

Government of Indonesia

Government of Australia

**Asset Management Assistance Project  
(AMAP)**

**MID TERM REVIEW  
REPORT**

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## Acronyms and Indonesian Terms

ACM	Asbestos Containing Materials
ADB	Asian Development Bank
AGDC	Aceh Geospatial Data Centre (based in provincial Bappeda)
AGTP	Aceh Government Transformation Program (funded by the Multi Donor Fund)
AIMS	Asset Information Management System
ALGAP II	EU-funded, GTZ-implemented Aceh Local Governance Programme Phase II
AMAP	Aceh Mapping Assistance Program
AMS	Asset Management System – process and procedures for managing public assets; utilising AIMS and supported by capacity building initiatives
ARARB	AMAP Request for Approval of Revised Budget BOP V: 16 June 2009
AUD	Australian Dollar
AusAID	Australian Agency for International Development
BAKOSURTANAL	National Coordinating Agency for Survey and Mapping
Bappeda	<i>Badan Perencanaan Pembangunan Daerah</i> – Regional Development Planning Agency
Bappedal	Environmental Planning Agency
BKPP	Badan Kepegawaian Pendidikan dan Pelatihan Provincial Board for Human Resource Education and Training
BKRA	Badan Kesenambungan Rekonstruksi Aceh (Agency succeeding BRR)
BPDE	<i>Badan Pusat Data Elektronik</i> (Central Electronic Data Agency)
BPK	Badan Pemeriksa Keuangan. Supreme Audit Agency
BPKP	Badan Pengawasan Keuangan dan Pembangunan The state (national) Financial and Development Supervisory Board for internal auditing government an agency funded by national budget.
BNP	<i>Badan Pertanahan Nasional</i> – National Land Agency
BRR	<i>Badan Rehabilitasi dan Rekonstruksi</i> – Rehabilitation and Reconstruction Agency
Bupati	Head of kabupaten
Camat	Head of kecamatan
CB	Capacity building
CFAN	Coordination Forum for Aceh and Nias
C1CR	Component 1 completion report
Depdagri	Departemen Dalam Negeri. National Ministry of Home Affairs (MoHA)
Dinas	Sectoral Government Office
DPKKA	Dinas Pengelolaan Keuangan dan Kekayaan Aceh. Provincial Office of Financial Management and Property
DPKKD	Dinas Pengelolaan Keuangan dan Kekayaan Daerah. District Government Office of Financial Management and Property
DoF	Department of Finance
ETESP	Earthquake and Tsunami Emergency Support Project (ADB)
GIS	Geographic information system
GoNAD	Government of Nanggroe Aceh Darussalam – Province of Aceh (formal name)
GOI	Government of Indonesia
GPS	Global positioning system
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ) GmbH
HBM	Hazardous building materials (particularly asbestos)
IREP	Infrastructure Reconstruction Enabling Program
Kabupaten	District
Kecamatan	Subdistrict
LGSP	Local Government Support Project
LOGICA	Local Governance and Community Infrastructure Program (AusAID)
M&E	Monitoring and evaluation

MDF	Multi Donor Fund
NGO	Non-governmental organization
NITP	Nias Island Transition Project
O&M	Operations and maintenance
Pemda	<i>Pemerintah Daerah</i> - Local Government
PMSG	AusAID Aceh Program Monitoring Support Group
PUSDATIN	<i>Pusat Data dan Informasi</i> (Central Data and Information)
RAND	Reconstruction of Aceh and Nias Database
SIMBADA	BRR Sistem Informasi Manajemen Barang Milik Daerah Web and open source based asset management system including spatial and photographic information from BRR.
SIM-C	Spatial Information and Mapping Center
SIMDA	MoHA Sistem Informasi Manajemen Barang Milik Daerah Client Server based asset management system from BPKP for regional assets as required by law (kepmendagri 17/2007) and promoted by Depdagri
UNDP	United Nations Development Program
WB	World Bank

