

**Australian Community Development and Civil Society
Strengthening Scheme (ACCESS) Phase 2**

Independent Progress Review

March 2010

Document:	Independent Progress Review
Version:	2.1
Initiative:	ACCESS Phase II
Client:	AusAID
Consultants:	Paul Crawford (M&E Specialist) Suhirman (Local Governance) Joana Ebbinghaus (Community Participation) Christine van Hooft (AusAID)
Date:	31 March 2010

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Irene Insandjaja
AusAID
Program Manager
Governance Unit
irene.insandjaja@ausaid.gov.au
Phone: 62 21 25505 592
Fax: 62 21 25505 582
Mob: 0811891671

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ACKNOWLEDGEMENTS

Irene Insandjaja, AusAID Program Manager in Jakarta, commissioned and managed this independent progress review (IPR). Chandra Bakti represented the Ministry of Home Affairs (MoHA) throughout the mission. Paul Boon, Program Director for ACCESS Phase II, and the program's management and advisory teams arranged the itinerary and facilitated all field logistics. Pauline Mulyono provided language interpretation. Most importantly, key informants from communities, partner organisations, local government and third party organisations gave their time to participate in the review.

The IPR team appreciated the open and constructive approach taken by all stakeholders.

EXECUTIVE SUMMARY

This document presents the findings of an independent progress review (IPR) of the Australian Community Development and Civil Society Strengthening Scheme (ACCESS) Phase II funded by the Australian Agency for International Development (AusAID) in partnership with the Government of Indonesia's (GoI) Ministry of Home Affairs (MoHA). The design for ACCESS Phase II proactively applied lessons learned during the first phase to consolidate impact in eight original districts while replicating and enhancing the approach in eight new districts.

ACCESS Phase II is a program that enables Village Facilitators to increase citizens' participation in local-level democratic governance, so that women, the poor and marginalised are able to demand good-quality services. The program works by engaging 'Strategic Partners' (recognised national level NGOs) to facilitate the strengthening of local civil society organisations (CSO) and local governments (LG)—broadly termed 'Boundary Partners'. These Boundary Partners work to empower women, the poor and marginalised—the 'Ultimate Beneficiaries' of the program—to participate in processes to set local development priorities.

The overall finding of the IPR team was that ACCESS Phase II was being implemented in accord with AusAID's design and the Scope of Services, including the use of specified approaches. An important challenge facing the program related to the assimilation of evidence that the values-driven process-centric approach that is fundamental to the program's *modus operandi* is indeed being translated into tangible changes in wellbeing among the program's ultimate beneficiaries. The IPR team formed the view that the program is coherent with, and can contribute significantly to, AusAID's broader strategy.

In line with the terms of reference (ToR), the IPR team assessed: the program's progress against the design's four objectives; evidence of beneficiary changes; implementation efficiency and value-for-money; sustainability and coherence with AusAID strategy. Salient lessons were also documented.

Progress against objectives

The 'value-driven approach' adopted by the program seemed to be more than rhetoric and provided a guiding framework for partners at all levels. The program adopted and refined proven methods from Phase I (and elsewhere) to increase inclusiveness and engender community participation in local planning processes. The program provided enhanced opportunities for CSO networking and peer support. District Stakeholder Committees (DSCs) provided a unique forum for CSO, private sector and LG collaboration—one outcome of which was constructive and collaborative LG – CSO relationships. The IPR team noted indications that program approaches were replicable and can be scaled-up. The 'assets-based approach' prescribed in the design was appreciated by partners and fostered ownership of the local development agenda.

The IPR noted a risk that the 'assets-based approach' may contribute to a disinclination to tackle sensitive reform issues such as corruption. There may also be a risk of the DSCs becoming elitist; or alternatively they could lose momentum in a vacuum of purpose beyond the visioning stage. The program had limited engagement in issues of public finances at district level. Some program concepts and terminology may have been alienating for 'outsiders'—which may affect the level of engagement with the program and could erode its scalability. AusAID's role in replication and scale-up was not adequately defined or resourced.

Beneficiary changes

The IPR team encountered evidence of increasing demand for better local services. There was also some evidence of empowerment; especially through women's involvement in village planning.

As with all empowerment processes there was a risk that disempowerment could be compounded if community enthusiasm and participation is not rewarded with tangible changes in wellbeing. A programmatic issue was that the design was not explicitly linked with improved basic service delivery—AusAID's current strategic focus.

Efficiency and value for money

The program represented a modest per district investment of around AUD300,000. A clear strength was the leveraging of LG resources to achieve more than the program's scope. The assets-based approach seemed to help shift focus away from dependence on external resources by highlighting local/endogenous capacity and resources.

Cost:Benefit analysis was ambiguous because although costs were clearly defined, benefits were amorphous and conceptual—such as 'empowerment' and 'capacity'.

Sustainability

The program deliberately works with passionate and intrinsically motivated individuals, thereby engendering strong local ownership. The focus of the design on influencing values and behaviours is a pragmatic way to achieve sustainable social change (i.e. the people-centred approach is more than an end in itself). The program works within existing structures, processes and institutions. Village Facilitators are pre-established roles and are pivotal change agents in the system. The role and structure of DSCs is context sensitive and emergent.

The success of the whole program is dependent on the presence and sustained motivation of key champions. The ongoing role of the DSCs is contingent on their ability to maintain passion and enthusiasm.

AusAID Coherence

The IPR team noted evidence of contribution to improved basic services—a core strategic focus of AusAID's sub-national strategy. The IPR team formed the view that ACCESS Phase II is making a contribution to the 'demand-side' of decentralisation. ACCESS Phase II can contribute valuable knowledge about civil society and capacity development of benefit to AusAID in general, and AIPD specifically.

Alignment with AusAID strategy could be strengthened through more emphasis on the budgetary and public finance side of the local development planning process. The 'process orientation' that underpins the whole ACCESS Phase II design may be at philosophical odds with 'results orientation' adopted by AIPD.

CONSOLIDATED RECOMMENDATIONS

ACCESS Phase II

1. The ACCESS Phase II team should encourage partners to reflect on whether or not appreciative and consensus-seeking approaches encouraged avoidance of controversial issues.8
2. The ACCESS Phase II team should provide guidance to DSCs concerning the range of scenarios for their future role, structure and purpose; including the relative strengths and weaknesses of each scenario.....11
10. The ACCESS Phase II team and partners should guard against creating unrealistic expectations about what beneficiary communities can achieve in the short-term.23
11. The ACCESS Phase II team should review the program's M&E arrangements to ensure that adequate methods are in place to capture evidence of impact in terms of improved services and reduced poverty; and their inter-relatedness.24
12. The ACCESS Phase II team should succinctly communicate evidence of how the program is contributing to improved local service delivery.24
14. ACCESS should consider preparing some case studies that articulate the financial value of the local democratic processes adopted by communities.26
16. ACCESS Phase II should explore ways to support the 'budget side' of public financial management.29
18. ACCESS should succinctly communicate evidence of results emerging from the program processes.30

Boundary Partners

3. Boundary Partners should consider engaging with village and district level financial issues (e.g. budget monitoring, budget advocacy, public expenditure tracking) to extend and consolidate the effort invested in strengthening participatory and inclusive planning.14
4. Boundary Partners should develop and implement strategies to proactively engage with all levels of local government and parliament, to ensure an appreciation for the program's purpose and approach.....15
5. Boundary Partners should explore ways to simplify the Musrenbang mechanism to better reflect local needs; and to directly link the poor to SKPD's program and budget formulation process.15
6. Boundary Partners should facilitate direct relationships between SKPD and CBOs to promote pro-poor public service delivery.....16

AusAID

7. AusAID should approve the ACCESS Phase II submission to replicate the program in Sumba Tengah and Sumba Barat Daya districts.17
9. AusAID should explore, define and resource its role in relation to replication and scale-up.20
13. AusAID should lead a process to explore the merit of standardisation or integration of the M&E arrangements for all sub-national programs.24

15. AusAID should approve additional technical support for the Indonesian STAs.	28
17. AusAID should identify mechanisms to draw on the experience and knowledge accrued through ACCESS concerning civil society strengthening and capacity building in Indonesia.	29
19. AusAID should establish internal processes to exploit the learning potential for future designs arising from the 'ACCESS experiment' with a 'process orientation'.	30

MoHA

8. MoHA should facilitate the implementation of a pilot and review process to explore the merit of scaling up ACCESS approaches to village planning, with possible integration with PNPM.	19
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LIST OF ACRONYMS

ACCESS	Australian Community Development and Civil Society Strengthening Scheme
AIPD	Australia-Indonesia Partnership for Decentralisation
APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> (Local Budget)
AusAID	Australian Agency for International Development
Bappeda	<i>Badan Perencanaan Pembangunan Daerah</i> (Regional Development Board)
Bappenas	<i>Badan Perencanaan Pembangunan Nasional</i> , (National Development Planning Board)
BPMD	<i>Badan Pemberdayaan Masyarakat dan Desa</i> (Village and Community Empowerment Board)
BUMDes	<i>Badan Usaha Milik Desa</i> (Village Owned Business)
CBO	Community-based Organisation
CLAPP	Community-Led Assessment and Planning Process
CSI	Civil Society Index
CSO	Civil Society Organisation
DCEP	District Community Engagement Plan
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> (Regional House of Representative)
DSC	District Stakeholder Committee
DSF	Decentralisation Support Facility
FLA	<i>Forum Lintas Aktor</i>
Gol	Government of Indonesia
GSI	Gender and Social Inclusion
IASAS	Indonesia Australia Small Activities Scheme
IDRC	International Development Research Centre
IDSS	International Development Support Services
IPR	Independent Progress Review
KPM	<i>Kader Pemberdayaan Masyarakat</i> (Community Empowerment Cadres; 'Village Facilitators')
LG	Local Government
LPM	<i>Lembaga Pengaduan Masyarakat</i> (Community Complaint Center)
MoHA	Ministry of Home Affairs
MRG	Monitoring Review Group
MTR	Mid-term Review
<i>Musrenbang</i>	<i>Musyawarah Perencanaan Pembangunan</i> (Annual Development Planning Process)
NGO	Non-government Organisation
PAMELS	Participatory Monitoring, Evaluation and Learning System
PDD	Project Design Document
PKK	<i>Persatuan Kesejahteraan Keluarga</i> (Family Welfare Organization)
PNPM	<i>Program Nasional Pemberdayaan Masyarakat</i> (National Community Empowerment Program)
Raskin	<i>Beras Miskin</i> (Rice for the Poor)

RPJMDes	<i>Rencana Pembangunan Jangka Menengah Desa</i> (Village Medium Term Plan)
SKPD	<i>Satuan Kerja Perangkat Daerah</i> (District Working Unit)
SSM	Soft Systems Methodologies
STA	Senior Technical Advisor
ToR	Terms of Reference

1. INTRODUCTION

1.1 Document Purpose

This document presents the findings of an independent progress review (IPR) of the Australian Community Development and Civil Society Strengthening Scheme (ACCESS) Phase II funded by the Australian Agency for International Development (AusAID) in partnership with the Government of Indonesia's (GoI) Ministry of Home Affairs (MoHA). Field work for the IPR was conducted by a team of four evaluators¹ in eastern Indonesia from 18 to 29 January 2010². Preliminary findings were presented to the managing contractor, GoI and AusAID on Friday 29 January 2010 for validation.

1.2 Background

The Indonesia Australia Small Activities Scheme (IASAS) was an integral part of Australia's official bilateral assistance to Indonesia from 1989 to 1999. Following a protracted design phase and tender (2000 – 2001) International Development Support Services Pty Ltd (IDSS) was awarded a management contract and commenced implementation in February 2002. During inception the initiative name was changed to Australian Community Development and Civil Society Strengthening Scheme (ACCESS). A revised project design document (PDD) was subsequently prepared and approved by AusAID and GoI in July 2003.

ACCESS operated in eight target districts³ of eastern Indonesia with the goal of “*alleviating poverty and strengthening civil society*”⁴. The program used a range of strategies to engage communities in participatory planning, and to build the capacity of local non-government organisations (NGO) and community-based organisations (CBO). ACCESS also worked at district level to promote civil society collaboration and engagement with local government and other stakeholders. A final review of ACCESS was conducted in April – May 2006 to assess performance and investigate the merit of a new phase⁵. The review team found that ACCESS was a successful and favourably received program that had made good progress in strengthening civil society and promoting community capacity. It also found that ACCESS demonstrated significant success with introducing community-led planning that mainstreamed gender⁶ and the participation of the poor.

On the basis of ACCESS' apparent success, a design mission for ACCESS Phase II was commissioned by AusAID in September 2006. A draft PDD was submitted to AusAID in January 2007. An AusAID peer review of the design concept found that “*the emphasis on civil society strengthening in order to build demand for better governance and strategies to support decentralisation*” was consistent with the aid program's objectives and strategic direction. Following approval of the final design, IDSS again won the management contract and mobilised on 1 May 2008.

During 2009 AusAID developed and approved two strategic documents that influenced the programmatic context for ACCESS Phase II: i) *Sub National Level Engagement in Indonesia – a Framework for AusAID*; ii) *Australia Indonesia Partnership for Decentralisation (AIPD) Delivery Strategy*.

¹ The IPR team comprised three independent consultants (M&E specialist, local governance specialist, community participation specialist) and an AusAID representative. The team was also accompanied by a MoHA representative who contributed to fieldwork but not to the authorship of this report.

² See Appendix A for mission itinerary and breakdown of persons interviewed.

³ Eight (8) districts in four provinces including: Nusa Tenggara Barat (NTB); Central Lombok and West Lombok; Nusa Tenggara Timur (NTT), West Sumba and East Sumba; South Sulawesi: Jeneponto and Bantaeng; Southeast Sulawesi: Muna and Buton.

⁴ ACCESS also incorporated a AUD1.5 million emergency relief fund in response to the Bali bombings (The Bali Rehabilitation Fund) which was managed as an adjunct to the program.

⁵ Patrick, I. and Cattleya, L., “Draft Review of ACCESS Phase I and Draft Concept Design for Phase II”, June 2006

⁶ In November-December 2006 the Decentralisation Support Facility (DSF) conducted a review to look at how gender and women's issues had been addressed in five community-driven development projects in Indonesia, including ACCESS. The review mission found that ACCESS had the highest effectiveness rating in mainstreaming gender across five key aspects of the review.

A mid-term review (MTR) of ACCESS Phase II had been scheduled for May 2010, but was rescheduled as this IPR in January 2010. The purpose was in part to assess the strategic alignment of the program with AusAID's new strategic direction and principles for sub-national engagement (see Appendix B for the Terms of Reference, ToR).

1.3 ACCESS Phase II Overview

The program history outlined in Section 1.2 highlights AusAID's progressive learning in relation to improving aid effectiveness. Arguably, the progression from disparate small grants assistance to NGOs (1989) through to the current systemic approach (2010) to fostering improved local democratic governance has been driven by Australia's commitment to delivering effective aid in accord with international agreements and national policies. The design for ACCESS Phase II proactively applied lessons learned during the first phase to consolidate impact in the eight original districts⁷ while replicating and enhancing the approach in eight new districts⁸ (i.e. a total of sixteen target districts in four provinces in Phase II). The design emphasised:

- Strengthening engagement between civil society and government
- A focus on empowering citizens' participation for democratisation
- Scaling-up impact.

