



DECENTRALIZED BASIC EDUCATION 3 Life Skills for Youth

**A Monitoring and Evaluation Framework and Guidance notes
for Equivalency Education**

July 2007



Contents

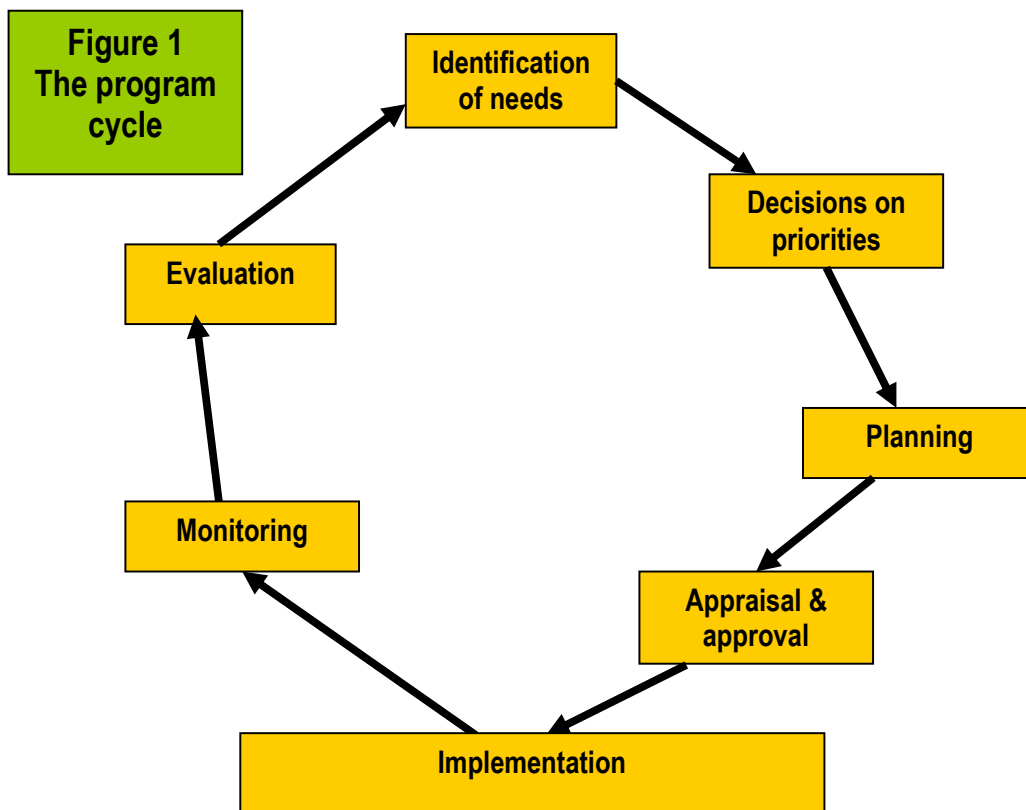
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Introduction

1. The purpose of this Monitoring and Evaluation (MONEV) Framework is to provide guidance on an approach to monitoring and evaluation that is different from the approach currently practiced. The Framework is specifically focused on Equivalency Education, but much of it is relevant to other parts of Non-formal and Informal Education.
2. Many people will have a mental image of MONEV as a familiar set of activities conducted periodically, which involves asking a series of questions of different respondents in accordance with MONEV instruments. This document challenges the current assumptions about MONEV, sets out a different way of looking at what can be achieved through monitoring and evaluation and explains how this can be done. Thus, it provides general guidelines for those involved in MONEV for Equivalency Education. There are three main sections:
3. The first part of the document:
 - Explains what MONEV is and what it involves.
 - Examines the current arrangements and their effectiveness.
 - Explores the role of MONEV in the context of the strategic and program objectives of Equivalency Education.
4. The second part provides a framework within which MONEV should be carried out and:
 - Explains the basic principles or requirements on which a revised MONEV system should be founded.
 - Explains the principal stages of collecting, managing and analyzing data.
 - Sets out the monitoring and evaluation tasks that people at each level of the management structure should undertake and the products or indicators associated with those tasks.
 - Examines the need for an Education Management Information System (EMIS) and sets out some basic specifications for such a system.
 - Identifies key monitoring reports, what they need to address and how various MONEV activities could be synchronized in order to be most effective.
 - Identifies the broad capacity building needs for revised MONEV.
 - Proposes the steps for introducing changes to achieve improved MONEV.

Definitions

5. It is possible to regard any activity or program in terms of a cycle of different stages. This is illustrated in Figure 1 below. The cycle begins with the identification of needs and decisions on priorities. This leads to planning, followed by an appraisal and approval of the plans. The activity then moves into the stage of implementation. During implementation the activity is monitored and then evaluated. The results of evaluation feed through to the identification of a new or revised activity and the cycle goes around again.



6. The terms monitoring and evaluation are often used together and sometimes inter-changeably. They can mean different things to different people, but the following are reasonable working definitions.

Monitoring: the on-going collection, review and interpretation of information on activity implementation, coverage and utilization.

Evaluation: a process of data collection and analysis designed to assess the effectiveness of an activity in attaining its originally stated objectives, and the extent to which observed changes are attributable to that activity.

7. These definitions make a distinction between assessing processes, which are the main concern of monitoring, and assessing outcomes, which are the subject of evaluation.
 - Monitoring happens during implementation of an activity. It can be regarded as a continuous internal process and an integral component of program management: something that managers do to find out what is going on, to confirm that things are going according to plan or to prompt remedial action.
 - Evaluation occurs more periodically. It is usually conducted after the event, or at least at set times during the program. It is an external examination, an attempt to stand apart from day-to-day management and look in from the outside.
8. In practice, however, there is overlap between the two processes. They both involve the gathering of information, analysis and interpretation, so this document will follow the common usage and refer to monitoring and evaluation by the acronym MONEV.

The purpose of monitoring and evaluation

9. The purpose of MONEV is to build up a picture of what is going on in order to inform decisions about how to proceed in the future. Three important points follow from this statement:
 - The objective is to produce useful findings that will help managers make adjustments and improvements. If MONEV is not purposeful, it is a waste of time and money; and an inefficient use of resources that could have been used for something else.

- MONEV is not just data gathering. Data collection is a necessary first step in monitoring and evaluation. There are at least five steps in the process:
 - i. Collecting information from different sources and by various means;
 - ii. Managing, collating and sifting this information so that it can be used;
 - iii. Analyzing it, interpreting and drawing conclusions (applying judgment based on evidence);
 - iv. Communicating and presenting these conclusions;
 - v. Using the analyzed findings when making decisions.

- Everyone involved in implementing and managing activities or programs needs to have an idea of what is going on. However, they do not all need the same information or the same level of detail. They all need a clear view but different people need a different view of the picture depending on their position in the management structure. Those close to implementation, for example, at the level of the individual teaching unit, need detailed information about their particular institution and its students and tutors, but higher up the management structure this information has to be combined and distilled. A monitoring and evaluation framework describes how this can be achieved. It provides the structure within which information flows can be managed.

The current situation

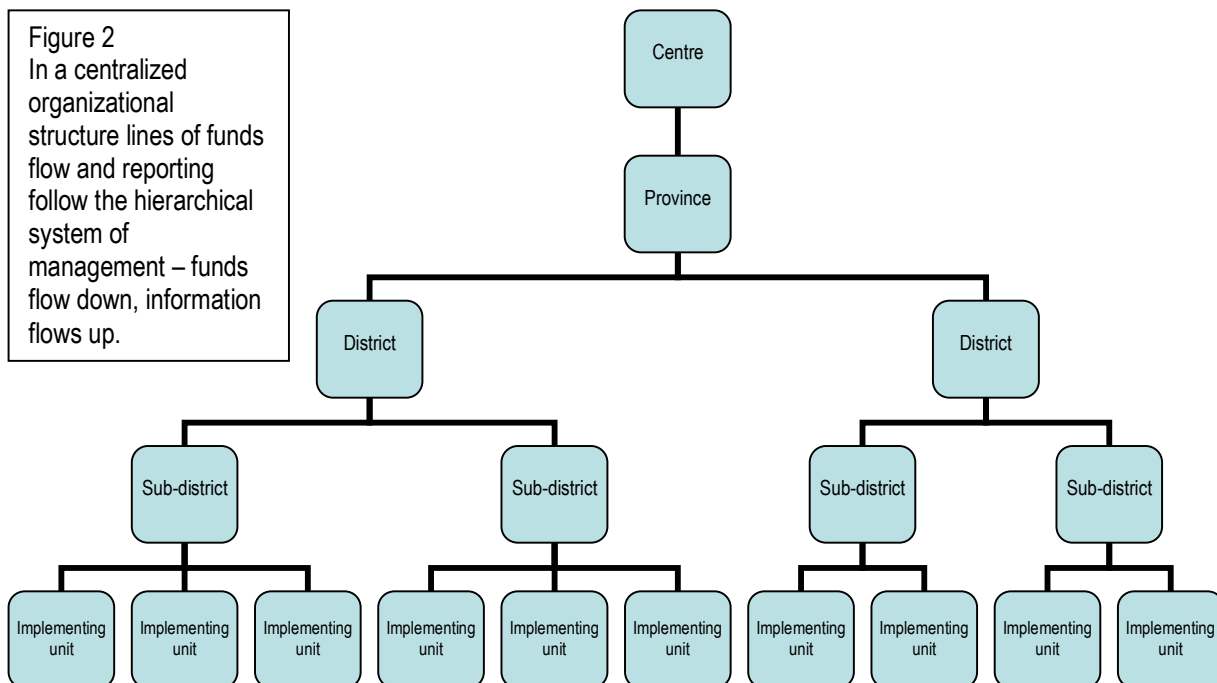
10. The need for a flow of information is well recognized throughout the education management structure of Equivalency Education and there is a serious commitment both in terms of financial allocations and staff time to carry out MONEV activities. There are annual budgetary provisions for MONEV at central, provincial, district and sub-district levels and this translates into a considerable amount of activity each year.

