

Free Basic Education Strategy Development

Volume 6

Human Resource and Institutional Capacity Development Strategy to Support Implementation of Free Basic Education Report



The Education Sector Analytical And Capacity Development Partnership
(ACDP)

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The Government of Indonesia (represented by the Ministry of Education and Culture, the Ministry of Religious Affairs and the Ministry of National Development Planning/ BAPPENAS, the Australian Agency for International Development (AusAID), the European Union (EU) and the Asian Development Bank (ADB) have established the Analytical and Capacity Development Partnership (ACDP) as a facility to promote policy dialogue and institutional and organizational reform of the education sector to underpin policy implementation and help reduce disparities in provincial and district education performance. The facility is an integral part of the Education Sector Support Program (ESSP) which consists of EU sector budget support with agreed arrangements for results-led grant disbursement, and earmarked policy and program-led AusAID sector development grant support consisting of a school infrastructure program, a nationwide district and school management development program and a program to accelerate the GOI's accreditation of private Islamic schools. This report has been prepared with grant support provided by AusAID and the EU through ACDP.



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This document is Volume 6 from the Free Basic Education Strategy Development. The full report comprises nine volumes:

- Volume 1. Final Report
- Volume 2. Free Basic Education Conceptual Framework
- Volume 3. Analysis of School Operational Funds
- Volume 4. Financing Projections To 2020 For Implementation Of Free Basic Education
- Volume 5. Survey Of Parental Contributions In Basic Education
- Volume 6. Human Resource And Institutional Capacity Development Strategy To Support Implementation Of Free Basic Education Report
- Volume 7. Support for poor families in meeting the personal costs of basic education
- Volume 8. Accountability framework
- Volume 9. Draft of Roadmap for Implementaton of Free Basic Education

LIST OF ABBREVIATIONS

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ACDP	Analytical and Capacity Development Partnership
ADB	Asian Development Bank
AusAID	Australian Agency for International Development
Bappeda	Regional Agency for Development Planning (Badan Perencanaan Pembangunan Daerah)
Bappenas	National Agency for Development Planning (Badan Perencanaan Pembangunan Nasional)
BOS	School Operations Funds (Bantuan Operasional Sekolah)
BSM	Scholarships for Poor Students (Bantuan Siswa Miskin)
EMIS	Education Management Information System
FBE	Free Basic Education
FGD	Focus Group Discussion
Gol	Government of Indonesia
HLTWG	High Level Technical Working Group
MI	Primary Madrasah (Madrasah Ibtidaiyah)
MoEC	Ministry of Education and Culture
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MoRA	Ministry of Religious Affairs
MSS	Minimum Service Standards
MTs	Junior Secondary Madrasah (Madrasah Tsanawiyah)
NES	National Education Standard
SD	Primary School (Sekolah Dasar)
SMP	Junior Secondary School (Sekolah Menengah Pertama)
SNP	National Education Standards (Standar Nasional Pendidikan)
SUSENAS	National Socio-Economic Survey (Survei Sosial Ekonomi Nasional)
TNP2K	National Team for Accelerating Measures for Countering Poverty
ToR	Terms of Reference

MAIN TEXT

1. INTRODUCTION

This paper forms a part of the work of ACDP 006 project on **Free Basic Education Strategy Development**. The objective of the project is to develop a comprehensive strategy for the implementation of Free Basic Education (FBE) in Indonesia, covering policy, funding, accountability framework, capacity development and system requirements.

The Indonesian formal basic education system comprises primary education of six years' duration and junior secondary education of three years. The teaching is delivered in schools, both government and private which are overseen by the Ministry of Education and Culture (MoEC) and in madrasahs overseen by the Ministry of Religious Affairs (MoRA). Both the schools and madrasahs are required to teach a mandated national curriculum, with the madrasahs also required to provide additional Islamic instruction.

The main thrust of the legislative framework stresses the compulsory nature of basic education and government's responsibility for providing it. The standard to which basic education should be funded by government is the National Education Standard (NES), but this standard is set at a very high level, well beyond the government's current funding capacity. The MSS is intended to act as an interim milestone on the way to the NES.

The legislative framework makes clear the government's obligation to fund basic education in the government system, but it does not show clearly to what extent the government is obliged to fund basic education in private schools/madrasahs.

1.1. Terms of Reference

The Terms of Reference (TOR) for the capacity development strategy to support Free Basic Education (FBE) are summarized¹ as follows:

- Develop a strategy for human resource and institutional capacity development to support implementation of FBE through relevant initiatives, programs and systems including Minimum Service Standard (MSS) Education Quality Assurance Standard (EQAS) and *Bantuan Operasi Sekolah (BOS)* (School Operation Funds);
- this will include capacity needs assessment to identify existing institutional & human resource capacity at school, district and province, and capacity development planning for scaling up effective implementation;
- special attention to capacity to implement MSS for marginal schools & schools at risk.