The ACCESS Phase II design argued for a 'systemic developmental approach' to improving local democratic governance through behaviour change and empowerment. This approach contrasts an 'instrumental approach' in which a program intervenes to address identified limiting factors from an external standpoint. From AusAID's perspective, ACCESS Phase II may be conceived as a 'development policy experiment'⁹ to explore alternative and innovative ways of engaging with communities, civil society and local government to effect sustainable change.

ACCESS Phase II engages 'Strategic Partners'¹⁰ to facilitate the strengthening of CSO and LG 'Boundary Partners'¹¹ as a means to empowering the 'Ultimate Beneficiaries' of the program. This actor-centric theory of change may be simplistically represented as a 'ripple' of influence through a sequence of relationships as depicted below.

⁷ (Sumba Barat, Sumba Timur, Lombok Tengah, Lombok Barat, Jeneponto, Bantaeng, Muna and Buton)

⁸ (Kupang, Timor Tengah Selatan, Dompu, Bima, Gowa, Takalar, Buton Utara and kota Bau-Bau)

⁹ Rondinelli, D. A. (1993) *Development Projects as Policy Experiments: And adaptive approach to development administration*, Routledge, London

¹⁰ Recognised national-level NGOs with proven competencies in capacity building.

¹¹ The International Development & Research Centre (IDRC) in Canada uses the term 'Boundary Partners' to describe pivotal human actors that sit on the 'boundary' of the 'program world' and the 'real world'; "those individuals, groups, or organizations with whom the program interacts directly and with whom the program can anticipate some opportunities for influence" (Earl, S., Carden, F. & Smutylo, T. (2002). *Outcome Mapping: building learning and reflection into development programs*. Ottawa, IDRC).

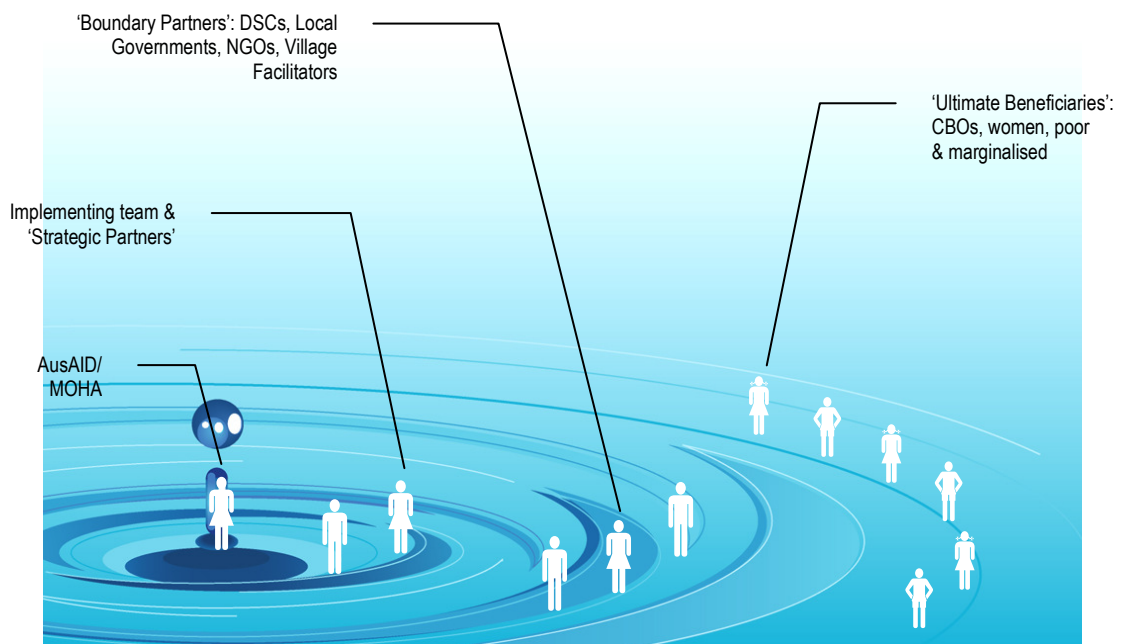


Figure 1: Representation of ACCESS Phase II actors

Expressed in simple terms, ACCESS Phase II is a program that enables Village Facilitators to increase citizens' participation in local-level democratic governance, so that women, the poor and marginalised are able to demand good-quality services. However, this simplistic description belies much of what has been considered novel about the program. In order to "enable" this increased participation, civil society organisations (CSOs) use a philosophy and a specific set of processes to empower citizens and their groups, and to engage with local governments to change the way development priorities are identified, resourced and implemented.

Some elements of the program that may be considered 'interesting' from the perspective of AusAID's learning agenda in relation to civil society, local governance and sustainability include:

- **Relationship between 'supply & demand':** the program pioneered collaboration between CSO and LG actors through dedicated forums that directly addressed governance 'demand-side' issues highlighted in the AIPD design¹².
- **'Assets-based approach':** the design obliged the managing contractor to adopt an 'assets-based approach' that emphasised local solutions where possible rather than depending on external (donor or government) resources.
- **Participatory & inclusive:** the program developed and refined a range of tools/approaches to ensure inclusiveness¹³ and to increase participation¹⁴ in local planning and democratic processes.
- **Values-driven:** the program stated clearly what its core values were, and then explore practical ways to apply these values at all levels, arguing

¹² Two of the four 'demand side' key factors highlighted in the AIPD design document directly reflect the ACCESS Phase II focus: i) "quality of democratic processes representation"; ii) "appropriate partnership fora to bring demand and supply-side stakeholders together to address problems and take opportunities".

¹³ i.e. engagement with an appropriate range of stakeholders considering gender, poverty, marginalisation and other dimensions of diversity.

¹⁴ i.e. the extent of active engagement in processes. ACCESS Phase II outlined a continuum of 'participation': from 'attendance' through to 'empowerment'.

that a 'values-driven approach' is both ethical and a pragmatic way to effect social change.

- **Change agents:** the program acknowledged that social change typically occurs through the actions of passionate and committed individuals. Forums comprising these individuals were explicitly non-representative; recognising the shortcomings of most 'representative' bodies convened by programs.
- **Soft Systems Methodology (SSM):** the program design applied SSM which among other things appreciates the central role that human actors play in facilitating social change. In so doing SSM places socio-political dynamics at the heart of the design, not as an assumption/risk as in conventional design methods¹⁵.
- **Leveraged resources:** the program mobilised LG and other resources to expand the reach and impact of program funding.
- **Process-centric:** the program argued that good processes are at the heart of quality results, and hence placed strong emphasis on the nature of engagement and the methods employed.

During the inception phase AusAID approved the definition of four objectives¹⁶:

1. By 2013, Partner CSOs are using value-driven participatory and inclusive approaches to strengthen capacity and confidence of citizens for local democratic governance;
2. By 2013, Partner CSOs are regularly collaborating with each other on improving democratic governance at district, sub-district and village levels.
3. By 2013, Partner CSOs are regularly engaging with district, sub-district and village governments to improve participation, transparency, accountability, social justice and pro-poor service delivery.
4. By 2013, Governments and donors are using lessons and approaches developed through ACCESS Phase II within and beyond ACCESS target districts.

The objectives are expected to contribute to an overall purpose: *"Citizens and their organisations are empowered to engage with local governments on improving local development impacts in 16 districts in Eastern Indonesia"*. These four objectives were used by the IPR team as the basis for evaluating progress as required in the ToR.

2. METHODOLOGY

2.1 Methods

In line with the requirement for a rapid review, this IPR employed qualitative methods:

- Document reviews
- Key informant interviews and focus group discussions
- Field observations

Documents were provided by AusAID and the contractor as required. Interviews were arranged by the ACCESS Phase II team and were conducted at locations convenient for the interviewees. Around 19 interviews were conducted over eight days in the field with approximately 382 people (47% female). A question guide based on the ToR directed open dialogue with interviewees (see Appendix C). IPR team members were responsible for taking their own notes, and regular team discussions helped to identify the salient points from the interviews.

¹⁵ Soft Systems Methodology (SSM) appreciates that stakeholders perceive the world from multiple perspectives, and hence dialogue and accommodation are fundamental to reaching solutions to complex social problems. See Checkland, P. B. (1981). *Systems Thinking, Systems Practice*. Chichester, John Wiley & Sons.

¹⁶ These objectives were intended to clarify elements of the design using more conventional terminology.

2.2 Stakeholders

The perspectives of a range of stakeholders were triangulated to address the ToR:

- **Implementing Team:** ACCESS Phase II staff (management, advisors, field staff) and selected strategic partners.
- **Boundary Partners:** selected CSOs and local government representatives, District Stakeholder Committees (DSC).
- **Ultimate Beneficiaries:** benefiting CBO representatives, women, poor and marginalised community members.
- **Informed third parties:** provincial government authorities, other development program representatives.

The selection of key informants was purposive rather than random to ensure that informed perspectives were efficiently captured. The selection process was collaborative involving the ACCESS Phase II leadership and AusAID¹⁷.

Interviews in Bali focussed on ACCESS Phase II implementing team and strategic partner perspectives. Interviews and observations at field sites focussed on the perspectives of District Stakeholder Committees (DSC)¹⁸, CSO and relevant LG representatives. Fieldwork placed equal emphasis on Phase I and Phase II districts to identify longer-term changes that the program had fostered¹⁹, and to distil any key differences in approach between the phases. Where appropriate, the ultimate beneficiaries of local development initiatives (women, poor and marginalised) were interviewed to ascertain any changes in service delivery or perceptions of empowerment and democracy.

2.3 Limitations Encountered

The following general challenges may have influenced the IPR:

- **Time and resources:** rigour is constrained by the time and resources dedicated to reviews. This IPR involved rapid and qualitative methods and relied on the professional judgement of the team members in interpreting stakeholder perspectives. The mission agenda was very full to maximise the breadth of the review, but this imposed constraints on the depth of study.
- **Access:** since the program covers a vast geographic area the team only gathered indicative perspectives from a relatively limited range of stakeholders. Findings reported in this document should be considered indicative, and not necessarily representative.
- **Measurement:** most human changes are amorphous and difficult to measure in an absolute sense. There is no consensus on the units of measurement of phenomena such as 'empowerment'. This reality imposed a clear challenge for the task of judging the performance of ACCESS Phase II.
- **Attribution:** programs such as ACCESS Phase II are implemented within 'open systems' such that multiple factors contribute to and/or detract from the anticipated changes. This rendered the definitive attribution of changes to particular interventions challenging at best.

Notwithstanding these general limitations, the IPR progressed as planned. This review will supplement the six-monthly Monitoring Review Group (MRG) missions commissioned by AusAID and MoHA to independently review program

¹⁷ The selection process was guided by the following considerations: i) **Logistics:** accessibility to relevant stakeholders within the available timeframe; ii) **Availability:** willingness of individuals to participate in interviews; iii) **Representativeness:** a mix of stakeholders from Phase I and Phase II districts; iv) **Knowledge:** selection of individuals that have relevant exposure to the program and hold either indicative perspectives or unique but significant perspectives.

¹⁸ *Forum Lintas Aktor, 'FLA'*

¹⁹ In the absence of a rigorous 'quasi experimental design' the review of both Phase I and Phase II districts provided the IPR team with a sense of the counterfactual.

implementation. Further, the ACCESS Phase II team is implementing a comprehensive M&E plan (Participatory Monitoring, Evaluation and Learning System, PAMELS) which should supply stakeholders with a range of quantitative and qualitative information about various aspects of the program and the changes effected within communities, among CSOs and within partner LGs. A detailed review of PAMELS was beyond the scope of this study, but will be the focus of the next MRG mission.

3. FINDINGS

3.1 Overview

The following sections of this report elaborate the overall finding of the IPR team—that ACCESS Phase II is being implemented in accord with AusAID's design and the Scope of Services, including the use of specified approaches. In general, implementation was on track, with evidence that the four program objectives are being achieved. Further, interviewees articulated emerging evidence of impact as defined in the statement of core purpose. Of particular note was the shared commitment to local development agenda among partner CSOs, LG representatives, community members and the implementing team. The apparent 'ownership' fostered among program stakeholders is likely to be a key element in the program's sustainability.

An important challenge facing the program relates to the assimilation of evidence that the values-driven process-centric approach that is fundamental to the program's *modus operandi* is indeed being translated into tangible changes in wellbeing among the program's ultimate beneficiaries. AusAID's strengthened focus on poverty reduction and improved local service delivery is a function of the new strategic agenda at the sub-national level in Indonesia. This focus will define how the performance of ACCESS Phase II will ultimately be judged.

The IPR team formed the view that the program is coherent with, and can contribute significantly to, AusAID's broader strategy. An area for further development is the measures and mechanisms by which the program's contribution to this broader strategy can be succinctly and meaningfully communicated.

In line with the ToR, the following sections elaborate the IPR team's findings in relation to:

- Progress and performance
- Sustainability
- Coherence with AusAID strategy

A review of key lessons learned is attached in Appendix D.

3.2 Progress and Performance

The IPR team assessed the overall progress and performance at 'early mid-term' to be on track. There was evidence of good practice and also some emerging challenges that the implementing team were aware of.

The assessment of progress and performance for ACCESS Phase II constituted a review of:

- Progress against each of the four program objectives
- Evidence of changes experienced by beneficiaries
- Efficiency and value for money

Each of these dimensions of progress and performance are discussed in turn.

Progress against objectives

Relative strengths:

- 'Value-driven approach' more than rhetoric; an explicit feature of the program at all levels.

- Proven methods for engendering community participation in planning.
- Enhanced opportunities for CSO networking and peer support.
- DSCs provided unique forum for CSO, private sector and LG collaboration.
- Collaborative LG – CSO relationships.
- Indications that program approaches are replicable and can be scaled-up.
- ‘Assets-based approach’ appreciated for fostering ownership of the local agenda.

Relative weaknesses

- Risk that the ‘assets-based approach’ contributes to a disinclination to tackle sensitive reform issues.
- Risk that DSCs may become elitist or alternatively could lose momentum in a vacuum of purpose beyond developing a vision and agenda
- Limited engagement in issues of public finances at district level
- Program concepts and vernacular not readily accessible to ‘outsiders’
- Role of AusAID in replication and scale-up not defined

Progress against each of the four program objectives listed in Section 1.3 is elaborated in the following subsections.

Objective 1: value-driven participatory and inclusive approaches

The program’s first objective explicitly required the adoption of value-driven and participatory approaches for engaging with civil society as a means to strengthening citizen capacity and confidence in democracy. Values emphasised by the program included: participation and inclusiveness, transparency, gender equality, and continuous learning. It appeared that the ‘value-based approach’ provided a unifying framework for program stakeholders (strategic partners, boundary partners and ultimate beneficiaries; see Figure 1) to guide local democratic governance reform. Interestingly, the values were more than rhetoric and provided a practical basis for behaviour changes in line with the reform agenda. Many of the CSO and NGO representatives interviewed by the IPR team emphasised the importance of beginning the social change process with their own behaviour.

Our personal behaviour must change first. We need to be transparent. If we talk about social change we need to talk about behaviours and values. How do we actualise principles and values in our own lives? This is why we began with the positive aspects of our situation before blaming, and focussing on what has gone wrong. Before we demanded that the government should be more participatory we changed our mindset and reflected on whether our own organisation has indeed been participative. For example, our work in health: in the old days we always blamed the health department for the problems. We then changed our attitude and focussed on what we can do ourselves” (DSC member, Dompou).

Transparency and gender equality were most frequently cited as examples of behaviour changes:

“Initially community members didn’t have any trust towards our newly established cooperative. There have been too many bad experiences in the past. We had to convince them with our own behaviour, particularly in always being transparent about financial issues and decision-making” (KPM/Secretary of cooperative network AKUEP in Jeneponto).

