

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

Program Design Document

Revised Final
June 2007

Executive Summary

The Australian Community Development and Civil Society Strengthening Scheme (ACCESS) has operated in eight Districts in Eastern Indonesia since 2002. ACCESS has achieved significant success in introducing community led planning that mainstreams gender and the participation of the poor, and in strengthening civil society organisations. ACCESS II is expected to commence in April 2008. The key strengths and lessons of the program were the subject of a Synthesis Paper and Design Concept paper which were previously subject to Peer Review. Key issues arising were explored in an in-country mission in September 2006 which led to the approach and arrangements proposed in this design document for ACCESS II. The design methodology included an initial risk analysis, participative workshops with a wide range of stakeholders, consultation with local government and other donors, and community visits to explore particular issues.

The program and approach is strongly supported by the policy environment of both the Indonesian and Australian governments. The Government of the Republic of Indonesia's (GOI) Medium Term Plan and Poverty Reduction Strategy papers, as well as the Government of Australia's (GoA) recent White Paper, emphasise the importance of building demand for better governance and building capacity of local communities and civil society institutions. ACCESS II has been designed to complement the work of other donors in the sector, and to contribute to the forthcoming GOI National Community Empowerment Program.

The strategic direction adopted for ACCESS II includes:

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

Design approach

The design adopts a 'soft systems' approach as this best reflects key stakeholder understanding of the optimum means to improve democratic governance at the District level, resulting in improved governance at the community and village levels. A core purpose statement, representing the focus of the program for external communication and general understanding of the program is:

Improved democratic governance in 16 districts in Indonesia.

A broader definition for the “ACCESS Program” follows:

The ACCESS program is:

A system to (What):

Implement a program that supports (through operational mechanisms) civil society engagement in selected districts in Indonesia.

By (How):

Engaging locally, promoting continuous learning, building local stakeholder capacity and relationships, and promoting agreed shared values and principles

In order to (Why):

Influence decentralized democratic governance in Indonesia thus fulfilling the objectives of the AusAID CPS, the GOI Medium Term Plan, and strengthening the Australia/Indonesia bilateral relationship.

1. A number of logical activities are identified based on this definition. These activities describe the **role and responsibilities of the Contractor** as well as other stakeholders, and are the basis for a **performance assessment framework** which examines each part of ACCESS as well as the functioning of ACCESS as a whole. The activities are grouped into five key functional areas of the program:

- *To resource and administer the program*
- *To engage with civil society and local government on the basis of shared values and principles*
- *To build capacity of local institutions (civil society organisations, networks and local government) to fulfil functions in a decentralised democracy*
- *To support planning and implementation of self-directed development efforts*
- *To promote continuous learning and policy and procedural change both internally and externally*

Program success will be measured by the extent to which ACCESS supported interventions result in the following changes at the community, district and national levels:

A. Community Level:

- i. Structured consultation mechanisms, improved local non-government and community organisations, and increased community confidence **results in** improved civil participation in, and ownership of, local level decision making;
- ii. Improved gender awareness **result in** the roles of men and women becoming more equitable; and
- iii. As a result of the above the intervention **results in** improvement in development impacts at the local level.

B. District Level:

- i. Improved community advocacy and participation **results in** improved transparency and accountability in District decision making;
 - ii. The structured interaction of community and District Government **results in** improved democratic and equitable resource allocation and improved service delivery; and
 - iii. A more empowered community and responsive government **results in** poverty reduction at the local level;
- C. Nationally: Clear communication of the lessons and models of engagement developed by ACCESS **results in** their influence on GOI policy.

The program has been designed as a long term engagement in the sector with AUD \$26.5 million allocated for the next five years of the program. The Program will operate a Grant Fund imprest account that will fund:

- a. Partner grant agreements: Comprising approximately 45% of available Grant Funds and focused on capacity building;
- b. Project grant agreements: Comprising approximately 45% of available Grant Funds and focused on community based projects; and
- c. Innovative grant agreements: Comprising approximately 10% of available Grant Funds and focused on innovative and strategic opportunities beyond existing districts.

Enhancements to the program in ACCESS II

ACCESS II will adopt the principles espoused and practiced in ACCESS I, with the addition of adopting the ‘Assets Based Approach’ to community development, and ensuring that the program’s principles form the basis for selecting partners, capacity building and performance assessment. ACCESS II will recognise the significant role that **Partner** organisations play in the program as capacity building service providers and local CBO facilitators, and adjusts funding and governance arrangements accordingly. Local government will have a stronger role throughout implementation, and a **District Stakeholder Committee (DSC)** will more formally analyse and review progress, and progressively assume local oversight and governance responsibilities for the program. **Financing arrangements** will be more flexible, with service providers being paid on an outputs basis, an unallocated pool of specialist assistance available for allocation in Annual Plans, and contribution to the core costs of partners supported.

The **core team** will include a Program Director full time in-country (rather than a team leader) with a more strategic engagement role than previously. This position will be supported by a full time **Program Coordinator**, and two **Advisers** (Community Engagement/Governance and Capacity Building/Continuous Learning). Local senior and program officers will provide operational assistance for implementation. **AusAID** will appoint an Adviser to assist with the monitoring and guidance for the Program.

The program will adopt the operational mechanisms from ACCESS I including the maintenance of the grants and monitoring database (ERSULA), the CLAPP methodology

and processes, and the various monitoring tools used which remain appropriate to the re-conceptualised design.

Feasibility

The program is considered feasible on the basis of the lessons of ACCESS I and the risk analysis undertaken throughout the design process. A risk management plan is included in the design. Gender issues were explored throughout the design process and specific HIV/AIDS vulnerabilities addressed in the design. Anti-corruption measures are incorporated in the program's operational and governance arrangements.

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Note that this document reflects the views of its authors, and does not represent the views or policy of the Australian or Indonesian governments or their representatives.

Acronyms and Glossary

ACCESS	Australian Community Development and Civil Society Strengthening Scheme
ANTARA	Australia – Nusa Tenggara Assistance for Regional Autonomy
AP	Annual Plan
AusAID	Australian Agency for International development
BaKTI	Eastern Indonesia Knowledge Exchange
CBO	Community Based Organisation
CBSP	Capacity Building Service Provider
CDST	Community Development Snapshot Tool
CLAPP	Community Led Assessment and Planning Process
CPS	Country Program Strategy
CSI	Civil Society Index
CSO	Civil society Organisation
CSS	Civil Society Strengthening
DCEP	District Community Engagement Plan
DSC	District Steering Committee
DSF	Decentralisation Support Facility
ERSULA	Enquiry Response system for service of ACCESS (Enquiry Response Sistem Untuk Layanan ACCESS) ACCESS program's M&E and grant funding database
GOA	Government of Australia
GOI	Government of the Republic of Indonesia
GPI	Gender and Poverty Inclusive
KDP	Kecamatan Development Program (of the GOI/World Bank)
LGU	Local Government Unit
MOHA	Ministry of Home Affairs
MOU	Memorandum of Understanding
MTP	Medium Term Plan
NGO	Non Government Organisation
ODST	Organisational Development Snapshot Tool
PAF	Performance Assessment Framework
PD	Program Director
PDD	Program Design Document
PGA	Project Grant Agreement
PKK	Family Welfare Movement
PNPM	Program Nasional Pemberdayaan Masyarakat/ National Community Empowerment Program
SADI	Smallholder Agribusiness Development Initiative
SOfEI	Support Office for Eastern Indonesia
SPO and PO	Senior Program Officer and Program Officer
TA	Technical Assistance
TOR	Terms of Reference

A. Introduction and summary of ACCESS II

2. The Australian Community Development and Civil Society Strengthening Scheme (ACCESS) has been implemented since 2002 and while due for completion in June 2007, has been extended until April 2008. A review was commissioned in April 2006 and a subsequent design mission in September 2006. This program design document (PDD) represents the design for the next phase of the program (ACCESS II). The design includes an analysis of key contextual issues, and a commonly agreed description of desired outcomes and the underlying development approach and strategies to be adopted to achieve them. It thus, acts as a basis for monitoring and evaluation by all the stakeholders from the grassroots to national levels. It also serves as the basis for the tendering and contracting of management and technical functions that support program implementation.

3. The strategic direction adopted for ACCESS II builds directly on ACCESS I and emphasises:

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

4. The design for ACCESS II uses 'soft systems' to structure the approach and is therefore fundamentally different from the logical framework approach¹. A core purpose statement for ACCESS II is to:

Improve democratic governance in 16 districts in Indonesia.
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5. A broader definition for the "ACCESS Program" follows:

The ACCESS program is:

A system to (What):

Implement a program that supports (through operational mechanisms) civil society engagement in selected districts in Indonesia.

By (How):

Engaging locally, promoting continuous learning, building local stakeholder capacity and relationships, and promoting agreed shared values and principles

In order to (Why):

Influence decentralized democratic governance in Indonesia thus fulfilling the objectives of the AusAID CPS, the GOI Medium Term Plan, and strengthening the Australia/Indonesia bilateral relationship.

6. A number of logical activities are identified based on this definition. These activities describe the role and responsibilities of the Contractor as well as other stakeholders, and

¹ Further description of the "systems" approach occurs in Annex C.

are the basis for a performance assessment framework which examines each activity and the functioning of ACCESS as a whole. The activities are grouped into five key functional areas for the program:

- i. To resource and administer the program;
- ii. To engage with civil society and local government on the basis of shared values and principles;
- iii. To build capacity of local institutions (civil society organisations, networks and local government) to fulfil functions in a decentralised democracy;
- iv. To support planning and implementation of self-directed development efforts; and
- v. To promote continuous learning and policy and procedural change both internally and externally.

7. Program success will be measured by the extent to which ACCESS supported interventions result in the following changes at the community, district and national levels:

B. Community Level:

- i. Structured consultation mechanisms, improved local non-government and community organisations, and increased community confidence **results in** improved civil participation in, and ownership of, local level decision making;
- ii. Improved gender awareness **result in** the roles of men and women becoming more equitable; and
- iii. As a result of the above the intervention **results in** improvement in development impacts at the local level.

C. District Level:

- i. Improved community advocacy and participation **results in** improved transparency and accountability in District decision making;
- ii. The structured interaction of community and District Government **results in** improved democratic and equitable resource allocation and improved service delivery; and
- iii. A more empowered community and responsive government **results in** poverty reduction at the local level;

D. Nationally: Clear communication of the lessons and models of engagement developed by ACCESS **results in** their influence on GOI policy.

8. The program has been designed as a long term engagement in the sector with AUD \$26.5 million allocated for the next five years of the program.

B. ACCESS to date: achievements and lessons

9. The ACCESS program currently operates in eight target districts² of Eastern Indonesia with the goal of “alleviating poverty and strengthening civil society” within the sectoral and geographic focus of the Australian aid program³. The program uses a range of strategies to engage directly with communities in participatory planning, through building the capacity of local non-government and community based (NGO/CBO) service providers; and also works at District level to promote civil society collaboration towards ‘soft advocacy’ and engagement with local Government and other stakeholders. Rather than operate as a funding scheme per se⁴, ACCESS has developed an intentional capacity building and learning orientation, with a particular focus on community-led planning that mainstreams gender and the poor. The program is widely regarded as successful, making “good progress in its intent”⁵ and efforts are underway to assess its impact upon poverty in target communities⁶. The program has significant strengths which were analysed in a Synthesis Paper⁷ prior to the design mission, along with key challenges and issues facing the program.

C. Design methodology and process

10. The methodology for the design mission⁸ was focused on the investigation of a number of critical issues identified in the Synthesis Paper and Concept Design Papers prepared prior to the mission and considered by an AusAID Peer Review. The mission included two major stakeholder workshops which had purposefully selected participants from eight Districts of ACCESS. The first workshop used an appreciative enquiry approach to generate a vision for the future program based on differing perspectives of ACCESS (including civil society, government, and local implementation team perspectives). This resulted in four underlying theoretical models (including the Logframe model) being presented and analysed in the second workshop. The proposed design directly results from this process. The design team also met with a range of key stakeholders (including service providers, civil society working groups, government

² Eight (8) districts in four (4) 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.

³ ACCESS also incorporated a \$1.5 million emergency relief fund resulting from the Bali bombings, named the Bali Rehabilitation Fund, managed as an adjunct to the program.

⁴ ACCESS has operated since 2002 and has provided over 180 grants valued at over A\$8.3 million for NGOs and CBOs for community-led planning (5%), capacity building (25%), activity implementation (32% in local livelihoods, infrastructure, environmental, health, education and other areas), innovative grants (23%) and civil society strengthening (15%). (Patrick, I. and Cattleya, L., “Draft Review of ACCESS Phase I and Draft Concept Design for Phase II”, June 2006, p. xi)

⁵ Ibid. p. vi

⁶ A series of Impact Studies are being conducted between July and December 2006 with participating communities, which will add more directly to the indirect measures of change currently used (the Community Development Snapshot Tool and grant reporting).

⁷ AusAID, 2006, AusAID support for Community Development and Civil Society in Indonesia, Synthesis Paper. Also found in Annex A.