The strategy proposed addresses all these points. There is an abundance of materials related to MSS, EQAS and BOS and other programs relevant to capacity building to support implementation of FBE such as the Basic Education Capacity Trust Fund (BEC-TF) in the form of evaluations, reports, special studies, and materials including guidelines, technical implementation manuals, software and training materials. The proposed strategy requires these materials to be collected and used as basic resources for implementing the capacity development program to support FBE. This will make the preparation process much faster and more efficient.

¹ The full description of the requirements for the capacity development part of ACDP-006 Free Basic Education can be found in the Terms of Reference which is an appendix to the Final Progress Report.

The capacity needs assessment for designing the strategy was undertaken through focus group discussions and interviews with key stakeholders in FBE, primarily in the context of gathering information for other components of the study and through a review of secondary sources relevant for determining capacity development needs. The following secondary sources were reviewed to identify capacity development needs for which the strategy is designed:

- review and observation of training for 600,000 inspectors, principals, school treasurers and school committee members carried out by MONE in 2011 with funding from AusAID;
- 2012 Evaluation of USAID’s Decentralized Basic Education Project;
- a 2012 study on implementing school based management in Indonesia by the Rand Corporation sponsored by the World Bank; and
- Report on Mainstreaming Good Practices in basic education sponsored by UNICEF.

The third major topic in the TOR to be addressed, special attention to capacity to implement MSS for marginal schools & schools at risk, will be highlighted in the materials to be developed for the capacity development program. One feature of the strategy is “one size does not fit all”. Not all schools/madrasahs and local governments and communities require the same type and extent of capacity development. Some schools may already have surpassed meeting Minimum Service Standards (MSS) and require little if any special capacity building to implement FBE while others may require a great deal of such assistance. Similarly, private schools and madrasah will require a set of capacity development interventions which differ from those needed by government schools.

1.2. Organization of the Paper

This paper, describing the strategy for capacity development to support FBE is organized as follows.

1. The characteristics or components that make up a capacity development strategy or plan are described, followed by a detailed explanation of the components that comprise the strategy.
2. The second section of the paper presents an action plan comprised of a sequence of steps and a preliminary timeline for implementing the capacity development program nation-wide in a period of around five years.
3. The third section contains an Implementation Strategy Framework which describes people to be trained, the purpose and type of training each should receive, the materials to be used, the trainers required, venues and recommended sources of funding.

It should be noted that the timeline provided in this paper is posited on a rapid approval by the Minister of Education and Culture of the proposed FBE framework. Should the securing of the approval take a longer time, the timescale for the implementation of the Capacity Building Strategy will need to be adjusted to fit in with the revised timeline.

2. COMPONENTS AND CHARACTERISTICS OF THE STRATEGY

2.1. Characteristics of Capacity Development²

Capacity development has the following three characteristics or components:

- *Human Resource Development (HRD)*
 - In-line with the training cycle and utilizing basic principles and practices of adult education, HRD is directed at individuals or groups of individuals to develop the capacity to achieve organisational goals carry and to fulfil their job functions in an appropriate manner. HRD development often takes the form of experiential learning in all its modalities, e.g., formal classroom training, mentoring, on-the-job training, study tours, etc.
- *Organizational Development (OD)*
 - Is directed at the organisation to develop its capacity to organize and manage groups of individuals to deliver its mission and serve its clients. This change management activity can include the development of goals and mission statements, strategic plans, organisational structures, financial systems, orientation to clients, business processes, information technology, the external environment or context within which the organization functions, etc.
- *Infrastructure Development (ID)*
 - Refers to the necessary construction and/or equipment required in order for the organization and its people to function successfully.

All three components must be addressed in a comprehensive, professional capacity development strategy.

The H R and institutional capacity development strategy to support Implementation of free basic education presented here is comprised of the three components described above.

2.2. Human Resources Development (HRD)

The HRD component of the strategy focuses mainly on training, workshops and socialisation at all levels of the education system, from school/madrasah to the national level. In order to cover the whole country in the period 2013–2018, a cascade training approach must be used whereby one level of trainers/facilitators are trained to train a level below. Many cascade trainings carried out over the years have not been successful. By the time the ultimate training targets at the school or district levels are trained, the material is “watered down” because the trainers become less competent at the lower levels of the cascade. Another negative feature of nation-wide cascade training is the typical disbursement of funds for implementing the training. Typically allowances for school/madrasah level trainees for travel, per diem, etc. are channelled through lower levels of government which often results in the funds not being used in the intended way. For example, teachers may be intended to attend five days of training, but when the program is implemented, funds for teacher allowances may be directed to other uses with the result that the teachers receive only two or three days training and the hoped for impact is not achieved. Another feature of many nation-wide cascade training models is the uniformity of training materials, whereas the needs of the trainees tend to vary widely by region and within regions. This

² Adopted from ACDP-012 : “ Strengthening Education Research Capacity: Organisational Review, Capacity Needs Assessment and Strategy for the Centre for Education Policy Research (MoEC)”.

results in the program not being effective: trainees don't acquire the skills and knowledge they need, and often inefficient and wasteful training is given to those who already have the targeted skills and knowledge.

Evaluations of various training models implemented in Indonesia over the past few years offer many recommendations for improving the cascade model. The following are the principles to be applied in the capacity development strategy to support implementation of FBE.