11. Much of this activity is aimed at producing basic management information, but it also attempts to gather information on the performance of Equivalency Education programs e.g. how effectively activities such as national exams are being managed, and on compliance with program rules e.g. whether funds allocated from the national budget have been disbursed as intended by the provinces. Some data are also gathered on the perceptions of those involved in Equivalency

- programs. The sharing of information is achieved through Ministry staff visits to the field, through a structure of district, provincial and national meetings and through ad hoc requests for information to meet the particular and current information needs of the Directorate at the national level.
12. However, the effectiveness of the MONEV currently undertaken is limited for a number of reasons. These are outlined in paragraphs 14-30 below.
 13. A major motivation for a good deal of the monitoring that goes on is the availability of funds. Budgetary allocation is of course necessary, but the amount and nature of the monitoring that goes on tends to be tailored to the amount of funds available rather than to the needs of the program. MONEV activities are therefore budget-driven and this tends to discourage careful consideration of what needs to be done. It also tends to discourage innovation. MONEV becomes just a “business as usual” activity.
 14. Monitoring techniques almost invariably consist of gathering information through interviews, based on predetermined instruments or questionnaires. The nature of much of the data gathered through these means is restricted. The data are predominantly quantitative (numbers of students, tutors, examination passes etc.). This concentration on quantitative data collection means that there is little scope for information that is qualitative in nature. Qualitative information is generally difficult to access using the closed yes-no approach of the typical instruments. It is also commonly perceived as difficult to interpret and not sufficiently “objective”. Although there are many people in the management structure, who have valuable experience and whose observations could make significant contributions to the overall picture that MONEV is intended to depict, there is no systematic means of tapping into these contributions. Qualitative assessment remains an undeveloped aspect of MONEV.
 15. The use of instrument-based monitoring is not an efficient way of collecting basic statistics. Reliance on monitoring to gather management information is understandable because a system of routine statistical reporting does not function properly. However, if there were an Education Management Information System (EMIS) for compiling management information on a regular and routine basis, through periodic reporting, much of what is currently regarded as MONEV would be unnecessary.

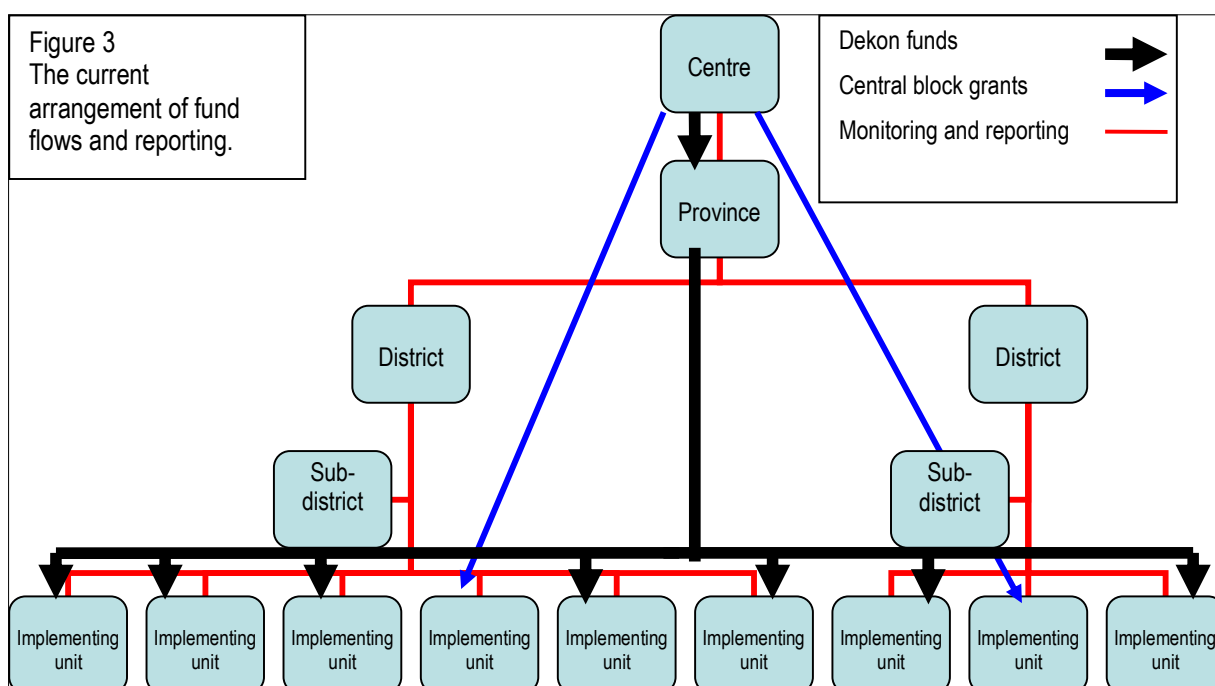
16. There are limitations in using questionnaires alone to ascertain levels of compliance with program rules or to check that centrally directed initiatives are being implemented as intended. Where there are clearly right and wrong answers and the questions indicate how well individual respondents are doing their jobs, the reliability of the responses given cannot be guaranteed. In order to ensure verification, interviews would need to be conducted in depth and backed up by other monitoring techniques. It seems unlikely that this happens often and it is therefore possible that MONEV activities are providing a false impression of levels of compliance.
17. The inefficiency of the present MONEV activities can also be seen in the amount of repetition that occurs. The same information is gathered from different people. For example the questionnaire that is used by Ministry staff to interview education office staff at the provincial level is identical to the one used to interview education office staff at the district level. Moreover, monitors at different levels of the management structure are often asking the same questions. The MONEV process is not differentiated, in the sense of different people examining different parts of the overall picture. Very similar information is gathered by monitors from the centre, the provinces and the districts, using very similar methods.
18. The traditional approach to MONEV focuses mainly on data collection. There is very little analysis of the raw data that is gathered. This consequently produces a plethora of undigested information, which is not broken down into manageable chunks or assembled into any kind of data frame for analysis purposes. This lack of analysis means that there is no systematic reporting to the next level and no flow of feedback in the opposite direction. The MONEV system is primarily geared to the needs of the centre and the information flow is all one way. There is no assumption that districts and provinces will do anything more with the information than pass it on up the chain. This disconnection between those carrying out monitoring and those using monitoring information has a negative effect on the quality of the MONEV undertaken. There is little incentive in the exercise when the levels of perceived utility are so low.
19. There is also another reason which contributes to the weakness of the current MONEV arrangements. This is to do with the organizational structure of Equivalency Education. In most organizational structures there is a correspondence between lines of management authority, the lines along which funds flow and the lines along which information from monitoring and evaluation flow. This correspondence is illustrated in the organogram in figure 2 below. In a traditional

centralized hierarchy, the reporting lines are a mirror image of the management structure and the stages through which funds flow.



20. This is a clear structure: management authority and funds go down and reports come up. However, since all the lines are long a lot can happen in between, this sort of system does not necessarily work well.
21. The organizational structure of Equivalency Education does not conform to this kind of centralized structure. However, it does not conform to a decentralized structure either, because it does not give the districts a major role in management and funds are not channeled through district budgets.
22. There are three principle sources of funding for Equivalency Education.
- Most of the funding (82% of ABPN in 2007) goes as Dekonsentrasi funding to the provinces. Funds are then distributed directly to implementing units by the provinces, on the recommendations of the districts.
 - A relatively small amount of the national budget allocation is directed as block grants from the centre directly to implementing units.
 - Districts are encouraged to supplement national funding by allocating funds from their local budgets, although to date relatively few have done so.