⁸ The design team comprised Paul Nichols (Team Leader), Leya Cattleya, and David Swete Kelly. The mission was accompanied by Jivan Sekhon (2nd Secretary, AusAID Jakarta), Irene Insandjara (AusAID Jakarta), Dilani Edirisuriya (AusAID Canberra), Borhan Ahmed (AusAID CSG), and Sautma Sihombing (Ministry of Home Affairs, GOI). The mission was facilitated by the in-country team of the current ACCESS program, and accompanied by an independent translator.

officials and other donors) and conducted three community field visits.⁹ These interviews and discussions were purposefully structured to explore key design issues, and to test the feasibility of proposed strategies and mechanisms for the future program. A participative risk analysis was conducted with the current implementation team, the design team and accompanying team members at the beginning of the mission and the outcomes of this process were incorporated into the enquiry process throughout the mission. Gender issues in particular were explored during field visits, and specific discussions on HIV/AIDS were held with the current implementation team.

D. Policy and program context

11. The ACCESS program and approach is strongly supported by the policy environment of both the Indonesian and Australian governments.¹⁰ Improved governance, from village level to district and national levels, is a major theme of the GOI's Medium Term Plan and Poverty Reduction Strategy Paper, as is community empowerment and self-reliance. The decentralization process is increasingly reliant on effective representation and civil society functioning at local levels, with greater autonomy in resource allocation and service delivery at district level. The AusAID Country Program Strategy for Indonesia has a complementary emphasis on supporting the transition to democracy, building local institutions and capacity, and harmonizing efforts with other donors. AusAID has a range of other programs which also contribute to strengthening civil society in Indonesia but has not yet consolidated the programs into a coherent conceptual framework. AusAID's focus on Eastern Indonesia has the potential for greater complementarities and common geographic targeting.¹¹ The GOA's recent White Paper identifies four important themes for future aid programs: building demand for better governance; exploring donor partnerships more proactively; seeking opportunities for Australia's leadership in areas of track record; and reaching out to a broader range of partners (including forming closer ties with political, religious and business leaders).

12. AusAID has been working effectively within the donor community through ACCESS and other initiatives in the sector. ACCESS is highly regarded as a model for community based programming, particularly focusing on capacity building and civil society, and links are maintained with the Kecamatan Development Program (KDP)¹² and other donors through the Decentralisation Support Facility (DSF) mechanisms.¹³ The ACCESS implementation team maintains good links with the multi-donor Support Office for Eastern Indonesia (SofEI)¹⁴ and the Eastern Indonesia Information Exchange

⁹ Annex B provides details of the in-country mission schedule and participants, the TOR, a summary of key field visit research questions. The four models arising from the initial workshop are explored in detail later in the PDD and outlined in Annex C.

¹⁰ A detailed analysis of the policy and programming context is found in the Synthesis Paper, Annex A.

¹¹ The Strategic Framework for ANTARA was expected in October 2006, and other programs such as SADI are in mobilisation phases. ACCESS is relevant to both programs, as discussed later in this document.

¹² Supported by the World Bank (WB), the KDP reaches over 30,000 villages in Indonesia, and will be the basis for the GOIs recently announced National Community Empowerment Program from 2008.

¹³ AusAID participates in Focal Area 3, as well as sub groups on civil society and community driven development, which are attended by all major donors and the GOI.

¹⁴ An AusAID officer has recently been seconded to work with SofEI.

(BaKTI)¹⁵ office. There is significant potential to enhance these linkages, and for AusAID to use the ACCESS experience to influence the programs and policy of the national government and other donors. This is particularly important given the recent **GOI Program Nasional Pemberdayaan Masyarakat (PNPM)**, National Community Empowerment Program), which will initially be based on the KDP program.¹⁶

E. Key issues arising from synthesis paper explored in design process

13. The following issues were raised in the Synthesis Paper and explored in the design mission. The findings of the mission and analysis of these issues leads directly to the proposed design.

Engagement with government

14. ACCESS I has focused attention on civil society strengthening and community development efforts, but has also evolved a progressive engagement approach with government at village and district levels. These mechanisms which support engagement between civil society and government are increasingly effective and have been strengthened more formally in the design for ACCESS II. Partnership with government in community-based planning and in supporting the implementation of chosen activities (particularly those related to service delivery) are emerging and show potential for replication. ACCESS need not provide grants funds directly to district government, but should increase their involvement in mechanisms to support dialogue and partnership at all levels, and be more intentional about capacity building for government officials to engage with civil society and use participatory planning processes. Clarification of roles and responsibilities of government (including the national level) are included in the design.

Australia's engagement with civil society

15. There are potentially distorting effects of a foreign donor working with civil society to promote democracy. True community empowerment is inherently a political process, enabling citizens to be aware of their rights and responsibilities, and leading to advocacy for government to fulfil its duties. To manage the potential risks arising from this function, and establish a legitimate basis for action with communities and civil society, ACCESS has well developed operational mechanisms and norms based upon clearly articulated shared values and principles. These shared values and principles are enshrined in GOI policy at the national level¹⁷, and in AusAID policy¹⁸. They relate to foundational ideas of democratization (transparency, accountability, participation) but not the forms of democracy, and rights enshrined in international legal charters (such as the

¹⁵ Bursa Pengetahuan Kawasan Timur Indonesia

¹⁶ AusAID has had ongoing discussion with the GOI throughout early 2007 to help formulate policy and programming direction for the PNPM. AusAID is promoting the use of the ACCESS experience to influence national policy and programs. This is articulated further in the design, and AusAID's role and responsibilities are clarified.

¹⁷ The Government of Indonesia (GOI) Medium Term Development Plan 2005 – 2009 (RPJM) and Poverty Reduction Strategy paper 2005-2009 (PRSP)

¹⁸ In particular AusAID's gender, anticorruption, "peace conflict and development", and environment policies (see www.ausaid.gov.au)

Convention on Human Rights, Economic, Social and Political Rights). These values and principles are openly discussed and underpin any agreed action. Local institutions (including CSOs and government) as well as communities, use ACCESS support to undertake actions within the parameters of the agreed values and principles. ACCESS thus fulfils a facilitation role and an enabling role, from which local actors build their own capacity to undertake action. ACCESS does not act directly, in terms of community level engagement or civil society activity. ACCESS is one step removed from any direct activities undertaken by Partners in the program, and the agreed action is guided by shared principles which inhibit undemocratic or uncivil activity. One significant implication is that ACCESS (and therefore the Australian government) does not control, promote or condone any activity of communities or civil society (and therefore the blame for any negative fall-out). Another implication is that the selection process of Partners (in all roles as service providers or grant awardees) has to continue to be carefully based on a values clarification process, and commitment to clearly understood principles. The capacity building of local institutions is not mechanistic but holistic in nature and it is this feature which provides legitimacy for ACCESS' role, and mitigates risk in an inherently political process. The definition of 'civil society' actors to be embraced in the program should be extended to include any stakeholder who shares the ACCESS principles and values and has an interest and role in promoting governance. Thus open engagement with private sector associations, religious groups, labour movements, media and others is to be encouraged within ACCESS II.

Institutional capacity

16. While there has been significant transformation in understanding and awareness within local organizations, the capacity of all institutions to engage in their new roles in decentralized and democratic governance remains fragile. NGOs and CBOs are learning and adopting values and principles of good governance within their organisations, and have demonstrated capacity to facilitate the participation of marginalized groups and women in village development processes. However, formulating public policy, promoting community advocacy and monitoring government actions are still new roles for civil society organizations. ACCESS has also raised the appreciation of local governments on the benefits of working in partnership with CSOs and the community, but the capacity to do so remains variable. There is a need to build on the foundations laid in ACCESS to reinforce the principles and norms of behaviour being established and to institutionalize practices amongst organisations. The proposed program design adopts the district level as the strategic focus for embedding good governance practices within and between stakeholders.

Gender

17. The Gender and Poverty Inclusive (GPI) approach adopted by ACCESS should be continued as it has been even more effective than originally anticipated, with strong evidence of benefits at community and organisational levels. Women have benefited significantly from involvement in leadership training, participation in decision making fora at village and organisational levels, and from promotion as facilitators and coordinators in implementation. Increasing gender awareness is evident at the individual and household levels, as well as within organisations and in planning processes. The

adoption of gender equity principles are however, challenged by conservative values rooted in local communities as well as organizations, and from time to time gives rise to tensions and constraints for implementation. Risk and conflict analysis needs to be consciously incorporated into management processes in ACCESS II. The tentative affirmative action policies advocated by ACCESS will be adopted for further promotion in ACCESS II.

Technical assistance and standards

18. There is sufficient evidence that local communities have availability and access to technical services and resources from local government and other agencies to support communities' identified village development activities. It is important that technical assistance is not prescribed in the ACCESS II design as this will tend to drive the agenda of community development processes. There are risks that communities will not seek sufficient technical expertise or local governments fail to provide it adequately, but these are to be seen in the context of supporting a community driven process where the emphasis is on community action from within their own resources and assets, not a 'livelihoods', 'micro-finance', 'a GOI-business' or other vertically driven program. Minor adjustments to the planning and appraisal processes will be sufficient to ensure these issues are addressed. A pool of funds for technical assistance is anticipated to fill major gaps or common thematic areas as they emerge.

Downwards accountability

19. Local CBOs and CSOs are progressively establishing local mechanisms of accountability to their constituents (the communities) through the open and transparent provision of information and through the participatory planning and monitoring processes adopted. The Partnership Grant Agreements, for example, are joint documents of the communities, the government and the CBO with ACCESS. This is currently regarded as part of the community empowerment process, and more intentional focus could be given to the notion of 'accountability' of organizations to constituents as part of this capacity building approach. ACCESS also provides considerable information to district coordination committees, and district level MOUs have been developed to recognize the need for more formal arrangements between ACCESS and local stakeholders. These mechanisms have been reinforced in the ACCESS II design. Consideration will be given to more transparency of the ACCESS program as a whole, as currently local stakeholders are not formally consulted or involved in programming or grant funding decisions.¹⁹ This is an additional opportunity for ACCESS to model transparency, participation and accountability within its own management processes. 'Upwards' accountability mechanisms in terms of reporting and auditing procedures are well established. Stronger accountability for an 'outcomes' orientation will be achieved through the proposed design framework.

Service Providers contracts to build a "partnership" approach

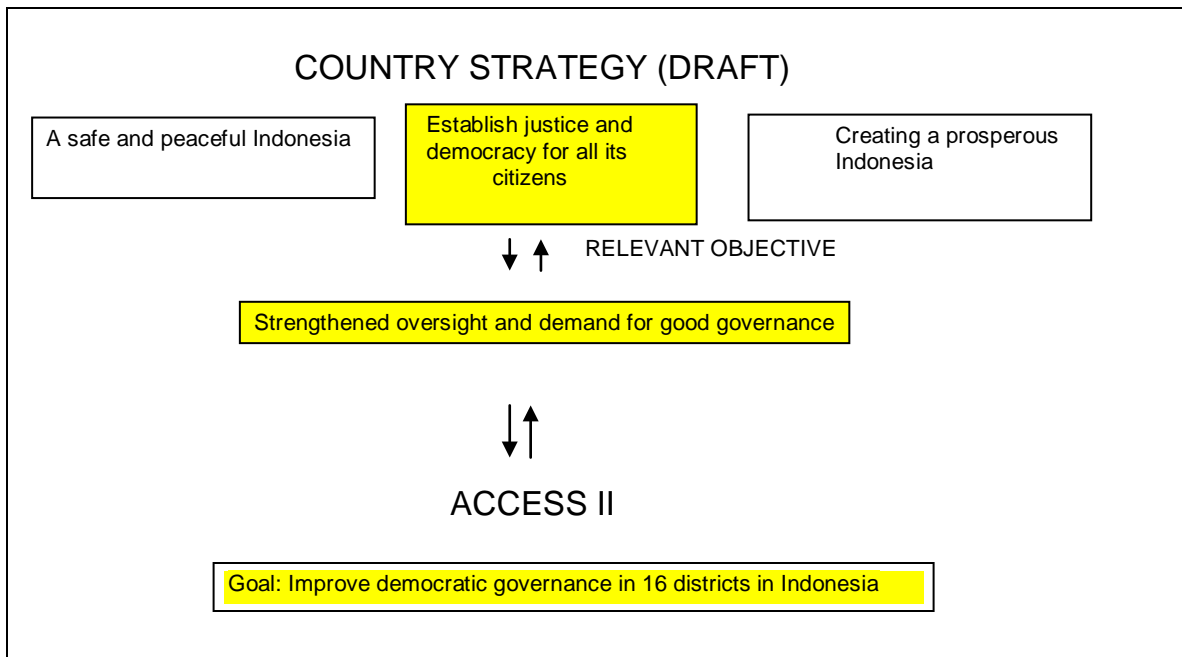
20. Consideration was given to including block grants within ACCESS for local partner service providers to administer and deliver a cluster of smaller projects with local groups.

¹⁹ Local stakeholders are involved in the appraisal processes which make recommendations on individual proposals, but not on the overall allocations or priorities for funding.

