



# Evidence Review

*Sekolah Penggerak Program*

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**PSKP**  
Pusat Standar dan Kebijakan Pendidikan

**IDinsight**



# Executive Summary

## MOVER SCHOOL (SEKOLAH PENGGERAK) PROGRAM: EVIDENCE REVIEW

### Introduction

This evidence review report, a collaboration between IDinsight and PSKP (Center for Education Standards and Policies), aims to identify indications of positive results and areas for improvement for the *Sekolah Penggerak* Program.

The *Sekolah Penggerak* Program (PSP) is a school transformation program in Indonesia that aims to holistically encourage education units to improve learning outcomes. Over the past three years, more than 14,000 schools (around 3% of schools in Indonesia) from various provinces and levels of education have participated as *Sekolah Penggerak*. These schools have received interventions in capacity building, curriculum reform, school-based management, and digitalization.

We reviewed global best practices of school transformation programs and PSKP's studies of *Sekolah Penggerak* Program to provide actionable insights for future school transformation programs in Indonesia.

# Summary of findings

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## Alignment with Global Evidence

We found that some components of the *Sekolah Penggerak* Program are aligned with the global best practices, particularly for its:

- **continuous capacity building efforts** (see [Finding #1](#)).
- **use of education report cards** (see [Finding #3](#)), and
- **dissemination schemes** (see [Finding #6](#)).

At the same time, future school transformation programs such as *Sekolah Penggerak* can improve implementation by:

- equipping principals with **instructional leadership capacities** (see [Finding #2](#)).
- strengthening **support from the local government** (see [Finding #4](#)), and
- improving **implementation fidelity of student-centered learning** (see [Finding #5](#)).

## Indications of Positive Progress

PSKP studies also identify **noticeable positive shifts in principals' and teachers' behaviors** that can likely be attributed to the program. These shifts include increased efforts to foster collaboration and more participative decision-making by principals in schools. A similar shift in behavior is also found in several other transformation programs in various countries.

## Recommendations

More rigorous studies are needed to measure the program's actual impact on learning outcome. As impact on learning outcome can probably take years to achieve, monitoring of **intermediate outcome variables** is highly recommended.

Examples of meaningful intermediate outcome variables include:

- teachers' knowledge of good pedagogical practices,
- principals' knowledge of good pedagogical practices, and
- teachers' use of good pedagogical practices in the classroom.

# Findings and recommendations

## #1 *Sekolah Penggerak* Program's Strengths Lies in Its Continuous Capacity Building Efforts Throughout the Program

At the beginning of the *Sekolah Penggerak* program, participating schools receive hybrid training on Curriculum, Data-based Planning, and Digital Platforms. Principals and teachers who attended the training are expected to disseminate learnings from this training to the rest of the teachers. The training instructors are *Sekolah Penggerak* facilitators (FSPs) appointed by the MoECRT. The same FSPs also provide assistance or mentorship to schools throughout the program.

We found that the mentorship or assistance component provided by the FSP as a training follow-up is **aligned with the global best practice to ensure continuity in training**. Additionally, PSKP studies found that the majority of schools consider the presence of the *Sekolah Penggerak* Facilitators (FSP) to be very helpful in implementing the Merdeka Curriculum.

However, some *Penggerak* schools at the Early Childhood Education (PAUD) level **still report concerns about FSPs' lack of contextual understanding**. This is reported despite FSP assignments already considering the alignment between their expertise and location with the school context. This is one area of improvement for implementation as **global evidence supports the importance of contextualization**.

Another barrier in implementation is **inadequate Internet access** in some areas which makes assistance from the FSPs not fully optimized.

### Recommendation:

- **Contextualize mentorship or assistance components** by recruiting facilitators with expertise specific to the education levels they oversee.
- **Ensure adequate internet connectivity** for training and assistance purposes.