23. Figure 3 below attempts to show the different lines of funding and reporting.



24. There is an expectation (backed up by the provision of allocations from the Dekonsentrasi funds), that both provinces and districts will conduct monitoring. The role of the districts in deciding where the money is spent is limited to recommending recipient community groups and other implementing units and yet they are expected to undertake monitoring. Thus the funding flows are not mirrored by monitoring lines.
25. The districts have a key role in the decentralized management of education and yet currently play a relatively minor role in the implementation of Equivalency programs. They are no longer responsible for the allocation of the Dekonsentrasi funds that finance most of the expenditure associated with the Paket programs.¹ At present, they rarely use their own budgets to supplement Dekonsentrasi funds for Equivalency programs.
26. Although districts are required to produce district strategic plans (Renstrada), identifying priorities and allocating resources, for both formal and non-formal education, the latter does not receive the same level of attention. Service delivery for non-formal education is mainly the responsibility of

¹ Up to financial Year 2006 Dekonsentrasi funds were channeled through the districts, but this caused delays in disbursement to the implementing units. The practice now is for these funds to be disbursed directly by the provinces on the recommendations of the districts

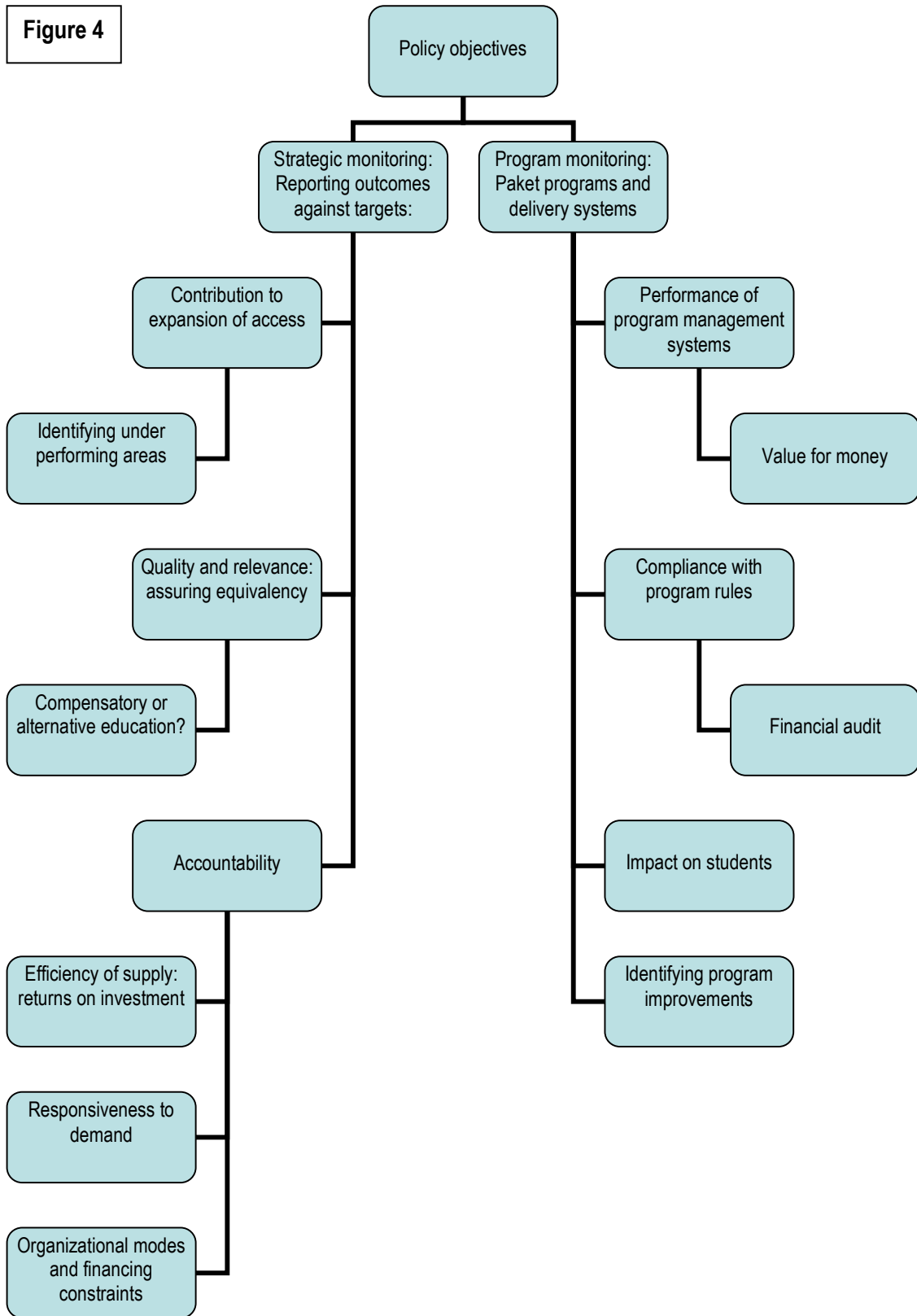
- community groups, so districts do not have the same level of involvement, as they do in the management of formal schooling, for which they are major service providers and have a major stake as employers of the teaching workforce. The fact that the funding for Equivalency programs effectively by-passes the district coffers is another reason for the relative lack of visibility of non-formal education to the eyes of district legislators and administrators.
27. These factors may be significant in determining how well MONEV is conducted, particularly at district level. There has historically been a strong assumption in the institutional culture of government service that individual units are only responsible for those activities which they fund directly and for which they can be audited. A sense of responsibility is in inverse proportion to financial control. Lack of “ownership” can be expected to be reflected in a lack of seriousness with which MONEV is conducted. The monitoring and evaluation framework will need to take this into account.
 28. Current MONEV arrangements provide a minimal flow of information to keep the Equivalency program running, but they are provisional and ad hoc. They are insufficient to provide a solid basis for program improvement. There is no integrated MONEV design or framework that addresses the fundamental question – what do we want to know? There is no means of controlling the quality of the interviews carried out and there are no systematic mechanisms of managing the information that is produced.
 29. Moreover, there is no hierarchical structure of reporting, which links the findings of one level of management with the next level. Consequently, it is difficult to make a connection between monitoring and evaluation and decision making. The cyclical process, as depicted in the diagram in figure 1, is incomplete. MONEV provides impressions rather than knowledge of what is going on. Decisions therefore tend to be based on intuition, rather than evidence

What could MONEV provide?

30. If monitoring and evaluation processes are not as effective as they might be, it would be useful to have a vision of what they could achieve. This section of the document, therefore, looks beyond the confines of current perceptions about MONEV.

31. MONEV is about finding answers to questions. Some of these questions address strategic issues, such as how Equivalency Education contributes to wider educational goals of increasing access, quality and relevance etc. Other questions are concerned with programmatic issues, for example, how well the program itself is operating. These two sets of questions both relate to overall policy objectives. This is depicted in the diagram in Figure 4. An explanation of the diagram is contained in the text that follows.

Figure 4



Strategic Monitoring and Evaluation

32. The diagram above shows that strategic monitoring and evaluation is concerned with reporting outcomes against targets. It addresses issues of access, quality and relevance and accountability, which are the strategic planning goals set out in the Ministry of National Education's Strategic Plan (Renstra).

Contribution to expansion of access

33. The expansion of access is one of the major policy objectives that the Government seeks to achieve through non-formal education. Questions relating to the expansion of access include:
- How effectively is non formal education filling the gap that the formal system is not able to fill?
 - How well are the Paket programs catering for the needs of particular disadvantaged groups? To what extent are Paket programs "reaching the unreached"?
 - How are Paket programs addressing gender disparities in educational opportunity?
34. MONEV can help to identify those areas in which access is not expanding and in which non-formal education may be under-performing. For example the bulk of Equivalency programs are urban based and concentrated in the highly populated areas of Java. Yet the areas of lowest net enrolment in the formal school system are generally in more sparsely populated areas, such as NTT or Papua.

Quality and relevance: assuring equivalency

35. Strategic questions relating to quality issues include:
- How robust are equivalency standards? Does equivalency really mean "of equal value but different" or does it mean second class?
 - How relevant are the *Paket* programs to educational objectives and wider national goals of economic growth? Are they producing graduates with the kind of skills required by employers? Are they producing economically capable individuals?

36. MONEV can help to clarify thinking on whether Equivalency Education simply providing a second chance education or whether it is offering a truly alternative route to further learning and employment. Relevant questions are therefore:

Accountability

37. Accountability, in this context, centres on three broad questions:
- Whether the government and providers of Equivalency programs are sufficiently responsive to their various customers and stakeholders. Although there are features of Equivalency programs that respond to demand, e.g. the allocation of block grants the provision of Paket, programs generally tends to be supply driven. Are they providing what people want?
 - Whether the investment of public resources in Equivalency Education is having the desired effects. Depending on the answer to this question a subsidiary question would be whether an appropriate proportion of resources is devoted to Equivalency Education relative to other parts of the education system.
 - Whether the ways in which Equivalency Education is organized and financed contribute to or detract from the achievement of broad policy objectives? Organizationally, Equivalency programs are determined by the availability of facilities and tutors. They mostly rely on the existence of learning centres, tutors and classes of students. Although there are experiments in alternative delivery mechanisms, such as the “door to door” programs and mobile classrooms, the bulk of Equivalency Education is delivered in semi-formal ways. The allocation of national budget funds through *Dekonsentrasi* means that control over the direction of funding is dispersed and it is not always clear whether funds are being directed at target groups. Moreover, allocations from the national budget have not yet been supplemented by the intended level of funding from provincial and district budgets, which suggests that internal accountability structures within government are incomplete.

Program Monitoring and Evaluation

38. Program monitoring and evaluation focus on the *Paket* programs and their associated delivery mechanisms. They look at how effectively the programs are managed, how the processes are performing and whether these processes are providing value for money.