### AID Activity Summary

Aid Activity Name		Asset Mapping Assistance Project	
AidWorks initiative number			
Commencement date	September 2008	Completion date	December 2009
Total Australian \$		\$ 5,000,000	
Total other \$			
Delivery organisation(s)		Deutsche Gesellschaft fuer Technische Zusammenarbeit (GTZ) GmbH	
Implementing Partner(s)		The Rehabilitation and Reconstruction Agency for Aceh and Nias (BRR NAD-Nias) and the Government of NAD	
Country/Region		Indonesia	
Primary Sector			

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## Executive Summary

### Introduction

As part of the response to the December 2004 and March 2005 earthquakes and tsunamis in Aceh and Nias, in early 2007 AusAID and the BRR agreed to re-orientate \$5 million of funding towards an Asset Mapping Assistance Project (AMAP) to map "fixed public assets" that were reconstructed following the tsunami. AMAP would focus on mapping of reconstructed "fixed public assets" in NAD and Nias; and, development and implementation of a strategy for the training of local government counterparts in asset management including the management of hazardous building materials (such as asbestos containing materials). Pilot activities commenced in October 2007, a project design was finalised in May 2008 and GTZ was contracted to commence implementation in September 2008. The final design had three components: asset mapping; asset transfer and asset management.

AMAP was consistent with AusAID's draft Aceh Strategy 2008 to 2013 and complemented AusAID's Local Governance and Infrastructure for Communities in Aceh (LOGICA) program. Asset management could be an additional feature of the LOGICA initiative for a 'one-window' approach to government service delivery.

### Activity Performance

**Component 1** The activities and outputs planned for Component 1 were implemented largely as planned. A database of the field verified public assets has been transferred to BRR with implementation of the field work monitored by an independent contractor. 16,261 assets were found and verified within a very tight time frame and transferred the resulting data to BRR. The survey results have been improved during Component 2 where extensive technical support to the BRR assets and PUSDATIN teams has resulted in 1,267 assets with uncertain budget allocation being reduced to only five. The updated high resolution imagery arrived in Aceh in late August 2009.

**Component 2** For several reasons, possibly including the slow development of AMAP, BRR secured funding from UNDP to implement the planned asset information management system (AIMS) itself. AMAP was asked to change from support to AIMS development to developing a framework for an ongoing asset management system (AMS) appropriate to Aceh. AMAP has completed the revised Component 2 outputs (as documented in AMAP request for Approval of Revised Budget BOP V 16 June 2009 (ARARB16) Table 2.1). The AMS framework document has been prepared, technical support has been provided to PUSDATIN and AGDC where possible, and a scoping paper (supported by significant background research and development material) has been prepared for the MTR. Small inputs were made to plan activities to assist kabupaten governments to document and manage reconstruction assets containing hazardous building materials (HBM).

**Component 3** The AMAP team has produced a scoping paper based on the draft AMS framework on how the capacity building activities proposed for Component 3 should be implemented. A detailed implementation plan and costing has been completed for implementing AMS awareness raising for all kabupaten and agencies, and also pilot activities in six agencies and kabupaten to build capacity to prepare, manage and use inventories of public assets at kabupaten and provincial level. The first phase of this capacity building will be completed by the end of November.

### Conclusions and Recommendations

#### *Component 1*

1. AMAP has successfully surveyed fixed public assets across Aceh and Nias with good results for both on budget and off budget assets located and mapped.
2. BRR (and the Tim Integrasi) has since built its own AIMS (SIMBADA) which currently holds the data<sup>1</sup>. For reasons outside the control of the Project, the SIMBADA database is still not available

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<sup>1</sup> NITP staff who have worked with SIMBADA advise that the SIMBADA database now complies with BPK audit requirements and the GIS component is functioning. Kabupaten in Nias which have been introduced to and worked with both SIMDA and SIMBADA systems are reported to prefer SIMBADA.

- to the GoNAD agencies so they can use the information to complete the BRR asset transfer and verification processes. The inventory and handover process is more advanced in Nias due to work undertaken by BRR Nias before its closure and follow-on activities by the NITP.
3. The high quality spatial imaging procured by the Project is being checked before transfer to the GoNAD. Protocols for relevant agencies to access the images are being finalised.