## #2 School Principals Have Significant Role in School Transformation and Need to Be Equipped with Instructional Leadership Capacities

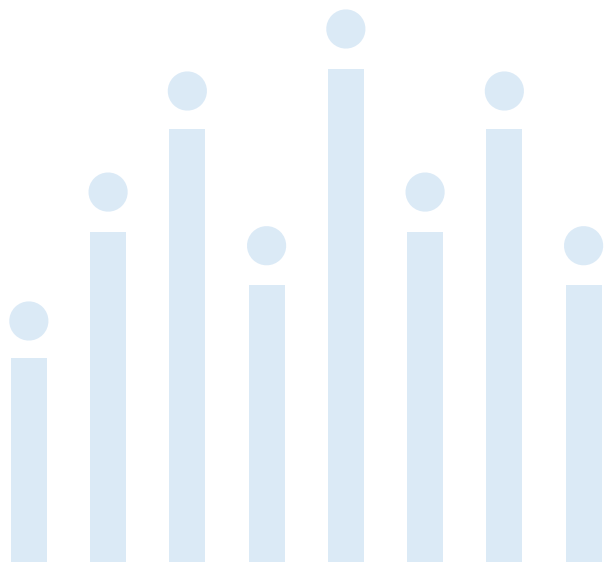
School principals are the cornerstone of the *Sekolah Penggerak* Program. A school's participation in the program is determined by the principal's expression of interest and competencies rather than by school learning outcomes or other school indicators. Principals from *Sekolah Penggerak* are part of a learning committee that receives training on curriculum introduction, digital platform utilization, and data-based planning.

Principals in *Penggerak* schools play an important role in encouraging the activation of teacher learning communities, initiating in-house training and mentoring activities, and facilitating reflection or evaluation of the learning process.

Global evidence shows that **interventions targeting school leaders' management practices generally have modest positive effects on learning outcomes**. Therefore, investing in principals' professional development, especially with **training on instructional leadership and individualized coaching**, is an appropriate course of action. However, these are not currently covered by PSP's capacity building program.

### Recommendation:

Future school transformation programs can put more emphasis on **strengthening principals' capacities with instructional leadership training and an individualized coaching approach**.



### #3 Education Report Card Have Been Utilized for School Planning to Some Extent and Have Enormous Potential to Improve Accountability

All schools, including those not participating in the *Sekolah Penggerak* Program, have access to the Education Report Card that shows school-level indicators such as student literacy and numeracy level, student character, the school's security, diversity, and inclusion climate, and learning quality. On top of this access, *Sekolah Penggerak* schools receive dedicated training on Data-based Planning and implementation assistance/mentoring throughout the program to be able to utilize the Education Report Card and other sources of data in school planning.

Global evidence shows that **simply providing standardized test results to schools can improve learning outcomes in some contexts**. Therefore, efforts to promote the use of the Education Report Card for school planning already align with global best practices. Evidence also shows that increasing the level of transparency and/or attaching incentives or consequences to report cards can potentially increase its impact on learning outcomes. However, evidence suggests that these can also create risks of resistance or data manipulation, unless the proper infrastructure is in place to minimize and/or eliminate manipulation entirely.

PSKP has identified some uses of report cards by *Penggerak* schools to facilitate data-based planning, such as identifying the school's needs and developing the School Operational Curriculum (KOSP). However, some schools still encountered challenges in using the report card, from **inadequate IT capacity to perceived discrepancy between the card's indicators with the school context**.

#### Recommendation:

- **Experiment with different levels of transparency and types of incentives for school report cards**, while considering the risks of resistance that may arise.<sup>1</sup>
- **Identify schools with inadequate IT capacity** and provide more support to those schools.

<sup>1</sup> Some policies currently being considered and/or formulated by the MoECRT are the use of report cards for reaccreditation and the publication of report card data at the sub-national level.

## #4 While Support from Local Government for *Sekolah Penggerak* Has Improved Over the Years, the Level of Support Still Varies Unevenly

In each province, MoECRT's jurisdiction extends through a technical implementation unit called the BBPMP or BPMP (Office of Educational Quality Assurance). The BBPMP or BPMP commonly provides assistance to local governments in planning for education to ensure alignment with the central government's policies and programs. In the context of the *Sekolah Penggerak* program, one channel for assistance/support provision is the city-level or province-level coordination meeting between the local government and the BPMP/BBPMP. This assistance is expected to facilitate bigger commitment from the local governments and eventually trickle down to support from local government to schools.

Efforts to engage with local government are aligned with best practices as multiple studies in Indonesia show the **positive impact of local government's involvement on learning outcomes, dissemination practices, and principals' behavior**.

