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



## Final Project Report, Volume I: Main Report May 2012-September 2017

September 2017

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

## Final Project Report

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**Main Cover Photo:** *[Left to right] (1) Early grade primary school students reading a “big book” with their teacher; (2) primary school students doing a science experiment on air pressure; (3) junior-secondary school students doing a practical mathematics activity in the school yard; (4) primary school students reading books as part of the “developing a reading culture” program.*

*[Unless otherwise noted, all photos in this report were taken by USAID PRIORITAS staff or partners.]*

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## LIST OF ACRONYMS, ABBREVIATIONS, AND TERMS

ACDP	Analytical and Capacity Development Partnership
ADB	Asian Development Bank
ALPEKA	Aplikasi Laporan Pertanggungjawaban Keuangan BOS Tingkat Sekolah (School Level Finance [BOS] Reporting Application)
APBD	Anggaran Pendapatan Pembelanjaraan Daerah (District Budget)
APP	Analisis Pendanaan Pendidikan (District Education Finance Analysis)
B1	Bahasa Indonesia subtask 1
B2	Bahasa Indonesia subtask 2
B3	Bahasa Indonesia subtask 3
B4	Bahasa Indonesia subtask 4
BAPPEDA	Badan Perencanaan Pembangunan Daerah (Regional Development Planning Board)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Board)
BEC-TF	Basic Education Capacity Trust Fund
BDK	MORA training centers
BEC-TF	Basic Education Capacity Trust Fund [World Bank-funded]
BERMUTU	Better Education through Reform Management and Universal Teacher Upgrading Project
BKD	Badan Kepegawaian Daerah (Regional Personnel Body)
BNSP	Board of Education
BOS	Bantuan Operasional Sekolah (Government-allocated School Operational Assistance Fund)
BOSP	Biaya Operasional Satuan Pendidikan (School Operational Funding)
BPKP	Buku Pembelajaran Kontekstual Papua (Papua-contextualized textbook)
BSNP	National Education Standards Body
C1	Cohort 1
C2	Cohort 2
C3	Cohort 3
CAR	Classroom Action Research
CIWPM	Correct invented words per minute
CLPM	Correct letters per minute
COP	Chief of Party (project position)
COR	Contracting Officer's Representative
CPD	Continuing Professional Development
CS	Comparison School
CTL	Contextual Teaching and Learning
CWPM	Correct words per minute
DAPODIK	Data Pokok Pendidikan (MOEC's national web-based EMIS)
DBE	Decentralized Basic Education Project
DC	District Coordinator
DCOP	Deputy Chief of Party (project position)
DEC	Development Experience Clearinghouse [USAID]
Dewan Pendidikan	District Education Council

DFAT	Department of Foreign Affairs and Trade [Australia]
DI	Daerah Istimewa (Special Region [of Yogyakarta])
DID	Difference-in-difference [statistical term]
DPRD	Dewan Perwakilan Rakyat Daerah (Local parliament/legislature)
DVD	Digital video disk/Digital versatile disk
EDC	Education Development Center
EGR	Early Grade Reading
EGRA	Early Grade Reading Assessment
EMIS	Education Management Information System
EPRA	Education Policy Research in Aceh [DFAT-funded]
EU	European Union
FGD	Focus group discussion
FKIP	Fakultas Keguruan dan Ilmu Pendidikan (Education Faculty)
FSU	Florida State University
FTK	Fakultas Tarbiyah dan Keguruan (Faculty of Education and Teacher Training)
FY	Fiscal Year
GB	gigabyte
GBDT	Remote Area Teacher Aides
GOI	Government of Indonesia
IAID	Institut Agama Islam Darussalam (Islamic Religious College)
IAIN	Institut Agama Islam Negara (State Islamic Institute)
ICT	Information and communication technology
ICT4E	ICT for Education
ICW	Indonesian Corruption Watch
IDR	Indonesian rupiah
IE	Inclusive Education
IKIP	Institut Keguruan dan Ilmu Pendidikan (Teachers' Training College)
INOVASI	Innovation for Indonesia's School Children program [DFAT]
IR	Intermediate Result
IT	Information Technology
JSS	Junior-secondary school
K2	Category 2 Plan [Government of Indonesia's plan for appointing temporary teachers as permanent civil servants]
Kabupaten (Kab.)	District or regency
KAK	Kerangka Acuan Kerja (Working Agreement)
KIAT GURU	Improving Teacher Performance and Accountability [World Bank] program
KKG	Kelompok Kerja Guru (Teacher Working Group—regular primary schools)
KKM	Madrasah working groups
Kota	City or municipality
KTSP	2006 Curriculum
LPMP	Lembaga Penjaminan Mutu Pendidikan (Provincial Quality Assurance Institute)
LPTK	Lembaga Pendidikan Tenaga Kependidikan (Teacher Training Institute)

M&E	Monitoring and Evaluation
M1	Mathematics subtask 1
M2	Mathematics subtask 2
M3	Mathematics subtask 3
MA	Massachusetts
Madrasah	Islamic School
MBS	Manajemen Berbasis Sekolah (School-Based Management)
ME	Monitoring and Evaluation [team]
MENKO KESRA	Coordinating Ministry for People's Welfare
MGMP	Local Association of Secondary Teachers (grouped by subject matter)
MI	Madrasah Ibtidaiyah (Islamic Primary School)
MOEC	Ministry of Education and Culture
MOHA	Ministry of Home Affairs
MORA	Ministry of Religious Affairs
MORHE	Ministry of Research and Higher Education
MOU	Memorandum of Understanding
MS	Microsoft
MSI	Management Systems International
MSS	Minimum Service Standards
MSU	Michigan State University
MTs	Madrasah Tsanawiyah (Islamic Junior-Secondary School)
NA	Not applicable
NC	North Carolina
NCE	No-Cost Extension
NGO	Nongovernmental organization
ORF	Oral reading fluency
OVC	Orphans and vulnerable children
P4TK	Pusat Pengembangan dan Pemberdayaan Pendidik dan Tenaga Kependidikan (Teacher and Education Staff Development and Empowerment Center)
PAKEM	Pembelajaran yang Aktif, Kreatif, Efektif dan Menyenangkan (Active, Effective, and Enjoyable Learning)
PE	Physical education
PGRI	Persatuan Guru Republik Indonesia (National Teacher Union)
PGSD	Primary School Teacher Education
PKB	Continuing Professional Development
PKG	In-school performance appraisal
PMK	Peraturan Menteri Keuangan (Minister of Finance Regulation)
PMP	Performance Management Plan
PPG	Penataan dan Pemerataan Guru (Teacher Deployment)
PPG	Teacher Professional Education Program (Pendidikan Profesi Guru)
PPL	One-semester practice teaching program
PPMP	Center of Education Quality Assurance
PPP	Public-private partnership
PPSDM	Development and Empowerment of Human Resources Agency

PRESTASI	Program to Extend Scholarships and Training to Achieve Sustainable Impacts
PRIORITAS	Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia's Teachers, Administrators, and Students Project
PS	Partner School
PTA	Parent-Teacher Association
Pusbangprodik	Pusat Pengembangan Profesi Pendidik (Teacher Professional Development Center)
REDI	Regional Economic Development Institute
Renstra	Rencana Strategis (Five-Year Educational Development Plan)
RFP	Request for Proposa
RPJMD	District Development Plan
RPJMN	National Development Plan
RTI	RTI International (trade name for Research Triangle Institute)
SAS	Structural, Analytical, Synthetic approach
SBM	School-Based Management
SD	Sekolah Dasar (Primary School)
SDN	Sekolah Dasar Negeri (public elementary school)
SE	Standard Error
SEN	Special education needs
SERASI	USAID-funded program
SIMDIKDAS	Sistem Informasi Manajemen Pendidikan Dasar (Basic Education Information Management System)
SIMPK	Sistem Informasi Pendidikan Kabupaten/Kota (District Education Information Management System)
SMA	Senior-secondary school
SMHB	Sultan Maulana Hasanuddin
SMK	Vocational and pre-professional secondary school
SMP	Sekolah Menengah Pertama (junior-secondary school)
SMPN	Sekolah Menengah Pertama Negeri (public junior-secondary school)
SP	Service provider [personnel]
STAI	Sekolah Tinggi Agama Islam (Islamic Tertiary Education Institute)
STAIN	Sekolah Tinggi Agama Islam Negeri (State Islamic Tertiary Education Institute)
STKIP	Sekolah Tinggi Keguruan Ilmu Pendidikan (Tertiary Teacher Education)
STR	student-to-teacher ratio
STTA	Short-term technical assistance
TBD	To be determined
TK	Taman Kanak-kanak (Kindergarten)
TKPPA	Education Development Coordination Team
TOT	Training of trainers
TPP	Teacher professional allowances
TraiNET	Training for Information and Results reporting system [USAID]
TTI	Teacher Training Institute
TTO	Teacher Training Officer
TV	Television
UHN	Universitas HKBP Nommensen

UIN	Universitas Islam Negeri (State Islamic University)
UKG	Ujian Kompetensi Guru (Teacher competency test)
UKSW	Universitas Kristen Satya Wacana (UKSW) Salatiga
UM	Universitas Negeri Malang
UMN	Universitas Muslim Nusantara
UMN-AW	Universitas Muslim Nusantara Al Washliyah
UMPAR	Universitas Muhammadiyah Pare-pare
UMS	Universitas Muhammadiyah Surakarta
UMSU	Universitas Muhammadiyah Sumatra Utara
UMT	Universitas Muhammadiyah Kota Tangerang
UN	National Student Examinations
UNBJA	Universitas Banten Jaya Kota Serang
UNCOK	Universitas Cokroaminoto Palopo
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNESA	Universitas Negeri Surabaya
UNICEF	United Nations Children's Fund
UNIMED	Universitas Negeri Medan (Medan State University)
UNINUS	Universitas Islam Nusantara Bandung
UNISMUH	Universitas Muhammadiyah Makassar
UNITA	Universitas Sisingamangaraja Tapanuli
UNM	Universitas Negeri Makassar
UNMA	Universitas Mathla'ul Anwar Pandeglang
UNNES	Universitas Negeri Semarang (State University of Semarang)
UNPAS	Universitas Pasundan
UNS	Universitas Negeri Sebelas Maret
UNSYIAH	Universitas Syiah Kuala
UNTIRTA	Universitas Sultan Agung Tirtayasa
UNY	Universitas Negeri Yogyakarta
UPI	Universitas Pendidikan Indonesia
US	United States
USA	United States of America
USAID	United States Agency for International Development
USD	United States dollars
USG	United States Government
WE	World Education, Inc.
WMLN	World's Most Literate Nations [study]
WSD	Whole-School Development
YASUMAT	Yayasan Sosial Untuk Masyarakat Terpencil (Social Foundation for Isolated Communities)
YKW	Yayasan Kristen Wamena (Wamena Christian Foundation)
YLAI	Yayasan Literasi Anak Indonesia (Indonesian Children's Literacy Foundation)
YPPK	Yayasan Pendidikan dan Persekolahan Katolik (Catholic Education Foundation)



## EXECUTIVE SUMMARY

The United States Agency for International Development–Prioritizing Reform, Innovation, and Opportunities for Reaching Indonesia’s Teachers, Administrators, and Students (USAID PRIORITAS) project began in May 2012 with the aim of achieving **expanded access to improved quality basic education (IR1)**. The intermediate results (IRs) that the project aimed to achieve are as follows:

- strengthened instruction in schools in targeted districts (IR1-1)
- improved education management and governance in targeted schools (IR1-2)
- strengthened coordination between all levels of the Government of Indonesia (GOI) and education institutions (IR1-3).

This report covers the duration of the project, from May 2012 to September 2017. Key activities and accomplishments are described below.

### Key Project Accomplishments

#### A. Partners

- USAID PRIORITAS worked for most of the project period with 90 districts in the seven original partner provinces, including 50 USAID PRIORITAS districts and 40 former Decentralized Basic Education (DBE) project districts, to improve access to good quality education.
- The project supported a program implemented by two nongovernmental organizations (NGOs) in two districts in Papua Province over a period of three years. The program reached a total of 198 teachers from 97 schools and distributed over 16,700 Papua-contextualized Textbooks (BPKP).
- USAID PRIORITAS worked directly with 17 partner Teacher Training Institutes (TTIs) to raise the quality of pre- and in-service teacher education, as well as with 31 non-partner TTIs, who were interested in gaining benefits from the project.
- Beginning in August 2015, the project worked for 18 months in one district and with one TTI in West Papua, which included working with six TTI partner schools in Manokwari District and 10 rural partner schools in South Manokwari.

#### B. Strengthened Instruction in Schools: Teacher Training Institute (TTI) Development

The core objective for the USAID PRIORITAS program’s work with the TTIs was to build their capacity to design and deliver effective pre- and in-service teacher training programs, with an emphasis on improving teaching practices in the classroom. This objective was to be achieved by making teacher training more practical and practice oriented and by strengthening linkages between TTIs and schools.

A group of 16 TTIs was selected for inclusion in the program, to ensure that at least one secular state university and one Islamic institution were included in each of seven partner provinces. In 2015, one more TTI was added as part of the program in West Papua, making a total of 17 TTIs. The program was applied somewhat differently in the West Papua institution. A further 31 TTIs were included as consortium partners, with a lower level of project intervention.

USAID PRIORITAS managed the implementation of the above tasks in the 16 TTIs through the following four sets of activities.

### **1. Strengthening class-based pre-service training**

- *Adapting in-service teacher training modules for use in pre-service training:* The TTIs were involved in adapting in-service training modules used to train teachers in project partner schools for use by lecturers in pre-service teacher training courses.
- *Developing a pre-service curriculum:* TTI working groups were established and developed curricula for pre-service training that were aligned to active learning principles and the 2013 Curriculum in seven subject areas: (1) early grades reading and literacy (grades 1–3), (2) upper grades literacy (grades 5–6), (3) primary mathematics, (4) primary science, (5) junior-secondary literacy, (6) junior-secondary mathematics, and (7) junior-secondary science.
- *Training TTI pedagogy lecturers:* Over 1,960 lecturers from the partner TTIs, including training facilitators, were trained with direct project support in active learning, in student-centered and innovative training methodologies for pre- and in-service training, and in practice-oriented training curricula.
- *Establishing a partnership between Florida State University (FSU) and the State University of Semarang (UNNES), focused on teaching of early-grade reading and reading development:* The partnership designed and produced a set of 12 course modules, to train student teachers in teaching early grade reading, which were rolled out to the other 16 partner TTIs.

### **2. Strengthening practical pre-service training**

- *Developing laboratory and partner schools to provide a context for practical pre-service training:* USAID PRIORITAS worked with TTIs to identify 152 TTI laboratory (lab) and partner schools (on average six primary and three junior secondary schools per TTI) and train over 1,700 lab and partner school staff in teaching and learning and school management.
- *Increasing the practical elements of pre-service teacher training courses in TTIs by developing improved practicum programs:* USAID PRIORITAS worked with the national government and partner TTIs to train lecturers and supervisors in improved practicums, especially in lab and partner schools.
- *Implementing a program of Classroom Action Research (CAR) with lecturers and teachers to support innovation in teaching and learning in reading, math, and science:* The project worked with 128 lecturers and teachers (in 32 teams of four) from 16 partner TTIs and their lab/partner schools to design and implement CAR to identify and address problems in teaching and learning.
- *Arranging short courses for TTIs in the USA:* USAID PRIORITAS coordinated with the USAID-funded Program to Extend Scholarships and Training to Achieve Sustainable Impacts (PRESTASI) to provide training at Michigan State University (MSU) for 50 TTI lecturers from partner TTIs in managing teacher practicums.

### **3. Developing the role of the TTIs as service providers**

- *Providing in-service training in partner schools:* The TTIs were involved in implementing an in-service training program to improve teaching and learning in their lab and partner schools. This approach was strengthened in the final phase of the project by directly

tasking the TTIs to design a set of training modules (Module 4) and supporting them in doing this.

- *Facilitating strategic business planning:* TTIs took part in TTI and district-level workshops to explore ways to develop a more entrepreneurial and business-like approach as service providers to districts and other education systems. Partner TTIs have established at least 249 Memoranda of Understanding (MOUs) and working agreements with local governments or other agencies. Many of the MOUs are a result of project interventions.

#### **4. Dissemination**

- *Establishing TTI consortia:* Consortia of partner TTIs, which included a total of 31 non-partner universities, were established with the aim of disseminating to a wider group good practices and programs developed in partner TTIs. Project training modules were disseminated to over 2,460 lecturers of these consortia TTIs and additional lecturers in the partner TTIs using local funding. The lecturers were trained by partner TTI lecturers in teaching and learning, developing a reading culture, and implementing school management.
- *Conducting showcases:* Showcase events were held to promote to a wider audience the good practices developed with TTIs and their partner schools.

#### **5. Outcomes**

- USAID PRIORITAS trained a total of 4,428 TTI lecturers and other personnel, either directly or by dissemination. Within the partner TTIs, about 10% of lecturers were trained (16% of pedagogy lecturers and up to 75% of those in target disciplines). These lecturers attended an average of 12 days of training, some as many as 30 days.
- As of the last Monitoring and Evaluation measure in 2015, about two-thirds of the trained lecturers were using a range of active learning approaches (a 60% increase from the baseline assessment results). Nearly 90% of the lecturers reportedly use the modules in their classes for students (pre-service), and about 60% use them in in-service training.
- The percentage of student teachers demonstrating good practices in their teaching practicums rose from 42% in 2013 to 73% in 2015.
- The performance of the TTI laboratory (lab) and partner schools in teaching and learning, implementing school management, developing a reading culture, and promoting community participation also rose similarly between 2014 and 2017 with, for example, the percentage of teachers demonstrating good practices in teaching and assessment rising from 43% in 2014 to 67% in 2017.

### **C. Strengthened Instruction in Schools: Whole-School Development**

Under Component 1,<sup>1</sup> the program trained teachers to improve the quality of teaching and learning. This was supported under Component 2, by working with the school principal, staff, and community, including the school committee, to improve the management and governance of schools and to increase community support. This comprehensive approach is called “Whole-School Development” (WSD). The objective in the early stages of the project was to build local government capacity to provide in-service training for teachers, school principals, and supervisors on a sustainable basis and build models of good practice in selected partner schools. The project then supported local governments and the Ministry of Religious Affairs (MORA) in planning, budgeting, and implementing dissemination training

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<sup>1</sup> Section 2.1, Aims and Objectives, lists the IRs and definitions of USAID PRIORITAS project components (1–4).

for further non-partner schools. Instruction strengthening through whole-school development as achieved through the following four activities.

### **1. Training for Schools**

- Four whole-school training modules were developed to train teachers, school principals and supervisors, and school committee and community members in teaching and learning, in developing a reading culture, in implementing school management, and in promoting community participation.
- A total of 3,833 training facilitators from Cohort 1, 2, and 3 partner districts and partner TTIs had been trained by the project and were active in late 2016 in supporting training in the four training modules.
- Well over 6,000 school supervisors, principals, committee and community members, and teachers from over 1,450 district and TTI partner schools took part in each of three rounds of training in participative and accountable school management and community participation and in developing a reading culture in their schools.
- Over 12,500 primary and junior-secondary school teachers and other educationists from these partner schools and district offices took part in each of three rounds of active and contextual teaching and learning, benefitting over 470,000 students each year at those schools. Among these 12,500 teachers trained, over 3,300 early grades primary school teachers were trained to improve the teaching of reading.

### **2. Support for Improved Reading**

- The Whole-School Development (WSD) training modules rolled out to partner and non-partner schools placed an emphasis on improving student reading and developing a reading culture in schools. Module 3 supported the management and use of leveled reading books in the early grade classes.
- A partnership between the project and Yayasan Literasi Anak Indonesia (Indonesian Children's Literacy Foundation [YLAI]), an Indonesian NGO, was implemented to produce leveled reading books for use in early grade classrooms across Indonesia.
- USAID procured 12,100 sets of the leveled reading books for distribution to non-partner primary schools in the project partner districts, to supplement over 1,000 sets procured by the project mainly for distribution to project partner schools.
- The project distributed over 12,000 sets of the USAID-procured books to non-partner schools and trained 48,905 teachers and school principals in their use.
- A partnership between FSU and UNNES developed 12 modules for training student teachers in teaching reading in the early grades. These modules were rolled out to the other 16 partner TTIs in October 2016.

### **3. Impact on Schools and Students**

- The overall trend in the three cohorts shows that steady improvements were taking place in project partner schools for all 13 school-related indicators, reflecting the emphasis of the whole-school development training program on the issues covered by these indicators. Large improvements are evident from baseline to midline monitoring. A further, more modest improvement occurred from midline to endline monitoring.
- Improvements for the indicators among comparison schools were also evident, but by much less than and much less consistently than in the partner schools. The principle reason for many of these improvements appears to result from many of the teachers in

the schools (about 50%) having received training using USAID PRIORITAS modules as part of district-led dissemination of project programs.

- The biggest improvements were made in the four teaching-and-learning indicators. The percentage of teachers in partner schools demonstrating good practices in their teaching and assessment (with a focus on facilitating student learning) rose from around 20% at baseline monitoring to 80% or more by endline monitoring. The percentage of students demonstrating positive learning behaviors rose similarly, from around 20% at baseline monitoring to 87% or more at endline.
- The three indicators relating to the teaching of reading all showed large increases. The percentage of early grades teachers in partner schools demonstrating good practices in teaching and assessing reading (IR2) rose from 15% or less at baseline monitoring to 80% or more (varying by cohort) by endline. These increases reflect the special emphasis of the project on improving reading, especially in the early grades.
- By the end of the project, over 90% of partner schools had implemented programs to develop a reading culture. The major results that are evident in schools included upgraded libraries, the establishment of reading corners, and the use of funds to purchase reading materials. The percentage of schools, where community and parental activities were active in developing a reading culture, rose from fewer than 15% of schools at baseline monitoring to 60%–75% (varying by cohort) by endline monitoring.
- A more modest but steady increase took place in the two school-leadership, management, and governance indicators. Analysis of the detailed data shows that by the endline survey, most of the principals were allowing teachers to participate in professional development activities such as seminars and training. The majority of principals were providing appropriate resources for learning to take place. But only about 25% of principals were holding meetings at least once a month to discuss curricular matters and to make regular monitoring and mentoring visits to class.
- The indicator for parent and community participation shows that during the baseline survey, parents were involved in improving the school environment, such as building construction and maintenance, in only about 50% of partner primary schools. The percentage of schools where parents were involved in supporting teaching and learning and extracurricular activities was only about 20%. By the endline survey, parents were involved in building maintenance and construction in more than 80% of schools and in supporting teaching and learning and extracurricular activities in between 60% and 75% of schools (varying by cohort).
- The project implemented student assessment tests in Bahasa Indonesia (reading and writing) and mathematics in grades 4 and 8 and in science in grades 5 and 8 in a sample of partner and non-partner comparison schools. Average scores in both partner and comparison schools increased on all the tests of the endline assessment. They further show that scores in the partner schools increased by a greater percentage than those in the comparison schools on all but one of the tests. The principle reason for improvements in the comparison schools appears to be that many of the teachers in the schools (about 50%) received training with USAID PRIORITAS modules as part of district-led dissemination of project programs.
- Overall an estimated 6.87 million primary school students have benefitted from the reading programs.
- The project also implemented an Early Grade Reading Assessment (EGRA) at the beginning of grade 3 in a sample of partner and non-partner comparison schools. The

EGRA consisted of six subtasks to measure early reading skills. The percentage of students in Cohort 1 district project partner schools, who are reading with 80% comprehension, rose from 50% in 2012 to 73% in 2016

- The project conducted a grade 1 reading assessment in a small sample of schools that had and that had not received leveled reading books, to measure the impact of the leveled reading book program. Although all evaluated students scored similarly at the beginning of the school year, at the end of the school year and in every EGRA subtask, students in schools with the leveled reading books, on average, outperformed their counterparts in schools without leveled reading books.

#### **4. Dissemination of School Level Programs**

The intention of the USAID PRIORITAS project was to build local government and MORA capacity and commitment to implementing continuing professional development (CPD) for their educators, using materials and approaches developed by the project. Local government, the Ministry of Education and Culture (MOEC), and MORA have received the project positively and have been replicating its programs using their own funds. Through training for teachers, school principals, and other educators to disseminate these school-level programs, the following has been achieved:

- Although the project worked in only 90 districts, excluding Papua, dissemination took place in 118 districts. Over 237,437 participants from 34,884 schools have taken part in the training in the dissemination of school-level programs.
- This training has been supported by 8.27 million USD of GOI and school funding and 1.64 million USD of project funding, a leverage ratio of approximately 5 to 1.
- Overall the project has benefitted an estimated 12.5 million students from 36,198 partner and non-partner beneficiary primary and junior secondary schools.

#### **D. Governance, Management, and Linkages**

Components 2 and 3<sup>2</sup> of USAID PRIORITAS supported the improvement of teaching and learning in Indonesian classrooms, by improving the management, governance, and policy linkages within the Indonesian education system. This involved a series of activities at district, province, and national levels. The major focus was at district level, where primary responsibility for managing and governing basic education is held, under a national policy framework. The project also worked to improve management, governance, and policy linkages in the Islamic education sector.

The project focused on teacher management and particularly on (1) teacher deployment, and (2) continuing professional development (CPD). A small program was also conducted to improve school-based management, by working with MOEC to create an online system for reporting school finances. By providing support for governance and management and creating linkages, the project has achieved the following:

- Project work in teacher deployment has resulted in 624 small schools being “regrouped,” creating 305 merged schools with resulting efficiencies in teacher deployment. A total of 128 primary schools have introduced multi-grade teaching, and 7,331 principals and teachers have been transferred. Overall, 1,361 teachers have been appointed as mobile teachers: these were generally subject specialists (physical education and religion teachers) that were assigned to more than one school. In addition, 6,345 temporary teachers have been appointed as permanent civil servants under the government’s

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<sup>2</sup> Section 2.1, Aims and Objectives, lists the IRs and definitions of USAID PRIORITAS project components (1–4).

Category 2 (K2) plan and deployed according to results of USAID PRIORITAS' Teacher Deployment analysis.

- Teacher deployment efforts also resulted in districts reassigning teachers from one function or level in the system to another: 201 junior-secondary teachers have been reassigned as primary class teachers, for example. In addition, 139 primary school principals, 70 kindergarten teachers, 25 senior-secondary teachers, 39 English teachers, and two vocational-school teachers were also reassigned. A total of 131 non-teaching civil servants were retrained and appointed as teachers.
- Project work in CPD resulted in all partner districts completing plans and budgets to disseminate USAID PRIORITAS training and good practices through continuing professional development, matched to TTIs as service providers. A total of 85 million USD was allocated by districts to support the program. These plans and indicative budgets were successfully integrated within five-year strategic plans (renstra) in selected districts.
- Many districts have adopted policies and promulgated regulations to support implementation of better teacher management and education policies. To date, there are 51 such regulations: 36 new regulations about teacher deployment in partner districts, seven new regulations about CPD, and eight new regulations about literacy and reading culture. These strategic plans, budgets, and regulations greatly increase the likelihood of implementation, sustainability, and further dissemination of project outcomes.
- USAID PRIORITAS also conducted several policy studies to determine needs and leverage the results of field work undertaken throughout the project. These included (1) district capacity assessments in 50 partner districts, (2) a study of the role of the province in education management, (3) a national teacher deployment study, (4) a teacher deployment cost-benefit study, (5) a study of teacher management policy implementation, and (6) a study of primary class teacher supply and demand.
- To improve the policy linkages between national, provincial, and district levels of government, the project worked specifically with districts, provinces, other donors, and NGOs to inform national policy makers of needs, findings, and recommendations, using information to improve policy and national regulations. This was achieved by bringing national officials and policy makers to attend province and district-level activities and bringing officials from districts and provinces to attend national-level policy forums. A range of meetings, activities, and events took place, including project initiatives and forums initiated and funded by national ministries (MOEC, MORA, and the Ministry of Research and Higher Education [MORHE]), as well as other donors and NGOs.
- USAID PRIORITAS advocated for a range of policy approaches to improve teacher management, many of which were implemented in districts and by MORA. A number of these policy recommendations advocated by and through the project were also accommodated in the GOI National Development Plan and subsequently in MOEC's Five-Year Strategic Plan.
- In response to a 2012 MOEC request, USAID PRIORITAS produced a software application (Aplikasi Laporan Pertanggungjawaban Keuangan BOS Tingkat Sekolah or ALPEKA) to help schools produce financial reports, including mandated reports for national per-capita school funds (known as Bantuan Operasional Sekolah or BOS). ALPEKA improves financial management and transparency in schools by reducing the opportunity for double accounting and similar forms of low-level corruption. Information from MOEC suggested that the software was in use in approximately 1,000 schools in

2013, and 120,000 schools (65% of all primary schools [SD] and junior-secondary schools [SMP] in the country) in 2014.

## **E. Gender and Inclusive Education**

- A gender unit was developed and included in the second whole-school development training module. This was used to train school principals and supervisors, teachers, and school committee and community members in partner and non-partner schools. It focused on ensuring that teaching materials are addressing gender equality, that the teacher pays attention to all students according to their needs and irrespective of their gender, and that all students have equal opportunities to participate in classroom and extra-curricular activities, irrespective of their gender. The training module was also aimed to ensure that school facilities, especially toilets and changing rooms, accommodate the needs of boys and girls.
- Given the limited resources available, the Inclusive Education (IE) aspect of the program focused on raising awareness of IE and supporting provinces, districts, and schools that were interested in implementing it. As a result, inclusive education was included in the strategic plans and budgets in 20 districts in the seven partner provinces, excluding Papua.
- From monitoring how regular students were being taught in project partner schools, it became clear that accommodating the different needs of students was a wider issue, which spread beyond children with special needs. To address this issue, the second whole-school development training module (Module 2) included a unit on “Facilitating Individual Differences in Learning,” which was designed to address the issue. The teacher training materials included in Module 3 that related to leveled reading books also address the issue of differentiating teaching to accommodate the needs of different groups of students.

## **F. Communications**

Communications strategy was an important and integral part of the project and made a big contribution to its success. Through its communications, the project achieved the following:

- A total of 15,113 news stories were published in more than 2,000 newspapers and other media, covering all the project provinces. During the final three years of the project, an average of over 10 stories per day appeared in the media.
- A total of 410 videos were produced to illustrate the processes and goals that the project was aiming to accomplish, focusing on good practices in teaching and learning, school-based management, teacher deployment, reading culture programs, and the leveled reading book program in schools and teacher training institutes.
- Project products, including training modules; videos; newsletters; research studies; good practices booklets; and inspiring stories from teachers, school principals, supervisors, and district education office staff, have been uploaded onto the project website. Over the project’s duration, there were over 1.6 million unique visitors to the site and over 42 million “hits.”
- To support the dissemination of good practices after the USAID PRIORITAS project closes, the life of the project website at [www.prioritaspendidikan.org](http://www.prioritaspendidikan.org) has been extended for the next two years. Links to the project website have been created on the MOEC, MORA, and MORHE websites and on the websites of several partner districts and TTIs.

- Newsletters were produced two to three times per year at the national level and in each province, starting in October 2012. These newsletters were distributed to project stakeholders and other interested parties at the national, province, and district levels.

# 1 INTRODUCTION

This document is the Final Report for the USAID PRIORITAS project. The project started in May 2012 and will finish on September 30, 2017. The report is divided into two volumes: Volume I and Volume 2.

**Volume 1** is divided into four main sections as follows.

1. **Section 1** provides a brief road map of this report.
2. **Section 2** provides an overview of the project, including aims and objectives, inputs, scope, and beneficiaries.
3. **Section 3** presents the main project activities and achievements.
4. **Section 4** discusses the project's challenges, constraints and lesson learned.

**Volume 2** contains **17 annexes**, which provide more detailed information on project scope, partners, activities, and results.



*USAID Mission Director Dr. Andrew Sisson signing the Terms of Reference for Cooperation with the Vice Governor of Aceh, Mr. Muzakir Manaf, and witnessed by the Minister of Education and Culture, Dr. Mohammad Nuh, with U.S Ambassador to Indonesia, Scot Marciel, and the Secretary of the Coordinating Ministry for People's Welfare, Dr. Indroyono Soesilo, October 3, 2012.*

## 2 PROJECT OVERVIEW

### 2.1 AIMS AND OBJECTIVES



*USAID PRIORITAS has encouraged the expansion of quality basic education, including giving children the opportunity to develop creativity and their own ideas.*

The USAID PRIORITAS project started in May 2012, with the aim of supporting the overall USAID goal of expanded access to quality basic education and improved quality and relevance of Higher (Teacher) Education (IR1). On July 12, 2013, USAID issued a revised scope of work for the project, to which RTI International (RTI) responded. This revised scope of work resulted in a contract amendment, which was finalized in November 2013. The revised scope has a greater focus on the development of reading and literacy. USAID issued a further revision to the scope of work in May 2015,

which increased project funding to an additional reading program for early grade classes. In December 2016, USAID approved a no-cost project extension to September 2017.

This report covers the whole period of the project from May 2012 to September 2017.

The Intermediate Results (IRs) of the project are as follows:

IR 1.1 Strengthened Instruction in Schools (Component 1)

1.1.1 More Effective Pre-Service (Teacher Education) Programs

1.1.2 More Effective In-Service (Teacher Education) Programs

IR 1.2 Improved Education Management and Governance (Component 2)

1.2.1 Strengthened Capacity at the School Level

1.2.2 More Effective District-Based Management

IR 1.3 Strengthened Coordination between All Levels of GOI and Key Education Institutions (Component 3)

1.3.1 Greater Capacity to Inform National Policy

1.3.2 Greater Capacity to Build Linkages

1.3.3 Greater Capacity for Staff Development

1.3.4 Greater Capacity to Advocate for Education (Funding).

The development hypothesis, which is implicit in the project design, correlates directly with this results framework. Expanded access to quality basic education was to be achieved with three activities. First, pre- and in-service teacher training programs were to be strengthened so that more and better-trained teachers are working in more classrooms and that more schools are offering a higher quality of instruction. Second, education management and governance of schools and districts were to be improved, which meant that teachers would receive more and better support to assist them in providing better instruction. Third, coordination was to be strengthened at all levels of GOI agencies and education institutions to improve communication, information-based planning and policy making, feedback, and better use of financial and human resources within a decentralized system.

## 2.2 PROJECT INPUTS

The project has worked with a range of local partners and implementing an extensive program of interventions and activities to achieve the IRs and sub-results. The project has aimed to achieve the following:

- Building the capacity of TTIs to provide improved quality training programs, both for teachers in training and for serving teachers, by developing the knowledge and skills of teacher educators to use student-centered and innovative training methodologies and by increasing their access to and use of quality training curricula, resources, and facilities.



*Active learning has become the norm in SDN Sumbergondo 2, East Java, as a result of training and mentoring organized by USAID PRIORITAS.*

- Working with the staff of TTIs to design and implement an in-service training program to improve school management, leadership, teaching, and learning, especially in early grade reading (EGR) and in mathematics and science, to expose these staff to models of good practices, which can be adopted and used in their in- and pre-service programs.
- Increasing opportunities for new and serving teachers and school managers, so they could learn from good practices by creating a network of good practice schools linked to the TTIs.
- Supporting a more systematized approach for providing in-service teacher training opportunities by improving human resource planning and budgetary allocations at the district and provincial level.
- Improving the ability of school leaders to better support quality teaching and learning in schools in a decentralized system by improving the capacity of school principals and supervisors as instructional leaders and school managers. These activities have a special emphasis on improving the teaching of reading and creating a reading culture in schools.
- Developing the capacities of schools and districts to use good data and information for better planning, budgeting, and policy development, focusing on better distribution of teachers to achieve better teaching and learning outcomes.
- Supporting the capacity of provincial-level Education Offices to coordinate policy implementation and synchronize the implementation of education programs.
- Strengthening the coordination and horizontal and vertical linkages between all education stakeholders by involving them in project planning, implementation, and evaluation activities.

Throughout all interventions, USAID PRIORITAS has worked closely with local service providers, especially TTIs, to build their capacities to continue to use and disseminate good practices.

All project interventions have ultimately aimed to expand access to better quality basic education, to result in better learning outcomes for more children.

### **2.3 GEOGRAPHIC SCOPE**

USAID PRIORITAS has worked in nine provinces and at least 99 districts. These districts include 46 former Decentralized Basic Education (DBE) districts and 50 USAID PRIORITAS districts in the seven original partner provinces and a total of three districts in Papua and West Papua provinces. The project targeted 1,452 partner schools in the seven original partner provinces. These include an average of 16 primary schools and eight junior-secondary schools (JSS) in each USAID PRIORITAS district and an average of nine lab and partner schools for each of the 16 partner TTIs in the seven provinces. The project also supported 97 primary schools in two districts in Papua and one TTI and 16 primary schools in West Papua. More schools are implementing good practices, supported by the project through government-funded dissemination programs.

Low-level support was also provided to 40 former DBE districts<sup>3</sup> to encourage dissemination of good practices and to leverage the capacity built within these districts to support implementation in the new USAID PRIORITAS districts. This support was originally planned

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<sup>3</sup> At the start of the project, 46 former DBE districts were involved, but after a year this was reduced to 40 districts owing to a lack of interest in six of the districts in continuing to participate in the program.

to be limited to two years, but was extended until May 2017 to increase and deepen the project's impact.

As illustrated in Figure 1 below, an initial cohort of 23 new districts (Cohort 1) was selected in Year 1 of the project, in which the project started implementing the program in parallel with the former DBE districts. A second cohort of 20 districts (Cohort 2) was selected and joined the program in Year 2. The program expanded to a third cohort of 7 districts (Cohort 3) in North Sumatra and East Java in Year 3 and started to work in two districts in Papua in the same year. The project then started to work in West Papua in Year 4. Figure 1 and Table 1, below, illustrate the roll-out strategy.

**Figure 1: Multi-Year Implementation Plan**

Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2012	2013	2014	2015	2016	2017
Former DBE Districts (46)		40 districts			
Cohort 1 USAID PRIORITAS Districts (23)					
Cohort 2 USAID PRIORITAS Districts (20)					
Districts in Papua Province (2)					
Cohort 3 USAID PRIORITAS Districts (7)					
District in West Papua (1)					

**Table I: Projected District Numbers over Project Period**

Provinces	Former DBE Districts	USAID PRIORITAS Cohort 1	USAID PRIORITAS Cohort 2	USAID PRIORITAS Cohort 3	TOTAL
Aceh	5 (3)	2	4	–	11
North Sumatra	7 (7)	3	2	3	15
Banten	3 (3)	2	2	–	7
West Java	6 (5)	3	4	–	13
Central Java	8 (8)	5	2	–	15
East Java	8 (8)	5	2	4	21
South Sulawesi	9 (6)	3	4	–	14
Papua	–	–	2	–	2
West Papua	–	–	–	1	1
<b>TOTAL</b>	<b>46 (40*)</b>	<b>23</b>	<b>22</b>	<b>8</b>	<b>99 (93*)</b>

\*Number of districts continuing to receive support up to the end of project activities in their province.