- Extensive investment will be made in selecting and training the trainers. Projects over the past few years have developed competencies of trainers/facilitators many of whom have been certified in conjunction with the Ministry of National Education (MONE). Currently, the Ministry of Education and Culture (MOEC) has lists of and contact information for these persons. Other on-going projects such as *Kinerja* are working to prepare more such potential trainers/facilitators in education management. These persons will already have basic skills to provide skills-based training to schools/madrasahs and local governments to develop their capacity to plan, budget and monitor implementation of FBE. The proposed strategy builds upon this solid technical base to provide additional skills and knowledge tailored to implementing FBE.
- The largest cost in implementing a nation-wide capacity development training program is the allowances paid to trainees to cover travel, per diem/incidentals/ food and lodging. Channelling funds from a project budget at the national level to districts and then disbursing them to trainees has proven to be ineffective and inefficient. The proposed strategy to develop capacity of schools/madrasahs to implement FBE requires the schools/madrasahs and local governments to pay for these costs out of their own local budgets. In the case of schools/madrasahs, these costs can be paid out of BOS funds and districts/provinces can pay from their local annual budgets (APBD). Experience over the past few years demonstrates that most training beneficiaries are willing to cover such costs if they are convinced of the benefits and are able to budget for this in advance. The latter is especially important in the case of training for district and provincial government personnel who need to prepare these funds in the year before the training takes place. Such costs are not expensive. For example, schools could fund in depth training including travel and other trainee expenses for about Rp.2 – 3 million.
- The results of ACDP 006 study demonstrate that different types of schools/madrasahs require different forms of capacity development depending upon their current accreditation status, on the extent to which they already meet MSS and on whether they are public or private. District and provincial governments also have widely different needs in terms of their capacity to use data and to monitor results for planning, budgeting, reporting and targeting support to schools. The proposed strategy requires implementers of capacity development program to design and test different packages of training materials for various types of needs and situations.
- In order to identify the types of training packages needed by schools/madrasahs and local governments, the capacity development program implementers will prepare a simple diagnostic instrument which will be administered in advance of training implementation. The results of the diagnosis will be used in training of trainers (TOT) allowing the trainers/facilitators to not only gain the technical knowledge, skills and methods needed to train beneficiaries, but also to include planning to deliver the right training package to targeted groups of beneficiaries.
- The proposed strategy differentiates various levels of learning depending on the roles and functions of various implementers and stakeholders of FBE. For example, school/madrasah principals and selected teachers responsible for planning and budgeting FBE who do not yet have this capacity require in-depth skills training to be able to use various tools and instruments

that will be developed as part of the capacity development program. Certain District Education Office (DEO/*Dinas Pendidikan*) staff who do not have the capacity to use data for planning and budgeting also require in-depth skills training in the use of various tools and software to be developed by the program. Managers such as DEO heads do not need to be trained in such technical skills, but do need to have the capacity to recognize whether or not the data is being used and analysed properly and they need to be able to manage staff accordingly. Key stakeholders such as school committees, parents, local legislators, Non-government Organisations (NGOs), et. al. need only to know enough about FBE to be able to support the implementation of the strategy. More detail in relation to this topic is provided in the Section on the Implementation Strategy Framework, below.

- Different training objectives as described above require different types of interventions. The interventions range from one day socialisations to in-depth skills training workshops lasting up to five days. A critical feature of the HRD component of the strategy is to provide on-the-job follow up training/mentoring, known as *pendampingan* in Indonesian training programs, especially for training objectives focused on developing skills in using various planning and budgeting tools. This is explained in more detail in the section on the Implementation Strategy Framework, below.
- The training packages to be developed will be “product based”. First, technical skills training will consist of learning how to use tools to produce specific products that are needed. Most technical training tools require the use of data. The data to be used will be actual data available so that at the end of the training, trainees will not only have learned new skills but will have produced something that is immediately useful. For example, at the school/madrasah level this may be in the form of strategic and annual plans to implement FBE over a fixed period of time. As another example, at the district level technical staff will be expected to use the tools for which they have been trained to produce data analysis and reports that can be used by management to formulate new policies related to FBE. In other words, the technical training will not be theoretical but immediately applicable to organizational needs.
- Once a plan or data analysis is produced, training/facilitation will be provided for putting the product into action. At the school/madrasah level this will include leadership training for principals on how best to present the plan to parents, the community and other stakeholders to generate support for the plan. At the provincial or district level, technical training will result in data analysis. Further training/facilitation will be provided to education managers on how to use the data to prepare plans and budgets. This training will be followed by the facilitation for education executives to lead the development of policies and regulations needed to provide the legal basis for implementing the plans and budgets for achieving FBE. Further training or facilitation will be provided to ensure that executive staff have the skills needed to generate support from the legislature and civil society.