#### **Recommendation #1: High Resolution Imagery**

Through the project team, AusAID closely monitor progress of image transfer protocol development and agreement so that higher level support can be provided to ensure the images are available for: (i) the planned AMAP capacity building activities; and, (ii) general non-commercial use for development purposes from when the images are transferred.

#### **Component 2**

4. Given the short time frame of AMAP (15 months) and limited remaining time after completing Component 1, the change in emphasis from developing and supporting capacity development for implementing an AIMS to focusing developing a framework for an AMS which is much more complicated, requires a much longer development and implementation period. Developing capacity in managing an AMS will require a much greater commitment and resourcing from the kabupaten governments so that AMAP Components 2 and 3 can only lay some groundwork for AMS capacity development.
5. With hindsight, a less ambitious approach to AMS development may have been more useful with a greater focus on the importance of the use of standard inventory formats (SIMDA and/or SIMBADA). linked to a GIS.

#### **Component 3**

6. The implementation plan for capacity building in the three pilot kabupatens proposed by the project team over the next three months is ambitious. The linkages with and implementation through BKPP and Syiah Kuala University will develop institutionalised resources that can be used for ongoing capacity building in public asset inventory development and implementation through GIS operation, remote sensing and, interpretation and field verification of assets.

#### **Recommendation #2: Component 3 Scoping paper and AMS Framework**

**R#2.1** AusAID accept the Component 3 scoping paper submitted to the MTR.

**R#2.2** AusAID accepts the AMS framework developed under Component 2.

**R#2.3** Activities during the pilot capacity building activities should focus on developing capacity to update and complete the inventory of reconstruction and other public assets with a specific focus on documenting assets affected by hazardous materials.

7. **Hazardous building materials** The project inputs to assessing the current situation and training needs for hazardous materials management have been limited. Aceh Jaya has a demonstrated need for support in documenting the location of the reconstruction public assets as part of the process of managing the potential HBMs that have been used there (and across Aceh). This need also aligns with some of the original priorities when the AMAP concept was being developed. A significant ongoing input to Aceh Jaya will be required after AMAP is completed in December if the initial AMAP support is to have any sustained impact.

#### **Recommendation #3: Ongoing support to Aceh Jaya Kabupaten Government**

AusAID should request LOGICA II to liaise with AMAP to develop and cost activities to support continuation of the AMAP activities in Aceh Jaya (and if possible, Aceh Besar and Aceh Tenggara) from December 2009. AusAID should give a high priority to including these agreed activities in the LOGICA annual work plans and budgets.

## **Coordination**

8. The coordination groups planned for the Project have not worked as planned (the proposed two groups may have been too ambitious). The activities of these groups were complicated by the differing imperatives of stakeholders which contributed to the AIMS work being funded by UNDP.

## **Design and Implementation Processes**

9. Within the time constraints, difficulties liaising with BRR and changing priorities, the GTZ implementation team has implemented the changing project priority activities effectively and efficiently to produce the agreed outputs.

## **Lessons Learned**

1. In a recovery situation, AusAID should consider using more flexible design and implement contracts for small projects in infrastructure or narrowly based technical areas.
2. Development of comprehensive asset inventories linked to mapping systems which have been verified is a valuable contribution to development for GOI local governments. These improved and accessible inventories linked are a necessary starting point for: (i) improved governance and annual GOI budgeting; (ii) implementing short and long term spatial planning; and, (iii) systematically implementing improved asset management.
3. For future activities where AusAID implements activities through development agencies such as GTZ (or UNDP, etc.) a management group of the team leader, AusAID program manager and the nominated managing agency representative should be formed and have formal monthly meetings.

## **Proposed Actions**

### **AMAP**

#### **A#1 Implementation of capacity building activities**

If the updated SIMBADA database and GIS is not available for use in the training activities, AMAP should use the AMAP prepared database of geospatial data as the basic database for training.