## 2.4 PROJECT PARTNERS AND BENEFICIARIES

The project has worked with 50 USAID PRIORITAS partner districts, excluding Papua and West Papua provinces, as noted in Table 2. The total number of partner schools in those districts is included in Table 2, as is the direct number of beneficiaries (teachers and learners) in those institutions over the period of the project. USAID PRIORITAS has worked directly with 17 partner TTIs (two or three per province), including one TTI in West Papua Province. The project has also worked with an additional 31 TTIs through consortia in each province. The numbers of direct beneficiaries, lecturers, and students in the partner TTIs are also included in the table. A list of partner districts and TTIs is included in Annex 2 and lists of partner schools in Annexes 3–6.

**Table 2: Project Partners**

Partner Beneficiaries	Cohort 1	Cohort 2	Cohort 3	Papua/ West Papua	TTI and Lab and Partner Schools	Total
Districts	23	20	7	3		53
Primary schools	368	321	111	113	98	1011
Junior-secondary schools	184	160	57	0	56	457
Teachers in partner schools	11,103	10,080	3,601	240	4,385	29,409
Learners in partner schools	173,092	161,520	62,694	6,848	74,458	478,612
Teacher Training Institutes					17	17
Consortia TTIs					31	31
Higher education lecturers					8,497	8,497
Student teachers					43,685	43,685

Table 3 shows the number of new (unique) schools to which the program has been disseminated, by year, with or without USAID funding, and the total number of teachers trained. A total of 34,884 schools was reached in this way, and 237,437 teachers trained.

**Table 3: Unique School and Teacher Beneficiaries of Dissemination Training at Primary and Junior-Secondary School Levels**

	2012–2013	2013–2014	2014–2015	2015–2016	2016–2017	Total
Schools	1,119	4,109	8,297	15,829	5,530	34,884
Educators trained	8,051	23,717	43,155	117,206	45,308	237,437

Table 4 shows the number of schools reached cumulatively, by year, and calculates the number of student beneficiaries using the same methodology recommended by USAID to calculate reading program beneficiaries. This includes the number of new students entering schools where staff was trained in previous years and, therefore, where students are benefitting from improved teaching methodologies. For primary schools, this included the number of students entering grade 1, and for junior-secondary schools, the number of students entering grade 8 who were not previously in beneficiary primary schools. By the end of the project, a total of 36,351 schools and over 12.5 million primary and junior-secondary school students are estimated to have benefitted from the USAID PRIORITAS project.

**Table 4: Cumulative School and Student Beneficiaries, by Year**

Beneficiaries	2012– 2013	2013– 2014	2014– 2015	2015– 2016	2016– 2017
Number of Partner Schools	552	1,033	1,201	1,467	1,467
Number of Disseminations Schools	1,119	5,228	13,525	29,354	34,884
Total Number of Schools	1,671	6,261	14,726	30,821	3,6351
Total Number of Students	323,615	1,761,570	4,509,535	9,697,751	12,500,381

Table 5 shows the number of unique beneficiaries of the primary school reading program. These are the students in schools, where teachers have been trained in improved teaching related to reading, and includes schools that have received leveled reading books. The 6,317,737 direct beneficiaries are those in schools where training has been conducted with full or partial USAID funding, while the 545,659 indirect beneficiaries are those in schools where training has been conducted without USAID funding assistance. The number of indirect beneficiaries is probably greatly under-recorded, as a large amount of training has been organized by local governments and schools but has not been recorded by the project.

**Table 5: Unique Beneficiaries of Reading Program in Primary Schools**

		2012– 2013	2013– 2014	2014– 2015	2015– 2016	2016– 2017	2012– 2013
Unique beneficiaries of reading program	Direct	242,461	706,129	1,508,437	2,462,855	1,397,855	6,317,737
	Indirect	14,909	64,049	187,923	142,796	135,982	545,659
	Total	257,370	770,178	1,696,360	2,605,651	1,533,837	6,863,396

\*Direct beneficiaries (wholly or partially funded by U.S. Government [USG] funding)

\*\*Indirect beneficiaries (wholly funded by non-USG sources)

## 3 REPORT OF MAIN PROJECT ACTIVITIES

### 3.1 STRENGTHENED INSTRUCTION IN SCHOOLS: TTI DEVELOPMENT

#### 3.1.1 Program Overview

A core strategy for USAID PRIORITAS under Component 1,<sup>4</sup> was to work with TTIs to build their capacity to design and deliver effective pre- and in-service teacher training programs, based on good practice principles. The project aimed to strengthen linkages between schools, sub-districts, districts, provinces, and TTIs to improve the delivery of teacher in-service training and to improve support for better governance and management at school and district levels.



*A lecturer at Makassar State University taking part in a teaching practice as part of the training for pedagogy lecturers in South Sulawesi.*

Teacher training in Indonesia faces several serious challenges. These challenges include (1) an education system with an oversupply of teachers and a high demand for admissions into teacher training programs (in addition, teacher pay increases have led to teaching being viewed as an attractive career choice, resulting in compounding the oversupply of graduates); (2) problematic curriculum, pedagogy, and management of teacher training, with teacher trainers lacking practical teaching experience and tending to provide overly theoretical training; and (3) weak coordination between TTIs, schools, and schooling systems, with practicing teachers requiring in-service training to improve quality that TTIs are not yet well-prepared to provide.

USAID PRIORITAS has addressed most of these challenges, while working to achieve strengthened instruction in schools in targeted districts (IR1-1), by addressing two main tasks. These two tasks were stated in the project's Scope of Work<sup>5</sup> as follows:

1. Strengthen the capacity of selected pre-service teacher training institutes to produce skilled primary and junior-secondary teachers, competent and practiced in active learning methodologies, with enhanced capability to teach reading, mathematics, and science.
2. Strengthen the capacity of selected in-service teacher training organizations to deliver quality, active learning, early grades reading, mathematics, and science teaching methodologies; ensure that these organizations have the capacity to deliver training in an organized and systematic manner.

A group of 16 TTIs was selected for inclusion in the program, to include at least one secular state university and one Islamic institution in each of seven partner provinces as noted in Table 6.

<sup>4</sup> Section 2.1, Aims and Objectives, lists the IRs and definitions of USAID PRIORITAS project components (1–4).

<sup>5</sup> USAID. (2015). *Scope of Work*, Contract No. AID-497-C-12-00003, USAID PRIORITAS Project, Page 2 of 22 pages. Jakarta: RTI International.

**Table 6: USAID PRIORITAS Partner Teacher Training Institutes**

Provinces	No.	TTIs
Aceh	1	Universitas Syiah Kuala (UNSYIAH)
	2	Universitas Islam Negeri (UIN) Ar-Raniry
North Sumatra	3	Universitas Negeri Medan (UNIMED)
	4	Universitas Islam Negeri (UIN) Sumatra Utara
Banten	5	Universitas Sultan Agung Tirtayasa
	6	Universitas Islam Negeri (UIN) Sultan Maulana Hasanuddin Banten (Serang)
West Java	7	Universitas Pendidikan Indonesia (UPI)
	8	Universitas Islam Negeri (UIN) Sunan Gunung Jati Bandung
Central Java	9	Universitas Negeri Semarang (UNNES)
	10	Universitas Islam Negeri (UIN) Walisongo Semarang
D.I. Yogyakarta	11	11. Universitas Negeri Yogyakarta (UNY)
East Java	12	Universitas Negeri Malang (UM)
	13	Universitas Negeri Surabaya (UNESA)
	14	Universitas Islam Negeri (UIN) Sunan Ampel Surabaya
South Sulawesi	15	Universitas Negeri Makassar (UNM)
	16	Universitas Islam Negeri (UIN) Sultan Alauddin Makassar

In 2015, one more TTI was added as part of the program in West Papua, making a total of 17 TTIs.<sup>6</sup> The program was applied somewhat differently in this West Papua institution. A further 31 TTIs were included as consortium partners. These were other TTIs in the same province as the partner TTIs, to whom it was expected that the partner TTIs would disseminate some of the project programs.

USAID PRIORITAS managed the implementation of the above two tasks in these TTIs through the following four sets of activities: (1) strengthening class-based pre-service training, (2) strengthening practical pre-service training, (3) developing the role of the TTIs as service providers for in-service training, and (4) dissemination. Each of these is described below.

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<sup>6</sup> Note that STKIP Muhammadiyah Manokwari, the partner TTI in West Papua, joined the project in 2015, much later than others, and received a different program, adjusted to suit the context. This institution is much smaller than the others.

### 3.1.2 Strengthening Class-Based Pre-service Training

#### a) Adapting materials and training modules

During the first three years of project implementation, the project developed three sets of three modules to use in training teachers and education personnel, each covering (1) active learning for primary schools, (2) active learning for junior-secondary schools, and (3) school-based management. These modules form a series of six- and seven-day training packages, both for primary and junior-secondary school teachers and for education personnel (principals and supervisors). The training includes in-school practical sessions.



*Trainee Math teachers use the environment as a media for study at the Islamic University, UIN Alauddin, Makassar, in South Sulawesi.*

These materials were designed specifically for providing in-service training to teachers in clusters and working groups; however, most of the content was regarded as suitable to be incorporated into TTI pre-service courses—with adaptation. A series of workshops was held with participants from all partner TTIs to adapt the materials for this purpose. Results are shown in Table 7, below.

**Table 7: Reference Materials for TTIs**

Module	Published
Good Practice in Teaching for Primary School Module 1	May 2013
Good Practice in Teaching for Junior-Secondary School Module 1	May 2013
Good Practice in School Management for Primary School and Junior-Secondary School Module 1	May 2013
Good Practice in Teaching for Primary School Module 2	May 2014
Good Practice in Teaching for Junior-Secondary School Module 2	May 2014
Good Practice in School Management for Primary School and Junior-Secondary School Module 2	May 2014
Good Practice in Teaching Early Grades Reading for Primary School Module 3	August 2016
Good Practice in Teaching Upper Primary Grades Module 3	August 2016
Good Practice in School Management for Primary School Module 3	August 2016

These materials are intended for multi-use by TTI personnel both in pre-service and in-service teacher training. All are available online at no cost from the USAID PRIORITAS website: [www.prioritaspendidikan.org](http://www.prioritaspendidikan.org)

#### b) Developing pre-service curriculum materials

In addition to adapting in-service materials for TTIs, the project developed specific instructional materials to strengthen TTI course content in the selected areas of reading and literacy (early grades, upper primary, and junior-secondary), mathematics (primary and junior-secondary), and science (primary and junior-secondary).

These materials were intended to enrich and extend the current TTI pre-service course content in identified units of study. The aim was to strengthen content (understanding of

specific topics) and to improve pedagogical approaches in these content areas. The materials were designed for integration into pre-service courses or to be used as resource materials for teacher practicums, Teacher Professional Education (PPG), or in-service programs. All topics were based on the competencies and approaches outlined in MOEC’s 2013 Curriculum. The materials were developed in two phases, and were published as shown in Table 8, below.

**Table 8: Primary Source Materials for TTIs**

Training Module	Target lecturers	Published
Literacy for Early Grades	Primary school teacher training departments	January 2014
Literacy for Primary School	Primary school teacher training departments	March 2015
Mathematics for Primary School	Primary school teacher training departments	March 2015
Science for Primary School	Primary school teacher training departments	March 2015
Mathematics for Junior-Secondary School	Mathematics departments	January 2014
Science for Junior-Secondary School	Science departments	January 2014
Literacy for Junior-Secondary School	Indonesia Language (Bahasa) departments	March 2015

### c) Training for lecturers

USAID PRIORITAS trained two sets of lecturers: (1) facilitators, who were given intensive training; and (2) “pedagogy lecturers,” who received the basic training. The term “pedagogy lecturers” was used to refer to TTI lecturers responsible for teacher training, rather than teaching pure sciences or humanities subjects, and to differentiate these training participants from the lecturers designated as “facilitators,” who facilitated training for their colleagues.



*During training for lecturers in East Java, a lecturer reviewing a “big book” made by a colleague.*

**Training of Trainers:** A group of lecturers was nominated as facilitators in each partner TTI. Initially, the group consisted of 16 facilitators: eight primary teacher trainers (five of whom focused on teaching-and-learning and three on school-based management), and eight junior-secondary teacher trainers (with the same composition and focus). This number and composition varied somewhat during the course of the project, as personnel changed and new materials and modules were developed, ultimately totaling 272 facilitators (an average of 17 per TTI). Starting in September 2014, 16 individuals were also hired as part-time TTI Coordinators. Of these 16, 13 had previously served as TTI facilitators. Whereas the TTI Facilitators were tasked primarily to deliver training, the TTI Coordinators were tasked to organize and coordinate the training.

Sixty of these facilitators (four from each partner TTI) were trained in three annual, national “training-of-trainers” (TOT) events, along with school-level facilitators (teachers, principals, and supervisors), to prepare them to train others in in-service programs. Some facilitators also took part in the materials adaptation workshops, in the development of curriculum materials and subsequent associated training, and in the practicum programs described below.

TTI facilitators were also trained during national TOT events called “Review and Preparation Workshops” and province-level “Review and Planning Meetings” (16 from each partner TTI) prior to each round of training conducted in TTIs. This approach was used both for the adapted materials and curriculum materials.

These facilitators then took the lead in training colleagues in their own institutions, as well as from TTIs in the “consortia” established in each province, using the adapted materials and TTI curriculum materials. In addition to the extensive training they received, these facilitators spent an average of 49 days in on-the-job training, acting as facilitators (and in some cases coordinators). Some have many more days of experience. The TTI facilitators have thus become a well-trained, experienced, and valuable resource for the TTIs and could form a core group for future development of TTIs as service providers.

***Training of pedagogy lecturers:***

Three rounds of training for pedagogy lecturers were conducted in partner TTIs over three years, beginning in 2013. The training used adapted modules listed in Table 4, above, in three separate groups for Primary Teaching, Junior-Secondary Teaching, and School-Based Management. Each workshop was facilitated by up to eight project TTI facilitators who worked with project staff to prepare and deliver the training



*Training of pedagogy lectures in East Java.*

over three-day workshops. The Primary and Junior-Secondary workshops included practice teaching experience in partner schools, including former DBE district schools. The School-Based Management unit was particularly well received due to the lack of such materials currently available in the TTIs and requests from the districts for training in this area.

One significant and well-received aspect of the training involved lecturer participation in practice teaching, using project partner schools. During the workshop, the lecturers were assisted in developing lesson plans using active learning approaches and current curriculum initiatives. These lessons were taught in partner schools using a team-teaching approach. Participants reported that creating a real connection between the lecturers and the staff of the participating partner schools as being extremely beneficial.

Two rounds of training were also conducted to introduce pedagogy lecturers to the curriculum reference materials in 2014 and in 2015. Using “key persons” to facilitate the training ensured the quality and consistency of workshops across the provinces. The key persons consisted of expert university staff and consultants, who were instrumental in the development of their subject modules.

The resource materials were introduced, explored, and implemented through activity sessions that linked theory to practice. The aim of the materials was to strengthen content knowledge of selected topics in teaching reading, mathematics, and science, and most importantly, to show how this knowledge can be practically applied in the pre-service program. Some groups explored the activities at two levels: (1) to improve the methodology for lecturers training student teachers, and (2) to improve the pedagogy for student teachers teaching in their practicums.

USAID PRIORITAS has trained a total of 4,428 lecturers and other staff in the TTI program.<sup>7</sup> Table 9 shows the number of TTI facilitators and teacher trainers who have received training (either in the adapted modules, or pre-service curriculum materials, or both) throughout the project. The table distinguishes TTI facilitators, who assisted with conducting the training, from training participants and participants in non-training activities (such as module preparation and coordination meetings). The table does not include participants from outside the partner TTIs who took part in the TTI training. Such participants included Provincial Quality Assurance Institute (LPMP) personnel and teachers and principals from TTI partner schools.

**Table 9: Number of Participant Lecturers by TTI Type and Type of Activity**

TTI Type	Province	TTI Facilitators	Training Participants	Activity Participants
<b>TTI Partners</b>	Aceh	37	190	65
	North Sumatra	33	232	40
	Banten	31	209	28
	West Java	32	176	27
	Central Java/DI Yogyakarta	47	236	89
	East java	55	199	29
	South Sulawesi	37	189	45
<b>TTI Partners Total</b>		<b>272</b>	<b>1,431</b>	<b>323</b>
<b>TTI Consortia</b>	Aceh		112	21
	North Sumatra		81	22
	Banten		86	20
	West Java		90	4
	Central Java/DI Yogyakarta		133	38
	East java		199	6
	South Sulawesi		194	13
<b>TTI Consortia Total</b>			<b>895</b>	<b>124</b>
<b>Grand Total</b>		<b>272</b>	<b>2,326</b>	<b>447</b>

#### **d) Partnership between Florida State University and the State University of Semarang to develop an early grade reading course**

The partnership between Florida State University (FSU) and the State University of Semarang (UNNES), which resulted in 12 modules to train teachers and student teachers in the teaching of early grade reading, is described in detail in Section 3.3.5.

### **3.1.3 Strengthening Practical Pre-service Training**

In addition to strengthening the lecture component of pre-service training, as described in the previous section, USAID PRIORITAS worked to strengthen the practical component of pre-service training by improving TTI links to schools through three main sets of activities: (1) developing lab, partner, and “good practice” schools; (2) developing improved practicum programs; and (3) implementing a program of Classroom Action Research (CAR). USAID PRIORITAS also coordinated with the USAID PRESTASI project to enable lecturers from

<sup>7</sup> Not including teachers, principals and others in the good practice schools located in USAID PRIORITAS partner districts

partner TTIs and government counterparts to travel to the USA for short courses in practical teacher training.

### a) Developing laboratory, partner, and “good practice” schools



*A lecturer at Sultan Ageng Tirtayasa University (UNTIRTA) implementing mentoring with English teachers in SMPN 7 Serang, a TTI partner school in Banten.*

To provide a context for practical pre-service training, USAID PRIORITAS worked with TTIs to identify, train, and mentor TTI laboratory and partner schools. The project also jointly selected, trained, and mentored “good practice” schools that were intended to support pre-service teacher training in partner districts.

#### **TTI laboratory and partner schools:**

Most regular TTIs (not the Islamic institutions) had a designated laboratory or “lab” school in the past—some located within their campus and some nearby. With a few exceptions (UNY, UPI, UNNES, UM, and UNESA),<sup>8</sup> this program had lapsed or been discontinued in the partner TTIs. In 2013, the TTIs and district education officials selected six primary and three junior-secondary schools, based on agreed selection criteria. Where lab schools still existed, these were included. A total of 147 schools, referred to as “lab and partner schools” participated (97 primary schools and 50 junior-secondary schools). Most were in close proximity to the partner TTI, to encourage ongoing collaboration. In all cases except UNY, the schools were located within the same city as the TTI. These schools became the focal points for the Practicum and Classroom Action Research programs facilitated by the project and described below.



*Training for TTI lab and partner schools in school-based management in Makassar, South Sulawesi.*

The lab and partner schools received intensive support over the life of the project, beginning with a study visit to local DBE districts, where they observed good practices in teaching and learning, school-based management, and community participation. A series of training workshops was then held for the schools using USAID PRIORITAS in-service, whole-school development training modules. Schools received training using the Primary, Junior-Secondary, and School-Based Management modules 1, 2, and 3 over a three-year period. A total of 2,212 persons participated in the first round of training in 2013–2014, including 1,722

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<sup>8</sup> UNY = Universitas Negeri Yogyakarta; UPI = Universitas Pendidikan Indonesia; UNNES = Universitas Negeri Semarang (State University of Semarang); UM = Universitas Negeri Malang; UNESA = Universitas Negeri Surabaya.

school principals and teachers and 490 lecturers, who wished to learn more about the USAID PRIORITAS program.

To provide continued support, project staff and TTI facilitators made regular one-day visits to the schools for mentoring, planning, and assistance. The schools typically received a visit every two to three months. In early 2016, meetings were held between the TTIs and the lab and partner schools. These meetings provided an opportunity for the TTIs to review the program, together with project specialists and the schools. Mentoring visits in the final year of project implementation focused on group lesson study approaches that can be sustained after the project ends.

**Good practice schools:** The project’s scope of work refers to “lab and model schools,” which were to act as a locus for the integration of the governance and management and the teaching and learning dimensions of USAID PRIORITAS. Because the term “model school” has been used in other programs in Indonesia and has connotations that are not compatible with the project’s view of the schools, the term “good practice schools” was adopted instead. These were distinct from the “lab and partner schools” described above, as they were located in partner districts, mostly not in the vicinity of the TTIs, although within the same provinces.

A program of meetings and study visits by good practice schools to other provinces was followed up with a three-day province-level training activity for the schools. The workshops focused on improving the teaching of early grades reading and literacy, along with mathematics and science for primary and junior-secondary schools. While it was intended that these schools would provide a hub for TTI practicums and in-service programs, it was found that the distance between the schools and the TTIs was too great and prevented the development of practical working relationships between the TTIs and the schools. The TTIs did not have any real sense of ownership of this program or of the “good practice schools.” The program was, therefore, discontinued, following advice from USAID, in mid-2016. The TTIs have been using their lab and partner schools, which are located near their institutions, to send their student teachers for their practicums and to hold other related activities.

## b) Developing improved practicum programs

Indonesian TTIs currently offer practice teaching programs as part of the pre-service component (the two- to three-month practicum known as PPL), and some have introduced the one-year post-graduate program known as Pendidikan Profesi Guru (PPG) in a limited way.<sup>9</sup> The latter includes two components: (1) Semester 1, with practice-oriented workshops that are conducted on campus; and (2) Semester 2, with an extended “PPL” practicum that



*Simulation of a conference between a supervising lecturer, supervising teacher, and student teacher about the progress of the student’s teaching practice (during the National Training on Teacher Practicums for Primary Schools).*

<sup>9</sup> PPL refers to “Praktik (or ‘Program’) Pengalaman Lapangan” (Student teacher practicum program).

PPG refers to “Pengembangan Profesi Guru” (Teacher Professional Education). This is a newly-introduced one-year, post-graduate program.

are conducted in schools.

The TTIs' current materials and approaches to practicums were reviewed in a series of national meetings with "key persons" from TTIs, MORHE, and other stakeholders. This review revealed a number of issues: (1) a lack of content and instruction in student-centered inquiry approaches; (2) theory-based lecture programs, which are not connected to the practice to be carried out in schools; (3) inadequate programming of the practice teaching component; and (4) inadequate support from lecturers for student teachers, apart from their role as assessors.

Although some programs were reasonably well designed, with meetings and information supplied to the supervising teachers taking part in the program and outlining teaching requirements for students, others were ad hoc arrangements, relying on the skills and commitment of the supervising teacher to provide appropriate skills development and opportunities for effective classroom practices. The important role of the supervising teacher was often overlooked, and no special training or information was provided to these teachers to prepare them for receiving student teachers. The role of the supervising lecturer was also explored, and approaches to assessment and instruments were reviewed.

USAID PRIORITAS worked with heads of practicum departments from partner TTIs, representatives from MORHE, lecturers, supervising teachers, consultants, and project staff to develop materials to improve the effectiveness of the school experience program for student teachers. These materials were published in two sets, as described below. The first set was designed to support preparation for practicums and the second set to support implementation of the practicums.

**Set 1. Materials to support PPG preparation workshops:** These materials form a module that regular pedagogy lecturers and PPG workshop lecturers can use to provide a more focused and practical-based program for student-teacher practicum preparation, prior to placement in schools for the school experience program. This material is useful for Semester 1 of PPG, which is the first half of the one-year PPG program, and in which new graduates spend time in the TTI preparing for their practicum. The aim is to enrich the existing curriculum for the PPG Workshop, which focuses more on preparing lesson plans and micro-teaching.

Following a national TOT, workshops to introduce the materials to the TTI pedagogy lecturers responsible for practicums took place in all provinces in May 2015. All TTIs have the materials available in file format for inclusion in their programs.

**Set 2. Materials to support the PPL and PPG practicum programs:** These materials are intended to improve the management of teacher practicums, both regular PPL programs and the extended PPL, which form part of the one-year, post-graduate PPG program. The second part of the PPG program is a one-semester placement in schools for a program of school experience, providing student teachers with the opportunity to develop teaching skills while being supervised by a classroom teacher and monitored by lecturers from the TTI.

A national TOT was conducted to prepare facilitators to introduce the materials in April 2016. The TOT was followed with province-level workshops for pedagogy lecturers, which, at the time of writing, are currently underway.

### c) Classroom Action Research



*Teachers and lecturers who collaborated on classroom action research (CAR), presenting the results of their research at a national conference in Jakarta in September 2015. Their collaboration in research succeeded in resolving learning problems in the classroom.*

Classroom Action Research (CAR) is a popular method of research and professional development in Indonesia and elsewhere. Universities require students to complete an action research investigation as part of their coursework, and MOEC requires teachers to submit action research investigations to gain credit points towards accreditation. The GOI is supportive and wishes to promote CAR as a method for teacher professional development in which individuals and groups of teachers can widely participate to improve practice through informed research investigation.

The project's CAR program took place over one year, between October 2014 and September 2015. A national key-persons meeting determined the technical and operational parameters for a program that placed classroom teachers at the center of the investigation, supported by TTI facilitators and lecturers. Research conducted by teams of TTI lecturers and teachers, and supported by project facilitators and staff, has been recognized as a way to promote linkages between the TTIs, their student teachers, and their practice-teaching schools. Bringing TTI lecturers into schools ensures that they connect with real life situations in classrooms and benefit from a better understanding of the teaching and learning issues that teachers face daily.

CAR research teams were formed, consisting of four members: one TTI lecturer from a practice-teaching unit, one USAID PRIORITAS facilitator from each TTI, and two teachers selected from a TTI lab or partner school. Each partner TTI selected two teams, and a total of 128 CAR team members attended an initial meeting in October 2014. During this meeting, teams discussed aims and goals, were introduced to a simple model for classroom action research, and worked on the formulation of clear research questions to be answered.

A total of 20 provincial workshops, held between November 2014 and April 2015, provided opportunities for teams to meet for planning, data collection, writing, and reviewing the research process. The time frame proved optimal in allowing revisions and revisits to schools, where necessary, to collect additional data or to pilot ideas for intervention. A National Review meeting, held in June 2015, provided teams with the chance to share their draft CAR reports, receive feedback from staff and peers, and finalize materials.

The completed research of selected CAR teams was presented to TTI, MOEC, MORA, MORHE, and project representatives in September 2015. The provinces and main subject areas were all represented by the seven teams, which presented their work to interested

attendees. The ministry representatives commented very positively on the standard achieved by the teams and the perspectives gained through the cooperation between the TTIs and their partner school teachers. As a result of a request from MORHE, USAID PRIORITAS provided inputs to help revise their CAR guidelines. This is a process that they are currently implementing, with the view of adopting a more clear and simplified approach to CAR, as demonstrated by the project CAR activity.

The CAR was a major activity and was deemed highly successful and effective, both by research teams and those who shared in the final outputs of the process.

#### **d) Short courses for TTI lecturers in the USA**

USAID PRIORITAS collaborated with the USAID PRESTASI project to contribute to improved teacher practicum programs in Indonesia. The program provided opportunities for key persons at partner universities and for GOI representatives to visit Michigan State University (MSU), with the aim of identifying best practices in teacher preparation and with a special focus on teacher practicums.



*Participants in the Short Course and GOI officials at Michigan State University.*

Two groups, of 25 participants each, attended an eight-week course at Michigan State University (MSU) in 2015 and 2016, respectively. All participants were from USAID PRIORITAS partner TTIs, jointly selected with the TTIs and PRESTASI, according to agreed criteria. All had a proven commitment to implementing USAID PRIORITAS programs for quality improvement in their institutions. The in-country short courses were preceded by a two-week preparation period and were followed up with a one-week debriefing and planning session in Jakarta.

Eight GOI representatives (from MOEC and MORA) visited for one week to familiarize themselves with the program, meet with representatives of the United States education system, and observe the program (three in the first cohort, five in the second). Opportunities were provided for them to meet with Michigan Department of Education staff, who discussed issues such as teacher preparation, teacher certification, assessment, and professional development. The role of the university and certification standards in the USA were also discussed. Further meetings were held at the university with the Dean of the College of Education and with staff from various units in MSU. The groups visited the Chicago Public School Board of Education and two elementary schools to observe the teaching and learning

activities. The GOI ministry groups also met with the TTI participants, who presented their study progress to the group. The participation of the GOI representatives resulted in concrete support for the implementation of practicum action plans developed during the program.

### 3.1.4 Developing the Role of the TTIs as Service Providers

In addition to pre-service teacher training, USAID PRIORITAS worked to develop the role for TTIs in providing in-service training for practicing teachers. Aside from the extensive program with lab, partner, and good practice schools described above, three interrelated USAID PRIORITAS programs were associated with in-service training: (1) collaborating in the design and delivery of in-service training in project partner schools; (2) strategic business planning; and (3) developing partnerships with districts and with MORA. Each is discussed below.



*Workshop in Jakarta about TTIs as education service providers, with speakers from left to right: Mr. Haryono Umar, Inspector General of MOEC; Mr. Ainun Naim, Secretary General at the Ministry of Research and Technology and Higher Education; and Mr. Stuart Weston, USAID PRIORITAS Chief of Party.*

It was originally envisaged that USAID PRIORITAS would identify and develop within each TTI organizational structure a location that could function as a “service provider” center. However, at the start of the project, a survey found that few of the institutions had any kind of “center” for service provision of this sort. Many had some history of service delivery, but institutional capacity was generally in need of strengthening, institutional arrangements varied widely, and most had no identifiable “center.” With some notable exceptions (particularly UPI and Universitas Negeri Makassar [UNM]), the “services” provided were generally individually based and not institutionalized.

In the revised Scope of Work, USAID PRIORITAS was tasked to work “...with appropriate sections within TTIs and universities’ education departments as hubs for effective practices.” As a result, the focus for project interventions varied, and the project worked with different sections, centers, and individuals within the TTIs to help them build capacity as “service providers” and create linkages with schools, districts, and MORA as users of services provided.

#### a) Design and delivery of in-service training

Representatives of partner TTIs were involved in designing and implementing an in-service training program known as “Whole-School Development,” to improve teaching and learning as well as school-based management, described in Section 3.2 of this report.

TTI personnel, including TTI facilitators and TTI personnel directly hired by the project, were an integral part of the teams responsible for the design, writing, delivery, and review of three

training modules provided to these partner schools over five years of project implementation. Facilitators from partner TTIs took part in all national- and province-level TOT events.

In some provinces, TTI facilitators continued to be involved in delivering training and in mentoring schools and teachers at the school and school cluster level (KKG and MGMP). This involvement occurred in Central Java, East Java, and South Sulawesi. Thus, the TTI facilitators were prepared through practical on-the-job training at every level to act as service providers delivering training or conducting TOTs for district facilitators and key teachers in partner districts or for MORA. As described in Section 3.1.2, above, TTI consultants and facilitators also directly delivered this same training to 147 lab and partner schools.

This approach was strengthened in the final phase of the project by directly tasking the TTIs to design a set of training modules (Module 4), and supporting them to do so. Two module development workshops were held with TTI lecturers in November and early December 2016. The aim was to further develop the capacity of the TTIs to take on a future role of preparing and managing teacher in-service training. A total of 80 junior-secondary level lecturers and 80 primary level lecturers took part in the workshops, focused on developing training modules for good practice in literacy, science, and math at both school levels.

## b) Strategic business planning

TTIs took part in a series of workshops to explore ways for the TTIs to develop a more entrepreneurial and businesslike approach as service providers to districts and other education systems. This series was conceived as a cross-sectoral program linking the TTI development program under Component 1<sup>10</sup> with the district and provincial governance and management program under Component 2. The ultimate aim was that TTIs would form strategic partnerships (often formalized with a Memorandum of Understanding or MOU) with provinces, districts, and other education systems (including MORA) and would provide ongoing teacher in-service training, along with other consulting services, thereby taking over the functions currently provided by donor-funded projects, such as USAID PRIORITAS.



*The Rector of Sultan Ageng Tirtayasa University addressing participants at a TTI strategic business planning workshop in Banten.*

A national-level TTI Strategic Business Planning workshop was held in Jakarta in June 2015. This workshop was attended by the Director of Higher Education from MORA, the Inspector General from MOEC, and the Secretary General from MORHE, indicating a high level of interest in this program. The project's 16 TTI partners presented their experiences as service providers, and all participants discussed the opportunities and challenges in developing a role for TTIs as providers. Among these challenges are that current regulations restrict most TTIs from charging a fee for service. Such regulations make it difficult for TTIs to develop a business-like approach to service provision, which then results in districts and other

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<sup>10</sup> Section 2.1, Aims and Objective, lists the IRs and definitions of USAID PRIORITAS project components (1–4).

agencies typically hiring individuals from the TTIs to provide services, rather than working at an institutional level. Nonetheless, some TTIs have found ways around this obstacle.

This Strategic Business Planning program continued with a series of province-level workshops for TTIs in late 2015. The aim was to develop the capacity of TTIs to provide in-service training and consultancy services to districts and provinces. The workshops were attended by high-level officials from partner TTI and consortia members, in most cases rectors and/or vice-rectors, along with heads of MORA offices and representatives from district education offices, plus provincial government representatives and TTI personnel, including those who have been working with USAID PRIORITAS, both as facilitators for training and as consultants for the governance and management program. Each workshop resulted in a draft plan for each TTI to provide services to match the needs in partner districts and MORA.

To help TTIs to take a more proactive and entrepreneurial role as a service provider, USAID PRIORITAS also involved representatives of partner TTIs in the Continuing Professional Development (CPD) planning and budgeting program, implemented with partner districts under Component 1, during 2015–2016. The province-level TTI Strategic Planning workshops enabled TTIs to develop plans to provide a service to the districts, based on the needs that those districts have identified in the CPD planning program. In this way, it was hoped that the demand from districts would be matched by supply from the TTIs. Specifically, it is expected that TTIs may be able to provide TOTs to train more facilitators in districts to meet the demand of disseminating USAID PRIORITAS module training to all teachers. TTIs may also assist districts with activities such as monitoring and evaluation of training, teacher deployment mapping and policy development, financial analysis, and strategic planning.

To become effective providers of in-service training, TTIs need major structural changes. Positive signs of this are happening in some institutions, such as Medan State University (UNIMED) and UNM. However, further support is required to enable the TTIs to fully take on the role of managing in-service training professionally. The Indonesian government will need to make changes to regulations currently governing TTIs, to fully enable them to take on the required role as service providers to districts and MORA for in-service training of teachers.

### **c) Partnerships with districts and MORA**

The project also worked with TTIs to build capacity in partner districts to improve teacher management (teacher deployment and CPD); to plan, budget, and implement effective in-service teacher training programs; and to support the implementation of those programs. Many TTIs established MOUs and working agreements with districts and MORA offices as a result.

Table 10 below, illustrates the number of formal partnerships between the TTIs and partner districts, provinces, MORA offices, and other agencies. At least 249 relevant MOUs or formal partnerships exist between partner TTIs and districts, schools, MORA offices, or other agencies.

**Table 10: MOUs and Formal Partnerships between TTIs and Other Agencies (Districts, Provinces, and MORA)**

Province	State Universities (TTI)	Islamic Universities (TTI)
Aceh	21	7
North Sumatra	60	6
Banten	7	9
West Java	5	6
Central Java	9	1
Yogyakarta	5	NA
East Java	32	7
South Sulawesi	64	10
<b>TOTAL</b>	<b>203</b>	<b>46</b>

The above Table 10 is not an exhaustive list, as it proved challenging to obtain complete data from the institutions in the time available. It is also unclear how many of these MOUs are meaningful, in terms of real activity and real partnership. However, the list does give an indication of the depth and breadth of the TTIs' engagement with districts and other partners as service providers. Based on this information, on average, each institution currently has 16 such working agreements.

Most of these partnership agreements focus on the role of the TTI in supporting districts to improve quality through teacher in-service training. Others cover supporting roles for TTIs, such as teacher practicums (PPL), selection of principals, curriculum review, literacy programs, community outreach, leadership development, CAR, and other research activities.

In addition to these formal MOUs, USAID PRIORITAS worked with representatives of the TTIs under Component 2 as "service provider" personnel (SP) to support the implementation of activities to improve the management and governance of education at district and province level, including with MORA. A group of 38 personnel was selected from partner TTIs in each province. These consultants, or "SP," had varying sets of expertise and experience in facilitating project activities such as teacher deployment calculations and policy development, training needs analysis, and planning and budgeting for CPD. The average number of days spent in on-the-job training through USAID PRIORITAS was 43, although the training duration ranged from 4 to 138 days. Many also had previous experience with DBE1 or on other projects. This group thus represents an experienced and capable resource for TTIs as service providers and for districts and MORA regional offices as service users.

### 3.1.5 Dissemination of TTI Program

While the focus of the TTI program was primarily on a group of 16 partner institutions (17, including the TTI in West Papua), the intention was that good practices and systems established in partner TTIs will be disseminated to a wider group.

This aim was addressed through three related programs where (1) a consortium of partner TTIs were established in each province, with the aim of disseminating to the wider group the good practices and programs



*Dissemination training using Module 3 at the State University of Medan (UNIMED), North Sumatra.*

developed in partner TTIs; (2) showcase events were held to promote to a wider audience, including national stakeholders and policymakers, the good practices developed with TTIs; and (3) internal dissemination of good practices was encouraged within the partner TTIs and consortia members, and limited support was provided by the project in response to demand to provide support.

### **a) TTI Consortia**

In the first year of implementation, a group of TTIs was selected to form a “consortium” associated with each of these partner TTIs. A total of 31 additional TTIs were identified as provincial consortium partners (see Annex 2).<sup>11</sup> Regular meetings were held with the partner TTIs and consortia members in each province throughout the project. These meetings provided a forum for provincial partners and their consortia to share information on project activities and to promote dissemination of good practices. Representatives of consortia TTI were also routinely included in many of the activities described earlier in this report.

### **b) Showcase events**

To showcase the good practices developed under USAID PRIORITAS and encourage wider dissemination, TTI showcase events were held in each province and at the national level.

