

Review 2007-3

Quality Improvement of Education for Children with Visual Impairment, Phase II

On Commission of Norad

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Jakarta and Oslo, August 2007

**END REVIEW OF 'QUALITY IMPROVEMENT OF
EDUCATION FOR CHILDREN WITH VISUAL
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We would also like to thank the participants in the National Stakeholders' Meeting on 'Education for All in an Inclusive Setting' held in Yogyakarta during the course of the consultancy. Their lively and well informed contributions to the meeting provided sound information and insights into the challenges of inclusive education in Indonesia and the role played by the Indonesian/Norwegian Project which is the subject of this Review.

The institutions visited and the individuals met during the course of the Review were welcoming and informative. We appreciate the spirit of cooperation and appreciation shown to us during these visits.

Finally we would like to wish those responsible in Indonesia for carrying forward the work on inclusive education every success in their pursuit of Education for All.

Kirk Horton
Robert Smith
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The comments and opinions expressed in this Review are entirely those of the consultants and do not necessarily reflect the views of Braillo Norway or NORAD.

Executive Summary

- This has been a successful and effective intervention which has had considerable impact, both directly and indirectly on special needs education in Indonesia, especially in the matter of inclusive education
- The Project has been well managed and, despite the costs associated with expensive technical machinery, has been reasonably cost-effective.
- The objectives and targets of the project have been met
- The Project is sustainable as evidenced by, inter alia, the Government of Indonesia's embracing of a national policy for inclusion and special needs
- The present report was intended to cover the impact of the Project, its achievements, its contribution to raised awareness of inclusion and special needs education and to assess the sustainability of the interventions.
- The review was carried out by means of site visits, documentary analysis, interviews and attendance at a National Stakeholders' Meeting in Yogyakarta
- The Mid-Term Review (MTR) Report of 2004 also provided a useful checklist of issues to be assessed and reviewed
- The End Review team was satisfied that where appropriate the recommendations of the MTR had been carried out by the project management.
- The End Review team could not agree with the implied criticism of the Project management and found that wholly appropriate and effective appointments had been made for this purpose.
- The Stakeholders' Meeting in Yogyakarta was of great significance because it gave the End review team a chance to meet a much wider range of participants in inclusive and special needs education, to gauge the extent to which the concepts promoted through the 'Braillo project' had been institutionalized and to assess the sustainability of the new approaches the Indonesian-Norwegian project had piloted.
- The End Review team felt that the Project had made an impact far beyond its size and apparent capacity. The Project has had a decisive effect on the status and quality of inclusive education in Indonesia and the present advanced state of thinking and practice in the country is largely due to the influence of the Project and its methods of operation. In particular, the building of local competence and working at the decentralized levels, have had an important impact on the field of special needs education
- Delivery of equipment, Braille production, awareness activities, training, piloting and centre development have all been effective components of the Project.
- Ownership of inclusive and special needs education has been firmly established at all levels of the Indonesian education system and these concepts are reflected in the Education Law; the masters' programme at

- UPI and through the activities of the Directorate for Management of Special Schools in the Ministry of National Education.
- The sustainability of the Project's activities is assured through the high level of Indonesian ownership established through GoI structures, the Ministry's Strategic Planning document, the trained personnel at national, provincial and district levels, the equipment available, the centres established and public statements of commitment to inclusion by political and educational leaders.
 - Collaboration among relevant partners has been a particular strength of the Braillo project
 - Management has been efficient and cost-effective
 - Key lessons learned from the Indonesian-Norwegian Project include:
 - Where assistance is sharply focused on a particular need then the Project modality remains a useful and effective instrument
 - Such Projects should always work through existing structures with a small management team plus local expertise, thus avoiding the creation of parallel structures
 - Projects should be used to achieve specific outcomes but also for advocacy work and to build consensus regarding difficult issues
 - NORAD should use more technical expertise to review and assess financial aspects of such projects
 - Finally, there is no doubt that the 'Braillo Project' had a beneficial effect on the Government of Indonesia's policies and practices for the achieving of Education for All.

List of Abbreviations Used

CBM	Christoffel-Blinden Mission International
DitPSLB	Directorate of Management of Special Schools
HKI	Helen Keller International
ICEVI	International Council for the Education of the Visually Impaired
ICRAIS	Indonesian Institute for Child Rights Advocacy and Inclusion Studies
IDP	International Development Partners
MoU	Memorandum of Understanding
MTR	Mid-Term Review
NTRU	National Technical Resource Unit
PERTUNI	Indonesian Blind Union
RC	Resource Centre
SEAMEO	South East Asian Ministers of Education Organisation
TORs	Terms of Reference
TOTT	Training of Trainers for Trainers
UiO	University of Oslo
UPI	University of Education, Indonesia

1. Introduction: Background to the Review

1.1. Introduction

In 2002 Norway signed a Memorandum of Understanding with the Government of Indonesia for assistance with a programme to improve teaching and learning methods for children with visual impairment in Indonesian elementary schools. The project was a follow up to a four-year agreement between the Indonesian Ministry of National Education and Braillo Norway A/S. Phase 1 of the Project largely dealt with the delivery of equipment for the production of teaching and learning materials, teacher education and training plus some support for institutional development. Phase II, worth some NoK 30 million, focused more on institution building, human resource development and the development of support services for children with special needs. This phase was concluded in 2005 by which time the target group had expanded from the original emphasis on children with visual impairment to a more general concern for children with special learning needs. An important development during the life of the Project has been the increasing focus by the Indonesian Ministry of National Education on inclusion as a fundamental strategy.

The project has been implemented by the Directorate General of Primary and Secondary Education and the Directorate for Management of Special Schools in cooperation with Braillo Norway A/S. The University of Oslo's Department of Special Needs Education has assisted in the setting up of a Masters' degree in inclusion and special needs education at the University of Bandung but has also provided more general advisory services throughout the life of the Project.

Earlier reviews indicated that there were a number of weaknesses with the original Project Design, including over-specification of equipment. It is not clear why the recommendations of the pre-assessment were not carried out and why Phase I was never evaluated in terms of the strategies selected nor the size and feasibility of the Project. Phase I was delayed by severe financial constraints from the Indonesian side during the period 1997/98. However, Phase II was agreed with the Norwegian authorities late in 2001 and implementation began in 2002.

1.2. Project Components

In the project proposal the following components are specified:

- The setting up of pilot schools for inclusive education attached to nine (originally seven) designated national, regional and provincial centres
- Increasing the number of children with visual impairment in schools (segregated, integrated and inclusive primary and lower secondary) by an average of 10% per annum from an estimated 4,500 in 2001 and decreasing the rate of drop-out
- Development of plans for itinerant services, offering professional assistance in the development of centres, funding itinerant teacher

services, supporting advocacy programmes, developing networks, procuring supplementary equipment and increasing quality control

- Increasing Braille production by an average of 50% per annum from an estimated 2,100 books in 2002
- Increasing the production of books and literature in adjusted print by an average of 50% per annum from an estimated 2,100 books in 2002
- Increasing the number of teachers and officials with a masters' degree in special needs education by developing a masters' programme at the University of Bandung (between 9 and 15 students to complete the programme from 2005)
- Increasing the number of graduate teachers by supporting a non-campus based programme at the Regional Resource Centre in cooperation with UNP West Sumatra

The main project locations, national and regional resource centres selected, were Bandung, Denpasar, Jakarta, Makassar, Mataram, Payakumbuh and Pematang. In the Agreed Minutes from the Annual Meeting of May 2003, it is stated that the number of provinces involved was to be increased to nine. In addition there are 40 other provincial resource centres – called “supportive centres” – in 26 provinces. The total funding in the agreed project summary was 34 million NOK of which Norway's contribution should not exceed 30 million NOK.

