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EVALUATION REPORT EV629

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Active Learning through Professional Support (ALPS) Project, Indonesia, 1988-95

by

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DEPARTMENT FOR INTERNATIONAL DEVELOPMENT

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In May 1997 the Overseas Development Administration (ODA) was replaced by the Department for International Development (DFID). References in this report to the ODA apply to events, actions, etc prior to the changes of title and functions.

The opinions expressed in this report are those of the authors and do not necessarily represent the views of the Department for International Development.

CONTENTS

PREFACE

Each year the Department For International Development (DFID) commissions a number of ex post evaluation studies. The purpose of the DFID's evaluation programme is to examine rigorously the implementation and impact of selected past projects and to generate lessons from them so that these can be applied to current and future projects. It should be borne in mind that the projects concerned were the product of their time, and that the policies they reflected and the procedures they followed may in many cases have since changed in the light of changing DFID knowledge.

DFID's Evaluation Department is independent of the organisation's spending divisions and reports directly to DFID's Principal Finance Officer.

Evaluation teams consist of an appropriate blend of specialist skills and are normally made up of a mixture of in-house staff, who are fully conversant with DFID's procedures, and independent external consultants, who bring a fresh perspective to the subject matter. For this evaluation, the team consisted of the following:

- Ms Heather Malcolm, Scottish Council for Research in Education (team leader)
- Professor Wynne Harlen, Scottish Council for Research in Education (UK 5 days)
- Ms Jacqueline McLean, Evaluation Research Officer, Evaluation Department, DFID
- Mr Gunadi Tanaputra, an Indonesian Educationalist currently working as a consultant with the World Bank's Primary Education Quality Improvement Project.

The team was joined by Mr Sediono of the Indonesian Ministry of Education and Culture for the duration of the field visit.

This evaluation of the Active Learning through Professional Support (ALPS) Project in Indonesia is one of a series of project evaluations being undertaken for the primary education sector and, together with evaluations of the Strengthening Primary Education (SPRED) Project in Kenya and Andhra Pradesh Primary Education Project (APPEP) project in India it will contribute to a synthesis study of support to primary education to be prepared by the Evaluation Department. This will assess the general effectiveness of DFID-funded primary education projects in improving education quality, access to education services and equity in educational opportunities, and in increasing student retention and lowering repetition rates.

The ALPS evaluation was managed by Dr Phil Evans, Senior Social Development Adviser, and Dr Colin Kirk, Social Development Adviser, DFID.

AIMS AND METHOD OF THIS EVALUATION

The full Terms of Reference for this evaluation can be seen in Annex A. In particular the team was asked to investigate:

- the appropriateness of the active learning concept within Indonesia, and the extent to which stakeholders understood and supported it
- the clarity of project objectives and the extent to which ALPS achieved them through appropriate outputs
- the effectiveness of project design, planning and management
- ALPS' impact on primary schools, the wider Indonesian community and other donor-supported activity.

Method

The evaluation was undertaken in two major phases, as follows.

Phase I

A desk study. This was conducted by Jacqueline McLean in the South East Asian Development Division in Bangkok and consisted of a review of existing literature and files and consultation with advisers and desk staff. The Project Manager, Mr Stephen Baines, formerly of the British Council, also provided useful empirical evidence. The desk study and related materials were subject to a team review as preparation for the following stage.

Phase II

Clarification and extension of the data from the desk review. This phase consisted of interviews with UK-based stakeholders, further review of key documents, and a three-week field mission to Indonesia, where information was gathered through interviews with local education office representatives, head teachers and classroom teachers in a selection of primary schools (some of which had been involved in the ALPS project and some of which had not), serving staff in Government Departments and other primary and secondary stakeholders. Annex B lists a selection of those interviewed. A number of classrooms was also visited. The instrument used to gather information from these visits is shown in Annex C; Annex D reproduces the questions asked in interviews.

Information from interviews and documents was carefully analysed and a report drafted and circulated for comment among information providers. Taking due account of these, the authors produced a final document for publication.

It is important to emphasise that in this report the term 'ALPS' denotes more than active learning and its support. These continue in Indonesia through PEQIP, which is not ALPS. The evaluation team was to report on the effectiveness, not of active learning in general, but of a specific development intervention: the ALPS project, known in Indonesia as SPP/CBSA (Sistem Pembinaan Professional/Cara Belajar Siswa Actif). Thus aspects such as project appropriateness, design and management, both in Indonesia and from the wider UK context, are equally important and the team reached its overall success rating through taking all of these into account.

The team also stresses that it was possible neither to conduct a statistically valid survey of opinion against which to test the strength of views given in interviews, nor to undertake the full observation of classroom practice which would yield quantitative data. Essentially, therefore, much of the evidence presented in the report consists of opinion which sometimes differs according to the perspective of the informant. Care has been taken to present these claims as such and not as fact, but this should not be taken to imply scepticism about their validity.

Last, the evaluation team would like to note that ALPS was a complex project, difficult to understand from the limited documentation available. Although the three weeks' field mission in Indonesia was invaluable in providing additional insights, there are certain to be aspects which the team has imperfectly understood, and sources of information which the team has been unable to tap. The members stress, however, that they have made every attempt to reflect accurately both the views explained to them and the project story contained in the available documentation.

ORGANISATION OF THE REPORT

The main text of the report has been organised in five chapters.

Background to the Evaluation is the first; after a summary of the evaluation's aims and method, ALPS is placed in its national and historical context and a brief overview of the project, its aims and underlying principles is given.

The second chapter, **Identification, Design and Appraisal**, traces the design of ALPS and considers the effectiveness of that design's arrangements for implementation.

The **Implementation** chapter examines the extent to and manner in which project outputs were achieved, the effectiveness of project management, and monitoring and evaluation during the project.

The fourth chapter, **Impact and Sustainability**, begins by considering the ALPS project's impact at school, local authority and national levels. After reflecting on ALPS as a pilot compared to a dissemination project, it examines the ALPS legacy in Indonesia and ends by considering the extent to which ALPS took account of poverty, gender and environmental concerns.

The last chapter, **Concluding Remarks**, comments on the project's most and least successful aspects. The second, third and fourth chapters are longer than the others so each concludes with a brief summary.

ACKNOWLEDGMENTS

We, the evaluation team members, are grateful for the assistance received in conducting this evaluation. In Indonesia, we would particularly like to thank all those who used to work on ALPS and found time in their overcrowded schedules to talk to us: this includes senior staff at a number of levels within the ministry of Education and Culture in Jakarta, district and subdistrict education authority staff in the Centres of Better practice and staff and children in the schools that were visited. It is impossible to stress too highly how much their courtesy and warmth meant to us, both professionally and personally: the UK members of the team brought happy memories home. We also extend grateful thanks to the British Council in Jakarta, for putting us in touch with key individuals in the Ministry of Education and Culture and Centres of Better Practice, for organising and reorganising an intricate travel schedule, and for their hospitality.

In the UK, again we thank all those who agreed to spend time talking to us about a project in their past. This includes ex-British Council staff, University of London's Institute of Education staff and staff at DFID. Without an input such as theirs there would be no report and we are grateful for their help, which is much appreciated.

It would be impossible to mention by name everyone who extended their kindness and in ways, large and small, made the experience of conducting this evaluation easier. We extend our grateful thanks to all.

Heather Malcolm
Jacqueline McLean
Gunadi Tanuputra
Wynne Harlen

ALPS Project Sites			
A Medan (Binjai) Started 1986	B Bandar Lampung Started 1987	C Cianjur Started 1980	D Surabaya (Sidoarjo Started 1988
E Banjarmasin Started 1990	F Mataram (West Lombok) Started 1985	G Ujungpandang (Maros) Started 1988	

ALPS	The concept of active learning through professional support
ALPS Project (or "the project").	The ODA project with that title
BALITBANG DIKBUD	Ministry of Education Research and Development Unit, Jakarta
BP3K	(see OECRD)
BAPPENAS	National Development Planning Board
BAPPEDA	Regional Development Planning Board
BC	British Council
BP3	Parent Teachers Association (Indonesia)
BUPATI	District Administrator for Central Government
CBSA	Cara Belajar Siswa Aktif (Student active learning)
CBP	Centres of Better Practice
CDC	Curriculum Development Centre (PUSKAR)
CRP	Country Review Paper
DEPDIKBUD	Ministry of Education and Culture
DFID	Department for International Development
DGHE	Directorate General for Higher Education
DGPSE	The Directorate General for Primary and Secondary Education (within MOEC)
DIKDAS	Directorate of Basic Education
DINAS (Kadinas)	Regional Administration Education Services Office managed under MHA
BTANAS	School Leaving Examinations (Indonesia)
GBHN	Broad Guidelines of the State Policy
GORI	Government of the Republic of Indonesia
IBRD	International Bank for Reconstruction and Development
IKIP	Institute of Teacher Education and Training
KKG	Teacher Club (Indonesia)
KKK	Head Teachers group
KKP	Supervisors/Inspectors group
KANCAM	Sub district office of MOEC (Head)
KANDEP	District Office of MOEC (Head)
KANWIL (Kakanwil)	Provincial officer of MOEC (Head)
KECAMATAN	District
KEPALA KANDEP	District head of the MOEC
KEPALA KANCAM	Sub District Head of Education
KEPALA SEKOLAH (KS)	Sub District Head of Education
Logframe or PF	Logical (or Project) Framework
MTR	Mid Term Review
MOEC	Ministry of Education and Culture
MOHA	Ministry of Home Affairs

ODA	Overseas Development Administration (now DfID)
OECRD	Office of Educational and Cultural Research and Development (BP3K/Balitbang) (since 1986 Balitbang Dikbud)
PANCASILA	Five principles which constitute the national philosophy for Indonesia (Belief in the One and Only God; a just and civilised humanity: the Unity of Indonesia: Democracy guided by the inner wisdom of deliberations of representatives; and Social Justice for all the Indonesian people).
PBS	Pemandu Bidang Studi - Subject Advisers
PEQIP	Primary Education Quality Improvement Project (WB)
PKG	World Bank Secondary Education and Management Project
P2SD	World Bank on In-Service Training for Primary School Teachers
P3G	World Bank on Pre-Service Training of Teachers
PEMANDU BIDANG STUDI	Subject Adviser
PENILIK SEKOLAH (PS)	Supervisor of Schools (Primary)
PENGAWAS	Inspector of schools (Secondary)
PKG	Pusat Kegiatan Guru/Teachers Centre
PMP	Pendidikan Moral Pancasila. (Moral Education, a subject in the school curriculum.)
PPKN	Pendidikan Pancasila dan Kewqrganegaraan (Moral guidance required of an Indonesian citizen - a subject in the curriculum)
PCR	Project Completion Report
PUSKAR	The Curriculum Development Centre of the MOEC
Rp	Rupiah (Indonesian Currency)
SD	Primary School
SEADD	South East Asia Development Division
SMA	Upper Secondary School
SMP	Lower Secondary School
SPP	Sistem Pembinaan Professional (System of Professional Support)
SPP/CBSA	Indonesian term for ALPS - see also entries for SPP and CBSA
ULIE	University of London Institute of Education
VSO	Voluntary Service Overseas
WB	World Bank
WID	Women in Development

EVALUATION SUMMARY

This was a small intervention, over a seven-year period, in a vast country. The project was over-ambitious. Its objectives were unclear. It was not given commensurate resources and management inputs. It did, however, achieve some impact, despite its institutional and other difficulties. It encouraged a new approach and its trialing of new methods had value, in particular by its contribution to the development of the much larger PEQUP World Bank Project. The project's strengths and weaknesses are summarised in Table 2 in Chapter 5.

1. The ALPS Project aimed at changing the way that primary classrooms are organised and teaching and learning conducted. It was intended to support the Government of Indonesia's attempts to enhance the quality of teaching and learning in primary schools by the promotion of active learning techniques, through a professional support system based on teachers' groups, amongst clustered schools. Each target group was known as a Centre for Better Practice (CBP). The project was known by the acronym ALPS or, in Indonesia, SPP/CBSA[1] . It ran from June 1988 to June 1995, having evolved from a range of activities, known as the Cianjur project, after their location in West Java, an area renowned for its openness to innovation. Project costs were £2.134 million. Key inputs included in-service training in the UK and Indonesia, field consultancies in CBPs, the production of materials to support active learning, advisory inputs on policy formulation, and curriculum development.

THE EVALUATION

2. The evaluation took place in November/December 1997. Prior to the three-week field visit, a Desk Evaluation was undertaken by a researcher from Evaluation Department. The team consisted of the leader Ms Heather Malcolm (Scottish Council for Research in Education), Ms Jacqueline McLean (Researcher in Evaluation, DFID) and Mr Gunadi Tanuputra (Indonesian Educationist). Professor Wynne Harlen (SCRE) gave additional inputs. Key stakeholders were interviewed and primary schools visited.

OVERALL SUCCESS RATING

3. The ALPS Project was judged B/C: Partially Successful (see Table 1 below). It succeeded in those CBPs where school staff were committed to active learning and where district and sub-district level enthusiasm for the active learning with professional support concept remained strong. In these areas children benefited from actively engaging in their learning and the providers of education benefited from the professional support provided. It was unsuccessful in clarifying its objectives, addressing the institutional environment, and securing the support of the players needed for full implementation, to ensure that objectives achieved would be sustainable.

MAIN FINDINGS

Identification, Design and Appraisal

4. 'Active learning' is based on the philosophy that children should be encouraged to participate actively in their learning rather than be passive recipients of knowledge imparted by rote (paragraph

[1] The abbreviations SPP & CPSA are spelt out in full, with their literal English equivalents in the Abbreviations, Acronyms and Glossary list.

2.5). The ALPS Project and the Cianjur project from which it grew (paragraph 2.2) were responses to the GORI's search for a way to spread activity-based, problem-solving teaching/learning methods to all primary schools, and in this context active learning was highly appropriate (paragraphs 2.13 & 14). All stakeholders in ALPS wanted children to think independently in a spirit of enquiry, and early support was strong (paragraph 2.15). A wide range of key stakeholders was involved in planning, but no diagnostic review of project needs was conducted (paragraphs 2.17-19). This led to design weaknesses which hindered implementation (paragraph 2.17). These included over-broad project objectives (paragraphs 2.15, 18 & 20); lack of attention to counterpart funding (paragraph 2.23); weak provision for project management in Indonesia (paragraphs 2.24 & 5); the inappropriate location of the ALPS Project within the Ministry of Education Research and Development Unit, Jakarta (Balitbang) (paragraph 2.26); and low priority to systematic monitoring and evaluation (paragraph 2.28).

Implementation

5. Project outputs were partly achieved (paragraphs 3.2 & 24). The support systems created were successful with in-country training attracting especial praise (paragraph 3.3 & 4). Though of some value, UK training visits were less successful, partly because of participants' language difficulties and partly because women were under-represented (paragraph 3.3). Professional Leadership Courses were seen as necessary and beneficial. Balitbang trainers and UK consultants were generally highly regarded, despite criticism that some UK consultants were ill-prepared and lacked educational and cultural understanding of Indonesia (paragraphs 3.3-7). Other criticisms of in-country support were that training periods were too short (paragraph 3.8), follow-up was inadequate, districts sent too many and inappropriate participants to central training sessions and tended to send new people each time, individuals' skills were not strengthened (paragraph 3.9).

6. The high demand for training resulted from Government pressure to expand the use of active learning and, as it was set up, ALPS was ill-equipped to resist (paragraph 3.10). Although in Balitbang the ALPS Project created a skilled national core of trainers, its value was limited because there was no clear mechanism for using it (paragraph 3.11). Active learning principles were appropriately reflected in a limited number of classrooms but not at national level, as implied by the wording of project objectives. The locus of project management was unclear even to Balitbang and no one had clear responsibility (paragraph 3.15).

7. Communications between the ODA and British Council were unsatisfactory because resources to support them were inadequate. This led to misunderstanding between them and eventually to ODA criticism of project proposals which surprised and disappointed Indonesia Officials (paragraph 3.17). Communication between the ALPS Project and other Ministry of Education and Culture (MOEC) bodies was also poor and resulted in key stakeholders being cut off from project activities (paragraph 3.18). The Project did not find a way to link its work with teacher selection, teacher deployment and teacher training systems (paragraph 3.22). The project failed to set up a systematic monitoring and evaluation system (paragraph 3.27), partly because this was given low priority in initial project documentation and sufficient funds for supporting such a system were not organised (paragraphs 3.26-29).

Impact and Sustainability

8. The ALPS Project's impact is hard to assess against either ODA expectations or project

objectives since neither are clear (paragraph 4.2). The Project introduced active learning successfully to some teachers in CBPs but these essential messages were diluted and active learning was misunderstood. Active learning, properly implemented as promoted by the ALPS Project, generated enthusiasm (paragraph 4.7). School staff felt it motivated children and helped their understanding. Teachers acknowledged, however, that their confidence and understanding of the method was limited, and that they were not helped by their own very basic level of education, large classes and exceedingly scarce school resources (paragraph 4.8). Head teachers and supervisors wanted greater understanding of active learning to help them support teachers. Many teachers still had to fund their own travel to Teachers' Workshops but these had become part of the system and provided a useful forum for exchanging ideas (paragraphs 4.8 &10). The extent to which use of the local environment made up for scarce teaching and learning resources was limited (paragraphs 4.8 &3.6). Local authorities in CBPs remained strongly supportive of the project. Their visits to UK classrooms during the project may have strengthened this support but would also have tended to emphasise the superficial aspects of active learning (paragraph 4.11).

9. The ALPS Project left Indonesia with a core of national trainers proficient in active learning, although criticism of the depth of its expertise suggests that it would benefit from continued support (paragraphs 4.12-14). Whether it was intended as a pilot or dissemination project or both is not clear, but as a pilot its impact was weakened by the absence of systematically gathered information about the effectiveness of its models, and its inadequate resources precluded its functioning as a dissemination project (paragraphs 4.15-18). Education consultants regarded the project as having introduced lasting and beneficial changes and there was widespread stakeholder agreement that active learning principles were integrated with the system through the 1994 curriculum and the World Bank's Primary Education Quality Improvement Project (PEQIP) (paragraph 4.23 & 26). The Project gave too little attention, however, to issues of sustainability, especially to its future within the national system once ODA funding ended and the development of models likely to be effective nationally (paragraph 4.27).