This partnering through “block” agreements can improve efficiency, ownership, accountability and reduce transaction costs. Some CSOs already have multiple agreements with ACCESS to perform different functions (as technical services, CBO facilitators, and implementers). Each agreement is separately negotiated; requiring considerable detailed planning prior to approval and then acquittal of costs with supporting documentation. The service providers are treated as grant recipients even though they went through a competitive procurement process, and fees are paid on a commercial basis. The current process however, provides a high degree of transparency and accountability in the program, and sufficiently reflects partnership principles in the process of planning and appraisal. While other approaches were considered feasible, there are not sufficient efficiency gains to introduce other models at the present time. A stronger emphasis on outputs for Grant Agreements with Service Providers is warranted to better reflect their role in the program, and simplify contract administration for this group of partners.

Linkages to AusAID Country Program Strategy

21. ACCESS currently acts as a stand-alone program within its geographic locations. However, it has the potential to play a more strategic and significant role in the AusAID CPS by promoting demand for better governance across the program. A key lesson from ACCESS has been that civil society’s own role acting as an intermediary between communities and government in promoting governance is derived from the grassroots action of facilitation and support of household and village aspirations, not divorced from their constituents as a top down or horizontal function. ACCESS’ contribution across the CPS is best achieved through more intentional and pro-active dissemination and sharing of lessons and methods by ACCESS to AusAID and other implementation teams. ACCESS could deliver technical advice and training/capacity building across the Program, and contribute to the community development policy framework of AusAID itself. It thus becomes a strong source of policy analysis from which to mainstream participation across the program, and a strong basis for the analysis of the effectiveness of social change and development impact in program areas and at national level. These community development mainstreaming and policy functions have been built into the ACCESS II design. Figure 1 below outlines how ACCESS sits within the DRAFT Country Strategy:



22. In addition, practical linkages in terms of geographic targeting must be considered in selecting future ACCESS Districts. Other future and current AusAID initiatives, particularly ANTARA and SADI should consider common geographic targeting to ACCESS. This area-focused clustering has not occurred with the CPS to date, but has significant merit. The initiative has to be the responsibility of the design and activity management in AusAID. The ACCESS team should advocate for clustering whenever opportunity arises.

Sustainability and exit

23. The ACCESS program has a strong internal sustainability strategy related to ensuring that the activities, processes and benefits of ACCESS are continued after assistance. While continued investment is required in some areas, the emphasis on: capacity building of local institutions; local community empowerment; government policy; and practice change, are all inherently sustainable. Local project implementation activities are appropriately appraised for sustainability.

24. What has not previously been considered is the institutional sustainability of the ACCESS mechanism and operations itself (in fulfilling an enabling and facilitation role, clarifying local values, promoting shared principles, and undertaking capacity building and supporting local activities). Within the current institutional context, there are several possibilities for the longer term embedding of this function, including embedding processes within the CSO network, within the government processes, or through support from other donors. These options will be explored through ACCESS II and a more deliberate exit strategy planned within periods of future assistance, given AusAID's commitment to long term engagement in this sector.

F. Significant issues for ACCESS II arising through the design mission

25. In addition to the issues for investigation by the design team, a number of new issues and themes emerged from the mission. These have significance for ACCESS II.

Significance of values and relationships driven approach

26. The success of ACCESS I has clearly been built upon the foundation of a values and relationship driven approach. The principles espoused in the original design and reinforced by the implementation team are used throughout the program to guide selection of partners, training and capacity building curricula, the methods and tools developed, and monitoring and evaluation. As noted previously they also mitigate the risk of AusAID's direct engagement in supporting democratisation. This provides the platform for engagement which enables ACCESS to work indirectly to influence district level processes that build governance and democracy in Indonesia. ACCESS II should build further on this foundation by ensuring that the specification of the Contractors functions, responsibilities and performance assessment emphasise the importance of the 'way things are done' as much as what is delivered.

Scaling-up impact and Replication

27. Scaling-up: There are clear indications within the current program that "scaling-up" (i.e. broadening ACCESS engagement within its current geographic and partnership focus) offers significant opportunity for learning, cost efficiency, strong local government engagement, and increased impact. For example, the local government of West Lombok recently adopted the CLAPP methods across all 124 villages in the District as the basis for the government planning processes. This CLAPP 4 roll-out will be undertaken without any guaranteed 'grant' funding for village based planning priorities, but instead will rely on communities, government and other agencies to support activity implementation determined by communities. Many CSOs are starting to see their roles as intermediaries between community and government (not just service providers themselves) and beginning to see the benefits of networking and collaboration.²⁰ These impacts are only made possible because of the preceding ACCESS ground work. This scaling-up of ACCESS principles can justify the significant start-up costs of ACCESS and warrants further analysis. The current evidence of scaling-up emphasises the importance of the long-term commitment that ensures relationships and trust achieve maturity. The variable costs of scaling-up operations from an existing base is much cheaper than the establishment costs of new locations, and the benefits once a 'threshold' level of investment is reached may escalate exponentially as seen in West Lombok. Local stakeholders liken this effect to that of "lighting a spark, getting a flame and seeing a fire result".

28. ACCESS is also highly regarded by other donors and the GOI because of its intensive capacity building and GPI focus. The extension of ACCESS approaches and principles to other programs of the GOI, AusAID and other donors is starting and should be escalated in ACCESS II. In particular, intentional efforts to disseminate lessons and

²⁰ For example in one community a CBO worked with other agencies to lobby the government to have health services provided at a mass circumcision.

influence the forthcoming GOI National Community Empowerment Program and other donor programs are likely to be well received, and afford a significant opportunity for AusAID to work collaboratively and harmonise approaches with others from a sound experience base. As such, it appears scaling-up within current locations and partnerships is starting to escalate in ACCESS I and should be continued in ACCESS II and that the benefits may justify the relatively high start-up costs.²¹

29. Replication: Replication to other districts is planned for ACCESS II (doubling to a total of 16 Districts²²), but this must not compromise the “scaling-up” process. As already mentioned, further replication would be optimized where there is common geographic targeting between ACCESS and other AusAID projects²³. AusAID will therefore be integral to negotiating the extent and timing of replication of ACCESS to new Districts. The ACCESS Team will develop a Replication Plan based on a detailed analysis, partner discussions, and consultation with AusAID and the GOI.

Moving away from a ‘projectised’ approach to empowerment

30. The current program is often seen as facilitating planning processes at the village and district level to develop activities that may receive ACCESS (or other) project grant funding. In fact, the program has evolved beyond this to emphasise the empowerment of communities (and civil society networks) to appreciate their aspirations, strengths, and local resources and to plan action accordingly. Project based grant funding may actually impede the development process in this model. The design thus focuses on empowerment, use of existing assets, self-reliance and building capacity as ends in themselves (which are inherently sustainable) rather than the individual objectives of grant funded projects. This understanding strengthens the program’s intent of increasing participation of communities and organizations in democratic processes.

Use of existing mechanisms

31. The existing operational mechanisms include the:

- Community Led Assessment and Planning Process (CLAPP);
- Civil Society Index (CSI);
- Organisational Development Snapshot Tool (ODST);
- Community Development Snapshot Tool (CDST); and
- ACCESS program’s M&E and grant funding database (ERSULA).

32. These tools have been developed with local partners and are well received by all stakeholders. They are effective in implementing the key principles and strategies of the program, and are adopted with minor adjustments within the design of ACCESS II. Additional monitoring processes and mechanisms will be introduced for greater analysis of the higher level benefits and sustainable changes resulting from the program.

²¹ Further financial and economic analysis on the escalation of scaling-up would be extremely valuable in ACCESS II as this is a core justification of the ACCESS’ long-term capacity building approach. This is particularly relevant to the development and implementation of the National Community Empowerment Program, where the ‘costs’ of capacity building and facilitation will be strongly contested. .

²² It is proposed that by the end of the first five years of ACCESS II it will be replicated in four districts per year over two years, to a total of 16 districts.

²³ See “Linkages to AusAID Country Program Strategy”.

Management approaches

33. The existing management and coordination structures have evolved through ACCESS I and are proving effective. Some minor adjustments for ACCESS II include:

- Significantly strengthening the role and ownership of the district level coordination meetings. These committees should reflect all local stakeholders and fulfil a more strategic function in the design structure. These groups have evolved from being ‘for information’ meetings to joint planning and coordination. In ACCESS II they will be key to planning ACCESS engagement in each district, monitoring the progress and analysing and reviewing district level governance policy and practice. They offer a sustainable model whereby Civil Society, Local Government and other stakeholders can discuss and debate engagement strategies and take the lead role in promoting good governance in the District.
- Less reliance on international TA for planning and management²⁴, and refocusing the international TA positions on external dissemination of lessons, working with others, and policy analysis and formulation.

The decentralized offices with local Project Officers is a critical management function for supporting effective implementation, and will be continued in ACCESS II.

Understanding of impact and benefits

Impact evaluations and case studies underway in ACCESS²⁵ clearly show that the benefits of this program are attained at multiple levels (individual, household, village, district, sub-district and district) and in various forms (beliefs and values, norms of behaviour, social interaction, collective decision making, policy changes, household income, access to government service provision, organisational structures and practice changes). The program also directly addresses underlying community tensions, government mis-management, clashes and differences in values, local and district level inequities, and other constraints to communities achieving their aspirations. Both the positive and negative consequences of empowerment efforts are significant and should be captured in the evaluation of lessons arising from the program. This also highlights the need for the design to recognise multiple internal objectives, identify methods for impact analysis that are open-ended and learning oriented, and implement methods for monitoring that understand and explain the complex process of social change (rather than measure pre-determined narrow indicators alone).

Continuity

34. The design proposes for ACCESS II has considered a long-term evolving engagement by AusAID. There is clear evidence of the benefits arising from a long term relationship based engagement to support decentralized democracy in Indonesia. Gains have been significant, but local institutional capacity must be supported as it captures the scaling-up benefits of the Program. A significant risk is the gap in continuity and momentum from ACCESS I to ACCESS II which could result from a delay in the tendering and

²⁴ The AusAID LOGICA program in Aceh has all local staff except for one expatriate team leader, demonstrating that international TA is not necessarily required for implementation, although there are significant differences in the programs.

²⁵ From the findings of the Mid Term Review and April 06 Review.

contracting process. AusAID should ensure that there is an overlap period with the future contractor.²⁶

G. Strategic approach

35. The underlying approach for ACCESS II will be to consolidate and build on the foundations of ACCESS I. The strategic direction for ACCESS II will include:

- ***Strengthening engagement between civil society and government***; rather than focusing solely on civil society strengthening. The underlying approach will be the same as previously, but the end is now more clearly focused on the partnership between civil society and government.
- ***Focus on empowering citizens participation for democratization***, from the grassroots, to village, kecamatan, kabupaten, and national levels. This removes the dichotomy inherent in ACCESS I between grassroots engagement and CSO strengthening. ‘Civil society strengthening’ and ‘community development’ are no longer seen as separate components or objectives.
- ***Scaling-up impact*** through working across the systemic issues of governance at District level, and more directed efforts to link with the GOI national programs, the AusAID country program, and the efforts of other donors. And ***replication*** to other Districts through contiguous geographic expansion and/or strategic partnerships with other AusAID, GOI or donor programs.

H. Program Description

36. The Program Description will outline the strategic and operational arrangements for ACCESS II within the following structure:

- i. Strategic Framework
- ii. Principles
- iii. Specification of the Contractor’s support functions and responsibilities
- iv. Stakeholder analysis with clarification of roles and responsibilities
- v. Financing mechanisms
- vi. Performance Assessment Framework (PAF)
- vii. Management and Coordination arrangements
- viii. Key operational processes/mechanisms.

²⁶ Suggestions of mechanisms to ensure continuity were included in the Aide Memoir.

i. Strategic Framework

Formulation process

37. The design process set out to explore the complex relationships between the various inputs and outputs provided by the ACCESS program, the roles and responsibilities of the stakeholders involved, and the multiple forms of outcome resulting. The current ACCESS implementation team had developed a ‘strategic framework’ which articulates some of these relationships. In developing a framework for ACCESS II, two important aspects needed to be represented: firstly that the ‘actors’ in the ACCESS program are primarily the CBOs and communities themselves, supported by Capacity Building Service Providers and the ACCESS team, alongside the support of local government. This means there is an indirect relationship between the ACCESS inputs and the outcomes, certainly more indirect than in a Logframe based “project” design. Secondly, the program has multiple outcomes, at different levels (individual, household, organisational, community, sectoral and district wide outcomes) and of differing natures (attitudes, behaviour, policy, practice, financial and economic, physical and intangible). These multiple outcomes are valued in different ways by different stakeholders.

38. The in-country mission used a process of appreciative enquiry to explore the stakeholder’s perspectives of the processes and outcomes of the existing program, as a basis for articulating a future strategic framework. This was to avoid an ‘external’ and highly technical approach that did not resonate with those who have to implement the program, nor contribute to a sense of ownership and participation in the ongoing program. The first stakeholder workshop developed visualisations of ACCESS from three homogenous perspectives, namely the ACCESS team (including local staff); local government; and community based organisations²⁷. When analysed, these visualisations represented differing underlying development paradigms, or philosophies for change, which resonate well with development literature and practice (see Annex C for model description and references). The design team turned these diagrams into more formalised design ‘models’, which included the ‘complex dynamics of social change’ approach, the ‘stakeholder capacities and network’ approach, and the ‘soft systems’ approach. A logframe ‘problem based’ representation of ACCESS was also developed by the team. These four models were then presented and analysed in-depth by the second stakeholder workshop, which provided the basis for the final model selected. This rigor ensured that the final model was feasible in application and useful to the stakeholder group.