Showcase meetings for TTIs in the seven partner provinces took place over the two-year period, 2015–2016. The meetings provided a forum for sharing progress, success, and outcomes from project training, workshops, and activities. The events included displays from partner universities and lab schools, which highlighted examples of improved teacher planning and professional development, as well as examples of student work, illustrating inquiry-based, active learning approaches.

These events attracted attention from high-level ministry officials, including from MOEC’s Director of Primary Education; Special Staff of the Minister for Education (Echelon 1); Special Staff of the Minister of Higher Education, Research and Technology (MORHE); Head of the Higher Education Section; Kemenko PMK; rectors from partner and consortia universities; and other high-level officials both from MORA and MORHE.

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<sup>11</sup> Note that the original group included two more TTIs: Universitas Jember and STAIN Bone, both of which were active members until 2015, when they withdrew. No consortium was established in West Papua due to the different nature of the program and because STKIP Muhammadiyah has the only primary school pre-service teacher education program in the province.



*in good practices in teaching and learning and SBM to serve as a practicum location for students of Medan State University. (Right) Students of the Faculty of Mathematics and Natural Science UM demonstrate the process of using friction to create electricity during a TTI Showcase Meeting at Malang State University, East Java.*

### **c) Dissemination training**

Following the training of lecturers, teachers, and student teachers in partner TTIs and their lab and partner schools, USAID PRIORITAS started receiving requests from partner and consortia TTIs to disseminate the training to additional lecturers and teachers. The project allocated a small budget for each TTI to support such activities. In this way, the success of the TTI program and the developed materials has spread among the project-partner and consortia TTI members. To encourage ownership and sustainability, the project responded to these requests by providing only facilitators and materials. The host TTI was responsible for planning and funding all other training components, including participant costs.

As shown in Table 11, 33 workshops were held by TTIs, with limited support from the project, to disseminate USAID PRIORITAS training to lecturers, students, and teachers within the partner TTIs, in consortia TTIs, and in lab and partner schools, including madrasah. Approximately 2,500 participants have been trained in these activities, mostly over three or four days each. The host TTI selected training materials that they felt suited their needs, and TTI facilitators provided a customized program. In addition to the workshops, some universities conducted dissemination activities independently.

**Table II: TTI Dissemination Activities through December 2016**

Province	Number of TTI dissemination activities	Number of participants trained in TTI dissemination activities
Aceh	5	931
North Sumatra	6	270
Banten	2	169
West Java	1	47
Central Java	4	172
East Java	3	165
South Sulawesi	12	739
<b>TOTAL</b>	<b>33</b>	<b>2,493</b>

### 3.1.6 Conclusion

Through the above four sets of activities, the extent of the program in TTIs was thus very broad and comprehensive. USAID PRIORITAS trained a total of 4,428 TTI lecturers and others.<sup>12</sup> Those trained included lecturers from partner TTIs and consortia members, along with non-academic staff, such as teachers and principals from TTI lab and partner schools. Within the partner TTIs, about 10% of lecturers were trained (16% of pedagogy lecturers and up to 75% of those in target disciplines). These lecturers attended an average of 12 days of training, some as many as 30 days. According to the last Monitoring and Evaluation measure, conducted in 2015, about two-thirds of lecturers are using a range of active learning approaches (a 60% increase from the baseline monitoring result). Nearly 90% of lecturers reportedly use the modules in their classes for students (pre-service), and about 60% use them in in-service training. Over two-thirds of the lecturers' students are now using active learning methods in their teaching practicums, which is further confirmation that the lecturers are using the project materials and active learning approaches in their pre-service classes.

Dissemination programs co-funded by USAID PRIORITAS and the TTIs have reached approximately 2,500 more TTI lecturers, students, and teachers in lab and partner schools. Although the long-term impact of these activities is unclear, most have followed the project approach quite closely, and results are thus likely to be comparable to the direct project training. Many TTIs are also independently funding and managing dissemination programs to introduce active learning and project materials to other lecturers.

Meanwhile, changes to the management of student-teacher practicums and improvements to classroom action research programs have been profound and are well-appreciated by the TTIs and by national partners in MOEC, MORA, and MORHE. Improving coordination and closing the gap between TTIs and schools, between lecturers and teachers, is having a substantial impact on the attitudes of both groups and, importantly, is resulting in a more effective, practice-oriented approach to pre-service training. When supported by other training and project materials provided by USAID PRIORITAS, this change provides an excellent base for ongoing capacity development—both by donor-funded projects and by the TTIs themselves.

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<sup>12</sup> Not including teachers, principals, and others in good practice schools in the districts.

## 3.2 STRENGTHENED INSTRUCTION IN SCHOOLS: WHOLE-SCHOOL DEVELOPMENT

### 3.2.1 Program Overview

A major focus of the program in project partner districts was to develop access to quality basic education. The in-service training program encompassed both Components 1 and 2<sup>13</sup> to develop such access.

- Under Component 1, the program trained teachers to improve the quality of teaching and learning.
- Under Component 2, the program worked with the school principal, staff, and community, including the school committee, to improve the management and governance of schools and to increase community support.



*Students of SMPN 1 Susoh, Aceh, studying mathematics in the school yard to prove the application of the formula for congruence of triangles.*

This comprehensive approach is called “Whole-School Development” (WSD).

The adopted materials and approaches were based on experience from previous donor projects, in particular those funded by USAID<sup>14</sup> and United Nations Children’s Fund-United Nations Educational, Scientific and Cultural Organization (UNICEF-UNESCO).<sup>15</sup> The objective in the early stages was to build local government capacity to provide sustainable in-service training for teachers, school principals, and supervisors. Sustainability was achieved by working with a group of 30 training facilitators per district (15 for primary schools and 15 for junior-secondary schools), which project staff and local government personnel jointly selected from among committed and capable teachers, school principals, and supervisors. These facilitators were trained in using project materials and approaches and then provided training capacity at district level. A group of 24 project partner schools (16 primary and eight junior-secondary schools) was also selected. Approximately 25% of the partner schools were madrasah, which are managed by MORA and not the district government. Training focused on the schools during the initial stages of the program to develop examples of good practices in teaching and learning, school management, and community participation, which could be rolled out to other schools in the later stages of the program.

While the costs of training the district facilitators and the 24 partner schools were funded by the project, the intention was that dissemination to further schools should take place with the costs largely covered locally through the district budget (APBD), school operational funding (BOS), or MORA funding. The project supported the districts and MORA in planning and

<sup>13</sup> Section 2.1, Aims and Objectives, lists the IRs and definitions of USAID PRIORITAS project components (1–4).

<sup>14</sup> Two previous USAID Indonesia-funded education projects prepared similar training materials. These were Managing Basic Education (MBE – 2003–2007) and Decentralized Basic Education (DBE – 2005–2011)

<sup>15</sup> The first WSD modules for Indonesia were developed under the UNICEF-UNESCO Creating Learning Communities for Children program (CLCC – 1999–2010). Similar modules were also used in the UNICEF Mainstreaming Good Practices in Basic Education program (MGP-BE – 2006–2010).

budgeting for dissemination. The impact of the dissemination program is reported later in Section 3.2.4.

### **3.2.2 Training Module Development**

WSD training modules to support the program were developed, based on existing training materials from DBE and other similar programs. During FY 2012–2013, the project developed a first set of training modules and a second set during FY 2013–2014. During 2014–2015, a third set of modules was developed. The modules were developed through consultation with specialists, TTI partners, and government stakeholders before being tested and finalized. During 2016, a fourth set of training modules for teaching and learning was developed by the partner TTIs as part of an effort to specifically develop the capacity of TTIs to introduce innovations to districts.

USAID PRIORITAS designed a training module during FY 2015–2016 for school principals and supervisors to help them understand the WSD program and support its dissemination to further schools in their districts.

These modules are as follows:

1. Good Practices Training Module for Primary Schools: Modules 1, 2, 3, and 4
2. Good Practices Training Module for Junior-Secondary Schools: Modules 1, 2, 3, and 4
3. Whole-School Development for School Principals and Supervisors
4. Facilitator and Mentoring Guide.

The Good Practices Training Modules cover teaching-and-learning management and methodologies, school management, and community participation. The second, third and fourth modules place an emphasis on developing reading and literacy. The second module focuses on (1) early grade reading, (2) literacy across the curriculum for the higher grades, and (3) developing a reading culture as part of the school-based management (SBM) program. The third module for primary schools includes training in the management and use of the leveled reading books, which were distributed to all partner and many non-partner schools. The fourth module focuses mainly on understanding subject content in literacy, Bahasa Indonesia, mathematics and science and how to teach this content to students.

A list of the topics covered by these modules is included in Annex 9.

The modules were printed and distributed to support training of Cohort 1, 2, and 3 partner schools and TTI lab and partner schools, as well as to support dissemination of the training to additional non-partner schools, both within the DBE and USAID PRIORITAS districts and to a number of schools outside those districts.

### a) Training of partner schools

A critical mass of teachers in partner schools (at least six teachers in each partner primary school and 15 in each partner junior-secondary school) was trained in Active and Contextual Learning Approaches. The school management and school committees were also trained in participative and accountable management and increased community participation. Each school received three rounds of training over the life of the project. The first round included



*Participants in the USAID PRIORITAS training in Module 3 choose the best work done by students in their classes. The best work chosen by this group was a simple microscope made from scrap materials.*

a general introduction to Active and Contextual Learning. The subsequent rounds of training focused on specific learning strategies for the following:

- Early grades reading, including the use of leveled reading books (Module 3)
- Developing interest in reading and reading comprehension in all grades and across all subjects (grades 1–9)
- Bahasa Indonesia, mathematics, science, and social studies for primary schools
- Bahasa Indonesia, mathematics, science, English, and social studies for junior-secondary schools.

Following the selection of an average of 16 primary and eight junior-secondary partner schools per district, the WSD program began with an introductory program to familiarize the participants with the program and prepare for its implementation. These familiarization activities include the following:

1. Socialization of the program to district stakeholders, school supervisors, and school principals of partner schools and clusters.
2. Study visits in some provinces by district stakeholders, school supervisors, and school principals of partner schools to schools exhibiting good practices in former DBE districts.
3. Selection of district facilitators, jointly with local government, for training in school management and primary and junior-secondary school teacher training.

The latest available data in October 2016 showed that 3,833 training facilitators, including 3,492 from the project partner districts and 341 from the partner TTIs, were active in the nine project provinces as shown in Table 12.

**Table 12: USAID PRIORITAS Currently Active Training Facilitators**

	District Facilitators			TTI Facilitators			Overall		
	M	F	Total	M	F	Total	M	F	Total
Aceh	155	223	378	14	21	35	169	244	413
North Sumatra	275	280	555	32	39	71	307	319	626
Banten	116	151	267	11	19	30	127	170	297
West Java	244	201	445	24	16	40	268	217	485
Central Java	343	238	581	21	31	52	364	269	633
East Java	423	295	718	44	28	72	467	323	790
South Sulawesi	252	257	509	22	19	41	274	276	550
West Papua	6	4	10	-	-	-	6	4	10
Papua	18	11	29	-	-	-	18	11	29
<b>Total</b>	<b>1,832</b>	<b>1,660</b>	<b>3,492</b>	<b>168</b>	<b>173</b>	<b>341</b>	<b>2,000</b>	<b>1,833</b>	<b>3,833</b>

In addition to these facilitators, data collected from the districts indicates that 3,802 additional facilitators have been trained using local funding to support the dissemination of USAID PRIORITAS programs to non-partner schools (see Section 3.2.4 and Annex 11)

Before each training module was introduced at district level, a TOT took place at the national level for a group of training facilitators from each province, who were selected from among the most able district training facilitators, and who were then able to deliver training to the remaining district facilitators in the province.

Following this familiarization, a core annual training program took place, which includes the following activities:

1. Training district facilitators at the provincial level, using the same WSD modules.
2. Training partner-school staff in school management and in teaching-and-learning, by district facilitators, supported by TTI staff and facilitators.
3. Providing mentoring support by district facilitators for schools at cluster, school, and classroom levels (currently taking place).

Training for Cohort 1, 2, and 3 districts started in FY 2012, 2013, and 2014 respectively. The dates of training in the Cohort 1, 2, and 3 partner districts are shown in Table 13.

**Table 13: Training for Cohort 1, 2, and 3 Districts**

	Cohort 1 Districts	Cohort 2 Districts	Cohort 3 Districts
<b>Module 1</b>			
Training of National Trainers	January–February 2013	n/a	n/a
Training of District Training Facilitators	February–May 2013	January–February 2014	February–March 2015
Training of Partner-School Staff	May–November 2013	February–March 2014	March–May 2015
<b>Module 2</b>			
Training of National Trainers	March 2014	n/a	n/a
Training of District Training Facilitators	March–May 2014	October 2014–March 2015	January–July 2016
Training of Partner-School Staff	September–November 2014	January–June 2015	February–September 2016
<b>Module 3</b>			
Training of National Trainers	February and May 2015	n/a	n/a

	<b>Cohort 1 Districts</b>	<b>Cohort 2 Districts</b>	<b>Cohort 3 Districts</b>
Training of District Training Facilitators	August–October 2015	June 2015–July 2016	February–July 2016
Training of Partner-School Staff	September 2015–November 2015	February–September 2016	February–September 2016
<b>Module 4</b>			
Training of National Trainers		January 2017	
Training of Selected District Training Facilitators at Province Level	February–March 2017	February–March 2017	February–March 2017
Training of remaining District Facilitators at District Level	March–April 2017	March–April 2017	March–April 2017

Table 14 shows details of the number and position of participants in the partner school module 1, 2, and 3 training. Over 12,500 participants were involved in the teaching-and-learning training for each of the modules, and the majority of these (over 80%) were teachers. A total of 6,207 participants were involved in Module 1 school-based management training, and even more participants (7,809 and 6,896 respectively) were involved in Module 2 and Module 3 training. Of these participants, approximately 18% were school principals, 41% teachers, 29% school committee members, and 8% school supervisors.

**Table 14: Participants from Cohort 1, 2, and 3 District Partner Schools in Whole-School Development Training**

Active Learning (PAKEM) for PS	Module 1			Module 2			Module 3		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
School Principals	400	394	794	435	388	823	609	538	1,147
Teachers	1,319	3,945	5,264	1,215	3,836	5,051	1,141	3,417	4,558
School Supervisors	222	115	337	252	119	371	218	110	328
School Committees/Parents	2	-	2	44	7	51	2	-	2
Lecturers	19	46	65	12	13	25	19	30	49
District/Provincial Education Officers	81	32	113	83	28	111	58	29	87
MORA Staff	24	11	35	28	13	41	37	11	48
Other Stakeholders	4	4	8	7	1	8	20	39	59
<b>Subtotal</b>	<b>2,071</b>	<b>4,547</b>	<b>6,618</b>	<b>2,076</b>	<b>4,405</b>	<b>6,481</b>	<b>2,104</b>	<b>4,174</b>	<b>6,278</b>
Contextual Learning (CTL) for JSS	Male	Female	Total	Male	Female	Total	Male	Female	Total
School Principals	260	75	335	250	78	328	217	89	306
Teachers	2,030	3,350	5,380	1,963	3,501	5,464	2,053	3,852	5,905
School Supervisors	212	75	287	199	67	266	128	55	183
School Committees/Parents	-	-	-	-	-	-	2	2	4
Lecturers	-	-	-	-	4	4	-	-	-
District/Provincial Education Officers	49	17	66	29	21	50	37	33	70
MORA Staff	45	12	57	43	18	61	39	10	49
Other Stakeholders	12	4	16	8	12	20	10	5	15
<b>Subtotal</b>	<b>2,608</b>	<b>3,533</b>	<b>6,141</b>	<b>2,492</b>	<b>3,701</b>	<b>6,193</b>	<b>2,486</b>	<b>4,046</b>	<b>6,532</b>
<b>TOTAL PAKEM AND CTL</b>	<b>4,679</b>	<b>8,080</b>	<b>12,759</b>	<b>4,568</b>	<b>8,106</b>	<b>12,674</b>	<b>4,590</b>	<b>8,220</b>	<b>12,810</b>
School-Based Management for PS	Male	Female	Total	Male	Female	Total	Male	Female	Total
School Principals	390	361	751	493	443	936	440	373	813
Teachers	551	1,031	1,582	738	1,294	2,032	542	1,163	1,705
School Supervisors	146	92	238	257	124	381	203	107	310
School Committees/Parents	938	321	1,259	1,090	390	1,480	859	405	1,264
Lecturers	10	2	12	16	16	32	11	15	26
District/Provincial Education Officers	56	18	74	66	25	91	43	20	63
MORA Staff	25	8	33	34	8	42	25	7	32
Other Stakeholders	5	3	8	16	8	24	6	7	13
<b>Subtotal</b>	<b>2,121</b>	<b>1,836</b>	<b>3,957</b>	<b>2,710</b>	<b>2,308</b>	<b>5,018</b>	<b>2,129</b>	<b>2,097</b>	<b>4,226</b>
School-Based Management for JSS	Male	Female	Total	Male	Female	Total	Male	Female	Total
School Principals	293	91	384	343	115	458	387	122	509
Teachers	475	411	886	623	551	1,174	545	564	1,109
School Supervisors	141	58	199	185	79	264	192	59	251
School Committees/Parents	576	105	681	561	141	702	537	138	675
Lecturers	3	1	4	25	20	45	10	9	19
District/Provincial Education Officers	32	11	43	60	14	74	38	11	49
MORA Staff	28	6	34	37	15	52	28	6	34
Other Stakeholders	11	8	19	12	10	22	16	8	24
<b>Subtotal</b>	<b>1,559</b>	<b>691</b>	<b>2,250</b>	<b>1,846</b>	<b>945</b>	<b>2,791</b>	<b>1,753</b>	<b>917</b>	<b>2,670</b>
<b>TOTAL SCHOOL-BASED MANAGEMENT</b>	<b>3,680</b>	<b>2,527</b>	<b>6,207</b>	<b>4,556</b>	<b>3,253</b>	<b>7,809</b>	<b>3,882</b>	<b>3,014</b>	<b>6,896</b>

## **b) Showcase meetings in Cohort 2 districts and for madrasah**

In the Cohort 1 and 2 districts, the first round of training and mentoring was followed by a District Showcase Meeting for the partner schools to display and present the impact that the training and mentoring had on their schools. The showcase meetings for Cohort 1 districts took place during FY 2013–2014 and for the Cohort 2 districts during FY 2014–2015. In addition, a special showcase for madrasah took place at the province level in Central Java in February 2015.



*During a USAID PRIORITAS District Showcase in Kuningan, West Java, the Kuningan Regent, Utje Khairiyah Hamid Suganda, is trying out a water filter made by students from SDN 1 Cilimus.*

The district showcase meetings took place over a morning or a whole day, and the venue was, in most cases, a prominent location such as the District Head's auditorium (*Pendopo*).

Each of the 24 partner schools in each district made a display of students' work, teaching aids, and school and teaching plans that have resulted from the training. Programs included presentations of practical teaching activities by students and presentations and panel discussions involving school principals, committee members, school supervisors, and District Education and MORA Office staff.

Most events were opened by District Heads or senior officials and attended by policy makers, as well as representatives from the wider community. The showcases were an effective means of demonstrating the program's impact to district, provincial, and national government stakeholders. There was considerable demand from non-partner schools present at the meetings to receive training similar to what had been given to the partner schools. Many districts made public commitments at the meetings to fund dissemination of the program to non-partner schools.

A provincial-level showcase was held in Central Java, specifically to demonstrate good practices for madrasah partners. Representatives of the national MORA office, the Head of the Central Java Provincial MORA Office, and the Rector of UIN Walisongo attended. These

senior officials all expressed appreciation for the positive changes in madrasah as a result of the USAID PRIORITAS assistance.

### c) Impact of the training

The results of the training have been positive. The endline monitoring in Cohort 1 districts in late 2016 show that after four years of project support, the percentage of teachers in partner schools in Cohort 1 districts demonstrating good teaching practices improved from 21.6% to 79.7%, and the percentage of classrooms with children demonstrating positive learning behaviors increased from 16.8% to 89.2%. The results in other indicators relating to school management, community participation, and developing a reading culture in schools showed similar improvements. The improvements were similarly evident across all partner schools in all cohorts (1, 2, and 3), even though Cohorts 2 and 3 had shorter project intervention times (three and two years, respectively). More details of the impact monitoring are included in Section 3.9 and Annex 13, and complete monitoring reports can be downloaded from the project website: [www.prioritaspendidikan.org](http://www.prioritaspendidikan.org) .

A list of partner schools recommended for study visits are included in Annex 8. This list includes the areas of strength in each school, which include (1) teaching and learning, (2) developing a reading culture, (3) school management, and (4) community participation.

### 3.2.3 Training for School Principals and Supervisors

In response to observed needs in the field and the recommendations of the mid-term evaluation team, USAID PRIORITAS designed a training module during FY 2015–2016 for school principals and supervisors. This module targets school principals and supervisors, who are already participating in project activities, as well as those who will be participating in the dissemination of project programs. The module also addresses the need to inform and train the considerable number of school principals and supervisors, who have been moved into project partner schools. The materials focus on the following:



*School principals and supervisors, attending training in Central Java, practice observing the conditions in a classroom and drawing up an improvement program based on the results of their observations.*

- Providing general information on the whole-school development (WSD) program, including teaching and learning, school-based management, and developing a reading culture;
- Helping school principals and supervisors understand their crucial role in supporting the implementation of the program; and
- Building school principals' and supervisors' capacity to monitor and evaluate the implementation and impact of project activities.

The new module for training principals and supervisors was piloted in Maros, South Sulawesi, in May 2016. Provincial TOT events were held in August–October 2016.

The module was then rolled out to other districts, so that school principals were aware of the USAID PRIORITAS quality improvement programs and of the principal's role in supporting the implementation and application of the programs.

### 3.2.4 Dissemination of Whole-School Development Program

The USAID PRIORITAS program was designed to build government capacity to develop and disseminate good practices in teaching and learning, in developing a reading culture, in school management, and in community participation. This initial capacity building was largely funded by the project and included study visits to sites of good practices, selection and training of district training facilitators, training of staff and



*Madrasah Tsanawiyah (MTs) teachers in Bireuen District, Aceh, taking part in USAID PRIORITAS dissemination training in Modules 1 and 2.*

and stakeholders of partner schools, and holding good practices showcases in each partner district. These activities developed training capacity and examples of good practices in partner schools, as well as created demand for training from non-partner schools.

The partner schools, on average about 24 per district, formed only a small proportion of the primary and junior-secondary schools in each district. The explicit intention of the project was that government, in particular district governments and MORA, would be responsible for disseminating the program to non-partner schools and would fund most of the cost of doing so. The project supported the government in planning and budgeting for dissemination through its CPD planning activities.

This strategy appears to have succeeded, as the project trained staff in only approximately 1,200 partner primary and junior-secondary schools in the 50 Cohort 1, 2, and 3 partner districts and none in the 40 former DBE districts, while staff in over 34,884 non-partner schools were trained, largely with local funding (see Table 15).

USAID PRIORITAS funding for dissemination activities usually covered the following:

- Support for planning and budgeting for dissemination programs;
- Funds for district facilitators to conduct training; and
- Materials and modules (generally, districts would fund the cost of photocopying).

The districts or other disseminating agencies (such as MORA) usually funded the following:

- All participant costs; meals, rental of meeting rooms, equipment, etc.; and
- Cost of stationery materials.

USAID PRIORITAS only supported dissemination activities that met the project's criteria of good practice in training. Training programs were expected to:

- Include a significant number of teachers and other participants from each school;

- Include the entire training program, as designed by DBE or USAID PRIORITAS; and
- Be implemented by trained facilitators.

Table 15 summarizes the dissemination training during each fiscal year (from October to September). The numbers of schools, participants in training, and student beneficiaries are counted only once, that is, only the first time the schools receive training. The numbers rose sharply each year from 2012/2013 to 2015/2016. The especially large number of 15,829 schools receiving training during 2015/2016 includes many schools receiving training in using the leveled reading books. Data collected for 2016/2017 covers only eight months from October 2016 to May 2017, when project activities, including data collection in the districts, ceased. Also during this eight-month period, districts increasingly organized teacher training without project assistance and using their own funding. As a result, much of this training data went unrecorded by the project.

Over the five-year project intervention period, from the start of training in 2013 to 2017, a total of 237,437 school principals, teachers, and other stakeholders from 34,884 unique schools received training using project modules. This training was funded by 8.27 million USD from local sources, supported by 1.64 million USD of project funding, and is estimated to have benefited 12.5 million students. The cost of training per school averaged approximately 285 USD. This amount reflects efforts to keep the training cost low, by often holding it at cluster level.

**Table 15: Dissemination Data by Year**

Year	Schools	Funding (in USD)		Participant			Students <sup>16</sup>
		GOI	PRIORITAS	Male	Female	Total	
2012/2013	1,119	517,692	83,587	2,976	5,075	8,051	323,615
2013/2014	4,109	762,206	148,174	8,944	14,773	23,717	1,437,955
2014/2015	8,297	1,545,720	390,274	16,982	26,173	43,155	2,747,965
2015/2016	15,829	3,336,431	765,109	37,471	79,735	117,206	5,188,216
2016/2017	5,530	2,106,339	255,818	16,324	28,984	45,308	2,802,630
<b>Total</b>	<b>34,884</b>	<b>8,268,388</b>	<b>1,642,962</b>	<b>82,697</b>	<b>154,740</b>	<b>237,437</b>	<b>12,500,381</b>
		<b>9,911,351</b>		<b>237,437</b>			

Table 16 shows that, although there only 90 partner districts in the seven partner provinces, excluding Papua, dissemination of project programs took place in 118 districts. The number of non-partner districts (12 districts) in Aceh Province was particularly large, as it included 10 districts where dissemination took place using funding provided by the provincial government.

<sup>16</sup> These data include the number of additional new unique student beneficiaries each year, including students both from partner and dissemination schools.

**Table 16: Number of Districts Implementing Dissemination**

Province	No. of Partner Districts	No. of Districts Implementing Dissemination
Aceh	9	21
North Sumatra	15	18
Banten	7	8
West Java	12	14
Central Java	15	18
East Java	19	20
South Sulawesi	13	19
<b>TOTAL</b>	<b>90</b>	<b>118</b>

To support the dissemination training, districts trained 3,802 additional training facilitators as shown in Table 17.

**Table 17: Additional Training Facilitators Trained to Support Dissemination**

Province	Primary Schools			Junior-Secondary Schools			Total		
	M	F	Total	M	F	Total	M	F	Total
Aceh	93	99	192	90	99	189	183	198	381
North Sumatra	53	86	139	108	109	217	161	195	356
Banten	34	53	87	16	8	24	50	61	111
West Java	476	329	805	137	172	309	613	501	1,114
Central Java	270	492	762	376	335	711	646	827	1,473
East Java	112	44	156	78	88	166	190	132	322
South Sulawesi	23	22	45	-	-	-	23	22	45
<b>TOTAL</b>	<b>1,061</b>	<b>1,125</b>	<b>2,186</b>	<b>805</b>	<b>811</b>	<b>1,616</b>	<b>1,866</b>	<b>1,936</b>	<b>3,802</b>
	49%	51%	100%	50%	50%	100%	49%	51%	100%

Table 18 shows that the majority (82.4%) of the participants in dissemination training were teachers, followed by school principals (13.9%), as these were the main targets of the training. A considerable number of school committee members (3%) participated in the dissemination activities. A number of other participants from District Offices of Education, TTIs, and MORA, as well as school supervisors, also attended the dissemination activities—on average 0.7% of the participants.

**Table 18: Main Occupation of Participants of Dissemination Activities, by Province**

Province	School Principals	Teachers	School Committees	School Supervisors	Others	Total
Aceh	12.6%	79.8%	5.0%	0.2%	2.4%	100.0%
N. Sumatra	13.9%	82.9%	1.9%	0.3%	1.0%	100.0%
Banten	10.2%	88.4%	0.1%	0.1%	1.2%	100.0%
West Java	16.2%	82.0%	1.4%	0.2%	0.2%	100.0%
Central Java	13.9%	82.1%	3.8%	0.0%	0.2%	100.0%
East Java	14.9%	80.9%	4.1%	0.0%	0.1%	100.0%
S. Sulawesi	12.7%	83.3%	3.7%	0.0%	0.3%	100.0%
Yogyakarta	1.7%	98.3%	0.0%	0.0%	0.0%	100.0%
<b>Overall</b>	<b>13.9%</b>	<b>82.4%</b>	<b>3.0%</b>	<b>0.1%</b>	<b>0.6%</b>	<b>100.0%</b>

Table 19 presents the total number of participants in dissemination training from 2013–2016 (quarters 4 to 21). During these 18 quarters of project implementation, the number of participants in dissemination activities totaled more than 237,000. The proportion of female participants (65.2%) was consistently higher than that of male participants (34.8%), and the average number of participants per school was 6.8.

**Table 19: Total Number of Participants in Dissemination Activities, by Province**

Province	Male	Female	Total	No. of Schools	No. of Participants/ No. of Schools
Aceh	5,784	14,031	19,815	2,487	8.0
North Sumatra	8,942	29,304	38,246	3,975	9.6
Banten	5,939	12,782	18,721	2,583	7.2
West Java	14,979	23,099	38,078	6,336	6.0
Central Java	20,901	30,744	51,645	7,069	7.3
East Java	19,368	29,592	48,960	8,036	6.1
South Sulawesi	6,704	15,026	21,730	4,314	5.0
DI Yogyakarta	80	162	242	84	2.9
<b>Grand Total</b>	<b>82,697</b>	<b>154,740</b>	<b>237,437</b>	<b>34,884</b>	<b>6.8</b>
<b>Percentage</b>	<b>34.8%</b>	<b>65.2%</b>	<b>100.0%</b>		

Table 20 shows that local sources, including local governments and schools themselves, provided 83.4% (8,268,388 USD) of the funding for implementation of dissemination activities: this is five times the USAID PRIORITAS contribution, which was 16.6% (1,642,962 USD).

**Table 20: Sources of Funding of Dissemination Activities, by Province in USD**

Province	GOI	USAID PRIORITAS	TOTAL
Aceh	1,714,493	111,013	1,825,506
North Sumatra	1,862,832	202,522	2,065,354
West Java	546,289	62,317	608,607
Banten	1,048,750	201,112	1,249,862
Central Java	942,046	493,148	1,435,194
East Java	1,645,290	357,580	2,002,870
South Sulawesi	483,305	210,942	694,247
DI Yogyakarta	25,383	4,327	29,710
<b>Grand Total</b>	<b>8,268,388</b>	<b>1,642,962</b>	<b>9,911,351</b>
<b>Percentage</b>	<b>83.4%</b>	<b>16.6%</b>	<b>100.0%</b>

Further details of dissemination by district are provided in Annex 11.

### 3.3 IMPROVING STUDENTS' READING

USAID PRIORITAS had a specific focus on improving the early grades reading achievement of children in Indonesian schools. The project aimed to increase the following:

- The proportion of students who, by the end of two grades of primary schooling, demonstrate that they can read and understand the meaning of grade level text; and
- The proportion of students who, by the end of the primary cycle, are able to read and demonstrate understanding, as defined by country curriculum, standards, and national experts.

#### 3.3.1 Early Grades Reading Assessment

The project conducted a study of early grades reading levels in project areas to assess:

- How well children in the early grades are reading;
- How well teachers are teaching children in the early grades to read; and
- How well teachers are prepared to teach children in the early grades to read.



*Conducting the EGRA in SDN 4 Susoh, Southwest Aceh.*

These EGRA assessments took place in late 2012 in Cohort 1 districts, in late 2013 in Cohort 2 districts, in late 2014 in Cohort 3 districts, and in February and March 2014 in the TTI lab and partner schools. The assessed samples included a selection of project partner schools and a similar number of non-partner comparison schools in the Cohort 1 and 2 districts. The findings of the four assessments were similar and show the following:

- Children in grade 3 in these samples have well-developed word-level skills and can read words in Bahasa Indonesia, which is a relatively straight-forward language from a grammatical perspective.
- Children in the samples could not always understand what they had read. On average, they only understood about half of what they read.

The project also conducted a qualitative review of how reading is taught in schools, to better understand the competence level of teachers who are teaching reading, as well as the quality of the applied pedagogy and approaches that are used to teach reading. The findings showed that few teachers were offering an active reading approach, and few had strategies to help students develop an understanding of what they read. Most primary school teachers have very few resources to support their teaching and rarely use assessment tools to improve their students' learning.

In addition, the project looked at how early grades teachers are currently being prepared to teach reading during their initial teacher training courses, and how they are supported to continue to subsequently develop their skills. The assessment results showed that TTIs were not yet preparing teachers well and, in many cases, not preparing them at all to teach

reading. Many new primary school teachers seemed to enter the workforce unprepared to teach reading.

A midline EGRA test was implemented in Cohort 1 partner schools during October and November 2014 and in Cohort 2 partner schools during October and November 2015, to measure the impact of USAID PRIORITAS programs on student performance in reading. A further endline EGRA test was conducted in all three cohorts. Results showed that steady improvement in student performance had been made, both in the project partner schools and in the comparison schools. One of the reasons for the unexpected improvement in the comparison schools appears to result from many of these schools having received interventions, such as training or participation in teachers working group meetings, together with project partner schools. This result is an indication of the commitment of many districts to disseminating USAID PRIORITAS programs to non-partner schools.

The results of the EGRA are reported and discussed in more detail in the Monitoring and Evaluation section of this report (Section 3.9)

### 3.3.2 Supporting Reading Development

Following a request by USAID in January 2013, to increase the project emphasis on reading and using the results of the EGRA in project areas, the project designed a program to improve reading education in schools and districts. The program was integrated into project components and incorporated into a revised project scope of work in October 2013. Elements of the program included the following:

- Developing a resource book for TTI lecturers, *Teaching and Learning of Literacy in the Early Grades*, and training lecturers in how to use it.
- Including units on the Teaching of Reading in the Early Grades in the second and third WSD training modules and using these to train early grades teachers in the partner schools.
- Including units on Literacy for All Grades and Across the Curriculum in the second and third WSD training modules and using these to train teachers in the partner schools.
- Including units on Developing a Reading Culture in the SBM section of the second and third WSD training module and using these to train school principals, supervisors, committee members, and teachers in partner schools.
- Distributing over 180,000 library books to Cohort 1, 2, and 3 schools and TTI partner schools, to support reading development programs in these schools.
- Implementing a partnership between FSU and UNNES to develop reading courses for students.
- Implementing a partnership with YLAI to produce leveled reading books for use in early grade classrooms across Indonesia.



*Students reading in the school grounds of MI Darul Hikmah Bone, South Sulawesi.*

In 2015, USAID procured 12,100 sets of leveled reading books for distribution to non-partner primary schools in the project partner districts to supplement over 1,000 sets procured by the project, mainly for distribution to project partner schools. The project has distributed over 13,000 sets of the books and trained teachers and school principals in these schools in using the books. A more detailed description of the leveled reading book program is provided in Section 3.3.4.

Progress on the following programs is reported in separate sections of this report:

- Developing a Reading Culture (Section 3.3.3)
- The partnership with YLAI and the leveled reading book program (Section 3.3.4)
- The partnership between FSU and UNNES (Section 3.1.2.d)

### 3.3.3 Developing a Reading Culture

The World's Most Literate Nations (WMLN) study,<sup>17</sup> which analyzed large-scale trends in literate behavior and literacy, ranked Indonesia as 60th from among 61 countries studied and confirms other research that have been conducted over the years in this area. Thus, one of USAID PRIORITAS' most important interventions has been to encourage and train school stakeholders to develop a



*Students at SDN Inpres 74 Siwi, West Papua, reading books in the school yard. After this school received books from USAID, students began to enjoy reading.*

reading culture among their students. Problems that can impact literacy were observed when monitoring schools; these included a lack of books, poor facilities such as libraries, and a lack of time allocated for students to read.

Whole-School Development Training Modules 2 and 3 train school principals, community members, and teachers in developing a reading culture and focused on a number of areas as follows:

- Creating and managing the use of facilities such as user-friendly libraries and reading corners;
- Allocating regular times for students to read; and
- Increasing the supply of appropriate reading books.

The proportion of school managers initiating activities to create a school reading culture in Cohort 1 partner schools has risen from 24.8% in 2012 to 96.8% in 2016. The results in the

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<sup>17</sup> The World's Most Literate Nations (WMLN) Study, published in March 2016, was conducted by the president of Central Connecticut State University in New Britain, CT., Dr. John W. Miller. It contains information about 61 countries' literate behaviors and includes supporting resources.

other cohort schools were similar. Examples of the impact of the program include the following:

- Many schools have created child-friendly facilities for students to read, including comfortable and attractive libraries, classroom reading corners, and other reading areas both within the school building and around the school grounds.
- Schools are implementing regular reading times for students. These generally include 15 minute-periods before lessons start. Additionally, many schools have set aside other special reading times at other times of the week.
- Many schools organize activities to encourage students to read and to share the results of their reading by, for example, writing and displaying book reviews.
- Schools have applied various methods to increase the supply of books for students to read. The methods typically include encouraging students to donate books to the school; allocating School Operation Funding (BOS) to buy books; and inviting donations from school alumni, the community, and local businesses.
- Support by local communities has, in some cases, included parents and community members joining the students during their regular reading times.
- Many districts have also been supporting schools by supplying them with additional reading books and shelves. A number of districts have mobile libraries that make regular visits to schools to lend books.

Examples of good practice in developing a reading culture have been collected and published in two books of good practices, which have been distributed widely to project partner ministries, TTIs, districts, and schools.

In mid-2015, the Minister of Education expressed his support for developing a reading culture by encouraging all schools to institute a 15-minute reading session at the start of each school day, based on the USAID PRIORITAS model. The project sent documented evidence to MOEC of the success of the USAID PRIORITAS reading culture program. As a result, 19 project partner districts were designated by the ministry as model literacy districts for other districts to follow, and these model districts received awards signed by the Minister of Education and Culture in March 2017.

### **3.3.4 The Leveled Reading Book Program**

USAID PRIORITAS aimed to improve the supply of leveled reading books that are suitable for early grades students and to provide these books to project partner schools, as well as encourage non-partner schools to purchase the books. It was originally planned for the project to develop the books in partnership with publishers, based on templates prepared by the Education Development Center (EDC). However, these plans changed, as the project discovered an organization, *Yayasan Literasi Anak Indonesia* (YLAI), which had already developed a set of such books. As a result, it was agreed with USAID to build on the work of YLAI by adapting their books for use in project schools, rather than starting anew.