Performance of program management systems

39. Questions relating to program performance and program management are concerned with the effectiveness and efficiency of service delivery. These questions include:
- How clearly are the objectives of Equivalency Education articulated at the various levels of management? In other words, does everyone know what they are doing and why?
 - Are funding, management and accountability structures for the program transparent?
 - What is the capacity of the program implementers at various levels?
 - How accessible, accurate and up-to-date is the management information being generated?
 - How effective and sustainable are the various block grant funded initiatives supported by the central Ministry?
40. The per-student costs of non-formal education are lower than those associated with the formal school sector, but measuring the returns is not easy. However there are questions that relate to value for money, such as:
- Are Equivalency programs efficiently run?
 - What proportion of the money allocated to support *Paket* programs actually impacts on front line services?
 - How could management structures and systems be streamlined?
 - What lessons can be learned about how the delivery system could be improved?

Compliance with program rules

41. Another aspect of program MONEV is whether the rules that are set out in the various operating guidelines are being applied properly and upheld. Compliance monitoring is an important aspect of

MONEV and one that attracts a good deal of attention, because of widespread general concerns about issues of governance, accountability and public image in education programs. Compliance is a particular concern where public funds are involved. Financial audit is a specialized type of compliance monitoring.

Impact on students

42. Program MONEV can also address the impact of the *Paket* programs on the students. Impact monitoring concerns questions such as:
- How relevant is the content of the *Paket* curricula in meeting students' needs?
 - What is the value to the student of the testing and accreditation arrangements?
 - How easy is the cross-over between Equivalency programs and the formal school system?
 - How flexible are learning modes and delivery mechanisms.
 - How effective are teaching methods and learning materials
 - How effective is the training of *Paket* program tutors and how adequate and relevant are their qualifications.
 - To what extent does the organization of *Paket* programs contribute to or detract from the quality of the learning available?

Identifying program improvements

43. Last, but not least, MONEV can contribute to improvements in the content, management and delivery of programs. In fact this is surely one of the principal objectives of the exercise. If we return to the previous statement of the purpose of MONEV, it is:

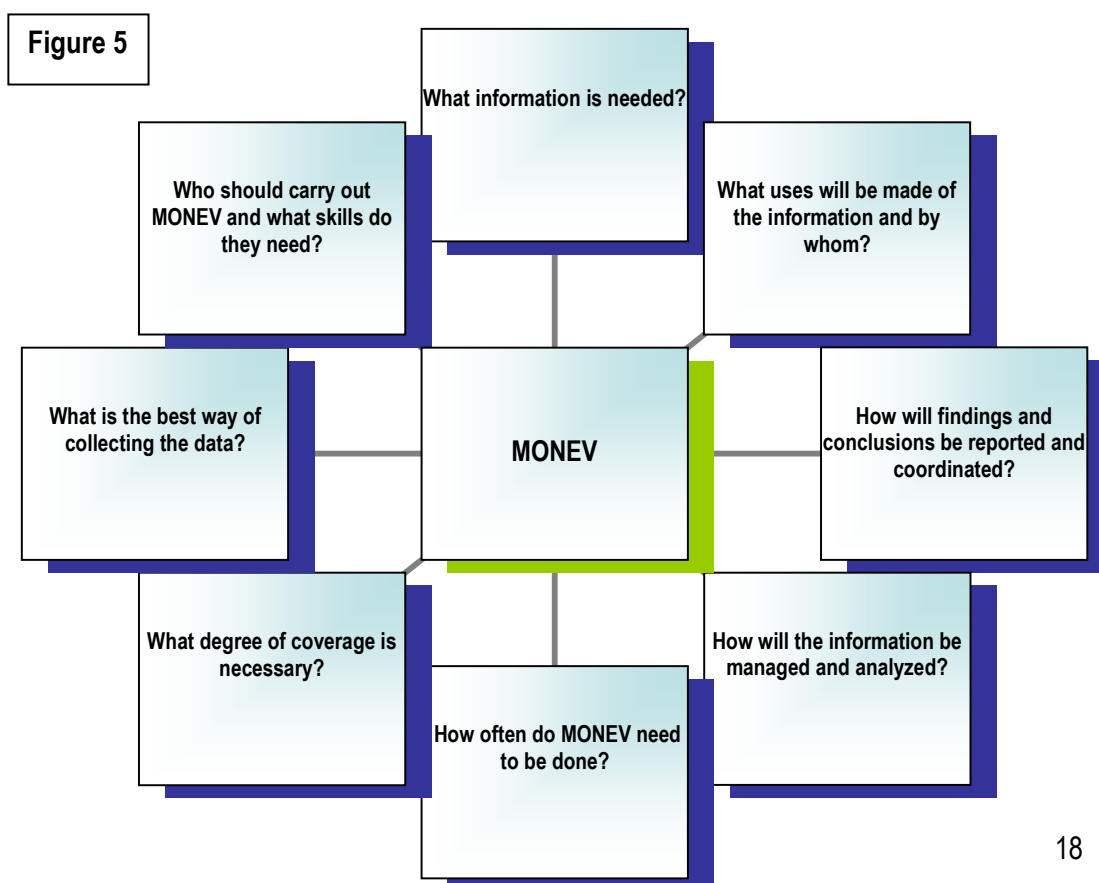
To build up a picture of what is going on in order to inform decisions about how to proceed in the future.

44. MONEV is the means by which the cyclical loop represented in Figure 1 can be completed. Monitoring and evaluation provide the essential link between present practice and intentions for the

future. They are the mechanisms that allow decision makers to obtain feedback, to know what is working and what is not working well, so that they can take remedial action.

Laying foundations for a Monitoring and Evaluation Framework

45. Having examined the current practice of monitoring and evaluation and surveyed the range of strategic and programmatic questions that could be addressed through MONEV, we can now start to build a framework for improved MONEV in the future. A framework is an overall plan or outline that sets out the objectives of monitoring and evaluation and provides a guide to what MONEV will be undertaken, who will carry it out, how they will do it and how the various MONEV activities will articulate and dovetail in order to provide a sufficiently clear picture of what is happening.
46. As with any structure, it is important that there are sound foundations. At the base of any monitoring and evaluation framework lie a number of fundamental questions that need to be addressed. Although they may seem elementary, they are not always considered in a logical way. Figure 5 sets out these basic questions and suggests a logical order in which they might be tackled. It is helpful to read the diagram in Figure 5 in a clockwise direction starting at the top.



47. In any monitoring and evaluation framework, the two most fundamental questions that should be asked are:

What information is needed?

What uses will be made of the information and by whom?

48. These may seem to be very obvious questions, but it is remarkable how seldom they are asked. The traditional approach to monitoring and evaluation follows a set of chronological steps. It starts with the creation of a monitoring instrument. Armed with this instrument, the monitors go out to ask questions and then they try to understand the answers they receive. A more thoughtful approach, however, would be first to consider the end of the process (what do we need to know and how are we going to use the information once we have it?), and then mentally work backwards. Once we have a clear view of the objectives, other considerations, such as how monitoring will be done and who will do it, tend to fall into place.
49. The act of doing MONEV is far less significant than what it achieves. Monitoring and evaluation are output-driven rather than activity-driven processes. It follows then that the content and format of the eventual product needs to be thought about prior to any thinking about “instruments”.

How will findings and conclusions be reported and how will these be coordinated with other people’s findings?

50. There are two parts to this third basic question. The first part relates to what the end product of MONEV is. At some point all the information gathered has to come together and the findings reported. How this is to be done largely determines what information is collected, because there is no point in collecting data that is not going to be used.
51. Presenting MONEV results clearly and interestingly is something of an acquired skill. It can be quite a challenge to handle the material in ways that do not resemble long lists of seemingly

unconnected findings or simply repeat information that is contained in accompanying tables or charts. We will return to the subject of reporting in towards the end of this document.

52. The second part to the question concerns how the findings will fit in with other MONEV activities. The purpose of MONEV is to build up a picture of what is going on from a number of different angles. The overall design of a monitoring and evaluation framework should attempt to construct as broad a perspective as possible, so that more of the picture can be seen. Hence there is a need, for example, for differentiation between the monitoring that is carried out by district staff and that carried out by provincial staff.

How will the information be managed and analyzed?

53. In order to report meaningfully it is necessary to consider the management and analysis of the data that will be collected. If this is not considered before data collection begins, there is going to be an overwhelming mass of information, which will probably never be used. This is a very familiar problem of many MONEV arrangements.
54. Both information gathering and the processing of data are labour intensive. Handling, collating and inputting a mass of detailed data can be a major feat of organization. Decisions have to be made about who will input data and whether this activity should be done in the field, or at a higher level of the management structure, where it can be better supervised. People need to be identified and trained. Other aspects of the work also need to be planned, such as the arrangements for checking on the accuracy of the data and chasing up data that has not been submitted.
55. Monitoring and evaluation are essentially processes involving the management of information. Analysis is one aspect of this, because it involves organizing and interpreting information and weighing the evidence. There is nothing particularly magical about this process. It is what our brains do all the time to get us through the day. With large amounts of quantitative data, a computerized database is a necessity to help with the collation and shuffling of the information into analyzable tables.
56. With qualitative research, the evidence is more impressionistic and less clear cut, but similar principles apply. Just as the key to successful navigation is to know where you want to go, the most important determinant of data analysis is to know what you are looking for. It can be quite

easy to lose sight of what you want to know in the mass of detail. It is therefore a useful discipline to focus on the fundamental questions (what information is needed and how will it be used?) and assemble the evidence that supports the answers to these questions.