2.3. Organizational Development

The proposed strategy requires some organizational changes or modifications in staff functions especially at the district government level and in the coordination relationships between district and provincial governments. While all DEOs and Provincial Education Offices (PEO/*Dinas Pendidikan Provinsi*) have computers, not all have the capacity to use them for analysing data required for the planning and budgeting of districts’ and provinces’ contributions to implementing FBE. The same is true of District Offices (*Kandep Agama*) and provincial offices (*Kanwil Agama*) of the Ministry of Religious Affairs (MoRA). The capacity development program implementers will prepare a simple diagnostic instrument to determine the extent to which district and provincial staff use computerised data analysis for planning and budgeting. They will also identify the capacity of staff to prepare the data analysis and

of planners to use the information, and determine the the status of district and provincial databases. Those districts and provinces that do not effectively use data for planning and budgeting will be provided with technical assistance from program consultants/facilitators to organise this function in PEOs, DEOs and MoRA regional offices. The capacity development program will not provide equipment but rather advise how to optimise equipment already on hand and give recommendations for the procurement of equipment not in place but required to implement FBE.

Another organizational change proposed in the strategy is for DEOs and PEOs to have annual workshops to coordinate budget support for implementing FBE. An assessment of needs and practices demonstrates that provincial governments tend to have rather large budgets which can be used for education, but not all provinces make an appropriate contribution to basic education from their own funds. Moreover, where contributions are made, provincial governments are not always targeting resources in an effective and efficient manner. It is expected that through annual budget preparation workshops where districts present draft plans for supporting FBE, the provincial government will be able to more efficiently and effectively target support to enhance funding for programs/activities for which districts do not have sufficient funds to meet their targets. Such workshops will also help to avoid duplication and over-funding for programs which are already sufficiently resourced. The proposed strategy provides for well qualified resource persons to facilitate these workshops over the first two-three years of the capacity development program or until such time that this becomes routine and the capacity to organize and implement the workshops by local government staff is in place.

Some organisational changes will be required at the national level. First, a permanent group to manage capacity development to support FBE must be established within MoEC and MoRA on an going basis. The strategy proposed is a long term one. Capacity development for this new and very high cost policy cannot be accomplished in a one-time project mode. These teams will make annual work plans and prepare annual budgets for capacity development in line with the proposed strategy. The capacity development implementation teams will rely on highly qualified consultants for technical advice and implementation. The consultants will develop tools, software, technical manuals and guidelines and monitoring and evaluation systems. They will facilitate high level technical planning and budgeting workshops at the national and provincial level and recruit and train a regional cadre of trainers/facilitators, providing them with on-the-job follow up training and support.

A tool for estimating funds needed to implement FBE was developed by ACDP 006 in consultation with key MoEC stakeholders. These stakeholders are staff from various parts of the ministry. Organisationally, this planning and forecasting function must reside permanently in a specific location with specific functions and tasks assigned to staff that employ this tool to forecast funding needs. For it to succeed, it must be a structural part of the MoEC and MoRA departments, and must be linked to both the planning and operational directorates of those departments.

2.4. Infrastructure Development

Infrastructure development refers to the necessary construction and/or equipment required in order for the organization and its people to function successfully. In the context of the capacity development strategy to support implementation of FBE, infrastructure refers to tools for forecasting financial resources needed to implement FBE and for monitoring implementation, particularly to the extent to which schools/madrasahs and districts achieve MSS. Tools are comprised of software, formats, technical implementation guidelines and user manuals as well as materials to train end users.

A number of tools to support BOS monitoring and school based management have been developed and widely disseminated over the past few years through projects implemented by MONE and MORA with technical assistance and funding from AusAID, EU, World Bank, and USAID. These tools can easily and inexpensively be adapted to meet the needs of the FBE program. District level planning and budgeting tools have also been developed and widely disseminated by recent projects. These too can efficiently be adapted to meet FBE needs.

As stated above ACDP 006 has developed the software for a tool to forecast financing needed to implement FBE. Although MoEC staff cooperated in its development, the skills to use the software do not yet fully reside in MoEC nor in MoRA. Therefore, a bridging arrangement should be put in place whereby certain key 006 consultants would provide technical training to appropriate MoEC and MoRA staff to use the tool and also complete its development by producing user manuals that will be used in the future.

3. ACTION PLAN: IMPLEMENTATION STEPS AND SCHEDULING

The proposed capacity development strategy to support FBE will begin in December 2012 with HRD, organizational development, and infrastructure preparation activities taking place through 2013 while training for provinces, districts and schools/madrasahs will begin in 2014 so that appropriate budgets may be earmarked in 2013 budget preparation cycle. Ongoing donor led projects in education and governance should be solicited to provide technical assistance to MoEC and MoRA in preparing and implementing the capacity development program. The sequence of steps to be taken in preparation and implementation is described below.

Step 1: Form Capacity Development Teams:

December 2012 – January 2013

Structural or functional units in MoEC and MoRA will be identified as points of organization and coordination for FBE capacity building. Leaders and staff should receive appointment letters. FBE Capacity Development Team (CDT) is formed comprised of two-four staff each from MoEC and MoRA and four Technical Assistance consultants. Ongoing projects will be requested to provide technical assistance and fund coordination meetings for program preparation for the year 2013. CDT will prepare a work plan for 2013.