“We’ve had changes in our own values since working with ACCESS. We’ve had affirmative action to increase the proportion of females. We changed our approach. We are more confident in voicing our policy that there must be at least 50% women” (Strategic Partner NGO representative).

Before partnering with ACCESS Phase II, CSOs must declare their commitment to principles of internal good governance. Several CSO representatives confirmed that

they were attracted to work with ACCESS Phase II because of shared values and vision. One strategic partner stated that “ACCESS is consistent in implementing the values they are promoting”²⁰.

A key feature of the program that was appreciated by many interviewees and recognised as innovative was the so called ‘assets-based’ approach. Participants reported that this approach involved identifying existing strengths and assets within their organisations—and within the communities more broadly—as the basis for development plans. They indicated that this had generated motivation for change more so than conventional problem-based approaches. One CSO representative believed that through first identifying their resources, people developed a stronger sense of their own capacities and felt more able to tackle challenges in their communities. However, an assets-based approach may have unintentionally fostered a culture of only focusing on positive aspects of a community or process to the extent that problems can be overlooked or minimised. Some topics may have been viewed as ‘too hard to tackle’, and so were dismissed in favour of smaller, less controversial issues²¹.

Recommendation

1. The ACCESS Phase II team should encourage partners to reflect on whether or not appreciative and consensus-seeking approaches encouraged avoidance of controversial issues.

The IPR team noted indications that ACCESS Phase II participatory approaches were becoming recognised and valued within established local government processes; in particular:

- The approach to village medium-term planning (*Rencana Pembangunan Jangka Menengah Desa*, RPJMDes).
- The approach to empowering community engagement in annual and village-level strategic planning (*Musyawarah Perencanaan Pembangunan*, Musrenbang²²).
- The approach to training and supporting village facilitators (*Kader Pemberdayaan Masyarakat*²³, KPM).
- The preparation and use of social maps to ensure that development planning is pro poor and marginalised.

The IPR team concluded that there was good progress against Objective 1 with the inculcation of value-driven, participatory and inclusive approaches among partner CSOs, and indeed LG actors.

Objective 2: CSO collaboration for improved democratic governance

Implicit in the second objective is acknowledgement of the role civil society plays in improving democratic governance. ACCESS Phase II fostered improved collaboration between CSOs through two mechanisms: i) enhanced peer support and networking; ii) the facilitation of DSCs. These mechanisms are discussed in turn.

²⁰ For example, ACCESS acted decisively concerning an allegation of fraud within *Konsorsium* member *Le’sa Demarkasi* in Central Lombok. The NGO *Le’sa Demarkasi* had marked-up renting costs for one of their offices and had used the ‘excess funds’ to finance some of their other activities that could not be funded under ACCESS. There was intense discussion among local Bappeda staff, ACCESS and other members of *Konsorsium* if this would be considered fraud as opposed to misappropriation of funds for personal benefit. In the end *Le’sa Demarkasi* acknowledged their fault and withdrew their proposal to ACCESS but remain part of the wider network of CSOs in Central Lombok. Discussion will continue within the DSC to encourage learning and reflection on what it means to fully embrace principles of internal good governance at an organisational level.

²¹ The IPR team noted that none of the development agendas prioritised corruption or other potentially sensitive issues.

²² Development Planning Deliberative Forum

²³ Community Empowerment Cadres

Peer support and networking occurred in both ‘vertical’ and ‘horizontal’ ways²⁴. Vertical networking and support was led by the program’s ‘strategic partners’, some of who were the most experienced and well-respected Indonesian NGOs working on issues of public participation, good governance and CSO organisational development²⁵. These NGOs were engaged to train and mentor other NGOs (‘boundary partners’) who in turn supported CBOs and community groups. Horizontal networking and support occurred through opportunities for CSO collaboration facilitated by the program. Several CSO representatives confirmed that aside from capacity building supported by the program, they valued learning opportunities arising from collaboration with other CSOs. One NGO representative stated that “we are constantly challenged to reflect and become more innovative”. Another reported that:

“The change from Phase I to Phase II was radical because we NGOs stopped being implementers and became facilitators. The difference was that we had to work in a demand-oriented way. This was a positive ‘disturbance’ initiated by ACCESS to stir up old patterns between national and local NGOs.”

Evidently opportunities for reflection and learning were mutual—benefiting ACCESS Phase II as well as the CSO partners. For example, Yappika inspired the program team to develop the Civil Society Index (CSI) for use at district level²⁶; and Inspirit’s ‘Vibrant Facilitation’ approach which extends ‘Appreciative Inquiry’ became a basic element of all ACCESS Phase II capacity development efforts.

The DSCs were the major entry point for fostering collaboration among CSOs. This involved an elaborate process architecture to generate enthusiasm, increase participants’ awareness of their assets and strengths, develop a shared vision and prepare a commitment for action (District Citizen Engagement Plan, DCEP). A DSC member in Gowa stated that “before ACCESS got involved there were already twenty-four NGOs with whom the government cooperated. But these had never been interested in joining any sort of NGO forum. The DSC created an atmosphere of togetherness and equality; a ‘democratic way’ of interacting between local NGOs.”

The IPR team was initially concerned that the DSCs may have involved the creation of new/parallel institutions since there are already fora with a variety of issue-based concerns in many districts²⁷. However, the team became satisfied that this was not the case, largely because of several unique features of the DSCs:

- **Membership:** the boundaries of the DSCs were fluid and comprised individuals who participated because of their personal interest rather than an institutional responsibility. A DSC member in Dompu stated that “the DSC is very flexible. Anyone can be a member...One of the strengths of the DSC is that it is a community, not an organisation”.
- **Composition:** the DSCs comprised a range of CSO, LG and private sector actors; with dynamics differing from district to district and especially between ‘old’ (Phase I) and ‘new’ (Phase II) districts²⁸. In Bantaeng the elected chairman of the DSC was from the private sector and in West Lombok entrepreneurs from the tobacco manufacturer, local hotels and a local language school were active members of the DSC. Members reported that the DSC was the first time that private sector, LG and CSO actors had come together in a single forum²⁹.

²⁴ ‘Vertical’: between ACCESS Phase II and partner NGOs and CBOs. ‘Horizontal’: among CSOs engaging at the various levels, from community to national.

²⁵ These included *Satunama*, *Yappika*, *Mitra Samya* and *Remdec*.

²⁶ CSI had previously been ‘imported’ into Indonesia and applied only at national level.

²⁷ The Bupati in Dompu gave examples of a number of other existing district-level fora such as the Budget Forum (*Forum Peduli Anggaran*), the Womens’s Forum, the Health Forum, the Forum of Micro Entrepreneurs (*Forum Pedagang Kaki Lima*), the Forum of Water User Groups, the Forum of Village Heads, a Forestry Forum etc.

²⁸ The self-selecting nature of the forum memberships meant that the DSCs were *not* representative—by design.

The model recognises a pragmatic reality that social change occurs when concerned and motivated individuals come together to develop a shared vision and action plan.

²⁹ A CSO member commented that “the private sector had so far been left out of fora like this. But they are happy to contribute to a common purpose.”

- **Emergence:** the structure, role and future of the DSCs was not prescribed by the program but rather evolved to address issues within the local contexts, thereby ensuring ownership of the agenda and maximising the likelihood of sustainability. One DSC member in Dompu stated *“it’s not a matter of size, shape or form. It is more a matter of spirit”*.

The DSCs created space for capacity building, but more profoundly, they created space for the sharing of ideas between a range of stakeholders. *“Through participating in the DSC I realised how important it is to actively participate in public meetings”* (CBO Chairwoman in Bima). The extent of ownership and enthusiasm generated among the members was impressive. There were examples where LGs had adopted the DSC agendas, and there was some evidence that some DSCs were taking responsibility for their futures. A member of the Bantaeng DSC stated *“next year ACCESS won’t need to fund the DCEP Review. Maybe it could give a contribution, but we’ll find our own funding.”* Interestingly, the program’s prominence was low, reflecting the strong sense of local ownership and alignment with the assets-based approach. A national NGO representative stated that *“what I like about ACCESS Phase II is that the program is not the most important actor”*.

The DSC dynamics differed significantly from district to district; especially between ‘old’ and ‘new’ districts. In the old districts there was mutual trust between ACCESS and local CSOs as well as among CSOs who had already developed networks for advocacy purposes. These established networks formed the foundation of Phase II DSCs and so likely represent a key strength of the program. However, it is plausible that these networks may harbour a weakness if the formation of DSCs was driven by earlier (Phase I) relationships such that this constrained diversity of perspective.

In the new (Phase II) districts visited by the IPR team (Dompu, Gowa, Takalar) the NGOs in the DSCs seemed to dominate the agenda, however an LG official reflected that this dynamic changed through time with more equitable contributions coming from all members. There appeared to be less collaboration and coherence within the DSCs in new districts compared with old (Phase I) districts. This was likely a function of the maturity of the engagement process, but may also have been a function of a history of competition between CSOs in the new districts—especially Dompu and Gowa where there has reportedly been parochialism within the NGO sector.

Overall, the attitude of the ACCESS Phase II team towards the DSC diversity was consistent with their broader approach of providing support while letting local dynamics evolve.

The IPR team noted a number of risks inherent in the dynamics of the DSCs:

- **Elitism:** DSCs could become an ‘elitist network’, set apart from other civil society actors, and hence over time lose credibility. A statement by a Bappeda representative in Gowa pointed to this possibility by stating *“those NGOs who participate in the DSC are the good ones and we appreciate cooperating with them, but there are also the bad ones...”*
- **Conflict avoidance:** by over-emphasizing collaborative relationships between CSOs and members of local governments and parliaments in the DSC it could evolve as a platform focused on consensus-building; leading to softening or even silencing of critical voices that demand reforms in politically sensitive areas (e.g. anti-corruption, procurement, budget transparency).
- **Legitimacy:** as a non-representative body the DSCs may struggle to reflect the true priorities of community members. The Secretary of a community complaints centre in Jeneponto asserted that *“so far I have not seen that the aspirations of the poor are really brought into the DSC”*.
- **Eroded focus:** with the move to implementing grants the DSCs may lose momentum and clarity of purpose. Members who are not directly involved in the implementation of ACCESS-funded projects may lose

interest in participating³⁰. Further, the implementation of individual projects focussed on disparate issues could divert energy away from shared agenda or more broad-based pursuits such as advocacy.

Strategies to mitigate the risks outlined above should be developed while exploring scenarios for the future of the DSCs. There are likely to be a range of logical possibilities; each carrying risks and opportunities. There is a clear role for ACCESS Phase II to facilitate this reflection by the DSCs because there are likely to be complex issues to resolve without an external perspective. As reported in the second independent MRG mission report: *“to some extent the DSCs could be trapped by a dilemma: damned if they institutionalise, but damned if they don’t”*. Major issues requiring further exploration relate to:

- **Flexibility v focus:** how to keep the borders of the DSCs permeable and open to new members and perspectives; *while* ensuring focus and clear priorities that coherently effect lasting change.
- **Inclusivity v exclusivity:** how to engender a broad base of membership and interest; *while* guarding the agenda and preserving focus and enthusiasm.
- **Vision v function:** how to maintain the role of visioning and ideas-generation; *while* ensuring that implementation of ideas proceeds and produces tangible benefits.
- **Partnership v performance:** how to foster strong collaboration and a culture of partnership; *while* maintaining a degree of professionalism and accountability for performance.

Recommendations

2. The ACCESS Phase II team should provide guidance to DSCs concerning the range of scenarios for their future role, structure and purpose; including the relative strengths and weaknesses of each scenario.

The IPR team concluded that performance against Objective 2 was encouraging with evidence that the program had enhanced CSO collaboration, but a range of risks and ambiguities should be addressed in moving forward.

Objective 3: CSO – LG engagement

The third objective concerns the extent of engagement between CSOs and LGs and the quality of that engagement in relation to improving participation, transparency, accountability, social justice and service delivery. The IPR team noted two lines of evidence that the program was on track to achieve this objective:

- **Relationships:** constructive relationships and mutual respect between CSO actors and LG authorities, especially the Bupati³¹ in most target districts.
- **Reliance:** recognition of the need for LG-CSO partnerships in order for Gol to meet constitutional obligations in participatory planning and service delivery; and appreciation for the different but complementary roles of LG and civil society³².

³⁰ This risk is most likely to be borne out in districts where there is no continuity of donor engagement and NGOs are forced to jump from issue to issue for survival. As a DSC member in Dompu put it: *“I joined while there was a vacuum of activities...”*

³¹ The Bupati is the elected head of District Government.

³² The IPR team were advised of several cases of LG increasingly relying on CSOs to play an oversight/monitoring role. In Bantaeng, a IDR100 million grant to each village for enterprise development (BUMDes) was monitored by the public. In Jeneponto, the head of Puskesmas in Arungkeke Subdistrict welcomed the presence of LPM in the service area, recognising that the LPM could provide valuable feedback on service quality, and could also help disseminate information on health services and financing. In Gowa the Bupati had longstanding relationships with twenty-three NGOs and had formally engaged them to monitor SKPD (Local Government Working Unit) programs. The contracted

Each of these points is discussed in turn.

First, with respect to ‘relationships’: the IPR team observed formal and informal working relationships between CSO actors, DSC members and LG representatives. This was most evident in Phase I districts where more time had allowed the development of the relationships. A notable case was the Bupati in Jeneponto who stated that *“this district would not be able to develop without CSOs”*. In a similar vein the head of the Community Empowerment Agency (BPMD) in Bantaeng expressed his view that *“the village facilitators who have been trained by ACCESS have become the motor that keeps us going.”* There were many examples where CSO representatives had been able to communicate directly with relevant LG representatives to address issues, including placing personal phone calls to the Bupati.

There appeared to be two main contributors to constructive working relationships between CSO actors and LG representatives:

- Bupatis modelled an open-minded stance towards non-government development actors³³
- CSOs and LGs cooperated on issues of common interest and acknowledged the role to be played by each other.

In Lombok Tengah the LG pro-actively involved local CSOs (many of which were ACCESS Partners, but also others including donor organisations) in distilling good practices with regard to participatory planning. This led to the development of local guidelines for the participatory planning process

In Jeneponto the Bupati valued and utilised participatory poverty assessments conducted by ACCESS Phase II partners that produced poverty maps describing local conditions based on the communities’ own definitions of poverty and wellbeing. He stated that *“the only way to reduce poverty is to work together, informed by valid data”*. One outcome of this initiative was a reduction in community conflict over government rice distributions³⁴ and the perception of inappropriate recipient criteria.

The apparently strong working relationships between CSOs and LG noted by the IPR team may also have been a function of deeper systemic changes within Indonesia in relation to decentralisation and the role of CSOs. Indicative of this was the fact that the Bupati in Dompu District had formerly been the chairman of a local NGO. He had also formerly been a *Program Nasional Pemberdayaan Masyarakat* (PNPM³⁵) facilitator within the district. This background positively oriented him towards the potential role that CSOs can play in local development. In fact he had adopted the DCEP formulated by the Dompu DSC as part of his campaign for re-election in July 2010.