How often does MONEV need to be done?

57. The nature of the information needed will also determine the frequency of monitoring and evaluation. If it is necessary to have key information for every semester, then it will be necessary to conduct some kind of survey twice a year. On the other hand, it may only be necessary to report other information over a longer timescale. The frequency of the MONEV will also have an influence on the scale of the monitoring activity, because it means that each monitoring exercise has to be completed within a set timeframe. If one of the objectives of the monitoring, for instance, is to influence decisions in six months time, it is not going to be satisfactory to have to wait two years before the outcome of the monitoring is known.

What is the extent of coverage required?

58. Related to questions of timing, are questions of coverage. Whether it will be necessary to aim for a comprehensive review, or whether an exercise based on a sample will suffice, will depend on the nature of the information required and the time and the resources available.
59. It is possible to conduct MONEV on an entirely random basis and in some circumstances this may be appropriate. However, for surveys or qualitative case studies it is usual to identify respondents in a more deliberate way, using a sample. For quantitative research, there are various mathematical ways of identifying the size and nature of the sample that make it representative of the general population being surveyed. These will reveal the proportion of the relevant population that is statistically significant, the necessary stratification needed to take account of the different characteristics of various groups of respondents, the degree of reliability of the findings and the margin of error. These concepts and techniques are familiar to statisticians, but can be somewhat mystifying to most normal people.
60. It is worth noting that the credibility of MONEV often hangs on how representative the sample can be shown to be. The most commonly voiced complaint from those who do not like the findings will

relate to the choice of sample used. It therefore pays to ensure that the methodology for choosing respondents is statistically defensible and is well documented.

61. For both quantitative and qualitative methods, there are some common sense guidelines to follow. The most basic consideration is the purpose of the MONEV. This will, amongst other things, determine whether the sample will be used only once or repeatedly. The variability of the target population, how it is distributed geographically and how it is stratified are important considerations. It may, for instance, be necessary to choose a proportional mixture of urban and rural or island and mainland locations. Respondents may need to be chosen from different ethnic, employment or socio economic backgrounds. Cost constraints, logistics and the availability of personnel to carry out the research also have to be taken into account. These constraining factors may dictate that the MONEV is conducted in clusters of locations rather than distributed evenly throughout the survey area.
62. There is no “right” way of choosing a sample, beyond fitness for purpose, but each decision about who to include and who to leave out will have some effect on the outcome. The important thing is to ensure that the rationale and methodology are robust and that they stand up to scrutiny.

What is the best way of collecting the data?

63. The nature of the information needed and how it is going to be used will determine the choice of the right questions to ask and the appropriate means of asking them. There are two basic ways of finding things out. One way involves doing the research yourself. This is known as primary research. The other involves using other people’s findings, which is known as secondary research, or using secondary sources. Either way, research is commonly distinguished as being quantitative or qualitative. The distinction is not watertight, but it is a convenient way of explaining the options available.
64. **Quantitative research** concentrates on results that can be measured and added-up. A survey, such as a national census or an opinion poll, is a form of quantitative research, because it is a means of obtaining answers to pre-determined, standardized questions from a range of respondents. These are generally closed questions to which there is a limited range of possible answers. The answers can be aggregated to provide generalized information (e.g. 55% said yes, 30% said no and 15% didn’t know). Surveys are generally thought of as set-piece activities

- designed to produce a snapshot of the situation at a particular time. They usually involve large samples of respondents, so that it can be assumed that the information obtained is indicative of the situation everywhere.
65. The idea of gathering a lot of straightforward information that can be aggregated to provide a picture of what is going on is deceptively simple. In fact, organizing a survey is a major operation, which needs a lot of preparation, personnel and management. To be credible, it has to be done well. A poorly run survey is an expensive waste of time.
 66. Quantitative research is often regarded as more “objective” than qualitative research, because the more obvious elements of judgment are removed. It provides a sketch or outline of the picture, without necessarily showing the colours or shading.
 67. **Qualitative Research**, on the other hand, is a more in-depth study designed to provide insights and illustrations. Because the focus is narrower, it is not representative and the results cannot be generalized. It provides a coloured-in version of parts of the picture. Used in combination with quantitative methods, it can provide a more vivid impression of what the rest of the picture looks like. Examples of qualitative research include case studies concentrating on particular aspects of the program, using methods such as observation, in-depth one-on-one interviews or focus-group discussions. These methods may involve elements of “number crunching”, but they also involve judgments and impressions and are therefore more subjective. They are also relatively difficult to do well. Facilitating and drawing conclusions from focus group discussions, for instance, requires a great deal of skill.
 68. **MONEV instruments** usually come in the form of some kind of questionnaire. Apart from the obvious problem of unclear or ambiguous wording of questionnaires, there are other pitfalls of designing and using this form of instrument.
 69. Although questionnaires are a good way of assessing the perceptions of respondents, the responses should not be confused as facts. If 85% of project implementers, for example, think the program is meeting its objectives, this says a lot about the attitudes of implementers. It does not necessarily mean the project is actually successful.

70. The most common problem with questionnaires is their length. The tendency is to ask far too many questions. The more people there are involved in designing or reviewing the questionnaire, the more questions there will be. Questions proliferate, because everyone has his or her own pet ideas and suggestions.
71. Often the key questions to which answers are sought, (e.g. is the program on course to reach its objectives and are resources being used effectively?) cannot be asked directly of respondents, because they are not necessarily in positions to know the answers. These “big” questions have to be approached through various proxies, the answers to which, taken together, may be indicative. It does not always work out this way. The desire to gather more and more of this indicative information, can lead to the big picture becoming obscured, rather than illuminated. The result may be that a great deal of information is generated, which does not quite provide the answers required.
72. Asking too many questions also causes practical difficulties. The more questions there are, the more time is required to complete the questionnaires, the greater the chance of incomplete or inaccurate responses and the more data there is to input, clean, process, analyze and interpret. Coping with the sheer volume of information is a problem familiar to anyone involved in MONEV. Excluding unnecessary questions and data that is only of marginal interest makes sound practical sense. The acid test for each question is: to what extent will the responses contribute to the bigger picture. If the answer is not very much, it will be necessary to reconfigure the question, or leave it out. The aim should be to cut the questions to an irreducible minimum to provide the required information.
73. For qualitative research there are other problems associated with MONEV instruments. Generally the purpose of in-depth interviews or focus group discussions is to ask open questions and to encourage respondents to give their views freely. It can require considerable skill on the part of the interviewer to avoid asking leading or rhetorical questions, while at the same time ensuring that the conversation remains purposeful and relevant.
74. The key to designing a good questionnaire lies in knowing from the outset how the findings are going to be reported. The structure and content of the report determines the questions that should be asked rather than the other way round. Where a lot of information is to be gathered, this will also determine the design of the database framework into which the information will be fed.

Who should carry out MONEV and what skills do they need?

75. The final question on this list concerns who should carry out MONEV. In the current situation, this is usually determined by the availability of funding. Operating budgets determine both the amount of MONEV that goes on and the identity of those involved. As we have seen, this arrangement does not necessarily lead to the most efficient uses of staff time or the most effective monitoring and evaluation.
76. If the intention is to get a snap shot of a situation and have some basis for comparability, it will be necessary, to carry out monitoring in different locations at roughly the same time. In order to have a good chance of complete data gathering, questionnaires have to be administered by interview. This has implications for staffing. Gathering information by interview can be a time-consuming business and can require a large number of interviewers over a wide geographical area. Each interviewer has to be briefed, provided with logistical support and paid. The standardized nature of the questions means that the interviewers do not need specialized skills. However, the interviewers do have to abide by certain rules, adhere to a code of conduct and meet minimum standards. This requires careful supervision to ensure the survey is conducted properly by people who know what they are doing and who can be trusted not simply to make up all the answers.
77. Much higher levels of skill are required for qualitative research because the research methods are more demanding and the resulting discussions more wide-ranging. Facilitators need sufficient background knowledge to understand the answers they are given and to follow up by asking supplementary questions. They also need to be able to assimilate a lot of disparate information and provide a balanced summary of what was said. The approaches and style adopted by the researchers become important considerations. Interviewing styles range from the inquisitorial to the participatory “partner in shared learning”. Different styles may be appropriate in different circumstances.

Guiding principles for a Monitoring and Evaluation Framework

78. Having identified an approach which starts by asking a set of basic questions, which form the foundations for MONEV, it is possible to start building a framework starting with some guiding principles.
79. The purpose of MONEV is to assess outcomes and outputs against targets, not just to check that activities are taking place. This implies that there should be greater clarity in the roles and responsibilities of the various levels of management involved in Equivalency Education and greater expectations of performance. A focus on targets and service standards, rather than activity requires a major shift in attitudes and MONEV has a significant role to play driving these changes.
80. Monitoring and evaluation are processes that are concerned with information management. If they are regarded simply as exercises in data collection, they are unlikely to produce useful results. Competent information management requires understanding of the eventual uses that will be made of the information before it is collected. An essential element of information management is a functioning EMIS. Regular and routine collection, analysis and presentation of basic data would make much of what is currently regarded as MONEV redundant.
81. MONEV design should recognize that there are key “customers” i.e. people and institutions who need the information because they are in positions to make use of it. MONEV has in the past been focused on the needs of the central Ministry of National Education. The Ministry remains a very important user of MONEV information, but there is another level of the management structure that, in a decentralized system, also has particular information needs: the level of the districts and municipalities.
82. The focus and nature of monitoring needs to be different at different levels, so that the repeated collection of similar information can be avoided. An outline of the focus of monitoring can be seen in table 1 below. In order for managers to make sense of the different aspects of MONEV and to avoid a flood of too much raw data, there is a need for a hierarchical structure of reporting, with agreed points at which information is summarized and analyzed. This has a number of implications.