#### **A#2 Resourcing for ongoing CB support to pilot kabupatens**

If possible, AMAP should revise its input plans and CB activities to increase the funds available for ongoing implementation support in the pilot kabupatens. Funds not used before the project office closes could be allocated to support defined inputs to pilot kabupatens by agreed BKPP trainers and approved sub-contractors on outputs based contracts.

### **AusAID**

#### **A# 3 Co-ordination**

**A#3.1** AusAID, with AMAP, seek release of the updated SIMBADA database for use in the training activities for the pilot kabupatens and AGDC.

**A#3.2** AusAID, with AMAP, should initiate informal discussions with two main stakeholders groups: (i) programs with a mandate to develop capacity at kabupaten (LOGICA II, ALGP II, USAID) and provincial (ATGP, NITP, new CIDA project) levels to assess if the capacity building processes for public asset inventory development and use can be funded and continued in the pilot kabupatens and / or extended to other kabupatens in Aceh and Nias; and, (ii) GoNAD and GOI agencies with responsibilities for collecting or using public asset inventory information. This process will be started by AMAP with the planned briefing of the 800 new politicians in October.

**A#3.3** By late November, a formal meeting led by the provincial government and facilitated by AusAID be held to: (i) briefly present the outcomes of the pilot activities and the costs of extending the activities; (ii) assess if the capacity building activities should be continued. If yes; (iii) identify sources of funding (MDF, bilateral donors, GOI); (iv) consider how ongoing capacity building activities should be coordinated and managed; and, (v) develop a plan of action for sourcing the funding and coordinating the ongoing activities.

**A#4 Funding** AusAID should support the current draft proposal<sup>2</sup> from GoNAD to Depdagri for part of the unallocated MDF funds (approximately US\$30 million) to be allocated for further training in and implementation of the asset inventory activity across Aceh and Nias.

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<sup>2</sup> A request has been submitted by GoNAD to Pak Yoga at Depdagri to secure at least a US\$ 1 million for additional asset management capacity building. It is understood the MDF donors (apart from WB) are sympathetic to the concept.

# 1 INTRODUCTION

## 1.1 Background

On 26 December 2004 an earthquake in the Indian Ocean created a tsunami that devastated the coastal areas of Aceh and Nias. On 28 March 2005, another earthquake struck the island of Nias. These combined disasters killed at least 132,000 people and left 590,000 people homeless.

The region is nearing the end of the reconstruction phase and is focussed on longer term development challenges. Much infrastructure has been rebuilt and people displaced by the tsunami and earthquakes have returned to their new homes. The Badan Rehabilitasi dan Rekonstruksi (BRR), the government agency for reconstruction and rehabilitation in Aceh, has built 120,000 houses plus estimated 20,000 of public assets such as schools and health facilities. Other donors have built an additional 44,000 houses. In August 2007, AusAID and the BRR agreed to re-orientate \$5 million of funding towards an Asset Mapping Assistance Project (AMAP) to map "fixed public assets" that were reconstructed following the tsunami. It was also agreed that AMAP would focus on two aspects:

- Mapping of reconstructed "fixed public assets"<sup>3</sup> in Aceh and Nias; and,
- Development and implementation of a strategy for the training of local government counterparts in asset management including the management of hazardous building materials (such as asbestos containing materials).

AusAID appointed an Interim Assistance Coordinator for three months, commencing in October 2007 and the initial design commenced later that month. From February 2008 a small AusAID-funded team piloted methodologies for asset mapping and collection of textual data on the non-housing reconstructed assets using global positioning systems (GPS) in cooperation with the BRR data information centre (PUSDATIN). A major lesson from these activities was the potential impact of different IT systems across government agencies and different needs to be addressed early in the (project) process.

AMAP is consistent with AusAID's draft Aceh Strategy 2008 to 2013 and also complements AusAID's Local Governance and Infrastructure for Communities in Aceh (LOGICA) program. Asset management could be an additional feature of the LOGICA initiative for a 'one-window' approach to government service delivery.