#### **a) Leveled reading book development and endorsement**

In December 2014, USAID PRIORITAS started to implement a fixed obligation grant agreement with YLAI, valued at approximately 200,000 USD. The grant's duration was for one year and covered the following activities:

- Reviewing the 75 titles of leveled readers that YLAI had developed, to assess their suitability for use more widely across Indonesia, including identifying any changes needed;
- Revising the readers to incorporate the changes identified;
- Reviewing and adapting YLAI training materials for teachers and school principals in how to use the books;
- Producing pilot versions of the revised books for use in training the training facilitators in USAID PRIORITAS partner districts and TTIs;
- Supporting the implementation of training for training facilitators at the national and provincial levels; and
- Monitoring of district training in using the books.

Discussions also took place with the “Room to Read” organization, which was interested in promoting reading in Indonesia, including developing leveled reading books. The project and YLAI jointly decided to adopt the Room to Read color coding for the books.

Activities took place in parallel with books and training materials revision, to gain GOI endorsement for using the leveled books. A team of GOI personnel, including representatives of the Curriculum Development and Book Center, the Language Center, the Primary School Directorate, and the Teacher Professional Development Center of MOEC, as well as a representative from MORA, were included in the book revision and training module development activities, partly to support the endorsement process. A number of meetings were held, in particular with members of the National Education Standards Body (BSNP) and the Curriculum Development and Book Center, which resulted in MOEC’s endorsement of the leveled reading books under the following conditions:

- A list of names of GOI staff, who had been involved in the book revision, should be included inside the back cover of each leveled reading book; and
- The MOEC logo should be placed on the back cover of each book.

Following the approval from MOEC, further meetings were held with MORA and the Coordinating Ministry for Human Development and Culture (Menko PMK) to inform them of developments and to gain permission to include their logos on the backs of the books.

By the end of FY 2014–2015, the revision of the books had been completed, and the books were being printed for distribution to schools.

During the first quarter of FY2015–2106, YLAI supported the provincial TOT in using the books. The program was due to be completed on December 14, 2015, but was extended to July 2016 through a no-cost extension, to complete the monitoring of district level training in using the books.

Since the completion of the program, USAID PRIORITAS has maintained contacts with YLAI and their newly formed subsidiary company, Mandika Education, which printed extra sets of the reading kits for sale to schools and districts. The project has received reports that three partner districts, two in East Java and one in Aceh, have purchased extra sets of the books using district and/or school operational funding.



*The Leveled Reading books developed together with YLAI*

Encouraged by the success of the leveled reading books developed jointly by the project and YLAI, UNICEF has developed a leveled reading books for use in Papua. In addition, MOEC and its organizations involved in the national literacy movement have also discussed how to expand the availability of leveled reading books.

### **b) Printing, planning, distribution, handover, and training**

The leveled reading book program was an important focus of the project. Each package of books includes eight copies of 75 separate titles arranged in six levels, a number of “big books” for the teacher to read in front of the class, and a set of six teachers’ guidebooks and student workbooks. Teachers and school principals from recipient schools are trained in managing and using the books.

### **c) Procurement and storage**

The leveled reading books were procured under two separate mechanisms:

1. The project contracted the publisher, Gramedia, to print 1,011 packages of the books to distribute to *project partner schools* and partner TTIs. The books were delivered to project provincial offices in December 2015.
2. USAID contracted a printer to prepare 12,100 packages of the books for the project to distribute to *non-partner schools* in the project districts. These books were received in late December 2015 and were stored at five distribution points around the country: Jakarta, Medan, Semarang, Surabaya, and Makassar, prior to distribution to schools.

### **d) Staffing**

In the latter half of 2016, 69 new members of staff, including technical coordinators, junior accountants, logistics officers, administrative assistants, and program assistants were appointed to support program implementation, particularly for the non-partner schools.

### e) Orientation and planning

Orientation and planning workshops at the province level were conducted in the seven project provinces in late 2015 and early 2016. Local governments made commitments to provide cost-sharing for teacher training in using the leveled reading books.

### f) Selection of schools and additional facilitators

By January 2016, non-partner school clusters to receive the leveled reading books, as well as additional district facilitators to deliver training to staff of these schools, were selected in most districts. The selection process was conducted jointly between local government and the project.

USAID agreed to differentiate the size of book packages supplied to small schools (with less than 90 students) and large schools (generally more than 300 students). Small schools received half or three-quarter sets of the books (four or six copies of each small book, instead of a complete set of eight of each), while the surplus books from the small schools were distributed to the large schools.

A total of 627 representatives from 90 districts were recruited to be trained as additional district facilitators for the book program (32% male and 68% female facilitators). Training for these additional district facilitators took place in early 2016 in the seven provinces, excluding Papua. Eight facilitators from Papua and West Papua joined the training in Makassar.

### g) National book handover

A national level event was held on April 27, 2016, at SDN Jelupang 2 in Banten, where USAID ceremonially handed over the 8 million leveled reading books they had procured and that were to be provided to approximately 12,000 schools. Accompanied by the USAID Mission Director, Andrew Sisson, the U.S. Embassy Deputy Chief of Mission, Brian McFeeters, formally presented the Director General of Primary and Secondary Education, Dr. Hamid Mohammad, with a set of books to represent the grant.



*Deputy Chief of Mission for the US Embassy Jakarta, Indonesia, Brian McFeeters, symbolically handing over 8 million leveled reading books to the Director General for Primary and Junior-Secondary Education, Hamid Muhammad, in South Tangerang, Banten (left). The high-ranking officials then observed the use of the leveled reading books in the classrooms (center and right).*

### h) Distribution of the leveled reading books

Table 21 shows a summary of the distribution of the 12,100 leveled reading book kits procured by USAID. A total of 11,238 kits were distributed to schools in 1,609 primary school clusters selected by local government and MORA, together with project staff, at the start of the program. A total of 115 kits of leveled reading books were distributed to project-trained district facilitators who had not received them during distribution to partner schools and non-partner schools. Books were also provided to 63 primary schools that were used as

comparison schools for the EGRA and had not received books as non-partner schools. A further later distribution took place to an additional 586 non-partner schools, many of which had voluntarily taken part in training in using the books. District facilitators in each of the partner districts were given a total of 94 sets of books to support the training of teachers and school principals. Two sets of leveled reading books were delivered to STKIP in Manokwari Selatan, one set to a school in Garut affected by flooding, and one set to replace an incomplete set of books in Central Java.

**Table 21: Distribution of Leveled Reading Book Kits**

Province	Sets of Books Distributed to Schools				To District Facilitators	Other (*)	# Total
	Non-Partner Schools	District Facilitator Schools	EGRA Schools	Additional Schools			
Aceh	721	17	7	106	9	-	860
North Sumatra	1,710	4	11	106	15	-	1,846
Banten	910	7	9	90	7	-	1,023
West Java	1,930	19	1	76	12	1	2,039
Central Java	2,099	19	9	66	15	1	2,209
East Java	2,442	14	10	50	19	-	2,535
South Sulawesi	1,313	35	16	92	13	0	1,469
West Papua	16	-	-	-	2	2	20
Papua	97	-	-	-	2	-	99
<b>Total</b>	<b>11,238</b>	<b>115</b>	<b>63</b>	<b>586</b>	<b>94</b>	<b>4</b>	<b>12,100</b>

**i) Training and mentoring in using the leveled reading books**

Teacher training in using the leveled reading books was conducted in all partner districts in the partner provinces. The training took place at school cluster level, generally took two days, and was led by two project-trained district facilitators. It focused particularly on shared reading using the big books provided in the reading kits; guided reading, where groups of children read the same book supported and guided by the teacher; and using the reading books to assess student progress and future teaching needs.

For the originally selected 11,238 non-partner schools, the project provided financial support only for training teachers and school principals. Training costs were generally divided, so that USAID PRIORITAS covered the provision of qualified training facilitators to implement training, while local sources, including local government, MORA, and schools themselves, covered the remaining participant costs, which were mainly transport to and from the training and meals for the participants. The schools other than these 11,238 schools mainly organized training completely at their own expense.



*Participants attending Module 3 training for primary school teachers, preparing them to teach using leveled reading books.*

A total of 46,089 participants (see Table 22) from the 11,238 non-partner schools received training. The categorization of participants is as follows: teachers 75.4%, school principals 23.2%, and school supervisors 1.4%. Of these, 73.33% of participants were female.

**Table 22: Teacher Training Participants by Gender and Position**

Province	Participants											
	Teachers			Principals			Supervisors			Total		Total
	M	F	Sub-Total	M	F	Sub-Total	M	F	Sub-Total	M	F	
Aceh	196	2,175	2,371	344	361	705	69	33	102	609	2,569	3,178
North Sumatra	717	5,374	6,091	488	938	1,426	116	83	199	1,321	6,395	7,716
Banten	461	2,925	3,386	342	333	675	54	25	79	857	3,283	4,140
West Java	1,164	5,889	7,053	1,453	652	2,105	49	48	97	2,666	6,589	9,255
Central Java	1,140	2,130	3,270	1,269	820	2,089	32	26	58	2,441	2,976	5,417
East Java	1,520	6,348	7,868	1,440	860	2,300	63	15	78	3,023	7,223	10,246
South Sulawesi	440	4,020	4,460	700	597	1,297	23	3	26	1,163	4,620	5,783
Papua	124	37	161	68	13	81	-	-	-	192	50	242
West Papua	11	77	88	8	8	16	3	5	8	22	90	112
<b>Total</b>	<b>5,773</b>	<b>28,975</b>	<b>34,748</b>	<b>6,112</b>	<b>4,582</b>	<b>10,694</b>	<b>409</b>	<b>238</b>	<b>647</b>	<b>12,294</b>	<b>33,795</b>	<b>46,089</b>

The reading book kits were generally distributed immediately following the training, so that the participants could use them in the schools to practice what they had learned. During the weeks following the training, the training facilitators, who had conducted the training, each made two days of mentoring visits to observe and support some of the teachers using the leveled reading books in their classrooms. These mentoring visits were then followed by a half-day cluster meeting of all the teachers trained to discuss the results of the mentoring, the experiences of the teachers in using the leveled reading books, and to resolve any issues which had arisen.

## j) Measuring the impact of the leveled reading book program

Following training in teaching reading and using the leveled reading books, the proportion of early grades teachers demonstrating good practice in teaching and assessing reading in Cohort 1 partner schools has risen from 13.0% in 2012 to 87.6% in 2016.

In addition to the regular EGRA administered to grade 3 students as part of the routine monitoring and evaluation activities, the project also conducted a limited grade 1 reading assessment to measure the impact of the leveled reading book program. The baseline EGRA was conducted in

August 2016, at the beginning of the school year, involving 1,091 students from 47 schools from the districts of Aceh Tamiang (in Aceh), Serdang Bedagai (in North Sumatra), Serang (in Banten), and Bantaeng (in South Sulawesi). Sample schools consisted of non-partner schools that had received leveled reading books as the treatment group and non-partner schools that had not received the leveled reading books as a comparison group. The selection criteria were based on matching characteristics such as location, school size, school type, secular or religious school, and students' pre-school experience.

The same students were assessed at the end of the academic year in 2017, to determine whether students in schools that have received the leveled reading books are progressing faster in reading than those in schools that have not received the books. Additionally, project staff made three visits to each of the schools that had received the books, to assess how frequently and in what ways the books were being used.

Project staff found that leveled reading books **did** have an impact on student learning. Although all evaluated students had scored similarly at the beginning of the school year, at the end of the school year, students in schools with the leveled reading books, on average, outperformed their counterparts in schools without leveled reading books in every EGRA subtask. Grade 1 classrooms with access to the leveled reading books also demonstrated larger **decreases** in the percentage of students scoring zero on each subtask. Access to leveled reading books significantly increased grade 1 students' ability to identify letters by 26.9 letters per minute by the end of the school year at the 0.01 level. Students in schools without leveled reading books increased by 23.4 letters per minute, on average. More detailed analysis of the results is presented in Section 3.9.5 and a fully detailed report, submitted to USAID in May 2017, is available online at [www.prioritaspendidikan.org](http://www.prioritaspendidikan.org).



*Students of SDN Sumbergondo 2 Batu, East Java, taking part in shared reading using a leveled reading book.*

## k) Achievements and impact

Although the leveled reading books program effectively started in early 2016, local government and education practitioners have been very responsive to the reading program

**Dissemination:** A number of partner districts have set up funds for disseminating and sustaining the reading program from district budget (APBD) and School Operational Funding (BOS) as recorded below. This list is not exhaustive, as other districts may well have allocated funding without project knowledge.



*After receiving training in using leveled reading books, lecturers of UIN Sunan Ampel Surabaya were inspired to develop their own books, whose content was adapted for local use in Surabaya.*

- Lumajang District, East Java, has conducted training for teachers both in secular primary (SD) and religious primary (MI) schools. A total of 1,705 teachers (69% female and 31% male) from 425 primary schools (336 SD and 89 MI) were trained in March 2017. The total amount of funding was 515.5 million IDR (40,000 USD) from the 2017 APBD.
- The Education Office of Kota Batu, East Java has provided 270 million IDR (20,800 USD) from the 2017 APBD for providing leveled reading books and conducting training for teachers from 40 primary schools.
- Mojokerto District, East Java, has funded the training for 1,230 teachers from 410 primary schools (private and public schools) from the 2017 APBD. The Mojokerto District Government will continue to provide 2,050 million IDR (160,000 USD) for the 2017–2021 period for disseminating the reading program.
- Kota Medan and Toba Samosir District in North Sumatra have instructed schools to allocate BOS for dissemination in 2017. This dissemination is planned to continue in the following four years by using 2018–2021 APBD funding.
- The District Governments of Aceh Tamiang, Bireuen, and North Aceh in Aceh Province have provided district budget (APBD) funding for various activities, including training for early grade teachers, school principals, and supervisors; leveled reading book provision; and teacher mentoring.
- Bekasi and Karawang districts in West Java and Lebak and Kota Tangerang districts in Banten have also allocated district (APBD) funds for teacher training.

**Developing Big Books and Leveled Reading Books:** The use of “Big Books” in learning to read has inspired many teachers in different regions, including in various provinces in Java, North Sumatra, West Papua, and Papua, where they have developed their own locally appropriate Big Books and leveled reading books. Two TTIs, UPI in Bandung and State Islamic University (UIN) Sunan Ampel, have developed their own leveled reading books.

## I) Conclusions and lessons learned

The USAID PRIORITAS leveled reading book intervention coincided with the Government of Indonesia launch of a “*Gerakan Literas*” or Literacy Movement, to encourage, support, and inspire local government and schools to motivate schools and communities to read more. This was a significant contributing factor to the success, both of the leveled reading books and of the reading culture programs.

The leveling of the books, whereby different book levels had differing levels of reading difficulty, for the first time provided suitable reading material for children in the early stages of learning to read. The small reading books were supplemented by Big Books, to support reading together as a whole class, and by teachers’ guidebooks and student workbooks. All of these elements have contributed to the popularity of the books.

Many previous reading books for children in the early stages of reading have been translations from other languages. An important strength of the USAID PRIORITAS leveled reading books is that they were written in Bahasa Indonesia and were designed to be culturally appropriate for a wide spectrum of local environments.

A further key aspect in the success of the books was the training offered to teachers in using the books. Previously, most teachers had only a small range of strategies for teaching students to read and comprehend what they were reading. The training for the leveled reading books has expanded these strategies by training teachers to implement guided and shared reading, showing them the importance of continually assessing students’ progress in learning to read, and showing them how to organize differentiated learning activities in class to match the differing abilities of students.

### 3.3.5 University Partnership to Develop an Early Grade Reading Course for Pre- and In-service Teacher Training

FSU was selected to implement a TTI partnership with the State University of Semarang (UNNES) and, following a contract amendment by USAID, a subcontract between RTI and FSU was signed in early September 2014 to enable FSU to implement the TTI partnership with UNNES. The partnership between the two teacher training universities was intended to:

- Develop curricula and courses for pre- and in-service teacher training in developing reading and literacy, especially in the early grades;
- Develop and pilot supporting training and classroom materials; and
- Roll out these courses and materials to other TTIs.



*Dr. Marion Fesmire of Florida State University (FSU) showing an example of media that can be used in early grade literacy learning during a literacy workshop held in cooperation between FSU and the State University of Semarang (UNNES).*

By the end of FY 2014–2015, eight training course units in teaching reading in the early grade classes had been completed. Between September and November 2015, lecturers tried out the materials in their courses and evaluated their effectiveness. The FSU team returned for two weeks in February 2016 to complete a further four units and finalize all the units. They worked with UNNES to review with students the implementation of the eight reading course units that had already been completed and to finalize the remaining four units. All 12 units were edited prior to roll-out to the other 16 partner TTIs. A list of the 12 units is provided in Table 23.

**Table 23: List of Teacher Training Units in Early Grade Reading**

No	Unit
1	Introduction to Reading
2	Oral Language
3	Phonological Awareness
4	Concepts of Print and Alphabetical Awareness
5	Word Reading
6	Fluency
7	Vocabulary
8	Comprehension
9	Independent Reading
10	Writing
11	Developing Literacy Skills Using the SAS (Structural, Analytical, Synthetic) Approach
12	Literacy Skills within a Thematic Approach

The units in Bahasa Indonesia and English have been completed and published electronically.

RTI's subcontract with FSU was amended in September 2016 to remove the requirement for FSU to develop the research agenda on early grade reading with UNNES. Instead, FSU was tasked to work with UNNES to conduct a workshop in which to roll out the units to the other 16 partner TTIs.

This rollout took place October 2016 in Yogyakarta and introduced each of the 12 units to the participants and included many practical activities to help the participants understand the concepts being introduced. These activities were then expected to be implemented with their pre-service students.

The training included a practice teaching component, held at the State University of Yogyakarta, where university lecturers worked in teams to facilitate one of the lectures in the resource document. Despite the complexity of the Yogyakarta training workshop format that blended short, whole-group presentations with 35 to 40 15-minute interactive sessions, workshop participants appeared to understand the concepts covered, even though some of the concepts were new to them.

During a subsequent meeting with lecturers from the TTIs during November 2016, it was reported that at least half of the TTIs had already started to implement some or all of the units or had firm plans to do so with their students as part of early grade teaching of reading courses. Elements of the units were also incorporated into the Whole-School Development Module 4, which was rolled out to district facilitators in early 2017, as described in Section 3.2.3.

Although the completion of the resource documents proved somewhat challenging because of the logistics of collaborating between FSU and UNNES at a distance, UNNES and the other universities now have a very valuable resource that can enrich literacy-based pre-service and in-service programs across the country. It is intended that these materials can be used in their entirety as a discrete course in early grades reading, or re-packaged for multiple purposes. The activities contained are engaging, while also linked to important conceptual and theoretical understanding about children's literacy and how it develops.



*Special ministerial staff member from MOEC, Ahmad Rizali, facilitates a group discussion on teacher governance policies at a meeting attended by representatives from MOEC, donor institutions, and NGOs who support the program to reform teacher governance.*

### **3.4 GOVERNANCE, MANAGEMENT, AND LINKAGES**

To support the improvement of teaching and learning in Indonesian classrooms, Components 2 and 3<sup>18</sup> of the project concentrated on improving the management, governance, and policy linkages within the Indonesian education system. This support involved a series of activities at district, province, and national levels. The major focus was at district level, where primary responsibility for managing and governing basic education is located, within a national policy framework.

The project also worked to improve management, governance, and policy linkages in the Islamic education sector. This support was designed and implemented in parallel to the main district program, due to the centralized government system in the Islamic sector. Much of the MORA activity took place at provincial level, with strong support from the center and implementation in the districts.

The Component 2 and 3 programs were strongly linked to Component 1. The support to districts and MORA in sustaining and disseminating USAID PRIORITAS WSD programs was at the core of this effort. The project also worked to build capacity of TTIs to provide services to districts and MORA in the form of consultancies to improve management and governance, and teacher in-service training to support dissemination of good practices and continuing professional development.

The two major programs thus focused on teacher management: (1) teacher deployment, and (2) planning and budgeting for continuing professional development (CPD) of teachers. The

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<sup>18</sup> Section 2.1, Aims and Objectives lists the IRs and definitions of USAID PRIORITAS project components (1–4).

second of these was particularly concerned with institutionalizing USAID PRIORITAS approaches and thereby increasing sustainability and dissemination of outcomes. The two major programs had three key aims:

1. For USAID PRIORITAS training to be disseminated to all teachers in partner districts, with district and MORA funding.
2. To build sustainability by integrating continuing professional development and efficient deployment of teachers within the planning, budgeting, and practices of local government and MORA.
3. To integrate good education practices, particularly in relation to literacy, creating a reading culture, and inclusive education, within the planning and budgeting structures and practices of local government and MORA.

In this way, the project responded to the Scope of Work, by focusing the effort under Components 2 and 3 on *teacher management* and thus supporting the major aim of the project: expanding access for Indonesian children to quality basic education. A small program was also conducted to improve school-based management, by working with MOEC to create an online system for reporting school finances.

Prior to designing and implementing the program in each district, Collaborative Capacity Assessments were conducted, as described in the following section. Thereafter, each of the two main programs—teacher deployment and planning and budgeting for CPD—is discussed. In the final sections under 3.4, policy studies, policy linkages, and the school finance reporting program are discussed.

### **3.4.1 Collaborative Capacity Assessments**

In the first year of the project, USAID PRIORITAS conducted collaborative assessments of all 23 Cohort 1 partner districts. An assessment of the role of the province in the governance and management of basic education was also conducted in the seven partner provinces. The primary aim of these assessments was to build consensus with counterparts in the districts as to the needs for capacity development at district level and possible roles for the province in providing related support. The studies were based on focus-group discussions with representatives from schools, education offices, MORA, Bappeda, and district personnel offices. Policy analysis and secondary data were also analyzed. This analysis included reports on DBE1 and World Bank (Basic Education Capacity Trust Fund or BECTF) studies of district capacity. In Year 2 and Year 3, similar collaborative capacity assessments were conducted with the 20 Cohort 2 and seven Cohort 3 districts. (Districts in Papua and West Papua were not included: different assessments were conducted in these districts.)

#### **a) District capacity and the changing role of the provinces**

The district and province level studies found that, after a decade of regional autonomy, the districts still lacked capacity, the provinces were still unclear about their role, and the center was still trying to assert control. The education sector was still managed under what is effectively a large national system. The provinces, districts, and schools are essentially administrative units within this system. Notwithstanding this structure, school-based management and BOS funding have made a difference, providing schools with a significant autonomy they had not previously had.

The studies found that the culture of government tends to be centralistic. Decision-making is top down and bottom-up consultative planning is largely symbolic. The government sees its role as regulating and ensuring compliance; “coordinating” is understood as controlling. Policy and planning are not yet strongly needs-based or information-based. Data are collected at the lowest level (schools) but often only used at the national level. As a result, the data is not always reliable (data quality is not important to those who do not use it) and decision-making at lower levels lacks a basis in good data or information.

According to the regulations, the role of the province includes coordinating programs across districts, implementing nationally funded programs, and supporting capacity development of districts. The study found that the provinces do not consistently play this role. They have not adapted well to the loss of authority brought about by the regional autonomy reforms in the early 2000s. They do not typically coordinate well with districts, nor coordinate well horizontally, nor use data well as a basis for policy or targeting programs, nor manage their budgets in a targeted way.

While the main findings of these studies still hold true, over the five-and-a-half years of project implementation, the situation has evolved somewhat. Subsequent to the province-level study being completed, a law was passed in 2014, giving responsibility for management of secular and Islamic senior-secondary schools (SMA and SMK) to the provinces.<sup>19</sup> As a result, it is fair to say that the provincial governments became disengaged from coordinating district programs in basic education—and their involvement with USAID PRIORITAS was consequently less than expected. Notwithstanding this, the project continued to involve province-level officials and institutions in governance and management activities throughout the project, and in some cases described below, policy linkages were strengthened and the provinces took an active role.

## **b) Capacity development needs of the districts**

Management of primary and junior-secondary schooling remains with the districts. The role of the district is to manage the schools, the teaching force, and the support staff; to support school development; and to develop plans, budgets, and policy to accommodate local conditions and potential within the national policy framework. The studies found that capacity varies widely between districts, and school quality varies widely within districts. Madrasah (under MORA) are generally weaker than secular schools. School improvement programs are generally weak.

Specifically, the studies found that teacher management requires strengthening: teacher distribution is uneven, and teacher quality improvement is very limited and not well -targeted. Coordination needs improvement, both vertically and horizontally, and specifically between education administrators in districts and teacher trainers in TTIs. Data management, planning, budgeting and policy need strengthening: planning is not well-based on data, policy is usually only cut-and-paste of higher levels.

The assessments found that the best leverage point was to assist schools, districts, provinces, and the center to use existing datasets (this helps improve data quality); analyze data for policy and planning; develop information-based plans, budgets, and policy; and conduct multi-stakeholder forums to improve coordination. Based on these results, and in line with USAID PRIORITAS objectives, the project thus focused on the following two key areas:

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<sup>19</sup> Law no. 23 of 2014 on Regional Government, Government of Indonesia.

1. Teacher deployment
2. Targeted, needs-based teacher training: pre- and in-service, funded from national, province, district, and school budgets.

As described in Sections 3.4.2 and 3.4.3 below, USAID PRIORITAS worked collaboratively to improve district and MORA capacity in these two aspects of teacher management. Through this process, the project also improved the coordination and strengthened policy linkages, both horizontally and vertically. This is described in Sections 3.4.4, 3.4.5, and 3.4.6 below.

### 3.4.2 Teacher Deployment

Indonesia has an oversupply of teachers. The country has more teachers, proportionately, than most countries in the world. With an overall ratio of one teacher to 16 primary school students and 1:15 in junior-secondary (including non-civil servants), there is a substantial oversupply of teachers. However, this oversupply of teachers is not well distributed. Urban schools are commonly overstaffed, while schools in rural and isolated areas are understaffed. This situation creates inefficiencies within the system and penalizes poor and marginalized communities. As a result of uneven teacher deployment and inflexible staffing of small schools, many classes in Indonesia are taught by underqualified and uncertified temporary teachers.

Oversupply and uneven distribution of teachers represent an enormous cost to the education system. Additional inequities exist within the system, with its two categories of teachers: (1) permanent teachers (civil servants and some private school employees) and (2) temporary teachers (non-civil servants), earning vastly different salaries for performing the same type of work. More efficient and equal teacher deployment could ensure that all schools are properly staffed, while at the same time releasing funds for quality improvement, resulting in an appropriate supply of qualified and certified teachers.

#### a) The Teacher Deployment Program

The USAID PRIORITAS Teacher Deployment approach known as *Penataan dan Pemerataan Guru* (PPG) aimed to address the issues of oversupply and uneven teacher distribution. The program was implemented in all 50 partner districts (in Cohorts 1, 2, and 3). Building on the earlier DBE1 experience, USAID PRIORITAS used data from MOEC's national online database, known as DAPODIK, to map the current teacher distribution within each district, highlighting areas of oversupply, undersupply, and mismatch.

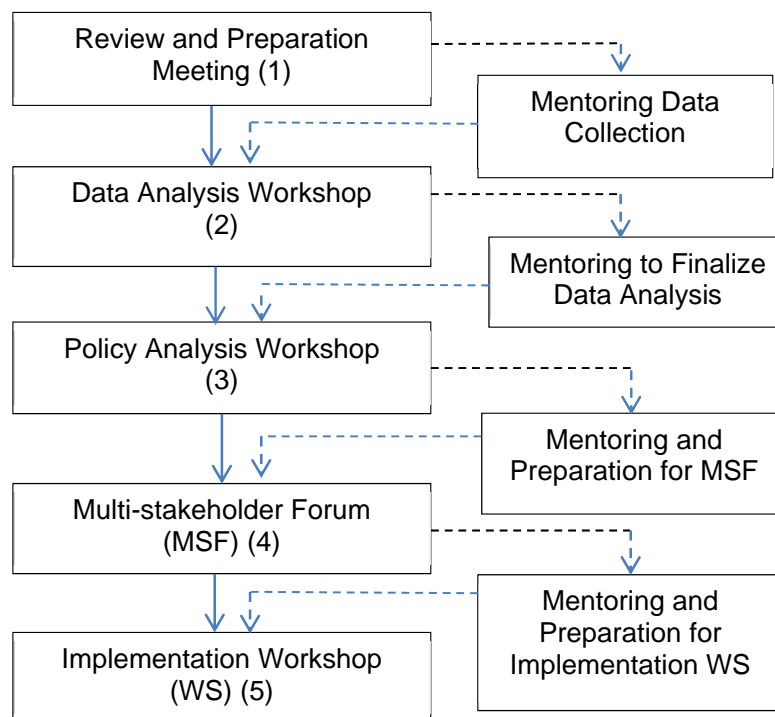


*Government officials and stakeholders discuss plans to analyze teacher deployment at the District Head's auditorium in Aceh Jaya, Aceh.*

The approach to assisting districts with teacher deployment followed a familiar pattern, based on this DBE1 experience. This approach is a blend of (1) capacity development and (2) direct assistance to develop information-based policy and practice, which results in improved conditions for teaching and learning. Participants from the districts and TTIs learned new skills, and the capacity of their institutions was built by working together with USAID PRIORITAS specialists to analyze data, prepare policy recommendations, consult with stakeholders, and then adopt and implement these new policies. This is a process of “learning by doing,” which produces concrete outcomes. The district counterparts learned how to manage their own data and improve teacher management within their district. The TTI participants, designated as “service provider” personnel, developed the capacity to act as consultants to districts, to disseminate the program to non-partner districts.

The series of activities and steps is illustrated in Figure 2, below.

**Figure 2: Teacher Deployment Program**



USAID PRIORITAS created a simple MS Excel-based application to enable participants to analyze data about teacher management. The tool, called SIMDIKDAS, assists districts in mapping and redistributing teacher assignments in alignment with the district’s needs. It also enables districts, provinces, and TTIs to prepare long-term human resource plans and plot future human resource requirements. Each district prepared policies and plans to address the issues of teacher deployment. The districts are in the process of implementing these policies.

The main issue for primary schools is inefficient teacher deployment due to the large number of small schools with small classes, along with uneven distribution among schools. Typically, urban schools are overstaffed, and remote, rural schools are understaffed. The main issue for junior-secondary schools is an oversupply of teachers and uneven deployment among subject areas and schools.

## b) Teacher deployment outcomes

Policy outcomes from the Teacher Deployment program vary depending on local contexts. Table 24 shows the total number of schools and classes merged and teachers transferred, reassigned, and recruited, as at December 2016. (Further policy implementation in 2017 has not been monitored due to limits on the number of USAID PRIORITAS personnel available during this reporting period.)



*Teacher Deployment Meeting in Semarang District to discuss school mergers.*

**Table 24: Outcomes of USAID PRIORITAS Teacher Deployment Program (December 2016)**

Policy solution	Implementation, based on outcomes of Teacher Deployment analysis	Total number of teachers impacted
Small school rationalization	624 schools merged to become 305 new schools (assuming an efficiency factor of 3 teachers per original small school)	1,875
	128 schools introduced multi-grade teaching (assuming an efficiency factor of 3 teachers per school)	384
Teacher transfers	Primary principals transferred	953
	Primary teachers transferred	5,468
	Junior-secondary teachers transferred	910
Mobile teachers	Junior-secondary teachers appointed as mobile teachers	829
	Primary teachers appointed as mobile teachers	532
Temporary teachers recruited (K2)	Junior-secondary temporary teachers recruited as civil servants from the ranks of temporary teachers	4,940
	Primary temporary teachers recruited as civil servants from the ranks of temporary teachers	1,405
Reassignment as primary class teachers	Junior-secondary teachers reassigned	201
	Primary school principals reassigned	139
	Kindergarten teachers reassigned	70
	Primary specialist (local content) teachers reassigned	58
	Senior-secondary teachers reassigned	25
	English teachers and vocational-school teachers reassigned	39
	Non-teaching civil servants retrained and appointed as teachers	134
	<b>TOTAL</b>	<b>17,962</b>

As shown in Table 24, above, 624 small schools have been “regrouped” or merged since the Teacher Deployment program was introduced, creating 305 merged schools with resulting efficiencies in teacher deployment. A total of 128 primary schools have introduced multi-grade teaching. Assuming that school mergers and multi-grade classes reduce the need for class teachers by combining existing classes, this means that the need for teachers is

reduced by 50%, or three in each multi-grade school and six in each new merged school (three in each original small school).

Based on the results of the Teacher Deployment program, 7,331 principals and teachers have been transferred. A total of 1,361 teachers were appointed as mobile teachers: these are generally subject-specialists (physical education and religion teachers) assigned to more than one school. Moreover, 6,345 temporary teachers have been appointed as permanent civil servants under the government's Category 2 (K2) plan and deployed in alignment with the Teacher Deployment analysis results.

In addition, some districts have reassigned teachers from one function or level in the system to another: 201 junior-secondary teachers have been reassigned as primary class teachers, along with 139 primary school principals; 70 kindergarten teachers; 25 senior-secondary teachers; 39 English teachers, and two vocational-school teachers. A total of 131 non-teaching civil servants have been retrained and appointed as teachers. Many districts have promulgated regulations to support the implementation of these policies, which are discussed below, in Section 3.4.5.

### 3.4.3 Continuing Professional Development (CPD)

The second major initiative in Component 2 helped districts and MORA plan and budget for in-service teacher training, beginning with the dissemination of USAID PRIORITAS training to all teachers. Continuing Profession Development (CPD) of teachers is a key to improving and maintaining quality in education systems. At the national level in Indonesia, MOEC and MORA have adopted this approach under the title *Pengembangan Keprofesian Berkelanjutan (PKB)*—now sometimes referred to as *Guru Pembelajar (Teachers as Learners)*. However, capacity is lacking in planning and implementing professional development at all levels in the system.



*Service providers from the Christian University of Satya Wacana, the LPMP, and staff from the Central Java Education office, discussing the financing of training during a CPD workshop in Semarang, Central Java.*

USAID PRIORITAS assisted districts to plan and budget for a five-year CPD program, based on good practices, in which every primary and junior-secondary teacher will have access to professional development on a continuing basis, initially through dissemination of the USAID PRIORITAS training modules. Once the approach is institutionalized, it may be sustained and further developed in the future. The district-level approach can also inform policy and practice at province and national levels.

This approach was supported by a simple needs assessment, teacher training cost analysis, and education finance analysis. To plan for CPD, districts need to answer the following questions:

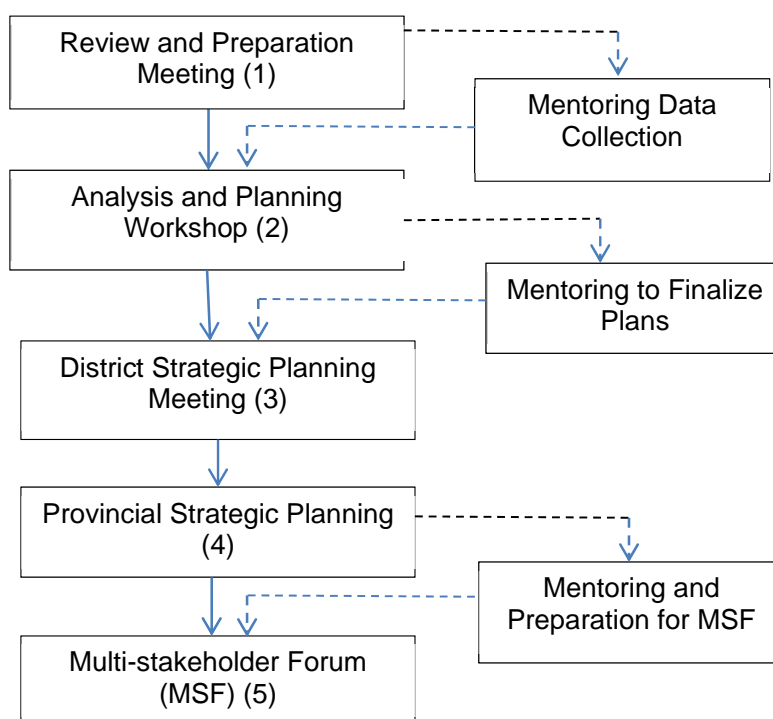
- How many teachers need training—assuming training will be provided to all teachers in clusters (KKG) or subject-based working groups (MGMP), and taking into account training already provided?
- What training do the teachers need?
- How much will it cost per teacher per day?
- How much money is available and from where—district budget, school budgets, teacher professional allowances, and other sources?
- What other resources are required and available—facilitators, training modules, venues, and time allocation?

The CPD Planning program enabled the districts to answer these questions using data available from DAPODIK and other sources. To plan for madrasah teachers, MORA's Education Management Information System (EMIS) was used.

#### **a) The CPD planning approach in districts**

The program began with dissemination planning and budgeting workshops that were conducted annually during the first two to three years in all districts. The more comprehensive CPD program built on these workshops as well as the results of the teacher deployment analysis and finance analysis. As illustrated in Figure 3, below, the program followed a similar model to the Teacher Deployment approach described above. Through a series of workshops, districts shared good practices from their own experience in dissemination, determined training needs by analyzing the number of teachers per KKG and MGMP, calculated the unit cost of training and potential funds available, and prepared budgeted five-year plans for CPD. Activities 1, 2, and 4 in Figure 3 below were conducted at province level. Technical teams from all 90 districts, including USAID PRIORITAS partners and former DBE districts came together to share experiences, and in combined workshops, analyzed their own data.

**Figure 3: Planning for Continuing Professional Development (CPD)**



This strategic approach, which began in Year 3, then built on and enhanced the earlier annual dissemination planning in a number of ways:

- It used a strategic planning approach to help districts plan and implement programs to disseminate USAID PRIORITAS training modules.
- It shifted the focus from annual to multi-year planning and from project co-funded dissemination to 100% district and province funding.
- It promoted the efficient and effective use of teacher working groups (KKG and MGMP) as a forum for continuing professional development.
- The approach included TTI and LPMP to support implementation and better link with USAID PRIORITAS programs with these partner institutions.
- It promoted sustainability and ongoing project impact beyond the five-year USAID PRIORITAS implementation period.
- It linked explicitly to MOEC's continuing professional development (PKB) program, mandated in the national five-year development plan, providing greater leverage for more funding and better planning, and supporting policy links between district, province, and national levels.

### **b) The CPD planning approach in MORA**

The approach to planning for madrasah teachers differed from that in secular schools. While the school planning focused on partner districts, planning for madrasah related to MORA's national strategic plan (renstra), and particularly the Directorate General of Islamic Education's plan for the 2015–2019 period.