Step 2: Technology Transfer: ACDP-006 to MoEC and MoRA:

December 2012 – February 2013

As stated above ACDP-006 has developed the software for a tool to forecast financing needed to implement FBE. Although MoEC staff cooperated in its development, the skills to use the software do not yet fully reside in MoEC nor in MoRA. CDT will identify planning/budgeting staff in MoEC and MoRA to be trained in use of the tool by former (as of December 6, 2012) 006 consultants. These consultants working with CDT will first complete the development of the tool by preparing user guides/manuals and accompanying training materials. Funding for the bridging arrangement will be sought from ACDP or other donors. The amounts will be modest.

Step 3: CDT Adapt Tools & Materials and Identifies Trainers/Facilitators:

January-December 2013

The CDT will collect all relevant materials and evaluations from MoEC, MoRA and recent education project archives. Materials include tools such as software and user guides/manuals, formats and training materials. The team will study all ACDP-006 outputs and then adapt the relevant tools to enable schools/madrasahs, districts and provinces to plan, budget and monitor FBE implementation. As described above, different packages of capacity development materials will be developed to meet different needs and existing capacity levels. The Team will also develop simple diagnostic instruments to identify existing capacities and needs for every province, district and school/madrasah. The instrument for schools/madrasah will not be burdensome because it will be linked to School Self Evaluations which most schools/madrasahs should have completed. This information will be stored in databases at the national, provincial and district levels and will be used for annual targeting and prioritisation.

During this period the team will also identify experts to form a national level team of trainers consisting of about 30 persons and about 400 facilitators who will provide training to inspectors and schools/madrasahs. National level trainers may be selected from those who conducted training in 2011 in MONE's nation-wide BOS training program, and from other projects such as those funded by AusAID and USAID which have also developed capacities of university faculty and others, and in some cases have certified them, sometimes in conjunction with MoNE. The selection will be made on the basis of the relevance of the skills to FBE capacity development needs. MoEC has lists and contact information for these persons. These persons already have valuable basic skills to provide skills training to schools/madrasahs and local governments to develop their capacity to plan, budget and monitor implementation of FBE.

During this period CDT will also develop training materials for the cascade. This includes materials for TOT for national, regional, and sub-district trainers and facilitators, and materials that will be used in conducting in-depth skills training for schools/madrasahs and district government personnel, including follow-up training protocols. The Teams will also produce socialization material tailored to parents and community leaders and district and provincial stakeholders both government and non-government, and guidelines for facilitating annual province- district workshops to plan and budget provincial support for district initiatives as explained above.

The Team will also identify IT experts in various regions of the country who could be contracted by provinces or districts to assess IT needs, including software, and assist in the procurement of these goods.

Step 4: CDT Prepares MoEC and MoRA Capacity Development Five Year Work Plan and Budgets:

March-December 2013

Using the Implementation Strategy Framework below, CDT will prepare a five year work plan which will identify targets, budgets and sources of funding for capacity development beginning in 2014. The work plan is a rolling plan which will be updated annually. It is impossible to provide high quality meaningful capacity development to all schools/madrasahs, districts and provinces in a short period of time through a "crash program." Therefore, the proposed strategy phases in capacity development over a longer

timeframe to ensure quality control. Further, the funding and human resources needed cannot be disbursed and deployed at one time while maintaining quality. The work plan will specify what activities will be carried out each year at the national, provincial, district and school/madrasah levels; and it will also identify sources of funding which will be derived from GOI funds through BOS, APBD and APBN as explained above. Supplementary funding for activities such as quality control and monitoring and evaluation may be requested from donors and other stakeholders.

Step 5: CDT Socialises Program Annually in National Consultation Meetings (RakorNas):

(2013 – 2018)

Every year MoEC convenes a national workshop with the heads of all district and provincial education offices. The CDT will initially explain the program and the roles and responsibilities of the provinces, districts and schools in developing capacities for implementing FBE during these workshops. The responsibilities for funding capacity development will also be explained. Provincial and district officials will complete the diagnostic needs instrument during the workshop. The information will be stored in the national database. The information will be used for prioritising district capacity development support and the type of support required. In subsequent RakorNas, the FBE strategy will be on the agenda and addressed in accordance with the progress of the strategy to that date.

Step 6: CDT Train National Trainers (Training of Trainers (TOT)):

April-May 2014

The potential national Trainers (NT) will have been identified in **Step 3** in 2013. However, if this activity is to be funded through APBN, the funds to pay expenses and fees to the trainers will not be available until April 2014 at the earliest. Alternatively, funding for this activity could be solicited from donors in which case this could be carried out earlier and the entire sequence of implementing capacity development would happen sooner. These trainers will already have good training skills; hence, this TOT will focus on developing the understanding of the technical details of the tools and materials to be delivered to beneficiaries. The TOT will also produce a detailed implementation plan for conducting further TOT for those at lower levels of the cascade, and for conducting monitoring and providing follow up support to these trainers/facilitators. They will also plan and prepare for facilitating annual workshops where provinces may plan with districts how to support their FBE initiatives.