## 1.2 Review Purpose

The terms of reference (attached in Appendix 1) specified that the mid term review (MTR) would review AMAP outcomes and the Contractor's performance to date. The MTR team would also be involved in scoping Component 3 with inputs from the asset management information system (AIMS) Lead Technical Adviser.

## 1.3 Approach and Methodology

In undertaking the scope of the MTR, the following combination of instruments will be required by the Consultant:

- (i) Familiarization with relevant program and activity documentation provided by AusAID;
- (ii) Participation in AusAID briefing sessions both prior to and at the conclusion of the field visit;
- (iii) A field visit to Banda Aceh to have a first hand review on the status of AMAP implementation, including meetings with AMAP team, stakeholders such as Government of Nanggroe Aceh Darussalam (GoNAD) agencies, asset management system (AMS) user group, BKRA and other agencies as appropriate.
- (iv) Presentation of initial findings of the MTR to AusAID Jakarta and GTZ team, followed by submission of draft and final MTR reports

The MTR team<sup>4</sup> visited Aceh from 24 - 28 th August and met with a range of stakeholders. The Team acknowledges the contributions and ideas from the AMAP Team and their logistics and interpretation support.

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<sup>3</sup> This specifically excluded housing which led to ongoing issues between BRR and AusAID on their exclusion.

<sup>4</sup> Sigit Pratignyo, Program Manager, Infrastructure, AusAID Jakarta Post. Ian Teese, evaluation specialist and development economist.

## 2 ACTIVITY PERFORMANCE

### 2.1 Project Design

A design team finalised a project design document for AMAP in May 2008. A summary of the design logframe is provided in Table 1.

**Table 1 Summary Logframe**

<b>Strategic AusAID Goal:</b> "Support and improve planning and delivery by local authorities, including through strengthened public financial management, and to improve capacity of communities to demand greater accountability and better access to services."		
<b>Goal:</b> Facilitate the efficient allocation of scarce resources and safe management of public assets within the provincial and district governments of NAD and Nias, in line with GOI decentralisation objectives and Indonesian service delivery standards		
<b>Objectives (Purpose):</b> Provide provincial and district governments with the appropriate tools (i.e. AIMS) and knowledge (i.e. training on AIMS and hazardous building materials) to effectively and safely manage assets (handed over by BRR) from April 2009 onwards.		
<b>Components</b> 1. Asset Mapping	2. Asset Transfer	3. Asset Management
<b>Objectives:</b> By December 2008, BRR (PUSDATIN) and SIM-Centre/AGDC will have an asset database that accurately records geospatial and textual data for all 25,000 "fixed public assets" reconstructed/rehabilitated by BRR (both on and off budget) in NAD and Nias.	By April 2009, NAD provincial government (AGDC) will have the necessary tools and knowledge to effectively operate and maintain the AIMS database transferred from BRR.	By November 2009, all district governments in NAD and possibly Nias will have the necessary tools and knowledge to effectively use spatial planning systems and safely implement OH&S practices when managing assets and hazardous building materials. The Scope of Services and working locations will be ascertained during this Mid Term Review.
<b>Outputs:</b> 1.1 Asset Information Management System (AIMS) 1.2 High Resolution Imagery 1.3 Geospatial mapping of each asset 1.4 Textual information on each asset	2.1 Assistance to BRR thematic groups 2.2 Transfer of AIMS 2.3 Training and support to provincial governments on AIMS	<i>To Be Scoped</i>

Because of the limited timeframe and specialised skills, AusAID approached UNDP and GTZ for proposals to implement the project. GTZ was contracted to deliver the project through a small team based in Banda Aceh. The AMAP team was mobilised in September and a final work plan for 2009 was finalised in December.

Table 2 below provides a summary of the changes proposed to the project component outputs in the AMAP Request for Approval of Revised Budget BOP V: 16 June 2009 (ARARB1606).