- The capacity to manage information flows, analyze and report needs to be built up at various levels.
- The incentives have to be geared to the submission of analyzed findings rather than to data collection activities.
- There needs to be a two way flow of information in order to give those closest to program implementation knowledge and a sense of ownership of the broader picture.

Monitoring and Evaluation tasks and who should do them

83. The table below sets out a proposed new structure of monitoring, evaluation and reporting. It explains the different core MONEV tasks for the different levels of program management.
84. It will be noted that, while there are important tasks at each level of management, there are two points at which the major onus of monitoring and evaluation falls. It is no coincidence that the districts and the Centre are both the main players in conducting MONEV and the main customers of MONEV findings.

Table 1 Key MONEV tasks at different levels of Equivalency program management

Implementing unit	Sub-district	District	Province	Centre
<ol style="list-style-type: none"> 1. Self-assessment of programs 2. Generation of EMIS basic data 3. Acting to follow-up on monitoring findings 	<ol style="list-style-type: none"> 1. EMIS primary collection point 2. Standardized reports to District 3. Follow up poor performance or non-compliance by implementers 	<ol style="list-style-type: none"> 1. Direct monitoring of implementers through Penilik & TLDs on throughput, performance of implementing units and compliance with procedures of service delivery 2. Reports on equivalency education in the district relating performance to Renstada targets , 3. Review of sub-district reports 4. Sample school visits to verify sub-district reports and check anomalies. 5. Processing and use of EMIS data 6. Financial acquittal of APBD funds 	<ol style="list-style-type: none"> 1. Review of district reports. 2. Summarized report of issues from districts. 3. Lessons learned from service delivery. 4. Cross-district comparisons. 5. Financial acquittal of APBN Dekonsentrasi funds. 	<ol style="list-style-type: none"> 1. Studies of effectiveness of Equivalency Education in meeting its own targets. 2. Studies of efficiency of service provision 3. Performance review of Equivalency Education against education policy objectives. 4. Management review of service delivery. 5. Reviews of specific themes and projects e.g. alternative delivery modes. 6. Value for money review. 7. Audit of APBN dekonsentrasi funds. 8. Oversight of financial compliance 9. Evaluation of pedagogic issues. 10. Case studies of Paket B users 11. Review of equivalency standards

MONEV tasks and their corresponding products and indicators at each level of management

85. The table above can be broken down and analyzed in terms of the MONEV outputs that can be expected from each level of management. The series of tables and subsequent discussion that follows takes each level of management separately, examines the focus of MONEV activities and the outputs that each level needs to produce.
86. The underlying premise of this model is that different people in the management structure need different kinds of information, so they need to carry out monitoring and evaluation activities that address different aspects of the overall picture.

Implementers of *Paket A, B & C*

Tasks	Indicators/products
Self-assessment of programs	Community Learning Centres and other implementing units conducting assessments of their programs
Generation of EMIS basic data	Implementing unit self-reporting regularly on students, tutors, learning resources, facilities and budgets.
Acting to follow-up on monitoring findings	Implementing units act of feedback given

87. The implementers of *Paket* programs should have three principal MONEV functions:
- They should conduct self-assessment of their own programs in order to gauge their own effectiveness. Most service implementers will undertake some form of evaluation of their programs, even though they might not describe it as such. Keeping a check on the number of students who continue to attend classes and drawing conclusions from this about the effectiveness of their programs is a crude form of evaluation. Some Community Learning Centre (PKBM) managers will take this further by gauging the levels of learner satisfaction or conducting assessments on the quality of teaching.

- They should generate the basic management information, which would form the foundation for an EMIS. The reports of the implementers on student numbers, tutor profiles, the availability of learning resources and the condition of facilities provide the basis on which an EMIS could be founded. (see paragraph 103-108)

Whether or not these reports are regularly submitted or whether the information gets stuck somewhere else in the system is unclear, but the fact remains that self-generated reports, which are already part of established procedures, could form an adequate basis for an EMIS. Reporting formats could be simplified and standardized to ease the downstream blockages. However, an important factor in any rationalization is that it should keep sight of the information needs of the implementers themselves and avoid imposing additional administrative burdens from which the implementers derive no benefit.

- It falls to program implementers to follow up and take action on monitoring findings and any resultant policy changes made by managers higher up the management structure. This is a part of the monitoring and evaluation process that often receives very little attention and yet it is a vital stage in the process. Information not only has to flow up the management chain, it has to flow back down again too. Management decisions stemming from MONEV will only be effective if they have some impact at the point of service delivery. In order for this to happen, there has to be clarity in the management lines and in the communication of instructions from one level to another.

Sub-districts

Tasks	Indicators/products
EMIS primary collection point - Compiling/attaching manual reports Standardized reporting to District 1. Significant trends or events and anecdotes 2. Follow up poor performance or non-compliance by implementers - actions taken/further actions needed.	Data collection reports submitted to district within deadlines Number, quality and timeliness of reports submitted to District Number of cases followed up and resolved

88. MONEV functions at the sub-district level would include:

- Acting as a primary collection point for EMIS. The sub-district level is the first stage in the collection and collation of basic information from the field and potentially the first place things could go wrong. There are usually very few staff members at the sub-district (Kacamatan) level (typically one or two) with responsibility for Non-formal Education. They are responsible for compiling composite paper-based reports and submitting these to the district Education Offices.
- Providing information on local implementation. Sub-district Education Offices (Cabang Dinas Pendidikan), as branch offices, are principally the eyes and ears of the District. They have general responsibilities, which involve largely administrative tasks. They provide basic facilities for one or two Penilik (Government supervisors) and Tenaga Lapangan Diknas (contracted supervisors). They are responsible for “knowing about” Paket implementation and, although this does not amount to “monitoring”, it is a valuable source of information that could be tapped.

Given the small number of staff and challenges posed by low capacity, a significant monitoring role for the sub-district is not realistic. However more could be done to make better use of the resource that is available, by revising and standardizing the way sub-district staff report to the district.

- Communicating with implementers. As the main contact point with Paket implementers, sub-district staff has a role in communicating the results of monitoring and evaluation and in following up poor performance or non-compliance by implementers identified by the supervisors and TLDs.

Districts and Municipalities

Tasks	Indicators/products
Direct monitoring of implementers through Penilik & TLDs on throughput, performance of implementing units and compliance with procedures of service delivery	Regular supervision taking place according to schedule against agreed assessment criteria of curriculum content, classroom management and learning centre management
Conducting sample visits (by more senior Dinas staff) to implementing units to make observations, verify sub-district reports and check anomalies.	Number of visits undertaken and observations recorded on performance and compliance.
Taking action in cases of non-compliance.	Case management records.
Reporting on equivalency education in the district relating performance to targets (Renstada) and review of sub-district reports	Six-monthly situation reports for the district combining information from EMIS, observations during site visits, any special data collection and significant compliance issues.
Processing of EMIS data	EMIS reports compiled and input every six months.
Financial acquittal of APBD funds contributing to Equivalency programs	Financial records of disbursement of APBD funds related to equivalency education.

89. MONEV responsibilities at the district level would include
- Assessing the performance of the Equivalency Education service being delivered. This is really a question about whether the program is operating within each district in the way intended, whether the funding arrangements are operating efficiently and without delay and whether proposed classes are taking place in communities as planned.
 - Reviewing compliance with program rules by implementers and managers in the education superstructure. Compliance monitoring is concerned with the management and handling of funds and the application of approved procedures, but there is also the important aspect of follow-up. An essential part of compliance monitoring involves investigation of problem areas

and ensuring that something is done about them, maintaining proper records and that keeping sight of cases until they are resolved.

- Using locally produced monitoring information to compare outcomes against the targets set in the district's strategic plans (Renstrada). In most cases, this will focus on quantitative indicators and will be arrived at from a compilation of the EMIS data. However, districts also, potentially, have access to qualitative information. Reports of the Penilik and TLD could be a rich source of information on the throughput of students, the performance of implementing units and compliance with the procedures of service delivery. It would not be difficult to think of ways of capturing this information and condensing it into a manageable form. The key is that someone has to see it as part of their job to do so.
- In order to enrich this desk-bound form of monitoring, visits to the field, conducted on a sample basis, would be necessary. The purpose of these field visits would be partly to verify the reports coming from the sub-districts and supervisors and to check on anomalies in these reports. The visits could also be used to expose district staff responsible for Equivalency Education to the strengths and weaknesses of program management on the ground. This exposure would help to enhance both their understanding of the mechanics of the program and their appreciation of its effectiveness in contributing to wider education objectives. It would thus be part of the process of extending a sense of ownership and responsibility amongst District Education Office staff: a journey of transition from being local administrators of a national program to locally accountable managers.
- An important function at the district level is to provide financial acquittal of any local budget funds (APBD) that contribute to Equivalency Education.
- Producing a regular six-monthly written report of Equivalency Education in the district. This will be an innovation for most districts.