10. The Project's cost-effectiveness is hard to assess, given the absence of quantitative data, but its significant contributions to the 1994 curriculum and PEQIP justify its relatively modest cost (paragraphs 4.25, 4.28-33). As designed, it did not directly address issues relating to poverty (paragraphs 4.35-9), gender (paragraphs 4.40-47) or the environment (paragraphs 4.48 & 9) although the project context provided opportunities for the first two of these. The idea that the local environment could be used as a teaching resource received only partial acceptance (paragraphs 4.36 & 7). Poverty and gender issues were not given priority (paragraphs 4.35-47).

LESSONS LEARNED

11. (i) The failure to undertake an assessment of current and future needs on which to base project planning left important gaps in the project's design (Paragraph 4).

(ii) In introducing a new concept and approach, as the project did in introducing the concept of 'active learning' in Indonesia, it is important to ensure that stakeholders share a common understanding of key concepts and approaches. If it is assumed that everyone's understanding of key terms is the same, confusion is likely to creep in. Active monitoring of stakeholders' understanding of key concepts is therefore required (Paragraph 4).

(iii) The absence of a full-time recognised management structure, with nominated individuals to get things done and follow them up, was a major project weakness which led the project into later difficulties (Paragraph 4).

(iv) Requirements and procedures for systematic monitoring and evaluation must be clearly defined in the project design, if they are to receive due attention in the course of implementation (Paragraph 4).

(v) Without a realistic estimate of the funds needed to work towards stated objectives, and the provision of those funds, it cannot be expected that projects can achieve all objectives and deliver all outputs (Paragraph 4).

(vi) Unless a project provides training which is easily accessed and understood by all those for whom it is planned, the mix of participants is likely to be uneven, the benefits of participation very limited and opportunities lost (Paragraphs 5 & 6).

(vii) UK consultants who lack knowledge and experience of the cultural context in which they work are unlikely to be able to put their professional knowledge to best use and if it is insensitive their input may even be counterproductive.

(viii) DFID needs to have sufficient advisory, administrative and management resources to fulfil its commitments and objectives - particularly as it increases its role in development. The ALPS Project illustrates the dangers of pursuing project objectives without the managerial and institutional capacity to do so successfully (Paragraph 6).

(ix) Without well-established institutional structures and systems that encourage communication between key stakeholders and are able to withstand changes in personnel and inter-group rivalries, projects are unlikely to fulfil their potential and may forfeit their institutional support base (Paragraph 7).

(x) Unless institutional linkages and power relations are carefully assessed and appropriate and practical institutional arrangements are clearly defined and negotiated at a project's design stage, it may later prove impossible to build effective coordination between key institutional stakeholders in the course of project implementation (Paragraph 7).

(xi) In building overseas visits into a project's training programme, it is important to be sure that benefits will justify their costs. More cost-effective alternatives may be available (Paragraph 8).

(xii) Unless inputs are concentrated at the points where they are most needed their effects are likely to be weakened (Paragraph 8).

(xiii) Unless the conditions in which replication is intended are specified, projects intended to develop models for wider use may lose their way. Rigorous record-keeping and monitoring of progress are essential in order to verify the effectiveness and appropriateness of the models (Paragraph 9).

(xiv) Failure to clarify and safeguard a project's character in its early stages, as was the case with the ALPS Project, is likely to leave it uncertain of its main purpose and its impact vulnerable to dilution or dissipation (Paragraph 9).

TABLE 1

SUCCESS RATINGS FOR INDIVIDUAL ASPECTS

The Overall Success Rating for a project is allocated on a scale from **A+** to **D** according to the following rating system:-

Highly Successful (A+): *objectives completely achieved or exceeded, very significant overall benefits in relation to costs*

Successful (A): *objectives largely achieved, significant overall benefits in relation to costs*

Partially Successful (B): *some objectives achieved, some significant overall benefits in relation to costs*

Largely Unsuccessful (C): *very limited achievement of objectives, few significant benefits in relation to costs*

Unsuccessful (D): *objectives unrealised, no significant benefits in relation to costs, project abandoned*

The judgement on the Overall Success Rating is informed by a tabulated series of judgements on individual aspects of performance, including the project's contribution to achievement of ODA's priority objectives (listed in the upper section of the table). First an assessment is made of the relative importance in the project of each criterion or objective, which may be Principal or Significant; or, if not applicable, it is marked " – ". Where no specific objective was established at appraisal, the importance assessment is given in brackets. Each performance criterion is then awarded a rating, based only on the underlined sections of the five-point scale above.

Project Performance Criteria	Relative importance	Success Rating
Economic Liberalisation		
Enhancing Productive Capacity	Significant	C
Good Governance		
Poverty Impact	(Significant)	C
Human Resources: Education	Principal	B/C
Human Resources: Health		
Human Resources: Children by Choice		
Environmental Impact		
Impact upon Women	(Significant)	C
Social Impact	Significant	B/C
Institutional Impact	Principal	B/C
Technical Success		
Time Management within Schedule		
Cost Management within Budget		
Adherence to Project Conditions		
Cost-Effectiveness		
Financial Rate of Return		
Economic Rate of Return		
Institutional Sustainability:	Principal	B/C
Overall Sustainability	Principal	B
OVERALL SUCCESS RATING ODA PROJECT		**B/C**

1. BACKGROUND

COUNTRY BACKGROUND

Educational Environment and Policy Context

1.1 Indonesia is a vast country, with wide ethnic diversity (over 300 groups). There are different cultures, each pursuing its own identity, over 25 languages, and dialects in excess of 200. Of the 17,000 islands, 6,000 are inhabited. 60% of the 190 million population is concentrated on the island of Java. The Government of the Republic of Indonesia (GORI) aims to pursue national unity and harmony between these groups. There are approximately 40 million school children in formal primary and secondary education. Although the education system comprises both state and private education, the state remains dominant and, even with moves towards decentralisation, remains highly centralised in practice. This influence is exerted through control of the curriculum, the accreditation of education institutions and the licensing of teachers.

1.2 The national language is Bahasa Indonesia, which is used as a medium of instruction from primary school to university. In the years immediately following independence, the education system was seen as a vehicle for forging an Indonesian cultural identity. Making primary education available for all became an early priority, and since 1969 various education reforms have been conducted in attempts to achieve:

- Equity of educational opportunity
- Improvement of quality
- Improvement of relevance
- Increased efficiency and effectiveness.

1.3 In the early 1970s these were concerned with quantitative issues such as school buildings improvement, but in the middle of the decade the Government turned to quality and introduced various schemes, usually large and centralised, for its improvement. At primary school level these included a new curriculum (1975), new textbooks for all schools and subject training related to these for all teachers. These training courses were planned on a nationally-devised content and inevitably on the 'cascade' system, with master trainers instructing mobile teacher trainers who in turn instructed teachers. In the teacher training sector the Fifth World Bank Education Project in Indonesia (first teacher education project) started in 1977, operating through the Directorate General for Higher Education (DGHE) to run until 1984. It recognised the centrality of teachers to quality improvement in education, and was aimed at developing 'student active learning' methods in the teachers being trained at Institutes of Teacher Education and Training (IKIPs), which at that time trained secondary school teachers, and Systems of Professional Support (SPPs), which trained primary school teachers.

1.4 Despite these initiatives, by the end of the 1970s GORI remained concerned to improve the quality of education, seeing a need to link what was learned at schools more closely with the direct experience of learners and the life needs of the communities in which the schools served, and to promote learning- and problem-solving skills which initiated independent inquiry and taught children to work together in an environment of co-operative learning. Such an environment was embodied in Indonesian national culture and exemplified in the national principles of Pancasila (defined in the Glossary). On efficiency grounds, there was concern about wastage in schools (as

shown in statistics on repetition), methods of distributing materials, and such difficulties with the curriculum as overloading and the gap between what was intended and what was actually delivered.

1.5 In the late 1970s an in-depth study, commissioned by Indonesia's Office of Educational and Cultural Research and Development, confirmed that the teacher was the most significant influential resource in classrooms. Attempts to alter the behaviour of teachers, moving them away from rote learning, therefore became a major government aim. One such attempt was a pilot project begun in 1979: 'Quality Improvement Through Support for Teachers in Primary Schools.' It aimed to introduce an activity-based, child-centred approach to primary education through the provision of support to teachers already working in classrooms, and became known as the Cianjur Project after its location in West Java. It proved popular with Cianjur teachers, pupils and parents and, following the Government's 1985 decision to make active learning official Government policy, project replication commenced in other regions. In 1988 various components of the Cianjur project and its replication were brought together to become the ALPS Project. A brief project description and its project event timeline follow as Table 1.1 and Figure 1.

TABLE 1.1

THE ALPS PROJECT: BRIEF DESCRIPTION

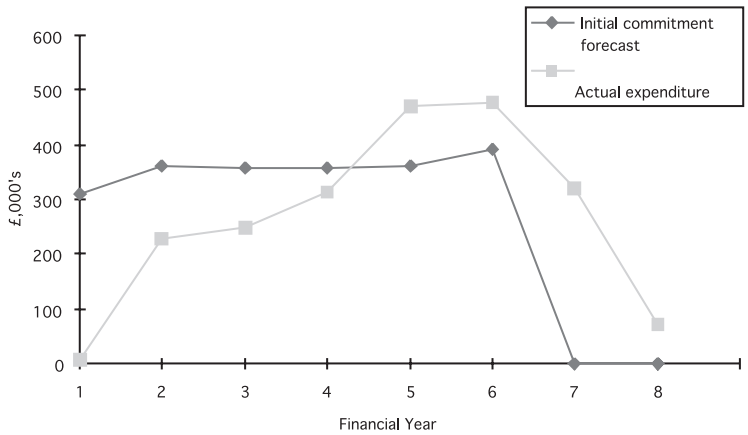
IMMEDIATE OBJECTIVES (INITIAL PURPOSES)	• To develop professional support systems in designated centres and provinces in order to promote active learning in schools. • To create a core of experience and expertise mainly based in the Centres and Balitbang Dikbud[2] to improve and consolidate SPP/CBSA practice and eventually provide a core of trainers from which a national training programme could develop. • To assist Balitbang Dikbud with policy formation as and when requested in identified areas such as teacher education and curriculum development for SPP/CBSA.
START DATE	June 1988.
COMPLETION	June 1995 (see below for details of periods of extension).
RANGE OF ACTIVITIES	• an annual three months intensive course at the University of London Institute of Education for national and local level ALPS managers. • an annual four week Professional Leadership Course in Jakarta for those who would spearhead ALPS in the CBP. • three annual seminar/workshops in each CBP. • an annual materials writing workshop conducted by Balitbang to develop materials to assist in the introduction of ALPS. • the production of videos to support class based activities.

[2] Balitbang Dikbud was the Ministry of Education R & D Unit. One of its four branches, the Curriculum Development Centre (CDC), had direct responsibility for managing the ALPS project and was thus a major stakeholder (See also Annexes E & G).

- three 3 month field consultancies placed in the CBP.
- visits to the UK by senior educational personnel.
- co-ordination visits by a UK Co-ordinator of Training.
- specialist training for leading ALPS Project personnel.

PROJECT COSTS **£2,134,000.**

EXPENDITURE PROFILE



N.B: These relatively modest ALPS Project costs should be kept in mind when comparisons are made with the much bigger World Bank funded sister project, the Primary Education Quality Improvement Project (PEQIP) which in 1992 had a proposed loan value of US$37 million.

Figure 1: Project Event Timeline

1979	• Cianjur pilot project starts. 3 sub-districts worked with a selected number of schools organised in groups. (Spread by 1990 to 1,263 schools.)	
1984	• Revision of 1975 Curriculum, influenced by principles of active learning.	
	• Balitbang evaluation recommends CBSA dissemination throughout country.	**PRE- ALPS PERIOD**
1985	• Government of Indonesia adopts active learning as official policy.	
	• Replication of active learning and support following Cianjur model begins in district of Mataram in Nusa Tenggara Barat. 60 schools, 360 teachers involved.	
1986	• Replication of Cianjur model begins in Binjai, North Sumatra in 20 schools. It spread rapidly to adjoining sub-districts.	

1987
- Replication of Cianjur model begins in Maros, South Sulawesi. (17 schools in one sub-district; rapid spread through S. Sulawesi planned), and Lampung in Bandar Lampung. Active learning introduced to the other 5 districts of Nusa Tenggara Barat (Lombok).

1988
- ALPS project begins and name ALPS first used in reference to existing replications of the Cianjur model.
- ALPS project extended (replication of Cianjur model) to Sidoarjo in East Java.

1990
- ALPS project extended to Banjarmasin in South Kalimantan.
- ODA Mid-Term review recommends extension from 1991 until 1993.

1992
- Appointment of new Director of Primary Education.
- Project Appraisal Mission extends ALPS from 1993 until 1994 (for 15 months).
- Director of Primary Education's opposition to CBSA (ALPS) noted in files
- PEQIP begins.

1993
- CBSA in primary schools stopped through Circular from Director of Primary Education.

1994
- ALPS extended/bridged from July 1994–end March 1995.
- Revision of 1984 curriculum, influenced by principles of active learning.
- Work starts on design for new ALPS project to begin in 1995.
  NB: By 1994, 20,000 teachers in 7 provinces were considered to have been participating in ALPS.

1995
- ODA's South East Asia Development Division Educational Adviser rejects new project design on feasibility grounds (but proposes a more focused project aimed to develop curriculum planning, management and evaluation capacity in Balitbang).
- ALPS ends.

PERIOD OF ALPS PROJECT AND THE SUBJECT OF THIS EVALUATION

2. IDENTIFICATION, DESIGN AND APPRAISAL

2.1 Because ALPS grew directly out of an earlier project, this chapter begins by giving some background information about that project and about active learning, which it was supporting. This is followed by an account of the general principles underlying ALPS and a brief consideration of the appropriateness of active learning in the Indonesian context. It moves to a discussion of project planning and design before ending with comment on the project's arrangements for monitoring and evaluation.

THE CIANJUR PROJECT AND GENESIS OF THE ALPS PROJECT

2.2 The decision to institute the 'Quality Improvement Through Support for Teachers In Primary Schools' or Cianjur pilot project was taken in a context of Government encouragement for the introduction of activity-based, problem-solving teaching/learning approaches. Specifically, it followed a seminar held in 1979 organised by the Office of Educational Cultural Research and Development within the MOEC and financed by the Overseas Development Administration (ODA).

2.3 Three sub-districts in the Cianjur area were selected for the introduction of the new pedagogy. As the full project title suggests, the provision of support for classroom-based teachers, head teachers and supervisors was of central importance. The Cianjur Project was evaluated by an Indonesian team in 1984 which recommended the more general application and use of active learning, which in 1985 became official GORI policy. Instructions were issued for a general dissemination to begin and replications commenced in 1985 with one new location being introduced each year:

1985 Mataram in Nusa Tenggara Barat
1986 Binjai in North Sumatra
1987 Maros in South Sulawesi
1988 Sidoarjo in East Java
1989 Lampung in Bandar Lampung
1990 Banjarmasin in South Kalimantan.

2.4 Each location became known as a CBP. In 1988 the Cianjur project was restructured and the various components formally brought together in a five year ODA-funded project administered by the British Council. Within ODA the project was termed ALPS (Active Learning through Professional Support), but in Indonesia it was known as SPP/CBSA. It envisaged activity in nine CBPs through consolidation of practice in the five existing CBP of Cianjur, Mataram, Binjai, Maros and Sidoarjo, and extension to Lampung, Banjarmasin, Jakarta and West Java. ODA funded activity in seven of these centres.

ACTIVE LEARNING IN RELATION TO ALPS

2.5 Underpinning both ALPS and the Cianjur project before it is the notion of active learning, which is a philosophy rather than a prescription. It is central to this philosophy that children should be encouraged to participate actively in their learning rather than be passive recipients of knowledge. Accordingly, active learning approaches often change the way in which teaching and learning is conducted, including changes in classroom organisation. The approach is child-centred, based on activities designed to help children to work and learn together, often divided into small groups.

Active learning provides an alternative to the didactic pedagogy and rote learning characteristic of traditional Indonesian education. In the design of the ALPS project, it was recognised that such a drastic change in the approach to teaching would require sustained professional support to the teacher, and that sensitive adaptation would be required to address the diverse local circumstances of various regions of Indonesia.

Through active learning in primary schools …

'Children would learn by working together on tasks. They would learn to conduct investigations and experiments to find answers and solutions to problems set for them. And from these opportunities the children would gain in self-confidence and self-reliance.'

Ministry of Education and Culture booklet on ALPS, Jakarta 1988

… It was expected that this way of learning would have lasting benefits for both the children and for Indonesia:

'The abilities the children developed would carry over into adult life. As adults in the twenty-first century they would then be better able to work co-operatively to find solutions and make decisions that would contribute to the development of Indonesia.'

Ministry of Education and Culture booklet on ALPS, Jakarta 1988

2.6 Some educationalists argued that the principles of active learning were already present in Indonesian culture, citing the Dutch 'azas activiteit' or 'active principle' long in existence, the Indonesian 'Tut Wuri Handayani' which translates literally as the teacher giving direction from behind but which also reflected some of the ideas of student active learning, and the tradition of people helping each other which was thought to make working in groups culturally acceptable. Traditionally, however, Indonesian primary school children sat in rows and worked alone, while teachers led sessions from the front or at the blackboard. For most Indonesian primary school teachers, moving towards the use of active learning as described in the boxes above was likely to be a challenge of monumental proportions.

MAIN FEATURES OF ALPS

2.7 From the documentation on file it is evident that a number of general principles were intended to underlie the project. These are listed below.