Second, with respect to ‘reliance’: A range of LG representatives verbalised their recognition that local governments in Indonesia are reliant on civil society actors in order to fulfil their decentralisation mandate. This was especially evident with respect to the requirement for LG to facilitate participatory planning processes. A *Satuan Kerja Perangkat Daerah* (SKPD³⁶) representative in Takalar reported that *“the national government has issued a regulation that all villages should formulate medium-term development plans, but only a small number have done this. We need outside assistance”*. In a similar vein, the Bupati in Jeneponto stated that *“the government would not be able to respond to national government requirements without the cooperation of all other actors. The local government has financial and human resource limitations”*. This recognition of LG reliance on CSOs was reflected

NGOs (the monitoring budget exceeded IDR1.5 billion per year) reported directly to the Bupati on a six-monthly basis. Some of the contracted NGO actors were also DSC members which assisted DSC access to the local government.

³³ Notable cases were found in Dompu, Gowa, Bantaeng, and Jeneponto Districts where the Bupati showed a positive orientation to ACCESS Phase II partners and initiatives.

³⁴ *Raskin* (*beras miskin*/rice for the poor).

³⁵ PNPM is the National Community Empowerment Program supported by the World Bank.

³⁶ District Government Working Unit.

by the head of Bappeda in Takalar who stated that “*we have instructed the SKPD to build partnerships with NGOs and to commit to a common agenda*”.

Five case studies of improved LG-CSO engagement are provided below.

Case 1: Medium Term Planning

In Bantaeng, the local government cooperated with ACCESS boundary partner, *Jaringan Perempuan Usaha Kecil* (JARPUK³⁷) and YAJALINDO, to formulate RPJMDes with CLAPP (Community Led Action Participatory Process) approach. They formulated 26 RPJMDes in 2007-2008 and 22 RPJMDes in 2009. To support CLAPP, ACCESS trained 138 KPM (71 men and 67 women) as CLAPP implementation facilitators. There were 3 facilitators in each village. The facilitators worked to ensure the implementation processes were open, inclusive, and gender responsive. They encouraged all people in the community to participate fairly. The RPJMDes formulation team then communicated the RPJMDes to SKPDs and integrated it with the annual Musrenbang mechanism. The RPJMDes contributed to the planning quality, especially at the local village level.

Case 2: Increasing Village Income

During 2009 the Bantaeng local government cooperated with *Jaringan Masyarakat Sipil* (JARINGMAS³⁸) and JARPUK in *Badan Usaha Milik Desa* (BUMDes³⁹) empowerment. The purpose of BUMDes empowerment was to strengthen village enterprises and increase the community income. The local government financed the program, while JARINGMAS and JARPUK—through ACCESS support—contributed to capacity building and facilitated BUMDes establishment.

Case 3: Improving Basic Services

In Jeneponto, the local government and ACCESS boundary partner, *Lembaga Mitra Turatea* (LMT) formulated 47 RPJMDes in cooperation with *Pusat Telaah Informasi Regional* (PATTIRO Jeka⁴⁰). PATTIRO Jeka developed 2 strategies: 1) community empowerment, and 2) advocating for public policy to be more responsive to community needs. PATTIRO Jeka opened *Lembaga Pengaduan Masyarakat* (LPM⁴¹) in some villages. LPM services were targeted towards reducing the vulnerability some village people experienced due to poverty. Interviews with 4 LPM volunteers and the head of *Pusat Kesehatan Masyarakat* (PUSKESMAS⁴²) at Arungkeke Sub-district, revealed that LPM also fulfilled the role of encouraging client feedback from people whose health and education needs had not been met. LPM Arungkeke also linked the community with PUSKESMAS by formulating a Citizen's Charter. At the policy level, PATTIRO Jeka and LPM were successful in enacting *Peraturan Daerah* (Perda⁴³) no. 2/2007 on Public Services in Jeneponto Government Area. This Perda ensures the government is responsible for meeting the public's basic needs.

Case 4: Supporting Entrepreneurship

ACCESS Phase I supported development and maintenance of productive village owned businesses. The Jeneponto DCEP inspired the establishment of *Aliansi Kelompok Usaha Ekonomi Produktif* (AKUEP⁴⁴) during the ACCESS Phase II period. The *Koperasi, Usaha Kecil dan Menengah* (KUKM⁴⁵) SKPD supported AKUEP. Members of AKUEP communicated effectively with KUKM SKPD officials and conceived the idea for a marketing centre to encourage and support business development.

Case 5: Increasing Community Participation in Planning

ACCESS Phase I and II was rolled out in Bantaeng and Jeneponto Districts, whilst Gowa and Dompu proceeded straight to ACCESS Phase II. In these two districts, stakeholders engaged in the DCEP process and established DSCs with ACCESS support. In Dompu District,

³⁷ Women Small Entrepreneur Network.

³⁸ CSO Network.

³⁹ Village Owned Business.

⁴⁰ Regional/ Center for Regional Information Study.

⁴¹ Community Complaints Center.

⁴² Community Health Center.

⁴³ Local Regulation.

⁴⁴ Productive Economic Business Group Alliance.

⁴⁵ Cooperative, Small and Medium Entrepreneur.

Bappedda commenced discussions about planning service delivery. For example, the DSC at Dompu inspired *Forum Perempuan Peduli Korban Kekerasan (FPPKK⁴⁶)* at Kempo sub-district to take more active roles in *Musrenbang* and service delivery advocacy.

In addition to the evidence of progress discussed above, the IPR team identified several challenges that may erode performance against Objective 3:

- **Finances:** limited direct engagement in issues of public finance.
- **Exposure:** variable knowledge of ACCESS Phase II among SKPD (in new Phase II districts).
- **Focus:** over-reliance on *Musrenbang*.

Each of these points is discussed in turn.

First, the issue of public finances is a critical factor that if mismanaged or corrupted could render improved local planning processes ineffective—thereby compounding community disempowerment. Further, weak fiscal management capacity, inefficiency and corruption are widely recognised obstacles to improving people's welfare. However, despite the recognised importance of this subject, the program tended to emphasise planning processes with less focus on budgeting and resource allocation processes as discussed above in relation to Objective 1⁴⁷. The IPR team formed the view that this may be an unintended consequence of the 'appreciative approach' broadly adopted by ACCESS Phase II which emphasised consensus and focussed on assets, strengths and positive vision. It is plausible that issues such as inefficient bureaucracy, budget misallocation, and corruption did not feature in the DSC agendas and DCEPs to avoid conflict; especially in situations when LG officials were represented in the DSCs. Another possibility could be that participants focused on familiar issues or issues where they had experience⁴⁸. However, it may also be that these more sensitive issues were simply not prioritised by the DSCs and could feature in future agendas.

Recommendation

3. Boundary Partners should consider engaging with village and district level financial issues (e.g. budget monitoring, budget advocacy, public expenditure tracking) to extend and consolidate the effort invested in strengthening participatory and inclusive planning.

Second, the extent of local government officials' knowledge of the program was variable, although this seemed to be a function of the period of engagement, since Phase I stakeholders were generally more knowledgeable than Phase II stakeholders. In Phase II districts senior local government officials (especially Bupati and Bappedda) demonstrated appropriate knowledge of the program, but not all SKPD were conversant. For example, in IPR meetings in Dompu and Gowa several SKPD participants appeared to be learning about ACCESS Phase II for the first time. The fact that it takes time to build the desired level of awareness is a reasonable defence (especially when benchmarked against the extensive knowledge demonstrated among Phase I stakeholders⁴⁹), however, it suggests that the emphasis in Phase II

⁴⁶ Women Forum on Violence Victim.

⁴⁷ The Bantaeng Bupati drew attention to the issue of public finance. During his first term in government he detected that there was inefficiency within bureaucracy and cut working team fees, operating costs, and travel expenditure. As result, Bantaeng District allocated 55% of APBD (*Anggaran Pendapatan dan Belanja Daerah*, Local Budget) for public spending. This meant that public spending in Bantaeng reached 55% from 400 billion rupiah. The Bupati reallocated budget to strengthen BUMDes, recapitalized abandoned land and provided other agriculture economic support. At the time of the IPR mission he was developing ideas to make the bureaucracy more efficient, and reform the recruitment process for SKPD heads. . In comparison, the share of public spending in the total district budget in Lombok Tengah and Barat only reaches about 20%.

⁴⁸ E.g. 'classical' NGO issues such as community empowerment, economic development or natural resource management.

⁴⁹ In Bantaeng and Jeneponto Districts (Phase 1), understanding of ACCESS program and its boundary partners among SKPD leaders and staff was relatively strong; especially among SKPDs that had direct relationships through

up until midterm was predominantly on civil society engagement rather than LG engagement.

Recommendation

4. Boundary Partners should develop and implement strategies to proactively engage with all levels of local government and parliament, to ensure an appreciation for the program's purpose and approach.

Third, *Musrenbang*⁵⁰ (*Musyawarah Perencanaan Pembangunan*⁵¹) is an official deliberative process to allocate public resources, and is acknowledged as an important mechanism for deepening democracy in the Indonesian governance context⁵². However, interviewees tended to perceive *Musrenbang* as a protracted, technical, and rigid procedure that often failed to deliver the required resources to village level. In one discussion at Bonto Jai Village (Bissapu Sub-district) community participants said that almost no plans they proposed through *Musrenbang* had been supported with public funds and they did not understand why their proposals were rejected. The head of Puskesmas at Arungkeke reported that numerous proposals from villages and sub-districts were submitted and that these exceeded the financial resources available to SKPD. Further, many community proposals lacked clear reasoning and technical merit. The Bupati and SKPD attributed shortcomings to the capacity of the planning facilitators.

ACCESS Phase II attempted to tackle the *Musrenbang* issues, integrating the process with RPJMDes by using the Community Led Assessment and Planning Process (CLAPP) to improve the quality, ownership and inclusiveness of the process. The Bupati in Jenaponto supported this explicit linking of the annual *Musrenbang* with the medium-term planning (RPJMDes). However, it seems that more could be done by ACCESS Phase II to help reform the *Musrenbang* itself to make it more substantive, simple, and flexible. One example of this kind of reform was seen in Bantaeng which has only forty-six villages, and so eliminated deliberations at the sub-district level⁵³. Further streamlining could occur if SKPD and DPRD engaged directly with representative community organisations concerning village proposals. This kind of reform is provided for in Government Regulation No. 8/2008 which permits SKPD to make direct contact with communities—especially the poor and marginalised—for the purposes of planning and budgeting.

Recommendation

5. Boundary Partners should explore ways to simplify the *Musrenbang* mechanism to better reflect local needs; and to directly link the poor to SKPD's program and budget formulation process.

program implementation, such as BPMD (*Badan Pemberdayaan Masyarakat Desa*, Village Community Empowerment Board), BPLH (*Badan Pengelola Lingkungan Hidup*, Environment Management Board), and DKUKM (*Dinas Koperasi dan Usaha Kecil Menengah*, Cooperative, Small and Medium Entrepreneur Working Unit). ACCESS had cooperated with these government departments for a relatively long time.

⁵⁰ The term '*musyawarah*' means decision making through a deliberative process, and or voting involving relevant stakeholders.

⁵¹ Development Planning Deliberative Forum

⁵² The decision making process starts at village level and proceeds to subdistrict, SKPD, and District level. The process is initiated each year by a circular letter and implementation guide from MoHA and Bappenas (*Badan Pembangunan Nasional*, National Development Planning Board).

⁵³ Because, the sub district has no budget ceiling information, has no technical capability to evaluate the village proposals and has no authority to approve or to reject proposals from the village. In Bantaeng, the limited number of villages entails an opportunity to reform the *Musrenbang* process. The DPRD (*Dewan Perwakilan Rakyat Daerah*/ District Council) in Bantaeng has taken the initiative to formulate a local regulation on planning and budgeting. It is strategic for ACCESS to support that DPRD initiative, because according to Act no 17/ 2004 and Act 25/2004, local governments have the authority to formulate local regulations on annual planning-budgeting mechanism.

6. Boundary Partners should facilitate direct relationships between SKPD and CBOs to promote pro-poor public service delivery.

The IPR team concluded that performance against Objective 3 was a strength of the program with some stakeholders noting that CSOs and LG were collaborating for the first time.

Objective 4: Replication and scale-up

The fourth of the four program objective concerns the 'scale-up' and 'replication' of ACCESS approaches. As such, the fourth objective defines the broader *raison d'être* for the program; however, evaluation of performance against this objective has been affected by ambiguity in the definition of the terms, fragmented institutional knowledge concerning their operational mechanisms, and limited resources dedicated to the associated tasks.

The PDD (2007) provided limited guidance concerning what was expected. Under the heading 'Scaling up and Replication' the former term was defined as "*broadening ACCESS engagement within its current geographic and partnership focus*"; and then with specific reference to influencing programmatic approaches within PNPM and other programs. The latter term was defined as expanding "*the program to other districts...doubling to a total of 16 districts, but this must not compromise the 'scaling up' process...further replication would be optimised where there is common geographic targeting between ACCESS and other AusAID projects. AusAID will therefore be integral to negotiating the extent and timing of replication of ACCESS to new Districts*"⁵⁴.

In a more recent factsheet on scaling-up and replication AusAID recognised some ambiguity in the terms:

"Scaling-up usually refers to taking a tested concept and expanding it, in terms of people served or other similar targets. The terms 'replication' and 'scale up' tend to be used in tandem but the concepts are slightly different. Replication refers to the transfer to a different location of a tested concept in order to repeat the success elsewhere, and therefore may not involve an expansion of the original initiative. Whether we mean replication or expansion, the essence of scaling up is to efficiently increase the impact from a small to a large scale of coverage. Whether we mean replication or expansion, the essence of scaling up is to efficiently increase the impact from a small to a large scale of coverage. Sharpening this definition further, DFID defines scaling up as "identifying the most effective ways to channel additional resources in order to maximise impact on the MDGs." In scaling up AusAID programs in Indonesia our policy is to leverage partner governments' plentiful resources as opposed to injecting additional AusAID funds"

The IPR team appreciated some of the challenges faced by the ACCESS Phase II team in achieving this objective; especially the pragmatic limits to their authority over government or donor programmatic approaches; and indeed over other AusAID programs. The phrase: "*you can lead a horse to water but you can't make it drink*" was used.

From a contractual standpoint, the ACCESS Phase II implementing team referred to 'scale-up' as expanding the scope and impact of the program within the target districts; and 'replication' as an extension of elements of the program beyond the original eight target districts. Contractually 'replication' refers solely to an expansion to the eight new Phase II districts, with the PDD stating (p 13):

"ACCESS Phase II will extend by eight (8) new districts to a total of sixteen (16) districts from the first year of ACCESS Phase II. Selection of new

⁵⁴ N.B. The final point with reference to AusAID's role was never elaborated, and hence was not resourced.

districts will be proposed by the Contractor, and approved by AusAID and GoI in an ACCESS Phase II Replication Plan"

The IPR team observed evidence that both of these processes (as defined) were occurring.

In relation to replication, the IPR team noted that the extension of the program from eight districts (Phase I) to sixteen districts (Phase II) had proceeded relatively smoothly, with early evidence of success as discussed in the preceding sections of this report. While the engagements in Phase II districts were nascent in terms of the outcomes being realised, there was evidence that they were on track. Of particular significance was the extent to which DSCs had mobilised and were leading processes of visioning; and also the extent of local government support for the processes.