Table 2 Proposed Changes to Project Component Outputs from ARARB1606

Project Component Outputs		
	at Project commencement 2008	2009 Revision
<b>The Contractor will produce the following outputs for Component 1: Asset Mapping by 31 December 2008:</b>		
(a)	Refined definitions for “fixed public assets” in consultation with BRR.	Unchanged / completed
(b)	High resolution imagery for areas containing “fixed public assets”.	Unchanged Delivery rescheduled in consultation with Pemda and stakeholders for 30/6/09
(c)	Database of geospatial data for 25,000 “fixed public assets” ready for BPK audit.	Unchanged / Completed Survey data incorporated into BRR SIMAS system by 31/12/08
(d)	Database of textual data for 25,000 “fixed public assets”.	Unchanged / Completed Survey data incorporated into BRR SIMAS system by 31/12/08
(e)	Fully functioning AIMS using an integrated web-based GIS platform.	MODIFIED AIMS system development taken over by BRR/UNDP programme and AMAP requested to focus on AMS framework and capacity building
(f)	Quality Control and M&E of sub-contracted geospatial/textual data collection.	Unchanged / Complete M&E report submitted 15/2/09
(g)	Ongoing technical support for PUSDATIN and AGDC.	Unchanged Completed for BRR (PUSDATIN) on 16/4/09. Ongoing for AGDC and Pemda for asset and data transfer in
<b>The Contractor will produce the following outputs for Component 2: Asset Transfer by 30 April 2009:</b>		
(a)	Transfer consolidated asset database and AIMS from PUSDATIN to AGDC.	MODIFIED AMAP survey data provided to both BRR and AGDC on 15/12/08 and additional consolidated data on 15/2/09. Official transfer of data from BRR to AGDC under control and process of BRR transtion mangement process
(b)	Train AGDC personnel in the installation, operation and maintenance of AIMS.	MODIFIED AMAP staff positioned in AGDC to provide technical support and assist counterparts. Status of AIMS uncertain and under control of BRR and UNDP
(c)	Develop an AIMS Operational Manual and rollout strategy for AGDC.	MODIFIED AIMS manual and process now being implemented by UNDP. AMAP has moved to production of Asset Management System (AMS) Framework and associaed documentation and role out strategy
(d)	Provide technical support to PUSDATIN and AGDC during asset transfer.	Unchanged Completed for PUSDATIN and ongoing for AGDC. AMAP staff positioned in AGDC to provide technical support and assist counterparts.
(e)	participate in an Mid Term Review in March 2009 with key counterparts.	MODIFIED, AusAID conduct Mid term review July with key counterparts

Source:

## 2.2 Key Project Dates

Table 3 Key Project Dates

Date	Activity
December 2004	Earthquake and tsunami affecting Aceh and Nias
March 2005	Earthquake and tsunami affecting Nias
May 2006	AusAID commits A\$10 million to a three phase mapping project in cooperation with SIM-C and BAKOSURTANAL. First two phases completed involve radar imaging and topographical mapping.
August 2007	AusAID and BRR agree to reallocate remaining \$5 million for asset mapping project to map "fixed public assets" that were reconstructed following the tsunami. Emphasis placed on mapping and counterpart asset management training particularly for hazardous building materials.
October 2007	Interim assistance coordinator appointed and work starts on AMAP design and pilot mapping activities
February 2008	Pilot asset mapping activity to trial methodology and processes
May 2008	Peer reviewed project design document released including report on pilot activities.
May-June 2008	Negotiations with GTZ and UNDP to act as implementation contractor as short lead time to the main mapping support activity in November could be too short for AusAID managing contractor tendering process.
September 2008	AMAP Team mobilised
Nov-Dec 2008	Field data collection, collation and independent monitoring activities
15 Dec 2008	Collected data transferred to BRR and accepted
Jan 2009	BRR advise that UNDP will fund the AIMS development, request AMAP to develop AMS framework and provide capacity building support for use of AIMS
2 March 2009	AusAID / GTZ agree to proposed changes
4 March-16 June	GTZ submits revised budget and Basis of Payment to AusAID. Discussions continue
May- August 2009	Development of AMS framework including legal, asset management and management of hazardous building materials aspects.
5 August 2009	Component 3 scoping paper submitted
August 2009	AMAP team have still not been able to access SIMBADA database and updated/verified asset information from Tim Integrasi
21 August 2009	Component 1 completion report submitted
24-28 August	Mid term review
Oct-Nov	AMS socialisation and AIMS capacity building activities in pilot agencies and kabupatens
31 December	Scheduled project close

