p>Principal and teachers from Special primary school. INOVASI provincial team.</p>
<b>West Lombok District (NTB)</b>	Face-to-face	<p>District government representatives:</p> <ul style="list-style-type: none"> <li>• BAPPEDA, Lombok Barat District.</li> <li>• BAPPEDA, Lombok Utara District.</li> <li>• Education Office, Lombok Utara District.</li> <li>• SD Peduli Anak primary school.</li> </ul> <p>Madrasah principal.</p>
<b>East Lombok District (NTB)</b>	Face-to-face	<p>IAIN NWDI Pancor. District Education Office. MoRA Lombok Timur District. MI1 Hamzanwadi.</p>
<b>North Kalimantan Province</b>	Remote	<p>Provincial Education Quality Assurance Agency (BPMP). Provincial Education Office. PT UXINDO. INOVASI Provincial Team.</p>
<b>Tana Tidung District (North Kalimantan Province)</b>	Remote	<p>District Education Office.</p>
<b>Malinau District (North Kalimantan Province)</b>	Remote	<p>Community Reading Gardens or Taman Bacaan Masyarakat:</p> <ul style="list-style-type: none"> <li>• Ruma' Mileh Desa Kalimaok.</li> <li>• Pelangi Pintar Desa Kuala Lapang.</li> </ul> <p>Representatives from 3 primary schools.</p>
<b>Bulungan (North Kalimantan)</b>	Remote	<p>District Education Office. Representatives from 1 primary school.</p>
<b>East Java Province</b>	Remote	<p>MoRA Office. Muhammadiyah. LP Ma'arif NU.</p>
<b>Pasuruan District (East Java Province)</b>	Remote	<p>Representatives from 1 madrasah.</p>
<b>Probolinggo District (East Java Province)</b>	Remote	<p>District Education Office. Sukapura Supervisor.</p>
<b>Sidoarjo District (East Java Province)</b>	Remote	<p>University of Muhammadiyah Sidoarjo (UMSIDA).</p>
<b>Sumenep District (East Java Province)</b>	Remote	<p>District Education Office.</p>
<b>Jember District (East Java Province)</b>	Remote	<p>Representatives from 1 madrasah.</p>

<b>Manokwari District (West Papua Province)</b>	Face-to-face	<p>School and community representatives:</p> <ul style="list-style-type: none"> <li>• Principal and teachers from 1 primary school.</li> <li>• Principals and teachers from 5 primary schools.</li> <li>• Village Leader.</li> </ul> <p>Yayasan KAKI (implementing partner).</p> <p>Subnational government:</p> <ul style="list-style-type: none"> <li>• Bappeda.</li> <li>• Provincial education office.</li> <li>• District Education office.</li> </ul>
<b>Sorong District (West Papua Province)</b>	Face-to-face	<p>Nani Bili University.</p> <p>Yayasan KAKI (implementing partner).</p> <p>Universitas Pendidikan Muhammadiyah Sorong (UNIMUDA).</p> <p>District Education office.</p> <p>Bappeda.</p> <p>Office for Women and Children Empowerment.</p>
<b>Kaimana District (West Papua Province)</b>	Face-to-face	<p>Subnational government:</p> <ul style="list-style-type: none"> <li>• Regional Secretariat.</li> <li>• District Education Office.</li> <li>• Bappeda.</li> <li>• Supervisor.</li> </ul> <p>Yayasan Nusantara Sejati (implementing partner).</p> <p>Visit to primary school where training was underway.</p>

**Secondary data** sources were:

- DFAT policies and strategies.
- Programs' own strategies, design, planning, monitoring and performance reports.
- DFAT's own corporate performance reports (AQCs, PPAs, IMRs, PAF reports).
- Relevant management information data (financial, operational and administrative) held by both DFAT and the programs.
- Relevant reviews and evaluation reports of the programs.
- GoI education sector data.
- Research and analysis of the education sector in Indonesia conducted by third parties (donors, local policy research institutes, etc.).