CDT and NT will analyse results of the diagnostic needs assessment instrument (administered in **Step 5**) to assess each province's and district's capacity development needs. They will be grouped as high, medium or low capacity. CDT and NT will then plan how to roll out capacity development in all provinces and districts over a period of five years. NT teams, on average three persons per team with a total of 10 teams, will then be assigned to cover specific provinces and districts. NT will develop work plans to enable them to carry out various activities in the steps described below. CDT will monitor NT performance in the field.

CDT and NT will also develop criteria for selecting persons to receive training in the provinces and districts and a set of conditions that local governments should agree to (for example, to ensure that a person trained stays available for the function for which he/she is trained for a period of two years).

Step 7A: National Trainers (NT) Socialise FBE and Capacity Development Program to Provincial & District Stakeholders:

June-July 2014-2019

Upon deployment to the regions, each team will socialise the program to key provincial and district stakeholders including:

- selected members of the local legislature (*DPRD*),
- provincial and district Education Councils (*Dewan Pendidikan*),
- heads of DEO and MoRA regional offices (*Kanwil, KanDep*),
- NGOs and media.

The purpose is to generate support for FBE policy and capacity development efforts.

Step 7B: National Trainers (NTs) Facilitate Capacity Development Preparation in the Districts:

June-July 2014-2019

The Heads of DEOs and MoRA selected district offices who attend the socialisation (**Step 7A**) will stay on after the socialisation to plan capacity development interventions within the district. First, each district officer will identify staff to be trained in FBE planning, budgeting and monitoring based on criteria and conditions established by CDT and NTs (**Step 6**). They will also be informed of the type of data and databases that the technical staff to be trained should bring with them to the training.

Based on results of analysis of the diagnostic needs assessment instruments that had been administered in 2013 (**Step 5**), NTs will facilitate planning for technical assistance to further assess district or provincial IT needs, including software packages. CDT will have identified IT experts in each region who can be contracted by provinces or districts (**Step 3**).

As part of this preparation process diagnostic needs assessment instruments developed by CDT in **Step 3** will be distributed with instructions on how they should be distributed to schools/madrasahs and returned to be used in training of inspectors in **Step 11**.

Step 8: District Officials Conduct Needs Assessments with Schools/Madrasahs

July 2014-2019

Upon returning to their districts DEO and MoRA district officers will distribute needs assessment instruments to all schools/madrasahs in the district. The instruments should be quick and simple to complete because they will be linked to School Self Evaluations that most schools/madrasah should already have prepared. The completed instruments will be returned to district offices. District planners will bring the completed instruments to the training program for provincial and district planners (**Step 9**).

Step 9: National Trainers (NTs) Train Provincial and District Planners:

July-October 2014-2019

NTs will form 10 teams of three persons per team. Each team will focus on one province per year and during that time they will provide direct training for planning, budgeting and monitoring of FBE to all districts in the province. The districts will be grouped as high, moderate or low capacity. Special materials will have been developed for each capacity level (**Step 3**). Up to three training sessions will be held at the province level with on average 8-12 districts per session, with each session of classroom training lasting on average of five days. High capacity districts may receive fewer days of training while lower capacity districts may receive more days (see **Implementation Strategy Framework**).

The training will be product based; that is, district technical staff will be expected to learn to use new tools and as part of the learning will be expected to produce data analysis or reports in easy to understand formats that can be used by management to formulate new plans, budgets and policies related to FBE (see section **Human Resources Development (HRD)**, above). After the classroom training is completed, NTs will follow up in each district to monitor progress in producing the products and provide additional coaching as necessary.

As part of this training, NTs will guide the planners in entering the data from the school/madrasah needs assessment into a database. They will group the institutions by capacity levels and then prepare an action plan to roll out capacity development over the coming months/years. After returning to the district, the planners will discuss the results with managers who will then have the schools/madrasahs in the district informed of the schedules for their training.

Step 10A: National Trainers (NTs) Facilitate Production of Plans, Budgets Policies for FBE:

July-October 2014-2019

Once the data has been analysed and presented in easy to understand formats as a result of training for provincial and district planners (**Step 9**), NTs will facilitate workshops at the provincial level where groups of district officials and staff who had completed the technical training will review results of data analysis and draft plans and regulations or policies that should be enacted to implement FBE over a period of time.

Step 10B: National Trainers (NTs) Train District Managers in Leadership:

July-October 2014-2019

District education heads will receive one-two days additional leadership training to prepare them to generate support for FBE from the district executive, legislature and civil society.

Step 11: National Trainers (NT) Facilitate Provincial-District Planning & Budgeting Workshops:

June-October 2014, 2015, 2016

The purpose of the workshops is for districts to present their plans and draft budgets for implementing FBE to provincial planning and budgeting staff. NTs will facilitate discussions leading to potential provincial support through their decentralised budgets (APBD) and relevant deconcentration budgets.

The purpose is to create efficiencies by targeting provincial funds to districts' FBE activities for which districts lack the necessary resources, avoiding duplication of funding for activities which are already well resourced. The exact timing of the annual workshops will be aligned with the annual budgeting process (Musrenbang). Preparations for the workshops will be made at the annual national coordination meetings (**Step 5**). It is estimated that after three years of facilitation by national trainers the provinces will be able to organise and manage the workshops on their own. The capacity to do so will be monitored by CDT and if further assistance is required, it will be provided on a case by case basis.