The goal of the project mentioned in the MoU is: “To improve opportunities of education for children with visual impairment in elementary school”. However, in the same document the main objective is recorded as, “To improve methods for education of children with visual impairment and to develop and produce teaching and learning material”. A further objective in the Project Proposal prepared by the Directorate of Special Education and Braille is, “To increase the number of children with visual impairment in schools (segregated, integrated as well as in inclusive primary and lower secondary schools)”. Over time the project broadened its approach to include children with disabilities in general although the core focus on the visually impaired was retained.

1.3. The Final Report of 2005

This document followed up a number of the recommendations from the Mid-Term Review, specifically in the matter of its arrangement according to project components. The Report indicates that project partners reached all the main targets for 2005 and enrolment of children with visual impairment increased by 42%. Enrolment of children with disabilities and other special needs increased by 87% and Braille production increased by 77%. Braille book production increased by 13% from 2004 and 100% from 2003 and more than 2700% from 2002, well above the target of 50% to 100% annual increase from 2002. Indicators show successful results from awareness campaigns and activities conducted in eight

provinces. Networking has been highly successful with a number of organisations financing additional activities in cooperation with the Indonesian-Norwegian project partners. Adjustments to work plans, time schedules and budgets are noted (e.g. purchase of spare parts, listing of unscheduled activities, cost covering by other partners, detailed break-down of support to PERTUNI etc) Sustainability concerns are addressed in the Final Report by reference to the Strategic Planning Document for the Ministry of National Education, greater World Bank involvement in inclusive education and their use of consultants from the Indonesian/Norwegian team. Further indicators are the increased non-Project funding for Braille book production, the development of an Indonesian version of the UNESCO Tool-kit for creating inclusive education and UNESCO's production of instructional material in Braille. Importantly, the National Resource Centre in Jakarta secured long-term funding through the Jakarta Education Authorities. Provincial teams are now responsible for awareness raising campaigns and the Masters' degree in Inclusion and Special Needs Education at UPI is the most popular post-graduate programme in the Faculty. The Directorate for Management of Special Schools has budgeted for 15 full scholarships for the programme for 2006/07. Other universities are interested in starting similar programmes, e.g. the University of Padang. Staff of the University of Yogyakarta are encouraged to obtain Ph. D qualifications to qualify them to start the programme.

The End Review consultants found the Final Report of 2005 a useful and informative document. When viewed in conjunction with the MTR it was clear how much progress had been made not only in response to the MTR but in terms of the Project's original objectives and targets as well. The availability of the Final Report gave a set of bench marks against which the consultants could check progress. Throughout the rest of this Report its findings provide a background to our own assessments of the project.

2. Terms of Reference for the End Review

These can be found in full as Appendix I but may be summarized as follows:

2.1. Purpose of the Review: The Review was designed to assess to what extent the programme has reached its objectives and to document experience gained and lessons learned.

2.2. Scope of the Review:

The scope of the Review included an assessment of the impact of the project, an examination of the achievements relative to objectives and expected results and performance indicators as stated in the project summary/MoU and to assess the contribution of the project towards the development of inclusion in the education system of Indonesia. A further important issue to be covered by the review was

an assessment of the sustainability of programme activities subsequent to the end of Norwegian support.

2.3. Further issues to be examined:

These included collaboration among project partners and cooperation with other stakeholders including disabled people's organizations, project management and cost-effectiveness, commitment and ownership by the Indonesian educational authorities and the use of technical equipment delivered by the project. The competence and capacity of the local/national educational authorities to sustain project activities was also to be explored as well as the competence and capacity of resource centres/pilot schools as instruments for inclusion. The institutional strengthening of national/local educational authorities and increased awareness of inclusion in the Indonesian education system had been an important aspect of the Project's design and was to be assessed. The extent to which the national resource base had been strengthened and the development of adequate networks for promotion of educational rights of children with special needs were further concerns of the Review. Improved educational opportunities and improved learning opportunities for special needs children were central issues to be examined as well as the production and use of Braille learning materials based on new technology.

3. Methods adopted for the Review

3.1. Documentary analysis

Documents made available to the Review Team included a series of reports on the Project including the Mid-term Review and Braillo's own Final Report of 2005 (see above). In addition the consultants were able to see the original project proposal and the proposal document for Phase II of the Project. A further useful document was the abridged version of a Baseline Study on Education for Children with Disabilities and with other Special/Individual Learning Needs (Jakarta, 10th May 2005). Commissioned by the World Bank this document was prepared by a team which included Terje Watterdal, Budi Hermawan and Cucu Saidah, all of whom had been intimately involved with the 'Braillo Project' which is the subject of this Review. Further documents consulted included a variety of Government publications including a statistical survey indicating numbers of schools and pupils, including those with special needs.

3.1.1. The Mid-Term Review Report

This document was particularly significant for the current End Review as it was comprehensive in its coverage and highly detailed. Its TORs were not dissimilar to our own and summarising its recommendations and comparing them to our findings provides a useful introduction to the later discussion of our own TORs. The MTR was carried out by a joint Norwegian and Indonesian team in April

2004. Appendix II of this Report provides a summary of the main Mid-Term Review recommendations and our findings regarding their fulfillment. Comments are also included where relevant to the End Review

3.2. Interviews conducted

These fell into two categories, the formal interviews and those carried out less formally at, for example, the National Stakeholders' Meeting in Yogyakarta. Attendance at this event allowed the consultants to listen to prepared presentations from numerous participants who represented all levels in the education system as well as civil society. The quality of discussion in both plenary and in small groups was high. Consequently the consultants were able to gather a great deal of information, especially concerning the extent to which the concept of inclusiveness was accepted and understood and how much importance was given to the 'special needs' child at all levels in the provinces represented. Formal interviews were conducted with the Braillo Project manager Terje Watterdal and at a number of resource centres and other institutions.

3.3. Field Visits conducted

The consultants were able to visit Resource Centres and schools including the Yogyakarta Resource Centre, Bukittinggi Resource Centre, the Directorate for Management of Special Schools, PERTUNI (the blind association), the Dean of Education at the State University of Padang and the Bukittinggi sub district and its mayor. More field visits would have been useful but in fact the opportunity to participate in the National Stakeholders' meeting at Yogyakarta proved extremely useful as described above.