A systems approach to improving governance

39. The proposed design adopts the soft systems approach as its underlying paradigm for bringing about social change. A systems approach captures an ideal conceptual representation of reality which recognizes that all parts of a ‘system’ or interaction of various processes and elements, forms an adaptive and continuously improving cycle of events that leads to a certain desired outcome. In this case the ‘system’ is one enacted by local stakeholders at district level which generates ‘understanding and reality of unique forms of democratic governance in Indonesia’. The representation of the ACCESS system developed by the stakeholder workshop (and the design team) is one in which all

²⁷ Groups were asked literally to draw a rich picture diagram of how they saw ACCESS.

stakeholders are active participants in various activities, and all stakeholders have differing roles and responsibilities. It represents the ideal system in the local environment that will lead to self-directed, continuously improving, local democracy (refer to *Civil Society for Local Democracy System Definition* within Annex C: Development Paradigms and Design Models).

40. There are significant insights and understandings embedded in this approach:

- ACCESS is clearly **supporting** civil society and government to enhance and strengthen their own capacities and aspirations for good governance (i.e. change is clearly not imposed).
- The thinking behind a systems approach emphasizes sustainable outcomes.
- The approach recognizes that change is constantly occurring, and that adaptive and flexible mechanisms to promote change are required.
- The approach recognizes that dynamics of change at local level are affected by external factors as well as influencing them.

41. The system developed and discussed by stakeholders is one which reflects the roles and responsibilities of all parties to build democratic governance at the local level. ACCESS is only part of this picture. As the ACCESS program supports, enhances and influences the capacity and interests of stakeholders to fulfil their roles within that system, it was decided to represent the role of ACCESS as a sub-system in itself. In this way, ACCESS clearly supports the underlying approach recognised by stakeholders as being appropriate to the situation. In addition the 'ACCESS program system' more clearly defines the role of ACCESS in relation to other parties' roles, and provides a basis for management and operations.²⁸

42. The final design framework could have been represented in a fairly traditional manner (with a series of components, a 'purpose' and 'goal' statement, with matching indicators and methods for assessment - refer to Logframe example in Annex C) However, a much richer and more meaningful picture is generated by representing the design structure as a system model itself.

ACCESS program system

43. Adopting this approach the ACCESS strategic framework may be represented in the following manner. For the purposes of the strategic framework and program description, 'systems' language and terminology will be adopted. This approach will then be mapped against the more commonly expressed Logframe approach.

²⁸ Systems thinking thus operates at two levels:

- the system to enhance district-level democratic governance. This is the system which the District Stakeholder Committees will be analysing and reviewing in order to promote continuous improvements and assess program outcomes; and
- the ACCESS level system, which provides a basis for ACCESS operations, management and performance assessment.

The ACCESS program is:

A system to (what):

Implement a program that supports (through operational mechanisms) civil society engagement in selected districts in Indonesia.

By (How):

Engaging locally, promoting continuous learning, building local stakeholder capacity and relationships, and promoting agreed shared values and principles

In order to (Why):²⁹

Influence decentralized democratic governance in Indonesia thus fulfilling the objectives of the AusAID CPS, the GOI Medium Term Plan, and strengthening the Australia/Indonesia bilateral relationship.

44. The system diagram may be represented as follows (see Figure 2³⁰). The activities of this system represent the inter-related and inter-dependent set of logical activities that the ACCESS program must undertake to achieve its goal. The ACCESS program works on each of the activities at the same time (rather than in a flow process or sequentially). The emphasis may change based on lesson learnt and the changing environment, but the major functional areas will remain constant. These activities thus provide the basis for specifying the role and responsibilities of all parties, and for specifying the nature of the Contractor's services. The activities form the basis of a planning, reporting and budgeting system, as well as having key monitoring and evaluation functions embedded within them.

45. The features of a system understanding of the strategic framework include:

- The focus is on stimulating a self-improving system that can sustainably generate ongoing change. The spotlight is on the functioning whole and relationships between the stages. The parameters of the system define the nature of the intervention and expected outcomes;
- Each of the activities for which ACCESS is primarily responsible can have specific standards and performance criteria for their delivery (equivalent to deliverable outputs and activities). Hence the Contractor's role can be clearly defined, certainly in functional and quality terms, though not in the 'output' form of a Logframe based design.³¹
- Different stakeholders clearly have different responsibilities in relationship to each stage.

²⁹ This can be regarded as the 'central objective' of the program. Systems language does not use the term 'objective'. All parts of the system, the whole of the system, and the parameter of the system, are all different kinds of objectives, which are mutually reinforcing and adapting.

³⁰ Note that the numbering of the diagram is for activity reference only, it does NOT denote a sequence in which activities are to be carried out, one after the other.

³¹ This is discussed further in the specification of the Contractors functions below and in the Scope of Services.

- Monitoring of outcomes and processes, and learning and feedback loops are embedded in the system. These aspects form the basis of a performance assessment framework.
- ‘Evaluation’ of the effectiveness of the system is against the parameters within the ‘system statement’. This is to be subject to external evaluation (and included in the performance assessment framework).
- The system clearly shows how ACCESS itself adapts in order to be self-improving and sustaining.
- The extent to which the ‘higher level’ objectives will be met is entirely dependent upon the stakeholders responsible and the external influences upon them. This is entirely appropriate given the mandate of the Australian government and ACCESS to ‘influence’ the context, and to ‘stimulate’ self-generating improvement, but not to directly deliver specific results or to prescribe the forms and nature of democratisation in Indonesia.

46. In this sector of work (demand for better governance) there is never an end point to the change desirable. Even in a healthy and vibrant democratic society different perspectives and opportunities for evolution exist. Certain qualities about the nature of desirable change (e.g. the adoption of transparent and accountable government policies and practices) are qualitative indicators of change, which would be used in the M&E system, not end points or objectives in themselves achievable by an aid project.

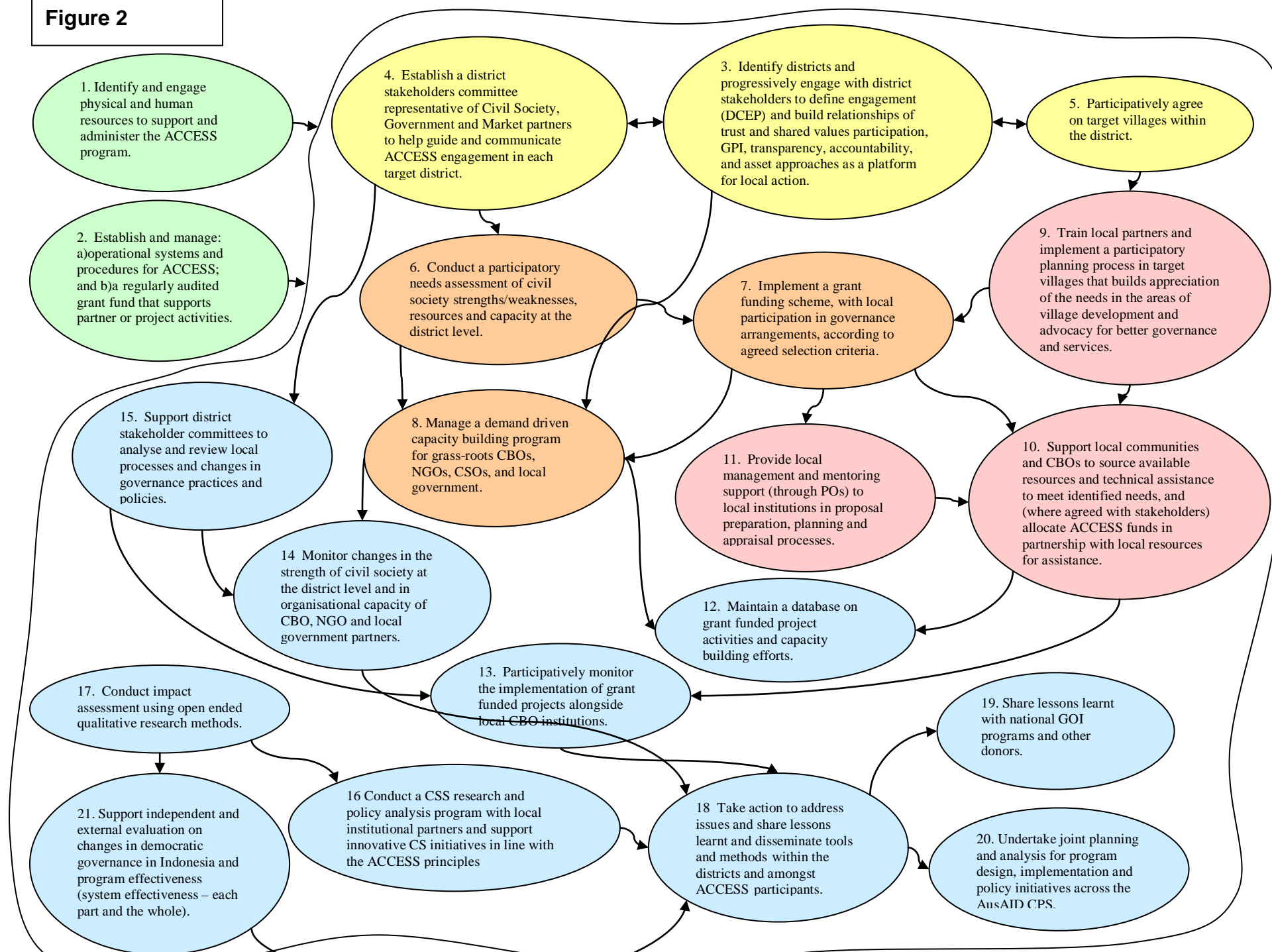
Implications of a systems approach for management and operations

47. There are twenty one (21) activities within the program system for ACCESS II. These activities become the basis for ACCESS management and operations. Annual Plans and targets, budget allocation, and roles and responsibilities of other parties (capacity building service providers, CBOs, government etc) can be aligned to these activities. The Activities can also be groups under major headings. The activities themselves may be subject to variation and change through the Annual Planning process (as an adaptive systems approach demands)³², but the broad functional headings will remain constant, and thus provide a useful basis for quality standards and contractor performance assessment.³³

³² See Section viii Operational mechanisms.

³³ See Section iv Contractor support functions and responsibilities.

Figure 2



ii. Principles

48. The principles articulated in ACCESS I will be adopted for ACCESS II. These principles are to be used throughout the program in several ways:

- They will be clearly mainstreamed throughout the operational processes, training and capacity building programs;
- They are to be embedded in the qualitative indicators and assessment methods used through the performance assessment framework. As such they will provide a basis against which program outcomes are assessed;
- They will be used in the selection process for local capacity building service providers; and
- They will form one of the aspects of regular Contractor performance assessments undertaken by AusAID.

49. , The principles that underpin ACCESS are:

- ***Gender inclusive and pro poor.*** Practical proactive strategies and tools to ensure activities focus on the traditionally disadvantaged, the poorest, and women will be adopted and mainstreamed throughout the program. Affirmative action policies will be promoted to partners.
- ***Empowerment and assets based approaches***³⁴. The program will focus on enabling communities and local organisations to analyse their own capacities and assets (as well as problems), and formulate strategies, mobilise local resources and manage actions to fulfil their aspirations.
- ***Sustainability.*** The program will emphasise sustainability throughout implementation at community and organisational levels. This will be achieved through direct ACCESS engagement at the district level and through contribution to policy and programs at the national level. Sustainability of institutional capacity building and support programs will be the subject of exploration through ACCESS II.
- ***Cooperation and collaboration.*** The program will focus on facilitating engagement between organisations and institutions, not solely on the capacity building of stakeholders alone. This extends to external collaboration with the national government and other donors.
- ***Transparency, accountability and participation.*** The principles of transparency, accountability and participation are fundamental aspects of good governance and will be applied within the ACCESS operations themselves, and promoted with partners and communities, and other allies and stakeholders.
- ***Continuous learning.*** The action-reflection-action cycle adopted throughout ACCESS I has been a cornerstone of the programs success to date, being able to adapt to changing circumstances and to improve performance and outcomes. This will continue to be an important feature of ACCESS II and dedicated resources allocated.

³⁴ Note that the ‘assets based approach’ to development has been included within the principles and is further explained in Annex D.

iii. Stakeholder roles and responsibilities

50. ACCESS I has verified an effective approach to working with a range of stakeholders in different roles and levels within the program. The partnership develops relationships of trust, mutual respect, shared values and common agendas between local governments and CSOs and among CSOs in the networks. Those involved in partnerships have begun to focus on what they have in common rather than on their differences and to facilitate sharing of information, ideas and resources that result in cross-fertilization, cross-training and reduced duplication. Opportunities to network and share in forums on tools (e.g. the Civil Society Index, CLAPP and GPI), informs partners on key development concepts and policies through practical experience on the ground. ACCESS II has formalised this experience in its design by recognising the roles of different civil society players (be they partners, participants, citizens, allies) and ensuring that management and operational mechanisms exist to strengthen the partnerships between them and other stakeholders throughout the program. Other stakeholders to be involved will include government (at the national, provincial, district, sub-district, village, and hamlet; and across different agencies and sectors); other donors; other donor programs, the private sector; and other actors in civil society, including political, religious and the disenfranchised groups. There are significant benefits of this underlying partnership approach to ACCESS, among others:

- A sense of ownership is created, and stakeholders take active interest and responsibility through recognition of roles, and joint management and coordination mechanisms;
- The operational structures and management of ACCESS models democratic governance at the local level; and
- Continuous learning and improvement is achieved through constant reflection and feedback from those involved in the program.