Step 12: National Trainers (NTs) Train (TOT) District Facilitators (DF):

June-August 2014-2019

NTs will conduct Training of Trainers (TOT) for District Facilitators (DF) who will train inspectors (*pengawas*) who will in turn train personnel from schools and madrasah. The potential DF will be recruited from MoEC's database of certified persons and others who already have the basic competencies for conducting training on school based management (**Step 3**). The exact number of schools/madrasahs to receive training each year and their locations will be determined through CDT's five year action plan and its annual updates. The number of DFs to receive TOT each year and their areas of assignment will be determined by the action planning (**Step 4**). The certified DFs listed in MoEC's database have had extensive experience in training schools/madrasahs directly and in training others who in turn train schools. Therefore, training methodology will be de-emphasised for those who are certified because they already have demonstrated this capacity. TOT will focus on the technical use of the FBE planning, budgeting and monitoring tools and on training principals in leadership. The TOT will also prepare DFs to facilitate analysis of needs assessments that will have been distributed to schools/madrasahs and collected by inspectors (**Step 7B**) and on developing training plans based on the analysis. The TOT will take place at the provincial level for a period of five days. NTs will also monitor DFs' performance and provide coaching as needed. About 40 DF will be trained per province per year.

Step 13: District Facilitators (DF) Train (TOT) School/Madrasah Inspectors:

August-September 2014-2019

Each DF will train about 20 school/madrasah inspectors who will have been selected by education office heads based on established criteria (**Step 7B**). The training will last five – seven days and take place at the district. This is the critical link in the chain because the trainers/facilitators at the higher levels of the cascade will have been selected based on demonstrated competence and experience. The inspectors who will train schools/madrasah are likely not to be so experienced; hence, their TOT must be more intense. The TOT will cover technical tools to be used in training school/madrasah personnel as well as training/facilitation techniques. Immediately after this TOT is finished, the inspectors will start training schools/madrasahs. DFs will monitor their performance and provide further on-the-job mentoring as needed.

Step 14: School/Madrasah Inspectors Train School/Madrasah Personnel:

September-December 2014-2019

Each inspector will train school personnel in use of tools to plan, budget and monitor FBE implementation and in achieving MSS and NES. The training will need to focus particularly on planning

of and reporting on the use of funds from sources other than BOS. ACDP 006 and other research shows that only around 10% of schools/madrasahs, both government and private, report on how they use funds from these sources. If parents are to be engaged and expected to voluntarily provide funds for the improvement of quality of education, this practice will have to improve markedly. Training will take place in clusters of about 20 schools/madrasahs at a local level. The training packages will be relevant to school/madrasah existing capacities for planning, budgeting and monitoring as well as to their performance in meeting MSS. Principals, treasurers and staff responsible for data entry will attend the training which will last two – five days, depending on existing needs and capacities. Inspectors will provide follow-up training in the schools/madrasahs as needed.

Step 15: District Facilitators (DFs) Train (TOT) Members of School Committees:

September-December 2014-2019

The training will focus on the MSS and as appropriate, the National Education Standard (NES), on the broad elements of planning and reporting with a particular focus on achievement of MSS and NES indicators, and on the school committee's role in these activities. Particular emphasis will be placed on the school committee's role in the accountability framework for MSS, and on their role in representing the community in planning school development for the achievement of MSS. The committee's role in helping to generate community support in terms of both finances and in-kind help will also be highlighted.

Step 16: Principals Socialise FBE Program/Plans to Community:

September-December 2014-2019

In the process of preparing plans and budgets, principals will socialise the FBE program to parents and communities and explain parents' and communities' rights and obligations under the program. Ideally they will also explain school plans to gain community support for implementation. Inspectors will monitor the meetings and provide follow-up support the principals as part of the leadership training.

Step 17: District Facilitators (DFs) Train (TOT) Members of School Committees:

September-December 2014-2019

This training will involve the school committee chair and one other member, and will be administered during the course of one day. The training will focus on the MSS and as appropriate, the National Education Standard (NES), on the broad elements of planning and reporting with a particular focus on achievement of MSS and NES indicators, and on the school committee's role in these activities. Particular emphasis will be placed on the school committee's role in the accountability framework for MSS, and on their role in representing the community in planning school development for the achievement of MSS. The committee's role in helping to generate community support in terms of both finances and in-kind help will also be highlighted.

4. TRAINING IMPLEMENTATION STRATEGY FRAMEWORK

The Training Implementation Strategy Framework is presented in the matrix below. The Framework organizes the details presented in the 16 steps of the action plan in a format that will facilitate detailed program preparation and implementation planning. A feature of the Framework is the differentiation of

capacity levels required for all those who are involved in capacity development to support FBE implementation and the types of interventions to be implemented to achieve various capacity development objectives for each person involved.