3.4. The National Stakeholders' Seminar, Yogyakarta, May 13th to 16th

This meeting was attended by some 150 participants from all levels in the education and government systems. The Meeting provided an excellent opportunity for the consultants to gauge the status of inclusion as a concept within both the political and educational spheres. Among the participants were numerous representatives of the civil authorities, the central government and a variety of other organisations from schools to universities. The list of active participants included:

- Dr. Zainul, Director of the Graduate School, UPI
- Dr. Rachman, Executive Chairman of the Indonesian National Commission for UNESCO
- Didi Tarsidi, President of PERTUNI, The Indonesian Blind Union
- Jaafar Habbas, Head of Payakumbuh District Education Authority
- Dewi Marza, Resource Centre for Inclusion and Special Needs
- Alex Noerdin Bupati, Head, Musi Banyuasin Regency
- Bambang Indriyanto, Deputy Director General for Primary and Secondary Education, Ministry of National Education

- Dr Wasliman, Chairman, ICRAIS
- Representatives of high schools, the Jakarta Education Authorities and HKI
- Dr Irwanto, Head of the Centre for Disability Studies, UPI
- Mr. Z.A Djalal, Head, Jember Regency
- Prof. Fawzia Hadiph, National Standardization Bureau of Education
- Josrizal Jain, mayor, City of Payakumbuh
- Muslich Abdul Syukur, mayor, City of Sukabumi

Significant discussions were also held with representatives of the World Bank, including Charlotte McClain-Nhlapo, a Senior Bank Advisor on Disability and with the representatives of other agencies present. As noted above, this meeting provided a unique opportunity to gauge the state of play in Indonesia regarding inclusion and special needs education and the findings were wholly positive.

4. Findings from the Review

The earlier discussion of the Mid-Term Review covers many of the issues raised in the section which follows.

4.1. The Impact of the Project

This issue may be looked at in two dimensions – the immediate and direct impact of the project and its more indirect impact. The direct impact may be assessed in terms of the extent to which the goals and objectives of the project were achieved and fulfilled their purposes. These are summarized in 4.2. below but in the opinion of the consultants the Project has had a decisive effect on the status and quality of inclusive education in Indonesia. Without the Project's inputs this important area of educational provision would not be in the healthy state which it enjoys today. A specific impact of the Project has been seen in human resource development. Numerous 'Braillo Project' trained people are being used by other agencies and Project staff at RCs for example, know how to service and repair the machines supplied. Within the project areas selected there is now a cadre of trained and competent people able to sustain the work beyond the life of the 'Braillo Project' and to act as advocates for its principles and concepts across Indonesia. A key direct impact of the Project has been the building up of competence and trust by empowering people to do things themselves. Working at the levels selected by the Project, i.e. the school, the sub-district, the district and the province, has proved more effective than working top-down from central government. The centre of gravity of the work has always been the province and the district. The equipment supplied has been described as expensive or even over-specified but in 2007 all the equipment was still working whereas the equipment supplied by other programmes has been subject to greater maintenance needs and even break-down. It is also expected that any

Developing Human Resources...

Araf*, a young teacher, was one of 30 candidates selected for overseas training in Australia. He underwent health screening prior to admission and was found to be suffering from tuberculosis. His scholarship was cancelled. It later transpired that his health record had been tampered with to allow another candidate to take up the scholarship in Australia. Araf was re-tested and given a clean bill of health. He was then selected for study in Norway after which he joined the staff of a Resource Centre of which he eventually became the Head. He also lectures on the masters' programme at UPI.

Nasrul* came back from the University of Oslo with a masters' in special needs education. As a rather junior person he met resistance to his ideas from more senior colleagues. The Project then made sure that Nasrul attended all meetings with senior and influential figures until today he is fully accepted as a leader in the field of special education.

* Fictitious names for real people

excess capacity of the machines will be taken up as provision for children with disabilities becomes more wide-spread beyond the Project areas. It should also be noted that costs per page over 5 to 10 years work out quite reasonably.

As far as the indirect impact of the Project is concerned it is the view of the consultants that the 'Braillo Project' has helped create a climate in which more and better attention is being paid to inclusive and special needs education. The strategies adopted by the Project management have paid off in terms of more specific Government policies at the national level. The President of Indonesia himself launched the adapted UNESCO Tool Kit¹ for special needs education developed by Government in conjunction with the Project. The 'signing off' on inclusion as a policy by district and provincial leadership was an important aspect of the Stakeholders' Meeting of May 13th to 16th in Yogyakarta. Indonesia is unique in the region in terms of its development of policies and practice in inclusion and special needs education. Key aspects of the broader impact of the Project have been the multi-pronged approach to the different levels of the school system and the variety of special needs addressed, exercising strict financial control and advising on practical solutions to issues and problems arising.

4.2. Achievements relative to objectives and expected results and performance indicators as stated in the project summary/MoU

Taking the Project objectives one by one the following pattern emerges:

¹ This is the 'UNESCO Toolkit for Creating Inclusive, Learning Friendly Environments - Embracing Diversity'

4.2.1. Delivery of equipment and Braille production:

Braille production is established in the National Resource Centre, Jakarta and in the RCs in Bandung, Pematang, the Islamic Braille Production Centre. Further deliveries of equipment and production materials have been made to RC Jakarta, RC Payakumbuh and UPI Bandung. Equipment has been delivered to the TOTT Teams in Central Java, West Nusa Tenggara, South Sulawesi, West Sumatra and the University of Sebelas Maret in Solo. Braille book production reached a total of 29,630 in 2003, 52,469 in 2004 and 59,194 in 2005. In addition 75,000 to 100,000 pages of other Braille material were produced in 2005 as well as national and school examinations for thousands of children with disabilities. The Final Report of 2005 also lists many other materials produced in Braille by the Project (pp 16 to 19). Some 24,000 books in adjusted print were also produced in 2005. One problem reported to the consultants was that Resource Centres receive funding from the province where they are located. This can mean that a particular Centre is subsidizing materials that they produce for another province. Central Government should address this financial cost to the RCs.

A further note on equipment needs to be made. Most of the equipment supplied through the Project has been from Braillo but RCs have received Braille writers from Perkins and thermoform machines from the American Thermoform Company. Sourcing all Braille printers from one supplier makes sense as maintenance and repair problems are eased. It is also more difficult to train technicians on a variety of machines.

4.2.2. Awareness Activities

The MoNE's strategic planning document (RENSTRA) focuses on access to education for all, quality education for all, governance and education: within these goals the concept of inclusion is embedded thanks largely to the impact of the Project. The MoNE document 'Towards Inclusion' is the result of the efforts of many organizations, including the Indonesian-Norwegian Project

In 2005 an International Symposium on *Inclusion and the Removal of Barriers to Learning and Participation* was mounted by the Project in conjunction with the MoNE, IDP, UNESCO, UNICEF, The Royal Norwegian Ministry of Foreign Affairs, HKI, the University of Oslo, ICEVI and SEAMEO. More than 500 participants from all over the world attended. The Final Report of the project gives full details of the huge impact of this event within Indonesia and beyond (pages 22 - 24).

Other activities of the Project linked with World AIDS Day and the HIV/AIDS Jamboree held in Jakarta and with UNICEF's 'Creating Learning Communities for Children (CLCC) Programme.