Following the division of West Sumba District into three districts, local governments in Sumba Barat Daya and Sumba Tengah formally requested the Australian Government, through MoHA, to replicate ACCESS Phase II support in the new areas. This request arose from the LG observing emerging outcomes in the current target districts of Sumba Barat and Sumba Timur; especially in relation to RPJMDes development and the strengthening of village facilitator (KPM) capacity. Given the explicit focus of the ACCESS Phase II design on replication and scale-up (Objective 4) there are clear opportunities arising from this request to extend the program. Specifically, it provides the opportunity to refine and prove the process of training village facilitators to develop socio-economic maps based on participatory poverty assessments and formulation of RPJMDes which can form the basis for all programs and local government spending (SKPD)⁵⁵. It could also provide AusAID with an opportunity to explore the connection between 'demand' and 'supply' side factors in local development as defined in the AIPD design. The main risk associated with approving the replication relate to the capacity of the implementing team to adequately manage the additional scope. However, the IPR team was advised that this was catered for in the replication concept note submitted to AusAID which budgets two additional Project Officers. The relevant Provincial Coordinator has extensive experience and based on his current workload could absorb the additional oversight responsibilities. Of the requested AUD1,024,198 the main additional investment is to increase the grant fund imprest account by AUD687,500.

Recommendation

7. AusAID should approve the ACCESS Phase II submission to replicate the program in Sumba Tengah and Sumba Barat Daya districts.

Beyond the extension of the program in a discrete fashion, the IPR team noted evidence that replication of *elements* of the ACCESS Phase II approach by LG could occur. ACCESS' Community Led Assessment and Planning Process (CLAPP), which feeds into the formulation of RPJMDes, is widely recognised by the GoI and other donor agencies for its pro-poor and gender inclusive orientation, as are the ACCESS-trained village facilitators (KPM) who have been utilised by PNPM and other development programs. Through its use in ACCESS Phase I and now in Phase II, CLAPP has helped citizens to increase their ability and willingness to mobilise their own village resources.

Non-target districts have evidently taken up the approach. Gorontalo Provincial Government, for example, committed funds for the next two years to train facilitators to support village planning in a number of its districts. The Wakatobi-district (South East Sualwesi) and a number of other districts have expressed interest in experiences of using ACCESS approaches in Jeneponto and Bantaeng districts, where poverty assessments and mapping is contributing to the development of

⁵⁵ i.e. supporting the 'one village, one plan' initiative.

RPJMDes for all villages and is used to allocate funding in different sectors including economic activities, health, and education. The RPJMDes are increasingly being used to guide the implementation of local poverty alleviation programs, PNPM, and SKPD initiatives.

The head of Provincial Bappeda (NTB) stated an intention to disseminate information to five or six other non-target districts within the province with a view to improving the quality of local participation in planning. He requested AusAID to expand ACCESS' operational area to support this agenda. The Bupati in Central Lombok issued a decree that ACCESS experiences and approaches (including planning methods, but also Community Complaint Centres and others) should be applied by all relevant departments (especially Bappeda, BPMD and Health Authority).

Concerning 'scaling-up', ACCESS Phase II approaches within current operating contexts, the IPR team noted several emerging opportunities. For example, in Dompu the LG allocated IDR 18 million to pilot village level planning processes used by ACCESS Phase II. The outcomes of this pilot will be observed by Bappeda with a view to replicating the approaches in other districts. A LG representative in Dompu reflected a common perspective: *"ACCESS talks about how women and the poor can be empowered and have a voice. That is the challenge that we face. We haven't yet been able to encourage that kind of engagement. ACCESS can help us to get the marginalised to participate in legislated planning processes"*.

Mitra Turatea in Jeneponto demonstrated the scalability of their poverty mapping process which was supported by ACCESS. With an investment of IDR 9 million they conducted a census of all 113 villages throughout the district and generated baseline data that is routinely used by SKPD, PNPM and other actors for planning and policy development. They plan to repeat the census every five years. The process is participatory, and includes feedback mechanisms for households to validate the findings. The Village Facilitators that lead the government's annual planning process were the key actors in the process, which demonstrates the viability and scalability of the initiative.

A Provincial Head of Bappeda reported that with ACCESS support the government had devised a program to revitalise the PKK (former national government women's development initiative) and that they had identified value in ACCESS approaches to facilitate behaviour change and empowerment.

An SKPD representative in Takalar reflected the widespread belief among LG interviewees that ACCESS Phase II complemented government processes in high quality ways: *"every year my office uses village facilitators. What I have seen is that our training methodology is not as good as ACCESS. I once participated in the CLAPP training. Every year we train cadres but there is still no change in our villages"*.

One widely recognised channel for scaling up ACCESS Phase II approaches was PNPM, the national poverty reduction program supported by the World Bank. All stakeholders (civil society and LG) interviewed during the IPR mission were of the view that ACCESS Phase II and PNPM were complementary, and that linking the two programs would enable synergies. The head of Provincial Bappeda expressed the view that:

"PNPM is more concerned with economic and infrastructure development, whereas ACCESS is more focussed on preparing the software; the human elements...the two things match at the village level and are complementary".

The Bupati in Jeneponto stated that

"PNPM is focussed more on infrastructure development. Not that they are not good, but they have not paid enough attention to human resources and to quality...we should sit together to integrate PNPM, ACCESS and the district development program".

A DSC member in Dompu informed the IPR team that:

“PNPM is a good program but it has a side effect of creating dependency in communities. When PNPM initiates a planning process the public understand that it will lead to a project that will be given to them. So instead of supporting decentralisation, it actually reinforces a centralised mentality...PNPM has not been able to create behaviour change. It hasn't made society better. There is no capacity building of marginalised society. There is only disbursement of financial resources without supporting activities”.

A CBO member in Jeneponto asserted that:

“Village heads and their ‘cronies’ actually intervene a lot in the implementation of PNPM, for instance in verifying women’s economic organisation to be eligible to receive PNPM funding. The KPM play an important role in defending the rights of the poor in this process.”

In recognising the common criticisms of PNPM, an adviser to the Provincial Governor stated that there would be support for a formal pilot of ACCESS Phase II approaches as a precursor for PNPM engagement in villages. Based on the results of the pilot, the two program approaches could be integrated.

Recommendation

8. MoHA should facilitate the implementation of a pilot and review process to explore the merit of scaling up ACCESS approaches to village planning, with possible integration with PNPM.

The IPR team noted concerns about the scalability and sustainability of the ‘ACCESS model’ arising from its evolution and the idea that it required ten years of donor support to generate the intended impacts (i.e. Phase I + Phase II). The implications of this are that even if the program could be shown to be effective at a local level, scaling/replicating the program in this discrete fashion would quickly become prohibitively expensive on a per district basis. However, during robust discussion with the implementing team, and through reviewing design documentation, it emerged that this ‘lock-stock-and-barrel’ approach to scaling the program was never intended.

A Synthesis Paper⁵⁶ that was prepared during the design phase for ACCESS Phase II highlighted a range of emerging issues for ACCESS, including the importance of AusAID clarifying the role of the program within its broader strategy in Indonesia. The authors of the paper reported that ACCESS was “widely regarded as highly successful, and its efforts in contributing directly and indirectly to poverty alleviation were valuable” (p 13). However, they articulated a view that the program was unlikely to be scalable across eastern Indonesia within the medium-term due to cost and capacity limitations. Consequently, ACCESS Phase II was designed as a “cross-cutting thematic program” (p 13) with the aim of facilitating poverty alleviation within target districts, not as an end in itself, but as a means to learning about “capacity building and civil society strengthening and to demonstrate models of engagement with government” (p 14). In other words, ACCESS Phase II was not designed to be scaled or replicated as an institutional entity, but rather would serve as platform for development policy and strategy experimentation. The authors identified three plausible scenarios for how ACCESS may be utilised in the future:

- **Advisory services:** ACCESS providing capacity building and civil society ‘services’ to strengthen existing and future AusAID initiatives engaged at the sub-national level.
- **Technical services:** ACCESS operating within the same geographic locations as other programs that engage with civil society; essentially becoming a ‘component’ of other initiatives.

⁵⁶ Nichols, P. & Swete Kelly, D. *Australian Community Development and Civil Society Strengthening Scheme: Synthesis Paper*, August 2006

- **Knowledge management services:** ACCESS establishing a 'centre of excellence' in capacity building and civil society, disseminating and sharing lessons, strategies, approaches and tools for uptake by other programs.

Options for the long term resourcing of these scenarios that the authors of the Synthesis Paper identified included:

- AusAID making a long-term commitment to supporting civil society empowerment and capacity building in Indonesia⁵⁷.
- ACCESS becoming integrated within the GoI framework; for example becoming embedded within PNPM (or a related successor).
- AusAID seeking a local institution(s) to take responsibility for ACCESS⁵⁸.

A fourth option not explicitly identified in the Synthesis Paper includes the integration of ACCESS within one or more sub-national initiatives supported by AusAID—the current obvious candidate being AIPD which will continue to engage with local communities and to work with civil society, and hence could apply many of the lessons and approaches proven by ACCESS. This essentially involves all three of the above scenarios.

Key challenges that the program is likely to face in pursuing the replication and scale-up agenda include:

- **Inaccessible vernacular:** the concepts and terminology of the various approaches employed within ACCESS Phase II have been criticised for alienating 'outsiders' to the program. This is unfortunate because in general the design and implementation are intelligently worked out. The ACCESS Phase II team would do well to find succinct and simple language to communicate the unique value of the program and what it is achieving without relying on technical language.
- **Minimal resources:** although the fourth objective of the program defines its broader *raison d'être*, relatively little resources have been directed at this agenda. This may be because the concepts and strategies that underpin 'replication' and 'scale-up' are poorly understood.
- **AusAID role:** related to the point above is the absence of any clear thinking (or resources) concerning AusAID's role in replication and scale-up. This issue was flagged in the design Synthesis Paper for further discussion but seems not to have been progressed. In retrospect, a scale-up/replication agenda is much greater than the authority of a managing contractor. Much more could be achieved if AusAID were able to play a functional role and exert the influence that a significant bilateral partner carries. But this requires clarity about precisely what that role is, and the allocation of resources to support it.

Recommendation

9. AusAID should explore, define and resource its role in relation to replication and scale-up.

The IPR team concluded that performance against Objective 4 was challenging to assess because it was challenging to implement. A number of fundamental issues require further discussion and agreement between AusAID, GoI and the contractor. Nevertheless, there were encouraging signs that ACCESS approaches have been

⁵⁷ Precedents for this include the Philippines Australia Community Assistance Program (PACAP) which has been supported by AusAID for close to 25 years.

⁵⁸ Precedents for this include Community Development Scheme (CDS) in PNG which is expected to become a local institution that attracts ongoing donor support.

valued and are beginning to contribute to wider development efforts, especially by selected local governments.

The preceding subsections have reviewed progress and performance against each of the four program objectives. The following subsections discuss the broader issues of beneficiary changes fostered by the program and value for money.

Beneficiary changes

Relative strengths:

- ☐ Evidence of increasing demand for better local service delivery.
- ☐ Evidence of empowerment; especially through women's involvement in village planning.

Relative weaknesses

- ☐ Risk of compounding feelings of disempowerment if community enthusiasm and participation is not rewarded with tangible changes in wellbeing.
- ☐ Program design indirectly linked with improved basic service delivery.

The IPR team observed an array of changes at the beneficiary level that are indicative of the effectiveness of the program's approaches. Specifically, there was evidence that women were more empowered in relation to their inclusion and participation in development planning, and there was evidence that basic service delivery had improved in response to community demand. There was also some evidence of economic improvements, although causal linkages were ambiguous.

A member of the DSC in Central Lombok stated that:

"We've experienced significant changes since we started working with ACCESS. Not that I'm trying to sell anything here. It's just the truth. The involvement of women in the planning process—and even men's acceptance of women's involvement—is just one example of significant change".

One Village Facilitator stated that they had to address two import mindsets in their work: i) that development is not always about physical construction; ii) planning processes should involve the whole community. A female Village Facilitator reported that *"in most areas women don't feel able to speak. But through the CLAPP process we have learned ways to include women, and they now engage in the planning process"*. A minimum of one of the required three Village Facilitators in each village must be female. In several villages, all three are female. These individuals benefited from training and mentoring, and in some cases achieved a high social status from their work. Several reported significant personal development: *"I've been working as a Village Facilitator for more than one year. I've learned that one of my weaknesses in facilitation is my ego. I've learned that the community should speak the most"*. Another reported that *"I've seen changes in myself. I've also encouraged changes within my family, such as recycling waste"*.

SKPD representatives observed significant differences between Village Facilitators trained by the government, and those trained and mentored by ACCESS Phase II. One SKPD representative reported that *"we only train our facilitators to participate in meetings; we haven't trained them to facilitate good Medium-term Development Plans like ACCESS has done"*. One woman reported that:

"This is the first time that we have had a Medium-term Development Plan. Before we only had Musrenbang, which only involved a few people for one or two hours, and never involved the women and poor. The community did not fully understand the planning process".

An example of the transformative nature of the ACCESS process was reflected in narrative by a female Village Facilitator:

"Previously I was nobody. Then I was trained by Mitra Samya for about one year and supported as a Village Facilitator for about three years. I facilitated the development of village plans, and guarded them all the way to the district level. With some friends I established a CSO. We try to influence the district"

government in terms of the services they provide. We are not yet providing the maximum support that we want to give communities, but we can rely on ACCESS and Mitra Samya when we feel inadequate”.

In a similar vein, a male Village Facilitator reported:

“There have been many changes in my area. My village is in a remote mountainous area. In the old days only one person from nine villages went to high school. We had to cross a river to get to school and markets. Since school started at 7:00 AM children had to leave home at 4:00 AM. Women were considered second class citizens. Three Hamlets were ignored like ‘step Hamlets’. That was the situation. Now women are involved at all stages of planning. We have a new school. We have water facilities. We’re able to lobby the government for financial resources. We’ve developed a Medium-term Development Plan. There are a lot of changes that have happened”.

A Village Facilitator in Jeneponto who had also co-founded the women’s cooperative network, AKUEP, reported:

“After three years of being involved in the cooperatives there are already many visible changes among the members. For instance, they speak up during meetings and have developed a more critical attitude. Their entrepreneurial activities have become steadier as they have better access to capital. Initially there was quite some resistance from some husbands. There was even jealousy when their wives attended meetings. But over time, as they accompanied them they started to understand and become very supportive”

ACCESS Phase II employed two broad approaches to strengthen demand for better services:

- Strengthening *community groups and individuals* to directly demand better services from the government in line with their own interests.
- Enabling *NGOs to establish intermediary mechanisms* (e.g. a community complaints centre) through which people can demand better services.

An example of the first approach was seen in Dompu where FPPKK is a CBO that was established in 2005 to support female victims of domestic violence. At the time of the IPR mission FPPKK had worked in seven villages with 155 members and had broadened their role to include governance issues since becoming involved with the DSC. The leadership reported that they had lobbied the government to improve police processes and responsiveness in relation to domestic violence cases. This resulted in a dramatic reduction in the number of domestic violence cases in target villages (in some cases down to zero in recent months). The CBO leader identified that key to the value they provided their members was clear processes to seek remedy for abuse. *“Previously people lacked any clear procedures”.*

An example of the second approach was seen in Janeponto where interviewees at a community complaints centre supported by ACCESS Phase II described numerous examples of how the quality of services had been improved through lobbying and support from the centre. In one case a poor household was eligible for an education scholarship for one of their children but had been unable to access assistance despite numerous attempts. The complaints centre pursued the matter which led to an investigation that identified corruption in the administration of the scheme, and subsequently the return of over IDR300,000. A village facilitator working in a community complaints centre in Jeneponto provided examples of how she assisted poor families and articulated her motivation: *“I am doing this because I am convinced that these community members have a right to receive these services.”* The head of the local health station (*Puskesmas*) observed that *“I am very happy about the assistance provided by the Community Complaints Centre; particularly in verifying what are genuine complaints. The attitude among service providers has started to change. They now differentiate less between clients”.*

These two approaches appeared to contribute to improved service delivery. The IPR team heard many cases of people experiencing an improvement in the quality of basic services; especially health, education, village administration and policing. A woman in Central Lombok reported that:

“One thing we experience directly is the health service. It is very difficult for the poor to use their free health insurance card to get the free health care that they are entitled to. They have to go through a lengthy process. So we lobbied the government to change the system. The clinic is also cleaner and more sanitised now. We believe this is all because we demanded a better standard of service”.