## Appendix 2: Relevant GoI policies

### Cross-sectoral Policy Framework

Relevance	Policy
Education is the right of all citizens, and the government is obliged to allocate a minimum of 20% of the state budget.	<ul style="list-style-type: none"> <li>• 1945 Constitution.</li> <li>• Law No. 20/2003 on National Education System.</li> </ul>
Decentralisation of education with District Government responsible for basic education (primary and junior secondary education) <sup>47</sup> .	<ul style="list-style-type: none"> <li>• Law No. 23/2014 on Local Government.</li> </ul>
Village fund use for village development priorities including education development, as agreed through routine village forum.	<ul style="list-style-type: none"> <li>• Law No. 6/2014 on Village.</li> <li>• Ministry of Village Regulation No. 7/2021 on Village Fund Use Priorities.</li> <li>•</li> </ul>
Literacy and Numeracy skills as performance indicators in the Minimum Service Standards (MSS).	<ul style="list-style-type: none"> <li>• Ministry of Home Affairs Regulation No 59/2021 on Education MSS.</li> </ul>

### Education Sector Policy: Education Quality (Foundational Skills)

Relevance	Policy
Curriculum at all levels is developed based on diversity principle and relevance, according to the contexts of educational institutions, and potentials of the regions and individual students.	<ul style="list-style-type: none"> <li>• Law No. 20/2003 on National Education System.</li> </ul>
Implementation of curriculum that focuses on learning recovery (Kurikulum Merdeka), with foundational skill pillars: literacy, numeracy, and character education.	<ul style="list-style-type: none"> <li>• Ministerial Decree No. 56/M/2022 on Kurikulum Merdeka Implementation.</li> </ul>
Character education is one among foundation skills to cover communication, conflict resolution, problem solving and collaboration along with religious tolerance, and reducing the risk of bullying and sexual harassment in schools.	<ul style="list-style-type: none"> <li>• Presidential Regulation No. 87/2017 on Character Education Strengthening.</li> <li>• MoECRT Regulation No. 20/2018 on Character Education Strengthening in Formal Education.</li> </ul>
Education funding for districts and schools that support education access and quality.	<ul style="list-style-type: none"> <li>• Presidential Instruction No. 9/2020 on Papua Welfare Development Acceleration.</li> <li>• MoECRT Regulation No. 2/2022 on School Operational Assistance (BOS) Guideline.</li> </ul>

### GEDSI

Relevance	Policy
Gender mainstreaming.	<ul style="list-style-type: none"> <li>• Presidential Instruction No 9/2000 on Gender Mainstreaming</li> <li>• MoECRT No. 84/2008 on Gender Mainstreaming</li> </ul>
Learning for all for all male and female students, students with disabilities, and those who live in disadvantaged areas.	<ul style="list-style-type: none"> <li>• Law No. 16/ 8/2016 on Persons with Disabilities</li> <li>• Government Regulation No. 13/2020 on Adequate Accommodation for Students with Disabilities</li> <li>• MoECRT No. 70/2009 on Inclusive Education</li> </ul>
Mother tongue for inclusion and its use for indigenous communities.	<ul style="list-style-type: none"> <li>• Law No. 20/2003 on National Education System</li> <li>• Papua Provincial Regulation 3/2013 on Mother Tongue for Indigenous Communities</li> </ul>

<sup>47</sup> Provincial Government is responsible for coordination of education development in the districts, as well as in managing senior secondary and special education. Higher Education is the responsibility of the Central Government.

## Appendix 3: INOVASI contributions to development of systems and policies

### Learning recovery (post-COVID-19):

Scope	Policy development supported by INOVASI
National	In June 2021 MoECRT and MoRA jointly launched guidelines for school reopening. They were developed by national government counterparts and non-government partners with INOVASI support.
District	District Education offices and Religious Affairs offices in Bima, Lombok Tengah and Lombok Timor (NTB) issued circulars and decrees to 98 target schools on applying the 'teaching at the right level' (TaRL). Bupati instruction letters on learning recovery issued in 2022 in 4 partner districts in NTT (Nagekeo, Sumba Barat, Sumba Tengah, Sumba Barat Daya), requiring all primary schools and madrasah to adopt diagnostic mapping and teaching methods (TaRL) to address basic literacy and numeracy skills. Nagekeo district developed a regulation for face-to-face learning for the new school year 2022. In 2022, District Head in Bulungan (Kaltara) issued a circular letter on learning recovery for 2022, requiring all elementary and junior high school schools to conduct periodic diagnostic assessments, and establishing the district Technical Team for the Learning Recovery Program.