4.2.2. Training

Education, re-orientation, upgrading and training programmes were held for resource teachers in West Java. TOTT Teams have been established in all nine provinces consisting of two to three persons drawn from the Provincial Education Authority, Resource Centre staff or itinerant teachers. During a visit to West Sumatra it was noted that the Resource Centre team does not have the manpower to expand at this time. As soon as teachers from the inclusive schools have completed their degree programme at UNP they will be able to free up the Resource Centre staff for further expansion. The Director of the Centre is taking care not to expand too quickly. Despite these constraints the staff at this Centre are assisting with training in Aceh where the tsunami hit hardest.

4.2.3. Piloting

This has been one of the central purposes of the whole Project and has been another area of success. The Final Report of 2005 indicates that 295 pilot schools for inclusion have been established and a further 250 partner schools identified. The Yogyakarta Stakeholders' Meeting included representatives from these schools.

4.2.4. Centre development

The Resource Centres have proved a major success in the overall Project and the consultants were able to see some of them in operation. They have the potential to provide further services to a greater number of pupils and teachers as well as to provide a model for future centres to be established in other provinces.

4.2.5. Other activities

The Low Vision Centres taken over from the IB Foundation and transferred to PERTUNI are functioning well in proactively seeking out visually impaired children, assessing pupils in special schools, facilitating ophthalmological services and distribution of devices such as magnifying glasses for children with low vision.

A special note needs to be made regarding the capacity of RCs to service and repair equipment. There seems to be a difference between the views of the Directors and those of the technicians. The technicians seemed well aware of the modular nature of much of the repair requirements (slot out and slot in components) and that spare parts were available from the MoNe as well as advice. The Directors seemed less confident but they do not have technical expertise anyway. An interview with the head of the production centre at the National School for the Blind in Jakarta revealed that 'they can do everything' - including repairing the equipment. Their only problem is an inadequate budget which may be the real issue at other Centres.

4.3. The contribution of the project towards the development of inclusion in the education system of Indonesia

Mention has already been made of this in 4.1. above but specifically the project can point to clear ownership of the inclusion/special needs concept by the Indonesian authorities from the school level up to the top political and professional levels in the selected Project areas and beyond. The Directorate for Management of Special Schools has set up a national preparation team for inclusive education. There is greater acceptance of inclusion among communities and families with special needs children through advocacy and socialization work. The Education Law reflects the concept of inclusion, a result of the Project's advocacy and socialization activities. The setting up of a masters' degree in special needs education at UPI Bandung has proved to be the most popular graduate programme in education; other universities will follow suit as soon as they acquire suitably qualified lecturers. The Project has had an important influence on the Helen Keller International (HKI) programme for the visually impaired in terms of cooperation with the HKI teacher education initiatives through the Pilot Schools and Resource Centres and also in policy development and data collection. When HKI began their work they selected Jakarta as their initial target area. Braillo had already laid the basic ground work there and thus made it much easier for HKI to implement their programme. Also HKI did not have to develop a service for Braille books as the Braillo Project had already set up the Braille publication centre at the National School for the Blind in Jakarta.

4.4. Sustainability of programme activities after Norwegian support ends

Sustainability is referred to in the Final Report (2005) of the Project but the main points to be made here concern **the establishment of structures and capacity** within the MoNE education system rather than the usual problem of creating parallel systems dependent on outside help. The 'Braillo Project' officially ended in 2005 but the organization is still called upon to support provincial and district activities which are self-initiated and self-sustaining. For example the huge Bukittinggi International Conference with 500 delegates attending was organized by the Ministry of National Education and the Province - with support from Braillo. The recent Stakeholders' Meeting was a joint effort funded by the World Bank but supported by Braillo resource persons and managed by the provincial authorities. The Ministry of National Education's **RENSTRA Strategic Planning document fully reflects the concept of inclusion.** The **Indonesian President personally launched the adapted UNESCO Toolkit** referred to earlier, a project co-sponsored by Braillo and others, a further indicator of sustainability. The **equipment and trained human resources** set up by the Project remain highly sustainable and in demand from the different constituencies requiring support. The Resource Centres and their staff, the Resource Units and their support teachers remain active and effective. Up to four titles a month are prepared by

the RCs to provide textbooks for the visually impaired and other teaching and learning materials. **National and provincial resource teams have taken up responsibility for awareness raising** campaigns in their various provinces. The **National Resource Centre secured further funding from the Jakarta Education authorities** once the 'Braillo Project' support came to an end. In Phase II of the Project **more than 75% of Braille production was funded through other sources** than the Norwegian project. Reference has been made to the **public statements of commitment** by a variety of political and educational leaders, more evidence of the sustainability of what Braillo has helped put in place. Further evidence for sustainability is found in the **linking of provision for children with special educational needs to the culture and religions** of Indonesia, especially Islam. Project reports reflect this and the Stakeholders' Meeting had a special session on this issue. Braillo was particularly adept at observing cultural norms from the earliest stages of project inception. The **masters' degree programme at UPI is firmly embedded** in the university's structure; other universities are planning similar programmes. The Directorate for Management of Special Schools has budgeted for 15 scholarships for 2006/2007. The Final Report of the Project (2005, pp 39-42) lists further aspects of sustainability but also sounds a note of caution regarding the time it takes to establish change and reform in basic education. However, the consultants' view is that the 'Braillo Project' has established capacity, a structure, a methodology and crucial political and professional support for a sustainable reform.

4.5. Further issues examined:

4.5.1. Collaboration among project partners and cooperation with other stakeholders including disabled people's organizations

This has been a particularly notable success of the Project. The Final Report lists Provincial Governments and education authorities, district education authorities and National Ministry of Education Directorates as cooperating partners along with seven universities. A further 34 organizations are listed ranging from Plan International to the Cicendo Eye Hospital, from ICRAIS to PERTUNI and from Helen Keller International to CBM. International organizations cooperating with the Project include UNAIDS, UNESCO, UNICEF, WHO and the World Bank. There is no doubt that the Project has worked very effectively in gaining support and offering its assistance to like-minded and related organizations.

A further important aspect of both sustainability and cooperation is the online capacity developed by Mitra Netra for access to Braille books. Both the RCs in Yogya and West Sumatra stated that they use this service which avoids duplication of Brailled books and provides instant access to the require texts with as many copies as might be needed. The Braillo Project has been a strong partner with Mitra Netra from the beginning of this initiative

4.5.2. Project management and cost-effectiveness

This was commented on earlier and it is reiterated here that project management has been efficiently and effectively conducted. A more detailed financial analysis than the consultants were able to make in a brief End Review would reveal more detail on cost effectiveness. However, it was not evident that any gross failures to contain costs were to be found. Mention has been made of the expensive machines used but this criticism has been dealt with in terms of their reliability and longevity.