Notwithstanding the above evidence of improvements in service delivery, the IPR team noted the magnitude of the challenges. In Jenepono, both CBO and public service representatives confirmed that members of the lowest social strata⁵⁹ were still disadvantaged in terms of access to public services. They tended to be less informed and lacked the confidence to demand appropriate services. Compounding this, service providers sometimes discriminated between classes.

As with all empowerment processes, there is a risk of compounding disempowerment if the enthusiasm generated by the program in participatory and inclusive planning does not translate into tangible results that directly impact on household wellbeing.

Recommendation

10. The ACCESS Phase II team and partners should guard against creating unrealistic expectations about what beneficiary communities can achieve in the short-term.

As expected, results were most obvious in Phase I districts where the program had consolidated early gains. From a methodological perspective, the observed differences between Phase I and Phase II districts provided a form of counterfactual for the IPR team, and provided evidence to support the efficacy of the approaches employed⁶⁰.

A challenge for ACCESS Phase II during the remainder of the program will be to ensure that the M&E arrangements can capture meaningful evidence of impact. However, there remains some ambiguity between AusAID and ACCESS Phase II concerning the anticipated impact of the program: Is ACCESS Phase II a program to improve local governance, or a program to reduce poverty? The ACCESS Phase II team articulated a case to the IPR mission that the former is a means to achieving the latter⁶¹, but this hypothesis is precisely what the program’s M&E arrangements should test. An apparent reticence within the implementing team to measuring poverty reduction is understandable when viewed from an accountability standpoint⁶², but from a broader learning perspective, ACCESS Phase II is uniquely placed to study the nexus between governance and poverty. This could be a significant contribution that ACCESS Phase II could make.

The implementing team prepared a comprehensive M&E plan (Participatory Monitoring, Evaluation and Learning System, PAMELS) as an early deliverable during the inception phase. A key feature of PAMELS is the inclusion of four tools⁶³ that

⁵⁹ The society in Jenepono is stratified into four distinct social classes: *raja* (highest class), *karaeng*, *daeng* and *masyarakat biasa* (the ordinary people).

⁶⁰ i.e. the fact that changes were more significant in Phase I districts than Phase II districts demonstrated the efficacy of the ‘ACCESS Approach’. The situation in Phase II districts broadly demonstrated how Phase I districts might have been without intervention.

⁶¹ The team cited Kofi Annan: “Good governance is probably the single most important factor in eradicating poverty and promoting development”.

⁶² i.e. most direct measures of poverty are derived from factors which ACCESS Phase II indirectly engages with. Hence there is an inherent risk of ‘apparent failure’ in the short-term if the program is judged wholly on these terms rather than on measures more directly related to its engagement with CSOs and local governance.

⁶³ Four impact evaluation tools include: Civil Society Index (CSI), Community and Local Government Impact Assessment, MSC stories and PEKA (capacity assessment for community based organizations).

should provide comprehensive insights into the broad changes experienced among ultimate beneficiaries (i.e. impact evaluation). Given AusAID's sharpened focus on service delivery and poverty reduction, the ACCESS Phase II team should review the specific content of these impact evaluation tools to ensure that the breadth of required information will be captured.

Recommendation

11. The ACCESS Phase II team should review the program's M&E arrangements to ensure that adequate methods are in place to capture evidence of impact in terms of improved services and reduced poverty; and their inter-relatedness.

An improvement in basic service delivery to the poor and marginalised seems to have always been an implicit objective of the program's democratic governance agenda. Arguably, from the perspective of the 'poor and marginalised', improved basic services is fundamental and an immediate need. Further, AusAID's sharper focus on poverty reduction and improved service delivery is central to the new Sub-national Strategy. But beyond this accountability focus, it is necessary for learning about the efficacy of the 'ACCESS approach'. This is especially important given the 'policy experiment' role that the program was designed to play within the broader AusAID portfolio.

Recommendation

12. The ACCESS Phase II team should succinctly communicate evidence of how the program is contributing to improved local service delivery.

Given AusAID's broader ambition for a more coherent and effective sub-national program in Indonesia, there should be facilitated discussions between the relevant programs concerning the viability of a unified M&E plan, or at least collaboration on key elements of the M&E and action research.

Recommendation

13. AusAID should lead a process to explore the merit of standardisation or integration of the M&E arrangements for all sub-national programs.

The IPR team concluded that there was emerging evidence that the program was contributing to desirable changes in local service delivery and socio-political empowerment. The program may need to more deliberately communicate results in line with AusAID's strategic focus.

Efficiency and value for money

Relative strengths:

- ☐ Modest per district investment.
- ☐ Leveraging of LG resources.
- ☐ Assets-based approach shifted focus away from dependence on external resources.

Relative weaknesses

- ☐ Ambiguous Cost:Benefit analysis because of amorphous 'benefits' such as 'empowerment' and 'capacity'.

'Efficiency' concerns the extent to which the program design is being implemented within time, budget and quality parameters. 'Value-for money' is a comparative

judgement about the methods employed relative to alternative methods that could produce similar or better results.

Overall, the IPR team found ACCESS Phase II to be a relatively modest investment at the current scale. The program invested approximately AUD 300,000 per district per annum inclusive of all costs including contractor profit. Additional value was derived from the fact that the program effectively leveraged contributions from local governments—in some cases in the form of matching funds—making the total financial package greater than the initial investment. Arguably, the ultimate test of value is the extent to which partner governments adopt and replicate program approaches using their own resources.

In terms of the management cost of the program, there were no obvious savings to be made, and no obvious areas of waste. The program operated a number of field offices but these were from modest premises, and there were no program vehicles or significant overheads.

The assets-based approach employed by ACCESS also positively affected overall efficiency, since communities were encouraged to look first at locally available resources for implementing community priorities before looking to governments or external donors for assistance. This seemed to have two effects:

- **Self-reliance:** in some cases, communities were able to find the resources needed for implementing their priorities from within their own community, so no further funding was needed. For example the IPR observed a community that had prioritised the establishment of a neighbourhood watch post using village funds, materials and labour.
- **Appropriate scale:** the assets-based approach encouraged communities to focus on low-cost priorities at a scale that was appropriate (such as a health post, rather than a hospital). This contained costs thereby improving the efficiency of the program.

Concerns related to the cost of implementing the program in its current form at a larger scale (i.e. across more districts)⁶⁴.

As foreseen in the ACCESS Phase II Synthesis Paper, it is possible to replicate or scale-up aspects of the ACCESS approach, without replicating the entire program. For example, the review team found several examples of districts replicating the community complaint centre model introduced by ACCESS in villages other than those supported by ACCESS. This suggested that district governments could choose the activities that address short-term and individual priorities, without funding for the entire 'ACCESS model'. In the context of district-level governance this is likely to be a pragmatic path, as even the modest investment of AUD300,000 required to replicate the ACCESS Phase II as a discrete program is likely to be beyond the reach of many district governments.

The IPR team noted a particular challenge in assessing the 'value for money' of capacity-building activities. While the costs of capacity building are readily specified, the benefits tend not to be concrete and hence are challenging to quantify. For example, it is hard to put a dollar value on the improved participation of women in community decision-making. ACCESS Phase II is as much about the process of how decisions are made, as it is about the outcomes of decisions, and this can be difficult to assess from an accounting standpoint. For ACCESS, a substantial challenge remains in quantifying, or putting a dollar figure to, the benefits that accrue from its focus on capacity building.

Recommendation

⁶⁴ However, as noted earlier, a review of the original Synthesis Paper that preceded the PDD confirmed that this was never the intention.

14. ACCESS should consider preparing some case studies that articulate the financial value of the local democratic processes adopted by communities.

The IPR team concluded that ACCESS Phase II will represent good value for money if the scale-up strategies discussed earlier are successful, and if there is evidence that the observed changes in individual and community ‘empowerment’ are indeed lasting changes.

3.3 Sustainability

Relative strengths:

- ☐ Program works with passionate and intrinsically motivated individuals.
- ☐ Influencing values and behaviours is a pragmatic way to achieve sustainable social change.
- ☐ Village Facilitators are the key change agents in the system; a pre-established village role.
- ☐ Program works within existing structures, processes and institutions.
- ☐ Role and structure of DSCs is context sensitive and emergent.

Relative weaknesses:

- ☐ Whole process is heavily dependent of presence of key champions (including the ACCESS Phase II Long-term Advisers)
- ☐ Ongoing function of DSCs contingent on maintaining passion and enthusiasm.

Sustainability was a central tenet of the ACCESS Phase II design, with the array of approaches employed⁶⁵ all geared towards enhancing sustainability. But this broad emphasis prompted the question: “precisely *what* will be sustainable?”

ACCESS as a discrete institutional entity would unlikely endure and become sustainable beyond donor funding. But it is also clear that this was never the intention of the design. Rather, the intention was to foster sustainable changes in mindset within communities, among CSOs and among LGs. The ‘theory of change’ of ACCESS Phase II is that these stakeholders can be sustainably empowered to address local development issues with the resources and capacities available to them. Objective 4 of the design aims to test the theory that this model of ‘empowered community engagement’ may be adopted and expanded more widely through CSO networks and LG processes.

‘Local ownership’ is widely recognised as an important dimension of sustainability. An explicit philosophy of ACCESS Phase II was to maximise local ownership of all initiatives, and to minimise dependence on the donor-funded program. Indicative of success in this regard was a comment from a national NGO representative: “*what I like about ACCESS Phase II is that the program is not the most important actor*”. The IPR team observed evidence of local engagement with, and ownership of, program approaches and outcomes. Examples included:

- **Passionate individuals:** members of the DSCs were passionate and committed people who demonstrated intrinsic motivation for the local development agenda. Arguably, such change agents are a pragmatic way to effect wider social change.
- **Supportive of existing systems and actors:** the program was aligned with, and supportive of, government priorities, regulations and processes. No new institutions or aberrant processes were observed. The program worked through recognised actors. LG authorities were overwhelmingly supportive of the program and approaches.

⁶⁵ i.e. assets-based, value-driven, SSM, Outcome Mapping etc.

- **Context sensitive:** each DSC evolved based on the local context and the emerging priorities of the forums' members and stakeholders. The diversity of emerging structures and mandates is indicative.
- **Self-sufficient:** there were several examples of local actors taking responsibility for the ongoing resourcing of their initiatives. Specific cases included: i) the DSC in Bantaeng that indicated that they could now implement their annual review process independent of ACCESS Phase II; ii) a community complaints centre in Bantaeng that had secured long-term funding from the government and private sources.

The range of measures put in place to ensure sustainability was noteworthy. Naturally there remains some uncertainty about the results of these measures. As stated by one Strategic Partner:

"ACCESS' focus on the most marginalised in society means that the potential for failure is quite high. ACCESS is actually taking a risk by working at this level, rather than working with groups that have a high likelihood of success. But this is partly what attracted us to work with ACCESS".

It is a recognised fact that adopting a capacity building approach is a long-term investment which may not yield immediate and measurable results, but if successful, should foster enduring change.

A key risk to the sustainability of program outcomes derives from the extent to which capacity development work can be consolidated during the remainder of the program. The original design anticipated that much of the groundwork would be laid by midterm, thereby allowing the two long-term advisers to taper their inputs over the remainder of program. In practice this was not possible for at least three reasons:

- **Ambitious design:** in retrospect the design may have been unrealistic about the investment required during the first part of the program to consolidate concepts and approaches within the team and among local partners.
- **Recruitment challenges:** the budget allocation for Senior Technical Advisers (STAs) was insufficient to attract senior Indonesian professionals that would have required less support and mentoring before taking full responsibility for the advisory functions.
- **Cultural and managerial challenges:** a combination of the workload carried by the advisory team and the cultural dynamics arising from the need to recruit more junior professionals (as per point above) has meant that the advisory team is not well placed to proceed as envisaged in the design⁶⁶.

The scheduled withdrawal of the two expatriate long-term advisers from the five-member advisory team represents a 40% reduction in capacity, the impact of which may not have been fully appreciated in the design. The long term advisers have performed the dual functions of coach/mentor for their Indonesian counterparts while also performing functional training and field-support roles. Their scheduled withdrawal falls at a pivotal time in the life of the program. Much of the capacity development work with local partners is just beginning to bear fruit and requires consolidation during the remainder of the program; and the M&E workload is set to dramatically escalate as data collection methods become operational and analysis is required for specific purposes such as the AIPD knowledge management agenda.

The IPR team formed the view that the program would benefit from extending the technical support available to the STAs. This may include additional inputs from the current long term advisors at key points or for key tasks, or it could include support from established local consultants/specialists.

Recommendation

⁶⁶ ACCESS Phase II staff also conceded a degree of denial about the imminent withdrawal of the long term advisers.

15. AusAID should approve additional technical support for the Indonesian STAs.

The IPR team concluded that there was emerging evidence that program outcomes would be sustainable based on the concepts of 'ownership' and modest financial investment. An enabling factor is also likely to be the use of (and support for) existing processes and systems.

3.4 AusAID Coherence

Relative strengths:

- ☐ Evidence of contribution to improved basic services.
- ☐ Clear contribution to 'demand-side' of decentralisation.
- ☐ ACCESS can contribute valuable knowledge about civil society and capacity development.

Relative weaknesses

- ☐ Need to strengthen budget and public finance side of local development planning processes.
- ☐ 'Process orientation' may be at odds with 'results orientation' of AIPD.

Both the AIPD and the AusAID Sub-National Engagement Framework emphasise the importance of achieving good public financial management and local governance for improved service delivery, in the context of decentralisation in Indonesia. From AusAID's perspective, better service delivery is the end-point of any work on sub-national governance, since this will contribute to a better quality of life and reduced poverty.

The Sub-National Governance Framework articulates a number of principles for how donors should work at the sub-national level, including: working within partner government systems at all levels of government; ensuring that programs can be scaled up by local governments; and using incentive-based mechanisms where appropriate to achieve improved service delivery. The delivery strategy for AIPD proposes a model of 'supply-side' and 'demand-side' engagement in public resource management, with supply-side interventions assisting local governments to deliver better public services, and demand-side activities focusing on improving the capacity of communities to demand better public services from government.

The IPR team found ACCESS Phase II to be coherent with both these frameworks, since it aims to improve the ability of communities to participate in the planning process for improved service delivery and management of public resources. ACCESS focused as much on the process by which decisions are made as on the outcomes of those decisions. A list demonstrating ACCESS Phase II alignment with the AIPD principles is provided in Appendix E.

An area of difference between ACCESS Phase II and the AIPD design is in the focus and approach taken. The AIPD is firmly aimed at improving service delivery, and as such takes an 'instrumental approach' to address identified limiting factors. ACCESS Phase II is implicitly concerned with improved service delivery, but takes a broader perspective on local democratic governance involving a capacity development approach. A practical difference between the two approaches is likely to be the range of CSOs that will be engaged; with AIPD partnering with a narrower sub-set of the NGO sector that is able to play a 'watch dog'/oversight function. The 'ACCESS approach' takes a long-term perspective that allows broader agendas to emerge. While changes in the relationship between government and civil society are expected to improve service delivery, other agendas such as poverty reduction, women's empowerment, economic development have emerged. The methods employed aim to reduce dependence on donor support by empowering communities to direct their own agendas.