### Implementation of new national curriculum:

Scope	Policy development supported by INOVASI
National	MOECRT launched a new curriculum, Kurikulum Merdeka in February 2022. To develop the curriculum, MoECRT drew on technical advice from a range of sources, including INOVASI and results from phase 1 (INOVASI and TASS). MoECRT also used INOVASI's learning gap study to support the case for the new curriculum with elected decision-makers. INOVASI has also assisted implementation (monitoring) of key associated programs of Sekolah Penggerak and Organisasi Penggerak
National	In April 2022, MoRA issued a Ministerial Decree providing the regulatory framework for Implementation of Kurikulum Merdeka in Madrasah. INOVASI helped MoRA develop supporting plans and regulations to facilitate adoption of the new curriculum in madrasah.
Provincial: North Kalimantan	North Kalimantan provincial government, supported by INOVASI, worked with a range of stakeholders (partner districts education offices, the educational quality assurance council, teacher training institutes and civil society organisations) to: <ul style="list-style-type: none"> <li>integrate Kurikulum Merdeka into policy and systems, adjusting for the local context, and</li> <li>develop a strategy to train local facilitators to socialise the curriculum and provide professional development for teachers through the teachers' working groups – using INOVASI-developed literacy and numeracy modules, and the diagnostic tools and assessments</li> </ul>
District	A range of stakeholders in partner districts Bima, Sumbawa, Lombok Tengah and Lombok Timor (NTB) developed materials and training to socialise Kurikulum Merdeka among supervisors, principals and teachers and help them prepare for implementation. All 3 partner districts in Kaltara (Malinau, Bulungan and Tanah Tidung) have implemented actions to socialize Kurikulum Merdeka with schools. Malinau Head of Education Office issued a decree for the establishment of a technical team for adapting Kurikulum Merdeka.

### New National Education System Law:

Scope	Policy development supported by INOVASI
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<b>National</b>	While still being finalised by MoECRT, INOVASI has contributed to its development both through the public consultation process and through internal discussions with MOECRT and other partners.
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#### Implementation of COVID-19 emergency curriculum:

<b>Scope</b>	<b>Policy development supported by INOVASI</b>
<b>National</b>	MoECRT Ministerial decree (Aug, 2020) on curriculum implementation under special circumstances, including an emergency curriculum, with literacy and numeracy modules. INOVASI funded partners helped develop the emergency curriculum, while INOVASI worked with Puslitjak (MoECRT Research Unit) to monitor implementation and collect feedback from districts, parents and teachers on learning from home.
<b>District</b>	INOVASI worked with District Education Offices in partner districts to issue policy letter on the use of the emergency curriculum in Nagekeo, Sumba Barat, Sumba Tengah, Sumba Barat Daya (NTT), and Malinau, Bulungan and Tana Tidung (Kaltara).

#### Education standards and competency frameworks:

<b>Scope</b>	<b>Policy development supported by INOVASI</b>
<b>National</b>	During phase 1 and phase 2, INOVASI has assisted MOECRT's Standards, Curriculum, and Educational Assessment Agency (BSKAP) in revising the 8 National Education Standards.
<b>National</b>	Directorate General for Teachers and Education Personnel issued a decree on a new teacher and principal competency framework in November 2020. INOVASI supported the development of the framework in phase 1 and regulations for its implementation with MOECRT and the Ministry of State Apparatus Empowerment and Bureaucratic Reform (KEM PAN-RB). The framework is informing on-going selection and recruitment of fixed term contract teachers, the updating of MOECRT's policy on teacher and principal standards and new teacher and school training/development resources.

#### Approved reading materials:

<b>Scope</b>	<b>Policy development supported by INOVASI</b>
<b>National</b>	Supported (funded) work with BSKAP to improve the quality and supply of non-text books (e.g. children's story books). MoECRT's policy changed in two key areas: (book approval process (making it easier for individual writers and not for profit organisations to submit books); and use of levelled books. BSKAP issued book levelling guidelines in June 2022.