- participatory planning involving local professionals and taking into account local needs was necessary
- pilots should be suitable for wider implementation, i.e. be neither too sophisticated nor expensive to replicate
- links should be made or strengthened between professional support to teachers and the selection, deployment and training, the curriculum they have to teach and the financial and administrative constraints

- links should be established with other related projects e.g. the P2SD project (World Bank funded In-Service Training for Primary School Teachers) and the P3G (World Bank funded Pre-service Training of Teachers) and the Textbook Project

- continuous evaluation and feedback (including formal evaluation) was needed

- to achieve quality improvements it would be necessary to increase the knowledge of teachers, to improve their pedagogical skills, to make the curriculum more efficient and relevant and to improve access to and quality of materials, to improve administrative practices and to increase the motivation of teachers.

2.8 Three elements of quality were also emphasised:

- Providing learners with sound basic knowledge and skills for further learning

- Developing intellectual abilities for a process of inquiry and problem solving that would develop throughout their lives and learning to work together in groups

- Improving the quality of life, both present and future, and linking school learning with life learning.

The ALPS approach

- To provide the children with activities to assist their learning.
- To encourage co-operative learning in the classroom.
- To assist their learning and provide opportunities for problem-solving based on real observations.
- To use the environment as a resource for learning.
- To work co-operatively with the community in providing for the education of children.
- To provide appropriate training seminars for teachers, head teachers and supervisors.
- To provide for teachers to meet regularly to exchange ideas.
- To provide help and guidance for teachers through the resource of a Teachers' Centre.
- To provide help and guidance for local authorities to plan for change in their primary schools.

Ministry of Education and Culture booklet, Jakarta 1988

2.9 An indication of what ALPS meant for schools is given in a MOEC information leaflet about ALPS which outlines the project's approach, as set out in the box above. It was hoped that ALPS would help teachers to:

- plan and manage time for learning effectively

- understand the concepts behind active learning

- recognise children's differences

- teach though use of groups, pairs, and individual activities

- provide a stimulating learning environment through good class organisation and display
- use the environment as a resource
- apply appropriate techniques (including questioning techniques) based on the use of process skills leading towards a more active and problem centred approach to learning
- receive feedback, encourage learners to do the same and evaluate the results of the process.

2.10 ALPS objectives as stated in project documentation are ambiguous, but it can be inferred from material on file that ALPS sought to consolidate and develop working models in a variety of locations that would differ from each other socially, economically and geographically. It was hoped that eventually the CBPs would provide models of ways in which active learning could be spread more widely. Monitoring progress and modifying the models through periodic evaluation of the project was anticipated. The overall aim was to produce a national plan for modification and improvement of the support system for teachers which would substantially improve the quality of education, be feasible in terms of resources available, and be sufficiently flexible to meet the contrasting needs of Indonesia. Project documentation does not make it clear, however, whether carrying out this national plan was part of the ALPS design. This point is revisited later in this report

The Professional Support Component

2.11 One of the Cianjur Project's strengths had been that it recognised the need for ongoing support and training for teachers if fundamental changes in the teaching/learning process were to be made. Consequently, the schools in each pilot district had been divided up into groups of six to eight, and each group set up a Teachers' Club or Workshop (Kelompok Kerja Guru or KKG). The workshop was organised by a committee of its members, initially led by a local supervisor who was to organise and set up meetings. These would take place in school time and teachers would be released. At the meetings they could exchange ideas and identify and solve problems together. As others involved in the education system would also need support, similar Workshops were organised for Head Teachers and Supervisors. To assist supervisors further, teachers who volunteered for the task became unpaid Subject Advisers. Workshops were supported by Teachers' Centres or PKGs[3] at sub-district level in most project areas. These were training, workshop and learning resource centres. The organisation of these Workshops sought to change the whole approach to supervision so that colleagues operated more on equal terms. This was a new concept in an educational sector traditionally organised in a very hierarchical way. Staff would be co-operating to solve common problems and teachers would supervise in a different mode and one that encouraged active participation.

2.12 It is clear, then, that ALPS evolved out of nine years' pre-project activity, the components of which were brought together to form the ALPS Project approved in June 1988. Its aims and underlying principles were largely those of the Cianjur Project out of which it grew, and much of its design built on what had gone before.

[3] Pusat Kegiatan Guru

APPROPRIATENESS OF ACTIVE LEARNING TO INDONESIA

2.13 The file search conducted in phase one of this evaluation raised questions about the appropriateness of active learning in the Indonesian context. The evaluation team, however, concluded that although it requires sensitive adaptation to local ways of doing things there was little evidence that the concept as such was culturally unacceptable.

2.14 Those ULIE consultants who were interviewed felt strongly that it was as appropriate for Indonesian children as for any others, both politically and culturally: active learning which involved children working together was 'very acceptable' since the notion of working together was part of the Indonesian tradition. Active learning tapped Indonesian creativity and inventiveness, so was likely to remain embedded in the culture. In Indonesia, it was clear that key people in all groups saw its main outcomes, such as children thinking independently in a spirit of enquiry, as desirable. 'We need active learning, in whatever form' was one comment. Even the Director of Primary Education, whose Circular of 1993 had been instrumental in halting the implementation of ALPS in primary schools, had no quarrel with a concept of active learning which encouraged children to think. He believed that Indonesian teachers had the capacity to use active learning provided they were properly trained and used ideas that were adapted to the Indonesian context. The only hint that active learning might be thought culturally incompatible came from Balitbang managers, who felt some of the senior people disliked ALPS because they had not realised that active learning would lead children to be critical. The managers, however, blamed themselves in part for this for not having explained ALPS aims clearly enough.

PROJECT DESIGN

Stakeholder Involvement

2.15 The ALPS Project was designed in a atmosphere of support and enthusiasm for the promotion of active learning. Many local areas wanted to set up Cianjur-type systems of their own and four had been recognised by Balitbang. The Directorate General for Primary and Secondary Education (DGPSE) had given its commitment to the project in principle and the Minister had announced in July 1987 that a new emphasis on curriculum decentralisation had to take account of SPP/CBSA. The ALPS project document was drawn up by the British Council in collaboration with key stakeholders: Balitbang Dikbud, the Directorate of Primary Education and consultants at the University of London Institute of Education (ULIE) were all involved. The extent to which local education offices and associated schools were consulted is not clear, though it could be argued that as the Cianjur pilot and associated activity all contributed to the ALPS design their views must have been taken into account since it was they who provided the impetus for Cianjur and its extension. Annex E lists major stakeholders and gives some indication of their relationship to ALPS.

Initial Diagnostic Review

2.16 A senior ULIE consultant criticised the project planning process for the absence of a formal diagnostic review of project needs at the outset. Because of this omission, and in spite of the participatory approach taken to project planning, realistic targets against which progress could be paced were not set. There is no evidence that audits were carried out to assess the capacity for change

of key project institutions (Balitbang, the DGPSE, the MOEC generally, schools). Project design seems to have been shaped by ongoing activity rather than by an assessment of current and future needs. It is important though to put this into perspective by stating that at the time, this would have been less unusual than it is now, when the 'art' of project design is more developed. It is also important to bear in mind that ALPS originated in an action research project, the character of which was intended to be evolutionary. Nevertheless, the lesson proposed below remains valid.

LESSON: The failure to undertake a thorough and systematic assessment of current and future needs on which to base project planning left important gaps in the project's design.

Design Weaknesses

Over-broad scope of Project Objectives

2.17 A major weakness of project design is that stated objectives (fully listed in Annex F) were so imprecisely worded that they encompassed both broad and narrow aims. For example, initial immediate objectives suggest that the project was about developing models, but neither they nor later amendments spelt this out; the wording of initial objective 2 suggests that the national training programme was something that would follow on from ALPS rather than be part of it but this is not clearly specified. This failure to spell out how far the project was intended to be about development and how far about dissemination led to confusions (dealt with more fully in Chapter 4 below on Impact). A scrutiny of project objectives shows that they were subject to much amendment throughout the project's lifetime, which in itself suggests dissatisfaction. So much refocusing cannot have left participants with a clear sense of direction.

2.18 There is some evidence of differing views of what the ALPS project was trying to do, even among key consultants at ULIE. One of these saw active learning as promoting active thinking in pupils by developing teacher behaviour so that teachers could draw on a range of strategies. To another consultant, the focus had been on classroom practice such as 'children doing investigations rather than sitting in rows receiving information' and 'children working together' 'breaking the mould of bad teaching'. The difference is subtle, the second interpretation putting more stress on classroom organisation than the first, and implying that the inclusion of any form of traditional teaching was undesirable. It is not difficult to see how this shift might have come about but it is an important one and project objectives, as formulated, left room for both interpretations.

2.19 Other interpretations of what the project was about were in agreement that it aimed at supporting teachers. A major project objective was to widen the range of teaching strategies used by teachers. However, for some people, this objective was reduced to promoting a move away from traditional teaching and eventually to encouraging children to ask questions through discussion in small groups. To counter such differing interpretations, project objectives would have needed to spell out the meaning of the active learning to which the project was working and stakeholders' understanding of key concepts would have needed close monitoring.

LESSON: In introducing a new concept and approach, as the ALPS project did in introducing the concept of 'active learning' in Indonesia, it is important to ensure that stakeholders share a common understanding of key concepts and approaches. If it is assumed that everyone understands the same thing by key terms, confusion is likely to creep in. Active monitoring of stakeholders' understanding of key concepts is therefore required.

2.20 An important consequence of the vague wording of the objectives is that they left room both for over-ambitious interpretation and for criticism of their lack of realism. Both the appraisal mission of May 1992 and ODA's Education Adviser based in SEADD raised concerns about ALPS' ambitious objectives, given the pace of implementation to date and the limited funds available. Certainly, as worded, the objectives offered the project no protection from expectations aroused in the House of Representatives, which was pushing for early and rapid dissemination despite the recommendations from Balitbang and ULIE that the project base be kept small.

2.21 The language used in the Project Logframe was too general for ODA's intentions to be clear, although it would have been more realistic had the broader objective been worded 'To help improve....' rather than 'to improve'. If ODA really saw national dissemination of SPP/CBSA as a feature of the project, as is suggested by the 1991 amendment to the initial broader objective/goal 'To improve the quality of education in primary schools in Indonesia', then it has to be said that such an ambitious objective could never have been comprehensively realised through the ALPS project. As senior officials at the DPSE pointed out, Indonesia has 1.2 million primary school teachers, only about half of whom are teacher trained. The costs of upgrading these to achieve wholesale improvement would be far beyond those associated with the project.

2.22 On the other hand, if expectations within ODA at the time were more modest and were for success on the pilot level, then it would be reasonable to expect partial achievement. That only 'partial' achievement could have been expected should be stressed because as was noted many times in the files and by many of those interviewed, it is a long and difficult task to change teacher behaviour under any circumstances. In Indonesia this task was more difficult both because the level of education reached by most primary school teachers is low and because so many teachers are needed in the system. Senior staff at BAPPENAS (the National Development Planning Board) doubted the viability of replicating even a successful pilot like Cianjur because of the size of investment and teacher commitment that would be needed. There were no funds to cover training or to provide concrete inducements for teachers, a fact which raises an immediate question of sustainability for the long term.

Insufficient Attention to Funding Practicalities

2.23 A different design weakness, pointed out by the former project manager at the British Council was that although ODA had agreed to fund particular local costs, the original project design paid insufficient attention to ways of ensuring that counterpart funding would be obtained. Balitbang was unable to meet all the costs of carrying out its key role and there was no secure provision for assistance.

Inadequately Supported Management Structure

2.24 It proved to be a major weakness in project design that the structures through which the project would be managed were inadequately supported and management roles were imprecisely defined. Project management appeared to gain a higher profile and to be subject to more scrutiny as time went on. The project suffered, however, from having no full-time management staff on the ground. In the early years especially, the British Council was unable to take on detailed day to day project management, needing to concentrate on administrative tasks to a degree which severely limited its knowledge of the project's professional aspects. One result, as the former project manager

acknowledged in interview, was that too much had been left to ULIE:- Council staff had been unable to help with briefing consultants, for example, because they had no detailed knowledge of project activities. As early as spring 1989 an ODA Senior Education Adviser (SEA) noted that the local management of the project needed to be strengthened and considered the appointment of an ODA-funded project adviser, Indonesian and based within Balitbang Dikbud, to advise on the project's implementation. This post materialised in 1992/93 paid from project funds. An attempt to strengthen local project management was therefore made but in practice the difficulties remained. The idea of a UK Technical Co-operation Officer (TCO) based in the field was rejected on the grounds that a foreigner would face difficulty in the handover from the Curriculum Development Centre (CDC) to DGPSE, although in practice such a handover did not take place.

2.25 The absence of a formal management structure was perceived by a long term adviser based in Balitbang to be 'perhaps the most serious obstacle to achieving objectives'. The project was driven by activity rather than by objectives. In the absence of a solid institutional framework the various activities failed to crystallise/ consolidate which weakened the ultimate impact of ALPS on primary education in Indonesia.

LESSON: The absence of a full-time recognised management structure with nominated individuals to get things done and follow them up was a major project weakness which led ALPS into later difficulties.

Inappropriate Location of ALPS

2.26 The task of project management was always likely to be challenging in view of the highly complex arrangements for delivery of Indonesia's primary education system, which involved the dual administration of primary education by the MOEC and Ministry of Home Affairs (see Annex G). From the point of view of project design, the divided nature of these arrangements gives rise to questions of whether ALPS had been located appropriately within the MOEC. The former project manager concluded that it had not, and that this had led to problems because:

- Balitbang and consequently the project had had no formal independent authority to carry out work in the regions and needed the agreement of local Ministry staff

- the project was dependent on relatively junior individuals in the research and development section of the Ministry, with no committed support from the part of the Ministry responsible for implementing changes: key personalities within the Ministry were not convinced of the benefits of active learning and were not 'brought on board.'

2.27 To those associated with its design in 1987and 1988, the ALPS Project would have seemed very like a continuation of the much-acclaimed and strongly supported work. Given this it is perhaps natural that the project should have remained in the old location. In the view of the evaluation team, however, this was a major mistake. Effectively, the decision to replicate the Cianjur model in nine centres shifted the focus of activity from development to wider implementation. Had activity been re-located (at the point where the formal ALPS Project began) from Balitbang to the DGPSE, which is that part of the Ministry responsible for implementing change, it seems likely that the project's lines of communication would have been more direct and the management task easier. ALPS was not relocated, however, which suggests it was seen as a pilot project working within a field of activity more limited than that which proved to be the case.

Provision for Monitoring and Evaluation

2.28 The requirement that the project should set up formative systematic monitoring and evaluation procedures was not fully described in project documentation until 1991-94. As a result, monitoring and evaluation were given low priority and other activities gained prominence. The British Council's former project manager had the impression that the ODA had not been much concerned with it; evaluation had been written in as an add-on rather than as a 'central plank'.

LESSON: Requirements and procedures for systematic monitoring and evaluation must be clearly defined in the project design if they are to receive due attention in the course of implementation.

2.29 ODA file records show that ODA recognised from the outset that funds available to MOEC were inadequate either to meet day to day monitoring costs or to establish appropriate secretariat able, amongst other things, to monitor and evaluate ALPs progress. Interviews conducted for this evaluation confirmed the inadequacy of resources made available by GORI for this purpose.

LESSON: Without a realistic estimate of the funds from the principal stakeholders needed to work towards stated objectives, and the provision of those funds projects cannot be expected to achieve all objectives and deliver all outputs.

2.30 The inadequacy of the ALPS project framework (PF or Logframe) was much in evidence throughout the project's evaluation. The system was introduced in 1986 and ODA made considerable strides in project management thereafter. In particular, in the mid-1990s, following a system of training in project cycle management know as 'Team Up' the Logframe became a more effective and widely utilised management tool. For example, reporting is now linked directly to the logframe. This serves to focus minds in the drawing up of project objectives and in identifying the activities which will lead to measured outputs. Similarly, since 1996 consultants have participated in project cycle management training courses offered by ODA and now by DFID. Thus, during the early years of the ALPS Project, the logframe and project cycle management associated with its use was very much in its infancy. Criticism of the inadequacies associated with it during this evaluation must be seen in this context.

SUMMARY

2.31 The ALPS project evolved from the nine-year Cianjur Project which promoted active learning through the support of practising teachers. Key stakeholders were involved in designing this successor project but the absence of a formal diagnostic review of project needs led to a number of design weaknesses. These included over-broad objectives, insufficient attention to specific funding requirements and inadequate arrangements for project management in-country. The project was located within Balitbang but in view of its expansion into 9 CBPs and hopes that the project could be made sustainable it is likely to have been more effective if had it been based within MOEC's DGPSE. Arrangements for monitoring and evaluation were given inadequate attention.

3. IMPLEMENTATION

3.1 This chapter is concerned with the way that project intentions worked in practice. It begins with a consideration of the extent to which major project outputs (to do with support systems, the core of national trainers, and teachers' use of active learning principles) and the later outputs (1991 onwards) were achieved. It then moves to consider project management, particularly the effectiveness of communication within the project and the attempts made to strengthen links with related areas of Government. It ends with comment on monitoring and evaluation activities.

ACHIEVEMENT OF PROJECT OUTPUTS

3.2 Initial project outputs (see Annex F) were partly achieved. This was the view of the former British Council project manager, expressed in the ALPS Project Completion Report (PCR), and one with which, in the light of the evidence presented in this chapter, the evaluation team concurs. An examination of some of the more central outputs is made below.

Support Systems

3.3 The ALPS Project was successful in putting support systems in place that included UK visits and various kinds of in-country training, including teachers', head teachers' and supervisors' workshops. Overall, the support systems were useful, with in-country training especially generating enthusiasm. The value of UK visits was limited, however, by language difficulties which interfered with participants' understanding of lectures. The evaluation team noted that those who had received the benefit of UK visits tended to work at supervisory level or above, and that women were under-represented in this group.

LESSON: Unless a project provides training which is easily understood and is accessible to all those for whom it is planned, the benefits of participation are likely to be limited, the mix of participants uneven, and opportunities lost.

3.4 The verdict of the PCR was that overall, in-country training generated enthusiasm and was beneficial. This view was strongly upheld by those the team consulted in Indonesia, both in the Ministry and in the four project sites of Cianjur, Sidoarjo, Mataram and Maros. The training provided by Balitbang staff, often in conjunction with UK consultants, was highly regarded, partly because it was conducted in an active 'hands-on' way, and because participants included both teachers and head teachers. Both approaches constituted major changes from previous training. Efforts had been made to move training outward from the Jakarta centre to enable more participants to attend. Professional Leadership Courses were described as very beneficial and much needed, in view of the lack of classroom leadership in primary schools. The input of UK consultants was judged valuable overall, particularly if they were teachers and could draw on their own experience.