The program included the following stages: (1) consultation with the central office of MORA, (2) consultations with the Head of each MORA regional office (Kanwil), (3) analysis of EMIS

data using a project-created application called SIMadrasah, (4) province-level workshops for planning and budgeting dissemination programs, and (5) mentoring/follow-up.

EMIS data for the seven partner provinces were obtained from the planning section of MORA's Directorate General of Islamic Education, eliminating the need to search the data at the MORA provincial or district offices. The EMIS data analysis provided the basis for dissemination planning and budgeting. The aim was to comprehensively map the development needs of madrasah, particularly training needs of teachers, principals, and school supervisors, to improve the quality of teaching and learning. The results of this analysis formed the basis for planning in the CPD Planning Workshops.

The three-day CPD Planning workshops in each province brought district MORA officials together with MORA officials from province and national levels, to produce a draft plan for the dissemination of good practices in madrasah teaching, integrated with potential service providers, including the MORA training centers (BDK), Islamic TTI (partner UIN and IAIN)<sup>20</sup>, and the District Education Offices. Representatives of the national MORA office also attended the workshops, to support sustainability and further dissemination. Follow-up mentoring was provided to help district MORA offices finalize their plans for the dissemination of USAID PRIORITAS training, integrated into MORA's District Office and Provincial Office strategic planning and budgeting.

Following the province workshops, MORA's Director of Madrasah, Directorate General for Islamic Education, held a national training event (TOT) in late 2016 to prepare provincial facilitators to support the dissemination plan. While USAID PRIORITAS managed and facilitated the activity, including selecting participants, preparing the material, nominating the trainers, and providing national-level specialists, the TOT was fully funded by MORA.

### **c) Integrating CPD planning into District Strategic Plans (Renstra)**

All partner districts completed plans and budgets to disseminate good practices through continuing professional development, matched to TTIs as service providers. To integrate these plans and indicative budgets within the government planning cycle, a second round of province-level workshops was conducted in mid-2016. Follow-up mentoring and advocacy was provided throughout the remainder of the implementation period. Incorporating USAID PRIORITAS programs and outcomes into district renstra will greatly increase the likelihood of sustainability and further dissemination.



*Socialization on strategic plan development for USAID PRIORITAS Banten partner districts.*

### **d) The approach to District Strategic Planning**

The province-level District Renstra Planning Workshops specifically involved partner districts (Cohorts 1, 2, 3, and DBE) in which local elections were conducted in late 2015. These

<sup>20</sup> UIN = Universitas Islam Negeri (State Islamic University); IAIN = Institut Agama Islam Negara (State Islamic Institute).

districts were selected because they presented a significant opportunity to ensure sustainability of the program. Following the election of a new district head, all districts are required to prepare five-year strategic plans (renstra) for each sector, including education. By including CPD and the dissemination of good practices in these plans, the likelihood of ongoing funding and program implementation was greatly increased.

Participating districts reviewed their draft district education strategic plans (renstra), and integrated programs to disseminate good practices promoted by USAID PRIORITAS into their plans (District Development Plan or RPJMD and renstra), specifically: (1) building a reading culture, (2) active learning, (3) school-based management, (4) teacher management (deployment and continuing professional development), and (5) inclusive education. The review was based on results of earlier work, including the following:

- Introducing more efficient and effective approaches to teacher training (at cluster level)
- Introducing multi-source funding approaches
- Synchronizing cross-sectoral planning horizontally (within the district) and vertically (with provincial and national governments).

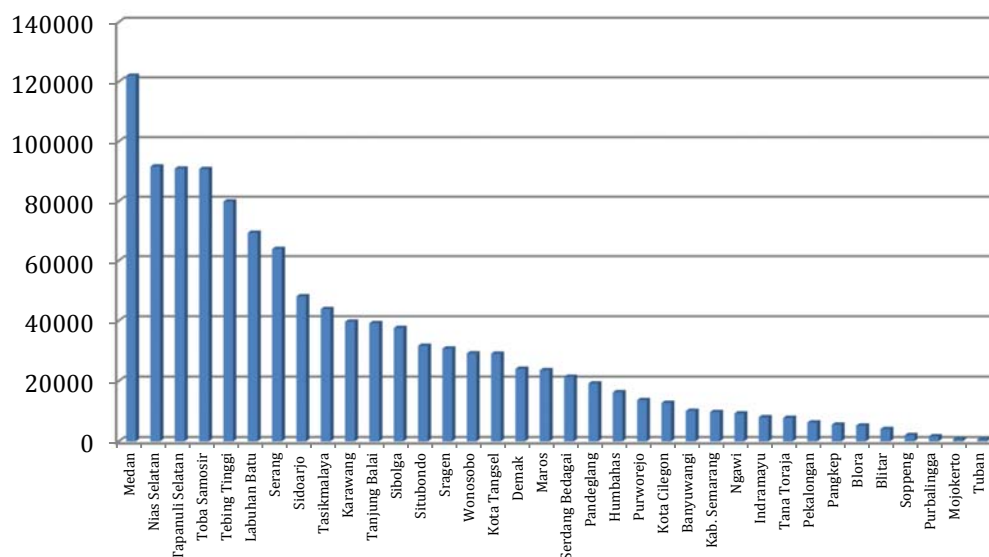
Of the 46 partner districts that held elections in 2015, 37 completed the process of integrating USAID PRIORITAS programs into their five-year renstra. The remaining nine opted out for various reasons, some because they had already completed substantial dissemination of USAID PRIORITAS training.

A second round of local elections took place in February 2017. A further 16 partner districts took part and, as a result, prepared renstra in the first part of 2017. These additional districts included eight districts in Aceh. Where possible, USAID PRIORITAS advocated for these districts to integrate project programs into their strategic plans.

## **e) Outcomes**

After reviewing preliminary drafts of their strategic education plans, the 39 districts that held elections in 2015 took part in workshops in mid-2016 to prepare or update their plans. Post-workshop mentoring was provided to finalize budgets for the dissemination of USAID PRIORITAS training and good practices. It was found that, by sourcing funds from school budgets (BOS) and individual teacher professional allowances (TPP), the districts could mobilize financing for five years, amounting to 1.137 trillion IDR (85 million USD). While indicative, this is a substantial amount allocated by these districts to support the sustainability and dissemination of USAID PRIORITAS outcomes. As shown in Figure 4, below, the largest allocation was in Medan City, which allocated an indicative budget of 122 billion USD, and the lowest was in Tuban, with 655 million IDR. To support the effort to finance CPD through cost-sharing, some districts have already promulgated local regulations that require schools to allocate BOS funds and certified teachers to allocate a small percentage of their monthly professional allowance (see Annex 12).

**Figure 4: Indicative 2017–2021 Budgets for Dissemination of USAID PRIORITAS Programs by Districts (in million IDR)**



The planning and budgeting system for MORA is centralized. As a result of advocacy and planning assistance provided by USAID PRIORITAS, MORA allocated 30 billion IDR (2.3 million USD) to be distributed to 200 madrasah working groups (KKM) in the 90 partner districts over three years, 2017–2019, (50 million IDR per year per KKM). To support the Islamic TTI in their role as providers of pre- and in-service training, MORA has allocated 1 billion IDR per year from 2017 to 2019, to nine TTI (seven USAID PRIORITAS partners, plus UIN Sunan Kali Jaga in Yogyakarta, and UIN Maulana Malik Ibrahim, Malang—making a total of 27 billion IDR (2 million USD).

### 3.4.4 Policy Studies

USAID PRIORITAS conducted several policy studies to leverage the results of field work conducted throughout the project. While implementing the Teacher Deployment and CPD programs, described above, USAID PRIORITAS collected a large amount of data and supported the development of bottom-up, information-based policy and plans in districts. These were then collated and analyzed at national level to provide input into policy and practice for the national government, non-government agencies, and international donor partners. The studies included the following: (1) a national teacher deployment study, (2) a teacher deployment cost-benefit study, (3) a study of teacher management policy implementation, and (4) a study of primary teacher supply and demand. Each of these is described below.

#### a) National Teacher Deployment Study

The results of mapping and analysis in the 23 Cohort 1 districts were collated and analyzed at national level and presented in a Teacher Deployment Report.<sup>21</sup> The report describes the

<sup>21</sup> USAID PRIORITAS. (2015). Teacher Deployment in Indonesia, Challenges and Solutions—November 2015.

Teacher Deployment Program and how it was implemented to help districts better deploy teachers and build capacity among government employees, TTI facilitators (service providers), and province-level quality assurance agencies (LPMP). It provides analysis of results for primary and junior-secondary schools and discusses challenges, policy developments, and recommendations. Key findings of the study include the following:

- Based on the current number of primary classes and the standard of one teacher per class, a substantial lack of civil-servant teachers exists at primary school level in all districts. Meanwhile, including temporary non-civil servant teachers in the count, an oversupply of teachers exists in most districts. The lack of enough civil-servant teachers for all classes results from the large number of small schools and small classes in primary schools. The distribution of classroom teachers between schools and sub-districts within the districts is uneven.
- The supply and demand for junior-secondary teachers was calculated based on a minimum teaching load of 24 lesson periods per week for each teacher. When this calculation was made, based on requirements of the 2006 Curriculum (KTSP), almost all districts were found to have an excess of teachers (including civil servants and non-civil servants). Using the same formula, most districts were undersupplied with teachers for the requirements of the 2013 Curriculum.

The Teacher Deployment Report contained recommendations that the central government facilitate better teacher deployment with increased planning and coordination between the five ministries responsible for the 2011 Edict, which required districts to redistribute civil servants.<sup>22</sup> It was also recommended that the central government provide incentives to districts that gain efficiencies in human resource management. The tendency of government to attempt to ensure compliance through top-down controls and sanctions could be balanced by national and provincial governments providing support and incentives for program implementation. The point was made that, at the time the report was published, some local policy solutions, such as multi-grade classes, multi-subject teachers, and mobile teachers, lacked support within the national policy framework. This issue was subsequently addressed in national planning documents described below (Section 3.4.5).

## b) Teacher Deployment Cost-Benefit Study

To enhance the Teacher Deployment study described above, a cost-benefit study was conducted in 2015. Results were incorporated into the final Teacher Deployment report.<sup>23</sup> The MOEC data at the time showed that Indonesia had a national shortage of 412,509 civil servant primary school teachers. This figure was based on the number of primary classes and the requirement for one teacher per class. If this shortage was met only by appointing new civil-servant teachers, the cost of salaries and allowances over a 10-year period



*A lesson at SDN Cilimus after the merger between SDN 1 Cilimus and SDN 3 Cilimus. After these two primary schools merged, teaching and learning became more effective and efficient. Here a teacher guides students who are learning outside the classroom, observing the process of water evaporation.*

<sup>22</sup> Government of Indonesia. (2011). Joint Five Minister Edict of 2011 on Deployment of Civil Servant Teachers.

<sup>23</sup> Ibid.

was calculated to be 346 trillion IDR (approximately 26,600 million USD). This cost would be even greater if the government and schools still had to pay for the excess of teachers (civil servants and non-civil servants) that currently existed because of uneven and inefficient deployment.

Meanwhile, if the shortage of *primary school teachers* was addressed through the policy mix described in Section 3.4.5, above, the national government could save around 234 trillion IDR (approximately 18 billion USD) over 10 years, or 23 trillion IDR per year—compared with the cost of the conventional solution, which is hiring new teachers through civil-service appointments.

The shortage issues are different for the *junior-secondary school teachers*, as described above. Although there is a sufficient number of teachers overall, these are poorly distributed with shortages in some subjects and excesses in others. The financial benefits of better teacher deployment are thus less obvious, although significant nonetheless. The shortage of teachers at this level was 18,258. The net benefit derived from the recommended combination of policies, focusing particularly on optimization of current civil-servant teachers, was approximately 11.8 trillion IDR (900 million USD) over 10 years, or 1.2 trillion IDR (90 million USD) per year.

Based on this analysis, the potential savings from more efficient teacher deployment in primary and junior-secondary schools thus amounted to 246 trillion IDR (19 billion USD) over a 10-year period.

### **c) Teacher Management Policy Implementation Study**

An independent study was conducted in 2016 to identify the factors associated with success and lack of success in districts implementing policies to improve teacher deployment as a result of the intervention.<sup>24</sup> Dr. Hank Healey, a researcher from RTI International, who had no other association with USAID PRIORITAS, conducted the study in seven districts located in two provinces. The sampling of these districts was purposive and provided a balance of districts considered generally successful and less successful in implementing policies. Three were in Central Java Province and four in South Sulawesi Province, outside Java Island. While some success was evident in South Sulawesi, in general the program was found to be more successful in Central Java. Examples of all the main teacher deployment policy solutions discussed above were evident.

Eleven success factors were hypothesized. Of these, the four most strongly associated with success were as follows: (1) the degree of high-level district support for the teacher deployment program; (2) cultural differences—the degree of political interference in teacher deployment; (3) the degree to which the affected parties agreed to the policy option selected; and (4) organizational culture, leadership, and internal drive in the district administration. These four factors were to some extent interrelated.

In every district where the program met with success, the District Head, the District Education Office Head and senior officers, and the District Parliament were all in support of the program. In every district where the program met with little success, such high-level support was not in place.

Cultural, political, and contextual differences between Central Java and South Sulawesi were found to be significant. In Java, virtually the entire population is Javanese—a single,

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<sup>24</sup> USAID PRIORITAS. (2016). *An Investigation into the Teacher Deployment and Teacher Continuing Professional Development Programs in Indonesia*.

relatively homogeneous cultural group. South Sulawesi consists of several cultural groups: as a result, kinship ties and family loyalties are stronger and have more of an impact on teacher deployment. In Java, respect for authority is stronger: people tend to avoid open conflict and are more inclined to do what a superior asks them to do. In Central Java, education is education, politics is politics, and the two do not interfere much with each other. In South Sulawesi, teachers are more politically active and open conflict is common. District Heads are very reluctant to sign anything that might upset the teachers and prevent them from supporting him or her in the next election. Java has better infrastructure: rural schools are not as remote as they are in South Sulawesi, where teachers are far less inclined to agree to a transfer. A higher appreciation for education was evident in Central Java, while in South Sulawesi less qualified people are in positions of authority due to politically and/or kinship-motivated hiring.

In every successful district, measures were taken to ensure that every affected party agreed to the teacher deployment action being taken. This was true of some districts in South Sulawesi as well as the Central Java districts. In every successful district, there was some manifestation of a positive organizational culture, some level of leadership and initiative, and some degree of internal drive for improving teacher deployment. In every district that did not succeed, these traits were not found vis-à-vis teacher deployment. The degree to which the project implementation team was able to manage these political and cultural factors was found to be relevant, although the study concluded that in some cases success was never likely to be achieved, given the political and cultural context.

#### **d) Teacher Supply and Demand Study**

In response to a request from MORHE, which administers TTIs, USAID PRIORITAS conducted a study in 2016 of supply and demand for new primary class teachers in secular schools. This study included public and private schools administered under MOEC. The study explored trends in recent years and made projections for coming years. It also considered teacher deployment policies and practices that can reduce the need for class teachers, by reassigning subject specialists and introducing more efficient approaches to the management of small schools, specifically, school mergers and multi-grade teaching.

In summary, the study found that, if the system continues as currently, with no attempt to increase efficiency in teacher deployment, then a substantial undersupply of new primary class teachers can be expected over the coming years. The demand will surpass supply. If efficiency policies are adopted—reassigning specialist teachers and reducing the number of very small classes through school mergers and multi-grade teaching—then this undersupply could be reduced by 40%. Based on current trends, this undersupply will increase over time as more teachers retire and fewer new teachers enter the system.

The study also compared supply and demand for primary class teachers by region. While the heavily populated islands of Java and Bali produce more new graduates than they require, Sumatra, Kalimantan, and eastern regions, such as Maluku and Papua, produce less than required.

The report on this study<sup>25</sup> concludes with recommendations to address the issues identified. These include: (1) reviewing teacher deployment in districts, prior to planning for supply and demand of class teachers; (2) managing the recruitment of new civil-servant teachers to reduce the burden on the state budget; (3) implementing various measures to better manage the supply of new class teachers by TTI; and (4) enabling state TTI and large, well-

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<sup>25</sup> USAID PRIORITAS. (2017). DRAFT *Laporan Studi Supply & Demand Guru Kelas SD*.

established private TTI to establish and operate campuses to improve the supply of quality teacher graduates in remote areas.

### **3.4.5 Policy Linkages at District, Province, and National Levels**

Teacher management is an issue at all levels of government. While it is an immediate concern to the districts, it is also of concern to provinces (in their role as a coordinating agency and now as administrator of senior-secondary schools) and is of great concern to the central ministries, due to the enormous cost to the country of inefficient teacher deployment and the need to improve teacher quality. The USAID PRIORITAS approach to addressing this issue was to strengthen policy linkages between these three tiers of government, by bringing the results of mapping and policy outcomes developed at district level to the attention of policy makers at province and national levels.

Cross-sectoral policy linkages were also strengthened at each level, beginning with the districts, where a range of stakeholders was engaged in the process, including the District Education Office, Regional Planning and Development Body (*Bappeda*), Regional Civil Service Body (BKD), MORA, local parliament (DPRD), civil society (local press, District Education Board, NGOs, teacher unions), and others. A similar range of actors was engaged at province level.

At national level, the project engaged with MOEC; MORA; MORHE; MOHA; *Bappenas*; the Office of the Vice President; and other national agencies, NGOs, and donors involved in the issue. Mechanisms for this engagement included USAID PRIORITAS-led policy forums and working group meetings, participation in meetings and workshops held by MOEC and other ministries and agencies, and direct advocacy to individual policy makers and advisors within the ministries.

#### **a) District policy**

As described above, USAID PRIORITAS worked in partnership with TTIs, districts, and MORA—mainly at province level—to assist districts in preparing plans and budgets for improving teacher management, integrating good practices developed under the project, and disseminating project training to all teachers. As a result of this work, many districts adopted new policies and promulgated new regulations to support implementation of those policies.

To date, there are 51 such regulations: 36 new regulations for teacher deployment in partner districts, seven new regulations for CPD, and eight new regulations for literacy and reading culture. These regulations are listed in Annex 12.

These regulations greatly increase the likelihood of implementation, sustainability, and further dissemination of project outcomes as they represent a higher level of commitment, institutionalizing policy outcomes, and affording legal status beyond that of short-term plans and budgets, which may change with a change in district leadership.

## b) Provincial policy

In 2014, province-level Teacher Deployment Workshops were held in all seven partner provinces. These workshops provided the opportunity for the districts to share the results of their teacher deployment mapping and policy development, and to discuss the role of the province in supporting teacher deployment.



*Continuing Professional Development Workshop in Semarang, Central Java.*

Notwithstanding the pre-occupation of provincial governments with their new role of managing senior-secondary schools, several provinces did take initiatives to improve the management and deployment of teachers in districts as a result of this work. For example, the Government of North Sumatra coordinated with the national Regional Development Research Body (Balitbangda), together with USAID PRIORITAS and the State University of Medan (UNIMED), to map teacher deployment in all districts, using the USAID PRIORITAS Teacher Deployment approach and tools.

In Central Java, the Director General of Basic Education, Hamid Muhammad, attended a provincial forum with the Head of the Provincial Education Office. The Director General expressed strong support publicly and privately for the Teacher Deployment program, indicating that his office was ready to support school mergers with financial assistance to ensure that the merged schools are better quality than the previously unmerged small schools, and thus promoting school mergers as a solution to the problem of small schools, especially in urban areas.

In West Java, the Head of the Provincial Education Office expressed strong support and shared good practices in the appointment of Remote Area Teacher Aides (GBDT). In this province, an agreement was reached between the City of West Bandung and the neighboring District of Cimahi on the redistribution of teachers between the two districts.

Following consultations in Aceh, the Provincial Education Office, through the Aceh Education Development Coordination Team (TKPPA), reportedly plans to disseminate the CPD program to all districts and to facilitate the training of teachers across districts in Aceh.

## c) National policy

To improve the policy linkages between national, provincial, and district levels of government, the project worked with districts, provinces, and other donors and NGOs to inform national-level policy makers of needs, requirements, successful findings, and recommendations, using information to improve policy and formulation of regulations.

As described in Section 3.4.1, above, Indonesia's centralized government system typically works in a top-down way. Notwithstanding over 15 years of decentralized government, national policy tends to be based on a "control and compliance" model, and often fails in implementation due to the enormous size and diversity of the country—coupled with the reality of increasingly independent districts. The GOI's attempts at improving teacher deployment through the 2011 Five Minister Decree<sup>26</sup> are a case in point. Despite threatened



(From left to right) USAID PRIORITAS Chief of Party, Stuart Weston; Director of USAID Indonesia, Andrew Sisson; and MOEC's Director General of Basic Education, Hamid Muhammad, briefing reporters on the results of the teacher management and deployment program.

sanctions for districts that did not implement the decree, it had next to no impact, due, in large part, to the political challenges of teacher deployment at district level described in the USAID PRIORITAS study on policy implementation.<sup>27</sup> USAID PRIORITAS was in a unique position to inform this policy approach by bringing the experience of successful teacher deployment and CPD programs conducted at district, cluster, and school level to national forums, and at the same time, raising policy issues and making policy recommendations, based on that experience.

USAID PRIORITAS held a National Policy Forum on Teacher Deployment in Jakarta in October 2014. Results of the teacher deployment work conducted in 23 Cohort 1 districts were presented and discussed, good practices were shared, and policy issues were raised for discussion at the national level. A national report and a policy brief were released and discussed at this event.<sup>28</sup>

The Director General of Basic Education participated in the forum, along with the USAID Mission Director. District Heads and Heads of District Education Offices took part, as well as Heads of the Provincial Education Offices; along with representatives of the national MORA, MOEC, and MOHA; as well as representatives from USAID, other donors and donor-funded programs; and included USAID PRIORITAS staff from the national and provincial offices.

This National Policy Forum was followed by two more donor-funded events: an Education Sector Symposium,<sup>29</sup> in which the issues were debated and outcomes were communicated to the then-new Minister for Education and Culture, and a national Teacher Policy Forum (*Forum Kebijakan Guru*),<sup>30</sup> which produced a list of policy recommendations on the management and professional development of teachers.<sup>31</sup> The participation of USAID

<sup>26</sup> Government of Indonesia. (2011). Joint Five Minister Edict of 2011 on Deployment of Civil Servant Teachers

<sup>27</sup> USAID PRIORITAS. (2016). *An Investigation into the Teacher Deployment and Teacher Continuing Professional Development Programs in Indonesia*.

<sup>28</sup> Ibid

<sup>29</sup> Education Sector Symposium, sponsored by USAID-funded ProRep.

<sup>30</sup> Teacher Policy Forum, sponsored by ACDP.

<sup>31</sup> ACDP Indonesia. (2015). *Risalah Kebijakan: Manajemen dan Pengembangan Guru*.

PRIORITAS in these events, along with direct advocacy in MOEC, contributed to policy development at the national level.

As a result of the formation of a new national government after the 2014 elections, the National Planning and Development Body, *Bappenas*, prepared the National Medium Term Development Plan (RPJMN) 2015–2019.<sup>32</sup> The government's commitment to improving teacher management is apparent in this plan. Relevant policy objectives include: (1) increasing the professionalism, quality, and accountability of teachers and education personnel; and (2) improving the management and deployment of teachers.<sup>33</sup>

Policy recommendations advocated by USAID PRIORITAS, which were accommodated in the National Development Plan, promote the improved management of teacher deployment through:

- Capacity building of districts to effectively and efficiently manage the recruitment, placement, and quality improvement of teachers;
- Enforcement of the rules on the appointment of teachers by districts and schools/madrasah, based on strict quality criteria and the actual needs in the districts;
- Increased efficiency through improving teacher-student ratios and maximizing the use of teachers, including through multi-grade teaching loads and/or multi-subject teaching; and
- Strengthening the cooperation between TTIs and all levels of government to ensure quality and equitable distribution.

The next step in the national policy process was for the national development plan to be translated into MOEC's five-year strategic plan (*renstra*). The plan restated the four points in the RPJMN above and added one more strategic objective related to teacher management:

- Providing incentives and adequate facilities for teachers and education personnel assigned to remote areas, in order to support their professional development and career paths.<sup>34</sup>

USAID PRIORITAS representatives subsequently participated, on invitation, in several national-level policy forums hosted by MOEC and met a number of times with key personnel in MOEC, including with the Director General for Personnel, the Secretary of the Directorate General for Personnel, senior Ministerial Advisors, and members of the Ministry's Center for Public Policy Analysis and Synchronization. The aim was to provide policy input, based on project work in districts and provinces, for Teacher Deployment, Whole-School Development, and CPD and, ultimately, to strengthen the policy linkages between the center, the provinces, and the districts.

In this context, USAID PRIORITAS hosted two small policy forums in 2016, referred to as the Multi-stakeholder Teacher Governance Working Group, comprising key stakeholders from government, donor-funded projects, and NGOs.

Various stakeholders attended the event, including from the GOI, the Secretary of MOEC's Directorate General Personnel, two Ministerial Advisors (MOEC Special Staff), and representatives of MOEC's Policy Research Center, and of the Directorate of Primary

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<sup>32</sup> The President of the Republic of Indonesia Regulation No. 2 of 2015 concerning the National Medium Term Development Plan (RPJMN) 2015-2019.

<sup>33</sup> Peraturan Presiden Republik Indonesia No 2, 2015, tentang Rencana Pembangunan Jangka Menengah Nasional (RPJMN) 2015-2019.

<sup>34</sup> Peraturan Menteri Pendidikan Dan Kebudayaan, No. 22, 2015, tentang Rencana Strategis Kementerian Pendidikan dan Kebudayaan Tahun 2015-2019.

Education Teachers. Non-government participants included consultants and representatives from USAID, Analytical and Capacity Development Partnership (ACDP), Improving Teacher Performance and Accountability (KIAT GURU) program, Paramadina University Center for Public Policy Studies, Indonesian Corruption Watch (ICW), the World Bank, the Asian Development Bank (ADB), Minimum Services Standards (MSS) project, Innovation for Indonesia’s School Children (INOVASI) program, and the Australian Department of Foreign Affairs and Trade (DFAT).

Following these meetings, the policy dialogue continued in the final period of policy implementation by (1) holding small consultations with key decision-makers from time to time, and (2) continuing to participate in policy forums led by MOEC, MORA, and other national ministries when opportunities arose.

### 3.4.6 School Finance Reporting

In response to a request from MOEC in 2012, USAID PRIORITAS prepared a software application to help schools to produce financial reports, including mandated reports for national per-capita school funds (known as BOS). The application was a refinement of an earlier application developed by DBE1. In Years 2 and 3, the project worked with MOEC’s national BOS team to develop and disseminate the application, known as *Aplikasi Laporan Pertanggungjawaban Keuangan BOS Tingkat Sekolah* (ALPEKA). It is a relatively simple, user-friendly application, using an MS Excel platform to produce reports on school funding and spending from all sources.



Front page of ALPEKA Software.

The ALPEKA software has been available for free download from the MOEC BOS website since late 2013: <http://bos.kemdikbud.go.id/index.php/news/detail/577801c6bb1e14564a9913af>. The software is protected to prevent users from tampering with it. It is clearly labeled as free and mandated by MOEC for use in all schools in Indonesia. The support of USAID PRIORITAS in developing the software is acknowledged on the software with appropriate branding.

ALPEKA improved financial management and transparency in schools by reducing the opportunity for double accounting and similar forms of low-level corruption. As a national program, potentially being used by every school in the country, the impact of this intervention was very significant.

USAID PRIORITAS provided support for dissemination of the software in all partner provinces, including Papua. Training was provided to technical support teams from each district in 2013. In 2014, further training took place to introduce the program to schools in a number of districts. This training was fully funded by the districts. In some cases, the project supported this dissemination by funding a “service provider” from one of the partner TTIs to facilitate the training. Interest for this activity was particularly strong in East Java.

Generally, each year MOEC makes minor changes to the BOS reporting formats, requiring updating of the ALPEKA program. The application was updated each year from 2012 to 2016. These changes were very minor, and only a small effort was required to update the software.

According to MOEC and reports from the field, the ALPEKA software was widely used in schools throughout the country. Information from MOEC suggested that the software was in use in approximately 1,000 schools in 2013, and 120,000 schools (65% of all SD and SMP schools in the country) in 2014. Figures for subsequent years are unavailable.

## **3.5 PAPUA**

### **3.5.1 Background and Preparation**

USAID PRIORITAS was tasked by USAID to work in Papua Province starting in late 2013. An education consultant with considerable experience working in Papua conducted a study of primary school education in Papua in early 2013, to inform the project and USAID for planning their interventions in the province. This study highlighted:

- The considerably poorer performance of students, especially in the rural and remote areas of Papua, compared to students in other parts of Indonesia;
- The poor education and transport infrastructure in remote parts of Papua, with many areas only accessible on foot and/or by air;
- The large-scale absenteeism, both by teachers and students in many schools, and the lack of community concern and support for students' education;
- The low education levels of many teachers, including a considerable number who had only completed primary or junior-secondary education and had no teaching qualification; and
- The language and cultural difficulties that inhibit the delivery of education.

The study further pointed out the limited impact of many previous projects in Papua. Projects considered included the SERASI Program (USAID), Education Assistance to Papua (UNICEF), DBE Project (USAID), Better Education through Reform Management and Universal Teacher Upgrading Project – BERMUTU (MOEC-World Bank), and the Basic Education Capacity Trust Fund– BEC-TF Project (MOEC-World Bank). However, it did not identify the relative effectiveness of a number of projects funded and implemented by donor agencies that focused on improving the capacity both of local governments and of civil society organizations to manage education and deliver quality education services.

Following the receipt of this report, USAID and project personnel visited Papua to meet with a variety of stakeholders in coastal and mountain areas, including schools, the government, and NGOs, to assess the needs and potential first-hand. As a result of the visit, USAID and the project management decided to focus on schools in the Papuan highlands, to work through local NGOs that had already been involved in education development work, and to build on the work of a previous USAID project, SERASI, which had supported the development of Papua Contextual Textbooks (BPKP) for students in grades 1 and 2.

### **3.5.2 Working in the Papuan Highlands**

#### **a) Grants to support NGO programs**

It was decided to work in two districts in the Papuan highlands—Jayawijaya and Yahukimo—and to invite grant proposals from two NGOs, Yayasan Kristen Wamena (Wamena Christian Foundation [YKW]) and Yayasan Sosial Untuk Masyarakat Terpencil (Social Foundation for Isolated Communities [YASUMAT]) to implement the program.

Following approval of the fixed obligation grants by USAID, the first period of activities in Jayawijaya and Yahukimo districts started on April 1, 2014, were completed on May 31, 2015, and included a two-month, no-cost extension. Towards the end of this period, YKW and YASUMAT prepared proposals for a second grant for each foundation. YASUMAT's second grant was approved, and activities covered by this grant started on June 1, 2015. The approval of YKW's second grant was delayed due to organizational changes within the

foundation, but was finally approved by USAID in October 2015. These grants were then further extended to support the implementation of the leveled reading book program in the partner schools, with the result that the YKW grant program finished in December 2016, and the YASUMAT program in March 2017. Table 25 shows the periods of the various grants and extensions.

**Table 25: Periods of YKW and YASUMAT Grants**

No.	Grantee Name	Grant Number	Grant Period (including NCE)
1.	Yayasan Kristen Wamena (YKW)	0213381-G-2014-001	Year 1: April 1, 2014–March 31, 2015; no cost extension to April 30, 2015
		0213381-G-2016-001-00	Year 2: October 26, 2015–October 25, 2016 Cost Extension for leveled reading book program: October 26–December 31, 2016
2.	Yayasan Sosial Untuk Masyarakat Terpencil (YASUMAT)	0213381-G-2014-002	Year 1: April 1, 2014–March 31, 2015; no cost extension to June 30, 2015
			Year 2 (Cost Extension): June 1, 2015–May 31, 2016
			Cost Extension for leveled reading book program: June 1–November 30, 2016; no cost extension up to March 31, 2017

The grant amounts given to YKW and YASUMAT totaled approximately 1.5 million USD. Details of the individual grants will be reported in the financial report to USAID.

Two members of project staff, a technical coordinator and an administrative assistant, were placed in the YKW Office in Wamena for the duration of the grants, to monitor progress of the program and give support to the two NGOs as necessary.

### **b) Initial program outline**

The main activities of the program focused on distributing the Papua Contextual Textbooks (BPKP) and training teachers in their use. These books had been developed by YKW staff using funding from the USAID SERASI program. The books cover teaching the Indonesian language (reading and writing) and mathematics in grades 1 and 2. They were developed to take the place of regular textbooks in remote areas of Papua, since regular textbooks are generally considered to be too difficult and culturally and linguistically inappropriate for the Papuan context. Many sets of the books had been printed under the USAID SERASI program and were stored near the YKW office in Wamena.

The main activities of the initial program focused on the following:

- Training teacher trainers in using the contextual textbooks and in good teaching practices to support using the books;
- Training and mentoring grade 1–3 teachers in the assisted schools in implementing the contextual curriculum designed by YKW;
- Distributing teachers' manuals, students' work books, and accompanying teaching aids to the assisted schools;
- Conducting workshops and providing training for school principals, parents, and community members, to encourage them to support the program; and
- Conducting monitoring and evaluation (M&E) of the program's implementation and impact.

Efforts were also made to involve the provincial and district education offices in the program. These efforts included regularly reporting progress in program activities to these offices, education office staff attending the training sessions, and education staff's participation in a final meeting to showcase the impact of the program.

### c) Additional Leveled Reading Book Program

Following the development of the Leveled Reading Book Program, USAID and the project decided that schools in the two districts in Papua would benefit from receiving and using the books. Both YKW and YASUMAT drew up proposals for the distribution of the books to partner schools in the two districts and for training the teachers in the schools in using the books. The proposals were approved; the cost of the additional program was added to the grants and the grant time periods were extended to cover the additional work.

### 3.5.3 YKW in Jayawijaya: Summary of Achievements

A summary of YKW's achievements over the grants period is noted in the following:

- YKW worked with a total of 34 partner schools; a first cohort of 19 schools during the first period of the grant and a further cohort of 15 schools during the second period.
- A total of 15 trainers were trained over the grants period in using the Papua Contextual Textbooks (BPKP) and the management and use of the leveled reading books.
- A total of 127 teachers from the 34 partner schools and a further six non-partner schools were trained in using the Papua contextualized textbooks (BPKP) and other matters related to teaching and learning. The training of teachers from the partner schools was followed up by in-school mentoring by the trainers.
- A total of over 22,000 BPKP books were distributed to the partner and non-partner schools that had taken part in the training. These books consisted of teacher's guides, student workbooks, and assessment books. The schools also received sets of teaching aids to support the books.
- Over the course of the program, YKW held workshops for parents and community members associated with the 34 partner schools, which attracted over 1,000 participants. These workshops helped the participants to understand the changes in teaching and learning in their schools and encouraged them to send their students to school regularly.
- Regular coordination meetings took place with the Jayawijaya District Education Office.



*USAID Mission Director Andrew Sisson observing a lesson in grade 2 at SD YPPK Sinatma, Wamena, Jayawijaya, Papua, in February 2015. The students are using the Papua Contextual Textbooks.*

- YKW distributed over 20,800 leveled reading books to the 34 partner schools. These books were distributed to each school in kits of 612 books that included teachers' guidebooks, big books, and eight copies each of 75 students' reading books.
- Showcase meetings were held towards the end of each of the two grant periods, to demonstrate the achievements of the program to governments and non-government agencies and other non-partner schools. At the final showcase meeting in November 2016, the partner schools presented exhibits of their work, especially in relation to reading, writing, and mathematics. The exhibits also included examples of teaching aids made with local materials. Local government representatives expressed their appreciation of the program implemented by YKW with USAID PRIORITAS support.
- Several publications were produced, including three editions of a newsletter and posters to raise awareness of the program. These were distributed to the 34 partner schools to raise community awareness of the importance of their students' education.

### 3.5.4 YASUMAT in Yahukimo: Summary of Achievements

A summary of YASUMAT's achievements over the grants period is noted in the following:

- The program started with the training of teachers and school principals from a first cohort of 25 partner schools and expanded, at no extra cost to the project, to a further 28 schools over the period of the grant, providing support to a total of 53 schools. This training was then expanded by a further cohort of 10 schools to a total of 63 supported schools during the second period of the grant.
- A total of 14 trainers were trained during the grants period in using the Papua Contextual Textbooks (BPKP) and the management and use of the leveled reading books.
- A total of 137 teachers from the 63 schools were trained in using the Papua contextualized textbooks (BPKP) and other matters related to teaching and learning. The partner school teacher training was followed up by in-school mentoring.
- Over 39,000 books were distributed to the schools that had taken part in the training. The schools also received sets of teaching aids to support the books.
- The program held workshops for parents and community members associated with the 25 partner schools. These workshops helped the participants to understand the changes in teaching and learning in their schools and encouraged them to send their students to school regularly.



*The YASUMAT training team mentoring teachers in Yahukimo, Papua.*

- YKW distributed over 38,500 leveled reading books to the 63 partner schools. These books were distributed to each school in kits of 612 books that included teachers' guidebooks, big books, and eight copies each of 75 students' reading books. A total of 165 teachers from 76 schools was trained in using the books, including several teachers from 13 non-partner schools, who were interested in learning about the books.



*The students at a remote school in Yahukimo, Papua, engaged in shared reading with a big book.*

- Regular coordination meetings took place with the Yahukimo District Education Office, which resulted in staff from the district education office regularly attending program activities.
- Five editions of a bulletin (newsletter) with stories from partner schools were produced, as well as several posters about literacy and numeracy. These were distributed to the 63 partner schools to raise community awareness of the importance of their students' education.
- At the end of the grant period, a showcase meeting took place in Dekai, the main town in Yahukimo District. At this meeting, the various partner schools presented exhibits of their work and many of them gave presentations about their achievements.

### **3.5.5 Monitoring and Evaluation**

YKW and YASUMAT monitored the implementation and the impact of their program using indicators agreed before the grants were awarded. Monitoring included an evaluation of the program's impact on students in the areas of reading, writing, and basic mathematics.

#### **a) Impact on student performance**

YKW designed tests to measure student performance in reading, writing, and basic number operations in mathematics. These include four tests for reading and writing and three tests for mathematics, the details of which are shown in Table 26. These tests were used both by YKW and YASUMAT to measure student progress.