#### Foundational education strategies:

<b>Scope</b>	<b>Policy development supported by INOVASI</b>
<b>Province</b>	With INOVASI facilitation, NTT developed its strategic plan - Grand Design for Education and associated Roadmap, including expectations for tackling foundational skills, mother tongue, GEDSI, endorsed by NTT Steering Committee for 22 districts in NTT
<b>District</b>	Since June 2020, the DEO in Bima, Lombok Tengah and Sumbawa. (NTB) have involved Kanwil MoRA, Teacher Training Institutes, BAPPEDA, CSOs, and schools in decision-making processes regarding foundational skills developed (through Rembuk Pendidikan). In 2021, Districts of Sumenep and Sidoarjo, issued district regulations for literacy curriculum implementation. Sidoarjo has incorporated literacy and numeracy programs in their Strategic Plan (Renstra) of 2022-2026. Likewise, District of Tana Tidung has also taken in literacy and numeracy in their RPJMD and Renstra documents of 2021-2026. Since INOVASI Phase 1 support, District of Probolinggo and Bulungan have issued the necessary policy documents and have been implementing literacy program to date.

<b>Province</b>	With INOVASI facilitation, NTT developed its strategic plan - Grand Design for Education and associated Roadmap, including expectations for tackling foundational skills, mother tongue, GEDSI, endorsed by NTT Steering Committee for 22 districts in NTT.
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Inclusive education policy:

<b>Scope</b>	<b>Policy development supported by INOVASI</b>
<b>National</b>	Regulations on Reasonable Accommodation for People with Disabilities and on the Disability Service Unit.
<b>National</b>	MoRA regulation on Reasonable Accommodation for Students with Disability MoRA policy on Madrasah Inclusive (2022), a Road Map for Inclusive Madrasah; a Road Map for Inclusive Islamic Education; and a Guideline for delivering inclusive education in madrasah.
<b>National</b>	MoECRT's Student Learning Profile Siswa (PBS) information system was issued in beta version in 2020 and is being further developed as a tool to identify students with disability who need assistance, based on functional rather than medical impairment definitions of disability. PBS has also been introduced to MoRA.
<b>Province</b>	Revision of NTB Governor's decree (Pergub) on implementing Inclusive Education providing a legal basis for the formulation of supporting policies and
<b>District</b>	NTB, Lombok Timur issued a Bupati Regulation on the Protection and Fulfilment on the Right of People with Disabilities, which included the education sector. In 2021 Lombok Tengah government collaborated with the State University of Surabaya to issue a Quality Education Road Map with a focus on Inclusive Education.
<b>District</b>	Sumba Barat and Sumba Timur (NTT) have integrated GEDSI issues into their five-year plan (RPJMD) and Strategic Plan (Renstra), covering classroom practices for junior secondary, primary and early childhood education, gender-based toilet facilities for elementary and junior high school students; training and mentoring for primary and junior high school teachers running inclusive programs; and including GEDSI indicators in their monitoring, evaluation and learning frameworks. District Education Office Malinau issued a circular letter to formalise new approaches to training designated teachers working in remote and indigenous communities.
<b>District</b>	Since 2019 from INOVASI Phase 1 support, District of Probolinggo has commenced the use of Profil Belajar Siswa (PBS) instrument. The inclusive education program based on PBS has been implemented in nearly 80 inclusive schools in the district.