3.5 The criticism was made, however, that some UK field consultants were less successful in replication areas and at one site there were comments that some showed little understanding of Indonesia, giving culturally unsuitable examples or arriving with the impression that it was a primitive country. The long-term Balitbang adviser wrote of 'excellent consultants' but also commented that some had been inappropriately selected and not as carefully prepared as they might have been.

3.6 The suggestion of inadequate preparation was denied by a senior ULIE consultant, who stressed that considerable care was taken to ensure that contributors were drawn from practising teachers, head teachers, subject advisers and local inspectors in the London area to ensure that what was presented to Indonesian participants was firmly grounded in daily practice. Those contributors were invited to participate in the course in Indonesia if they were thought suitable and were only invited back if the Indonesians judged them to have made a useful contribution. Those who had been successful on the in-country courses were considered for a field consultancy and were only recommended for assignment after full discussion with Balitbang and the British Council. Attempts were made to ensure that all consultants were fully aware of the Indonesian context, the curriculum in current use, conditions in the schools and the resource base available.

3.7 It is likely to be a difficult task to prepare western consultants with no previous experience of Indonesia for the great differences between its culture and their own, and the project's success in finding many good consultants should be acknowledged. It remains true, however, that the team's discussions with Indonesian personnel during the field mission left members with the impression that much of the consultants' time as well as that of their Indonesian hosts was used to clarify basics about Indonesia, and the more often new consultants were used, the more often this happened.

LESSON: UK consultants lacking knowledge of and sensitivity to the cultural context in which they work are unlikely to be able to put their professional knowledge to best use, and their input may even be counterproductive where offence is given.

3.8 Most of those interviewed in Indonesia by the team agreed that the length of training (usually about two weeks) was too short, and that there was too little follow-up. The former project manager thought that project inputs were too widely dispersed (over the seven CBPs) which meant that Balitbang had problems in deploying scarce resources.

3.9 Course participants were not always considered appropriate. This criticism, recorded in the PCR and stressed in interview by Balitbang trainers, can be traced to three main causes. The first was that districts sent people whose backgrounds failed to match Balitbang criteria. The second was that they tended to send new people each time, leaving Balitbang unable to strengthen individuals' skills. The third, identified by a ULIE consultant, was that more people would turn up for training than expected - for example, he recalled 200 participants at one session when 150 were anticipated.

3.10 The fact that the ALPS Project generally and Balitbang specifically were unable to control the number and identity of training course participants is a flaw in implementation for which, it appears, project management was unable to find a remedy. Attempts were made: a ULIE consultant told the evaluation team that 'the BP3K people' tried hard to retain the project's focus and resist its rapid expansion but the pressure to push forward was too great. The Project management had plenty of warning about this pressure. Even before project commencement a senior ULIE consultant wrote that after members of the National Assembly made a visit to Cianjur there had been 'a continual struggle by Balitbang to contain the political demands for rapid expansion in the light of the financial and human resources available to achieve it'. It is a failure in project management that early action on these warnings was not taken. It would have been helpful had the project diverted resources from UK training towards strengthening its capacity to deal with requests for more in-country training.

Core of Leadership/Training Personnel

3.11 In view of the favourable reception given to Balitbang training, there seems little doubt that the Balitbang core of Project-created trainers was generally of high quality. The former project manager, however, considered this output to have been achieved only in part because although the core of trainers was in existence, there was no clear mechanism for tapping it and coordinating its efforts. This difficulty relates both to the project's isolation within Balitbang and the uncertain locus of project management.

Active Learning Principles Reflected in Classrooms

3.12 This was a demanding output; with its achievement the success of ALPS would have been assured. In practice, achievement was limited: the former project manager notes in the PCR that classroom practices in most primary schools remained unchanged, and it was the evaluation team's experience that in the CBPs visited, active learning was reflected in only some teachers' classrooms. In the team's view this partial achievement is due partly to the enormity of the task of bringing about changes in teacher and child behaviour, and partly to the over-rapid expansion noted above. The Mid-Term Review of 1990 had cautioned that widespread and too rapid adoption risked dilution and ritualisation of the essential features of active learning. The project is likely to have been more successful in strengthening teachers' abilities to use active learning if it had been successful in resisting expansion.

Achievement of Amended Outputs

3.13 Later outputs (from 1991 onward) were more specific than initial outputs but, again, were only partially realised. The ambiguous position of the project in the organisational structure of the Ministry of Education, already discussed, is noted in the PCR as a major constraint on its achievement. Achievement of outputs to do with 'beacon centres' was limited. Although there was some concentration on a limited number of development sites as beacon centres as advised by the Mid-Term Review, the Indonesians did not wish to reduce the number of replication areas. Between 1994 and 1995 outputs were very specific (see Annex F, 2.8-2.21). Their achievement, however, would not necessarily have led to improved quality. The fact that a number of videos were completed and distributed to all replication areas, for example, would only be of value if the quality of the videos was known to be high. The evaluation team can offer no evidence of the quality of materials produced under the project.

PROJECT MANAGEMENT

3.14 Reference has already been made to several design weaknesses that cannot have eased the task of project implementation. The number and range of project stakeholders and the complexity of their connections with the project and with each other must also have increased the operational difficulties. The ways in which these parties communicated is therefore worth further investigation.

Communication Among Project Stakeholders

3.15 In the previous chapter, the lack of a recognised management structure and the project's location within Balitbang were assessed as major design weaknesses, and it was during the course of

implementation that their consequences were felt. One was that the locus of management was unclear even to major project players like CDC. No-one had clear responsibility for getting things done or, presumably, a clear sense of whom to approach. A number of difficulties with respect to communication within the project suggest that the various project implementors worked largely in isolation.

Communication Between ODA and British Council

3.16 Until 1992 the ODA remained too distant from the project to understand fully what was happening on the ground in Indonesia. Formal annual monitoring visits from education advisers seem not to have helped. Inconsistent messages about what the ODA wanted in relation to the project sometimes reached the British Council, whose files record irritation with this. On the part of the Council, which was supposed to report project progress every six months, reports were often late and quality varied.

3.17 One important result of this distance between ODA and the British Council was that it was not until 1992, when ODA staff undertook initial appraisal of a possible follow-up project, that the value of ALPS activity was questioned seriously. Proposals for future activity prepared largely by the British Council were rejected by ODA. Not surprisingly, in light of the acclaim given ALPS up to that point, this upset relations between ODA and the British Council staff and surprised CDC. In the view of the evaluation team these difficulties would have been less and might have been altogether avoided if contact between ODA and the ALPS project management had been closer and more meaningful in earlier years.

Communication Between the ALPS Project and the MOEC

3.18 Communication between the project and other bodies within the MOEC was even more problematic and, in the view of both the British Council and the CDC managers, this stemmed from a lack of coordination within the Ministry generally. A DFID Senior Education Adviser also suggested that rivalry between Balitbank and the DPSE played its part. There is certainly little evidence of coordination between them and in the light of the DPSE's central interest in project outcomes this seems remarkable. It seems to have led to a number of problems. One such, as CDC managers explained to the evaluation team, was that untrained people were allowed (by others in the MOEC outwith Balitbang) to attempt to apply the ALPS approach without understanding what it was about; Balitbang was not consulted over the spread of active learning methods and had no control over it.

3.19 There are understandable reasons for the communication problems. One very real constraint faced by ODA Education Advisers was the volume of workload. Up to 1991 there was only one educational adviser for the whole of Asia, the Pacific and Caribbean - some 53 countries. The ALPS project was one of many that had to be monitored. Thus, with a single and London-based Education Adviser, ODA did not have the capacity to handle a project like ALPS in the absence of a full time project officer based in the field. With regard to the British Council, as time went on it became clear to the BC manager from discussions with the ODA desk that the administrative role first taken by the Council was expected to be minimal while other management roles grew in prominence. It also became clear to him that the amount of management time agreed at the beginning of the project was a gross underestimate of what was needed. The British Council Project Manager was very well

informed and in possession of the necessary skills and experience required of a competent professional to undertake what was a complex assignment. His commitment to the project and high standard of work is clear. But under-resourcing exacerbated the poor communication channels between ODA and the BC which appear to have contributed to the project's shortcomings.

LESSON: DFID needs to have sufficient advisory, administrative and management resources to fulfil its commitments and objectives - particularly as it increases its role in development. ALPS illustrates the dangers of pursuing project objectives without the managerial and institutional resources to carry them through.

3.19 Another result of the lack of communication between the project and the MOEC was its failure to convince the new director of Primary Education (appointed in 1992) of its value. Explaining some of the reasons for his dissatisfaction with, and ultimate opposition to, active learning methods, this former director stressed he was not opposed to the principles of active learning but had seen teachers adopting the outward forms without understanding the essential purpose. He claimed to have tried unsuccessfully to engage project managers in discussion of alternative means of achieving active thinking, and felt that in general the project was not open to ideas from outside. Copies of project reports had not reached him.

3.20 It seems that an opportunity to get his support was lost. CDC staff acknowledged that this Director's views of ALPS might have been different had they managed to involve him in the project and to ensure he received accurate information. They felt that the current Director of Primary Education regarded active learning with favour, but while such support will doubtless be helpful to PEQIP it comes too late to benefit ALPS. Perhaps informal communication channels sufficed while the Director of Primary Education remained supportive of ALPS and until 1992 when many of the 'ALPS old guard' moved to new posts. The apparent absence, however, of a clear communication system between Balitbang and other key stakeholders within the MOEC must be seen as a major weakness in the project.

LESSON: Without an established structure and system for communication between key stakeholders that will withstand changes in personnel and inter-group rivalries, projects may lose their institutional support base and are in any case unlikely to fulfil their potential.

Project Links with Related Government Areas

3.21 As has been stated, it was intended that the Project should make links between teacher selection, deployment and training systems and identify relevant financial and administrative constraints. Although such links were never usefully made there were attempts: managers at CDC told the team that they had often tried but without lasting success to involve the teacher-training institutes or IKIPs. These were thought to be uninterested in ALPS because they were content-oriented and more concerned with secondary schools. A DGHE claim, however, was that CDC spurned pre-service teacher training involvement when it was offered. The evaluation team was also told of attempts to establish co-operative programmes with the Book and Examination Centres which came to nothing, despite their physical proximity to CDC.

3.22 According to the former project manager, the Ministry of Home Affairs (MOHA), which funded and deployed all teachers including those working in schools assisted by the ALPS project, had no significant role in ALPS. Yet, as a senior ODA education adviser pointed out as early as

Spring 1989, MOHA's interest in the project was of considerable importance as it was in the power of this Ministry to fund teachers for training and thus make ALPS more sustainable. There were, some attempts to set up coordinating groups and some people from DINAS (Regional Administration Education Services Offices) attended training sessions. On reflection, however, CDC senior staff considered the failure to involve people at all levels of seniority a weakness.

3.23 In view of the complexity of institutional/administrative arrangements for the delivery of Indonesia's primary education system, and the rivalry that was acknowledged to exist between different Ministry bodies, the fact that ALPS did not manage to make or strengthen links between these bodies is understandable and it is to CDC's credit that attempts were made. But it was probably over-optimistic in the first place to expect such links to be made successfully, however desirable these might have been.

LESSON: Unless institutional linkages and power relations are carefully assessed and appropriate and practical institutional arrangements clearly defined and negotiated in designing a project, it may later prove impossible to build effective coordination between key institutional stakeholders in the course of project implementation.

MONITORING AND EVALUATION

3.24 The ALPS Project Document of 1988 stated that ODA support to the process of SPP/CBSA would be through training both in-country and UK, consultation, and assistance in monitoring and evaluation. Formative elements of such monitoring and evaluation would contribute to the project's development of local support systems and would be furthered by annual monitoring visits and, after two years, a mid-term review. After four years there would be a summative evaluation.

3.25 Pre-project evaluation activity sounded promising, with claims that 'a low cost, well organised and continuous local system of monitoring' had been developed. A major evaluation conducted through Balitbang in 1984 had recommended dissemination throughout the country. After 1988, however, reports from ODA visits were increasingly critical and no further reference is made to the low cost local system mentioned above. The 1989 annual monitoring visit considered project monitoring to be 'a piecemeal affair with the main input coming from the annual visit of a consultant to the project'.

3.26 According to a senior manager at ULIE, attempts had been made to establish research in the project, with substantial plans being drafted and submitted to the British Council, though these had not been acted upon. Interviewed for this evaluation, the former British Council manager in Indonesia told the team that although some of the necessary data for on-going monitoring had been generated, it had not fed through into the management system and that other information was not collected because it had not been clear who should be collecting it. The autumn 1990 mid-term review stressed the absence of effective monitoring and evaluation and strongly recommended that 'a co-ordinated programme for monitoring, assessment, evaluation and research' be put in place to inform decision making in the structuring and conduct of ALPS. The British Council took up this theme in its progress report for April 1991–March 1992, confirming that the project lacked formative assessment. For 1992 especially, file references to the absence of systematic evaluation are common. By then, the absence of convincing evidence of ALPS success mattered in a very immediate sense as 'key players' in the MOEC were challenging the project's value.

3.27 As has been noted (at paragraph 2.28), evaluation was not stressed in early project documentation and funds to support it were short; these are likely reasons why the project did not set up a systematic monitoring and evaluation system. It is also possible that evaluation was seen as a judgmental activity which was likely to be critical, rather than as a formative tool to further implementation. CDC staff, who within the MOEC's research and development unit might have been expected to take charge of project evaluation, were seen as too heavily involved in drafting the new syllabus to take it on. They acknowledged that no systematic evaluation had been built in and that there were no records of project activity. In commenting on Balitbang's monitoring and evaluation activities, the PCR states that there had been some improvement in Balitbang staff's ability to monitor the project and conduct field consultancies, but points to recurrent funding problems as an inhibiting factor. Systematic monitoring and evaluation is essential for assessment of the effectiveness of innovative models and approaches of the kind piloted by the ALPS project. Ultimately the evaluation team has little doubt that the absence of systematic evaluation was a major project weakness (see also paragraphs 4.17 and 18 below).

SUMMARY

3.28 Project outputs were only partly achieved. Implementation and support systems were put in place but project inputs were too thinly spread. A core of national trainers capable of spreading active learning principles was created but its value was limited because there was no clear mechanism for using it. Balitbang had insufficient resources to meet demands for training, and the extent to which active learning principles were accurately reflected in classroom practice was also limited. The locus of project management was not clear, and management roles were ill-defined. Communications between ODA and the British Council and between ALPS and the MOEC were unsatisfactory, because available resources were overstretched and MOEC coordination generally was weak. The Project did not manage to strengthen links with related Government departments or to set up systematic monitoring and evaluation. Many of these difficulties can be traced to weaknesses in project design.

4. IMPACT AND SUSTAINABILITY

4.1 The chapter begins by setting out the nature of available evidence for the project's impact. This impact is then examined at school, local authority and national levels, followed by a discussion of the ALPS project's success, first in its aim of developing models, and then as one aiming to disseminate active learning. It then moves on to examine the extent to which the project has left a legacy in Indonesia, in particular, its influence on the World Bank PEQIP project. Comment on the project's cost-effectiveness follows and the chapter ends with a discussion of the cross-cutting issues of poverty, gender and environment.

THE NATURE OF EVIDENCE FOR IMPACT

4.2 Design and implementation weaknesses already alluded to in some detail make it difficult to assess the project's impact fairly. Project objectives failed to spell out expectations in terms of spread and, because initially they were generally worded, there was confusion over whether the project was about developing pilot centres in which teachers were supported in the use of learning, or about disseminating active learning to districts and schools beyond those Centres. From scanning project documentation, the team deduced that, as in the Cianjur model, a CBP comprised a small but otherwise unspecified number of sub-districts within a province and a small but otherwise unspecified selection of schools. Nowhere, however, is it clearly stated that this was in fact the case, and the many references to the spread of ALPS to new districts and even throughout provinces leave this understanding in doubt. There are no usable project data derived from systematic formative monitoring and evaluation. The evidence of impact presented is, therefore, necessarily qualitative.

SCHOOL LEVEL IMPACT

4.3 Views expressed both at the MOEC and by many of those interviewed in the UK suggested that in many schools active learning principles were implemented in a limited way that missed the point of changing teachers' behaviour. As one of the Indonesian senior Ministry personnel expressed it, 'The targets got separated from the means of achieving them'. A major difficulty seems to have been that pupil grouping and ALPS were over-closely associated. Senior staff in DGPSE told us that active learning and pupil grouping had become synonymous, and even ALPS' strongest supporters in Balitbang told the evaluation team that teachers were supposed to vary classroom organisation but nearly always replaced whole classes by large groups.

4.4 A senior staff member at a district education office not involved in ALPS explained that there had also been a belief that students, not teachers, had to be active in CBSA, and the emphasis on classroom organisation was such that teachers cut tables in half. She thought that PEQIP, with which her district was involved, differed from CBSA in stressing the teacher's part in creating classroom structures for optimising conditions for learning. She thought there would be no misunderstandings about PEQIP aims because the district was lucky not to have been a CBSA centre! This view illustrates the extent to which misunderstanding about CBSA had spread.

4.5 The view expressed by the Head of Research at Balitbang was that the desire of provincial education offices to copy what they saw at project sites like Cianjur and share in the high regard in which they were held led to teachers being told to 'do CBSA', and that, without support from the ALPS Project, teachers adopted the superficial things like chair arrangements but missed the

essential conceptual messages. Even if teachers knew they did not understand active learning, they would have felt obliged to give an appearance of practising it, if their superiors had told them they must.

4.6 The main claim for ALPS made by school staff interviewed for this evaluation was that it led children to be more actively involved in their learning and that this, which gave them understanding and motivation, was welcome to both teachers and parents. At the same time, teachers expressed the view that CBSA principles were not always suited to a particular topic in class, nor to all subjects. Science and mathematics were thought to lend themselves most readily, and indeed lessons in these subjects featured heavily in the classrooms the team visited.