**Table 26: Details of the Reading, Writing, and Mathematics Tests Used by YKW and YASUMAT**

Student Skill	Description of Tests
<b>B1: Letter name identification</b>	Students are given a list of nine clusters of letters. Each cluster has four different letters, for example, a, k, l, s. Students are requested to identify a certain letter read out loud by the teacher, for example, k. The score is expressed in percentage of correct answers.
<b>B2: Writing the word spoken by the teacher (word dictation)</b>	The teacher reads five words, one at a time. After reading one word, the teacher asks the students to write down the word. Students of different grades were given a different set of five words. The score is expressed in percentage of correct answers.
<b>B3: Reading letters</b>	Students are given a table containing randomly ordered 100 letters of the alphabet and are asked to read them within one minute. The score is expressed in correct letters per minute (CLPM).
<b>B4: Word reading</b>	Students are given a table of 100 words and are asked to read them within one minute. The score is expressed in correct words per minute (CWPM).
<b>M1: Number identification</b>	Students are given a list of nine clusters of numbers, from 1 to 15. Each cluster has four different numbers, for example, 1, 3, 5, 2. Students are requested to circle a certain number read out loud by the teacher, for example, 1. The score is expressed in percentage of correct numbers identified by students.
<b>M2: Counting and writing numbers</b>	Students are given a list of pictures of 10 different objects with different quantities. For example: five pigs, seven chicks, three butterflies, four mice, six bags, ten books, nine T-shirts, eight birds, and two guitars. The students are requested to write the number of each of the objects depicted on the worksheet, for example, 5, 7, etc. The score is expressed in percentage of correct answers.
<b>M3: Addition, subtraction, and multiplication (30 questions per operation)</b>	Students are given a total of 90 questions involving simple math operations in addition, subtraction, and multiplication, up to two digits. Each math operation consists of 30 questions. Students are given one minute to complete this. The score is expressed as a percentage of correct answers.

### Jayawijaya District

In Jayawijaya District, the student performance tests were administered to a sample of 180 students in six out of the first cohort of 19 schools in Jayawijaya District in 2014–2015. The tests were administered to a sample group of 10 students each from grades 1, 2, and 3 from each school. These tests were given to the same sample of students at an interval of approximately one year, by which time the students had risen to the next grade. For example, the baseline grade 1 tests were administered in 2014 when the students were in grade 1, and the endline test was administered in 2015 when the students had graduated to grade 2.

In 2015–2016 the same tests were administered to a sample of 360 students from 12 schools. These schools included four of the six Cohort 1 schools that had been tested in 2014-2015, two additional schools from Cohort 1, and six of the 15 Cohort 2 schools.

The results for the YKW partner schools in Jayawijaya District are shown in Table 27.

**Table 27: Average Results of the Reading, Writing, And Mathematics Tests in Jayawijaya District, 2014–2016**

No.	Test	Grade 1		Grade 2		Grade 3		Grade 1		Grade 2		Grade 3	
		2014 B	2015 E	2014 B	2015 E	2014 B	2015 E	2015 B	2016 E	2015 B	2016 E	2015 B	2016 E
B1	Letter recognition (% correct answers)	83%	94%	94%	99%	99%	100%	15%	76%	29%	88%	48%	93%
B2	Word Dictation (% correct answers)	18%	48%	49%	74%	75%	86%	3%	28%	11%	40%	3%	70%
B3	Letter reading (CLPM)*	21	32	43	60	58	66	2	26	5	41	17	58
B4	Word Reading (CWPM)**	2	10	11	25	27	33	0	5	0	9	2	25
M1	Number Recognition (% correct answers)	84%	97%	97%	100%	100%	100%	22%	84%	36%	92%	55%	97%
M2	Counting and writing numbers (% correct answers)	83%	96%	99%	99%	99%	100%	14%	83%	43%	93%	53%	99%
M3	Addition, Subtraction, and Multiplication (%correct answers)	4%	12%	12%	23%	20%	20%	0%	18%	2%	12%	3%	20%

B = Baseline, E = Endline

\*Correct letters per minute

\*\* Correct words per minute

The students in the first round of testing in 2014–2015 had a higher level of achievement than the 2015–2016 students, both at baseline and at endline assessments, on almost all the tests. This result appears to stem from the 2015–2016 Cohort 2 schools being situated in more remote areas.

It is evident that both cohorts of students showed progress on all tests over the period of approximately a year. Because the tests were given to the same cohort of students, and there was no control group against which to compare their results, it is not immediately evident whether the students showed better than expected progress as a result of the YKW interventions. However, if the results of the endline test of the grades 1 and 2 students, when they reached grades 2 and 3 respectively, are compared with the baseline scores of the grades 2 and 3 students, there are clear differences between years 2014–2015 and 2015–2016.

In 2014–2015, little difference is evident between the endline scores of the grades 1 and 2 students and the baseline scores of the grades 2 and 3 students, implying that the children in grades 1 and 2 made, on average, no additional progress as a result of project interventions. However, one year later, the situation in 2015–2016 is quite different. On

every test, the endline assessment scores of grade 1 students were well above the baseline assessment scores of grade 2 students in the same schools. The same progress applies to grade 2 and 3 students. The endline scores of the grade 2 students, when they had reached grade 3, are considerably higher than the baseline scores of grade 3 students had been in the previous year, before project interventions.

YKW reported an increase of 10% in the number of students present at school between the start and end of each year's program. Many studies indicate that poor performing students have a higher tendency to drop out of school than better performing students. It is, therefore, quite possible that these extra students attending school are predominantly from poor performing students, which may drag down the endline scores to some degree. However, it is impossible to be certain without further investigation.

### Yahukimo District

In Yahukimo District, a total of 100 students from 10 of the first cohort of 25 partner schools were tested, 10 students from each school. These included a mixture of grade 1, 2, and 3 students. The same students were tested at an interval of one year, the second testing taking place when they had risen to the next grade.

Table 28 shows the results of student testing that YASUMAT conducted in Yahukimo schools in 2014–2015. Score increases were evident for all tests, which was to be expected. However, because there is no comparison group for this group of students, the extent to which these gains in scores were the result of project interventions cannot be definitively determined.

**Table 28: Average Results of the Reading, Writing and Mathematics Tests in Yahukimo District, 2014–2015**

No.	Test	Grades 1, 2, 3	
		2014	2015
		Baseline	Endline
B1	Letter recognition (% correct answers)	38.7%	43.3%
B2	Word dictation (% correct answers)	17.9%	31.5%
B3	Letter reading (CLPM)*	4	29
B4	Word reading (CWPM)**	0.3	24.6
M1	Number recognition (% correct answers)	32.1%	40.7%
M2	Counting and writing numbers (% correct answers)	23.1%	23.3%
M3	Addition, subtraction, & multiplication (% correct answers)	1.1%	16%

\*Correct letters per minute

\*\* Correct words per minute

Data from student testing for 2015–2016 was received, but was found to be unreliable and has, therefore, not been reported.

It is important to stress the difficulties that YASUMAT experienced in working in Yahukimo. Of the 45 subdistricts within the district, only five are reachable by land transport. Access to the other subdistricts is by light airplane only. Flights vary according to demand and are often canceled due to bad weather, especially during the rainy season from November to April. Thus, training, mentoring, monitoring, and testing were often delayed for substantial periods of time.

### **3.6 WEST PAPUA PROGRAM**

USAID PRIORITAS conducted a pilot program in West Papua, over a period of 18 months between August 2015 and January 2016. The pilot program aimed to improve the quality of primary schooling in the newly established district of South Manokwari, in collaboration with the teacher training institute (TTI), STKIP Muhammadiyah, Manokwari. The key elements of the program included:

1. Working with the District of South Manokwari to introduce active learning, early grades reading using EGRA and leveled readers, and the Papua Contextual Textbooks (*Buku Paket Kontekstual Papua* or BPKP) in selected primary schools
2. Working with the District of South Manokwari to improve management and governance of basic education, particularly focusing on teacher management, planning, and efforts to improve attendance
3. Working with the Teacher Training Institute (TTI), STKIP Muhammadiyah, and partner schools in Manokwari to improve primary teacher education, particularly focusing on teaching practicums.

The quality of basic education is lower in Papua and West Papua than elsewhere in Indonesia, and thus the needs for quality improvements are different. The pilot aimed to determine the extent to which USAID PRIORITAS approaches could be successfully implemented in the context of West Papua. The training materials that were developed and used by USAID PRIORITAS in other provinces were adjusted to the needs of West Papua schools.

#### **3.6.1 Program Coordination/District Governance and Management**

Given the small size of the district, the very low capacity of the District Education Office, and the informal nature of relationships in this context, the strategy adopted for developing governance and management capacity was somewhat different to that in the larger and more developed USAID PRIORITAS districts. No workshops or formal activities were planned or implemented. Instead, assistance was provided directly through on-the-job partnership and consultation. This assistance focused primarily on coordination of project activity.

The objective of this approach was to create a strong sense of ownership of the program in the District Education Office, to better tailor the program to meet their needs and priorities, and to build capacity for the district to disseminate and sustain the program beyond the life of the pilot intervention. The coordination of project activity thus became a capacity-building exercise. USAID PRIORITAS also assisted the district in mapping teacher deployment and formulating plans and policies to disseminate good practices and improve management of schools and teachers, which were incorporated in the district's new five-year strategic plan (renstra).

#### **3.6.2 The Pilot Interventions**

The pilot interventions involved selecting a group of 10 schools in South Manokwari and six partner schools for the TTI program in Manokwari City, along with teachers and lecturers to be trained as facilitators. A group from West Papua then took part in a study visit to South Sulawesi in August 2015. The participants included representatives of the District Education

Office, the principals of partner schools in South Manokwari, prospective district facilitators, and lecturers from STKIP Muhammadiyah Manokwari. The facilitators then took part in a workshop to adapt the USAID PRIORITAS modules for use in the Papuan context.

Training in teaching-and-learning and in school-based management was conducted for the 10 partner schools in South Manokwari in November 2015. District Education Office staff and local training facilitators were trained as facilitators in the days prior to the school training. Similar training took place for lecturers and TTI partner schools. Over the following months, district facilitators visited the 10 partner schools and mentored the teachers in their classrooms. Ongoing support for the implementation of good practices was provided by the Whole-School Development Specialist, who routinely visited schools and met with facilitators, principals, and teachers throughout the implementation period. A “Refresher Training” event was held in November 2016 for teachers, principals, and supervisors who had previously participated.

Following the initial study tour, materials adaptation, and training of facilitators, the TTI program consisted of three main activities: (1) an extensive training activity for the TTI lecturers, together with teachers and principals from partner schools, held in February–March 2016; (2) follow-up “refresher” training for the schools in November 2016; and (3) follow-up training for the lecturers in December 2016. During this period, mentoring was provided to the partner schools by trained TTI facilitators.



*Training in active learning and school-based management for teachers in partner schools and for lecturers from the partner TTI in West Papua.*

In April–June 2016, teachers from the partner schools in South Manokwari were trained in the use of leveled readers. Some 20 sets of books were delivered in West Papua: 16 sets to partner schools, two sets to the TTI, and two sets to facilitators for training. Three district facilitators, all of them early-grades teachers, were trained to become facilitators for the leveled reader program. Monitoring and mentoring visits were conducted following the training, to support and observe the effectiveness of implementation in schools.

Training for early grade teachers in using the Papua Contextual Textbooks (BPKP) was conducted in October 2016. The trainers came from YKW in Papua. The aim was to enable grade 1 and 2 classroom teachers to use the Papua Contextual Textbooks for teaching literacy and numeracy. The training also included practical activities in the schools.

Project monitoring and evaluation, including implementation of the Early Grades Reading Assessment (EGRA) took place before and after the pilot interventions. In addition, a review was conducted, which included post-pilot interviews with key informants, including the Head of the South Manokwari District Education Office in early 2017. The review, supported by monitoring and evaluation results, found that the pilot was remarkably successful in achieving changes in partner schools in the district. This success was attributed in large part to the strong support and “championing” of the program by the Head of the District Education Office.

### 3.6.3 Outcomes of the District Program

As a result of the USAID PRIORITAS intervention with the support of the district, the partner schools in South Manokwari are now fully staffed and have been refurbished with additional classrooms constructed to accommodate the students enrolled. Attendance has improved, both for teachers and students, and changes have been made to classroom learning and school management.

Aside from the direct impact of USAID PRIORITAS training, mentoring, and provision of books, the work with the district, with the strong support of the Head of the District Education Office, clearly had an impact. Most significant in this context, is the provision of teachers. Prior to the USAID PRIORITAS pilot, many of the schools were understaffed, attendance was poor, and classrooms were often unattended. The District Education Office Head prioritized staffing of the project partner schools in the first instance to ensure that the pilot was fully supported, that every school had a full complement of teachers, and that every class was staffed. Many challenges remain, however, including the standard of teachers, school supervision, and district management; school leadership; and community participation. Table 29 provides more detailed information.

**Table 29: The School Monitoring Results in West Papua**

No of Indicators	Description of Data/Information	2015	2016
1R1	Teachers demonstrate good practices in teaching and assessment	36%	75%
1R2	Early grade teachers demonstrate good practice in teaching and assessing reading	22%	56%
1R5	Students demonstrate positive learning behavior	12%	67%
	Reading books are available in early grade classes	0%	80%
	% of schools providing teachers with operational funds	20%	95%
	School support for teacher professional development:		
	m) Schools provide separate working rooms for teachers	75%	90%
	n) Schools allow teachers to attend training	44%	56%
	o) Schools allow teachers to attend teacher working group	100%	100%
	p) Schools allow teachers to attend seminar	0%	20%
	% of schools where more than half of classrooms had teaching equipment	20%	60%
	% teachers absent from school without notification	6.4%	1%
	The involvement of school committee in		
	q) the development of school policies (rules and regulation)	10%	30%
	r) in preparing annual plans	15%	45%
	s) in preparing the annual budget	0%	20%

A baseline EGRA was conducted of 134 students in six sampled schools in September 2015, and an endline assessment was conducted in November 2016. The results showed that despite improvements made by children in West Papua in all reading sub-tasks within a year, between the baseline and endline assessments, grade 3 students still have a much to catch up on all reading skills compared to their peers in the project's other provinces. Interestingly, on the listening sub-task, the children in West Papua performed nearly as well as their peers in the other provinces on the same instrument, both in the baseline and

endline assessments. This suggests that overall, the grade 3 students in West Papua have sufficient oral language skills to understand text-based questions and their main problem lies in decoding. Table 30 compares the West Papua results with Cohort 1 USAID PRIORITAS districts.

**Table 30: A Comparison of Baseline and Endline Results Summaries in West Papua and Midline Results of Cohort 1 PRIORITAS Districts**

Sub Task	Overall Mean		Cohort 1 Midline	Percentage of Students with Zero Scores	
	Baseline	Endline		Baseline	Endline
Letter Name Knowledge (CLPM)	44.6	58.9	87.8	4.5%	0.0%
Familiar Word Reading (CWPM)	17.4	23.8	70.8	41.8%	23.9%
Invented Word Decoding (CIWPM)	8.8	14.4	40.7	50.7%	29.9%
Oral Reading Fluency (ORF)	14.8	18.3	74.5	50.7%	28.4%
Reading Comprehension (5)	1.2	1.4	4.0	55.2%	43.3%
Listening Comprehension (3)	2.4	2.5	2.6	0.0%	1.5%
80% or Better on Reading Comprehension (%)	14.9%	13.4%	71.1%		

The results also indicated a substantial improvement in literacy among grade 3 students, which can reasonably be attributed to changes in classroom practice, school management, and district-level teacher management brought about by the pilot intervention. It is also interesting to note that the improvement was greater for boys than for girls. While the girls scored higher on average than the boys in both years, the gap was much less in 2016 than in 2015.

Between the baseline EGRA conducted in September 2015 and the endline EGRA conducted in November 2016, the teachers in these schools had time to learn and adopt new practices in teaching and learning introduced by USAID PRIORITAS, with a major focus on literacy. School and class management had also improved, resulting in better attendance of teachers and children, and more attention was paid to individual students, including boys, who may have been somewhat overlooked by teachers in the past.

### 3.6.4 Outcomes of the TTI Program

The success of the TTI program was less evident than for the district. Nonetheless, improvements resulted from the intervention. Outcomes include improved capacity among a small number of committed TTI lecturers, specifically some of those who were designated as facilitators; improvements in teaching and learning and in management in four of the six partner schools; and an increased awareness of the need to improve teaching approaches in the TTI and of the benefit of better teacher practicums for students through partnerships with local schools.

Reasons for the limited success in the TTI program, compared to the district program, include the following:

1. Unlike the District of South Manokwari, the TTI had no “champion” to lead the pilot program. Moreover, the Director of the TTI was replaced half-way through the pilot.

2. The mentoring for the TTI and partner schools in Manokwari was less frequent than in the district partner schools. This was mainly because the TTI and partner schools were located in Manokwari City, a three-hour drive from the project office in Ransiki.

When the pilot was originally conceived and designed, STKIP Muhammadiyah was operating an outreach program, training primary teachers in South Manokwari District. Unfortunately, this program was discontinued by the TTI in 2015. Thus, the pilot TTI program was unconnected to the pilot district program. A much better outcome might have been achieved had the outreach program been continued and had USAID PRIORITAS worked to improve the capacity of management and delivery for this program, strengthening links between the TTI and the district.



*A teacher in South Manokwari, using a big book she has made to teach the students to read.*

### 3.7 CROSS-CUTTING TARGETS—GENDER AND INCLUSIVE EDUCATION

The original scope of work required the USAID PRIORITAS project to focus on five cross-cutting areas. These were (1) a pilot ICT project in West Java; (2) inclusive education; (3) transition and child protection; (4) gender; and (5) healthy habits. However, as a result of Contract Modification No. 9 in May 2015, the five cross-cutting areas were reduced to two: (1) gender and (2) inclusive education. This section of the report focuses on the activities and achievements in those two cross-cutting areas.

#### 3.7.1 Gender

##### a) Initial Gender Study

The project undertook a study, which was completed in November 2012, to identify issues related to gender in basic education. The study recommended the project to focus on the following areas:

- Training teachers to increase their understanding of gender issues and to develop lessons that are responsive to these gender issues
- Training school principals and other education managers to develop policies responsive to gender issues and needs
- Collecting and analyzing data disaggregated by gender, to address equality of gender issues.



*Students of SDN Letta Bantaeng, South Sulawesi, observed during the implementation of the gender study.*

The project responded to these recommendations in the following manner.

Gender training materials were developed and included as a gender unit in the second whole-school development training module. This was used to train school principals and supervisors, teachers, and school committee and community members in partner and non-partner schools and focused on the following areas:

- **Teaching and learning:** Ensuring that teaching materials are appropriately gender neutral, that the teacher pays attention to all students according to their needs and irrespective of their gender, and that all students have equal opportunities to participate in classroom activities irrespective of their gender
- **School activities:** Ensuring that school intra- and extra-curricular activities accommodate the needs of all students, irrespective of gender
- **School facilities:** Ensuring that school facilities, especially toilets and changing rooms, accommodate the needs of boys and girls.

- **Data:** Ensuring that data related to project activities were collected and disaggregated by gender.

A checklist was drawn up to help district facilitators, project staff, and other local stakeholders view the development of partner schools from a perspective of gender. In the course of this process, several issues arose, including the following:

- Although there was little evidence in project-assisted schools of differences in participation rates by boys and girls, student performance assessments in reading, writing, mathematics, and science showed that girls consistently scored higher than boys. This trend is not confined just to Indonesia, but is evident in many developing and advanced countries. This issue was discussed in school principal and teacher training to raise awareness and encourage participants to consider ways to address the issue.
- An analysis of district facilitators (project training) showed that of the seven partner provinces, four provinces reflected a balance between women and men facilitators (Aceh, North Sumatra, South Sulawesi, and Banten), while in the other three provinces (West, Central, and East Java), women accounted for less than 40% of district facilitators.
- When analyzed by subject or area of responsibility, mathematics, the Indonesian language, science, social studies, the English language, and school-based management had substantially more male district facilitators. Only for the early grades were there substantially more female facilitators.

#### **b) Gender Study following mid-term evaluation**

Following the USAID PRIORITAS External Mid-Term Evaluation in early 2015, the project completed a gender study in June 2016. The aim was to confirm or disprove the findings of the Mid-Term Review on gender in schools and to explore the dynamics behind gender differences in student achievement. The results of the study support the Mid-Term Review findings in general terms, but with some important exceptions:

1. The main evaluation finding was confirmed: boys tend to have lower academic achievement than girls. But when viewed more closely, there are some differences based on location (urban and rural), type of school (public schools and religious schools), school level (primary and junior-secondary school), as well as grade levels and classroom management approaches.
2. The second finding of the Mid-Term Review was that girls are more active and engaged in the learning process. The findings of the study were somewhat different: the study found that male students tend to be more dominant than girls in urban areas, and more active and sometimes more assertive (or aggressive), especially in conducting experiments and activities outside the classroom.
3. The study partially confirmed the third of the Mid-Term Review findings. Female teachers dominate in almost all schools visited, but in contrast to the evaluation findings, 10 of the 15 schools visited were led by women.
4. Regarding the fourth of the Review findings, the study found some representation of women in leadership positions in government offices in the districts and provinces. Regarding the school committees, this study confirmed the general lack of female leadership. School committees are mostly headed by men. USAID PRIORITAS could play a role in changing this through a community-based management program.

5. On the fifth of the Review findings, this study found that the USAID PRIORITAS gender training module is a national-level, generic module and does not focus specifically on the local context, but encourages training participants to identify issues relevant to each local area. Possibly, supervision and mentoring are needed so that teachers can monitor the extent to which they identify and address gender issues appropriate to their local context.

The study also identified seven factors that influence and may explain why the academic achievement of boys is lower than that of girls. The factors are as follows:

1. The difference in the interests and talents of male and female learners
2. The difference in psychological and physical development of male and female learners
3. The importance of support in the form of assistance from adults (parents and siblings) during after-school learning
4. Parents' awareness of their responsibility for children's education
5. Differences in the socio-cultural and economic impacts of gender-specific issues for rural and urban areas
6. The ability of teachers to identify and address gender equity issues
7. The absence of gender equity policies in education that are relevant and appropriate to the local context.

### **3.7.2 Inclusive Education**

The Government of Indonesia is actively encouraging the development of inclusive education (IE), whereby students with special educational needs learn alongside other students without such needs, rather than being segregated into special classes or schools.

#### **a) Inclusive Education Study**

The project implemented a study of inclusive education, which was completed in March 2013. This study found that:

- A few schools and districts were trying to implement government regulations related to inclusive education but with varying degrees of success.
- Only five of 23 Cohort 1 districts had allocated funds to support the implementation of inclusive education.
- School principals and teachers were finding difficulties in implementing inclusive education as they had received little or no related training or advice.
- Some school communities and students were concerned that the presence of special-needs students in regular classes would disturb the education of the other students.

#### **b) Differentiated teaching for regular students**

As a result of monitoring the teaching of regular students in project partner schools, it became clear that accommodating the different needs of students was a wider issue, which spread beyond children with special needs. It was evident that teachers failed to respond to the varying needs of ordinary students in their classes. To address this issue, the second whole-school development training module included a unit on “accommodating the individual needs of students,” which was designed to address the issue. The teacher training materials included in Module 3 that relate to leveled reading books also address the issue of

differentiating teaching to accommodate the needs of different groups of students. This material was rolled out both to partner and non-partner schools.

### c) Support for inclusive education

Project staffing to support the development of gender and inclusive education was limited to one person. Thus, particularly in the specific area of inclusive education for students with special needs, the project was limited in their assistance to giving technical advice and support to provinces, districts, and schools that requested it.

The main activities and achievements in inclusive education are as follows:

- A checklist was drawn up to help schools adopt an inclusive perspective. This checklist is designed to help district facilitators (project training), project staff, and education stakeholders to see the development of partner schools from a perspective of inclusivity.
- Instruments and instructions on their use were developed to help teachers and principals to identify special needs students.
- Inclusive education was included in the strategic plans and budgets in 20 districts in the seven partner provinces, excluding Papua.
- A video showing good practices in inclusive education was made in a partner school in Lumajang District, East Java, in January 2015. The video documented good practices in teaching learners with special needs in the partner schools. The video was used as media for training and advocacy, to improve the understanding of the various parties about implementing inclusive education.
- Project-supported training for teachers, school principals, and other relevant stakeholders took place in Lumajang District in East Java and Bireuen District in Aceh.
- A District Head decree on disability (including inclusive education) has been issued in Situbondo District with input from the project.
- Declarations on inclusive education were developed and issued by USAID PRIORITAS partners in North Sumatra Province and the districts of Bireuen (Aceh) and Ngawi (East Java). The entire cost of developing the declarations and associated plans was provided by local governments. USAID PRIORITAS staff acted as facilitators, resource persons, and members of the implementation team (committee).
- Mapping inclusive education took place in Bantaeng, with a budget provided by the District Planning Agency and carried out by a team coordinated by the project District Coordinator (DC).



*The opening of a workshop in Bireuen District in August 2015, to draw up a "grand" design for inclusive education.*

### 3.7.3 Monitoring Gender and Inclusive Education in Schools

In October 2015–September 2016, school monitoring of gender and inclusive education was carried out in 55 schools in 14 partner districts in seven provinces. The activities included direct observation of the learning processes in the schools and discussions with training facilitators, principals, and teachers. Some important notes are as follows:

- The basic principles of gender equality in schools and inclusive education have been implemented in many partner schools. Many observed lessons provided services that specifically accommodated both girls and boys, as well as children with special needs. Learning media are increasingly gender-sensitive. In most schools, toilets for boys and girls are now separated. In many schools, special assistance is provided for children with learning difficulties. Special facilities or activities are increasingly being provided to enable special needs children to take part in extracurricular activities.
- Assistance for schools (principals, teachers, and school communities) is still needed to raise their awareness of gender issues and to support school planning that considers the differing needs of boys and girls.
- The project gender study has raised the awareness and understanding of principals and teachers of the importance of implementing gender equality in schools so that the talents and abilities of learners can optimally develop.
- Decision-making in the school committee is generally carried out democratically without any gender discrimination, although most chairpersons of the school committee are still men.
- There is a need to raise awareness of the kinds of monitoring indicators used by USAID PRIORITAS related to gender and the individual differences in learning.
- Some partner schools have been designated as inclusive education providers and are cooperating with special schools for students with learning difficulties to use special guidance counselors from these special schools to support and supervise teachers in educating students with special needs.

### 3.8 WORKING WITH THE GOVERNMENT OF INDONESIA

A feature of USAID PRIORITAS has been a concerted attempt to work with the GOI at all levels. The project has been successful in building relationships with the GOI at the central government level, especially with MOEC, MORA, and more recently with MORHE, which has taken over responsibility for TTIs. The provincial offices of the project have developed good relationships with their provincial governments and many district governments. A prime reason for this success is



*USAID and USAID PRIORITAS representatives meeting with the former Minister of Education and Culture, Anies Baswedan.*

that USAID PRIORITAS is seen as supporting priority government policies and objectives.

These positive relationships between USAID PRIORITAS and the GOI have also resulted in the GOI often requesting ad hoc assistance and support from the project, which the USAID PRIORITAS team has been pleased to give on many occasions. Examples of such assistance include the following:

- At central government level, supporting working groups on teacher policy and providing information and materials on developing a reading culture in project partner districts; and
- At province and district levels, supporting strategic planning and responding to requests to disseminate DBE and USAID PRIORITAS programs.

Frequent planning and coordination meetings have taken place in the partner districts and have included a variety of stakeholders from the Education and Religious Affairs Office, and in many cases, from the local development agency, local parliament, and education council.

Large allocations of funding have been made, including 85 million USD by partner districts and 4.3 million USD by MORA, to support dissemination of the program, demonstrating a commitment on behalf of these districts to support the USAID PRIORITAS program. Furthermore, serving as a liaison at the technical level, with all levels of the GOI, the project's Technical Coordinator has been able to develop a close working relationship with officials at MOEC, MORA, and MORHE, who have frequently attended and supported USAID PRIORITAS activities and events and endorsed project training and other materials.

Additional details about individual meetings and activities with GOI have been provided in the quarterly reports.

### **3.8.1 Meetings with Ministers of Education**

A meeting took place between representatives from USAID PRIORITAS, USAID, and the Minister of Education and Culture, Anies Baswedan, on December 22, 2015. The USAID Mission director, Andrew Sisson, attended the two-hour meeting. USAID PRIORITAS was given the opportunity to explain the project program and its impact to the Minister, as well as present him with various books and leaflets, illustrating good practices. The Minister appeared to already have some knowledge of the program, asked some relevant and detailed questions, and was very supportive of the program's continuation. In discussions with the USAID Mission Director, the Minister specifically requested that USAID continue its engagement with the GOI in support of basic education, to strengthen sustainability and further disseminate the innovations that have been developed under USAID PRIORITAS.

The Minister of Education was replaced in July 2016, and an informal meeting with the new minister, Professor Muhadjir Effendy, took place on August 19, 2016. This meeting provided an opportunity to congratulate the new minister on his appointment and report briefly on USAID PRIORITAS activities.

### 3.8.2 National Showcase Meeting



*Students showcasing the work that impressed the many visitors to the exhibition at the National Showcase Meeting, held on October 28, 2015, at MOEC.*

A national showcase meeting was held on October 28, 2015, at MOEC, to present the achievements of the project at the national level. The Minister of Education and Culture had agreed to attend the showcase, but was unfortunately unable to do so because of an emergency situation with forest fires in Sumatra. The Secretary General of MOEC, Didik Suhardi, represented the Minister and opened the event. A number of other high-ranking officials from the central government ministries were also present, including the Head of the Research and Development Body (Balitbang), Totok Suprayitno; the MOEC Directors of Primary and Junior-Secondary Education, Wowon Widaryat and Supriono; and MORA's Director General of Islamic Education, Kamaruddin Amin. Representatives from over 60 project partner districts and several non-partner districts, including a number of district heads, also attended the event, as well as representatives from the partner TTIs, including several rectors.

A large exhibition of project achievements was mounted in the main entrance to MOEC. This included display booths with exhibits of students' work from schools in each of the project provinces. The booths were attended by teachers and students from the exhibiting schools, who were able to explain the content of the displays to visitors. Further booths displayed project training materials, the leveled reading books, and information about the teacher deployment program.

The main event took place in the large meeting room at MOEC and highlighted the most important programs and achievements of the USAID PRIORITAS project. Event activities included the following:

- A video overview of the project;
- Presentations of work in mathematics and science from a primary school in North Sumatra and a junior-secondary school in South Sulawesi;
- A presentation by the District Head of Kuningan District, West Java, on the scope and impact of the USAID PRIORITAS program in her district;
- A presentation on the reading culture program from a school in West Java; and
- A video outlining the leveled reading book program.

Following these presentations and videos, the Acting Mission Director of USAID Indonesia, Derrick Brown, gave a speech, and Dr. Didik Suhardi, the Secretary General of MOEC, officially opened the event. The Acting Mission Director handed over a set of four books relating a collection of good practices developed under the USAID PRIORITAS program. The books covered the topics of teaching-and-learning in the primary school, teaching-and-

learning in the junior-secondary school, school-based management and governance, and developing a reading culture.

The official opening was followed by a panel discussion, which included the Rector of the State University of Medan; the Head of the Education Office from Sidoarjo District, East Java; and the Principal of a junior-secondary school from Lumajang District, East Java. The event concluded with participants' questions to the panel.

### 3.9 MONITORING AND EVALUATION

Project monitoring focused on measuring the impact of the program in several different areas as follows:

- Schools and students, including teaching-and-learning, school management, community participation, and student performance in reading, writing, mathematics, and science
- Teacher Training Institutes (TTIs), including their curricula and course implementation
- The management of basic education at district and province levels, with a special focus on teacher management and continuing professional development.

#### 3.9.1 Cohort 1, 2, and 3 District and TTI Partner Schools

The project conducted annual monitoring with a sample of partner and comparison schools in a total of 50 partner districts. Cohort 1, which has 23 districts, started activities in 2012; Cohort 2, which has 20 districts, started in 2013, and Cohort 3, which has 7 districts, started in 2014. Three rounds of monitoring of TTI lab and partner schools took place in early 2014, 2015, and 2017. The various rounds of monitoring for each cohort are shown in Table 31 below.

**Table 31: Overview of Monitoring Rounds for Cohort 1, 2, and 3 Partner District Schools**

	Oct–Dec 2012	Oct–Dec 2013	Oct–Dec 2014	Oct–Dec 2015	Oct–Dec 2016
Cohort 1	Baseline monitoring	<i>Interim monitoring</i>	Midline monitoring	<i>Interim monitoring</i>	Endline monitoring
Cohort 2		Baseline monitoring	<i>Interim monitoring</i>	Midline monitoring	Endline monitoring
Cohort 3			Baseline monitoring	<i>Interim monitoring*</i>	Endline monitoring
			<b>Mar–Apr 2014</b>	<b>Feb–Apr 2015</b>	<b>Jan–Feb 2017</b>
TTI Schools			Baseline monitoring	Midline monitoring	Endline monitoring

\*The interim monitoring in Cohort 3 districts acted as a proxy for midline monitoring for Cohort 3, although only a limited number of indicators were monitored—those related to school and classroom practice. No student assessments or EGRA took place during interim monitoring for Cohort 3.



Monitoring assessors observing a science lesson at SMPN 3 Sragen, Central Java.

Full baseline, midline, and endline monitoring were implemented in schools in Cohort 1 and 2 districts, while only baseline and endline monitoring were implemented in schools in Cohort 3 districts, which had participated only three years in the project.

Each of these baseline, midline, and endline rounds of monitoring (shaded in light gray in Table 22) included school and classroom **observations and interviews;** student

assessments in Bahasa Indonesia, mathematics, and science; and an Early Grade Reading Assessment (EGRA) for grade 3 students.

In the years between these rounds of monitoring, “interim monitoring” took place that consisted of only school and classroom observations and interviews and did not include student assessments and EGRA. Because no complete midline monitoring for Cohort 3 districts took place, data from the Cohort 3 interim monitoring for 2015, which was confined to school and classroom observation and interviews, is included in Table 33 as midline monitoring.

The objectives of the various monitoring activities were (1) to assess needs at the start of the project, (2) to support the design of specific project interventions, and (3) to collect partner and baseline data for each of the indicators against which the impact of project interventions was measured.

School baseline monitoring data was collected for 13 project custom indicators. The monitoring in the following years collected the same information from the same schools as those surveyed during the baseline collection, to assess the changes that had taken place over the years.

Project and local government staff jointly conducted the monitoring rounds. Data about teacher and student behavior were collected through classroom observation, while information about school principal leadership and the functioning of the teachers’ subject working groups was collected through interviews and group discussions. During the monitoring of schools, students were tested in the Indonesian language, mathematics, and science. The number of schools, teachers, and students covered during the baseline, midline, and endline monitoring are presented in Table 32.

**Table 32: Total Number of Sample Schools, Teachers, and Students Monitored**

	Partner			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
<b>Number of Schools</b>						
Primary	248	246	248	172	168	169
Junior Secondary	182	177	173	129	123	128

	Partner			Comparison		
	Baseline	Midline	Endline	Baseline	Midline	Endline
<b>Number of Teachers Observed and Interviewed</b>						
Primary	1,240	1,230	1,240	860	840	845
Junior Secondary	546	531	519	387	369	384
<b>Number of Students Tested</b>						
Primary	17,002	12,166	16,397	11,433	11,660	11,575
Junior Secondary	9,608	6,287	9,010	6,717	6,427	6,281

Table 33 presents and compares the results of each of the rounds of monitoring at the school level. By comparing the collected monitoring data, it is possible to assess the changes that have taken place in the years of project implementation and the extent to which these changes could be attributed to project intervention. These results have been reported to USAID in comprehensive monitoring reports. The following is a summary of the main monitoring results.

- The overall trend in the three cohorts shows that steady improvements were taking place for all 13 school-related indicators in the three cohorts, reflecting the emphasis of the whole-school development training program on the issues covered by these indicators. Large improvements are evident from baseline to midline. A further, more modest improvement occurred from midline to endline.
- The biggest improvements were made in the teaching and learning indicators (1.R1, 1.R2, 1.R3, 1.R5, 1.R6). The percentage of teachers in partner schools demonstrating good practices in their teaching and assessment (with a focus on facilitating student learning) rose from around 20% at baseline to 80% or more by endline. The percentage of students demonstrating positive learning behaviors rose similarly, from around 20% at baseline to 87% or more at endline.
- The indicators relating to the teaching of reading (IR2, IR3, and IR6) all showed large increases. The percentage of early grades teachers in partner schools demonstrating good practices in teaching and assessing reading (IR2) rose from 15% or less at baseline to 80% or more (varying by cohort) by endline. These increases reflect the special emphasis of the project on improving reading, especially in the early grades.
- A more modest but steady increase took place in school leadership, management, and governance indicators (1.R16, 2.R1). Analysis of the detailed data of indicator 2.R1 shows that at the endline assessment, most of the principals allow teachers to participate in professional development activities such as seminars and training. The majority of principals provide appropriate resources for learning to take place. But only about 25% of principals hold meetings at least once a month to discuss curricular matters and to make regular monitoring and mentoring visits to class.
- The project implemented student assessment tests in Bahasa Indonesia (reading and writing) and mathematics in grades 4 and 8 and in science in grades 5 and 8 in a sample of partner and non-partner comparison schools. Average scores both in partner and comparison schools increased on all the tests at the endline assessment. They further show that scores in the partner schools increased by a greater percentage than those in the comparison schools on all but one of the tests. The principle reason for improvements in the comparison schools appears to be that many of the teachers in the schools (about 50%) received training with USAID PRIORITAS modules as part of district-led dissemination of project programs.

- The achievements of Cohort 3 partner schools are remarkable. After two years (2014–2016), the achievements of Cohort 3 at endline were very close to, or even higher in some cases than, the achievements of Cohort 1 after four years (2012–2016), and Cohort 2 after three years (2013–2016). An important reason for this may be that Cohort 3 districts had to apply and show financial commitment to join the project, which reflects their strong motivation to benefitting from project inputs.
- Indicator 2.R2 on parent and community participation shows that during the baseline survey, parents were involved in improving the school environment, such as building construction and maintenance, in only about 50% of partner primary schools. The percentage of schools where parents were involved in supporting teaching and learning and extracurricular activities was only about 20%. By the endline monitoring, parents were involved in building maintenance and construction in more than 80% of schools and in supporting teaching and learning and extracurricular activities in between 60% and 75% of schools (varying by cohort).
- There were also improvements on the indicators among comparison schools, but by much less than and much less consistently than in the partner schools. The principle reason for many of these improvements appears to result from many of the teachers in the schools (about 50%) having received training using USAID PRIORITAS modules as part of district-led dissemination of project programs.
- Indicator 2.R3 shows that over 90% of partner schools had developed a reading culture. The major results evident in schools included upgraded libraries, the establishment of reading corners, and the use of funds to purchase reading materials. The percentage of schools, where community and parental activities were active in developing a reading culture, rose from fewer than 15% of schools at baseline to 60%–75% (varying by cohort) by endline monitoring.