Cost effectiveness is normally calculated on the basis of unit costs and an assessment of whether the same or better results could have been obtained for less money. This kind of calculation is difficult to make in the present case as a simple division sum between the overall costs and the number of beneficiaries reached cannot readily be measured. A major impact of this Project has been its broader influence on the creation of a climate within Indonesia more conducive to inclusive education and the schooling of children with disabilities generally. This is hard to put cost figures on. However, the box below illustrates how funds were used during 2005, the final year of the Project, providing an indicator of how costs were managed

Expenditure during 2005: some indicative figures			
○ Administration:	Braillo: 875616	DitPLB:	420000*
○ Braille production:	Braillo: 613934	Prod.Units:	267705
○ Awareness:	Braillo: 858253	NAG:	655880^
○ NTRU:	Braillo: 79956	Spares:	1028654
○ Masters'	Braillo: 878281	UPI:	427000
Notes: * This figure from GoI budgets			
^ This figure does not include 2911771 of GoI funding			
<i>Overall the figures show a fair distribution of resources between Braillo as managers and GoI as implementers and partners</i>			

Further to the cost effectiveness question it has already been stated that the costs of Braille book and materials production have proved reasonable and, give the expected long life and reliability of the machines available, should continue to be so.

As a final word on cost effectiveness it would probably be possible to show how some things might have been done at lower cost but the crucial aspects of the Project - sound management, good leadership, extensive impact and

sustainability – have been well established at reasonable cost. Few projects can claim as much.

4.5.3. Commitment and ownership by Indonesian educational authorities

This has been dealt with extensively above.

4.5.4. Use of technical equipment delivered by the Project

All equipment is in use but its full capacity will not be utilised until the model for inclusion developed within the Indonesian-Norwegian project is extended nationally. The capacity has been established for much greater use.

4.5.5. Competence and capacity of local/national educational authorities to sustain project activities

This has been commented on elsewhere but in summary it can be stated that thanks to the participatory methods adopted by the Project management competence and capacity are well established both nationally and at the lower levels. This was clearly demonstrated to the consultants at the Yogyakarta Stakeholders' Meeting.

4.5.6. Competence and capacity of resource centres/pilot schools as instruments for inclusion

These institutions are functioning well but the Resource Centres probably have greater capacity than present demand justifies as identification of pupils with learning disabilities is an ongoing task. However, inclusion is certainly on the public agenda and it is the consultants' view that effective facilities are in place to meet future demands and to provide sound models for extension across Indonesia.

4.5.7. Institutional strengthening of national/local educational authorities

This has been accomplished through awareness raising, training and the provision of further professional development through the masters' degree at UPI Bandung.

4.5.8. Increased awareness of inclusion in the Indonesian education system

This has been dealt with thoroughly above.

4.5.9. Strengthened national resource base and development of adequate networks for promotion of educational rights of children with special needs

Networking and strengthening of the national resource base have been key components of the 'Braillo Project'. This has been a noteworthy success of the intervention.

4.5.10. Improved educational opportunities for special needs children

By extending the remit of the Project the Indonesian-Norwegian Project has contributed significantly to improved opportunities for access for children with disabilities and other special needs. By focusing more sharply on the broader spectrum of special needs - including slow learners, children with dyslexia, children with low vision - the Project has placed such children more firmly on the educational map and Government, at various levels, is taking the special needs child much more seriously.

4.5.11. Improved learning opportunities for special needs children

Learning opportunities have been enhanced by the success of the inclusion concept and the provision of materials which would otherwise not have been available to such children.

4.5.12. Production and use of Braille learning materials based on new technology

This has been reported on in numerical terms elsewhere in the Report but as a key function of the Project this has been a successful component. Indonesia has the appropriate technology and skilled people to answer the needs for Braille school materials for the foreseeable future. The quality of the equipment provided is high and therefore likely to require replacement less frequently than the alternatives.

5. Lessons Learned, Conclusions and Recommendations

Lessons learned can be divided into the following conceptual areas:

- Project Design
- Project Implementation and Management
- Project Outcomes
- Project Reporting and Evaluation

5.1. Project Design

Despite being regarded as somewhat old fashioned, the project approach adopted for the 'Braillo Project' has proved successful. The idea of a sectoral approach to educational reform was not on the agenda for Norwegian cooperation with Indonesia in education but a specifically targeted input offered an effective way to address a particular need, that of children with disabilities, especially the visually impaired. Thus the Project design was able to focus quite sharply and to prepare appropriate components to address institutional development, training, equipment and advocacy needs within a working partnership with MoNE through the Directorate of Management of Special Schools. The general lesson to be learned is:

'Where assistance to education is sharply targeted and focused on a specific need, the project approach still offers an effective model'.

A more specific lesson to be learned regarding the project mode is the obvious importance of selecting an implementing agency with a sound track record and sufficient expertise to provide the services required. More than this, if projects are to be supported by NORAD they should be confident that the implementing organization is culturally sensitive and sufficiently flexible to adapt to the prevailing conditions in-country. This is not always easy to assess but in the view of the consultants Braillo fulfilled these conditions well.

5.2. Project Implementation and Management

Project Management and Implementation have been characterized by sound administration and the development of effective partnership with a variety of educational constituencies at different levels. This project has been unusual in that its impact has been felt at the level of the individual pupil in the local school as well as at the highest political level with the involvement of Indonesia's president in the launching of the tool kit referred to elsewhere. This broad impact has been achieved by a deliberate strategy of supportive engagement by the Braillo management. This contrasts with other project approaches which see the external 'expert' managing everything, often in parallel with government structures. Implementation of the Indonesia-Norwegian Project has been achieved through integrating change and reform within the existing machinery. The second important principle of project management and implementation has been the employment of a small project team supplemented and supported by staff of existing institutions such as UPI, the Resource Centres and the Directorate. The institutions and organizations represented at the Yogyakarta Stakeholders' Meeting illustrate clearly this aspect of implementation. The key lessons to be learned are therefore:

' Work as far as possible through the existing institutions and facilities, avoiding the development of parallel structures, using a small team of managers supported by co-opted and bought-in expertise from the local environment'

Once again Braillo fulfilled these conditions well and provided a good model for project management.

5.3. Project Outcomes

These could be listed in terms of the numbers of people trained, the numbers of graduates from the Masters' programme, the numbers of Resource Centres set up and functioning and the numbers of Braille publications produced. All these quantitative outcomes are listed in the various reports from the Project. Of more strategic interest are the outcomes at the broader and longer term levels. Mention has been made of these but they are worth repeating. There is no doubt that a significant outcome of the 'Braillo Project' has been the establishing of a more positive and widely accepted view of inclusion as a policy from the highest political level and, more importantly, at the implementation levels of the

province, district and sub-district where the Project has been functioning. The lessons to be learned are:

'Projects need to be designed for specific and measurable outcomes but should also seek to fulfill a strategic/advocacy role if the essential reformist programme is to take root'

Braillo did play a strategic role in the development of the concept of inclusion in Indonesia. Reference to this role was made at the National Stakeholders' Meeting in Yogyakarta. The project staff and its trainees are still being called upon to assist Government and other agencies in this aspect of educational development.