### 3 PROGRESS AND ACHIEVEMENTS AGAINST PERFORMANCE INDICATORS

#### 3.1 Component 1

The activities and outputs planned for Component 1 were implemented largely as planned. A database of the field verified public assets has been transferred to BRR with implementation of the field work monitored by an independent contractor. The updated high resolution imagery has just arrived in Aceh.

Specific outputs required were further defined by contract SS1, and a summary of the Component 1 completion status (from the Component 1 completion report (C1CR)) is provided in Table 4. This section is based on the C1CR.

**Table 4 Summary of Component 1 Outputs and Deliverables**

Item	Status	Comment
By 31 December 2008 BRR (PUSDATIN) and SIM-Centre/AGDC have an asset database that accurately records geospatial and textual data for all 25,000 "fixed public assets" reconstructed/rehabilitated by BRR (both on and off budget) in NAD and Nias.	<b>Complete</b> 15/12/2008	Survey data passed to Counterparts on schedule. Follow up data integration and query resolution January – March 09 Actual survey results indicate that the pre-survey estimate of asset numbers were overstated in the BRR RAN Data base
(a) Refined definitions for "fixed public assets" in consultation with BRR.	<b>Complete</b> 31/10/08	Included in field survey design
(b) High resolution imagery for areas containing "fixed public assets".	Supplier contracts issued	Delivery scheduled for 30/6/09 and awaiting suitable weather and cloud conditions for image capture
(c) Database of geospatial data for 25,000 "fixed public assets" ready for BPK audit.	<b>Complete</b> 31/12/08	Survey data incorporated into BRR SIMAS system by 31/12/08
(d) Database of textual data for 25,000 "fixed public assets".	<b>Complete</b> 31/12/08	Data Incorporated into BRR SIMAS System by 31/12/08
(e) Fully functioning AIMS using an integrated web-based GIS platform.	Removed from AMAP tasking by BRR on 4 <sup>th</sup> December 2008	AIMS system development taken over by BRR/UNDP programme and AMAP requested to focus on AMS framework and capacity building
(f) Quality Control and M&E of sub-contracted geospatial/textual data collection.	<b>Complete</b> Report 15/2/09	Complete M&E report Annex 3
(g) Ongoing technical support for BRR (PUSDATIN and BRR assets team)	<b>Complete</b> 16/4/09	Ongoing for asset and data transfer in Component 2
Ongoing technical support for AGDC and Aceh Government Pemda	Ongoing 30/11/09	Ongoing for data transfer AMS development in component 2 and 3

Source: AMAP Component 1 Completion Report

A more detailed work plan activity based on the approved Baseline Work Plan is summarized in the C1CR.

##### 3.1.1 Asset Mapping:

By December 2008, BRR (PUSDATIN) and SIM-Centre/AGDC had an asset database that accurately records geospatial and textual data for all 25,000 "fixed public assets" reconstructed/rehabilitated by BRR (both on and off budget) in Aceh and Nias. Issues arising during the activity included:

- (i) The initial survey results showed several anomalies that relate back to the poor quality of the initial asset inventory data provided by BRR and lack of available time and confusion as to what criteria were to be used to adequately analyse this initial data.
- (ii) The field survey findings indicated that in addition to listed assets from the initial BRR data, new assets not recorded in the original data were found; plus there were also many recorded "on budget" and "off budget" assets not found in the field.

- (iii) These anomalies required resolution and a process of additional review of BRR records and data analysis subsequent to the field survey carried out by AMAP.