4.7 Detailed information from the team's visits to classrooms can be found in Annex H but, as might be expected, these visits revealed that some but by no means all teachers were attempting active learning. The dedication and enthusiasm of head teachers and of those teachers who were trying it was clear, and it was also clear that some were achieving success. Others, however, were not. Among the difficulties associated with lack of success were

- limited understanding of and confidence with active learning
- inability to see when methods were suitable and when not
- the low level of educational background achieved by most teachers
- head teachers and supervisors needing a deeper understanding of active learning, in order to support teachers
- large classes - in one school the average was over 50
- shortage of basic resources to support active learning

4.8 The introduction through the ALPS Project of Teachers' Workshops went a long way to help teachers combat some of these difficulties. Ministry representatives and project personnel in the four CBPs visited unanimously agreed that the workshops provided a valuable forum through which teachers could meet to exchange ideas freely, and that teachers were still keen to attend them. Workshops do not, however, reduce class sizes and although they helped to give teachers ideas for using the local environment instead of more costly resources, this approach did not always serve.

4.9 It is to the CBP schools' and the ALPS Project's credit that after the project's official end, in spite of the difficulties, some teachers were still practising active learning principles in an appropriate way and others were trying. Even in areas which were not recognised CBPs, where district education office support was strong (as for example, schools throughout the province of Nusa Tenggara Barat) schools were said to be practising the principals underpinning ALP's. It should be borne in mind, however, that the team visited a selection of the best ALPS schools, and without evidence from others it is impossible to judge how far ALPS was successful in fostering active learning through teacher support in schools more generally. Reference has been made elsewhere to the dilution of the important messages of active learning in schools to which ALPS was spreading, and the team doubts that the majority of teachers in schools beyond the reach of CBP fostered through ALPS were practising active learning to the standard of those in the Centres.

IMPACT AT LOCAL AUTHORITY LEVEL

Extent of Local Authority Support

4.10 While enthusiasm for ALPS led to difficulties in containing the project's spread and to misunderstandings about active learning, that same enthusiasm yielded considerable benefits in those CBPs where Indonesian local education authorities were strongly supportive. Certainly Kekandeps (Heads of MOEC District Offices) in the project areas visited were of this kind and, to the team's knowledge, three had put effort into providing training at local level. In such training, subject advisers, who were often practising teachers who had themselves benefited from Balitbang training, were instrumental and regarded as a great help. A senior manager at ULIE calculated that in terms of workshop costs alone the contribution these authorities made to ALPS exceeded British costs, and he further stressed that their professional commitment and that of their teachers who attended workshops and meetings represented a massive investment, physical, human and financial. It says much for the ALPS Project that it had the capacity to generate such enthusiasm, and much for the authorities and teachers that they were willing to contribute to such an extent.

LESSON: In building overseas visits into its training programme, it is important for a project to be sure that benefits will be in proportion to costs. More cost-effective alternatives may be available.

Impact on Local Authority Personnel Through Training

4.11 To what degree local authorities' support stemmed from the impact of their own staff's training under ALPS is uncertain. A strong theme in participants' comments on the experience of trips to the UK was that classroom visits had been the most useful element, mainly because seeing active learning in practice illustrated what might be done. This exposure would, however, have tended to emphasise the superficial elements of active learning rather than its underlying philosophy. On the whole, training in the UK seems to have been less useful than in-country training in terms both of the return on the investment and of opportunity lost. It would have been helpful if this had been realised at an early point and project funds re-targeted so as to provide more of the latter and less of the former. Third country training in the region would have been another possibility. Although visits to the UK can be used as 'sweeteners' to keep on board influential players, in practice the sustainable benefits gained might have been greater had the balance been weighted in favour of more in-country training. In particular, this might have improved access to more female participation. For cultural reasons, many women would not have been permitted to attend long overseas training courses.
LESSON: In building overseas visits into its training programme, it is important for a project to be sure that benefits will be in proportion to costs. More cost-effective alternatives may be available.

IMPACT AT NATIONAL LEVEL

Core of Trainers

4.12 As has already been stated, ALPS achieved, at least in part, the output of a national core of trainers, in Balitbang and in the CBPs, capable of training others in the principles and practice of active learning. There is some evidence that local trainers in this core were less successful than Balitbang trainers: in one CBP senior staff felt that teaching in the schools where staff were Balitbang-trained was markedly better than where training had been local.

4.13 Certainly Curriculum Development Centre (CDC) managers saw it as one of the Project's chief benefits that their staff were now experts on teaching and learning, and foresaw their involvement in in-service training for PEQIP. Some concerns, however, were about their staff's expertise. Thus a representative from the DGHE thought that, even within Balitbang, people failed to understand how to transfer active learning principles between subjects because CBSA had been over-influenced by process skills, as practised by the Cianjur project in science. Another reservation was expressed by CDC managers who felt that some in the training group had been over-concerned with the 'how' of things to the detriment of the 'why'.

4.14 It is easy to see how, if any in this central group underestimated the importance of the crucial 'why', that 'why' could get lost altogether further away from the centre. There is no doubt that the CDC trainers interviewed were committed to and enthusiastic for active learning, however, and their view was that the 'watering down' of CBSA principles had its root in the replication of CBSA by teachers they had not trained . As already stated, CDC training was highly regarded by its Indonesian recipients. It seems likely, however, that CDC would have welcomed help to strengthen its ability to transfer active learning skills to others. Writing of support systems generally, the PCR makes the comment that ODA-backed inputs were too thinly spread geographically and that this weakened the impact they might have had on teaching and learning in the classroom.

LESSON: Unless inputs are concentrated at the points where they are most needed their effects are likely to be weakened.

IMPACT AS PILOT OR DISSEMINATION PROJECT?

4.15 The PCR stated that there was confusion over whether the project was about dissemination of CBSA or about developing and refining a model for replication. This uncertainty raises a number of issues which deserve further investigation. The confusion seems to derive both from the lack of clarity at the design stage already mentioned, and from the project's attempts to respond positively to pressure to disseminate active learning.

4.16 Certainly two of the senior ULIE consultants interviewed for this evaluation saw the project as being about piloting, and immediate project objectives stressed the development of support systems and the creation of a core of experts mainly based in the Centres and Balitbang. In practice, however, even when the project was being set up, the political difficulties of keeping its base small were already evident. The mid-term review of September 1990, which saw the project as being about developing models, warned that replication was taking place before those models had been given a chance to fine-tune. In 1990 it was clear to an ODA Chief Education Adviser that national dissemination was planned, if not already under way: he reported that the scheme then covered all the 1,263 schools in Cianjur and that the intention was to move the project to a national level, transferring control of it from Balitbang to the Ministry of Education. The transfer did not take place, but the call for national dissemination nevertheless continued: a submission to extend ALPS to June 1994 refers to the involvement at that time of 20,000 teachers in the seven provinces which were operating ALPS. When dissemination is planned before models are fully developed and tested, those who have been developing the models must wonder where priorities lie, and it is not surprising that confusion arose regarding ALPS' primary purpose.

4.17 Whether ALPS should be judged as a pilot project or a dissemination project is not, therefore, clear. In the view of the evaluation team a project aimed at developing models for eventual replication would be set up for controlled experiment. The models would vary their designs and would cover a variety of conditions, so that those which proved best suited for replication on a wider basis could be chosen. Locations would be deliberately targeted or selected so that, as far as possible, the conditions they covered would take account of all the situations in which the end-users would be working. Monitoring and evaluation would be rigorous so that data on progress would be available and so that conclusions about the most effective of the models in replication terms would be based on firm evidence. Sustainability would be a major theme in all activity.

4.18 In some respects, the ALPS project met these conditions. As an ODA Senior Education Adviser wrote in 1989, the selected districts (including two whose recognised involvement did not materialise) would provide data on the suitability of the approach in a variety of locations which differed from each other socially, economically and geographically. Different CBPs did in fact develop different ways of providing support to teachers. The team found no records, however, of which districts represented which type of area, and the absence of systematic information on the effects of the variety of models in operation makes it difficult to know what can be learned from them. In the view of the evaluation team this considerably weakens ALP's effectiveness as a project piloting models suitable for national spread, especially as the CBPs involved were chosen on the basis of their existing enthusiasm for active learning. The introduction of active learning methods, while never easy, is likely to be less difficult in schools where parents are able to contribute generously to school funds, where teachers of experience have ready access to training and where local education offices are supportive. The situation may well be different in schools struggling to provide even basic resources, where staff are inexperienced, where local authorities are sceptical and where access to training is difficult. It is not clear that ALPS developed models in which active learning could be supported in such situations.

LESSON: Without specifying the conditions in which replication is intended, projects developing models for wider use may lose their way. Rigorous record-keeping and monitoring of progress are essential.

4.19 Judged on the effectiveness of its dissemination of active learning, in many ways the ALPS project was a victim of its own popularity. On one hand, such was the pressure to replicate the Cianjur experience at national level that the project must be recognised to have offered something that educationalists in Indonesia at all levels considered desirable. Although in 1989 one ODA education adviser had judged Teachers' Workshops to be 'a very shaky foundation on which to build sustainability', they were said to be still thriving; parents and teachers wanted active learning. Demand for Balitbang training had been so high that as one of the ULIE senior consultants remembered, the people running courses were 'besieged' by local people to bring more and more districts and schools into the project. Popularity and success are not, however, synonymous. The project lacked both the power to resist this demand and the resources to meet it. As already stated, there is evidence to suggest that local districts and schools sometimes bypassed training in the rush to embrace active learning. This led to active learning methods being parodied in classrooms, as one of the ODA's Social Development Advisers noted in 1992.

LESSON: Failure to clarify and safeguard a project's nature in the early stages, as was the case here, is likely to leave that project uncertain of its main purpose and vulnerable to re-direction.

4.20 Ultimately therefore it is difficult to tell whether criticisms of active learning have their origin in the ways the ALPS project was implemented in the CBPs or in a 'rogue ALPS' reaching out beyond those Centres, where teachers were trained inadequately, if at all. That the Project lost control of training opportunities in this way is likely, in part, to be because activities were not paced through being tied to realistic targets. It may also have been, however, a consequence of the project's failure to pay attention to 'the realities of counterpart funding' as the PCR put it. Had support from other donors been added to that available from ODA, it might have been possible to improve the capacity of training at central level.

LESSON: Lacking adequate support for the project's central training resource, the project was unable to respond effectively to demands to expand training.

4.21 If the project was intended to be about disseminating a model or models of support for active learning beyond the CBPs, it appears to have succeeded in encouraging the practice of active learning but without communicating its essential principles clearly. The evaluation team's visits to CBP schools suggest that the project achieved some success, albeit on a small scale, in developing models for active learning within recognised project areas. Fears about future funding of the CBPs raise questions of long term sustainability, although interviews with local education office and school staff revealed a strong commitment to continuing elements of active learning principles. The Head of Primary Education for the Province of Mataram, in particular, showed great determination to continue with CBSA on a province-wide level.

THE ALPS LEGACY IN INDONESIA

4.22 ULIE views of the active learning legacy were generally optimistic. While only a small number of schools had changed fundamentally, the project had given great numbers of children a better education than they would otherwise have had. Active learning would be absorbed into the Indonesian system. The Director of Primary Education who had opposed ALPS had moved on without reversing the changes that had taken place.

4.23 Information from DFID, the British Council former project manager and CDC supported this ULIE view. The ALPS Project's legacy would be seen in the way the whole system approached teaching and learning: in the 1994 curriculum and in PEQIP, both of which followed active learning principles. The effect of the two would diffuse across the country and indeed the CDC view was that active learning (as distinct from ALPS) was already in the system through the new curriculum, especially for science. The Government required textbook writing at the Book Centre to be based on student active learning. On the other hand, people working at the Cianjur centre were said to be afraid to continue with active learning unless they were given some form of official sanction, so downcast had they been by the 1993 Circular issued by the previous Director of Primary Education which had stopped active learning and hence ALPS.

4.24 Vocal in their support for active learning, school staff and local education officers in the CBPs that the team visited emphasised the value of subject advisers and of Teachers' Workshops, which were both a CBSA legacy. They stressed, however, the need for continuing support if active learning were to survive and pointed out that there were no resources to train a new generation of teachers. Some local MOEC offices were so supportive of CBSA that they were determined to find funds to continue this support but there was no evidence to suggest how many other local offices either had the ability to do this or felt that it was desirable to do so.

4.25 It seems likely that active learning will continue in Indonesia. In the view of the evaluation team, the ALPS project has made an important contribution by taking active learning out of the realms of theory and into primary school classrooms. If PEQIP makes a similar contribution, it could be argued that the fact that the ALPS project itself will not continue does not matter at national level. As far as the team is aware, however, PEQIP funds will not be used to support those schools which, under ALPS, were located in CBPs, and their staff may be left to struggle on without support in spite of all their effort. This uncertainty regarding continued funding for ALPS activity points to a failure in project management to plan for the future; more effort should have been put into moving ALPS into the national system by securing its future within the MOEC.

ALPS Influence on PEQIP

4.26 The Directorate view was that active learning, while fundamentally a sound concept, had been set back by weaknesses in ALPS implementation. It would continue through the PEQIP project, however, which was based on active learning but tried to take account of factors other than the teaching and learning with which ALPS had been solely concerned. In this sense PEQIP had benefited from the ALPS project. Senior officials at BAPPENAS confirmed that the World Bank's pre-project appraisal for PEQIP had built many of the lessons from ALPS into the PEQIP design. An Indonesian consultant to the PEQIP project pointed out that in-service training under PEQIP was geared to promoting active learning such as formerly practised in ALPS schools, and told the team that PEQIP had adopted the teacher support system modelled by ALPS, i.e. the different working groups for teachers, Head Teachers and Supervisors/Inspectors (KKP, KKK and KKG).

4.27 This evidence suggests that the project's legacy lies mainly in its influence on educational thinking at Government level. It can be seen in the active learning principles underpinning the 1994 curriculum and, significantly, in the World Bank-backed PEQIP project. Active learning had not spread to a wide spectrum of schools and classrooms, however, and because Government or other funding was not available to continue the project's work, it cannot be said to have developed a completely sustainable teacher support model for the long-term. Those who had worked closely with schools, however, felt that what had been achieved and what was likely to continue there was worthy of praise and had been of benefit. DFID's assistance had gone into extending a pilot project to seven areas rather than the original one, not to dissemination at a national level. Seen in those terms, it achieved some success as there now exists a core of trainers in Balitbang and some teachers in CBP schools capable of passing on active learning principles.Had ALPS been able to focus development on a small number of centres as recommended by the Mid-Term Review, the number of those teachers might have been greater. At national level, the fact that the large World Bank PEQIP project has built on active learning is an important indicator of the project's influence. ALPS was, after all, a relatively small project.

COST EFFECTIVENESS

4.28 The absence of data from systematic monitoring and evaluation means that the project's cost effectiveness is hard to assess. In total, ALPS funding amounted to £2,134,000 in eight years. In comparison with World Bank projects with similar aims this is a small amount: PEQIP had a proposed loan value of US$37 million, and costs for the first teacher education project (IBRD 5th) reached over US$40 million.

4.29 For several reasons, it is difficult to put a price on the value of changes in the way that teachers think and children learn. It is hard to prove such changes have taken place and perceptions are often

all the evidence that is available. There are several references in project files to uncertainty over how to measure the effects of ALPS: for example, one of the project's benefits was acknowledged to be that it developed skills in analysis and application of principles, but it was noted that these could not be measured using paper and pencil techniques. This is a difficulty that would apply to any project attempting to encourage changes in teaching and learning but here there was the added problem that no baseline data on schools' performance were available, and between-school variables were hard to control. Hence there were no measures of success, such as the extent to which ALPS students gained acceptable qualifications to obtain jobs, participated in school or did well in the labour market.

4.30 One local head of primary education claimed that since the schools in his province had been involved in SPP/CBSA, average student achievement rates in national examinations had risen measurably and that local trainers had observed improvements in teachers and students. Such results are important and must be encouraging for those working in the related schools but the measures used cannot be taken as proof of success for the ALPS project on a wider scale. Examinations will not yield information about ALPS achievements unless they are designed to test the skills of personal interaction, confidence, deeper understanding etc fostered by active learning. Balitbang staff stressed that national examinations did not yet test for these and that teachers wanting good results in examinations could teach to the test using rote learning and achieve better results than active learning would give.

4.31 Another factor making it difficult to estimate the value of ALPS achievements is that opinions differ about the value of the changes ALPS tried to bring about. It is not universally accepted that active learning is beneficial and, as revealed by the file search conducted for this project, there was concern even within ODA about its value. It is argued elsewhere in this report, however, that the concept of active learning was appropriate to Indonesia and was as beneficial to children in Indonesia as elsewhere. The point here is that any estimate of the value of ALPS' achievements will be inherently qualitative. Without doubt, the ODA could have decided to spend the £2,134,000 in ways that would have been more easily accountable. The money could have gone towards refurbishing a number of Indonesian schools, say, or towards the provision of text books, although the qualitative difficulty of judging whether the textbooks were useful or not would still have to be faced. It is the view of the evaluation team, however, that ease of accountability should not be a key criterion for deciding whether or not help should be given.

4.32 The fact that ALPS' achievements were hard to measure not in itself a weakness. The fundamental shortcoming was the failure to generate information that could be used to sharpen estimates of the project's impact. Data on pupil achievement relating to ALPS aims could have been gathered in pilot and non-pilot districts and the results compared; similar information could have been gathered from schools before and after their involvement in the project. Although records probably exist of the numbers of consultants used in the project and details of the training given, the evaluation team could find no documentation where these had been brought together in an accessible form. Nor could it have undertaken collation of such data from scratch.