ACCESS can improve its coherence with the Framework and with AIPD by more explicitly articulating evidence that the program has contributed to improved service

delivery. A more specific focus in ACCESS' reporting on the decisions made by communities that promote good service delivery will improve the coherence of ACCESS with AusAID's broader focus on improved service delivery.

Specific initiatives identified by the ACCESS Phase II team that could be pursued to further support and align with AIPD include:

- Support for the Social Protection Cluster through testing the 'hybrid system' for poverty indicators being assessed by Bappenas and Menkokesra.
- More strengthening of CSOs and the media in relation to the various stages of the public finance budgeting cycle.
- Quicker expansion of the Community Complaint Centres and also expanding the use of Citizen report cards.
- Promoting the use of citizen charters for better public services; regulations on minimum standards of public services and supporting the establishment of a Commission on Public Service delivery in each district.
- Supporting Government M&E systems for poverty alleviation tracking.

Also, ACCESS can improve its coherence with broader AusAID sub-national governance activities by investing more in capacity building on the 'budget side' of the public financial management system, as well as the 'planning side'. While ACCESS has achieved success in improving the participation of communities in planning processes and priority-setting, this can be consolidated by also encouraging communities to participate in governments' decisions about resourcing and budgeting.

Recommendation

16. ACCESS Phase II should explore ways to support the 'budget side' of public financial management.

In relation to the AIPD delivery strategy, ACCESS has a clear role in supporting the 'demand side'. ACCESS has made a significant contribution to this area since it has developed a solid understanding of civil society in Indonesia; an understanding that goes beyond a limited view of the sector as comprising only NGOs⁶⁷. ACCESS has also highlighted the role that civil society can play in democratic governance beyond just a 'watchdog' role over government services. A lesson for AusAID is to draw on the experiences of ACCESS to fully appreciate the complexities of the civil society sector, including how it is structured and how varied its roles might be in the democratic governance process, when designing future governance engagements at the sub-national level. It is a fact that ACCESS has been a key feature of Australia's bilateral assistance to Indonesia for many years and has accrued significant and substantive experience and knowledge concerning civil society strengthening and capacity building. AusAID would likely benefit from identifying mechanisms to draw on this experience and knowledge.

Recommendation

17. AusAID should identify mechanisms to draw on the experience and knowledge accrued through ACCESS concerning civil society strengthening and capacity building in Indonesia.

⁶⁷ (As opposed to universities, think-tanks and research institutes, CBOs, and more loosely-defined actors).

A key challenge moving forward derives from different philosophical outlooks concerning program results. Most bilateral donors have a 'results orientation' that derives from the same epistemology as engineering in which certain inputs are invested with a view to generating specified outputs within an agreed timeframe, which in turn produce desirable outcomes. This ideal trajectory forms the basis for evaluating actual performance.

The ACCESS Phase II design adopted a 'process orientation' which has a different epistemology to the 'results orientation'. While processes are still ultimately a means to an end (i.e. results⁶⁸), there is less focus on precisely what these results are; frequently because they are long-term, emergent and often amorphous/intangible (e.g. 'empowerment'). SSM which influenced the ACCESS Phase II design places human actors, and the relationships between them, at the heart of the dynamic. Proponents of the 'process orientation' argue that working at the level of values, relationships and processes is foundational to achieving meaningful and sustainable social change; and that 'results' are likely to be long-term and may not be measureable or tangible but should be transformational and catalytic.

Broad discussions about the merit of ACCESS Phase II may derive from these differing philosophical standpoints. The ACCESS Phase II team could help to address concerns by succinctly communicating emerging and concrete results arising from the process-centric approaches; and recognising that defensiveness about the process orientation is unhelpful since it can suggest a reluctance to be held accountable. AusAID could assist by promoting the 'experimental value' of ACCESS Phase II both internally and more broadly and assisting with the scale-up/replication agenda.

The AIPD is a results-oriented design, and so ACCESS would need to find succinct ways to communicate the value of the processes employed in order to integrate within the AIPD strategy. There would likely need to be mutual accommodation.

Recommendation

18. ACCESS should succinctly communicate evidence of results emerging from the program processes.
19. AusAID should establish internal processes to exploit the learning potential for future designs arising from the 'ACCESS experiment' with a 'process orientation'.

⁶⁸ It is a truism that the results of an aid program should justify the cost, and that these results should accrue to sustainable and positive changes in the lives of the ultimate beneficiaries.

APPENDIX A: MISSION ITINERARY

No.	District	Meeting With	Date	People Attending				
				Male		Female		Total
1	Dompu	FP3M, Ds. Ndao	20-Jan-10	5	20.00%	20	80.00%	25
		FP2KK, Ds. Kempo	21-Jan-10	4	16.00%	21	84.00%	25
2	Lombok Barat	Mitra Samya	22-Jan-10	9	69.23%	4	30.77%	13
		FLA Lombok Barat	22-Jan-10	22	73.33%	8	26.67%	30
3	Lombok Tengah	Bappeda Sulsel office	23-Jan-10	7	41.18%	10	58.82%	17
		Community Desa Lantan	23-Jan-10	8	42.11%	11	57.89%	19
		ACCESS-UNFPA-PNPM	23-Jan-10	5	41.67%	7	58.33%	12
4	Makassar	Bappeda Sulsel office	25-Jan-10	6	54.55%	5	45.45%	11
5	Gowa	LG/FLA Gowa district	25-Jan-10	20	68.97%	9	31.03%	29
6	Takalar	LG/Partner/FLA TAKALAR	25-Jan-10	18	69.23%	8	30.77%	26
		LG/Partner/FLA TAKALAR	25-Jan-10	8	66.67%	4	33.33%	12
7	Bantaeng	LG/Partner/FLA BANTAENG	26-Jan-10	24	72.73%	9	27.27%	33
		Community Ds. Bontojai Bissapu	26-Jan-10	17	65.38%	9	34.62%	26
8	Jeneponto	Partner	26-Jan-10	7	46.67%	8	53.33%	15
		LG/Partner/FLA JENEPONTO	26-Jan-10	9	37.50%	15	62.50%	24
		Community Ds. Arungkeke	27-Jan-10	7	29.17%	17	70.83%	24
9	Bantaeng	Ds. Nipa-Nipa, Community Center/BUMDES	27-Jan-10	14	82.35%	3	17.65%	17
		KPM	27-Jan-10	8	61.54%	5	38.46%	13
10	Makassar	Clarion Hotel	28-Jan-10	6	54.55%	5	45.45%	11
TOTAL				204	53.40%	178	46.60%	382

APPENDIX B: TERMS OF REFERENCE

Terms of Reference

Independent Progress Review of ACCESS Program (Australian Community Development and Civil Society Strengthening Scheme)

January 2010

1. Introduction

The Australian Agency for International Development (AusAID) will undertake an independent progress review of its support through the Australian Community Development and Civil Society Strengthening Scheme (ACCESS) program.

2. Background

The Australia Indonesia Partnership (AIP) Country Strategy 2008-2013 highlights the need for the Governments of Indonesia and Australia to work in partnership to achieve a more prosperous, democratic and safe Indonesia. The strategy identifies four key pillars in which to do this. These include: sustainable growth and economic management; investing in people; democracy, justice and good governance; and safety and peace. The ACCESS program sits well under the third pillar with the commitment to building the capacity of local communities to demand better governance, increase access to services and improve participation in democratic processes.

The ACCESS program recognises the key role civil society plays in promoting democracy and good governance in Indonesia. The program strengthens civil society through engaging directly with communities. The program focuses on targeting women and the poor, strengthening the partnership between civil society and government, and promoting demand for good governance.

ACCESS operates in four target provinces; NTT, NTB, South Sulawesi and Southeast Sulawesi. ACCESS Phase I (2002 – 2008 of \$22 million) operated in eight districts (Sumba Barat, Sumba Timur, Lombok Tengah, Lombok Barat, Jenepono, Bantaeng, Muna and Buton) within the four target provinces. ACCESS Phase II (2008 – 2013 of \$26.5 million) covers two additional districts in each province; i.e Kupang, Timor Tengah Selatan, Dompu, Bima, Gowa, Takalar, Muna Utara and kota Bau-Bau.

The GOI counterpart of the program at national level is Ministry of Home Affairs (Secretariat General and Directorate General of Rural Empowerment).

2.1 Key issues

The GoI and GoA are committed to improving service delivery in Indonesia, particularly in the areas of health education and infrastructure. The Australia Indonesia Partnership is now looking at ways to ensure a coordinated and coherent approach is taken to achieving improved outcomes in these service delivery areas. Two key documents have been developed to help guide this process namely the Sub

National Level Engagement in Indonesia – a Framework for AusAID and the Australia Indonesia Partnership for Decentralisation (AIPD) Delivery Strategy. The sub-national level engagement framework was introduced by AusAID in mid 2009 and identified a number of principles to help guide investments at the sub national level. Improving service delivery and the likelihood for a program to be replicated or scaled up by local government are two of these principles. While improved service delivery has never explicitly been identified as a direct program outcome, ACCESS is working on both creating and increasing the demand for better services. As stated in the Activity Completion Report of ACCESS phase I, the program had successfully assisted local government, CSOs and communities to develop productive working relationships and had assisted in creating a more conducive and transparent environment for sustainable development and enhanced service delivery. To ensure a coordinated approach to interventions at the sub national level ACCESS should be assessed against these two principles.

The AIPD Delivery Strategy document was approved in November 2009. This strategy will now serve as an overarching strategy / or framework for all AusAID interventions at the sub national level. AIPD outlines a mechanism to support demand driven capacity building initiatives, working through the organisational structures and systems of both demand and supply-side stakeholders. AIPD will also support more coordinated and coherent GOA engagement at the local level. ACCESS along with other AusAID on-going programs can bring lesson learned on working at sub national level and on harmonisation between programs to this process.

3. Objectives of this review

The objectives of this review are to:

- I. Assess the ACCESS program performance against objectives to date;
- II. In order to build coherence across the Indonesia program and in light of the AusAID's sub-national level engagement framework and the AIPD Delivery Strategies, make recommendations on how the ACCESS program can support the progress of the AIPD's demand side outputs .

4. Scope of the review

The review will address the following:

1. Progress toward ACCESS II's core purpose
 - Assess whether the objectives are on track to being achieved. If not what changes need to be made to ensure they can be achieved
 - Has the program produced intended or unintended changes in the lives of beneficiaries and their environment, directly or indirectly
 - What lessons from the program can be taken and possibly adopted elsewhere (coordination, synergies with other programs AusAID, GOI and other donors)
2. Lessons on engagement with Civil Society
 - Assess the degree to which the program as a whole, and its key activities and interventions have improved capacity and engagement of civil society to

contribute to a process towards improvement of basic service delivery – especially on health and education

- What lessons from the program can be applied to AusAID thematic practices i.e supporting local governance, civic engagement.
- To what extent and how has the program facilitate civil society to contribute to more effective, accountable governments
- To what extent the program’s civil society engagement efficient and good value for money

3. Sustainability of ACCESS II

- Assess whether the program appropriately addresses sustainability so that beneficiaries have sufficient ownership, capacity and resources to maintain the activity after funding has ceased.
- Are there any actions that can be taken now that will increase the likelihood of the program’s sustainability
- Assess the likelihood of replication of program intervention/activities, either by the government, CSOs and or other donors

5. Review process

The review team is required to have a desk study, in their respective home town, to review documentation and prepare review methodology. The field visit will take up to two weeks and is planned to take place from 18 to 29 January 2010.

In undertaking the review, the team will :

- a. Review relevant program documentation provided by AusAID and as listed under Section 8: List of Key documents, and advise AusAID of any additional documents or information required prior to the field visit (up to 2 days);
- b. Develop a review plan, including methodology, field research guide and instruments and identification of key respondents and any further documentation as appropriate. The plan should indicate the roles and responsibilities of each team member for data collection, analysis and reporting (one day of writing; Team Leader will have ultimate responsibility for preparing the plan with input from other team members as appropriate);
- c. Participate in an AusAID briefing session in Denpasar at the beginning of the field visit (half a day);
- d. Conduct meetings and consultation with the Managing Contractor in Bali and relevant stakeholders in selected target districts (9 days);
- e. Prepare and present Aide Memoire to AusAID Jakarta, the government counterpart and the Managing Contractor if feasible (1 day);
- f. Submit a draft report (up to 5 days of writing; Team Leader will have ultimate responsibility for finalizing the report);
- g. Submit a final report (up to 2 days of writing; Team Leader will have ultimate responsibility for finalizing the report).

6. Reporting requirements

The review team shall provide AusAID with the following:

- a. A review plan, to be submitted at least one week prior to the field visit;
- b. Aide memoire – an outline of the initial review findings and review recommendations (to be presented to AusAID at the completion of the field visit);
- c. Draft report, to be submitted within 14 days of completing the field visit. AusAID may share the report with and seek feedback from key stakeholders as deemed appropriate;
- d. Final report, to be submitted within five days of receipt of AusAID's consolidated comments on the draft report.

The report should be a brief and clear summary of the study findings and focus on a balanced analysis of issues faced by the program. Both the draft and final reports should be no more than 30 pages of text including appendices. The Executive Summary, with a summary list of recommendations, if there is any, should be no more than 5 pages.

7. Review team specification

The review team will consist of:

- Dr Paul Crawford (Team Leader)
- Suhirman (Local Governance Consultant)
- Joana Ebbinghaus (Community Participation Consultant)
- Reiko Take (AusAID Performance Section, Indonesia program)
- Appointed representatives from the Government of Indonesia (national and or provincial level)

The Team Leader will be responsible for the overall management and coordination of the review, including delivery of outputs in a timely manner.

The Team members will as directed by the Team Leader take part in the development of review plan, the field visit, and contribute to draft and final review report.