5.4. Project Reporting and Evaluation

The series of reports produced by the Braillo Project management plus the Mid-Term Review and the Final Report of 2005 constitute the main sources of evaluation. These documents represent a reasonable stock of critical comments although the Mid-Term Review made one or two inappropriate comments, particularly regarding competence in project management, use and availability of equipment and possible redirection of some funds within the budget. As a means to gaining an overview of the Project's life these reports are helpful. However, a more detailed and technical appraisal of costs and expenditure would also prove useful. When reviewing a NORAD-funded programme in Pakistan some years ago, it proved highly enlightening to employ a locally employed accountant from an international firm to assess the financial aspects of the project. A number of interesting situations were revealed which would have remained undiscovered by NORAD's own consultants and Embassy staff. This is not to say that there are any doubts about the probity of the Braillo project's managers but a thorough financial enquiry is always useful if a full picture is to be seen. The lesson to be learned is:

'Where appropriate, evaluations of NORAD-funded projects and programmes should always include a specific technical assessment of the financial aspects of the activities'

As far as the Braillo project is concerned this recommendation does not reflect any lack of confidence by the consultants in the financial reporting but is meant to underline the complexity of financial reporting in a project of this size and the need for specific technical assistance.

5.5. Concluding remarks

The Indonesia – Norway Project has had a significant impact on the educational opportunities for children with disabilities. The Project has positively affected the policy climate in Indonesia and has assisted in the provision of facilities and opportunities for children who might otherwise never have achieved access to education. A structure has been established in a number of provinces and sub-provinces which is sustainable and will certainly be replicated elsewhere in this huge country with its vast population. Thanks to joint funding of the 'Braillo

Project' by NORAD and GoI, children with disabilities have a much better chance of participating in 'Education for All' than would otherwise have been the case.

Appendix 1:

Terms of Reference for the End Review of “Quality Improvement of Education for Children with Visual Impairment, Phase II”

Background

In 2002 Norway and Indonesia signed a Memorandum of Understanding (MoU) on Norwegian assistance to a programme to improve teaching and learning methods to children with visual impairment in the Indonesian elementary school. The project ended in 2005 and the Norwegian contribution has been NOK 30 mill. The project has been a follow-up of a four year co-operation between the Indonesian Ministry of Education and the Norwegian company Braillo Norway A/S. The first phase comprised mainly of delivery of equipment for production of teaching and learning material, education and training of teachers from 47 special schools combined with support to institutional development. The first phase was financed through a mixed credit. In the second phase, which has been financed on grant terms, delivery of equipment has played a minor part, whereas institution building, human resource development and development of support services for children with special needs have been the main objectives.

Originally the target group was defined as children with visual impairments. Later the target group has been expanded to cover children with special needs in general, but children with visual impairment in primary school still remain the core target group. In accordance with The Ministry of National Education policy, the project has increasingly focused on inclusion as a basic strategy.

Indonesia is a large country both in terms of population and geographically and it is highly differentiated as to culture, religion and social groups. The country is classified as a medium developed country and the education system is reasonably developed with high enrolment figures for primary school. However, marginalized groups (disabled persons, ethnic groups etc.) largely fall outside the school system. Over the last years the country has been gone through period of great political and social change and has lately experienced severe environmental calamities (ref Tsunami, earthquakes etc). The development cooperation between Norway and Indonesia is concentrated to good governance and environment. From 2005 education was phased out as a priority sector for Norwegian bilateral cooperation to Indonesia

The project has been implemented by The Ministry of National Education represented by the Directorate General for Management of Primary and Secondary Education and the Directorate for Management of Special Education in cooperation with Braillo Norway A/S. The University of Oslo/ Department

of Special Needs Education has especially assisted in implementing the component related to the development of a Master Degree Programme in Inclusion and Special Needs Education, but also functioned as technical advisers in general to the project. The project has also cooperated with other government institutions, international organizations and disabled persons organizations involved in related programmes and activities in Indonesia and in the region.

A mid-term review was undertaken by a mixed Norwegian/Indonesian evaluation team in April 2004. According to the MoU an external review (end-review) shall be carried out on completion of the project.

In order to follow up the project activities and support the process of inclusion in the Indonesian education system, the Ministry of Education and the project partners proposed to integrate the end-evaluation in a more extensive research based innovation project. The project should be based on “self-evaluation” with contributions from external senior researchers and resource persons. The proposal was not supported by Norway. In a letter to the Indonesian Ministry of Education, the Norwegian Embassy concluded that Norway is not prepared to support a new project, but suggested, however, that the end-review should incorporate participatory methodology (“self-evaluation”), documentation and knowledge sharing as important aspects in the review process.

Purpose

The purpose of the end-review is to assess to what extent the programme has reached its objectives and document experiences gained and lessons learnt. The project has represented a unique and comprehensive intervention in a specific field where Norwegian development cooperation has limited experiences. It has therefore been an expressed interest from project stakeholders to focus more attention on publications and information on the progress that has been achieved. Documentation and knowledge sharing should therefore be considered important outputs of the review.

Scope of work

The review shall assess the impact of the project and examine the achievements relative to objectives, expected results and performance indicators as stated in the project summary/MoU and with reference to the expansion of the target group referred to above. The review shall especially assess the contribution of the project towards the development of inclusion in the education system of Indonesia. Particular attention should be given to the assessment of whether sustainability of programme activities has been obtained after the Norwegian

support has ended. The working methodology of the review shall facilitate documentation and knowledge sharing with both national and international stakeholders.

In particular the review shall look into and assess:

Project design/organization/administration

- Collaboration between project partners (Ministry of Education, Braillo A/S, University of Oslo, and Norwegian Embassy) and cooperation with other stakeholders including disabled people's organizations.
- Financial management and cost-effectiveness.

Sustainability

- Commitment and ownership by Indonesian educational authorities.
- Use of technical equipment available in schools and resource centres.
- Competence and capacity (technological and pedagogical) of educational authorities (national, provincial and district) to sustain project activities.
- Competence and capacity of resource centres/pilot schools as instruments for inclusion with special focus on children with special needs/visual impairment.

Impact

- Institutional strengthening of education authorities (national, provincial and district)
- Increased awareness of inclusion as basic philosophy and pedagogical methodology in the Indonesian education system.
- Strengthened national resource base and development of adequate networks for promotion of educational rights of children with special needs/visual impairment.
- Improved educational opportunities for children with special needs/visual impairment in schools.
- Improved learning opportunities for children with special needs/visual impairment in pilot schools.
- Production and use of Braille learning material based on new technology.

Implementation

The review shall be carried out in the first half of 2007. The review will be funded and coordinated by NORAD. The review team shall consist of two members nominated by NORAD/the Norwegian Embassy and presented to the Ministry of Education for consultation. The members of the evaluation team shall be independent in relation to the project and the parties engaged in the project.

One technical consultant from the Technical Department of NORAD should participate as observer on ad hoc basis.

The review will be undertaken in Indonesia and Norway and comprise desk studies, observation, interviews and field trips. The review design and methodology shall facilitate stakeholder involvement and facilitate documentation and knowledge sharing. In order to facilitate the evaluation process and to present a comprehensive picture of the impact of the project an open meeting with major stakeholders should be arranged as part of the review. The meeting should be initiated by the Ministry of Education in cooperation with the Norwegian Embassy.