Provinces

Tasks	Indicators/products
Chasing and reviewing district reports.	Number and quality of district reports received.
Financial acquittal of APBN (Dekon) funds.	Regular financial reports to the Centre
Producing summarized reports of implementation in all districts, highlighting issues, lessons learned from service delivery and providing cross-district comparisons.	Six-monthly situation reports to MONE and copied to districts - combining summarized information from the districts, analyzed EMIS data, details of the allocation of funds to implementers and financial reports on use of Dekon funds.

90. If administrative and fiscal decentralization had been pushed to its logical conclusion, there would not be a significant role for the provincial level. In most official documents concerning the structure of the education service, the role of the province is primarily “coordination”, which is both open-ended and open to interpretation. That the provinces have not become historical relics and have continued to have an important role is due to a number of interrelated factors, not least because the provinces still have a significant hand on the purse strings and because, on the whole, the capacity of their personnel is higher than that of the districts.

91. The role of the provinces in MONEV would include:

- Reviewing district reports. The number of districts makes it necessary to have an intermediate step in the administrative chain, because the central authorities would be severely challenged coordinating, collating and analyzing the monitoring findings of over 440 districts and municipalities. Provinces should play a valuable role in ensuring districts complete monitoring reports and in reviewing these against some common criteria. Common standards and formats would help to ensure quality control, build up trend data and facilitate cross-district comparisons.

- Summarizing outstanding issues from the districts. Another very useful service the provinces could provide is a summarized report of the issues arising from the district reports. This is in effect, what the provinces already do; bringing accumulated ad hoc information and anecdotal evidence to national meetings. This proposal would simply formalize this process and make it more systematic. The result would be a documented set of findings and a permanent record of the lessons learned from service delivery.

- Reporting on the financial disbursement of Dekonsentrasi funds. The provinces act as the conduit for the bulk of funds spent on Equivalency Education and therefore have a major responsibility to account for the funds that pass through their books.

MONE – Directorate of Equivalency Education (DEE) and other agencies

Tasks	Indicators/products
Conducting studies of effectiveness of Equivalency Education in meeting its own targets.	DEE six-monthly quantitative analysis of EMIS and qualitative inputs from provincial reports
Conducting studies of efficiency of service provision	Annual management review of service delivery including a review of program performance and value for money commissioned by DEE.
Reviewing specific themes and projects e.g. alternative delivery modes, transfer mechanisms between formal and non-formal systems; case studies of Paket B users.	Ad hoc studies commissioned by DEE.
Audit of APBN dekonsentrasi funds.	Annual audit by BPKN or BPK
Oversight of financial compliance	Periodic reviews by MONE Inspector General
Evaluation of pedagogic issues.	Studies commissioned by BSNP
Review of equivalency standards	Studies commissioned by BSNP

92. Much of the information requirement at the central level is for analyzed evaluation findings. There are several broad subjects of enquiry to which the DEE needs answers. For some of these questions DEE will itself have to seek answers. For others it will have to make use of other agencies.

93. The effectiveness of Equivalency Education in meeting its own targets and wider educational objectives
- Whether the program is reaching the target populations in sufficient numbers.
 - The degree to which Equivalency programs are contributing to meeting policy objectives, particularly the goal of Nine Year Basic Education and the strategic objectives set out in the Renstra 2005-2009.
94. The answers these two questions will provide strong indications of the extent to which the *Paket* programs are catering for the needs of disadvantaged groups and helping to fill the access gap.
95. The efficiency and value for money of service provision, which prompts quests such as:
- The proportion of funds allocated for Equivalency Education that actually reaches and impacts on front line services.
 - Whether the objectives of Equivalency Education are clearly understood and articulated at the various levels of management,
 - Whether funding and management are transparent and accountable
 - Where any weaknesses exist in the human capacity of the management and delivery systems.
 - How accessible, accurate and current is the management information being generated,
 - What is the cost effectiveness and sustainability of the various block grant funded alternative delivery initiatives.
96. The aim of addressing these questions will be to identify lessons that can be learned about how the delivery system could be improved.
97. Associated with considerations of effectiveness and efficiency, are questions of fiduciary responsibility. A large proportion of the funding for the provision and management of Equivalency Education is routed from APBN through dekonsentrasi funds. DEE has little feedback on how these funds are really spent. The procedural audit function within MONE is considered to be the remit of the Inspector General. External financial audit is the responsibility of BKPP and BPK. However, from an activity management point of view knowing how the funds allocated to the activity are actually spent is an important consideration and the lack of basic financial information feeding back to policy-makers represents a large gap in the accountability loop.

98. In addition DEE needs information and analysis from evaluative studies that address such issues of the quality of Paket programs, the competence of tutors, the value of life skills and the extent to which Paket programs can be said to be truly equivalent to formal schooling. Currently such research is not being carried out. Although it could be argued that some of it should fall under the remit of Balitbang, there would be advantages in regarding this sort of research as a task for a more independent and therefore more credible body. The Badan Standar Nasional Pendidikan (BSNP) may fit this purpose.
99. The role of the recently-formed BSNP and that of the provincial Lembaga Penjamin Mutu Pendidikan (LPMP) in relation to the monitoring and evaluation of Equivalency Education have yet to be defined. However, it is anticipated that the remit of these bodies will be sufficiently broad to encompass macro level system-wide studies that address pedagogical and certification issues. BSNP can be expected to provide independent assessment of the value of the Paket programs and verification of the meaning of “equivalence”. LPMP will be expected to provide quality review of Paket programs in the field. These independent assessments will be necessary if Paket program graduates are to enjoy parity of esteem and equal life chances with graduates of the formal system.
100. Part of the evaluation strategy, however, should be to combine such whole-system evaluations with micro level case studies of individual implementing institutions and groups of students. The reason for this is to ensure that the deliberations of the BSNP are grounded in reality and do not degenerate into generalities and exhortation. The findings of such “grass roots” research could be a valuable addition to the pool of knowledge about Equivalency Education. Carrying out the research could be a useful function for the LPMP.
101. BSNP could also be expected to examine the “multiple-entry system” which facilitates transfers from the formal to the non-formal system and progression between *Pakets A, B and C*. The objectives of such a study would be to assess how well the system is working and how the affected students fare under it. The study report could be expected to produce recommendations for resolving problem areas that have been encountered.
102. The findings from the independent evaluations carried out by BSNP and the LPMP could be a powerful factor in political decisions of resource allocation. National legislators’ deliberations over the education budget are not currently based on strong evidence of the value or effectiveness of

the various education programs. Decisions about whether sufficient resources are devoted to Equivalency Education relative to other parts of the education system are principally influenced by the intuition of the legislators and the power of lobbying.

Basic specifications for an Education Management Information System

103. The collection and analysis of basic quantitative information on student numbers, examination pass rates, tutors and learning facilities etc. is an essential foundation for program management. While monitoring and evaluation rely on a broader range of factors than simple numbers, quantitative data are their essential building blocks. There are a number of ground rules that need to be observed in designing EMIS.
104. The first thing to realize is the similarity of all EMIS. The information required for Equivalency Education is not too far removed from the information gathered in the standard *format T* for the formal school system. The core information required relates to students, teachers, learning resources, physical facilities and finance. However, while there is a number of different EMIS in MONE serving much the same purpose in different Directorates, there is no standardization of definitions, coding and formats. This lack of common features creates difficulties in merging and comparing information from different parts of the Ministry.
105. The second consideration is the imperative to keep EMIS simple. EMIS relies on some use of information and communications technology (ICT) and it is necessary to consider the appropriate level of technology required, the availability of the hardware and software and the human capacity to operate them. ICT provides the means of assembling and analyzing the data and therefore should assist rather than determine the nature and features of the EMIS. A highly sophisticated database may be technically feasible but not necessarily appropriate.
106. The third requirement is management. Someone has to have overall responsibility for ensuring the integrity of the system, for making sure it is kept up to date and for enforcing procedures and protocols. This involves ensuring that the process of data collection and management is conducted on time and controlled and that certain housekeeping rules are observed. In order to ensure that only valid data is committed to the system, there have to be rules that govern access to