4.33 In the absence of such information, and judging the project's value on qualitative evidence alone, it is the opinion of the evaluation team that the levels of funding allocated to the project were justifiable. Some of its aspects continue in PEQIP and the 1994 curriculum; ALPS gave children in CBPs a more interesting, challenging and motivating learning experience than rote methods could have done, and teachers have been exposed to a different way of working that might cause them to reflect on and improve the effectiveness of their own practice, if not adopt all active learning elements. Indeed, the project brought about such exposure on a national level and in that sense

contributed to the debate on quality in education. Against this, it must be said that clearer project design, tighter management and effective monitoring and evaluation would have enabled it to run more effectively. In particular, more attention to the project's function of developing models for replication and less to spreading ALPS could have pointed up ways to ensure or at least improve the likelihood of sustainability. Hindsight is a wonderful thing.

CROSS-CUTTING ISSUES

4.34 All DFID projects are now required to address the problems associated with poverty, gender bias and care of the environment in the countries in which its projects are sited; however, the emphasis within development policy on these aspects was much weaker a decade ago than it is now. None of these foci was expressed in early project documentation and so it is not surprising that the project did not address them until the social development input became stronger in early 1992. As has already been suggested, there is no real evidence that project locations were targeted to include poor areas. Even after the Social Development Adviser had placed poverty and gender project issues on the agenda the recommendations were not consistently acted upon. Nevertheless, because of their importance to DFID, in this section the evaluation team assesses the extent to which project activity was sensitive to issues relating to poverty, gender and the environment.

Poverty Focus

4.35 There is evidence to suggest that poverty affects education in a number of ways; for example, there are statistical relationships between health/nutrition and educational performance. In Indonesia specifically, the poor are additionally disadvantaged with regard to the school system because of the schools' dependence on parental contributions. Some of these are made directly to schools: parents are required to give a certain amount of money every month towards the cost of each of their children's education. One logical consequence of this is that poor families may be disinclined or unable to support their children beyond the years of compulsory schooling. Other contributions come through the expectation that parents will buy the necessary textbooks for their children. Some textbooks are provided by the MOEC at an average of one book per eight children, but this is a small proportion and it is clear that in poor areas the ideal of one textbook per child is far distant. The system of parents providing textbooks introduces an added problem for poor families when a new curriculum is introduced. Not only do new books have to be bought, but the old ones lose their value and cannot be re-sold or re-used.

4.36 The distribution of wealth in Indonesia is uneven, with many provinces far less able than others to provide funds for education. In the poorer areas, schools have few resources. The project tried to encourage teachers to use teaching methods which drew on the local environment so that their dependence on more expensive materials would be less. In practice, however, this idea was only partially accepted in the schools the evaluation team visited, only one of which was poor. Senior teachers felt that although active learning did not necessarily require more resources than traditional teaching, it was easier and better when additional materials were available. Some voiced the opinion that in poor schools which had very few teaching resources, traditional teaching methods would be more appropriate. When staff were asked what they would need if they were to continue working with active learning methods, the universal cry was for more resources.

4.37 It has to be pointed out that in the experience of the evaluation team this is always the case when teachers are struggling to get to grips with change. If teachers in relatively well-resourced areas,

however, having had the benefit of the best of this training, did not sufficiently understand what this was trying to teach them in this regard, or how they could apply what they had learned in their own settings, it is unlikely that teachers in poor or remote areas would understand how the local environment could help them. There was no sign of its being used in the one poor school the team visited, barely three kilometres from an excellent 'model' ALPS school.

4.38 ALPS funding was limited. There might however have been opportunities for help to be targeted more directly at teachers working in poor and remote areas, and expectations of what those teachers could achieve should have been clearly different from those of teachers in better resourced areas. Training courses focused specifically on how active learning, for example, could be implemented in poor areas could have been considered. This might have been done, but the team found no evidence of it, or evidence that poverty issues had been addressed specifically.

4.39 In the light of the huge problems facing Indonesia and the reality that many of its children come from poor families, it would have been appropriate for a project seeking to develop a nationally replicable model for giving support to teachers to have given more consideration to the particular difficulties facing teachers in poor schools, and highlight ways of dealing with them. That it did not, in spite of an ODA Social Development Adviser's attempts to highlight the issue, is a likely reflection of the fact that the importance of addressing poverty concerns was hidden in the project's very wide objectives, and of ODA's failure to make its interest in the plight of poor schools sufficiently clear at the time the logframe was drawn up. Subsequent revisions, in practice, did not improve the poverty focus.

Gender Focus

4.40 As with poverty, the objective of addressing gender bias was not spelt out, nor was it unequivocally built into project planning, purpose or outputs. The fact that the team uncovered no evidence that it was addressed is, therefore, not surprising, but it does represent a missed opportunity.

4.41 Few background statistics relating to gender were available in Indonesia, mainly because Ministry statistics do not distinguish boys from girls. Female participation rates in primary education are relatively high (48.6% in 1990/91) and there is plenty of evidence to suggest it is important that these rates are further improved. Girls are reported to perform well, the majority of repeaters (about 75%) being boys, and it is widely believed that mothers with more time in primary schooling have healthier, longer living children: the infant mortality rate in Indonesia has gone down by 70% since 1970. Within the teaching profession, women in primary education constitute 90% of classroom teachers, 40% of head teachers and 10% of supervisors (these statistics were obtained from Balitbang).

4.42 As an ODA Social Development Adviser pointed out, efforts to address the problem of gender bias are appropriate in Indonesia where cultural factors have their influence on girls' chances of pursuing their education. In poor areas, they may be unable to attend school because their parents still consider that education is unimportant for them compared to boys, and might believe that formal schooling would interfere with their daughters' acquisition of the domestic skills needed for marriage. Girls from large families may be required to look after siblings. In remote areas, where most teachers are male, it may not be considered appropriate for girls to continue school beyond a certain age. Parents may find it a problem if girls and boys cannot be segregated. Some also will be reluctant to allow girls to travel long distances if the school is far from the family home.

4.43 Such evidence of the importance to girls of education and of the factors likely to prevent them from taking full advantage of educational opportunities suggest that it would have been appropriate for the project to have specified objectives for counteracting gender bias. That it did not was an omission in project design. There is no evidence that the project addressed gender issues. Indeed the argument could be made that the project's training favoured men at the expense of women. Owing to selection and promotion practices, only 15-20% of those receiving overseas training awards were female. The lists of candidates for such training supplied to Balitbang by the provinces contained very few women and the evaluation team was told in Indonesia that the need for three months' English language training in Jakarta pre-departure was one reason for this. Family commitments and cultural disapproval were other reasons for this under-representation.

4.44 It is unfortunate that the Project did not put more effort into identifying and taking account of the very real constraints experienced by women with regard to making it easier for them to benefit from the training opportunities the project afforded. No quotas were set, and from the file search and field mission it does not appear that Indonesian women were consulted for their views of how they might be helped to gain from training and other project benefits. For many, fewer UK-based training and more locally-based short term training options would have been preferable.

4.45 Other reasons why most of those benefiting from study tours and training abroad were men, and men at senior level, arise from the Indonesian education system's promotion path. Classroom teachers may be promoted to head teacher after 5-10 years' teaching experience. The next step is to supervisor, and after this individuals can enter the bureaucratic echelons of the Ministry at district, provincial and eventually national levels. Beyond the level of head teacher, however, a degree of mobility is required and, as a result, supervisors tend to be males with upward career aspirations. Many of these were keen to undergo training under the ALPS project (including attendance at Teachers' Workshops) because this earned them credit points that would count towards promotion. As a result, training awards have tended to go not to classroom practitioners (most of whom are women) but to supervisors (most of whom are men). More emphasis on local training rather than training abroad might have helped redress this imbalance.

4.46 It could be argued that rather than helping women, ALPS increased the costs they incurred without ensuring that they received benefits. It increased the workloads of classroom teachers and introduced financial burdens since the teachers themselves had to contribute to the cost of their own (compulsory) training. Primary teachers in Indonesia are known to be both overworked and underpaid, and to suffer correspondingly high stress levels. The training provided under ALPS did little to ameliorate this. One Social Development Adviser recommended that special attention be given to increasing opportunities for women in order to reflect their numbers and importance in the primary education sector, but the evaluation team uncovered no evidence that this had been done. The team gained the impression from the file search that neither ODA nor British Council staff gave high priority to gender issues: a minute of 1992 records that the Social Development Adviser was 'astounded' to learn it had been agreed at a meeting with the British Council that there was no particular gender issue to be addressed.

4.47 The former project manager had told the evaluation team in Indonesia that within the MOEC gender was not an issue. In-country, the team members heard many stakeholders echo this view: one man commented that it was only an issue for foreigners and not a problem in Indonesia - he 'allowed' his wife to work! Comments such as this, however, and the small numbers of women who received ALPS training in the UK in comparison to the numbers in classroom teaching, suggest otherwise.

That gender bias can be countered through education in Indonesia is illustrated in the Al Izhar Pondok Labu school, a non-ALPS project private school in which the progressive and extremely able head teacher follows a strategy for raising awareness of the issues and encouraging children and staff to offset the biases they encounter in real life. Details of this school's experience and strategy are described in Annex J.

Environmental Focus

4.48 Such a focus was not relevant to the ALPS project which had no environmental impact other than raising awareness of the local environment in the use of materials for active learning.

4.49 In sum, the cross-cutting issues of poverty and gender were not addressed early enough because they were not emphasised at a formative stage. They were relevant in the project's context, however, and those charged with project design should have ensured they were an integral part of the project. However, it is not easy from the present day perspective to remember a time before cross-cutting issues acquired their current importance in DFID projects. Such considerations in the late 1980s were not uppermost in ODA thinking. According to the British Council Project Manager, the Indonesians found it difficult to understand why poverty and gender became so important to ODA when they plainly did not seem important when the project was being designed and agreed. With the benefit of hindsight, poverty and gender foci would have made the project of greater value, but any criticism of these omissions has to be placed in its proper historical context.

SUMMARY

4.50 In the absence of information from systematic monitoring and evaluation, the evidence for impact is qualitative. Beyond CBPs teachers were said to have copied the outward forms of active learning without understanding its principles but, in CBPs, school staff were enthusiastic for active learning and some teachers were using it effectively in their classrooms. In project locations local authorities, having seen what it could achieve in the UK, were supportive of active learning. Generally the core of national trainers at Balitbang was highly regarded and the training they offered was in great demand. Whether ALPS was intended to be about developing models or also about disseminating them is not clear, but as a pilot project its impact was weakened by the absence of systematically gathered information about the models tried and their effectiveness.

4.51 As a dissemination project ALPS lacked the resources to meet demands for training, which led to dilution and misunderstanding of active learning principles. The project has left Indonesia a legacy in the form of active learning in the 1994 curriculum and in its influence on the PEQIP project, which is built on active learning principles and which learned from the project's mistakes in implementation. ALPS' cost effectiveness is hard to assess given the absence of quantitative data, but the project's significant contribution to the 1994 curriculum and PEQIP justify its relatively modest cost. Poverty and gender issues were not given priority in ALPS.

5. CONCLUDING REMARKS

5.1 It is perhaps hard for non-Indonesians who have not been associated with a project like ALPS to appreciate the enormous scale of the effort needed to bring about change in a vast, diverse and developing country where resources are limited and unevenly spread. The fact that a number of teachers in the CBPs were willing to try a move away from the tradition of rote learning and were motivated to invest their own money and time is an eloquent illustration of their professional commitment for which they deserve recognition. Neither should the scale of support given by local authorities be underestimated: out of scarce resources they funded attendance at workshops and made premises available for Teachers' and Head Teachers' Workshops and Teachers' Centres, and they made provision to release staff to attend Workshop meetings regularly. Nationally in CDC and locally in the Centres for Better Practice there now exists a core of trainers that, given opportunities to use their skills, cannot but enhance Indonesia's ability to strengthen teaching and learning methods. These are significant achievements which deserve recognition; and although ALPS did not pass into the national system as was hoped it is noteworthy that a project of such modest size was able to influence a World Bank project on the scale of PEQIP. In that respect ALPS should be regarded as having played a part in shaping the future.

5.2 In the areas of project design and management, however, ALPS was less successful and it is largely this in the team's view that limited the project's impact. In making this comment, the team is aware that it is has the advantage of hindsight. At a distance of ten years it is easy to be critical, and those charged with implementing the project deserve recognition of their creative thinking, hard work and sustained effort. With less professional staff than ALPS was fortunate to have, less would have been achieved. Tighter project design is likely to have benefited not only the project but also those charged with implementing it, however. As it was, project systems lacked the support of a clear overall framework to help those having to cope with complex situations. Management and monitoring of events could have been more timely and better focused; more realistic assessments of what was happening and what was needed to help the project succeed should have led to clear and realistic project expectations on the part of ODA.

5.3 The evaluation team considers it useful to end this report with a summary of project strengths and weaknesses. This is given in Table 2 below. The list of strengths is short but, as the remarks above should have made clear, this should mask neither their importance nor the difficulty of achieving them.

TABLE 2

STRENGTHS AND WEAKNESSES OF THE ALPS PROJECT

STRENGTHS

- The experience of ALPS assisted in the development of the much larger World Bank PEQIP project
- ALPS was a positive response to the Government of Indonesia's search for a national strategy to support teachers in the use of active learning principles.
- ALPS introduced teachers to a more imaginative way or working, and despite its challenges secured both teachers' willingness to change classroom practices and the strong support of local authorities in CBpS. In-Country in-service training, which tried to bridge the gap between theory and practice, generated great enthusiasm and was highly regarded.
- Through ALPS, a great many children received a better education than they would otherwise have had.
- ALPS raised the profile of primary education in Indonesia and contributed to the debate on quality in education.

WEAKNESSES

- Project design was shaped by ongoing activity rather than by a systematic review of what was needed at the start of the project and would be needed in the future.
- Key stakeholders in ALPS were overstretched and under-resourced. They had insufficient time to give the project.
- Communications between key stakeholders within the project were weak.
- ALPS was unable to build effective links with systems for the selection, training and deployment of teachers.
- Some aspects of training took insufficient account of cultural differences.
- Lacking resources adequate to the task, ALPS could not cope with the demand for training and the essential messages of active learning were diluted.
- The project yielded to pressure to replicate before the models for supporting active learning were ready
- The institutional framework did not lend itself to sustainable impact.

Department for International Development

Terms of reference

EVALUATION OF THE ACTIVE LEARNING AND PROFESSIONAL SUPPORT (ALPS) PROJECT, INDONESIA

Phase 2: Field Study

Introduction

1. The Evaluation Department (EvD) in the Department for International Development (DFID) wishes to appoint consultants from the Scottish Council for Research in Education (SCRE) to undertake the second phase of an evaluation study of ODA support to the Active Learning and Professional Support (Alps) Project in Indonesia. The SCRE team will consist of Ms Heather Malcolm and Prof. Wynne Harland. EvD will provide a team member (Ms Jacqueline McLean), and an Indonesian team member will also be recruited.

2. The first phase of the evaluation consisted of a desk study, undertaken by Ms McLean. The second phase will consist of a field mission to Indonesia, a review of key documents, and interviews with key UK-based stakeholders.

Background

3. UK government support to education has evolved significantly since the late 1980s. The 1990 World Conference on Education for All, at Jomtien, Thailand, set out a new global agenda for education provision, laying increased emphasis on basic education and issues of education management and planning. The basic framework set out at Jomtien has been supported and endorsed by ODA (as was) and steps taken to implement its key recommendations, with greater emphasis than in the past being placed on primary and basic education.

4. The £2.3 million ALPS project (1988-95) bridged the pre- and post Jomtien period. In many respects it anticipated the changes in emphasis which the world conference endorsed, and has provided a model for similar projects in other countries.

5. The ALPS evaluation will contribute to a wider synthesis study of support to primary education, to be prepared by Evaluation Department, which will assess the general effectiveness of DFID-funded primary education projects in improving education quality, access to education services, equity in educational opportunities, and increasing student retention and lowering repetition rates. ALPS is one of three projects selected for ex-post evaluation, along with the SPRED project in Kenya, and the APPEP project in India.

6. The objective of the project was to improve the quality and effectiveness of education by promoting the concept of active learning in primary schools in Indonesia, through the provision of professional support for teachers. Further information on the project is provided in the attached project brief.

Objectives

7. The second phase of the study will complete the evaluation by expanding on, and supplementing, the analysis undertaken in the desk study, by incorporating the views of Indonesian and other key stakeholders and visiting a sample of project sites to assess the extent to which practice introduced into the Indonesian education system through the project is being sustained.

8. The specific objectives of the second phase will be to complete the process of assessing:

- the extent to which the project was successful in achieving its objectives, in an effective, efficient, and appropriate manner, and how far the project's outputs were consistent with, and helped achieve, its purpose
- the clarity of the objectives set and the extent to which these were realistic in the context of the wider operating environment
- how far the purpose of the assistance programme was, or is being, realised in terms both of its effects on primary schools and the wider community
- the degree to which the Active Learning concept and methodology was appropriate to the Indonesian situation, was understood and supported by the various stakeholders, and has left a legacy in longer term educational practice in Indonesia
- to identify the full range of stakeholders and establish how far their views were sought and taken into account during the planning and implementation of the programme
- whether the institutional context was fully understood and whether the project was appropriately located for successful implementation
- whether appropriate measures were put in place through the project to assess its impact on learning in Indonesia, and its wider impact on Indonesian national development, including on women and the poor
- whether the assistance was provided in a cost-effective manner
- the influence of ALPS on other donor-supported activity in the education sector in Indonesia, particularly the World Bank-supported PEQIP project
- the lessons to be learned from the project, and their value to the Government of Indonesia and DFID in future work in the education sector, both in Indonesia and elsewhere.

Approach

9. The second phase of the study will be conducted in a consultative manner, involving structured and semi-structured dialogue with key Indonesian stakeholders at all levels of the project, other interested parties in Indonesia (including donors), and UK based stakeholders (including the former British Council project manager and other service providers).

10. Documents not reviewed during the first phase will also be studied, with particular emphasis on

the wider context of education provision in Indonesia (including the work of other donors), and background documentation on the Active Learning approach.

Tasks

11. The study team will undertake the following tasks:

- prepare a plan of action for the study, list of contacts, and an itinerary for the field visit to Indonesia and UK consultations
- liaise with The British Council, Jakarta, over local arrangements for the field mission
- prepare checklists and interview schedules, and a list of key documents for review
- undertake a three-week field visit to Indonesia, commencing in November 1997
- conduct interviews with key stakeholders in the UK
- prepare a draft evaluation report, making full use of the desk study prepared in the first phase, and incorporating the new findings from the second phase
- prepare a final report, based on comments received on the draft
- prepare a draft Evaluation Summary, in the standard format defined by EvD.