**Table 33: Summary of Baseline, Midline, and Endline School Monitoring Results of Partner Districts in Cohorts 1, 2, 3, and TTI Schools**

Groups of Schools	Partner Schools			Comparison Schools		
	Baseline	Midline	Endline	Baseline	Midline	Endline
Cohort 1	2012	2014	2016	2012	2014	2016
Cohort 2	2013	2015	2016	2013	2015	2016
Cohort 3	2014	2015	2016	x	x	x
TTI Schools	2014	2015	2017	x	x	x
<b>Indicator 1.R1. Teachers demonstrate good practices in teaching and assessment</b>						
Cohort 1	21.6%	59.6%	79.9%	27.7%	29.1%	40.1%
Cohort 2	16.6%	75.9%	85.9%	19.2%	42.3%	42.0%
Cohort 3	19.0%	85.0%	86.4%			
TTI Schools	42.5%	61.5%	64.6%			
<b>Indicator 1.R2. Early grades teachers demonstrate good practices in teaching and assessing reading</b>						
Cohort 1	13.0%	66.8%	87.6%	15.8%	38.5%	44.9%
Cohort 2	15.2%	77.5%	80.0%	15.6%	35.0%	49.4%
Cohort 3	5.4%	67.9%	85.7%			
TTI Schools	25.0%	53.1%	65.3%			
<b>Indicator 1.R3. Teachers of all subjects support the development and reinforcement of students' reading skills</b>						
Cohort 1	8.7%	48.4%	71.5%	12.5%	31.1%	37.8%
Cohort 2	16.4%	53.7%	67.4%	20.7%	30.2%	39.9%
Cohort 3	8.2%	57.8%	69.4%			
TTI Schools	32.5%	38.9%	52.1%			
<b>Indicator 1.R5. Students demonstrate positive learning behaviors</b>						
Cohort 1	16.8%	81.3%	89.2%	22.9%	52.9%	58.6%
Cohort 2	22.7%	80.7%	88.1%	28.0%	52.8%	53.0%
Cohort 3	15.6%	82.3%	87.8%			

Partner Schools				Comparison Schools		
TTI Schools	62.1%	77.4%	79.6%			
<b>Indicator 1.R6. Early grades reading materials are regularly used</b>						
Cohort 1	21.7%	50.0%	64.0%	23.4%	39.1%	41.6%
Cohort 2	30.4%	59.4%	63.1%	28.8%	41.9%	46.8%
Cohort 3	30.4%	41.1%	57.1%			
TTI Schools	46.9%	52.1%	60.0%			
<b>Indicator 1.R8a. Early grade students demonstrate that they can read and understand the meaning of grade-level text</b>						
Cohort 1	50.2%	71.1%	72.9%	44.0%	67.9%	67.0%
Cohort 2	55.6%	72.8%	74.1%	52.1%	65.7%	69.7%
Cohort 3	75.3%		78.1%			
TTI Schools	55.4%		68.9%			
<b>Indicator 1.R8b. Performance of grade 4 students in reading, writing, and mathematics, and grade 5 students in science improves</b>						
Cohort 1:						
Reading:	43.2%	47.3%	56.1%	41.0%	43.7%	48.0%
Writing:	41.8%	44.6%	52.2%	39.5%	40.3%	42.9%
Mathematics:	40.9%	44.5%	52.4%	40.3%	42.9%	47.9%
Science:	35.8%	43.1%	49.6%	33.0%	40.0%	41.9%
Cohort 2:						
Reading:	37.1%	53.4%	55.2%	36.9%	48.9%	50.0%
Writing:	38.7%	47.1%	45.3%	33.5%	39.9%	37.2%
Mathematics:	39.2%	47.0%	53.1%	36.9%	42.4%	47.0%
Science:	33.8%	42.0%	48.4%	33.4%	39.6%	41.0%
Cohort 3:						
Reading:	42.1%		55.9%			
Writing:	35.6%		50.4%			
Mathematics:	47.8%		55.3%			
Science:	38.2%		49.1%			
TTI Schools:						
Reading:	47.3%		55.4%			
Writing:	46.9%		49.7%			
Mathematics:	49.6%		53.0%			
Science:	43.5%		48.7%			
<b>Indicator 1.R9. Performance of students in grade 8 in reading, writing, mathematics, and science improves</b>						
Cohort 1:						
Reading:	64.0%	70.0%	72.7%	66.0%	67.6%	69.1%
Writing:	50.0%	52.3%	59.2%	47.0%	46.7%	53.1%
Mathematics:	28.9%	36.8%	45.2%	27.1%	34.1%	48.5%
Science:	41.1%	43.9%	45.7%	39.6%	42.6%	42.6%
Cohort 2:						
Reading:	66.0%	69.6%	74.2%	63.7%	68.6%	71.1%
Writing:	49.6%	49.8%	58.2%	43.4%	46.7%	50.2%
Mathematics:	33.9%	38.1%	44.1%	32.3%	35.4%	36.8%
Science:	38.9%	42.1%	48.9%	36.3%	41.1%	42.6%
Cohort 3:						
Reading:	70.6%		72.4%			
Writing:	47.3%		57.9%			
Mathematics:	35.8%		43.4%			
Science:	46.0%		51.3%			
TTI Schools:						
Reading:	69.8%		73.3%			
Writing:	49.0%		55.9%			
Mathematics:	42.9%		45.0%			
Science:	47.3%		47.3%			
<b>Indicator 1.R16. Instructional leadership in schools is improving</b>						
Cohort 1	7.5%	19.7%	27.4%	13.0%	15.9%	18.5%
Cohort 2	6.4%	24.8%	30.4%	5.7%	12.1%	12.9%
Cohort 3	8.2%	10.2%	32.7%			
TTI Schools	16.3%	20.0%	31.3%			
<b>Indicator 2.R1. Schools produce annual budgeted plans in a transparent and participative manner</b>						

	Partner Schools			Comparison Schools		
Cohort 1	14.9%	26.1%	54.8%	19.9%	25.2%	41.4%
Cohort 2	18.6%	42.3%	57.8%	20.0%	33.6%	41.4%
Cohort 3	12.2%	30.6%	55.1%			
TTI Schools	26.3%	28.8%	38.8%			
<b>Indicator 2.R2. Increased parent and community participation in activities which focus on teaching and learning and/or improving the school environment (primary school only)</b>						
Cohort 1	27.2%	65.6%	84.8%	30.4%	44.3%	66.3%
Cohort 2	27.5%	71.3%	85.0%	35.0%	42.5%	56.3%
Cohort 3	42.9%	60.7%	78.6%			
TTI Schools	43.8%	51.1%	72.9%			
<b>Indicator 2.R3. School managers initiate activities to create a school reading culture</b>						
Cohort 1	24.8%	78.3%	96.8%	29.2%	50.3%	67.5%
Cohort 2	42.1%	87.6%	97.8%	41.4%	52.9%	72.1%
Cohort 3	14.3%	73.5%	91.8%			
TTI Schools	56.3%	77.5%	95.0%			
<b>Indicator 1.R17. Teachers' working groups are more effective</b>						
Cohort 1	32.4%	51.3%	60.5%	35.6%	47.1%	47.4%
Cohort 2	36.8%	50.4%	49.1%	45.9%	43.0%	41.8%
Cohort 3	38.1%	33.3%	40.0%			
TTI Schools						

### 3.9.2 Teacher Training Institutions

The project has been monitoring the results of the capacity building within the TTIs through the collection of six indicators as discussed in the following.

#### a) Indicator 1.R10: Lecturers in TTIs model active learning behavior

The first indicator assessed the extent to which TTI pedagogy lecturers practiced active learning. The assessment of active learning was also carried out among a sample of TTI students (Indicator 1.R13) and among a sample of primary and junior-secondary teachers (Indicator 1.R1). The sub-indicators for the three sample groups (TTI lecturers, TTI students, and teachers) were almost the same, so that the



*A lecturer of the Islamic State University of Sunan Ampel Surabaya modeling teaching shared reading using a big book.*

comparison across the groups could be made. The following are the seven sub-indicators for assessing the practice of active learning among the pedagogy lecturers.

- Use a mix of whole class/group/partner and individual work with students
- Ask non-recall questions and expecting and allowing student teachers time to answer
- Use varied learning approaches (other than lecturing and textbooks) such as giving open-ended tasks, using the environment, and using learning aids
- Move around the room, observing and assisting student teachers to complete their tasks
- Allow student teachers to ask questions

- f. Allow student teachers to provide feedback
- g. Use authentic problems and experiences that link the theory of teaching to the practice of teaching.

Ten pedagogy lecturers were selected as a sample from each TTI. The assessment was made through a focus-group discussion (FGD) with four or five students who had recently attended the same class given by the lecturer. This approach was to ensure that the students in an FGD were assessing the same person who gave the lecture on the same subjects.

Table 34 (Row 1) shows that during the baseline monitoring (2013), less than half (41%) of the lecturers had practiced active learning in their teaching. By 2015, this percentage had increased to 67%.

During the second year of the project (2014), the midline assessment was made through direct observation, while the lecturers were giving lectures. Direct observation turned out to be difficult to implement. None of the assessors (who are mainly school supervisors, principals, and teachers) were willing to make the observation. The TTIs agreed to use a peer review approach: the pedagogy lecturers from TTI A observed the lecturers in TTI B and vice versa. It turned out that finding time when the “observer” could be together with the “observed” was not easy. In addition, it was very likely that the observed tried to perform the best because (s)he was being observed. Thus, the Monitoring and Evaluation (ME) team decided to re-use the FGD method again in 2015.

**b) Indicator 1.R11: TTIs integrate project training materials and programs into pre-service teacher education curricular**

This indicator aids in assessing the usage level of training materials produced by the project, with the collaboration of the TTI lecturers. The monitoring for this indicator involved surveying a sample of the 160 TTI lecturers, 10 from each partner TTI, excluding Papua, who had participated in the training organized by the project. Among the 10 lecturers, four were selected from the Primary Schools Teacher Training (PGSD), and two from each of the Bahasa Indonesia, Mathematics, and Science Departments. They were asked whether they use the training materials in their lectures for students (pre-service), and in the training for teachers (in-service). The results of the monitoring showed that 88% used the materials during their lectures, and 61% used them in the training for teachers (Table 34, Row 2).



*A lecturer in PGSD (Primary School Teacher Education) at the State University of Yogyakarta, assisting PPG students in analyzing the mapping of learning indicators in the student textbooks. This lecturer has incorporated active learning approaches in the PPG, as featured in the USAID PRIORITAS training.*

The monitoring also projected the total number of lecturers who use the materials. The number could be calculated because according to the project database, as of the end of

2015, 1,822 lecturers had been trained. With the percentages from monitoring of samples of lecturers described above, it was estimated that 1,603 lecturers (81% of 1,822) use the materials during pre-service, and 1,111 (61% of 1,822) used them during the in-service training. The number of lecturers who used the materials during in-service was lower than those who use the pre-service, because not all lecturers had the opportunity to train teachers.

### c) Indicator 1.R12. The TTIs offer a more practice-oriented practicum

During the baseline monitoring (2013), the implementation of a more practice-oriented practicum was assessed through the interviews of a sample of 160 students who had completed their teaching practicum in schools. Similar to the selection of lecturers, 10 students were interviewed from each TTI: four were selected from PGSD, and two each from the department of Bahasa Indonesia, Mathematics, and Science. The students were asked about their experiences in their teaching practicum.



*Students in the teaching practicum program (PPL) work in groups during the dissemination of USAID PRIORITAS training at FKIP Unsyiah.*

The method of measuring the indicator by interviewing students was discontinued in 2014 and replaced by interviewing TTI staff, who are in charge of the student teaching practicums in schools. The questions in the assessment dealt with whether the student teaching practices fulfilled the following three conditions:

- 1 TTIs have a program guide provided to students prior to the practice teaching, which clearly states competencies to be achieved by the students and a sequence of tasks, including observation, teaching, and assessment.
- 2 Teaching practice makes use of at least 60% of the TTI lab and partner schools.
- 3 At least 50% of students sampled were observed by their in-school mentor (teacher) or lecturer while implementing a lesson at least twice a month.

The assessment found that in 2014, on average, 50% of the TTIs met all three conditions, and this percentage increased to 81% in 2015 (Table 34, Row 3). It means that in 2015 most of the TTIs offered a more practice-oriented teaching practicum.

#### **d) Indicator 1.R13: Student teachers demonstrate good practices in teaching and learning**

The monitoring of TTIs also included assessment of student teachers regarding their skills in implementing active learning. A total sample of 160 TTI students was selected. From among 10 students from each TTI, four were selected from PGSD, and two each from the departments of Bahasa Indonesia, Mathematics, and Science. The sample was selected from the list of students who were preparing to do their teaching practice.

The project monitoring evaluation specialists observed and interviewed the students when they did the teaching practice. The following six aspects of active teaching were observed:



*A student (left) of the Education Indonesia University in Bandung implementing active learning approaches during a teaching practice in school.*

- 1 Organized the physical classroom to facilitate interactive learning (furniture, teaching aids, displays)
- 2 Used a mix of whole class/group/partner and individual work with students
- 3 Asked non-recall questions and allowed students time to answer
- 4 Used varied learning approaches (other than lecturing and using textbooks) such as giving open-ended tasks, using the environment, and using learning aids
- 5 Used tools to gather data about student achievement
- 6 Moved around the room, observing and assisting students to complete their tasks.

The same six aspects had been used in assessing the use of active teaching during the annual monitoring of teachers in primary and junior-secondary schools. The students were considered to have implemented active teaching if they implemented at least four of the six aspects listed above. As presented in Table 34, Row 4, there has been a small but constant increase in the percentage of students practicing active teaching since baseline monitoring: 63% in 2013, 68% in 2014, and 75% in 2015.

**e) Indicator 1.R14: TTIs function effectively as hubs for continuing professional development**

The original version of the indicator focused on the role of TTIs in conducting research, evaluation, training, and mentoring in collaboration with schools and district education offices. During the baseline survey, the ME Specialists interviewed the Dean and other TTI officials regarding the above. In most of the TTIs, very little data and relevant information were available. During the assessment of the indicator, it was realized that the project will not be involved in supporting the development of research and evaluation capacity within the TTIs. Thus, the indicator was revised.



*Rector of Medan State University, Prof. Dr. Syawal Gultom, presenting his plan to integrate USAID PRIORITAS programs on his campus.*

The new indicator developed in 2014 focused on the extent to which TTI staff members were involved in activities initiated by the project. The project provides opportunity for TTI staff members to be involved in six major project activities: (1) in pre-service and in-service training, (2) mentoring, (3) monitoring and evaluation, (4) students' classroom action research, (5) preparation of training materials, and (6) providing consulting services to districts and provinces. For this indicator, data on the involvement of TTI staff members were obtained from the project records, mostly in the hands of TTI Development Specialists or in TTI Coordinators in the provinces.

A TTI is considered an effective hub for CPD through a two-stage filtering process in data analysis.

- 1 The first stage determined which TTIs had at least four staff involved in each of the six major project activities. Four staff is considered to be a minimum for a group to be an effective critical mass in an institution like a TTI. The result of the first stage of the filtering process varied from "some TTIs that met none of the criteria of sufficient number of staff in each activity" to "some TTIs that met all of the criteria."
- 2 The second stage determined which TTIs had passed the first stage filtering and met the criteria in at least three of the six activities.

Table 34, Row 5 presents the results of the two-stage process. In 2014, 56% of the TTIs had functioned effectively as hubs for continuing professional development. The percentage increased to 81% in 2015.

**f) Indicator 1R15. Good Practice schools are functioning in each district**

Good Practice schools in USAID PRIORITAS districts were selected from Cohort 1 and 2 district partner schools and intended in the project design to provide a hub for improved pre- and in-service teacher professional development at the local level. These schools were to provide stimulating environments for practice teaching and a place for in-service study visits from other teachers, school principals, and other education stakeholders. Good



*A mathematics lecturer from UIN Alauddin Makassar, talking to students while practicing mentoring in a TTI partner school in Makassar.*

Practice schools hosted visits from other schools, both from inside and outside of their district, to share good practices with their colleagues.

The 1R15 indicator assessed the extent that the Good Practice schools were used by the TTIs for the teaching practicum and/or received three study visits from other schools in the past 12 months. As presented in Table 34, Row 6, 70% of the Good Practice schools met the criteria. At a later stage of the project, it was found that the distance between the TTI and most of the Good Practice schools was quite far and that this made collaboration difficult, even impractical (especially in terms of cost and travel time). The plan was, therefore, revised. The TTIs focused on using their own lab and partner schools for pre-service training practicums, while the Good Practice schools in the districts were mainly used for in-service study visits from other schools within the district or from nearby districts that wished to learn about the USAID PRIORITAS program.

**Table 34: The Monitoring Results of Six TTI-Related Indicators**

Row	INDICATOR	BASELINE (2013)	MONITORING 2 (2014)	MONITORING 3 (2015)
1.	1.R10. Lecturers in TTIs model active learning behaviors	41%	79%	67.4%
2.	1.R11. TTIs integrate project training materials and programs into t) pre-service teacher training curriculum u) in-service teacher training	No baseline		88% 61%
3.	1.R12. TTIs offer more practice-oriented practicums		50%	81%
4.	1.R13. Student teachers demonstrate good practices in teaching and learning	63%	68.0%	75%
5.	1.R14. TTIs function effectively as hubs for continuing professional development		56.3%	81.3%
6.	<b>1.R15. Good Practice schools are functioning in each district</b>			70.3%

### 3.9.3 Management and Governance of Education and Linkages

The USAID PRIORITAS project implemented a number of activities to contribute to the strengthening of governance and management at the district and provincial level, especially in the education sector. The interventions included the teacher deployment program, strategic planning for dissemination, workshops and assistance to support strategic planning, support for the provincial teacher deployment program, and implementation of workshops and review meetings. Seven indicators were formulated to assess the results of the activities. Due to problems in measuring the results of the project activities, results of some indicators recorded combined/joint activities of the government and the project. Results are presented in Tables 35 and 36. Table 35 describes achievement of four district-level indicators (2.R4, 2.R5, 2.R6, 2.R7), whereas Table 36 describes achievement of three province-level indicators (3.R1, 3.R2, 3.R3, 3.R4).

#### a) Indicator 2.R4. Districts use the teacher deployment tool for improving the efficiency of the education system

Indicator 2.R4 shows the number of districts using the teacher deployment tool for improving the efficiency of the education system. The data to measure these indicator results include the reduction in the number under-sized and over-sized classrooms and the number of over- and under-staffed schools. This indicator was measured in the first monitoring round conducted as part of the initial mapping of teacher deployment in each district. Unfortunately, it was not possible to monitor for this indicator again, as the teacher deployment process took around six months in each district and



*As a result of the teacher deployment program supported by USAID PRIORITAS, this former English teacher is now teaching grade 2 at Cibabat Mandiri Primary School, West Java.*

was a major capacity-building exercise. For this reason, no data were available for the second and third rounds of monitoring. Instead, the project collected data on policies implemented to improve teacher deployment in partner districts. This data included the number of (1) schools merged, (2) multi-grade classes implemented, (3) teachers transferred from over-staffed to under-staffed schools, (4) teachers transferred from junior-secondary school (SMP) (or other levels or functions in the system) to understaffed primary schools, (5) contract teachers recruited and deployed in under-staffed schools, and so forth. These detailed data on achievement were submitted in the report, *Teacher Deployment in Indonesia, Challenges and Solutions*—November 2015, and are summarized in Indicator 2.R4a in Table 35. A list of regulations issued by district governments is included in Annex 12 of this report.

#### b) Indicator 2.R5. Districts develop needs-based, in-service training plans and collaborate with provincial training providers to implement these plans

Indicator 2.R5 shows whether districts have developed needs-based, in-service training plans and are collaborating with provincial training providers to implement these plans. The detailed indicator is the percentage of districts which have made a targeted strategic, needs-

based, in-service training plan and have allocated an adequate budget. As shown in Table 35, the percentage of Cohort 1 districts with budgeted plans increased from 81% to 95%, in Cohort 2 districts from 65% to 87%, and in Cohort 3 districts remained constant at 87%.

**c) Indicator 2.R6. Districts use financial analysis to allocate more resources to quality improvement**

Indicator 2.R6 presents the percentages of districts that used financial analysis to allocate more resources to quality improvement. The detailed indicator is the number of districts or provinces allocating increased funds for at least two of the following: (a) disseminating project programs, (b) school operations (BOS daerah), (c) teacher cluster groups (KKG or MGMP), (d) targeted teacher training, and/or (e) programs to improve reading. The percentage of Cohort 1 districts allocating increased funds rose from 86% to 95%. The percentage of Cohort 2 districts remained constant at 75%. The percentage of Cohort 3 districts remained constant at 87%. This could partly be explained by MOEC figures (in *Neraca Pendidikan Daerah* on the MOEC website), which show that, compared to 2015, the 2016 education budget allocation for six out of seven Cohort 3 districts decreased.

**d) Indicator 2.R7. Districts have better reading programs**

Indicator 2.R7 shows if districts have better reading programs. The detailed indicator is the number of districts that have implemented a program to support reading development, including one of the following: (a) a publicity campaign, (b) creating facilities, (c) supplying books, or (d) providing training for teachers. The percentage improvement against this indicator was low in all cohorts. The reason is that districts already scored highly in the first



*District heads receive the USAID Prioritas Literacy Award from MOEC for their commitment to supporting and implementing a reading culture in schools.*

measure in the first (baseline) monitoring. In fact, substantial evidence shows that many districts have improved the quality and effectiveness of their reading programs, and this has not been captured adequately by the indicator. Many have made literacy district declarations, schools have adopted daily reading programs and expanded their library collections, and many other changes have been made. In other words, the number of districts with reading programs has not substantially increased, but the quality, effectiveness, and depth of those programs has. Indeed, in March 2017, 19 districts received a literacy award signed by the Minister of Education (see Section 3.3.3) These achievements have been reported in detail in quarterly reports and in good practice books.

**Table 35: The Achievement of Four District Level Indicators**

Indicator	Monitoring 1	Monitoring 2	Monitoring 3
Indicator 2.R4. Districts use the teacher deployment tool for improving the efficiency of the education system	C1: (2014): Class size: PS: Under-sized: 3.3% Over-sized: 4 % JSS: Under-size: 1.6% Over-sized: 5.2%	Data not available	

Indicator	Monitoring 1	Monitoring 2	Monitoring 3
	C1 (2014): Staffing (PS Only): Under-staffed: 14.6% Over-staffed: 73.2%		
Indicator 2.R4a. Districts use the teacher deployment tool for improving the efficiency of the education system Detailed Indicator: There are increases of: a. The number of merging schools b. The number of schools implementing multi-grade teaching c. The number of teachers deployed d. The number of mobile (working in more than one school) teachers	287  21  1.594  631	516  75  4.324  1.147	591  105  5.147  1.267
Indicator 2.R5. Districts develop needs-based, in-service training plans and collaborate with provincial training providers to implement these plans	C1: (2014) 81.0% C2: (2014) 65.0%	C1: (2015) 87% C2: (2015) 75% C3: (2015) 100%	C1: (2016) 95.2% C2: (2016) 87.5% C3: (2016) 85.7%
Indicator 2.R6. Districts use financial analysis to allocate more resources to quality improvement	C.1 (2014) 85.7% C.2 (2014) 75.0%	C.1 (2015) 69.6% C.2 (2015) 75.0% C.3 (2015) 85.7%	C1 (2016) 95.2% C2 (2016) 75.0% C3 (2016) 85.7%
Indicator 2.R7. District have better reading program	C.1 (2014) 90.5% C.2 (2014) 90.0%	C.1 (2015) 82.6% C.2 (2015) 90.0% C.3 (2015) 71.4%	C1 (2016) 95.2% C2 (2016) 87.5% C3 (2016) 85.7%

**e) Indicator 3.R1. Provincial Government coordinates the management and provision of education staff development**

In Table 36, achievements for Indicator 3.R1 show the number of provincial governments, LPMP, TTI, and districts that produced coordinated plans for professional development and education staff upgrading, specifically MOUs with TTIs as service providers. The data source for measuring achievement against this indicator was the Final Report on the TTI Program. Data in this report were drawn from surveys conducted by the TTI Coordinators in each institution. Of the 249 MOUs established between partner TTIs and provinces or districts listed in the report, 156 are relevant to the 3.R1 indicator.

**f) Indicator 3.R2. The number of Provincial Governments that channel funds for education staff development**

Indicator 3.R2 in Table 36 shows the number of Provincial Governments that channeled funds for education staff development. No data were available for this indicator. The reason for this relates to Law No 23/2014, which was passed in 2014. This law transfers responsibility of senior-secondary school management, including SMK and SMA, from the district/municipal government to the provincial government. When USAID PRIORITAS started in 2013, the provincial governments were already anticipating the new law. It was still in the process of being implemented in 2017. But since 2013, the provinces have not

focused on supporting or funding continuing professional development programs for teachers in primary and junior-secondary schools, as they anticipated the need to refocus on the management of senior-secondary teachers and schools. As a result of this change, the project focused activity on developing district capacity to plan and manage continuing professional development programs, where possible, in partnership with TTIs as service providers. The achievement of this objective was measured in other indicators, particularly 3.R1 and 3.R4.

**g) Indicator 3.R3. Provincial Government holds Public Policy Forums to consult on policies and plans for improvements in education**

Notwithstanding the limited interest in professional development for primary and junior-secondary teachers from provincial government, USAID PRIORITAS continued to engage with the relevant authorities and involved provincial representatives in all major activities throughout the project. Indicator 3.R3 in Table 36 presents the number of multi-stakeholder forums held at provincial and district level. To measure the achievement of this indicator, data were sourced from the Quarterly Reports: Year 2012 as baseline (Quarterly Reports 1–3); Year 2013 (Quarterly Reports 4–7); Year 2014 (Quarterly Reports 8–11); Year 2015 (Quarterly Reports 12–15), and Year 2016 (Quarterly Reports 16–19).

**h) Indicator 3.R4. National, Provincial, and District Government have better policies and plans to improve education**

Indicator 3.R4 in Table 36 shows the number of national, provincial, and district government policies and plans to improve education. To measure the achievement of this indicator, data from the project Governance and Management reports were used, specifically on new regulations promulgated to support teacher deployment, continuing professional development, and reading culture. The number of districts that had regulations to improve teacher deployment rose from only five in 2012 to 44 (out of 50 partner districts) in 2016.

**Table 36: The Achievement of Province Level Indicators**

INDICATOR	2012	2013	2014	2015	2016
Indicator 3.R1. Provincial Government coordinates the management and provision of education staff development					
The number of provincial governments, LPMP, TTI and districts which produced coordinated plans for professional development and upgrading, specifically MOUs with TTIs as service providers	17	35	75	120	156
Indicator 3.R2. The number of Provincial Governments which channel funds for education staff development	No data were available for this indicator. The reason for this relates to Law No 23/2014, which was passed in 2014. This law transfers responsibility of senior-secondary school management from district to provincial government.				
Indicator 3.R3. Provincial Government holds Public Policy Forums to consult on policies and plans for improvements in education					
Number of multi-stakeholder forums held at <b>provincial</b> level	13	37	48	60	71
Number of multi-stakeholder forums held at <b>district</b> level	26	148	202	205	310
Indicator 3.R4. National, Provincial, and District Government have better policies and plans to improve education (Number of policies and plans at the national or provincial or district level to improve basic education as a result of project activities).					
• Teacher deployment	5	19	36	43	<b>44</b>
• Continuing Professional Development	5	6	8	15	<b>16</b>
• Literacy			5	20	<b>23</b>

### 3.9.4 Early Grade Reading Assessment (EGRA)

The USAID PRIORITAS project collected data on the reading achievement of children in early grades, EGRA, as part of the project's monitoring to assess the impact of project interventions. Across baseline, midline, and endline, data was collected from a total of 24,084 grade 3 students in 370 partner and comparison schools in three cohorts across 50 districts in seven provinces. The EGRA was also administered to an additional 2,304 grade 2 students from 48 TTI partner schools during the baseline and endline assessments.



*A student and an assessor giving a "high five" upon finishing the reading assessment.*

#### a) The survey design

For all cohorts, the EGRA data was collected for grade 3 students in the same schools at each intervention phase. Multistage sampling was used where four project schools were randomly selected from within a project-determined cluster of six to eight schools. Four comparison schools of similar characteristics in other locations within the same districts were also sampled. Within each school, the assessment was given to a random sample of, in most cases, 24 students (12 girls and 12 boys) selected from the grade 3 roster. All baseline assessments were implemented at the beginning of the project interventions in 2012 for Cohort 1, in 2013 for Cohort 2, and in 2014 for Cohort 3. All endline assessments were implemented in late 2016 for cohort schools. Midline assessments were also conducted for Cohort 1 and 2 schools in 2014 and 2015, respectively.

For TTI partner schools, the EGRA was administered to grade 2 students in the second semester and samples were selected only within the TTI partner schools. The baseline and endline assessments for these schools were conducted in February 2014 and February 2017, respectively.

#### b) The EGRA instrument

The EGRA instrument and protocols used for all cohorts were the same at midline and endline monitoring. The baseline versions differed between the cohorts; however, care was taken to ensure consistency, keeping a similar level of difficulty through pilot testing and equation analysis on the reading passages. All assessors were trained in using the instrument. The EGRA consists of six subtasks that measure early reading skills, including letter-name knowledge, familiar word reading, invented word reading, oral reading fluency involving a short text, and reading comprehension, as well as listening comprehension.

#### c) EGRA results summary

Results from the first EGRA implemented in Cohort 1 for the baseline assessment indicates that, in general, most children in grade 3 samples were able to decode grade level text at an

acceptable rate (greater than 60 correct words per minute)<sup>35</sup> and about half of them were able to achieve an 80% reading comprehension level. These results guided the project to strengthen its reading programs focusing on reading comprehension and to advocate for host government institutions, schools, and communities to promote children's reading culture. Additionally, 75 titles of leveled reading books were developed in partnership with a local literacy foundation to provide level-appropriate reading materials to schools. In-service training in early grade literacy was conducted for teachers and pre-service training in early grade literacy was also conducted for all the TTI lecturers and facilitators by UNNES, in collaboration with FSU.

Overall, the cohorts' endline results showed student's greatest increases were in reading comprehension and listening comprehension. The percentage of students scoring at least 80% in reading comprehension significantly increased by around 20% for all sampled partner and comparison schools at endline assessment. At endline assessment, children in sampled schools achieved an average listening comprehension score of 2.6 correct answers out of 3 questions asked (85%)—an increase of roughly one (1) correct answer from baseline assessment, regardless of sampled group. The overall summary results can be found in Table 37. The great increases in reading and listening comprehension were also observed in the results from the TTI partner schools.

Overall, while students in each sampled group in the three cohorts saw average improvements above the baseline scores at about the same rate, students in sampled partner schools scored significantly better on all six subtasks compared to students in sampled comparison schools. The similar rate of improvement of student scores, both in partner as well as in comparison schools, could be explained by various factors. First, as many as 71% of comparison schools by the endline assessment had received training, some of which included dissemination of the USAID PRIORITAS good practice training funded by districts or the schools themselves, or through USAID PRIORITAS facilitators. Another explanation could be that the assessment instrument was designed below the students' reading skills achievement level and, therefore, may not have been able to clearly distinguish students' ability in higher level reading skills.

Below are some of the highlights of the project EGRA analysis:

1. When controlling for the other variables, the regression models consistently show from baseline through endline assessment that several factors are strongly associated with a positive measurable impact on average student scores. These factors include gender (favoring girls over boys), province, school location (favoring urban over rural areas), school-appropriate age (favoring 7- to 8-year-old students over 9-year-old students or older), speaking Bahasa Indonesia at home, having books at home, and attending pre-school. Four of these variables, including gender, school-appropriate age, parental support, and pre-school participation were also observed in the smaller sample size of TTI partner schools. One study result, which is less consistent with results from other studies and education research, shows that students in the sampled partner and comparison schools scored better when they indicated *no* parental support with their reading. This trend was observed across all time points for each cohort and the TTI partner schools. This information on home reading practices was collected from

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<sup>35</sup> A guiding number for oral English reading fluency at the end of grade 2 is 60 (Abadzi, H., 2010. *Reading Fluency Measurements in EFA FTI Partner Countries: Outcomes and Improvement Prospects*. Washington, D.C.: World Bank. Available at <http://www.globalpartnership.org/media/cop%20meeting/resources/working-papers/Reading%20Fluency%20Measurements%20in%20EFA%20FTI%20Partner%20Countries-%20Outcomes%20and%20Improvement%20Prospects.%20%20Helen%20Abadzi.pdf> (accessed on May 16, 2013).

students themselves. The young age of the students and the context in which the question was given may have reduced reliability. Children may have interpreted “reading together with a parent” as parents helping them to read. Another interpretation may be that in most households, only young children or children who are struggling with reading are getting support from their parents. Children who are already able to read are encouraged to read by themselves.

2. Across all cohorts, children in the samples from West Java, Central Java, and East Java provinces performed better on the reading skills assessments than those from the other provinces.
3. Among the seven provinces with all data combined, Central Java saw the most significant gains for students in partner schools. Across all subtasks, Central Java results indicated partner school students improved at a higher rate than comparison school students over time; these results were significant for familiar word reading, invented word decoding, and oral reading fluency.
4. Cohort 3 had stronger performing students when compared to the students in Cohorts 1 and 2. The consistent upward trend and strong performance in all subtasks for Cohort 3 could be due to the commitment of the districts in Cohort 3. These districts expressed a keen interest to join the USAID PRIORITAS program.

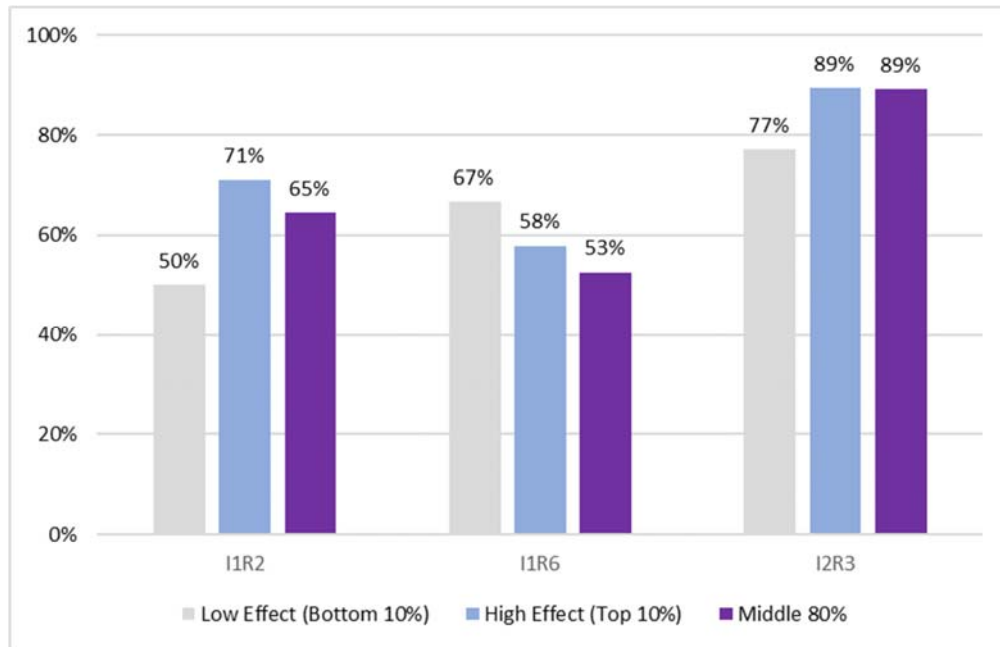
#### **d) Correlations between the quality of teaching and school management and students’ EGRA scores in the cohorts’ sampled groups**

The findings from early grade teacher class observations and school data show that there had been improvements in three indicators as follows: (1) the way the early grade teachers were teaching and assessing reading (IR2), some of which were quite significant; (2) improvements were also noted in the school management regarding promoting a reading culture (2R3); and (3) the use of reading materials (IR6). In general, these improvements are greater in partner schools when compared to the improvements made in comparison schools.

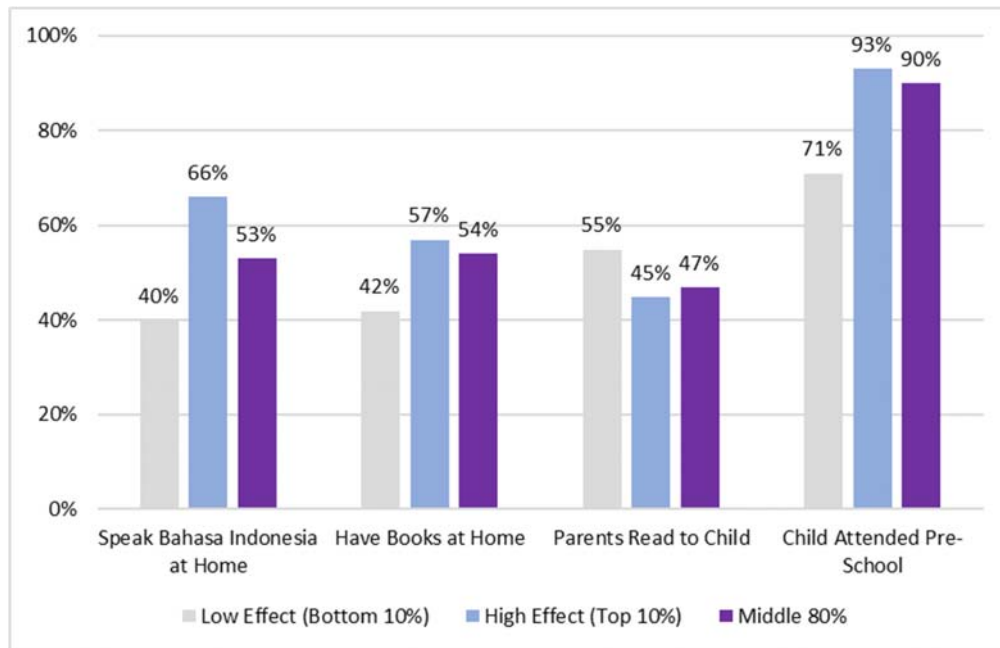
At endline assessment, all above indicators showed positive correlations with the EGRA subtasks. Grade 2 teachers that demonstrated good practices in teaching and assessing reading had a positive impact on students’ oral reading fluency and reading comprehension. In Cohort 3, this relationship was the strongest at endline assessment. Grade 2 teachers that regularly used reading materials were strongest correlated to students’ reading fluency and comprehension in Cohort 3. Schools with a reading culture had the highest correlation with reading fluency in Cohort 3 and with reading comprehension in Cohort 1.