51. The following classification of stakeholders is used to develop the roles and responsibilities matrix aligned to the system planning structure, found in Annex E.

52. **Key Partners** in the Program will include:

- Capacity Building Service Providers³⁵ (CBSPs) who provide the technical capacity and skills required for particular tasks. These are often provincial or national groups and can have responsibilities across a number of Districts; and
- CSOs (NGOs and CBOs) who are community-based district organisations who facilitate community development at village level, and who are assisted to acquire certain technical skills to mobilize and provide facilitation to communities.

ACCESS II will establish a set of selection criteria and processes, maintain funding agreements (with appropriate reporting and accountability procedures), and implement performance measures for ‘key partners’ of ACCESS based on the ACCESS Principles and the Program Operations Handbook³⁶. The only significant change required for ACCESS II is that these funding agreements will be structured as output-based service

³⁵ Can be from National/local based NGOs and/or private consulting firms.

³⁶ Developed during ACCESS II inception and drawing on the ACCESS I Operations Handbook.

contracts, rather than Project Grant Agreements³⁷ and will be termed **Partner Grant Agreements**.

53. **Participating Organizations and Groups** will include the grant recipients who do not have ‘Partner’ status, but propose activities and projects for funding from ACCESS and receive funding on the basis of a **Project Grant Agreement**. This will include the local CBOs, NGOs, traditional (adat) institutions, religious groups, saving and lending institutions, pre-cooperatives and other grassroots organisations who propose projects arising from the community planning processes.

54. **Community members (or citizens)** are regarded as the key actors and participants in civil society, rather than passive ‘beneficiaries’. While the program works with and through groups and institutions, individuals make up those organisations, and thus capacity building is tailored towards individual as well as institutional outcomes.

55. **Allies and enablers** include agencies or activities that provide civil society strengthening programs or services complementary to the goals of ACCESS II. Other donor organizations and other similar programs supported by other donor organizations could fall under this category.

56. **Local government (village and district)** are central to the program. The focus of ACCESS II is on engagement between civil society and government. For this to happen, ACCESS needs to involve local government throughout. The system activities clearly indicate the points at which local government at district and village levels is involved in the program. District level MOUs and district level coordination meetings will be the formal mechanisms by which ACCESS promotes this participation.

57. **Other Internal stakeholders** include individuals, groups and organisations at district level who have an influence (positive or negative) on local governance but who are not formally involved in ACCESS implementation. This includes the private sector, civil organisations and religious groups. These parties are not included in the stakeholder roles matrix, but do appear in the risk matrix (Annex G). Analysis of their participation and influence will be included in regular reporting.³⁸

58. **External stakeholders**, includes national government, other donors, and other AusAID programs. These external stakeholders may be ‘targets’ for ACCESS policy and practice influence, or may at times interact with or influence ACCESS. The program system stakeholder matrix identifies the roles and influence of these parties.

59. This stakeholder analysis clearly shows the complex web of relationships and roles that exist within the ACCESS program. Mutual accountability in the context of such partnerships becomes critical. CSOs have to be accountable to their constituents and at the same time to the Program that provides them with project funds. Additionally, where partnerships and networks are involved, CSOs are also accountable to each other.

³⁷ The difference is explained under Section v Financing mechanisms.

³⁸ See section vi Performance assessment and viii Operational mechanisms.

Upward, downward and horizontal accountability must be managed together. ACCESS will establish operational mechanisms to ensure these streams of accountability are maintained.³⁹

iv. Contractor support functions and responsibilities

60. The Contractor has five key functions in the program, encapsulating responsibilities against each of the system activities. The Annual Plan is the key strategic document that will continuously guide the directions and activities of the program in implementation. The Contractor will be expected to prepare their Annual Plan against the five functional areas and against identified Activities. Any changes to the identified activities would be regarded as a change to the design, and proposed and approved in the Annual Plan process.

The section below provides a description of the scope of the Contractor's role under each of these functional areas and standards for services to be provided.⁴⁰

61. The five major functional areas are:

1. To resource and administer the program.

System activities:

1. Identify and engage physical and human resources to support and administer the ACCESS program.
2. Establish and manage: a) operational systems and procedures for ACCESS; and b) a regularly audited grant fund that supports partner or project activities.

Scope: The resources expected to be provided include those specified under “Section vii - Management and coordination”, and relate to key personnel (including local personnel), and the maintenance and operation of a Bali head office and the District offices. The Contractor is also expected to revise, establish and maintain key operational and financial systems and document these in a Program Operations Handbook and a Performance Assessment Framework. The Contractor will maintain a Trust Fund for participating organisations, details of which are specified under Section v “Financing arrangements”.

Standards expected for performance:

- a. All personnel are qualified and experienced for their positions against the Terms of Reference, selected under a fair and transparent recruitment process, receive annual performance appraisals. All staff are expected to adopt the principles of the program;
- b. All offices and places of work comply with local OHS standards, and engender an open, participative and welcoming environment;

³⁹ See section vii Management and Coordination.

⁴⁰ These can be regarded as the ‘indicators’ expected for delivery of each major function. Each individual Activity of the system is not specified because the system itself should be adaptable and flexible to the changing circumstances and opportunities.

- c. Key operational systems are documented in a Program Operations Handbook and a Performance Assessment Framework which are annually updated and easily accessible by key stakeholders;
- d. The administration of ACCESS meets AusAID audit standards and procurement procedures, the requirements of the Program Operations Handbook, and other contractual documentation and reporting obligations; and
- e. The Imprest Account administration complies with the approved Program Operations Handbook requirements, and annual imprest audit reports are satisfactorily addressed in writing.
- f. Monthly reports submitted to AusAID which includes a financial position each six months

2. To engage with civil society and local government on the basis of shared values and principles

System Activities:

- 3. Identify districts and progressively engage with district stakeholders to define engagement (based on a District Community Engagement Plan) and build relationships of trust and shared values participation, GPI, transparency, accountability, and asset approaches as a platform for local action.
- 4. Establish a district stakeholders committee representative of Civil Society, Government and Market partners to help guide and communicate ACCESS engagement in each target District.
- 5. Participatively agree on target villages within the district.

Scope: The program will work in the existing eight Districts from ACCESS I, and extend by four districts per year for two years, to a total of 16 districts by the beginning of the third year of ACCESS II. Specific districts will be proposed by the Contractor in an ACCESS Replication Plan prepared in Years 1 and 2. As such new districts will be included from the start of year 2 (four years implementation) and the start of Year three (three years implementation). Consideration will be given in the Replication Plan to poverty, alignment with other AusAID and donor programs⁴¹, and stable local governance (including transparency and lack of corruption). The Contractor will undertake an initial scoping exercise and stakeholder analysis in each new District to identify potential partners and participant organisations, and assess the interest and capacity of local government to participate. After consultation with AusAID, MOHA and other stakeholders the Replication Plan will be revised and a final version submitted for approval by AusAID. Once approved the engagement strategy for the new districts will be included in the Annual Plan.

For all sixteen Districts a District Community Engagement Plan (DCEP) should identify a progressive engagement strategy, including the participatory selection of priority villages for program roll-out using GPI priorities, and be incorporated into the ACCESS Annual Plan. The DCEP will lead to the formation of the District Stakeholder Committees (DSC), and an MOU with the District Government. In current and new Districts each DSC should be formed by strengthening and possibly amalgamating current District level coordination and consultation committees. As engagement deepens, the DSC will be involved in endorsing the DCEP which will

⁴¹ Currently, consideration should be given to expansion to complement LOGICA, SADI and new possible peace, conflict and development initiatives.

include priorities for grant funding to the District, and the participation of Partner and Participating organisations in capacity building programs. The analysis and review of local processes and changes in governance practices and policies (system activity 15) should be undertaken upon initial engagement in the District, probably by ACCESS staff with some stakeholder participation (acting as a baseline), and then this function transferred to the DSC once operational. Planning for exit and sustainability should be incorporated into the DCEP after the first twelve months, with local institutions able to sustain efforts after about three years. Refer to Annex I for further description of DSCs and exit strategy.

Standards expected for performance:

- a. Selection of new Districts made upon the basis of agreed criteria (e.g. poverty, alignment, and governance) and agreed annually in advance by GOA and GOI stakeholders.
- b. Participating organisations selected on the basis of the criteria established in the Program Operations Handbook, reflecting relationships of mutual trust and shared values.
- c. The District Community Engagement Plans reflect equity and ACCESS principles in priority selection;
- d. District Stakeholder Committees (DSCs) are established within a reasonable time period in current Districts and after initial engagement in new Districts (2 to 4 months), and the review and analysis undertaken by DSCs is increasingly competent and lessons learnt reflected in the evolving District Community Engagement Plan.
- e. Effective working relationships maintained between ACCESS local staff and district stakeholders.

3. To build capacity of local institutions (civil society organisations, networks and local government) to fulfil functions in a decentralised democracy

System Activities:

6. Conduct a participatory needs assessment of civil society strengths/weaknesses, resources and capacity at the district level.
7. Implement a grant funding scheme, with local participation in governance arrangements, according to agreed selection criteria (in this case for Partner Grant Agreements).
8. Manage a demand driven capacity building program for grassroots CBOs, NGOs, CSOs, and local government

Scope: Capacity building within and between organisations underpins the program. Significant achievements were made in ACCESS I through implementing a District/program wide training needs assessment from which a generic capacity building program was made available through national and provincial level Capacity Building Service Providers (CBSP) for NGOs and civil society networks, and capacity building support for other local NGOs and CBOs was provided through on-the-job training and participation in participatory planning activities.

As noted in *Stakeholder Roles and Responsibilities*, ACCESS II Key Partners mirror this experience by identifying roles for: a) cross program Capacity Building Service

Providers; and b) local CSO's who 'facilitate' intermediary organisations (NGOs and CBOs) in the planning and decision making processes for capacity building. In addition ACCESS II builds on this approach in several ways by:

- a. building stronger collaboration within and between Key Partners in the program;
- b. promoting a greater 'demand driven' approach;
- c. tailoring capacity building services to specific organisations and networks more carefully, and improving coordination between CBSPs;
- d. more flexible funding arrangements with Partners (see Partner Grant Agreements) by which local CSO's in particular are supported to pursue their own mandate, as well as their ACCESS roles, so that they can act as civil organisations in their own right in the longer term; and
- e. embracing a wider definition of 'capacity building' support activities beyond training (such as mentoring and learning-by-doing).

Selection of Partners for each District is a significant step in the process. The ACCESS head office team and local Program Officers should undertake an evaluation of suitable Partner (and Participating) organisations in the initial assessment within each District. A process of consulting potential Partner (and Participating) organisations and sharing the values and principles of the program, as well as initial capacity needs assessment will be required. Funds for capacity building will be earmarked for each District, and be allocated through each District Community Engagement Plan, and consolidated in the Annual Plan⁴². Partners (including CBSPs, and CSOs) and the District Stakeholders Committee will be involved in the process of undertaking needs analysis and planning the capacity building programs through an annual Capacity Building Consultation⁴³. Partners will be responsible for providing Capacity Building Reports and utilising the Organisational development Snapshot Tool (ODST) as a condition of accessing the more flexible ACCESS II funding arrangements, along with strong accountability requirements.

Partner CBSPs will be selected initially through an open-tender process including a value for money assessment. The CBSPs will be regarded as sub-contractors and the Partner Grant Agreements and payment structure will reflect standard commercial arrangements, including a simplification of payments on outputs (or per participant) rather than cash acquittals.

Partner CSOs will be awarded Partner Grant Agreements with greater flexibility in funding arrangements (i.e. major line item budgets) than in ACCESS I. This would include funding for ACCESS capacity building roles, plus a reasonable contribution to core costs and overheads to ensure the CSOs have capacity to pursue their own

⁴² Capacity building funds should comprise approximately 45% of Grant Funds available and should be distributed through the Imprest as Partner Grant Agreements.

⁴³ Local government should be involved in this process once interest and commitment to the principles and approaches of ACCESS is shared. Local government can then also participate in capacity building activities, or have capacity building activities tailored to meet their needs if proposed by the local stakeholder committee.

mandate and are not solely acting in ACCESS prescribed roles. CSO Partner Grant Agreements will be paid on the basis of cash acquittals in tranches.⁴⁴

Standards expected for performance:

- a. Identification of potential Key Partners and their selection is made on the basis of shared values and principles (reflected in the criteria of the Program Operations Handbook) and their capacity to meet priority demands.
- b. District capacity assessment mapping/analysis is undertaken with Key Partners and Participating Organisations
- c. An Annual Capacity Development Consultation is held for planning and coordinating capacity building efforts with Partners. Greater emphasis will be given to demand.
- d. Capacity building is provided through a wide range of approaches, including generic training and service provision, tailored support to organisations, and through mentoring and support from ACCESS Program Officers.
- e. The Organisational Development Snapshot Tool (ODST) and Civil Society Index (CSI) tools are used and available for partners and Civil Society networks within each District to assess changes in capacity.