Timing

12. The second phase of the study will be conducted over a three month period, commencing in October 1997. Ms Malcolm will provide 50 days of professional input, including up to 18 working days in Indonesia. Inputs during the field visit will be based on a six-day working week, with inputs in the UK based on a five-day working week.
Prof. Harland will provide five days of professional input in the UK.

Outputs

13. The study team will produce the following outputs:

- a draft evaluation report, following the general guidelines set out in DFID'S "Guidelines for Evaluators" and specific guidance from the EvD evaluation manager
- a final report, based on comments received on the draft
- a draft Evaluation Summary, of not more than three pages in length.

14. Reports will be prepared using Word 6 for Windows word processing software, and submitted in both hard copy and on 3.5" floppy disk.

Management Arrangements

15. The team will report to the Social Development Adviser, EvD, who will be responsible for the overall management of the study. Details of financial and other management arrangements will be subject to negotiation between DFID's Contracts Branch and the consultants. Logistical support to the mission will be provided by The British Council, Jakarta, under the terms of a separate contract agreement.

EVALUATION DEPARTMENT
1 October, 1997

ANNEX B

PEOPLE CONSULTED

A. Office of Research and development in education (Baltibang Dikbud)
I. Curriculum and Educational Facilities Development.

No	Name	Position
1	Dra Diah Harianti, M Psi	Head of pre-Primary, Primary and Special Education Division
2	Dra Muchlisch MA	Staff member
3	Dra. Darmiasti	Staff member
4.	Dra Sudiono MA	Staff member
5	Dr S Belen	Staff member
6	Siskandar, MA	Head of Secondary Education Curriculum Development
7	Drs Ujang Sukandi, MA	Staff member
8	Drs Karim Alkharami, MA	Head of Teacher Training Curriculum Development
9	Ainun Salim, MA	Head of Administration Division
10	Drs Faisal Madhani, MA	CDC Project Head
II Research Centre		
1	Dr Jiyono	Head of Research Centre, Office of Research and Development
B. Other Institutions		
1	Dr Fasli Jalal	BAPPENAS
2	Drs Jauzak Ahmad	Former Director of the Directorate of Primary Education
C. Directorate of Primary Education		
1	Drs Sediono, M.Si	Head of Subdirectorate of Primary Education
2	Drs Husaini Wardi	SEQIP Project Director
D. Former CBSA Areas		
I. Cianjur (West Java)		
1	Drs H Aziz Munajat	Head of Primary Education Section, District Education Office Cianjur
2	Drs H Andi Suryana	Supervisor
3	Drs H Saripudin	Supervisor
4	Sutedjo	Supervisor (Cugenang Sub-District)
5	Drs Chaerudin	Supervisor
6	Dra H Didah	Head Teacher of SD Ibu Jenab I
7	Enok Kuraesin and staff	Head Teacher (SD Gelar I)

Annex B

No	Name	Position
1	Dra. Diah Harianti, M Psi	Pusat Pengembangan Kurikulum, Jalan Gunung Sahari Raya No 14, Jakarta Pusat
2	Sisandar, MA	idem
3	Drs Karim Alkharami MA	idem
4	Ainun Salim MA	idem
5	Drs Sediono M Si	idem
6	Drs Husaini Wardi	Direktorat Pendidikan Dasar, Jalan Jenderal Sudirman, Senayan, Gedung E,, Lantai 18, Jakarta, Indonesia
7	Dr Fasli Jalal	BAPPENAS, Jalan Taman Suropati, Jakarta, Indonesia
8	Dr Jiyono	Pusat Penelitian, Depdikbud, Jalan Jend. Sudirman, Senayan, Jakarta, Indonesia
9	Drs Aziz Munajat	Kantor Kepala Departemen Dikbud, Kabupaten Cianjur, Cianjur, Jawa Barat, Indonesia
10	Dra Hj Saminah Muharto	Kanwil Dikbud, Bidang Dikdasgu, Jalan Cendana No 9, Yogyakarta 55166, Bantul, Indonesia
11	Drs M Jassin	Jalan Pahlawan No 45, Sidoarjo, Jawa Timur, Indonesia
12	Drs H Dirawat, MSc	Kanwil Dikbud, Bidang Dikdasgu, Jalan Pendidikan 19A, Mataram 83126, Nusa Tenggara Barat, Indonesia
13	Drs H Nurdin Sidik	Kandep Dikbud Kabupaten Maros, Maros, Sulawesi Selatan, Indonesia
II Sidoarjo (East Java)		
1	Drs M Jassin, MA	Head of Primary Education Section, Office of District Education
2	Dra Titik Widji Utari and Staff	Head of Subdistrict Education Office, Tulangan Sidoarjo
3	Patkan Wahijono	Head Teacher of SD Kenango I, Tulangan
4		Head Teacher of SD Kenango II, Tulangan
III Nusa Tenggara Barat (NTB)		
1	Drs M Dirawat, MSc	Head of Primary and Teacher Education Division
2	Drs Tayeb Ali and Staff	Head Teacher of SD 4 Mataram
3	Drs Aziz Zuddin	Head Teacher of SD No 1 Karang Jangkong
IV Maros (Sulawesi Selatan)		
1	Drs H Nurdin Sidik	Head of District Education Office, Maros, Sulawesi Selatan

2	Drs Abu Salam	Head of Primary Education Section, Maros
3	Drs Adil and Staff	Head Teacher of SD Panaikang No 9 Maros
4	Drs Moh. Saing	Supervisor
5		Supervisor Maros Baru
6	Syarifuddin Razak and Staff	Head Teacher SD No 2, Maros

V. Yogyakarta (PEQIP areas)

1	Dra H Saminah Muharto	Head of Provincial Primary Education Office, Yogyakarta
2	Drs Sumitro and Staff	Head Teacher of SD Jarakan I, Sewon
3	Ibu Popi	Supervisor, Sewon

B Bangkok

DFID Bangkok	
David Pennycuick	Senior Education Adviser
Michael Schultz	Social Development Adviser
Donald Couper	Programme Adviser
Jeremy Orton	Project & programme Support Officer
Phil Rose	

British Embassy
Jane Corfield

C United Kingdom

Stephen Baines	Former British Council's ALPS Project Manager
Angela Little)	
Roy Gardner)	University of London Institute of Education
Hugh Hawes)	University of London Institute of Education
John Breakell)	(past or present) with close ALPS project involvement
Charles Myhill	Former Head of South Asia & Pacific Department DFID
Michael Francis	Senior Education Adviser DFID
Sheila Round	Aid Policy & Resources Department DFID

ANNEX C

INSTRUMENT FOR GATHERING CLASSROOM INFORMATION

ALPS EVALUATION
Classroom Indicators Record Sheet

General

Date of visit: ..... Project Sub-district: .....

Name of School: ..... Name of teacher: .....

Name of class (i.e. year): ..... Topic(s) observed: .....

Length of observation: ..... No. children in class: .....

No. teachers/ adult helpers in class: ..... Approx. size of classroom: .....

1. Classroom layout

Desk or table layout: .....

.....

Reading corner: .....

.....

Other activity corners/ areas (e.g. sand, water, shapes, musical instruments): .....

.....

.....

2. Wall displays? No Yes

If yes, rate the following features 1, 2 or 3.

(1 = very much so; 2 = to some extent; 3 = not really)

Attractive	1	2	3
Interactive	1	2	3
Children's own work	1	2	3

Brief explanation of reasons for ratings:.....

.....

3. Rescources on display? No Yes
If yes, rate the following features 1, 2 or 3.
(1 = very much so; 2 = to some extent; 3 = not really)

Attractive	1	2	3
Interactive	1	2	3
Children's own work	1	2	3

Brief explanation of reasons for ratings:.....

.....

4. **Brief description of classroom atmosphere** (e.g. children working silently, working 'buzz' in room):

.....

.....

.....

.....

Other indicators	No sign of this	Yes, constantly	Yes, sometimes	Yes, but hardly ever
5. Local environment used				
6. Children working in groups				
7. Children working in pairs				
8. Shift from whole class to group/				
pair or reverse				
9. Children doing active things				
10. Children acting independently of teacher				
11. Children teaching others or leading groups				
12. Teacher moving round the room to help children				
13. Teacher putting questions to individuals or group				

Questions about teaching for the teacher:

[If small groups were observed]: TQA1.
Do you ever teach this class as a whole group? Roughly how often, in a week? For what sort of teaching would you decide to work like that?

.....

.....

.....

TQA2. Which do you prefer - teaching the children in small groups or as a whole class? Why? (Which way do you think best helps the children to learn?)

.....

.....

.....

[If whole class teaching were observed]:
TQB1. Do you ever organise this class in small groups to teach? Roughly how often, in a week? For what sort of teaching would you decide to work like that?

.....

.....

.....

TQB2. Which do you prefer - teaching the children as a whole class or teaching them in small groups? Why? (Which way do you think best helps the children to learn?)

.....

.....

.....

ANNEX D

INTERVIEW QUESTIONS FOR ALPS MANAGERS

1. What was the nature of your own involvement with SPP/CBSA? Did this change as time went on? If so, in what way?

2. Why was active learning thought to be the best way of improving the quality of education in Indonesia?

3. a. What do you see as the aims of SPP/CBSA?
   b. Which do you think were the most important of these? Why?

4. Was any work done before the project started to find out if (a) the Ministry (b) the primary schools were ready for this kind of change? How was this information used?

5. Overall, how far would you say SPP/CBSA was successful in meeting the aims you identified earlier? On what basis do you say this?

6. What changes resulted from SPP/CBSA?

7. Was anything that had been hoped for, not achieved? What? Why do you think this was?

8. What factors do you think were helpful to project implementation?

9. What held implementation back?

10. How far do you think what was done within SPP/CBSA was capable of replication in other schools and throughout Indonesia? Why do you think this?

11. If it were possible to go back to the beginning, what changes would you make to the project design? Why would you make them?

The five principles beyond replication

My understanding is that the project was underpinned by a number of principles (participatory planning, wider implementation, strengthened links between the curriculum, finance and teacher training, continuous evaluation and feedback and links with related projects in Indonesia). Can we look at these one by one?

12. a. In what way was project planning participatory? To what extent do you think this was satisfactory? Why?

13. What was done to strengthen links between teacher selection training and deployment, the curriculum and finance and administration? How satisfactory do you think this was? Why?

14. a. What systems for evaluation were set up for the project? How satisfactory do you think these systems were? Why? How were the findings used?

15. To what extent did SPP/CBSA have contact with related projects such as PEQUIP? How were these fostered?

16. How far do you think that SPP/CBSA took the interests of women into account? How satisfactory do you think this was? Why? How was this done?

17. How far do you think that SPP/CBSA was successful in involving and helping poorer social groups? How satisfactory was this? What are your reasons for saying this?

18. Is there anything else you would like to say about the SPP/CBSA project?

ANNEX E

MAJOR AND SECONDARY PROJECT STAKEHOLDERS

Principal stakeholders in the UK

ODA	Overall responsibility for the project and fund provider
University of London Institute of Education (ULIE)	Responsible for the provision of professional expertise and training facilities, reporting to the BC
British Council, London	Required to liaise with BC Jakarta in relation to project planning, implementation and monitoring in order to take responsibility for coordinating these in consultation with the ODA, British Council Jakarta and ULIE

Principal stakeholders in Indonesia

British Council, Jakarta	Responsibility for liaising with the Government of Indonesia and BC London in the planning, implementation and monitoring of the project
Ministry of Education and Culture (MOEC)	Overall responsibility for education in Indonesia
Directorate-General of Primary and Secondary Education (DG PSE)	Director of Primary Education and staff. Normally responsible for implementing primary education at national level. Would usually take formerly pilot projects to national level
Balitbang Dikbud (CDC: MOEC)	One of the four branches of Balitbang. Responsible for research and development (including curriculum materials), monitoring and evaluation, training. Management of the pilot project was placed in their jurisdiction but also retained management of dissemination to the nine further centres
Primary schools in project areas	Users and recipients of ALPS methodology: the head teachers, staff, pupils and parents and local community
Local education offices at sub-district, district and provincial levels	Responsible for local implementation of ALPS. Project replication varied from area to area. The original model concentrated on school clusters in three sub-districts within one district in each province. Over time the numbers of provinces involved built up to ten, although ODA funding covered only seven. The pattern was not consistent. In South Sulawesi for instance only one sub district (Maros) operated ALPS,

	while in Sidoarjo all the subdistricts in the district were involved. The Lombok work has been extended through all of Nusa Tenggara Baru Province. The extent to which the ALPS model is recognisable therefore varies.
Secondary Stakeholders i.e. without direct involvement in ALPS but who had an interest	
Ministry of Home Affairs (MOHA)	Responsible for administration of funds, including payment of salaries, and deployment of teachers
BAPPENAS (National Development Planning Board)	Responsible for coordinating national planning generally, not just in education
Primary schools and local education offices caught in the 'bushfire' of unmanaged replication	Users of CBSA principles
IKIPs (Institutes of Teacher Education and Training)	Involved in preservice teacher training for secondary education and more recently for primary as well

ANNEX F

PROJECT OBJECTIVES AND OUTPUTS

Wider Objectives: Goal

Initial: 1988

To promote active learning in primary schools through the provision of professional support for teachers, thereby improving the quality of education in primary schools.

Subsequent amendment: 1991

To improve the quality of education in primary schools in Indonesia.

Bridging programme: 1994

To support collaboration between Balitbang and the Directorate General of Primary and Secondary Education in the introduction of the new curriculum.
To consolidate progress in the adoption of SPP/CBSA principles in the related centres.
To act as a bridge towards a new ODA-supported project in curriculum development in Basic Education.

Immediate Objectives: Purpose

Initial: 1988

1. To develop professional support systems in designated centres and provinces in order to promote active learning in schools.
2. To create a core of experience and expertise mainly based in the Centres and Balitbang Dikbud to improve and consolidate SPP/CBSA practice and eventually provide a core of trainers from which a national training programme can develop.
3. To assist Balitbang Dikbud with policy formation, as and when requested, in identified areas such as teacher education and curriculum development for SPP/CBSA.

Subsequent amendment: 1991

Through in-service training in the project areas

1. Provide a model for effective support systems for teachers, head teachers and inspectors.
2. Develop new activity-based learning materials for ALPS
3. Create a core of experienced trainers capable of maintaining high standards in ALPS practice.
4. Establish "beacon" centres of better practice in SPP/CBSA in four provinces.
5. Complement reform undertaken by GORI and the World Bank sector loan "Primary Education Quality Improvement Project"...

Bridging Programme: 1994

1. To relate SPP/CBSA principles to implementing the new curriculum.
2. To agree a training system to integrate experience on the ALPS project with systems used by the Directorate.
3. To secure a widely-shared understanding of the key terms, concepts and practices of the SPP/CBSA programme.
4. To prepare writers of training and teaching materials for implementing the new curriculum.
5. To identify pilot areas, activities and objectives for a new project and to undertake preliminary research, preparation and orientation.

Initial project outputs (1988-1991)

1.1 Support systems in chosen provinces established and used.
1.2 Teachers and children reflect SPP/CBSA principles in the classroom.
1.3 Production and dissemination of materials to support SPP/CBSA in respect of information, training and operation of support systems.
1.4 A core of trained personnel with experience and expertise who can provide leadership/training in SPP/CBSA practice.
1.5 Continuing dialogue between UK consultants and Balitbang Dikbud on SPP/CBSA policy.

Outputs for 1991 to 1994

2.1 Over 1200 primary education professional staff capable of organising in-service training at teachers', head teachers' and inspectors' clubs.
2.2 Teachers practising active learning techniques.
2.3 Teachers capable of writing new material and passing on skills through teachers' clubs.
2.4 Materials, including videos produced and distributed.
2.5 In-service trainers in ALPS at all provincial centres.
2.6 Plans for four "beacon centres" developed and one "beacon centre" established.
2.7 Active programme of monitoring and evaluating SPP/CBSA practice being carried out by Balitbang Dikbud.