## Appendix 4: Wider uptake and application of improved teaching practices supported by INOVASI phase 2

Note: \* Districts not characterised as INOVASI partner districts. *interviews.*

Source: *INOVASI performance reports; stakeholder*

### Province: West Nusa Tenggara (NTB)

District	Application of INOVASI supported initiatives
Bima	Plans to extend Gemar Literasi program from existing 25 primary schools (SD) to all 418 SD and 73 madrasahs (MI).
Central Lombok	Semua Anak Cerdas literacy and numeracy program is being extended from 33 pilot schools to 237 SD (out of 620 total) and 275 MI.
East Lombok	Maulana literacy program is being extended from 40 target MI to 62 additional MI (out of 240 total) and to 200 SD.
Sumbawa	No reports of wider uptake and application.
West Lombok*	Intention expressed to apply TaRL literacy program (with assistance from other districts and Teacher Training Institute).
Province-wide	Relawan Literasi (trainee teacher volunteer program to support early grade reading) has been extended from initial 128 volunteers trained in INOVASI approach to more than 1,100 volunteers.
Inter-provincial	NTB association of Teacher Training Institutes (established with INOVASI assistance), working with MOECRT's Kampus Menajar program, has trained 191 university students as literacy volunteers in 17 provinces using INOVASI tools.

### Province: East Nusa Tenggara (NTT)

District	Application of INOVASI supported initiatives
All 5 partner districts	Southwest Sumba, West Sumba, Central Sumba, East Sumba and Nagekeo have all adopted diagnostic testing and TaRL approach for early grade literacy teaching but extent of application of the methods is not clear.
West Sumba	INOVASI-supported pilot of teaching of character education foundational skills completed in 6 primary schools; plans underway to extend the training to another 4
Nagekeo	Pilot in 13 primary schools for use of mother tongue / language transition techniques to support early grade literacy teaching. Plans to extend the approach to 10 further primary schools.
Southwest Sumba	45 pre-service teacher trainees trained in literacy methods for a children's reading program Ransel Literasi run by STKIP Weetebula (TTI) as community service program trainees. Plans to continue and extend the program are in place.
Multiple districts	Community Reading Gardens/Centres or Taman Baca Masyarakat (TBM) has trained literacy volunteers in 5 districts in NTT using INOVASI methods.
Kupang	Reading Camp program piloted in 1 SD in Kupang with lack of standard of implementation; MOECRT's Provincial Quality Assurance body (BPMP) has plans to extend the program to 32 SD in South Central Timor and 6 SD in Manggarai (still in process).

### Province: North Kalimantan

District	Application of INOVASI supported initiatives
Bulungan, Tana Tidung	The 2 partner districts are applying foundational literacy approaches including TaRL and diagnostic/formative assessment. Extent of application is not clear.
Malinau	District government has mobilised 21 facilitators to train early grade teachers in assessment methods and use of reading books in remote areas, using INOVASI materials. Extent of application is not clear.
Tana Tidung	District Government is establishing Pojok Baca (reading corners) – a village level approach to literacy learning. The extent of application is not clear.

### Province: East Java

District	Application of INOVASI supported initiatives
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<b>Probolinggo, Sumenep</b>	The 2 partner districts have adopted TaRL approaches for early grade literacy teaching, but the extent of application is not clear. Mandiri Numeracy program is being extended in Sumenep (446 schools) and Probolinggo (91 schools)
<b>Probolinggo</b>	Probolinggo district recognizes INOVASI substantial support for multi-grade teaching pilot activity and its scale-up for small schools in Probolinggo mountainous and coastal
<b>Jember*, Sidoarjo*</b>	Mandiri Numeracy program is being extended in 5 schools of Muhammadiyah in Jember district and 28 Ma'arif schools in Sidoarjo.
<b>Mojokerto*, Jombang*</b>	Training support on numeracy has been carried out in 12 schools in in the 2 non-partner districts LP Ma'arif.
<b>Gresik*, Ponorogo*</b>	Training support on numeracy has been carried out by Muhammadiyah with 18 schools in the 2 non-partner districts.
<b>Lamongan*, Sidoarjo*</b>	13 schools in the 2 non-partner districts are piloting a character education foundational skills program. Implementation is variable but details are not clear.



## Appendix 5: Comparison of literacy program approaches

### 1. Strategy and Approach:

<b>Commentary on both programs:</b>	
Ownership of the assistance is induced through the role of district policy makers, incorporated into program document.	
Specific commentary:	
<b>INOVASI</b>	<b>UNICEF</b>
Continuing PDIA from Phase 1 to contextualise support.	Program delivery is based on framework of SDG 4: "Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all".