PSKP also found that local governments' support of PSP over the years has improved in the form of **training facility provision and technical support in implementation**. However, support and commitment from local governments for the *Sekolah Penggerak* Program **still varies unevenly across the country**, depending on political will and capacity. Evidence suggests aligning policy goals with political motivations, showcasing successful examples from neighboring regions, and fostering informal communication channels in addition to formal ones.

### Recommendation:

- Future school transformation programs should continue **involving local government in program-related decisions as early as possible in the program lifecycle**.
- At the same time, BBPMP/BPMP can try to **provide space for ad-hoc interactions and establish relationships through informal avenues/channels beyond PMO meetings**.

## #5 Implementation of Merdeka Curriculum within *Sekolah Penggerak* Promotes Positive Teacher Behavior but Requires Higher Implementation Fidelity

The Merdeka Curriculum, launched in 2022, provides schools autonomy to develop their own school-level operational curriculum and gives teachers the freedom to determine learning outcomes and tailor instruction based on students' levels of learning. While non-*Penggerak* schools that implement Merdeka Curriculum are expected to do self-directed learning or set up training independently on curriculum implementation, *Sekolah Penggerak* receives dedicated training and assistance/mentorship on the curriculum.

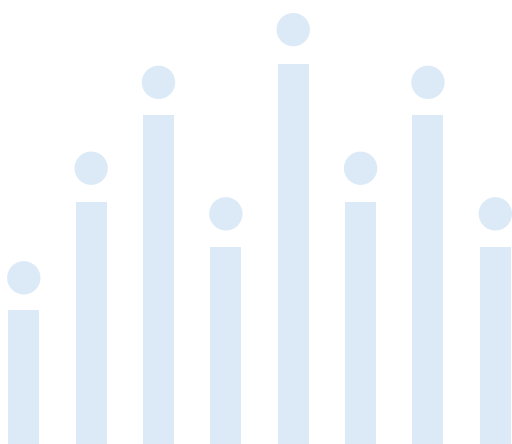
With Merdeka Curriculum implementation, teachers in *Penggerak* schools are developing positive habits of **requesting students' feedback** on their teaching and learning process as well as **conducting baseline assessments** before starting a lesson as part of the Teaching at The Right Level (TaRL) approach.

However, the **current implementation has not adhered to the core principles that make TaRL effective**, which is to group students by ability level and tailor instructions for each level. Teachers are conducting baseline assessments in a variety of ways (e.g. asking questions, observing students, giving diagnostic assessments) that do not always lead to grouping of students according to their ability level.

Additionally, global evidence for the TaRL approach is currently limited to literacy and numeracy competencies for primary school students. Therefore, there are limited references to the most appropriate implementation models for other competencies and levels of education.

### Recommendation:

- **Revisit guidelines for implementing TaRL** to address potential differences between implementing TaRL for literacy and numeracy competencies and subject-based competencies.
- At the same time, achieving higher implementation fidelity should be a priority, at least in primary schools, through **identifying the most appropriate TaRL delivery mode for Indonesia's context**.





## #6 Dissemination Scheme by *Sekolah Penggerak* Aligns with Global Best Practices and Can Further Promote Scalability

While other interventions of the *Sekolah Penggerak* Program have been discontinued after three years, each participating school is still expected to disseminate knowledge and practices to non-*Penggerak* schools within close proximity. The *Penggerak* and non-*Penggerak* schools can agree on one or a few out of four dissemination themes: capacity building, digitalization, data-based planning, and curriculum implementation. The dissemination should be in the form of training, mentorship/assistance, and activation of learning communities. *Penggerak* schools receive an additional operational fund called BOSKinerja as a dissemination incentive.

PSKP found that **the majority of *Sekolah Penggerak* have cascaded their learnings to other schools**, both through formal partnership (as mandated by the program) or due to ad-hoc requests from other schools or local governments.

Global evidence suggests alignment between the dissemination scheme and global best practices. The mandate for dissemination **serves as a transfer of reform ownership** from the government to *Penggerak* schools, which is important for scalability. Additionally, **the program's dissemination scheme takes an active form** (training, mentorship, and strengthening of the teachers' learning community) that is more engaging than passive forms of dissemination such as publication.

However, while increased ownership can be beneficial, it may risk fidelity, particularly when the essential program components requiring dissemination is a particularly structured activity that requires high implementation fidelity.

### Recommendation:

Identify specific elements of the interventions that are **most susceptible to variations in implementation** and develop strategies to address these issues in the dissemination process.