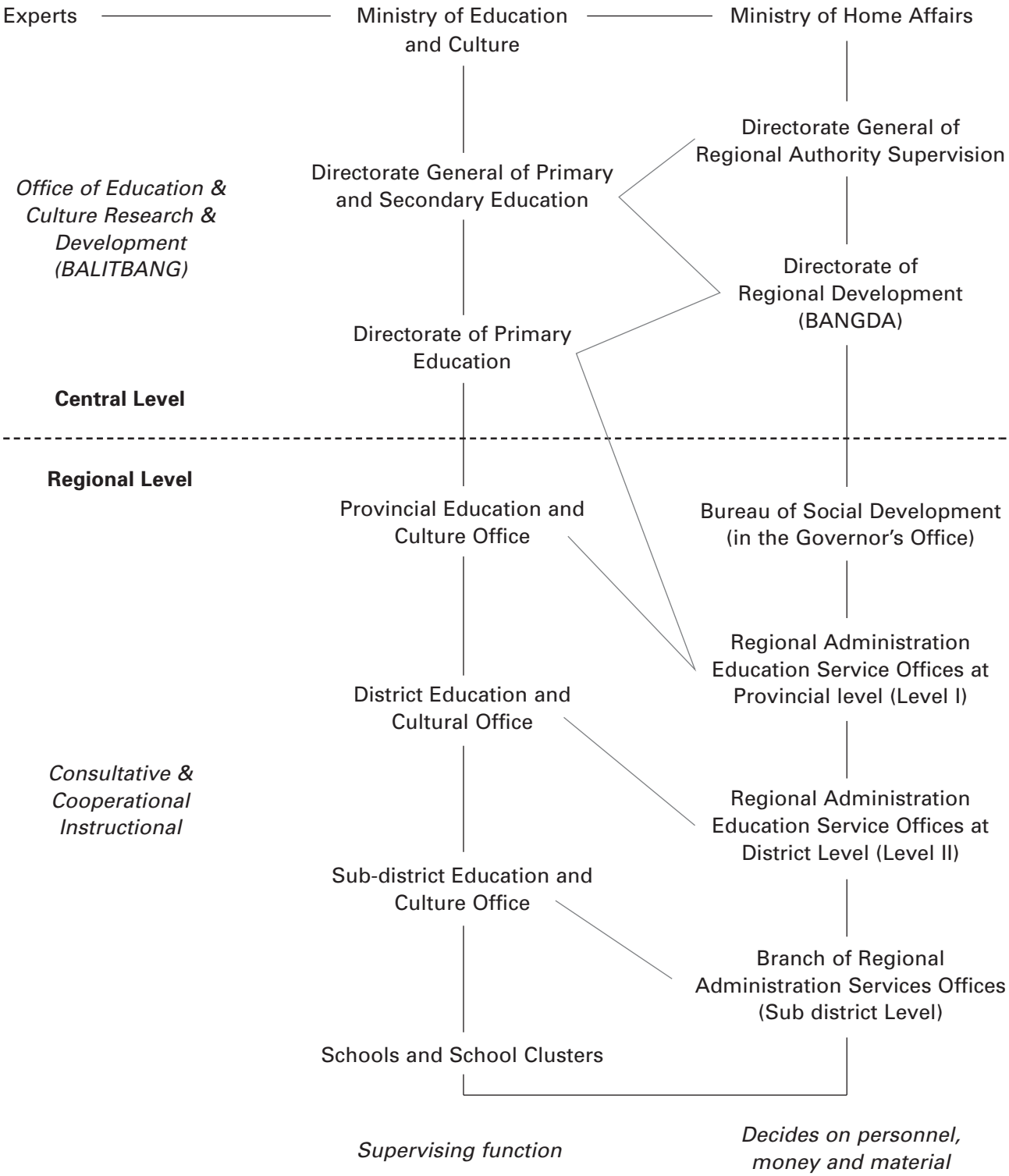
Output Between 1994 and 1995

2.8 A syllabus and training materials relating to the introduction of the new Curriculum used for master trainers. A manual/guide of agreed terms, concepts and practices relating to good primary practice.
2.9 A manual/guide of agreed terms, concepts and practices relating to good primary practice.
2.10 40 materials writers in key locations with a greater appreciation of the textbook and publishing implications created by the new Curriculum.
2.11 A framework for an agreed working relationship with the Directorate.
2.12 Completed Balitbang CHSA Evaluation report.

2.13 Field consultancy and monitoring reports from 4 outstanding visits.
2.14 Printing of 10 handbooks and distribution to all Replication Areas completed.
2.15 5 videos completed and copies distributed to all Replication Areas.
2.16 Groups of approx. 15 trained tutors in each of the 7 Replication Areas.
2.17 Commitment of 7 Kakanwil to continue training independently.
2.18 Documentation for the new project in Basic Education including base-line data.
2.19 Orientation for the new project in 3 Kabupaten and at headquarters complete.
2.20 Trained staff at Balitbang available to assist with the new project.
2.21 Appreciation of and support for objectives from senior managers at Balitbang and DPSE.

ANNEX G

PRIMARY EDUCATION ORGANISATION STRUCTURE



Note: The Directorate of Primary Education and its regional offices was to be responsible for the implementation of ALPS after it ceased to be a pilot project.

ANNEX H

ACTIVE LEARNING IN INDONESIAN PRIMARY SCHOOL CLASSROOMS

H1. In making some assessment of the extent to which active learning principles were being followed in Indonesian classrooms, the evaluation team felt it was important both to ask school staff for their views on this and to observe classes in action.

Claims for Active Learning in Project Areas

H2. When school staff and senior educators in the project areas of Cianjur, Sidoarjo, Mataram and Maros were asked what classroom changes had taken place because of ALPS, the main claim was that children were more actively involved in their learning than previously, and that this could be seen in a number of ways. There was increased interaction between teacher and pupil as well as between pupils, manifest in pupils asking questions, engaging in discussions and even occasionally going up to the teacher's desk to see what was on it. In the past, the team was told, that was unheard-of; children used to be passive recipients of information whose task was to listen to what was being dictated and to write. Children were more motivated to learn, to the extent, one head teacher claimed, that if the teacher left the room they would carry on working. They had opportunities to find things out for themselves by working with equipment to do experiments, not just reading about them from textbooks as they would have done in the past. Teachers had more opportunities to assess what difficulties individual children were having and give help as needed. They planned lessons more carefully than before, sometimes trying out experiments for themselves beforehand. Field trips had more purpose to them.

H3. At the same time school staff told the team that CBSA principles were not always suited to a particular topic in class: for example, at the start of a lesson it was more efficient for a teacher to give a whole-class explanation of a task, before the children went off to work individually or in groups. Nor were the principles considered suitable for all subjects: they seemed to lend themselves most readily to science and mathematics.

H4. Views expressed at the MOEC and by many of those interviewed in the UK, however, suggested that in many schools active learning principles were implemented in a limited way that missed the point of making changes to teachers' behaviours. As one of the Indonesian senior Ministry personnel expressed it, 'The targets got separated from the means of achieving them' and the main objection to ALPS voiced by the former Director of Primary Education was that: 'Teachers didn't change their teaching methods, even though they had children sitting in groups.' Certainly grouping and ALPS were closely associated. Senior staff in DGPSE told us that active learning and pupil grouping had become synonymous and even ALPS's strongest supporters in Balitbang (CDC managers) told us it had been a problem that teachers were supposed to vary classroom organisation but nearly always whole classes were replaced by large groups, so that there was no variety.

H5. It is not clear to us, however, whether these were opinions about the effects of a too-rapid spread of active learning beyond the project areas, or about the application of active learning within the nine ALPS project areas and their selected schools. The view expressed by the Head of Research at Balitbang was that the desire of provincial education offices to copy what they saw at project sites

like Cianjur, and to share in the high regard in which they were held, led to teachers adopting the superficial things like chair arrangements but missing the essential messages. Even if teachers knew they didn't understand what CBSA was trying to do, he told us, they would have felt obliged to seem to practise it, if their superiors had told them they must.

H6. The former project manager accepted that ALPS introduced a lot of confusion in schools and recalled that it had been hard to convince supervisors of the value of what was happening.

Factors inhibiting active learning in classrooms

H7. There is plenty of evidence to suggest that even in the project areas schools were encountering difficulties in applying active learning in classrooms. Perhaps the most important of these was teachers' own limited understanding of and confidence with active learning, which meant they were often unable to see when methods were suitable and when they weren't. Planning lessons was harder and took longer and, while some teachers could see the value of active learning, most needed constant motivation while a few saw no point in bothering. This difficulty was exacerbated by the low level of educational background achieved by most teachers and by the fact that many head teachers and supervisors were thought to need deeper understanding of active learning. As it was, they were ill equipped to support teachers struggling to put the concept into practice. Another difficulty was shortage of the resources regarded as necessary to teach according to active learning principles, such as coloured paper, balances for science lessons and mathematics equipment. Even when the local environment was used (staff at one school cited working links with the nearby post office and police station as well as with the village head's office, all of which were said to be very helpful) it was not quite enough. Evaluation team members were told of middle-class parents who disliked the idea of their children making do with cheap equipment like used tin cans, which might damage their health. A further constraint on the use of active learning principles was class size - in one school the average was over 50.

Classroom Observations

H8. Before the evaluation team gives its report on what was seen in classrooms, there are two points to be made. One is that that in his book 'Questions of Quality' (Hawes and Stephens, Longman 1990) Hugh Hawes lists the kinds of activities that can help to change teachers' classroom behaviour. Not all lend themselves to observation in the classroom: teachers' lesson preparation and their modification of lesson plans in the light of feedback are examples. Language barriers often prevented the team from knowing whether other activities of the kind Hawes suggests were underpinned by active learning principles: we could not, for example, always tell whether the teacher's line of questioning was appropriate to a pupil's level of ability. While recognising that active learning was about more than wall displays and changed furniture, the evaluation team therefore concentrated its observation on those types of ALPS activities that could be seen. The thirteen indicators of active learning the team used are listed in Annex C (Classroom Indicators Record Sheet).

H9. The second point is that classroom observation always has its limitations and the observation that the team was able to conduct was no exception. Even in the most systematic and time-consuming of observations there is an element of subjectivity, and the observation carried out for this evaluation was on a very modest scale. While the team visited 30 classrooms in eleven schools placed in four of

the ALPS projects, these visits did not enable enough systematic collection of evidence for project comparisons to be made; for example, unequal numbers of schools and classrooms were seen in each area. In Mataram there was time to visit four schools, but in Cianjur we saw only two. It is inevitable therefore that while the following comments are based on what was seen in the classrooms visited they are largely impressionistic in nature.

Displays of children's work

H10. Hawes suggests that displaying children's work is one way a teacher can encourage creativity. The team was impressed in many of the classrooms by the quality of the children's artwork but it was often unimaginatively displayed with drawings frequently unmounted and rigidly aligned. In many classrooms it was not displayed at all.

Local environment as a resource

H11. Most classrooms showed no evidence of this, but there were noteworthy exceptions: in two of its classrooms one school had created small pools around which were dislayed plants the children had brought in; in the same school a different teacher had created a lively wall display of empty toothpaste and soap boxes as a teaching resource. In another school in the same project area the boys in one class were using impressive science equipment made in school using plastic drip-feed bottles donated by the local hospital. One teacher had made a set of attractive letter cards using cardboard squares covered with shiny paper.

Practical tasks

H12. Mostly, the tasks the children were engaged on were set out in textbooks or on worksheets and required them to write in workbooks. Again, however, there were notable exceptions which made a marked contrast; a mathematics lesson in which children cut sheets of paper into eighths to help them find their answers; a lesson in Bahasa Indonesia in which individual children prepared short talks then gave them to the whole class and afterwards led a discussion and were subjected to questioning from their peers; one science class in which children manipulated plasticine and marbles to feel 'force'; another in which children worked in small groups with the school-made equipment described above to see how water could be guided to close an electric circuit and cause a bulb to light up, and another in which they experimented with the behaviour of focused light. The Indonesian lesson clearly stimulated all the children and the atmosphere in the room was electric with interest and liveliness. Some of the others, however, illustrated the pitfalls that await teachers brave enough to try such methods. The water-and-lightbulb experiment was being conducted outside the classroom by boys only while the girls waited passively inside, working from books. We were told they would have the opportunity to do the experiment the next day, but nevertheless the contrast between the boys' excitement and the girls' air of marking time was stark. The pupils who were supposed to be finding out how light behaved had not been told they had to focus the light into a beam for the experiment to work, or how this might be done, and many were sitting with puzzled faces.

H13. While the Western team members could not understand all the children were saying in these lessons, it was clear that they offered opportunities for children to interact.

Classroom organisation

H14. Hawes suggests that good grouping practice gives children opportunities to discover things together. Good grouping practice involves more than arranging children in groups, but it was interesting that children in all classes in all schools in one project area were seated in groups at tables. This also seemed to be the norm at another school in a different project area while in one of the early project schools classroom organisation differed from class to class. Other schools seated children in desks set out in rows of two. Interestingly in two of the classrooms organised in this way, after listening as a whole class to a task explanation, the children acted on minimal instruction from their teachers (suggesting this was often done) to move their bench seats and form groups with the children sitting behind them. Seating by groups, however, does not necessarily mean that children do group work, examples of tasks set up to require children to come together in groups are rare even in UK classrooms and the best examples we saw in Indonesia were the science experiments referred to above. In most of the rooms where children were seated in groups to work teachers constantly moved round, available to give help; we saw no instances of children needing to crane their necks to see what instructions were being given.

ANNEX J

COMBATING GENDER BIAS: AN EXAMPLE

The Al Izhar Pondok Labu School

On gender issues, the experience of the Al Izhar Pondok Labu School is worthy of mention. Although not an ALPS school, this model Islamic school was visited by the evaluation team and some of the constraints faced by Indonesian educators were discussed with the progressive and extremely able Head teacher. She had taken active steps in terms of a gender bias awareness programme in the school setting. The school's motto and aims are faith, intelligence, creativity and independence. Openness is an important factor and gender bias would be seen to impinge on the aims if it were allowed to become established. "Mothers are homemakers and fathers are breadwinners" would not be a portrayal of reality at the school where more than 50% of the students' mothers are working mothers and more than 5% are single parents.

Interestingly games and sport was another area targeted for "balancing the gender bias" in the school. Teacher training was also ongoing in the school so that gender awareness is treated as an organic matter. Obviously what happens outside the school is also important. Upbringing lays the foundations and if a student has internalised gender in different terms since birth, the transformation will be a long term process.

The Indonesian 1994 Curriculum does not in her view contain gender bias but in actual implementation "gender bias and stereotyping are reflected in the daily life "even if not through one's awareness". To tackle this one has to look at the national textbooks and materials used by students, the nature of interaction in the classroom, the role of teachers and the perceptions of parents on gender roles.

Many primary school textbooks are not gender neutral. Bias is found in many examples - particularly at the primary level. The Indonesian curriculum requires that students pass in the subject of Pendidikan Pancasila dan Kewarganegaraan (PPKN). This concerns the moral guidance expected in the conduct of any Indonesian citizen. However, in PPKN textbooks mothers are always pictured as home makers and sisters are helping with domestic duties and child care, while the fathers are working in the office and the brothers are doing outside activities. This sends clear signals to children during their formative years. In science textbooks in the 4th grade, out of 27 illustrations only five picture girls. For the 6th grade, out of 44 illustrations only 11 picture girls. In mathematics, exercises in textbooks present the separation of male and female roles more clearly "Mother was cooking eggs, Mother bought fish etc. Everything connected to activities in the kitchen was female.

The definition of roles in this way is less marked in the middle and high school grades possibly because MOET pays more attention at this stage and has a team dealing with gender bias in the middle school curriculum.

The Head, aware of culture and local views on gender, did see the need to sell the concept and sometimes to promote awareness surreptitiously. To be labelled as "being westernised", "too modern ","feminist", "losing our own cultural perspective" would be counter productive. There was a need

to make all concerned aware of the negative impact gender bias will have on a student's development. She devised a strategy to "sell the idea" and this would not include naming the programme a gender bias programme! Care is taken to include fathers as well as mothers in interviews concerning their children's education - often this is seen as a female role. The school has involved fathers increasingly in activities and thereby shifting the responsibility of children's education solely from the mother's shoulders.

Culture has to play an important role and Indonesia is a country rich in culture with three hundred ethnic groups, all very different. In West Sumatra there is a matriarchal system. Handicrafts and local resources provide useful tools and can be used to get a gender awareness message across to children, eg Javanese wooden puppets where one half of the team is male and the other female.

The Head at this school adopted a holistic approach to gender awareness and worked towards changing hearts and minds. She was motivated by the awareness that gender bias was preventing pupils from fulfilling their true potential and as such was a handicap for society at large in terms of the investment and return on primary education. This Islamic school was proof that gender issues could be seriously taken on board and culture need not be an obstacle that cannot be overcome. Preservation of Indonesian cultural identity and gender awareness need not be incompatible.

ANNEX K

ITINERARY (November-December 1997)

Date	Time	Place	Comments
15 Nov		Depart UK	
16 Nov		Arrive Jakarta	
17 Nov	10.00-12.00	CDC Office Gunung Sahari	Meeting the Head of CDC (Ms Ainun, Mr Karim Al-Kharami, Ms Diah Harianti, Mr Siskandar).
	12.00-13.00		Lunch at CDC with Staff
	13.00-15.00	CDC Office Senayan	Meeting the Head and Staff of Primary and Primary Division
18 Nov	08.00-11.00	Pondok Labu	Al-Izhar Primary School
	12.00-13.00	Lunch	
	13.00-15.00		Meeting with the Director General of Preprimary and Secondary Education and the Director of Primary Education
19 Nov	10.00-11.00		Meeting with Head of Research Centre
	11.00-12.00		Meeting with Secretary R&D (Balitbang)
	13.30-15.00		Bappenas
20 Nov	05.00		Depart Jakarta
	08.00-13.00	Cianjur	Meeting the Kakandep (Head of District Education Office). Visit two Primary Schools, discussion with Supervisor, Head Teachers and Teachers
21-22 Nov		Yogyakarta	Meeting with Kabid Dikdas (Head of Provincial Primary Education Division). Visit two Primary Schools. CDC Participant: Mr Sediono
23 Nov (Sunday)		Travel to Sidoarjo	Meeting with Kakandep (Head of District Education Office).
24-25 Nov			Visit two Primary Schools CDC participant: Mr Sediono
26 Nov		Mataram	Meet the Kabid Dikdas (Head of Provincial Primary Education Division) Visit two Primary Schools
		Mataram	Visit two other Primary Schools CDC Participant: Mr Sediono

Annex K

28-29 Nov	Mataram	Stay in Mataram
30 Nov 1-2 Dec	Travel to	CDC Participant: Mr Sediono South Sulawesi Meet the Head of Subdistrict Education Office, Visit two Primary Schools in Maros
3-5 Dec	Jakarta	Round-up Meeting, follow-up, meetings, report production
6 Dec	Depart Jakarta	
7 Dec	Arrive UK	

THE DEPARTMENT FOR INTERNATIONAL DEVELOPMENT

The Department for International Development (DFID) is the UK Government department responsible for promoting sustainable development and reducing poverty. The central focus of the Government's policy, based on the 1997 and 2000 White Papers on International Development, is a commitment to the internationally agreed Millennium Development Goals, to be achieved by 2015. These seek to:

- Eradicate extreme poverty and hunger
- Achieve universal primary education
- Promote gender equality and empower women
- Reduce child mortality
- Improve maternal health
- Combat HIV/AIDS, malaria and other diseases
- Ensure environmental sustainability
- Develop a global partnership for development

DFID's assistance is concentrated in the poorest countries of sub-Saharan Africa and Asia, but also contributes to poverty reduction and sustainable development in middle-income countries, including those in Latin America and Eastern Europe.

DFID works in partnership with governments committed to the Millennium Development Goals, with civil society, the private sector and the research community. It also works with multilateral institutions, including the World Bank, United Nations agencies, and the European Commission.

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