Indicative time frame for the review is three to four weeks, of which one week should be used for preparatory works and two to three weeks should be spent in Indonesia. The final time frame will be decided on the basis of the organization of the review process including the proposed stakeholder meeting.

The review team should have the necessary competence and experience relative to the field of investigation. At least one member of the review team should have extensive knowledge of computer based Braille production.

Reporting

The team shall have introductory meetings with the Norwegian Embassy in Jakarta, with the Ministry of National Education and the Indonesian/Norwegian Project Partners, and a debriefing meeting before their departure from Jakarta. The final report shall be in English. It shall have an executive summary.

UFO/AK

Appendix II:

Summary and Comments on the Mid-term Review

The following summary takes the recommendations of the MTR and comment son them in the light of the End review findings.

Recommendation: The original target group of visually impaired children in elementary schools should be prioritised.

Finding: Special needs in the broad sense were specifically developed as the Project progressed, adding value to the Project's impact

Recommendation: Indonesia should define inclusion on its own terms according to the diversity of cultures and people in the different parts of the country.

Finding: This has evolved: awareness programmes have emphasised these elements in relation to culture and faith. The Stakeholders' Meeting in Yogyakarta included a presentation on the (Islamic) faith basis of inclusion

Recommendation: How to develop pilot schools and how to share their experience with other schools should be high on the agenda as well as the development and monitoring of the activities going in the resource centres. More time and resources from the project are to be directed to an exchange of experience between provinces, districts and sub-districts and less to invited speakers

Finding: Resource Centre meetings do this: e.g. W. Sumatra has set up a structure for monthly meetings for this as do W. Java and other places: the RC is part of the preparation group for the province: e-mail contact is common: many conferences, workshops, meetings are held for sharing and coordination.

Recommendation: Establishing regular follow-up and monitoring of how inclusive education is carried out in the classrooms should be undertaken

Finding: RCs do this and teachers from special schools visit local classes: TOTTs and Preparation Groups do this too: Supervision Unit /school supervisors also do this

Recommendation: A holistic approach towards the schooling and welfare of CWD should be sought and the Ministry should take steps to ensure this

Finding: This principle is reflected somewhat in the Education Law: district/municipalities and provinces take this responsibility

Recommendation: A plan should be developed to guide provinces, districts and sub-district step by step by giving them advice where to start and with whom

Finding: Standardised plans are not appropriate for the diversity of Indonesia: nine provinces had in fact made their own plans at Mataram in 2002. Bandung 2004 saw more plans developed: the Ministry uses key people to spread the message (e.g. Dr Iim Wasliman – UPI lecturer, previously head of education in West Java, also advisor to the Governor of West Java on education)

Recommendation: The authorities and resource centres should also give priority to inclusion in primary schools, in line with the Project objectives

Finding: Inclusive schools outnumber integrated & special schools: the kindergarten level is growing but relatively slowly as this comes under the out-of-school Directorate

Recommendation: More awareness campaigns should be targeted to parents so that they get more involved in inclusive education and in activities at the resource centres

Finding: Parents are involved all along: children with disabilities have been encouraged to present their problems to parent groups: work with School Committees has been carried out: socialisation of parents seen as a high priority at the Yogyakarta Stakeholder Meeting.

Recommendation: Co-operation with organizations for people with visual impairment should be strengthened and their voice be heard regarding the various aspects of the project

Finding: This recommendation was redundant as people like Didi Tarsidi (a visually impaired university lecturer) were brought in as interpreters from Day 1. In Braille production the Mitra Netra organisation has an online library used by RCs: the PERTUNI organisation has taken over the low vision work and has worked with Braillo since 1999: the 2005 Final Report lists numerous organisations with which the Project cooperates.

Recommendation: Topics that relate to the headmasters' ways of facilitating inclusive education are to be addressed in future seminars

Finding: Monthly meetings include heads: awareness work, consisting of a 5 day programme from province to district to school levels, includes teachers & heads.

Recommendation: Teacher training should be a priority in the programme. We would recommend that the following three topics be emphasized in the training:

- Teaching methods in inclusive settings
- Development of local didactic material and teaching aids
- The relationship between CWD and their colleagues/peers

Finding: These principles were observed in, e.g. West Sumatra. They are not new ideas: this is what happens. Pupils help each other as the norm.

Recommendation: The status of teachers should be looked into in more detail with respect to how it is affected by inclusive education

Finding: Schools practising inclusion are more highly regarded in most cases: inclusion is now seen as part of the normal duty of the teacher, not to be specially rewarded: there are frequent visits to such schools (by foreign delegations etc), thus raising the profile of inclusion. Inclusive teachers get extra training and may obtain university credit points which is sometimes seen as unfair by other teachers.

Recommendation: Steps should be taken to register children with visual impairment who are out of school: this is a priority for the programme

Finding: Seen as a high priority at the Stakeholder Meeting in terms of all disabilities: HKI did the visual impairment survey and missed an opportunity to register children more broadly.

Recommendation: Weaknesses found at the Resource Centres and pilot schools, like lack of focus on early intervention and community based rehabilitation, weak or non-existent statistics and lack of cooperation with parents should be addressed also by lecturers and students in the MD programme

Finding: RCs are still not geared for this: data was an issue at the Stakeholder Meeting. However, HKI has stopped gathering data as they cannot absorb the children found so far.

Recommendation: Steps should be taken to find out

- *Where the 73 Braille displays are and if they have been used or are in use*
- *Why the Braillo Comet production has stopped*
- *Where the 800 note takers are and why they have not been used*
- *Where the 16 scanners are and how they are used*

Findings: Braillo Comet production has not stopped. Scanners were seen at several RCs. Registers were also inspected at the Braillo office showing what was delivered from Norway, their serial numbers, their location etc. Spot checks are carried out by Terje Watterdal. One machine burnt during a fire at a school, otherwise there has been no loss of equipment whatsoever. The Embassy and NORAD have been kept informed. Eventually the need will match the equipment supplied although it must be admitted that there is currently too much equipment which the MoNE bought with a soft loan. Demands for more equipment came from MoNE for Phase II but Braillo quite rightly refused the request. Schools and resource centres received equipment as their property against signatures etc. Other equipment has been supplied to Mitra Netra on loan from MoNE (also to the Islamic Foundation in Jakarta, and some Universities).

Recommendation: The location of centrally located and decentralized production facilities should be determined according to how the teaching is organised and the teachers' knowledge of Braille

Finding: This is done through the RCs: on average four titles a month are produced in response to teachers' requests. The RCs also use the internet to access materials and to publish their own materials too.