4. To support planning and implementation of self-directed development efforts

System Activities:

9. Train local Partners and implement a participatory planning process in target villages that builds appreciation of needs in the areas of village development and advocacy for better governance and services.
10. Support local communities and CBOs to assess available resources and technical assistance to meet identified needs, and (where agreed with stakeholders) allocate ACCESS funds in partnership with local resources for assistance.
6. Implement a grant funding scheme, with local participation in governance arrangements, according to agreed selection criteria (in this case for Project Grant Agreements).
11. Provide local management and mentoring support (through POs) to local institutions in proposal preparation, planning and appraisal processes.

Scope: The underlying strategy of ACCESS is to influence and support local actors to enhance their own development efforts, based on participative planning to access local resources and networks, rather than to initiate planning to generate proposals for project funding from ACCESS itself⁴⁵. Thus the majority of the system activities under this functional area are primarily implemented by other parties⁴⁶. The introduction of the CLAPP methodology for village based planning is instrumental in achieving this. The capacity of local CBOs (and local government as/when appropriate) will be enabled to use CLAPP, and from this will arise a range of “projects” that local communities may wish to initiate. Some of these may be supported by ACCESS grant funding (as Project Grant Agreements). To engender a sense of shared responsibility and commitment to the use of all resources available

⁴⁴ Note also that funds for capacity building type activities may be provided through Project Grant Agreements from proposals put forward by grassroots organisations, NGOs and CSOs, and CS networks.

⁴⁵ For example, local government has large reserves of discretionary expenditure that are not effectively drawn down through the current processes of local planning (musrenbang). Currently local governments fund as little as 3% of the initiatives proposed through this process.

⁴⁶ Refer to Annex E *Stakeholder roles and responsibilities matrix*.

(not just ACCESS grant funds), and to demonstrate good governance and transparency, it is proposed that the grant funds be allocated by District annually⁴⁷, and then grant proposals be assessed and proposed for funding after technical appraisal⁴⁸. Initially ACCESS staff, along with Key Partners, may take the lead on project technical appraisal and selection until a stronger sense of commitment is demonstrated by the District Stakeholder Committee, but a key milestone for program success will be the transfer of responsibility for grant funding decisions to the DSC in line with the progressive engagement strategy for that District.⁴⁹ The appraisal process for activity proposals will include an assessment of the technical standards and resources required to support the project, along with appropriate resources and linkages to local government and elsewhere. Proposals which are not technically viable will not be supported.

Standards expected for performance:

- a. Utilisation of participative planning methodologies by CBOs/NGOs at village level which are gender and poverty inclusive (GPI).
- b. Civil society networks established and implementing a range of activities that build capacity and effectiveness.
- c. Communities, groups and networks implementing a range of activities using their own capacity and local assets arising from planning processes.
- d. Grant funding projects approved address priority aspirations of communities, groups, and networks arising from participative analysis and planning processes.
- e. Project proposals meet minimum technical standards and guidelines as outlined in the Program Operations Handbook⁵⁰.
- f. Responsibility for assessment and approval of all District projects are progressively assumed by the district level stakeholder committee while continuing to meet the guidelines and criteria of the Program Operations Handbook.

5. To promote continuous learning and policy and practice change both internally and externally

System Activities:

12. Maintain a database on grant funded project activities and capacity building efforts
13. Participatively monitor the implementation of grant funded projects alongside local CBO institutions
14. Monitor changes of the strength of civil society at the district level and in organisational capacity of CBO, NGO and local government partners.

⁴⁷ This initial District allocation should initially be proposed in the District Community Engagement Plan and reflected in the Annual Plan, using a participative process with stakeholders during the Annual Forum, based upon performance and incentives for good governance.

⁴⁸ Total funds available for Project Grant Agreements should be 45% of the total Grant Funds for the program.

⁴⁹ In districts where local government has a limited capacity to discharge its functions (including its role in the District Stakeholder Committee), a longer lead time is required. In these cases the ACCESS team may support local CSO Partners to lead advocacy with the LGU, while simultaneously working with CBSPs to assess ACCESS' project proposals.

⁵⁰ Standards, guidelines and selection criteria for project funding should incorporate relevant GOI policy, and AusAID policy, such as HIV/AIDS and Development, Gender, and the Environment policy.

15. Support district stakeholder committees to analyse and review local processes and changes in governance practices and policies.
16. Conduct a CSS research and policy analysis program with local institutional partners and support innovative CS initiatives in line with the ACCESS principles.
17. Conduct impact assessment using open ended qualitative research methods
18. Take action to address issues and share lessons learnt and disseminate tools and methods within the districts and amongst ACCESS participants.
19. Share lessons learnt with national GOI programs and other donors.
20. Undertake joint planning and analysis for program design, implementation and policy initiatives across the AusAID CPS.
21. Support independent and external evaluation on changes in democratic governance in Indonesia and program effectiveness (system effectiveness – each part and the whole).

Scope: This functional area incorporates the key elements of the Performance Assessment Framework. The Contractor will support the program system to be self-reflective and self-improving, and to have a broader impact from the District level to the national level and beyond. The Contractor will maintain several systems for data collection and analysis from ACCESS I including the grants database (ERSULA), the ODSI, CDST, and the CSI. Added to this will be several enhancements to ‘scale up’ the effectiveness and impact of the program:

- a. District stakeholder committees will be established to analyse changes in local governance and capacity and promote self-improvement;
- b. A civil society strengthening research program will be established with local institutional Partners to both build the academe’s contribution to local governance⁵¹ and provide policy direction for the program. Funding if required for these initiatives will come from Grant Funds via Partner Grant Agreements;
- c. The impact assessment approach from ACCESS I will be continued through a case study approach to capturing the broad range of outcomes and benefits (and negative consequences and risks) from the program; and
- d. A more deliberate and conscious effort will be made to share the lessons and contribute to AusAID CPS and national programs⁵². The Annual Plan should indicate where opportunities have been created for engagement on AusAID CPS and national programs.

This broad base of ongoing program monitoring will provide a sound basis for evaluation, of the individual parts of ACCESS and the program as a whole in achieving its vision. This will remain the responsibility of AusAID directly through mid-term and end of program evaluations⁵³.

Lastly ACCESS will retain Innovative Grant Agreements⁵⁴ to support innovative concepts and ideas in Civil Society or Community Development beyond its District

⁵¹ That is to articulate unique forms of democratic governance for a decentralised Indonesia from a local institutional Indonesian perspective, not a foreign donor perspective.

⁵² This is made explicit in ACCESS II by changing the focus of the Program Directors TOR and one of the key advisers.

⁵³ Separate funding has been allocated to AusAID’s commissioning of mid term and EOP evaluation. This could also be termed ‘impact assessment’ but as this is used for the internal case studies currently being undertaken, the term was avoided.

⁵⁴ Expected to account for no more than 10% of available Grant Funds.

engagement. These selection criteria will focus on supporting the overall goal of improving democratic governance in Indonesia and scaling-up the impact of ACCESS. These grants will be flexible and responsive however the selection criteria will now ensure that proponents adhere to the core principles of ACCESS. Among other things the Innovative Grant Agreements could support: a) pilot engagements in proposed new districts to gauge local capacity and responsiveness; b) civil society networking at the national or regional level; c) dissemination, dialogue and interaction on civil society innovations; and d) testing and impact analysis of innovative approaches.

Standards expected for performance:

- Broad base of data and analysis available for monitoring and evaluation
- Wide range of stakeholders engaged in the monitoring and evaluation (reflection and feedback mechanisms) of the program.
- Program continues to adapt and change on the basis of lessons learnt and innovative approaches.
- Program's broader impact upon the AusAID CPS and program, the GOI national program and other donors programs evident, in particular the GPI methods of ACCESS adopted by others as appropriate.

v. Financing mechanisms

62. The proposed Government of Australia budget for the next five year phase of ACCESS is AUD \$26.5 million. The indicative cost schedule for ACCESS is found in Annex L.

63. In order to cater for the needs of the next phase of ACCESS, the financing mechanism is designed to be more flexible than previously. As such the form of ACCESS engagement will be participatively agreed and tailored to the needs of civil society in each District. The District Community Engagement Plan will identify management and technical assistance, capacity building and grant funding priorities to be supported. DCEP projections, along with other Grant commitments will be approved in the Annual Plan.

64. As such the financing mechanism needs to be responsive to the different types of engagement identified and the stakeholders involved. Seven principles are important in defining the financing requirements:

- i. As the form of engagement is not prescribed in the PDD, the financing mechanisms must flexibly respond to issues identified through the partnership between civil society, local government and the private sector. All funds spent at the District level will be part of a District Community Engagement Plan that is developed, budgeted and monitored by ACCESS in collaboration with the District Stakeholders Committee;
- ii. ACCESS II will have an Imprest to fund Grant Agreements. Grant Agreements entered into by the Managing Contractor are of three types:

- a. Partner Grant Agreements signed with either: national or cross-program Service Providers; or Local CSOs. Partner Grant Agreements are based on analysis conducted in Functional Area 3 and included in the Annual Plan.
 - b. Project Grant Agreements signed with local NGOs and CBOs and based on priorities identified in the District Community Engagement Plan.
 - c. Innovative Grant Agreements available nationally to support innovation in Civil Society strengthening or Community Development. They will be managed by the ACCESS Team. The selection committee will comprise the Program Director, and a representative from AusAID and the GOI.
- The selection criteria, standard agreements, basis for payments and acquittals and audit regime for all grant agreements will be developed by the Contractor and approved by AusAID in the Program Operations Handbook. The criteria must reflect the flexibility embodied in the overall design. As required, they should be more outcome focused and less dependent on restrictively prescribed outputs. The Program Operations Handbook will however specify clearly the purposes for which funds are made available, and exclusions for inputs and activities which expenditure must not be made⁵⁵.
- iii. In general available funds for Partner and Project Grants will support activities jointly agreed between ACCESS and the District Stakeholder Committees that are directly related to enhancing the processes of local democracy. As such, in the new phase of ACCESS, less funds will be available for the direct enactment of community development projects (e.g. potable water, livelihoods etc). This is because the principle of ACCESS support is to mobilise the resources residing within local communities, civil society, local government and the private sector to implement community development activities. This also will lessen the hand-out perspective prevalent in some areas in relation to donor funded activities.
 - iv. However it is equally appreciated that communities will have differing resources and some may have very little. Enhancing the democratic process with little prospect of tangible community development is disempowering. As such ACCESS will consider, with the DSC, the merits of community development projects where resources are lacking. However the principle remains one of partnership and ACCESS involvement must be collaborative and leverage other local funds – this partnership will build ownership and sustainability.
 - v. Given this approach, care is also required to avoid mechanisms that relegate civil society groups to a role as an implementing contractor rather than a partner. As such, benefits and conditions will be negotiated so that grants to civil society partners allow scope for them to pursue some of their own mandates in collaboration along with the more specific ACCESS intentions.
 - vi. Replication to new Districts will require additional costs. Many of these are direct (e.g. new Senior Program Officers, Program Officers, office accommodation, transport and operating costs). However other costs will be indirect (e.g. increasing management and administrative overheads as the team size increases). The tender should be required to nominate indicative direct and indirect costs associated with replication of ACCESS as part of the tendering process.

⁵⁵ Further details is included in the Scope of Services

65. The approval process for funding activities to support the District will remain largely as it is at present. However activities must fit within the District Community Engagement Plan agreed with the District Stakeholders Committee. Under each program of strategic support it is expected that ACCESS will fund partnerships that support civil society capability assessment, planning, training, technical assistance, networking, monitoring and evaluation. ACCESS, along with its service delivery partners and local stakeholders will then develop specific Partner or Project agreements to deliver the District Community Engagement Plan. The aim is to deliver the expected outcomes with the greatest flexibility and responsiveness.

66. ACCESS will manage an imprest for Grant Funds. It is considered advantageous for Contractors to ensure streamlined management of the Grant Imprest account which may include establishing the accounts in Indonesia (rather than Australia) so that AusAID tranches are delivered directly in-country.

67. Innovative Grant Agreements will be available to support activities outside the geographic scope of the program and may be used to leverage ACCESS experience to influence other donor programs or GOI policy. The selection process will be managed by a sub-committee of the PCC including AusAID⁵⁶, the ACCESS PD and a GOI representative. Annual allocations for Innovative Grants will be established in the Annual Plan. Separate procedures for the management and operation of Innovative Grants (including selection criteria, submission templates, and all processes) will be prepared and included in the Program Operations Handbook. Funds will generally be limited to less than 10% of available grant funding. ACCESS will not promote or advertise this as a funding opportunity, but respond to direct requests, or those requests forwarded by AusAID and the GOI.