Capacity Levels (CL)

- [K] Knowledge (know enough about the program to be able to support it).
- [U] Understanding (comprehend sufficiently to judge if it is being done or not, and correctly or not).
- [A] Application (skills to use tools/follow technical guidelines to make something happen).
- [E] Evaluation (able to assess extent and quality of work and able to make recommendations for improvement).

Type of Intervention (TI)

- [S] Socialisation (appreciate importance and generate support).
- [T1] One-off training (2-3 days) (create understanding of the work and roles and responsibilities of those involved).
- [T2] In-depth skills training (3-5 days following by mentoring) (able to validate and use data for planning and budgeting).
- [TOT] Training of Trainers (5 – 7 days followed by mentoring).

5. TRAINING IMPLEMENTATION STRATEGY FRAMEWORK MATRIX

LEVEL: National

AP Step	TRAINEES	TOPIC	CL	OUTCOMES	TI	MATERIALS	VENUE	TRAINERS/ FACILITATORS	FUNDING	
									PARTICIPANTS	TRAINERS
2	MoEC & MoRA planners	Technology transfer from ACDP-006 to MoEC/MoRA	A	Able to use ACDP-006 to forecast financing needed to achieve FBE	A	ACDP-006 FBE finance forecasting tools	MoEC/ MoRA	Capacity Development Team (CDT) & ACDP-006 consultants	APBN	APBN/ Donors
6	National Trainers (NT)	Use of Tools & Implementation planning	A/E	Able to train others & manage and monitor implementation	TOT	Manuals, models, software developed by CDT	MoEC/ MoRA	Capacity Development Team (CDT)	APBN	APBN/ Donors

LEVEL: Province & District

AP Step	TRAINEES	TOPIC	CL	OUTCOMES	TI	MATERIALS	VENUE	TRAINERS/ FACILITATORS	FUNDING	
									PARTICIPANTS	TRAINERS
5	Provincial & District MoEC & MoRA office heads	Understand the program	K	--Able to coordinate with district government --Complete district needs assessment	T1	Program informational materials & diagnostic instruments prepared by CDT	National (annual national coord. meetings)	CDT	APBN	APBN
7A	District & Province leaders: DPRD, DP,	Know about the program	K	Able to support program	S	Materials developed by CDT	Province	National Trainers	APBN	APBN

AP Step	TRAINEES	TOPIC	CL	OUTCOMES	TI	MATERIALS	VENUE	TRAINERS/ FACILITATORS	FUNDING	
									PARTICIPANTS	TRAINERS
	DEO, Bappeda, KanDep, Kanwil, NGO									
7B	District MoEC & MoRA office heads	Plan capacity development for the district	U	Able to manage staff & coordinate with district government	T1	Materials developed by CDT	Province	National Trainers	APBD	APBN
9	Provincial & district planners	--Plan, budget & monitor FBE implementation Develop data base of S/M capacities --Plan training schedules for S/M	A	Able to create databases & produce data analysis	T2	Materials developed by CDT	Province	National Trainers	APBD	APBN
10A	District education managers (DEO & MoRA District Office)	Produce plans & policies for implementing FBE based on data analysis	A	Able to develop plans & draft policies based on data	T2	Materials developed by CDT	Province	National Trainers	APBD	APBN
10B	District education managers (DEO & MoRA District	Leadership	U	Generate support for district FBE plans & policies	T1	Leadership materials developed by CDT	Province	National Trainers	APBD	APBN

AP Step	TRAINEES	TOPIC	CL	OUTCOMES	TI	MATERIALS	VENUE	TRAINERS/ FACILITATORS	FUNDING	
									PARTICIPANTS	TRAINERS
	Office)									
11	Provincial & District education managers (DEO & MoRA offices)	Target provincial support for district FBE plans & policies	U	Coordinate provincial & district FBE planning, budgeting & policies	T1	Materials developed by CDT	Province	National Trainers	APBD	APBN
12	Certified Facilitators from MoEC	Training skills	A/E	Able to train inspectors in FBE planning, budgeting & monitoring	TOT	Manuals, models, software developed by CDT	Province	National Trainers	APBD	APBN
13	Inspector (Pengawas)	Training skills	A/E	Able to train S/M in FBE planning, budgeting & monitoring	TOT	Manuals, models, software developed by CDT	District	Certified Facilitators from MoEC	APBD	APBN

LEVEL: School/Madrasah

AP Step	TRAINEES	TOPIC	CL	OUTCOMES	TI	MATERIALS	VENUE	TRAINERS/ FACILITATORS	FUNDING	
									PARTICIPANTS	TRAINERS
14	Principal & Teacher/ Treasurer & School Committee	Strategic & annual planning & budgeting	A	Plan to use BOS & other funds to meet MSS & NES	T2	Manuals, models, software developed through projects (AusAID, USAID, ADB, WB)	Local	Inspector	S/M via BOS	APBD
15	School committee	MSS, school planning, reporting and community support	K	Generate support for school plans, reports and community support	S	Training materials developed through projects	Local	Inspector	S/M via BOS	APBD
16	Parents & Community	Review plans	K	Generate support for plans and programs	S	Socialization materials developed by CDT	S/M	Principal & School Committee	S/M via BOS	APBD