Recommendation: The following action should be taken to improve learning for children with visual impairment

- *The automatic or manual procedures that are used for the presentation of Braille material need to be improved with respect to basic information regarding references to ink print pages, Braille pages and Braille volumes*

Findings: These issues are being addressed: annual workshops are conducted to go through formatting standards and the production units decide how to do this. PERTUNI and Mitra Netra advised on how to use full Braille rather than contracted Braille. The issue was locally decided; Braillo facilitated but did not attend such meetings to allow for free decision making

- *The teachers need to have knowledge of Braille*

Finding: Teachers can spell but proficiency in Braille (and sign language) cannot be expected nor is it necessary

- *Teachers also need relevant teacher training and upgrading in how to teach and support children with low vision in inclusive classrooms*

Finding: This has been addressed through PERTUNI co sponsored by Braillo

- *It is necessary to invest in more up-to-date writing tools for all children with visual impairment, either through low technology,*

mechanical Perkins machines (Braille writing machines) or electronic note takers with Braille display

Finding: Not an appropriate recommendation for the conditions: slates and styluses made in Indonesia are fine, also sustainable

Recommendation: A consulting team on inclusive education (particularly with respect to inclusion of children with low vision) should be established at national level

Finding: There is a structure for this appointed by the Director for Management of Special Schools

Recommendation: The role of the support schools in each province and the co-operation and division of labour between these schools and the resource centres should be evaluated

Finding: Support schools plus a support centre were the original model: decentralisation brought a change. Every province was to have a resource centre and every district to have a resource unit. There has been less cooperation where facilities were shared across the borders of provinces for financial reasons. No formal evaluation of the system has been carried out yet but the issue might be a suitable topic for a masters' dissertation at UPI.

Recommendation: The project team should direct more of their attention to remote areas and centres that have not progressed well by linking them to more advanced resource centres or supporting them in other ways

Findings: Resource Centres are located from Aceh to Papua: many district and municipal centres are in fact in remote areas, e.g. Ruteng (Flores), Sorong (W Papua), Donggala (C Sulawesi), Lampung (S Sumatra), one is 7 hours from the nearest airfield (37 in all)

Recommendation: Braillo staff and other members of the project team should spend more time on improvement of the learning situation for Braille readers and the reorganization and development of the resource centres

Finding: The Braillo team has focused on facilitating the people to do this themselves, avoiding one-size-fits-all solutions

Recommendation: The Ministry/Directorate should be made responsible for specific parts of the reporting and that the division of responsibility between Braillo and the Directorate in this respect is explained in the monthly reports

Finding: This recommendation was felt to be inappropriate by the present consultants. Such division of labour was never part of the original agreement. The Braillo office has never sent a letter out on Braillo letterhead or over Watterdal's signature. Sometimes joint signatures with the Director have been used but the whole emphasis has been on supporting Government's programme

Recommendation: NORAD should find out more about the division of financial management between Braillo and the Directorate and the financial contributions to the

project from the Ministry of National Education with a particular view to Article IV.2, 3 and 4 in the MoU

Finding: NORAD does not appear to have followed this up in a very specific way. Anyway, the MoU states who is to manage which tasks.

Recommendation: Reduction of all these costs should be considered with a view to redirecting them to the development of some of the many other activities that need attention. We strongly recommend keeping the local capacity building in mind enabling them to gradually take responsibility for the management of these activities

Findings: Local capacity building has been going on as a central concern: costs seem reasonable and standardised. The whole project has been reasonably cost-effective, especially for Phase II. The original budget was refused by NORAD. It included a key local consultant Prof. Sholeh. NORAD did not appear to want a lot of money devoted to activities to be covered by MoNE. The focus was to be on TA. A detailed budget was submitted by Braillo with many sub-heads. Activities were always managed with strong local input, e.g. the International Symposium in Bukittinggi and the National Workshops in Bandung were planned in collaboration with the education authorities in the provinces.

Recommendation: The project should receive close and regular follow up from NORAD and the Embassy and that NORAD discuss the development of the programme with the Directorate/Braillo during the Annual Meeting. We also recommend that NORAD visits one of the more remote resource centres. Furthermore it should consider undertaking a second visit during 2004

Finding: NORAD came 3 times for Annual Meetings to cover this and the Ambassador visits a site at least once a year. He is well informed and frequently discusses the Project with Braillo and others.

Recommendation: We recommend that the following issues be added to ease future evaluations:

- *A statement of whether goals, objectives and outputs have been changed/reduced/postponed with respect to the original project document and for what reasons*
- *That the Annual Report should take the goals/objectives/outputs in the project proposal as its starting point showing and analysing progress/delays/postponements/reduced activities*
- *That the different inputs in the budget are explained with reference to the outputs in the Annual report (for instance referring to the budget for 2003, explain what PERTUNI's contribution is)*

Finding: The Final Report of 2005 reflects these requirements

Recommendation: The consulting team/project management should assess the progress in all the involved provinces with respect to the number of children with visual impairment included in regular schools, number of teachers, financial contributions, contributions from partner organisations, status of teacher training and developments in

the resource centres and as previously mentioned, keeping the focus on children with visual impairment in mind

Finding: The data base at Braillo has a very complete record on this: the recent Baseline Study goes even further. This recommendation was redundant.

Recommendation: For the Masters' degree programme we recommend inviting more lecturers who are not only experts in their subjects but who also have experience from Asian cultures. The management of the programme also needs to keep an eye on the future of the programme with respect to its embedding in the University structure, to the link between theory and practice and not the least to its connection with the ongoing project on inclusive education that takes place at the resource centres and pilot schools

Finding: This was not entirely appropriate: local lecturers have been used although there is resistance from Indonesians regarding experts from the region. The Masters' programme is now firmly embedded in UPI with staff trained in Oslo and elsewhere. The theory/practice issue is always difficult but Project management is aware of it.

Finally, the Mid-Term Reviewers felt it appropriate to comment on the suitability of the Project Manager appointed by Braillo on the grounds that he was not an education specialist. To find a competent educator who can also manage is no easy task. To find a good manager who has the ability to understand educational problems and to take advice from those with more expertise is often a better route to follow. It is the present consultants' opinion that Braillo made an excellent choice in Terje Watterdal and that the evident success of the Project is due in no small measure to his energy, commitment and cultural sensitivity as well as his organisational skills. He gathered an effective team around him to manage the various aspects of the Indonesian-Norwegian Project.

Appendix III:

List of Persons Interviewed and Consulted

Mr. Ekodjatmiko Sukarso and staff	Director of Management of Special Schools
Mr. Agus and staff	PERTUNI Low Vision Centre, Jakarta
Prof. Dr. Sufiyarma and staff	Dean of Education, UNP
Mrs. Indra Murni	Head, Special Education Dept., UNP
Mr. Josirzal Zamin	Mayor, Payakumbuh City
Mr. Ja'affar Habbas	Head, Payakumbuh District Education Authority
Ms Dewi Marza and staff	Payakumbuh Resource Centre
Principal	SMP Negeri 4 (Junior High School) Payakumbuh
Ms. Yulinita	Principal SD Negeri 13 (Elementary School) Payakumbuh

Ms Cucu Sadiyah	Head, Bandung Living Centre (BILIC)
Drs. Setia Adi Purwanta	Head, Yogyakarta RC
Staff of PERTUNI Low Vision Centre, Yogyakarta	
Drs. Sari Rudyati	Lecturer, State University of Yogyakarta
Prof. Miriam Donal Skjørten	Senior Partner, IDP Norway
Terje Watterdal	Project Director, Braillo Project

NB: Informal conversations were also held with a large number of participants in the National Stakeholders' Meeting held in Yogyakarta (see Section 3.4. above)