68. The attached budget reflects the broad scope of expenditure anticipated under grant, fixed and reimbursable accounts. However the tender process should provide scope for bidders to propose their own response based on the capacity of their companies to flexibly design and enact contracting mechanisms that maintain the accountability requirements of the Australian Government.

vi. Performance Assessment Framework (PAF)

69. The performance assessment framework is largely derived from the program system activities. The PAF operates as a coherent approach for monitoring and evaluation by establishing key data collection and analysis methods and requirements against critical monitoring and evaluation functions as follows:

⁵⁶ via the AusAID Adviser

<i>Function</i>	<i>'Indicators'</i>	<i>Methods and tools</i>	<i>Responsibility</i>
<i>Evaluation</i>	Vision statement and Systems statement <i>and</i> Extent of scaling-up impact from ACCESS through AusAID CPS, other donors and national programs	EOP and Mid term evaluations of each part of the system and the system as a whole in progress towards vision.	AusAID. Commissioned separately. Contractor to provide all M&E inputs to evaluation analysis.
<i>Impact assessment</i>	Impact on poverty and gender, including understanding positive and negative intended and unintended consequences of the program	Impact household surveys (used in Phase I and included in ERSULA) plus, selection of open ended annual qualitative case studies. Identification of Most Significant Change stories and Most Significant Development Risk stories (from multiple stakeholder perspectives)	ACCESS team.
<i>Outcome monitoring</i>	Improved capacity of CSOs (grassroots organisations, CBOs, NGOs)	ODST – institution capacity CDST – community participation and development CSI – civil society networks	ACCESS team (and stakeholders)
	Improved democratic governance at District level	District stakeholder committee review and analysis of changes to local governance capacity and performance. (Using the system diagram of <i>Civil Society for Local Democracy</i> derived by stakeholders - see Annex C – Model D).	District Stakeholder Committees, supported and documented by ACCESS team.

<i>Function</i>	<i>‘Indicators’</i>	<i>Methods and tools</i>	<i>Responsibility</i>
	Improved capacity of organisations and networks to promote engagement between civil society and government	Supplemented by documentation of the Annual Forums and Annual Capacity Building Consultations	
<i>Quality and Contractor performance monitoring</i>	Contractor meets obligations identified in this Scope of Services	Document analysis, consultation with stakeholders, site visits and observation (against service standards)	Independent/AusAID review of relevant documents and 6 monthly monitoring visits
<i>Risk Monitoring</i>	As identified in the risk matrix	Annual Plan updates	ACCESS team (and AusAID)
<i>Input monitoring</i>	Activities and inputs implemented according to approved Annual Plans.	Financial reporting Database reports Grant funding reports	ACCESS team.

The contractor’s performance will be assessed against this Scope of Services and specifically against the achievements under the Annual Plan. The framework for assessment will be established in the first two months of the program in negotiation with stakeholders.

A note on measuring “success”

70. Inherent to capacity building and governance programs is the challenge of setting targets against which to measure success, particularly within a systems approach. The PAF described above provides a comprehensive set of data and evidence against which to judge the effectiveness and success of the program in terms of the extent of capacity building and district governance achieved from the relative inputs in terms of grants and engagements in each District once provided. In order to compare this program to other AusAID programs in terms of investment and effectiveness, a core statement which can be used to describe the intended benefits of the program system, which links the inputs and outputs to the impact. This would be:

<i>Improved democratic governance in 16 districts in Indonesia.</i>
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This ‘core statement’ of purpose for the ACCESS program may be useful for external communication and simple understanding of the program.

71. In the above PAF, ‘success’ against this objective is measured by the extent to which ACCESS supported interventions **result in** the following changes at the community, district and national levels:

A. Community Level:

ACCESS supported Interventions		Program Success
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i. Structured consultation mechanisms, improved local non-government and community organisations, and increased community confidence	results in	improved civil participation in, and ownership of, local level decision making.
ii. Improved gender awareness	results in	the roles of men and women becoming more equitable.
iii. As a result of i and ii the intervention	results in	improvement in development impacts at the local level.

B. District Level:

ACCESS supported Interventions		Program Success
iv. Improved community advocacy and participation	results in	improved transparency and accountability in District decision making.
v. The structured interaction of community and District Government	results in	improved democratic and equitable resource allocation and improved service delivery.
vi. A more empowered community and responsive government	results in	poverty reduction at the local level.

C. National Level:

ACCESS supported Interventions		Program Success
vii. Clear communication of the lessons and models of engagement developed by ACCESS	results in	their direct influence on, or adoption by other major GOI or donor policy.

vii. Management and coordination

72. The structure of the ACCESS Team is shown below. The team structure and relationships remain similar to that operating in the current phase. However a number of important differences are noted:

- i. ACCESS will now be run by a full time Program Director (PD) rather than a Team Leader. Underpinning this change is the need to increase the strategic management and engagement of the Program Director while delegating much of the operational roles to the new role of Program Coordinator⁵⁷. The Program Director will manage the strategic planning and engagement of the ACCESS program nationally, within each district, and with other GOI Activities, AusAID Programs, or Donor Partners be they at the national or local level. Whereas the PD will maintain oversight of financial, staffing, contractual and reporting roles the PD will pass all operational responsibilities for these roles to the Program Coordinator. The PD will remain the key point of contact with AusAID. The PD will meet with other AusAID project in-country staff working in the same Provinces and sectors at least quarterly.

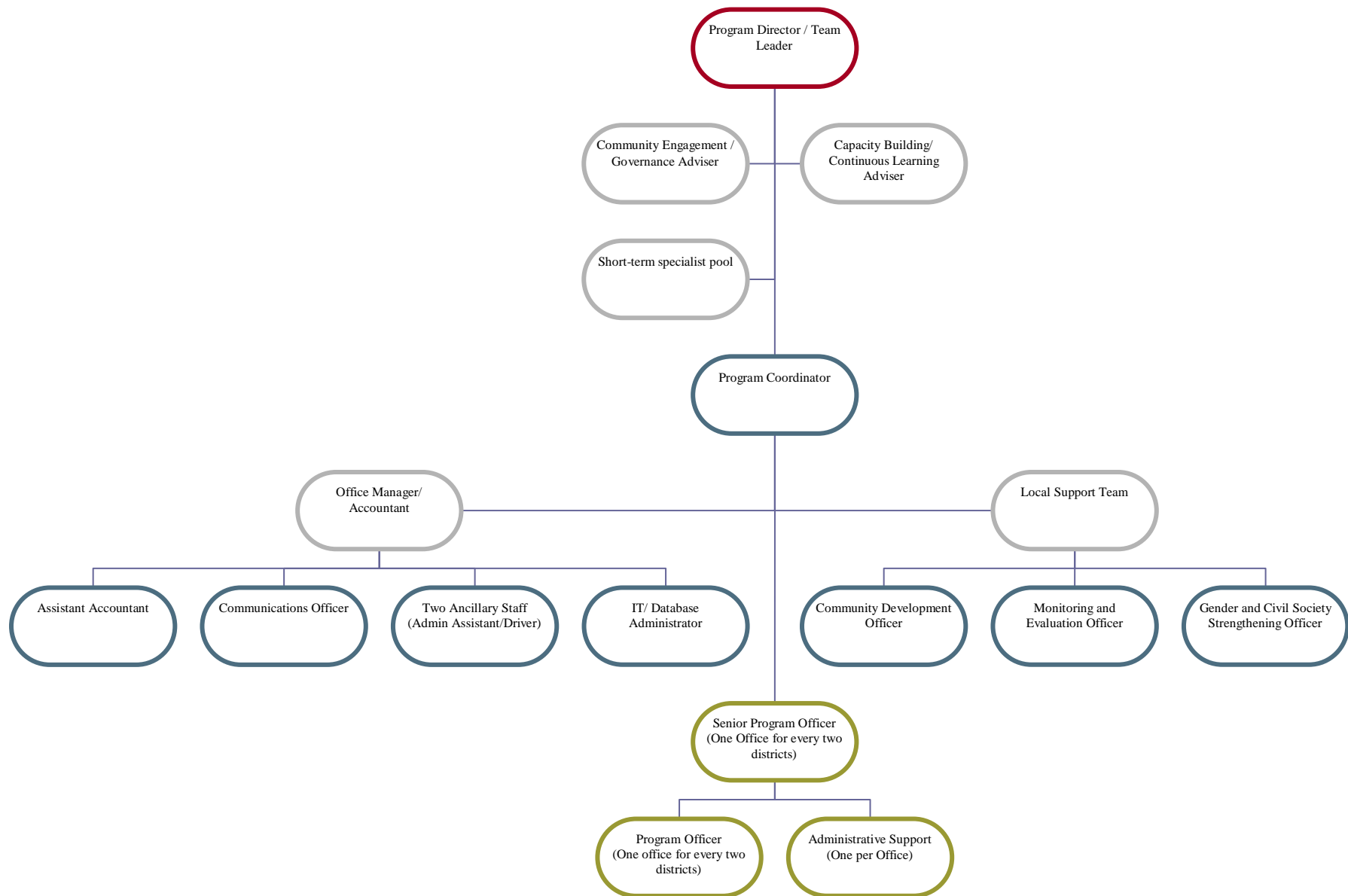
⁵⁷ Given these changes, the previous part-time project director role will no longer be necessary.

- ii. A new Program Coordinator will assume much of the past role of the old Operations Manager but this role will now have significantly upgraded responsibilities to manage the operational implementation of ACCESS according to agreed policies, strategies and plans. The role includes local staff management, financial management, plan implementation, M&E operation and functional reporting. The Program Coordinator will report to the Program Director. The role will entail significant travel to all program districts.
- iii. Long Term Advisers: Two advisers are recognised – a Community Engagement/Governance Adviser for 36 months and a Capacity Building/Continuous Learning Adviser for 36 months. The Managing Contractor will determine the work areas of the advisers. These two roles will report to the Program Director and will be instrumental in developing the policies and strategies to guide local implementation of ACCESS, the evaluation of the effectiveness of the approaches used, and the inclusion of continuous improvement processes into the operating guidelines of ACCESS. The inputs of both advisers is at the discretion of the contractor (limited to 36 months each). These roles and estimated inputs is to be incorporated into the Annual Plan.
- iv. Short term specialist pool: ACCESS requires the flexibility of a short-term advisory pool to respond to emerging needs and opportunities. The funds available will support the equivalent of one year of a full-time international adviser position. However, the funds will be used to contract specific short-term national or international advisory support to assist the strategic or operational implementation of the program. The Program Director is responsible for developing the case for each position and these will be proposed as part of the Annual Planning process each year. AusAID will approve each nomination before mobilisation. ACCESS is encouraged to identify experienced national advisers wherever possible. To help ensure that the pool is used strategically and only where appropriate, the costs identified for the positions will not include any commercial margin.
- v. Local Support Team: A local support team has been defined for the program. This will include a Monitoring and Evaluation Officer to support the ongoing upgrading and implementation of the Performance Assessment Framework⁵⁸. In addition a Community Development Adviser and a Civil Society and Gender Adviser will work with the International Long-term Advisers and maintain the support to the Program during the last three years of the program when the International Adviser roles may be reduced.
- vi. Partnership approach to supporting POs in each district: The design for ACCESS II maintains the principle of only appointing one Program Officer per two Districts. It is fully appreciated that this places significant responsibility on the

⁵⁸ The original definition of the M&E requirements for the program will be undertaken by an international adviser hired through the Short-term Specialist pool.

individual, however the aim of doing so is to actively promote partnership between ACCESS, Local Government and Civil Society Organisations at the District and Kecamatan level. ACCESS is a partnership approach between the donor and local groups and thus promotes a “doing with” approach. The local government should be encouraged through local MOAs or other agreements to provide, as their counterpart to ACCESS, accommodation and administrative support to each ACCESS Program Officer. In addition the service contracts developed with local Civil Society Organisations should also incorporate resources for the CSO to support the ACCESS Program Officer with administrative oversight of the District Program.

- vii. Additional Senior Program Officers and Program Officers will be appointed as new Districts are added during ACCESS replication.



Stakeholder relationships

73. The ACCESS Program will be formally governed through an MOU between the GOI (represented by the Ministry of Home Affairs) and GOA (represented by AusAID).

74. The ACCESS Program's relationship to broader stakeholders is shown in Figure 3 below. The ACCESS team partners with National and Local CSOs and the District Stakeholder's Committee to develop a District Community Engagement Plan. This is an internal working document between the stakeholders. The ACCESS Team then contracts or enacts the various components of the District Community Engagement Plan. It is appropriate for District Governments to enter into local MOUs with ACCESS as the program unfolds and both the District Government and ACCESS wish to commit themselves formally to the plans made by the District Stakeholders Committee. The necessity and form of a local MOU will be determined as part of the analysis and planning of the DCEP⁵⁹.