### 2. Modules/Materials:

<b>Commentary on both programs:</b>	
Cultural context is taken into account where themes are being contextualized based on local culture (in big book themes, videos, and other learning materials).	
Specific commentary:	
<b>INOVASI</b>	<b>UNICEF</b>
Modules and materials development process have engaged academics and fasdas (teachers, principals, and supervisors).	Modules and materials development were based on contribution by implementing partners and local government partners (LPMP).

### 3. Literacy concept and measurement

Specific commentary:

<b>INOVASI</b>	<b>UNICEF</b>
<ul style="list-style-type: none"> <li>Literacy concept includes 5 components: Phonic and Phonemic Awareness, Interactive Fiction, Interactive Non-fiction, Guided Reading (Stage A, B, C, and D) and Thematic Literacy and Numeracy.</li> <li>Literacy measurement with diagnostic assessment which is administered by teachers in their class.</li> </ul>	<ul style="list-style-type: none"> <li>Focus on 4 literacy competencies: listening, speaking/pronouncing, reading, and writing - with 9 components of literacy: print awareness, phonology, alphabet knowledge, phonic, comprehension, vocabulary, speaking, grammar, and writing.</li> <li>EGRA instrument is used at district level to measure literacy skills of students in the respective district.</li> </ul>

### 4. Delivery

Specific commentary:

<b>INOVASI</b>	<b>UNICEF</b>
<ul style="list-style-type: none"> <li>Use of TaRL or differentiated learning for learning recovery. Based on the assessment results, teachers use students' grouping or individualized learning to ensure TaRL is taking place.</li> <li>Fasdas are key enablers of program implementation</li> <li>Various modality of face-to-face training, one-on-one mentoring, limited LMS use, platform of Merdeka Mengajar, and use of various social media.</li> </ul>	<ul style="list-style-type: none"> <li>Teachers are mentored to develop lesson plans to incorporate literacy key concepts.</li> <li>Trainers recruited by implementing partners.</li> <li>Various modality of face-to-face training, one-on-one mentoring and use of social media, namely YouTube.</li> </ul>

### 5. Capacity building mechanism

Specific commentary:

INOVASI	UNICEF
<ul style="list-style-type: none"> <li>• Fasda training and mentoring on literacy and/or numeracy, literacy assessment, lesson plan development, learning resource development, peer support in KKGs.</li> <li>• Principal and supervisor leadership training.</li> <li>• Support for partners and grantees (main content of literacy and numeracy, administration and reporting).</li> <li>• However, no systematic monitoring on quality of the cascade training.</li> </ul>	<ul style="list-style-type: none"> <li>• Implementing partners build capacity of trainers/mentors.</li> <li>• Shorter refresher trainings during scale-out phase, including on GEDSI topic. This risks lower quality of training.</li> <li>• Implementing partner received training on child protection and safeguarding.</li> </ul>

## 6. GEDSI approach

Specific commentary:

INOVASI	UNICEF
<ul style="list-style-type: none"> <li>• GEDSI team review all modules and materials.</li> <li>• Partnering with university to pilot gender responsive school modules development and implementation in East Java. The module sounds too heavy for teachers and principals to respond to.</li> <li>• GEDSI has been done in with a twin track strategy. GEDSI is mainstreamed and GEDSI targeted initiatives. GEDSI mainstreaming is done through GEDSI integration to the training modules. Specific/targeted interventions are represented in the development of Inclusive Madrasah Roadmap, an updated NTB's governor's Regulation on Inclusive Education, and in Bahasa Ibu (unclear strategy).</li> <li>• There is a national GEDSI specialist, an international GEDSI specialists, Gender Focal Points at the Provincial level, and build GEDSI sensitivity among District Coordinators.</li> </ul>	<ul style="list-style-type: none"> <li>• UNICEF's Gender focal point – part time.</li> <li>• Work together with academics for module development and for pre-service training.</li> <li>• GEDSI has been done in twin tracks strategy. GEDSI is mainstreamed and GEDSI targeted initiatives – in the policies, disaggregated data, books –but we only found it in the integration of GEDSI in training modules, and only be seen in the Gemilang books.</li> <li>• No specific/targeted initiatives yet to develop.</li> </ul>