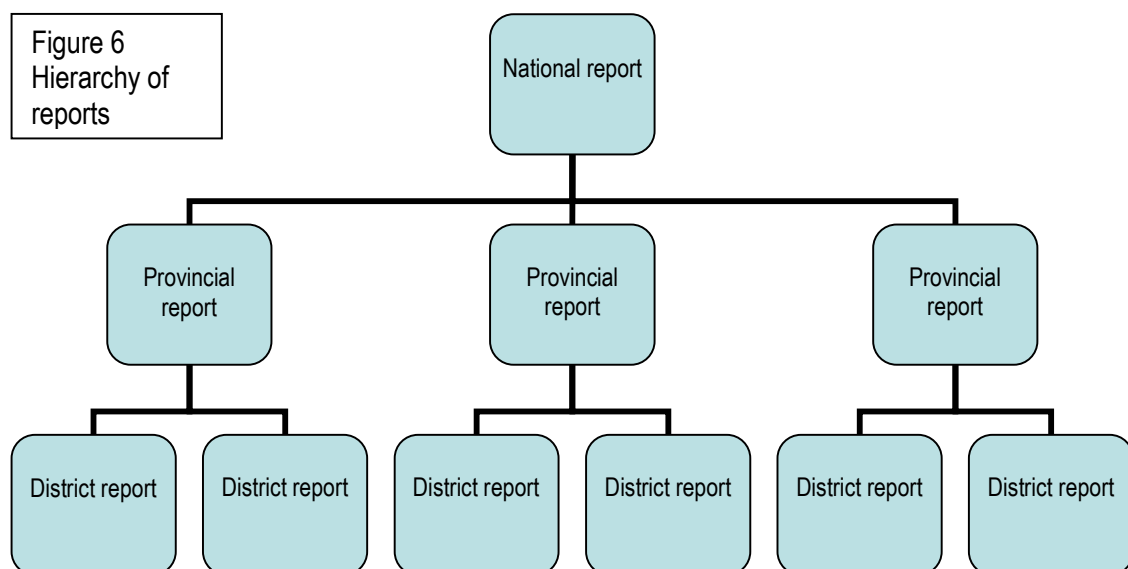
- the system and specify which individuals should be allowed to enter data and who will be accountable for its verification. These rules would also govern the uses of specified computers to protect against corruption of the data through misuse, the effects of electrical outages or the importation of viruses.
107. The fourth consideration concerns incentives. One of the principal reasons for the inadequacy of existing management information systems is that the people on whom data collection depends do not appreciate the benefits that their efforts will provide. There are three ways in which incentives can be introduced into the process. A combination of these three approaches may be necessary.
- The first would involve negative incentives by introducing some discipline into the process of data gathering and submission and penalizing those districts that fail to meet submission deadlines, by “naming and shaming” or withholding future funding.
 - The second, more positive form of incentive would involve payment by results, by linking future provision of funding for administrative overheads to the timely submission of reports. Instead of the current system of providing allocations in the hope that activities will take place, the entitlement to funding would be dependent on the record of past achievement.
 - The third form of incentive would be to design the EMIS in such a way that the advantages of contributing to the process are appreciated at each level. It cannot be assumed that this appreciation will be automatic and there will be a need for raising awareness.
108. None of the current sources of information in MONE provides a satisfactory basis for policy making or management decision-taking. Policy makers tend to rely on Susenas data from the Central Statistics Office (BPS) for want of a reliable source of information internal to the Ministry of National Education. Within MONE, there are a number of different information systems that have been designed to satisfy the needs of specific stakeholders.² The official EMIS managed by Balitbang Office of Data and Information is severely constrained by its incompleteness.

² The Directorate General of Non Formal and Informal Education is developing its own EMIS, which relies on a system of detailed data collection by TLDs working at sub-district level. Paper-based records will be collected every six months for each village (desa) or Community Learning Centre and the complete survey instruments will cover all four major programs of Non Formal and Informal (Education Early Childhood, Literacy, Equivalency and Courses). Inputting into a customized database will be done in the district based SKB (Sanggar Kegiatan Belajar - Centre for Learning Activities), which are district government owned learning centres. For those districts that do not have an SKB, inputting will be done by the BPKB (Balai Pengembangan Kegiatan Belajar - Centre for Learning Activities Development), which are provincially run institutions. The BPKB will also conduct analysis of the results.

Key monitoring reports

109. It has been suggested above that there is a need for:
- A simple EMIS that will provide basic information and which would do away with much of what is currently considered MONEV.
 - A systematic process of reporting from one level of management to another. This implies the regular production of written monitoring reports, which are different in content at each level and which feed into each other.
110. This may sound like an impossible expectation. Given the oral traditions of government business, the suggestion of a structure of written reports would seem like a major departure from current practice. In reality, however, the business of government relies heavily on written documents. All that is needed is a shift in approach towards MONEV and a commitment on the part of senior managers in Equivalency Education to demand higher performance from the management system.
111. Written monitoring reports can provide a more reliable record of what is going on than the sharing of impressions and views in meetings. This does not mean that meetings are no longer necessary. It does, however, mean that the discussions during those meetings are likely to be better informed. It also allows the senior managers to choose particular themes or issues for the meetings, based on the evidence from the field.
112. To be useful and amenable to summarization at the next level up, reports have to be concise and, wherever possible, follow a standardized format. A standard format and minimum requirements for any report would be:
- Title page showing the date of submission and the identity of the author of the report;
 - A list of contents;
 - A summary of main findings and list of recommendations;
 - An introduction that explains the purpose of the activity being reported;
 - A description of the activities involved and the methodology used;
 - A section on the findings.
 - A conclusion that specifies the plans for follow-up of the findings and plans for further monitoring.

113. It has been proposed above that a key focus of field monitoring should be at the district level and that districts should compile six-monthly reports on Equivalency Education, based on three principal sources of information. This would be a combination of :
- EMIS data;
 - Salient points reported by the supervisors and sub-district education officials;
 - Observations from sample field visits.
114. A combination of these sources of information would not only provide a firm basis for decisions on Equivalency Education at the district level itself. It would also form the foundation of a hierarchy of reports in which district reports feed into provincial reports and these in turn feed into a report compiled at the national level.



115. The diagram in figure 6 above simplifies the situation. It is realized that in reality, there are many more than two districts in each province and that the work of synthesizing and harmonizing a large number of reports is difficult. In order for this task to be achieved successfully, the following elements have to come together.
- The submission of district reports has to be synchronized, so that they come together at the same time at the provincial level. Similarly the provincial reports have to be submitted at the same time to the national level.

- The formats of the submitted reports have to be standardized and the information contained in them has to be as concise as possible.
- There needs to be strong management to impose a sufficient level of discipline to ensure that reports are completed properly and submitted on time.
- Report writing requires a degree of skill, which needs to be developed.

Capacity building requirements

116. The approach described in this monitoring and evaluation framework is a departure from current practice and the people involved in MONEV will not find it easy to change to a new mode of operating. There are several stages to building the capacity that will allow the system to operate in the ways described.
- The first stage is realization at a senior management level that the current MONEV is inadequate and agreement to a different approach.
 - As with all institutional change driven by senior management, the critical task is to win over middle ranking officials to the new ways, by persuading them that there are advantages for them in changing the status quo. Without their active cooperation, reform cannot proceed.
 - The advantages of change have to be communicated to the different levels of government. The new approach to MONEV gives the districts an enhanced role and although it may seem to reduce the role of the province, it actually gives them a much more useful role. These advantages need to be communicated skillfully.
 - Beyond these attitudinal changes, there are also technical capacities to be developed. These include skills relating to:
 - Information management.
 - Information and Communications Technology.
 - Observation during site visits.
 - Report writing.
 - Report reading, analysis and synthesis.
 - In addition, general management skills associated with scheduling, maintenance of deadlines and follow-up need to be developed.

Conclusion

117. This document has set out proposals for a new approach to MONEV. It outlines ways in which monitoring activities could be made more effective and useful. However changing familiar habits would require quite an effort. As the previous section suggests, this is not an easy task or one that can be attempted half-heartedly for there to be any chance of winning over hearts and minds and reforming working practices.
118. If the ideas contained in this document are to be taken up, a number of further developments will need to take place. First of all, there would need to be agreement amongst senior managers that the work done so far on the Monitoring and Evaluation Framework is worth continuing. There is much going on and they will have to decide whether or not changing working practices to produce better MONEV is a priority.
119. Secondly, the ideas in this document would need to be discussed, amongst middle managers in the Directorate of Equivalency Education and representatives from the various levels of management. Although a great deal of discussion went on while the ideas were being formed, there has not been an opportunity for discussion of the conclusions. This testing of the concepts could be expected to lead to the need to make refinements to the model. In order for this to happen, the document would need to be translated in Bahasa Indonesia. However, it is a long and rather unwieldy tome. To make it more manageable and more effectively communicable, it might be necessary to divide up this document into a series of linked discussion papers
120. A third requirement would be for further work to be done to develop some of the ideas that not yet been addressed in sufficient detail. This document has attempted to approach the subject of monitoring and evaluation from a practical standpoint. No attempt has been made to delve into MONEV theory and to develop a results framework with SMART objectives, verifiable indicators and the like. Moreover, in advocating a new approach to MONEV, certain assumptions have been made. Much more thorough work would need to go into ensuring that these assumptions can be substantiated. For example, the proposed reporting structure assumes that some minimal EMIS will exist, which would free MONEV from basic data collection. In the present circumstances this is a large assumption. It is hoped that the EMIS being developed for Non-formal and Informal Education will fill the current gap.

121. Fourthly, more work should be done to develop terms of reference for the monitoring and evaluation activities of all the people involved in running Equivalency Education. More needs to be done to work out monitoring and reporting schedules. There also ought to be a set of standardized formats for reporting at each level. In fact, the development of a proper set of operating guidelines would eventually be necessary.

122. However, before any of this can happen, it will be necessary to submit this document for appraisal and criticism. Comments would therefore be welcome so that the document can be amended in the light of feedback received.