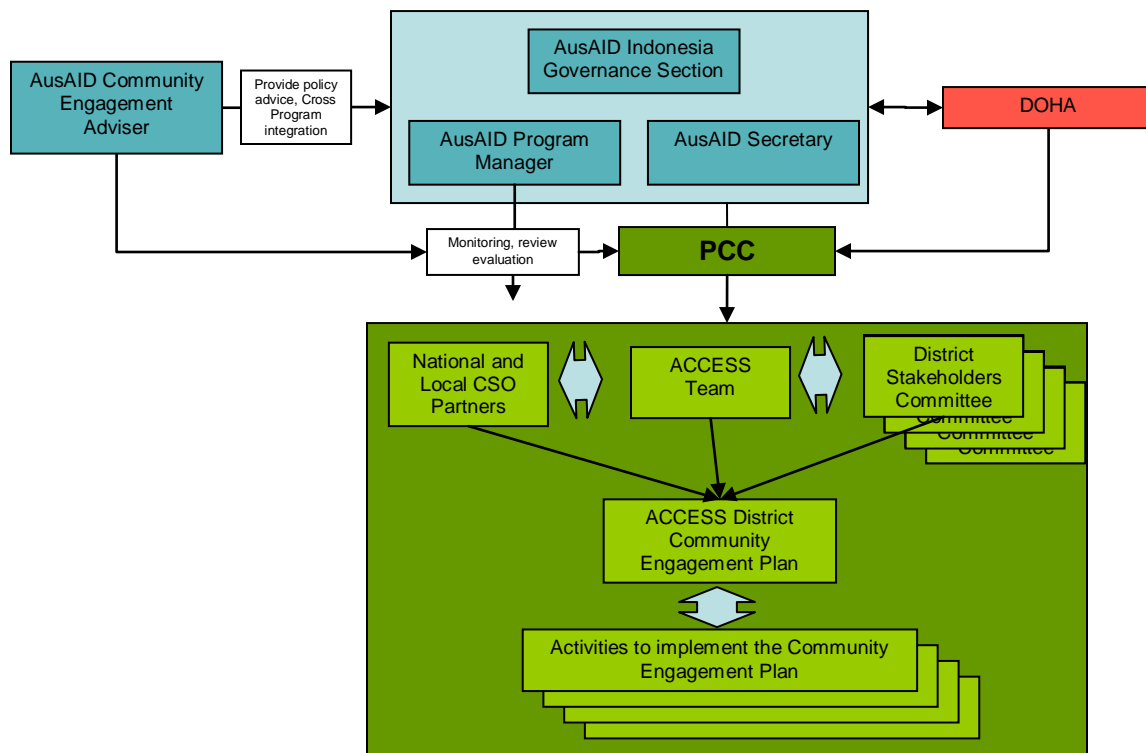
75. It is anticipated that the AusAID Program Officer and the responsible A-Based Activity Manager will have an upgraded role in monitoring the implementation of ACCESS in collaboration with MOHA. A key additional feature of this relationship is the inclusion of an AusAID Community Engagement/Governance Adviser to provide direct advice and support to AusAID on Civil Society Engagement and provide technical support to AusAID's monitoring role. This advisory position is part-time (up to 2 person months per year) and will assist AusAID and MOHA with their joint evaluation of the effectiveness of ACCESS, provide policy and strategic advice to AusAID, join with the AusAID Program/Activity Manager and other Governance Section staff in the high level monitoring of ACCESS implementation, and support and improve integration with other AusAID programs with a significant community development or civil society strengthening component.⁶⁰ This role will improve the integration of AusAID's approach to civil society across the program, provide significant strategic support to AusAID Post, and assist AusAID with the evaluation of current programs and formulation of new engagements.

76. On a six-monthly basis AusAID and MOHA will meet as the Program Coordinating Committee to consider progress of the Program, links with GOI, AusAID and other donor activities, and, on an annual basis, will review and approve the ACCESS Annual Plan. The PCC will consider the performance of the whole Program and not just issues of Managing Contractor performance. As such they will receive reports from the Managing Contractor, the AusAID Community Engagement Adviser, the AusAID Activity Managers and the MOHA on ACCESS progress. In particular they will consider appropriate strategies to mitigate design and contextual risks.

⁵⁹ It was found in ACCESS I that some Districts chose to develop a local MOU with ACCESS in order to formally mobilise internal government resources and personnel to support the program. This is not, however, a precondition for ACCESS engagement in the selected Districts, but rather an outcome of effective engagement over time.

⁶⁰ It is envisaged that the Community Engagement Adviser would have a period offer type contract, with AusAID issuing tasking notes for specific services as required.

Figure 3: ACCESS Stakeholder Relationships



Team Location

77. Given that the geographic focus remains in eastern Indonesia and initially in the current Districts it is recommended that the head-office remain in Bali. The current Provincial Offices will also be maintained. Further expansion of the ACCESS Program will occur as a result of the current Australian White Paper on Australian Aid and the subsequent revision of AusAID's Country Program Strategy. A further eight Districts are anticipated to be added to the program over the first two years. Additional Provincial offices may be required based on location however each office should strive to service two or more districts. One opportunity is that further expansion be influenced by a clearer focus for ACCESS on communities facing peace, conflict and development issues⁶¹. The opportunity may also arise for closer ties between ACCESS and follow-on activities from the LOGICA Project. Resourcing and management of the program must remain flexible to enable expansion into Districts in new Provinces.

Key operational processes/mechanisms

78. ACCESS II will adopt the operational mechanisms from ACCESS I (CLAPP, CSI, ODSI, CDST and ERSULA)⁶² with only minor adjustments (as they remain directly relevant to the re-conceptualized program and strategic framework) as follows:

⁶¹ AusAID's Peace, Conflict and Development policy is particularly relevant to Indonesia and the ACCESS program. AusAID Jakarta is undertaking a mission/study on these issues in advance of the new CPS.

⁶² The arrangements for these operational mechanisms are found in the ACCESS Program Operations Handbook, and in Annex H to this PDD.

- **Performance Assessment Framework (PAF)** will be conducted to focus at six levels of analysis for ongoing monitoring and evaluation. The earlier section on the PAF outlines the additional elements from ACCESS I.
- **Contractor Assessments**, as a part of monitoring six monthly site visits will be undertaken by the Independent expert and AusAID Activity Manager to provide an overall analysis of performance information, to draw significant lessons, issues and conclusions from the program. The MOHA could be invited to participate in these monitoring visits.
- The district level coordination meeting will perform a more strategic function as a **District Stakeholders Committee** to analyse and review changes in the context of civil society dynamics at the district level rather than of the ACCESS program.
- A re-configuring of the **international TA** positions will afford greater emphasis on external dissemination of lessons, working with others, and policy contributions.

I. Feasibility

Risk Analysis

79. As outlined in the rationale ACCESS has been designed to respond to the dynamic environment and changing context of Indonesian decentralised governance. The design seeks to manage the uncertainty in the environment by allowing for tailored District-based planning, flexible funding mechanisms, and additional AusAID technical and policy support in order to maintain relevance and impact. The key risks associated with the Program have been considered and are discussed below as risks associated with the design, implementation, and context⁶³.

80. The AusAID Peer Review of the Concept Design of ACCESS II recommended that the design team identify key Design and Implementation risks up-front and ensure that the design appropriately responds to these concerns. As such, at the commencement of the design mission an initial workshop with AusAID, MOHA and the ACCESS Team was held to determine some of the key design and implementation risks confronting the Program and identify which of these needed particular attention as part of the design process.

Design Risks

81. By its very nature the flexibility of the design to respond to changing circumstances is a risk in itself. Flexibility requires considerably more management and also more sophisticated monitoring to ensure that the changes are relevant to the environment and still likely to achieve the overall Purpose. To this end, the design of ACCESS includes several management tasks, divided between Indonesian organisations, AusAID Post, a proposed Community Engagement Adviser and a Managing Contractor. This is in recognition of the multiple management tasks but obviously runs some risk of lack of clear lines of responsibility and accountability.

⁶³ Design risks are those that relate to the overall concept of ACCESS and may reduce its overall effectiveness in reaching its Purpose; Implementation Risks are those internal to the efficiency or efficacy with which the ACCESS program is delivered; Context Risks are those that relate to the external environment in which ACCESS operates.

82. A second set of design risks relate to the ACCESS timeframe. Building the structure, principles and reality of effective civil society at the local level needs a long-term programmed approach spanning at least 10 to 20 years. Whereas this is possible, AusAID is restricted by the accepted standards of Management Service contracts which typically span three to five years. If this occurred the ACCESS program would need to be re-contracted throughout its lifespan with all the associated risks of sub-contract novation, changed teams, differing approaches, and relationship re-establishment.

83. A key risk for the transition to ACCESS II is the loss of team and relationships established over the past years. To limit this risk and allow more equitable competition in the tender process, the AusAID Request for Tender for ACCESS II will only require the tenderer to identify the two central long-term and two short-term advisers. The remainder of the team would be contracted within the first month of implementation and thus hopefully include many of the currently engaged local staff.

84. Finally AusAID's Country Program in Indonesia is currently under review. There is the possibility that the ACCESS design as it stands will need to incorporate new elements associated with either geographic expansion or absorption of other programs. The risk is that these amendments may delay the implementation process or be misaligned with the principles of engagement that typify ACCESS.

Implementation Risks

85. The District focus assumes an engagement between AusAID, ACCESS, LGUs and CSOs. While the design seeks to use various strategies to promote this engagement, it is not possible to assume that the ACCESS design will necessarily achieve this type of arrangement. The design rests upon credible and progressive engagement, built on relationships of trust and mutual accountability. There is some risk this will not happen. Management of this risk will require AusAID, the Managing Contractor and others to develop appropriate processes and to constantly encourage engagement beyond those areas of obvious agreement to those which may be more difficult. Monitoring of the process as well as the outcomes of this will be critical.

86. In addition if the performance monitoring and decision making arrangements for ACCESS are not effective then the Activity runs some risk of merely becoming a mechanism to direct funds toward activities and will lose the opportunity offered for strategic engagement and wider support to decentralised democracy.

87. Within the design there are risks which relate to the assumptions made. These are numerous and should be identified as part of the detailed risk identification undertaken during the inception period. Some have already been identified during the design phase and the current implementation of ACCESS (see Annex G), however these will need to be expanded and further developed as part of the inception of the new Phase.

88. The principles of Do No Harm, and conflict prevention and peace building embodied in AusAID's Peace Conflict and Development Policy, will be incorporated into risk management practices and the Program Operations Handbook.

Contextual risks

89. As outlined in some detail in the rationale for this design, decentralisation in Indonesia is still in its formative stages. While this design has taken into account the existing Indonesian Government plans and strategies, the looming local government elections, the lack of good models to improve local government engagement with its communities and the disconnected process of local planning leads to uncertainty. In addition, there are several donors working within the community sector. While AusAID currently cooperates with these donors, their planned interventions will have implications for ACCESS. There remains a risk that insufficient coordination between donors will lead to duplication or worse, some undermining of the key strategies contained in this design.

Risk Management Processes

90. Initial risk analysis has been undertaken for ACCESS and should be part of the monitoring for the facility performance. Further risk identification should also be undertaken as part of the development of the monitoring and evaluation framework for ACCESS. Given the flexible nature of the design for ACCESS it is also expected that new risks will be identified as the Activity proceeds. These should be identified as part of the ongoing performance monitoring process and added to the risk management plan as appropriate. Relevant stakeholders ought to be engaged in further development of this risk matrix.

Risk Management Responsibilities

91. The Managing Contractor is responsible for monitoring all levels of risk and for informing the decision making bodies about the potential impact of any risks or any realisation of risk. Risk reporting becomes part of the overall monitoring reporting for ACCESS, at both output and outcome levels. Management for implementation risks are the responsibility of the implementers to manage and should be covered by the risk management strategies developed in the risk matrix. Responsibilities for management of design risks are shared between the implementers and AusAID and the Government of Indonesia. Specific responsibility for each risk and the relevant management strategy needs to be in place to guide the response to these risks. Finally risks which arise from the context of ACCESS are outside the control of the activity implementers and often outside the control of either AusAID or the Government of Indonesia. They need to be identified and managed according to their threat to the viability and achievement of the activity.

Gender and HIV

92. Gender issues have been consistently addressed throughout the implementation of ACCESS I and the design process for ACCESS II. Particular mention needs to be made however, of the potential impact of increasing vulnerability to HIV for women in target Districts. Migrant workers returning to ACCESS districts is one concern. NTB, for example, sends a large number of men to Malaysia and Saudi Arabia for work. There was a 30% increase in HIV positive cases among NTB's migrant workers from 2002 to 2004⁶⁴ and nearly 60% of new infections in Indonesia have occurred among migrant workers and their partners.⁶⁵ Furthermore, other forms of gender-related discrimination that prevent women from owning land, property and other productive resources may increase women's economic vulnerability to HIV infection and limit their ability to seek and receive care and support. If serious preventative action is not taken, Indonesia could soon have the highest incidence rates of HIV/AIDS in all of Asia, rivalling Myanmar and China. ACCESS II needs to be pro-actively maintaining a timely and rapid response to this challenge by promoting efforts to increase the community preparedness, sharing information to contain the spread of the epidemic, and to help those already affected to access to education appropriate services and technologies. In particular, the program should ensure that community planning processes consider HIV issues, that women and men participating in capacity building programs which involve travel away from their own homes and communities have HIV briefing, and that all staff have HIV training included in their orientation upon deployment.

Anti-Corruption

93. While the program is directed towards building good governance at District level, ACCESS II also includes specific measures targeted at combating corruption in its operations. Selection of Districts for future programming will include an analysis of transparency and accountability in local government, funding mechanisms will be inclusive but not rely on government approval or decision making, and auditing mechanisms and accountability requirements will be embedded in all grant agreements and strongly enforced.

⁶⁴ "Sharp increase in trend of HIV/AIDS transmission in NTB", Kompas Daily, 24 Juli 2004.

⁶⁵ Epidemiological Fact Sheets on HIV/AIDS and Sexually Transmitted Infections (2005), UNAIDS and WHO, 2004 update data for Indonesia.