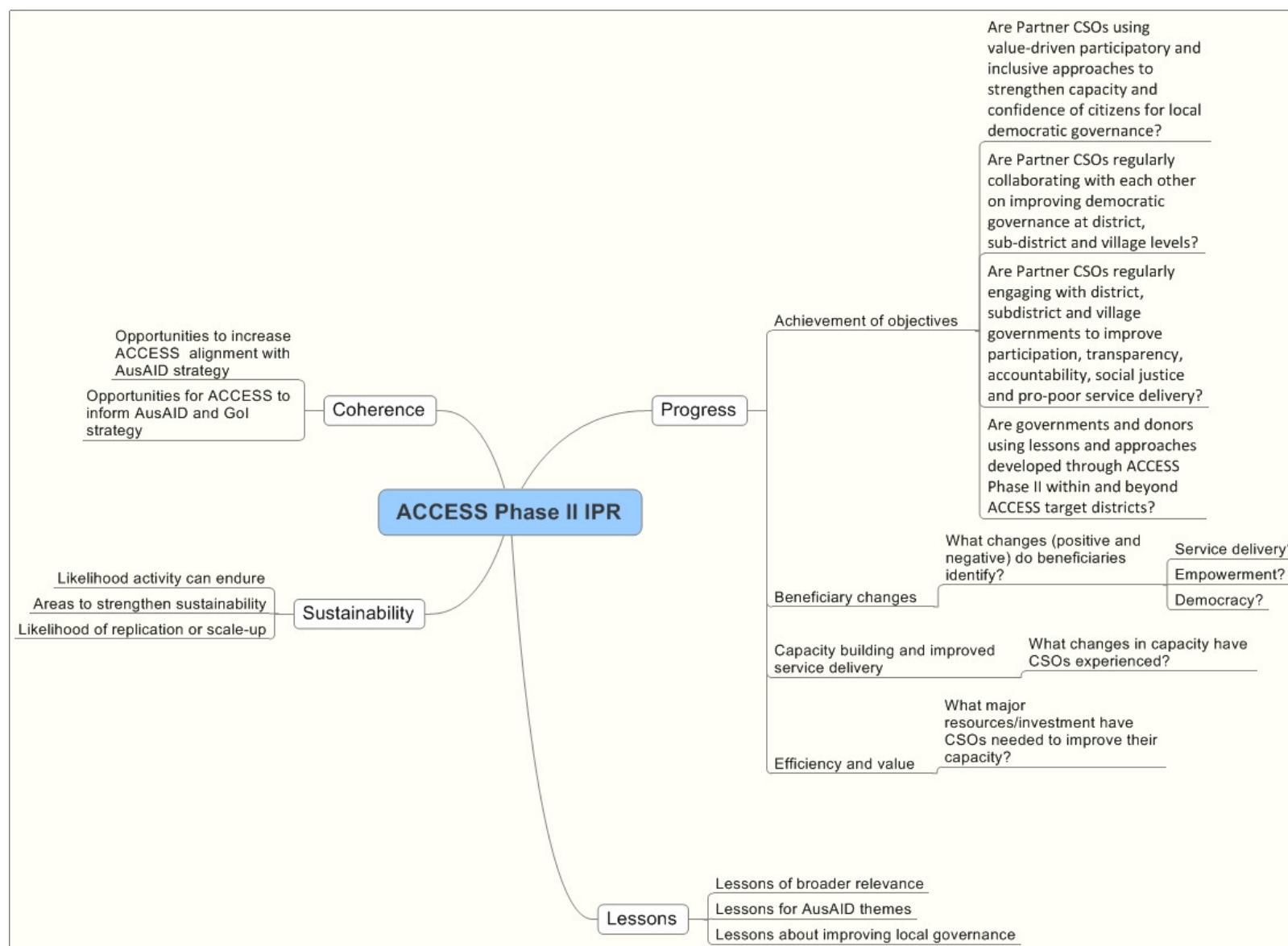
8. List of key documents

The following is not a restrictive list; the review team is encouraged to read other relevant documents for the purpose of the study:

- Sub-National Level Engagement in Indonesia – A Framework for AusAID 2010 – 2015;
- Australia Indonesia Partnership for Decentralisation (AIPD) Delivery Strategy 2010 – 2015, (in particular Executive Summary and demand side outputs)
- ACCESS Phase II Program Design Document, July 2007 (in particular part F - Significant issues for ACCESS II arising through the design mission, part G - Strategic approach and part H - Program Description);
- Contract 45746 Amendment I, Schedule 1 Scope of Services;
- ACCESS Phase II Participatory Monitoring, Evaluation and Learning System (PAMELS);
- ACCESS Phase II Continuous Learning Strategy;
- ACCESS Phase II Gender and Social Inclusion Strategy and Implementation Plan 2008 – 2013;
- ACCESS Approaches;

- ACCESS Phase II Annual Plan 2009/10;
- ACCESS Phase II Six Monthly Report May to October 2009;

APPENDIX C: QUESTION GUIDE



APPENDIX D: LESSONS

The ACCESS programme had deliberately been designed from the beginning as a “*development policy experiment*” with innovative features such as the adoption of the SSM as well as the asset-based approach in order to generate lessons for AusAID for possible replication and scaling-up. Taking stock of processes applied and outcomes so far it is possible to discern a number of generalisable lessons.

- a. **In fluid and context-specific socio-political change processes an experimental approach emphasizing joint learning and the importance of a ‘good process’ is more adequate than selling one specific ‘model’**

The process-oriented approach taken by ACCESS also allows building as much as possible on on-going initiatives and programs generating synergies and ultimately also leveraging significant government-own funding.

- b. **A value-driven approach is an effective, rational and sustainable way to foster behaviour change.**

One of the strongest features of ACCESS – as perceived by this IPR – was the way the basic values as promoted by the programme, above all the focus on gender and social inclusion, democratic governance, but also the merit attributed to continuous learning and collaborative relationships were already internalized by stakeholders at all level and clearly contributed to some of the intended impacts. While it sometimes might appear to the outsider as ‘missionary zealotness’ it actually proved to be an effective, efficient and sustainable way to influence behaviour of boundary partners as well as ultimate beneficiaries.

- c. **The integration of the asset-based approach into the CLAPP process transformed it from a community planning instrument into an entry point for effective social mobilization and empowerment of the most marginalized in the community.**

CLAPP evolved from an initial planning instrument for ACCESS grants into a village-based five-year visioning and planning approach which is in the meantime integrated into the regular *Musrenbang* process. The step away from a deficit-focused approach to focussing on existing strengths and resources as well as the formulation of a positive vision combined with the clear underpinning value to integrate the marginalized into the mainstream development process prepared in many places the ground for villagers to take ownership for addressing some of the conditions for disempowerment and even use own resources.

- d. **Well-trained and committed community facilitators are at the heart of and the most decisive factor in the process of community development and empowerment of marginalized people.**

ACCESS fostered a generation of skilled and genuinely committed community facilitators originating from those villages where they lead the CLAPP process. These facilitators have in the meantime become a major asset for their villages guiding or supporting other initiatives such as community complaint centers or the establishment of women’s cooperatives.

- e. **The ‘one village – one plan’ paradigm is possible.**

CLAPP entails a thorough preparation for a strategic village mid-term planning including poverty assessments as well as support to the marginalized to have a voice throughout the planning process. The outcome is a vision and an annual plan with clear development priorities as well as a high level of ownership in the village towards the plan and the willingness to contribute own resources. Many of the more than 150 villages in those districts already supported under ACCESS I have successfully used whatever resources were available in the village

(including *Alokasi Dana Desa*) to implement their plans and to lobby other programs (PNPM and district government programs) as well as the district budgeting process to further support them.

- f. **Legitimate (participatory) social/poverty mapping is a powerful tool for gearing development activities at community level towards poverty reduction (poverty mainstreaming), but has even wider implications if conducted area-wide.**

Communities in many ACCESS locations used the social maps prepared as part of the CLAPP process to have a better understanding of the dimensions of poverty and marginalization. Addressing these has, consequently, become a central concern in decision-making on development priorities and helped channelling resources to the neediest ones in the community. Also other programs such as PNPM integrated them already into their processes. The example of Bantaeng gives an idea of the potential such legitimate poverty data which is available district-wide entails for improving overall targeting of district programs. Even national-level poverty reduction or social safety net schemes (such as the Conditional Cash Transfer Program *Program Keluarga Harapan*) provide room for adjusting national-level poverty data in line with local conditions therefore leaving room to still explore a wider application of the 'community-owned' poverty maps.

- g. **Bottom-up planning processes alone do not lead to identifying advocacy agendas to lobby for social justice and change.**

While the CLAPP process has proven effective to determine and realize concrete community development priorities the process falls short of identifying more structural and complex issues related to overcoming marginalization and tangible progress towards democratic governance. Some of the initiatives by ACCESS CBO partners on sectoral issues such as domestic violence, natural resource management or the provision of health and education services are largely detached from community deliberation and action planning. Efforts to bring related concerns to a higher level for advocacy purposes were incidental and to a large extent depended on individual lobbying capacities and contacts. Sectoral CBO networks as, for instance, networks of community centers, are mostly still too limited to have become an own voice at district level yet.

- h. **In facilitating a long-term multi-stakeholder process aiming to improve the quality of democratic governance the simultaneous application of the asset-based approach and the SSM seems to be in part at odds or even sometimes contradictory.**

The ACCESS approach is based on the understanding that governance is a complex adaptive system involving multiple actors and factors. ACCESS basically is a new actor entering diverse governance systems in the different regions it's working in with the aim to stimulate change. The main entry point of the DCEP process is to mobilize a number of so-called champions to work on a positive vision, an innovative approach that creates ownership and enthusiasm for the process among those who are involved. However, in taking this vision further only to work with the positive energy and the 'movers' basically means disregarding major elements and actors of the governance system – those who will resist changes for fear of giving up something comfortable and already known, giving up privileges and personal advantages. Taking stock of dissatisfaction, problems and grievances with regard to prevalent bad or unjust governance practices does not necessarily contradict the effective approach to work with a positive vision and seems necessary for several reasons: Supporting champions throughout a change process in the different districts needs 'baseline data' in order to be able to see and gauge progress and thereby sustain the enthusiasm and belief that change

is possible (creating 'quick wins'). Enthusiasm for change alone will most likely in the long run not create enough energy for profound changes if it is not accompanied by enough frustration and dissatisfaction about the current state⁶⁹. And a lot of energy – beyond the limited number of champions – is needed to unlock and defreeze habitual bad governance patterns. And lastly, promoting the strength-based approach as the overall guiding philosophy bears the risk to send out the message that identifying and pointing out corruption practices or expressing grievances are seen as taboo. This, in turn, could rather support cooptation of CSOs by LGs if the emerging relationships between civil society and government actors are based on the tacit agreement that none is openly criticizing the other.

i. It is possible and effective to involve private sector representatives into a movement for democratic governance.

ACCESS has taken first steps and already generated some positive lessons on the involvement of interested and committed individuals from the private sector in the DCEP process. It shows that there are elements in the private sector who take an interest in improving the quality of governance and are willing to contribute to it. If developed more systematically this could open a lot of opportunities to build up a larger critical mass for democratic governance, address the specific role the private sector so far plays in governance and could play in the future (e.g. with regard to collusion practices between LG and private sector in procurement) and also to explore possibilities for leveraging private sector funding for poverty alleviation.

j. Applying a rigorous system's approach requires district and provincial staff to play the role of facilitators guiding processes, but particularly helping partners to reflect and sharpen their awareness.

The role of district or provincial staff has significantly changed from ACCESS Phase I to Phase II. While before, their role was more to coordinate the implementation of programs and activities they much more have become dialogue partners for CSOs and government in identifying and seizing opportunities to complement existing initiatives, in reflecting about the implementation of some of the values promoted by ACCESS and facilitating constructive engagement between different stakeholders. The application of system's thinking in support of civil society-LG engagement implies an outsider to take up the role of a facilitator to give feedback ("the eye can never see itself") and help devising and steering the process. This, again, requires a strong support system for district/provincial staff within the programme including peer coaching to be able to deal with the situational demands.

k. There is room and a recognized need for constructive LG-CSO collaboration, however, the line is thin to CSO cooptation by local governments.

Both Local governments as well as CSOs in different locations frequently pointed out the need for cooperation and emphasized the complementary role CSOs need to play in strengthening government reform initiatives. These roles particularly include monitoring of government services and programs, mediating between service provider and citizens (such as facilitating access to important informations on rights, procedures administrative requirements, etc) and working directly with communities on improving awareness and behaviour change with regard to using existing services or demanding quality services. On the other hand, if local governments in regions with very limited income opportunities for NGOs

⁶⁹ See the 'Change Equation' by Beckhard and Harris (1987) as an interesting model for this case.: it says that for meaningful change to take place the function of dissatisfaction (D) vision (V) and first steps into the direction of the vision (F) has to be bigger than the resistance (R) towards change ($D \times V \times F > R$).

pay these for their monitoring services, NGOs can easily be co-opted by their lack of distance to power – while the gap to other more critical NGOs widens.

I. In order to deepen democratic governance at local level a change in relationship between NGOs and CBOs is needed.

NGOs at local level largely face the dilemma of defending a cause, but at the same time not availing of a stable source of funding and, therefore, at times having to change course in line with the priorities of their funding source. Consequently, they also don't have clearly defined constituencies or membership bases. In the process of stepping up constructive engagement between civil society actors and LGs as facilitated by ACCESS, NGOs, however, still play a dominating role, in part due to their more advanced capacities. The concept of democratic governance as ACCESS uses it is to a large extent made up by the multiple relationships between LG and civil society actors. Therefore, CBOs should increasingly get a more central role in this in order to ensure that the concerns of their constituencies are reflected in this process of dialogue and engagement. NGOs, nevertheless, still need to play an important role in assisting CBOs, but in principle more in line with the concept of being 'service providers' to them. This in turn would imply a certain level of NGO accountability towards the CBOs they are assisting rather than framing their support as an act of benevolence wanting to help.

Lessons for AusAID themes

ACCESS has relevant lessons for AusAID in terms of gender; environmental protection and natural resource management.

Gender

ACCESS has elevated gender equality to a central pillar of the program, with an insistence on equal participation of men and women in the program's activities and training programs. This is clearly linked to the output of ACCESS of having equal numbers of women and men participate in decision-making at the village level, with the aim of having women's development priorities receiving equal priority and resources to those of men. Promoting inclusiveness as a value – and then insisting on its implementation – has allowed the ACCESS program to change the attitudes and behaviours of participants in the program, in favour of valuing the participation of women. As well as the participation of women in village-level planning process, the equal participation extends to the equal participation of women in CSOs themselves. A useful lesson for AusAID's gender mainstreaming policy is that promoting the equal participation of women in development is significantly strengthened by insisting upon the equal participation of women at all levels of the aid activity itself.

Environmental protection

The ACCESS approach to environmental protection and natural resource management is to approach environmental degradation as a governance problem, rather than a scientific or technical problem. In this way, environmental pollution or damage is treated as a problem caused by poor management of a community's resources, by those charged with maintaining those resources. To counter environmental damage, a community should approach this problem as one of governance and decision-making, rather than looking for science-based approaches to environmental problems. This approach can be useful in encouraging broad-based community participation in environmental resource management, rather than capture of this process by those with a higher level of technical understanding of natural resources. AusAID programs can draw on this lesson by broadening approaches to environmental resource management, to view this as a governance issue as well as a technical or scientific issue.

APPENDIX E: ALIGNMENT WITH AIPD PRINCIPLES

Support for government systems

- Consistency with government planning system through scaling up of participatory village planning (Musrenbang)
- Linking action plans with existing government priorities
- Build capacity for CSO monitoring of government budgets
- Building pool of community facilitators to support implementation of government programs
- Promoting transparency through a zero tolerance policy for corruption

Targeting improved service delivery.

- Improving GoI service delivery through expansion of citizen complaint centres
- Strengthening the voice of women and poor in advocacy
- Supporting development of local regulations on service provision (Jeneponto)

Scaling up

- ACCESS Partners are scaling up participatory village planning and budgeting, in some instances to kecamatan-wide.
- Leveraging other programs such as Labsite (Lombok) and AIP- MNH (Sumba)
- Scaling up strategies are included in all programs
- Promotion of good practice to encourage scaling up (eg Eastern Indonesia Forum)

Flexibility and responsiveness in engagement

- Program is demand-driven and tailor support to local needs including for capacity building
- Progress assists governments to integrate ACCESS approaches as requested (eg monitoring CRASH program)
- Proposed expansion to Sumba Barat Daya and Sumba Tengah
- Preparedness to assist government as resource persons and facilitators (eg Dompu M&E framework on free education and health)

Anchored locally but within a national framework

- Continue to strengthen constructive working relationships with MOHA and local governments
- Program is aligned with national priorities for MDGs, improved public services, poverty reduction and Musrenbang system while commitment from local partners is evidenced by budgetary and personnel allocations

Coherence and coordination with other sub national activities

- Regular engagement and information sharing with other programs (eg PNPM, Labsite, PKK, ANTARA, AIP-MNH, UNDP, Asia Foundation)
- Leveraging government funding in support of CSO activities