Figure 5 below shows high performing schools had more grade 2 teachers that demonstrate good practices in teaching and assessing reading and were generally schools with a reading culture. A total of 71% of top performing schools had grade 2 teachers that demonstrate good practices in teaching and assessing reading, compared to 50% in the lower performing schools. Almost 90% of top performing schools had a schoolwide reading culture, compared to 77% of low performing schools. Regarding student demographics, the high performing schools contained higher percentages of students that spoke Bahasa Indonesia at home, had books at home, and attended pre-school. These percentages may be detecting a possible underlying socio-economic status effect and are presented below in Figure 6.

**Figure 5: School Characteristics of High- and Low-Performing Schools**



**Figure 6: Student Body Characteristics of High- and Low-Performing Schools**



**Table 37: EGRA Subtask Summary, Overall by Intervention Phase and Sampled Group**

Subtask	Sampled Group	Mean (SE)					% Zero Scores (SE)				
		TTI Base-line	TTI End-line	Cohorts Baseline	Midline – C1 & C2 Only	Cohorts Endline	TTI Base-line	TTI End-line	Cohorts Baseline	Midline – C1 & C2 Only	Cohorts Endline
Letter-Name Knowledge (CLPM)	Comparison	N/A	N/A	84.2 (0.28)	86.8 (0.32)*	88.7 (0.32)*			0.5% (0.09)	0.2% (0.05)	0.1% (0.04)*
	Partner	86.6	83.7	86.4 (0.28)+	87.5 (0.31)	91.1 (0.30)+*	0.1%	0.2%	0.2% (0.05)	0.2% (0.05)	0.1% (0.05)
Familiar Word Reading (CWPM)	Comparison	N/A	N/A	66.4 (0.32)	66.8 (0.36)	69.0 (0.36)*			3.3% (0.21)	2.9% (0.18)	2.9% (0.18)
	Partner	68.0	66.3	71.2 (0.32)+	70.8 (0.36)+	73.3 (0.33)+*	2.0%	2.4%	2.0% (0.15)+	2.2% (0.18)+	1.5% (0.13)+
Invented Word Decoding (CIWPM)	Comparison	N/A	N/A	33.7 (0.19)	38.5 (0.25)*	39.6 (0.24)*			5.9% (0.27)	5.8% (0.25)	4.9% (0.24)*
	Partner	33.9	38.5	36.7 (0.20)+	40.5 (0.24)+*	41.8 (0.22)+*	3.3%	4.1%	4.0% (0.22)+	4.3% (0.28)+	2.6% (0.17)+*
Oral Reading Fluency (ORF)	Comparison	N/A	N/A	60.0 (0.30)	61.1 (0.34)	64.4 (0.35)*			3.3% (0.19)	3.8% (0.20)	3.1% (0.18)
	Partner	71.9	63.0	65.5 (0.32)+	65.4 (0.36)+	69.2 (0.33)+*	1.0%	3.0%	2.2% (0.17)+	2.9% (0.21)+*	1.7% (0.14)+
Reading Comprehension (5)	Comparison	N/A	N/A	3.2 (0.02)	3.7 (0.02)*	3.8 (0.02)*			6.8% (0.29)	4.6% (0.23)*	5.2% (0.24)*
	Partner	3.6	4.0	3.5 (0.02)+	3.9 (0.02)+*	4.0 (0.02)+*	0.9%	3.0%	3.9% (0.25)+	3.0% (0.23)+*	3.1% (0.19)+
Listening Comprehension (3)	Comparison	N/A	N/A	1.5 (0.01)	2.5 (0.01)*	2.5 (0.01)*			17.9% (0.48)	1.8% (0.15)*	3.0% (0.24)*
	Partner	1.6	2.6	1.7 (0.01)+	2.6 (0.01)+*	2.6 (0.01)+*#	13.8%	2.3%	12.9% (0.44)+	1.8% (0.15)+*	2.0% (0.17)+*#
80% or Better on Reading Comprehension	Comparison	N/A	N/A	48.2% (0.61)	66.8% (0.60)*	68.4% (0.58)*					
	Partner	55.4%	68.9%	56.2% (0.66)+	71.9% (0.64)+*	74.2% (0.56)+*					

\* Significant difference between partner and comparison sampled group at time point,  $\alpha = 0.01$ .

\* Significant difference between baseline and mid-/endline within partner or comparison sampled group,  $\alpha = 0.01$ .

# Significant difference-in-difference (DID) between partner and comparison sampled group growth over time,  $\alpha = 0.01$ .

C = Cohort; SE = Standard Error; CLPM = Correct Letters per Minute; CWPM = Correct Words per Minute; CIWPM = Correct Invented Words per Minute; ORF = Oral Reading Fluency.

### 3.9.5 Grade 1 EGRA

In addition to the regular EGRA administered to grade 3 students as part of the routine monitoring and evaluation activities, the project also conducted limited grade 1 reading assessment to measure the impact of the leveled reading book program. The baseline EGRA was conducted in August 2016, at the beginning of the school year, involving 1,091 students from 47 schools from the districts of Aceh Tamiang (in Aceh), Serdang Bedagai (in North Sumatra), Serang (in Banten), and Bantaeng (in South Sulawesi). Sample schools consisted of non-partner schools that have received leveled reading books as the treatment group and non-partner schools that have not received the leveled reading books as a comparison group. The selection criteria were based on matching characteristics such as location, school size, school type, secular or religious school, and students' pre-school experience.



*Implementing EGRA in grade 1 at MIS Baitul Makmur, Aceh Tamiang.*

Through the EGRA, reading skills of grade 1 students in sampled schools were assessed at the beginning (August 2016) and towards the end (April 2017) of the 2016–2017 school year. The same students were assessed at both times. The EGRA study was designed to evaluate the impact of leveled reading books on student reading skills development and covered three key areas of interest:

1. Does the presence of leveled reading books improve students' reading ability at the 0.05 level when compared to students in schools without the leveled reading books?
2. Does the presence of leveled reading books result in more consistency among students by leading to a narrower, less varied, distribution of subtask scores among students in a given classroom?

3. Does increased use of the leveled reading books by teachers (among those schools that received the leveled reading books) result in a larger impact on students' reading ability?

In evaluating the data with these areas in mind, project staff found that leveled reading books **did** have an impact on student learning. Although all evaluated students scored similarly at the beginning of the school year, at the end of the school year, students in schools with the leveled reading books, on average, outperformed their counterparts in schools without leveled reading books in every EGRA subtask. Grade 1 classrooms with access to the leveled reading books also demonstrated larger **decreases** in the percentage of students scoring zero on each subtask. Access to leveled reading books significantly increased grade 1 students' ability to identify letters by 26.9 letters per minute by the end of the school year at the 0.01 level. Students in schools without leveled reading books increased by 23.4 letters per minute, on average.

The presence of leveled reading books resulted in distributional changes, as well, for the five main EGRA subtasks, which consist of (1) letter knowledge, (2) familiar word reading, (3) invented word decoding, (4) oral reading fluency, and (5) listening comprehension. For the letter knowledge and listening comprehension subtasks, leveled reader access resulted in less varied distribution of student scores. For familiar word reading, invented word decoding, and oral reading fluency, leveled reader access resulted in more varied distribution of student scores; these differences were significant at the 0.05 level. This result is most likely because of the leveled reading books helping to advance grade 1 students to be ready for the higher-level reading skills; schools without leveled reading books had larger percentages of students scoring between 0 and 10 words per minute on these subtasks. Letter knowledge and listening comprehension results show this trend (see Figures 7 and 8 below).

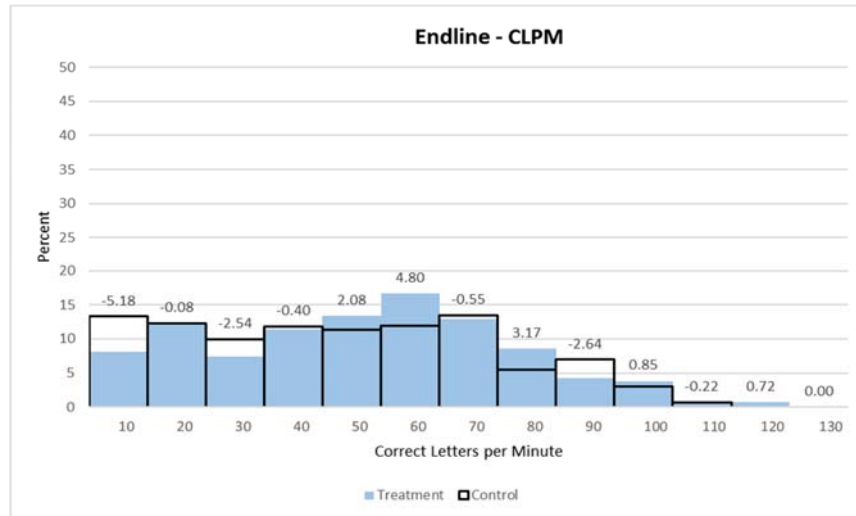
Highly effective schools were identified through modeling techniques. These schools saw higher gains on all subtasks compared to those partner schools who had been identified as having low book usage; differences were significant at the 0.01 level for all subtasks except listening comprehension. For familiar word reading, students in high book usage schools increased, on average, by 16.8 words per minute (wpm) compared to 9.4 wpm gains for students in low book usage schools. These classrooms with higher performing students differed from less-effective classrooms by the frequency of leveled reading book use, teacher status, and teacher's number of years of grade 1 teaching experience, as noted in the results below:

- A total of 90.9% of high book usage schools used the leveled reading books within two weeks prior to observation visits.
- Overall, 27.3% of high book usage schools had level one books, with the majority of books showing usage, in contrast to showing 0% use in low book usage schools.
- In all, 54.5% of high book usage schools had level two books, with the majority of books showing usage, in contrast to showing only 37.5% use in low book usage schools.
- A total of 81.8% of high book usage schools employed civil servant teachers, whereas only 50% of teachers were civil servants in low book usage schools.
- Teachers in high book usage schools reported teaching grade 1, on average, 5.9 years, in contrast to low book usage schools, where teachers, on average, had taught grade 1 for 4.3 years.

All analysis presented here focuses on secular schools only, because the students in partner and comparison schools had similar profiles at the beginning of the school year.

Figure 7 below shows the distribution of scores in the number of correct letters per minute (CLPM) during the endline assessment. Whereas treatment and comparison schools had similar student profiles during the baseline assessment, scores in the treatment schools have improved more than in the control schools, with fewer low scoring and more high scoring students.

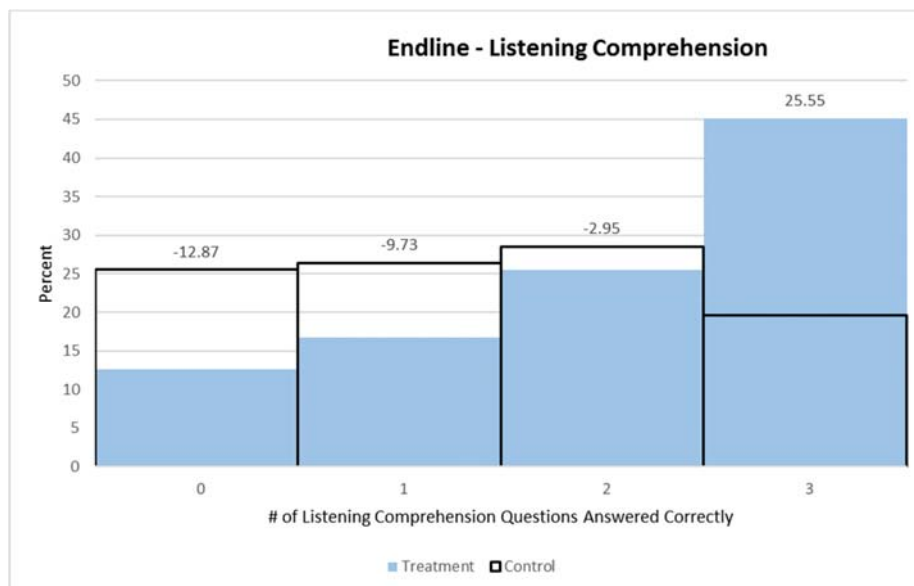
**Figure 7: Letter Knowledge Results for Leveled Reading Book Use in Treatment and Comparison Schools**



Note: CLPM = correct letters per minute

Figure 8 shows an even greater change in the distribution of scores on the listening comprehension subtask with significantly more students in treatment schools scoring a maximum of three marks out of three.

**Figure 8: Listening Comprehension for Leveled Reading Book Use in Treatment and Comparison Schools**



### 3.10 DELIVERABLES AND STUDIES

#### a) Deliverables

Several deliverables were required early in the project. These are listed in Table 38 with their due dates and dates of submission to USAID.

**Table 38: Project Initialization Deliverables**

Deliverable	Due Date	Date Submitted
Procurement Plan	05/31/12	05/31/12
Grants Manual & Imp Plan	06/14/12	06/14/12
Annual Workplan Year 1	06/14/12	06/14/12
Performance Management Plan (PMP)	06/30/12	06/29/12
Rapid Assessment of Training Modules	06/30/12	06/29/12
Collaborative Analysis and Identification of Lab and Model Schools	12/31/12	12/24/12
Collaborative Management and Governance Needs Assessment	5-18 months after award	12/06/12
Cohort 1 Districts		09/19/14
Cohort 2 Districts		04/12/15
Cohort 3 Districts		
Assessment of the Role of the Provincial Government	10/31/12	10/31/12
Early Grade Reading Assessment (EGRA) (Baseline)	12/31/12	06/06/13

A Collaborative ICT4E Needs Assessment in West Java was initially due for delivery. This requirement was deleted in Project Modification No. 3 in October 2013.

By the end of the project, a total of 22 quarterly project technical and accruals reports and six annual reports will have been submitted to USAID, all of them by agreed deadlines.

A complete list of deliverables with dates of submission to USAID is included in Annex 17.

#### b) Studies and assessments

Several studies and assessments were also completed and submitted to USAID as listed in Table 39.

**Table 39: List of Other Studies and Assessments**

Title of Study	Date
Gender Situation Analysis	October 2012/ Revised March 2013
Study of Inclusive Education Policy	March 2013
Papua Assessment Report	June 2013
Dissemination and Sustainability of DBE and USAID PRIORITAS Programs	August 2014
An Overview of Madrasah Education in Indonesia and the USAID PRIORITAS Project	August 2014
West Papua Assessment Report	September 2014
Follow-On Gender Study from USAID PRIORITAS Mid-Term Evaluation	June 2016
An Investigation into the Teacher Deployment and Teacher Continuing Professional Development Programs in Indonesia	June 2016
USAID PRIORITAS Teacher Training Institute (TTI) Program: A Review	February 2017

### c) Development Experience Clearinghouse (DEC)

A total of approximately 50 documents have been uploaded in alignment with USAID requirements to submit to the DEC and can be downloaded from that site. A list of documents uploaded to the DEC is included in Annex 17.

### 3.11 COMMUNICATIONS

The communications strategy was an important and integral part of the project and made a big contribution to its success. The strategy focused on:

- Using media, including videos, newsletters, factsheets, and the project website to document and raise awareness of project interventions and to impact and support the dissemination of good practices;
- Using media, especially videos, to support school principal, teacher, and other stakeholder training by enabling them to view and hear about good practices in the main areas of project intervention, including teaching-and-learning, developing a reading culture, education management and governance, and community participation;
- Briefing the public media, especially the press and online media, on project activities and results, and inviting them to attend project activities on a regular basis to promote public and government awareness of the project and its impact.



*Journalists observing contextual learning with a scientific approach.*

The sections below present more details of the communications activities.

#### 3.11.1 Media Coverage

Media coverage, by year, in the period of October 2012 to June 2017 is shown in Table 40. A total of 15,072 news stories were published in more than 2,000 newspapers and other media covering all the project provinces. During the final three years of the project, an average of over 10 stories per day appeared in the media.

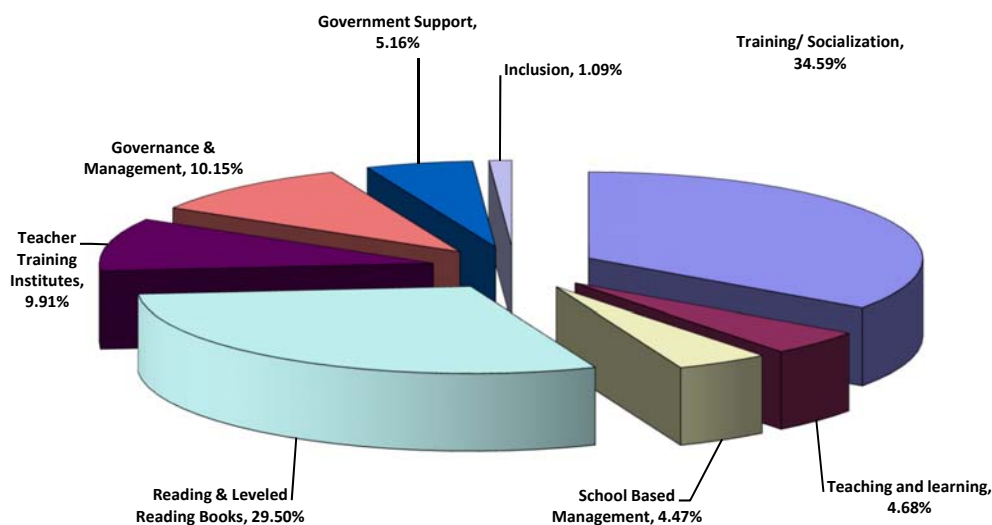
**Table 40: Yearly Media Coverage**

Period Covered	Total News	Total Media	Type of Media	% of Articles
October 2012–September 2013	468	More than <b>2,000 media outlets</b> have published news about USAID PRIORITAS	Newspapers	13.25%
October 2013–September 2014	1,241		Online	84.05%
October 2014–September 2015	3,797		Radio	1.21%
October 2015–September 2016	6,096		TV	0.48%
October 2016–June 2017	3,470		Magazines	1.00 %
<b>Total</b>	<b>15,072 news stories from October 2012 to June 2017</b>			

The three most widely reported news topics were about training and project socialization, with 34.59% of the news stories, then reading and leveled reading book programs with

29.50%, and governance and management with 10.15% of the news stories. A division, by category, of USAID PRIORITAS news stories published by the media can be seen in Figure 9.

**Figure 9: News Topics Published in Media**



### 3.11.2 Project Videos

The project Communication Team produced 410 videos (see Table 41) from October 2012 to June 2017. These videos illustrated the processes and goals that the project was aiming to accomplish, focusing on good practices in teaching-and-learning, school-based management, teacher deployment, reading culture programs, and the leveled reading book program in schools and TTIs.

**Table 41: Number of Videos**

Province	Number of Videos	
	Training	Showcase/Socialization
National	155	29
Aceh		27
North Sumatra		69
Banten		6
West Java		41
Central Java		32
East Java		28
South Sulawesi		23
<b>Total</b>		<b>410 videos</b>

### 3.11.3 Website

The project website has been used as a medium to disseminate good education practices and innovations developed by USAID PRIORITAS. Project products including training

modules; videos; newsletters; research studies; good practices; inspiring stories from teachers, school principals, supervisors, and district education office staff, have been uploaded onto the website. Table 42 shows statistical visitor data from 2013 to 2017. There was a huge increase in visitor data from 427,588 hits during 9 months in 2013 to 15,000,978 over the final nine months of project activities from October 2016 to June 2017, and the number of unique visitors increased from 32,744 to 669,955.

The exposure of USAID PRIORITAS in the mass media has increased significantly, creating an increased interest in the community and increasing the number of Google searches directed at the project. There are more than 100 mass media published information about the USAID PRIORITAS website, which can be used to download training modules, videos and good practice stories.

**Table 42: Number of Hits on Project Website**

Period Covered	Unique Visitors	Hits	Bandwidth
January 2013-September 2013	32,744	427,588	48.05 GB
October 2013-September 2014	110,435	1,648,772	224.33 GB
October 2014-September 2015	298,382	6,620,654	905.62 GB
October 2015-September 2016	528,820	19,149,934	1,266.72 GB
October 2016-June 2017	669,955	15,000,978	853.15 GB
<b>Total</b>	<b>1,640,336</b>	<b>42,847,926</b>	<b>3,297.87 GB</b>

To support the dissemination of good practices after the USAID PRIORITAS project closes, the project website's active life at [www.prioritaspendidikan.org](http://www.prioritaspendidikan.org) has been extended for the next two years. A number of project partners and media have also created links to the USAID PRIORITAS website. These website links will extend the reach for using the USAID PRIORITAS training modules, videos, and examples of good practices in education to benefit teachers, lecturers, and administrators and to improve the quality of education.

Some of the partner websites that link to the USAID PRIORITAS project website are as follows:

- **National**
  - MOEC: <http://dikdasmen.kemdikbud.go.id/index.php/modul-dan-paket-pelatihan-usaid-prioritas/>
  - MORA: <http://pendis.kemenag.go.id/>
  - MORHE: <http://belmawa.ristekdikti.go.id/>
- **Aceh**
  - UIN Ar Raniry: <http://www.web.ar-raniry.ac.id/>
  - Aceh Tamiang District Government: <http://www.acehtamiangkab.go.id/>
  - Bara News Aceh: <http://baranewsaceh.co/usaid-prioritas/>
- **North Sumatra**
  - Labuhan Batu Education Office: <http://disdik.labuhanbatukab.go.id/>
- **Banten**
  - FTK UIN Banten: <http://ftk.uinbanten.ac.id/>
  - NonStop News: <http://nonstopnews.id>

- **West Java**
  - Siap Belajar (Kompas Group): [http://siapbelajar.com/kat\\_jenjang/berita/](http://siapbelajar.com/kat_jenjang/berita/)
- **East Java**
  - UIN Sunan Ampel: <http://www.uinsby.ac.id/>
  - Ngawi District Education Office: <http://dindik.ngawikab.go.id/>
  - Kabar Indonesia Pintar: <https://kabarindonesiapintar.com>
- **South Sulawesi**
  - Warta Sekolah: <http://wartasekolah.com> .

In addition, more than 100 mass media organizations have published the address of the USAID PRIORITAS website, whose contents can be used to download training modules, videos, and good practice books in education.

### 3.11.4 Newsletter

Newsletters were produced at national level and in each province starting in October 2012 and distributed to USAID, MOEC, MORA, MORHE, donors (USAID, the World Bank, the DFAT, the European Union [EU], and others), district education offices, local parliaments, heads of districts, partner TTIs and partner schools, the media, and local education stakeholders. Details of the newsletters, by province, are presented in Table 43.

**Table 43: Distribution of the National and Provincial Newsletter**

Province	Name of Newsletter	Number of Copies per Edition	Number of Editions
Aceh	Seuramoe PRIORITAS	1,200	15
North Sumatra	Kabar PRIORITAS	1,400	13
Banten	Wewarah PRIORITAS	1,000	15
West Java	PRIORITASkeun	1,500	16
Central Java	Lensa PRIORITAS	1,500	15
East Java	Swara PRIORITAS	1,400	15
South Sulawesi	Warta PRIORITAS	1,500	15
Papua	Kabar PRIORITAS	300	6
National	PRIORITAS PENDIDIKAN	11,100	16

### 3.11.5 Project Factsheet

The national project fact sheet was produced early in the project and updated regularly with the final update taking place in June 2017. The updates included adding new data and information on project activities. USAID PRIORITAS also created a number of other fact sheets covering the Teacher Training Institute Program, the Madrasah Program, the Leveled Reading Book Program, and two fact sheets about the Teacher Deployment Program: (1) Small School Better Management of Small Primary School, and (2) The Benefits of More Efficient Teacher Deployment.



Examples of the front covers of three project fact sheets.

### 3.11.6 Good Practice Books

The project produced a set of books recording good practices developed by project partners and covering the main areas of project intervention. The stories in these books were written by local stakeholders, including teachers, school principals, and education management staff, and by project field staff. Several small workshops were normally held as part of larger activities, such as training workshops to train participants and staff how to write effective stories for inclusion in the books.

The Good Practice books were published in Bahasa Indonesia and distributed to MORA, MOEC, MORHE, training facilitators, schools, TTIs, education offices, and other district and provincial partners and stakeholders in project provinces. Two titles on developing a Reading Culture in the Primary and Junior-Secondary School have also been translated into English to make them accessible to education stakeholders and development partners in other countries. The titles of these Good Practice books are shown in Table 44.

**Table 44: Good Practice Books**

Title	Year
Teaching and Learning in the Primary School – Volume I	September 2015
Teaching and Learning in the Primary School – Volume II	April 2017
Teaching and Learning in the Junior-Secondary School – Volume I	September 2015
Teaching and Learning in the Junior-Secondary School – Volume II	April 2017
Developing a Reading Culture in the Primary and Junior-Secondary School – Volume I	September 2015
Developing a Reading Culture in the Primary and Junior-Secondary School – Volume II	April 2017
School Management and Governance in the Primary and Junior-Secondary School – Volume I	September 2015
School Management and Governance in the Primary and Junior-Secondary School – Volume II	April 2017
Teacher Management	January 2017
Teacher Training Institute (TTI) Courses and TTIs Working with Schools: TTIs' Experience in Preparing Student Teachers	February 2017
Teaching and Learning in the Madrasah Ibtidaiyah	May 2017
Teaching and Learning in the Madrasah Tsanawiyah	May 2017
Management, Reading Culture, and Special Services in Madrasah Ibtidaiyah and Madrasah Tsanawiyah	May 2017

## **4 PROJECT EXTERNAL EVALUATIONS**

### **4.1 MIDTERM EVALUATION**

In early 2015, a midterm evaluation of the project was conducted. The evaluation was implemented by a team of six persons from JBS International, Inc. The team met with a variety of education stakeholders and project staff in Jakarta, then visited a total of 10 districts in five provinces, where they met with local education staff and stakeholders and observed activities in TTIs and project partner schools.

The evaluation team visits were supplemented by visits from a data collection firm, the Regional Economic Development Institute (REDI), to all 43 Cohort 1 and Cohort 2 districts to conduct focus group discussions with government and MORA staff and other education stakeholders.

The evaluation's preliminary results were communicated to USAID PRIORITAS at a meeting on March 31, 2015. The evaluation team then presented their results at a meeting at the Sultan Hotel in Jakarta on April 2, 2015, which was attended by USAID and project staff, as well as representatives from the GOI and education donors. The evaluation results were generally positive. A number of minor recommendations were made by the evaluation team and were incorporated into project plans.

### **4.2 FINAL EVALUATION**

During FY 2016–2017, Management Systems International (MSI) carried out a final evaluation of USAID PRIORITAS. The evaluation team started work in March 2017 and visited project sites in four provinces (North Sumatra, Central Java, East Java, and South Sulawesi) during March and April 2017. Project staff at the national, provincial, and district levels supported the evaluation team in arranging and implementing their field data collection. After their return from their field visits, the MSI evaluation team held follow-up meetings with project staff from the Jakarta office to discuss their findings and obtain further information.

The MSI evaluation team presented their findings at a workshop held with USAID representatives, GOI counterparts, USAID PRIORITAS team members, and representatives from other donors on May 9, 2017, in Jakarta. Four GOI ministries were represented at the workshop: MOEC, MORA, MORHE, and the Coordinating Ministry for Human and Cultural Development. Representatives included MOEC's Director General of Basic Education and MORA's Director General of Islamic Education. The evaluation results were generally positive and confirmed the changes in practice at the school, TTI, and district levels that are reflected in the project monitoring results. The GOI representatives attending the workshop expressed their appreciation of the project and its results.

At the date of writing this report, the project is awaiting the final evaluation report.

## **5 PROJECT MANAGEMENT**

### **a) Contractors and subcontractors**

The prime contractor for the USAID PRIORITAS project was RTI International. Two subcontractors, Education Development Center (EDC) and World Education (WE), supported the technical implementation of the project for its duration. Florida State University (FSU) was also subcontracted to develop pre-service teacher education reading courses (see Section 3.3.5).

### **b) Grantees**

Three organizations also received grants from the program as follows:

- Yayasan Kristen Wamena (Wamena Christian Foundation – YKW) to support the program to introduce Papua Contextual Textbooks and the project leveled reading books in Jayawijaya District in Papua Province (see Section 3.5)
- Yayasan Untuk Masyarakat Terpencil (Foundation for Remote Communities – YASUMAT) to support the program to introduce Papua Contextual Textbooks and the project leveled reading books in Yahukimo District in Papua Province (see Section 3.5)
- Yayasan Literasi Anak Indonesia (Indonesian Children’s Literacy Foundation – YLAI) to work with the project to adapt a set of leveled reading books and supporting teacher training materials for publication and distribution to schools in project partner districts and to TTIs and their laboratory and partner schools (see Section 3.3.4).

### **c) Project offices and staffing**

The project had a national office in Jakarta and large provincial offices in seven provinces: Aceh, North Sumatra, Banten, West Java, Central Java, East Java and South Sulawesi. The provincial offices were managed by Provincial Coordinators and had a considerable number of technical staff to support activities in all areas of project intervention. These were also supported by province level operations staff. Over 40 district coordinators were stationed in district education offices in the project partner districts to support local government in the implementation of project activities at district level. Most of these district coordinators covered more than one district. Program assistants were also stationed in the districts during 2015–2016 to support the implementation of the leveled reading book program. There were small project offices in Papua and West Papua to support activities in those provinces.

At the height of program implementation in September 2016, a total of 320 staff were employed on the project. Project organization charts for September 2016 are included in Annex 15.

## **6 CHALLENGES, OPPORTUNITIES, AND LESSONS LEARNED**

### **6.1 TEACHER TRAINING INSTITUTES (TTI) PROGRAMS**

One of the major issues in pre-service teacher training in Indonesia that USAID PRIORITAS has been addressing is the excessive focus on theory and the neglect of the practical aspects of teaching. The project has increased the focus on practical teaching in part by developing partnerships between the TTIs and their laboratory and partner schools (henceforth referred to simply as partner schools). The project has supported TTIs in training their partner schools in good practices in teaching-and-learning and school management, has facilitated TTI lecturers and teachers from the partner schools in implementing joint Classroom Action Research (CAR), and has helped TTIs develop well-structured student teacher practicums in the partner schools, where the lecturers and experienced teachers work together to guide students to develop their teaching.

The impact of the programs has gone beyond the period of project intervention. Several TTIs have continued to implement CAR in the schools using their own resources. This is important, as it shows that TTIs are aware of the need to identify practical problems in teaching-and-learning, are able to do so, and are committed to developing the capacity to address these problems. The CAR is also supporting GOI policy to promote CAR and making its implementation a precondition for career advancement (promotion) for teachers and lecturers.

The TTIs have also started to use their partner schools routinely to place student teachers in professional education courses (PPG) to undertake their practicums. However, the number of students needing to do practicums is large, while the number of partner schools is relatively small. There is, therefore, a need to select additional partner schools and train their teachers.

The joint development of modules by FSU and UNNES to train student teachers to teach reading in the early grade classes has been judged successful by the staff of the two universities, and rollout of the modules to the other partner TTIs was very well-received. The participants from the TTIs welcomed the well-structured and systematic organization of the modules and the inclusion of a theoretical background on how students learn to read, combined with highly practical activities to develop students' reading. It is hoped, indeed expected, that many of the TTIs will incorporate this material into their pre-service teacher training courses.

Much of the USAID PRIORITAS teacher training has focused on general teaching methodologies and has been effective in changing the way teachers teach and students learn by making the processes more participative and interactive. However, a clear need remains to develop more specific modules, similar to the reading modules, related to the teaching of other subject areas such as writing, mathematics, and science.

### **6.2 WHOLE-SCHOOL DEVELOPMENT (WSD)—STRENGTHENING TEACHERS WORKING GROUPS**

The impact of the WSD program is well documented earlier in this report. There have been significant positive changes in teaching-and-learning, school management, and the development of a reading culture in the project partner schools, leading to improvements in student performance. The program has been disseminated to large numbers of non-partner schools, as well. The project has also assisted districts through CPD planning and budgeting

workshops to prepare for the continuing dissemination of the programs. Districts and MORA have made plans and allocated considerable amounts of funding for this purpose.

A particular focus for the future needs to be on strengthening the mechanisms to implement this dissemination. The main vehicles for implementing dissemination are the primary and junior-secondary school teachers working groups (KKG and MGMP). The project has been working to strengthen these. However, work still remains in this area to make the teachers working groups more effective, by addressing the following:

- In many districts, the junior-secondary school working groups (MGMPs) operate at district level. Thus, there are too many schools in the MGMPs for meetings to be effective, and the location of the meetings is generally too distant for teachers from many of the outlying schools to attend. It would help to split these MGMPs, to allow them to operate more regionally within the district. Such “splits” have been made in some but not all districts.
- Teachers working group meetings are intended to be organized and facilitated by subject advisory teachers (*pemandu mata pelajaran*) at primary school level and by master teachers (*guru inti*) at junior-secondary school level. However, in many working groups, these personnel have either not been appointed or are no longer active. It needs to be a priority to select capable teachers to fulfill this role and to ensure that they are trained both technically and organizationally to fulfill it.

While districts have already made plans and allocated budgets to implement dissemination of USAID PRIORITAS programs, they are generally still in need of strengthening to better manage and monitor the implementation of these programs and make changes based on the results of their monitoring. This remains an area of continuing concern.

### **6.3 READING PROGRAMS**

The USAID PRIORITAS leveled reading book intervention coincided with the Government of Indonesia’s launch of a “*Gerakan Literasi*” or Literacy Movement, to encourage, support and inspire local government and schools to motivate schools and communities to read more. This was a significant contributing factor to the success of both the leveled reading book and reading culture programs.

For the first time, the leveling of the books, where different book levels had differing levels of reading difficulty, provided suitable reading material for children in the early stages of learning to read. The small reading books were supplemented by Big Books to support reading together as a whole class and by teachers’ guidebooks and student workbooks. All of these elements have contributed to the popularity of the books.

Many previous reading books for children in the early stages of reading have been translations from other languages. An important strength of the USAID PRIORITAS leveled reading books is that they were written in Bahasa Indonesia and were designed to be culturally appropriate for a wide spectrum of local environments.

A further key aspect in the success of the books was the training offered to teachers in using the books. Previously, most teachers had only a small range of strategies for teaching students to read and comprehend what they were reading. The training for the leveled reading books has expanded these strategies by training teachers to implement guided and shared reading, showing them the importance of continually assessing students’ progress in learning to read, and showing them how to organize differentiated learning activities in class to match the differing abilities of students.

## **6.4 VIDEOS AND INFORMATION AND COMMUNICATION TECHNOLOGY (ICT)**

Using a variety of media continues to make a key contribution to the success of the project, for video use has greatly enhanced the project training activities. Showing good practices in teaching-and-learning, school management, or community participation through video and other media, including the project website, newsletters, and good practice books, has contributed to the effectiveness of training. It has enabled training participants to witness good practices directly and hear directly from good practitioners.

The availability of these materials on DVD and online also offers alternative routes to other training options beyond formal, out-of-school training sessions, and it is clear from visits to the field and discussions with practitioners that much learning is taking place through informal channels. MOEC has recognized the usefulness of these media and requested that the project share these videos with the ministry.

The latest training program for district and TTI training facilitators is devoted largely to analyzing videos of teaching-and-learning, to identify strengths and weaknesses shown in the videos, and discuss how to address the weaknesses. This process is extremely valuable in that it teaches the facilitators and teachers to observe and reflect on their teaching, which is important for ongoing development. The approach is very flexible and can be used during large-scale training, at teachers working group meetings, and in professional development discussions at school level. Furthermore, facilitators and teachers can easily make their own videos to discuss at these activities.

## **6.5 CURRICULUM DEVELOPMENT AND ASSESSMENT**

The implementation of good practices in teaching-and-learning is hampered by weaknesses in the school curriculum. In many areas, the curriculum is out of date and poorly matched to the current needs of students and society in general. The student competencies in the curriculum are often poorly defined, not systematically ordered, and inappropriate to the age and maturity of the students to which they are intended to apply.

The “high stakes” national student assessment (examination) system is notorious for the practice of cheating by students, teachers, and administrators. The examinations are poorly matched to the curriculum and focus on the success or failure of students, rather than analyzing the future development needs of students, teachers, and schools.

Future development work should seek opportunities to intervene in these crucial areas. Successful intervention would have the potential for dramatic improvements in the performance of the education system.

## **6.6 DEMAND AND SUSTAINABILITY**

The Study of Dissemination and Sustainability, implemented in FY 2013–2014, draws a clear lesson that “working with the willing” pays direct dividends in those schools where staff is “willing” and potentially leads to more dissemination from them to other schools. The same lesson applies to working with districts and TTIs, where it is clear that project interventions are more likely to be successful, when they respond to demand from districts, schools, and TTIs. The success or otherwise of this approach should inform future project interventions.

## 6.7 PAPUA AND WEST PAPUA

Outside the main towns in Papua and West Papua provinces, the education system functions at a much lower level than in other districts across Indonesia. Many schools are not open on a regular basis, and student learning is often well below the levels in the rest of the country even in those schools that are open regularly. The reasons for this are manifold and include difficulties in communication, since many of the students only speak local languages while education is delivered in Bahasa Indonesia, and a general social and cultural lack of appreciation of the value of education. This is compounded by poor transport infrastructure, which makes communications even between neighboring villages difficult and hampers economic and social activity and poorly functioning local government.

The project worked in different ways in each of the provinces. In the Papuan highlands, the project gave grant support to two NGOs that have developed Papua Contextual Textbooks to support literacy and numeracy in the early grades of the primary school. One of the NGOs worked through an informal network of schools, which they had established to give access to education to early grade primary school students in remote villages. In West Papua Province, the project intervened directly, giving support to local government and schools using a program specially adapted to the needs of the schools. This included introducing the Papua Contextual Textbooks. Both programs focused on early grade reading and introduced the leveled reading books developed by the project.

The work funded by USAID and other donors in Papua and West Papua provinces has raised awareness in MOEC of the scale of the problems and the need to develop locally appropriate solutions. Thus, MOEC is now considering instruction in local languages and adaptation of the curriculum to make it appropriate for different environments.