Reasons for unfound assets included:

- (iv) Insufficient location information. This is the major reason for many on-budget assets not being found by surveyors. More than 70% of the unfound on budget assets are in this category.
- (v) Multiple identities for the same asset. There were many cases of one asset having many identities. For example, one road project was divided into many sections by the BRR, and contracted to many contractors by section.
- (vi) Not accessible. There were a small proportion of on-budget assets that were inaccessible during the survey. These included mainly the assets within military bases and some inaccessible assets.
- (vii) Not Existing. Assets that cannot be found in the indicated location. Some of these are still in the planning stage and not yet implemented, others cannot be found and no one in the stated location knows about the asset.
- (viii) Non Public Fixed Assets. Despite pre-survey checking of the initial BRR Inventory, there were still a small number of non public fixed assets included in the survey data collection information.
- (ix) Over estimated asset number. This category applies mostly to off budget assets managed by various NGOs, and variable quality of data was provided to the Reconstruction of Aceh and Nias database (RAND) by the NGO community.

Table 5 provides a summary of the assets surveyed.

Table 5: Total of AMAP Surveyed Fixed Public Assets by District and Classification

TOTAL NUMBER OF AMAP FIXED PUBLIC ASSETS BY DISTRICT AND CLASS										
PACKAGE	KABUPATEN	NUMBER OF ASSETS BY CLASS								
		Total	Economy	Education	Government	Health	Land	Line/Road	Major Infrastructure	Social
1	ACEH TAMIANG	74	2	28	2	12	16	4	10	0
	ACEH TENGAH	116	6	66	9	7	0	11	7	10
	ACEH TIMUR	232	5	48	50	30	3	19	77	0
	ACEH UTARA	548	48	78	48	68	6	127	130	43
	BENER MERIAH	102	3	48	18	17	1	7	3	5
	BIREUEN	703	31	130	86	193	3	89	128	43
	GAYO LUES	46	2	30	5	0	0	4	2	3
	KOTA BANDA ACEH	2,892	64	246	273	111	287	1,466	222	223
	KOTA LANGSA	46	0	24	3	1	3	7	6	2
	KOTA LHKOSEUMAWAWE	169	11	33	26	26	5	17	24	27
PIDIE	673	99	94	54	119	11	122	131	43	
PIDIE JAYA	378	13	44	24	55	27	97	85	33	
2	ACEH BARAT	2,203	36	272	216	305	24	138	1,018	194
	ACEH BESAR	2,473	113	315	160	233	92	253	1,040	267
	ACEH JAYA	2,008	43	164	108	149	201	106	1,180	57
	KOTA SABANG	148	4	27	12	17	6	19	48	15
3	ACEH BARAT DAYA	181	8	49	12	21	8	61	12	10
	ACEH SELATAN	100	3	32	13	7	1	32	7	5
	ACEH SINGKIL	137	20	29	18	28	0	27	10	5
	ACEH TENGGARA	53	1	30	5	4	0	10	0	3
	NAGAN RAYA	590	14	133	42	102	13	66	164	56
	NIAS	1,609	26	312	53	119	8	130	913	48
	NIAS SELATAN	372	12	120	26	34	0	67	90	23
	SIMEULUE	399	12	101	63	56	5	31	50	81
SUBULUSSALAM	9	0	6	1	2	0	0	0	0	
<b>Total</b>		<b>16,261</b>	<b>576</b>	<b>2,459</b>	<b>1,327</b>	<b>1,716</b>	<b>720</b>	<b>2,910</b>	<b>5,357</b>	<b>1,196</b>

### 3.1.2 Change of AMAP Focus from AIMS to AMS

During implementation of Component 1, AMAP received a request from BRR, to re-allocate funding of AMAP project budgeted for development of AIMS to increased capacity building. The development and transfer from BRR to local government (AGDC/BAPPEDA) of an AIMS was a central element in the contracted project scope of AMAP Components 1 and 2. BRR was developing an AIMS with UNDP technical assistance and have also been unwilling to provide full technical information or detailed briefing on their system. This development confused the role of AMAP in AIMS development and required clarification of contract, project objectives in the baseline work plan and subsequent discussions with asset management stakeholders.

AMAP initiated stakeholder meetings to seek guidance and agreement for the proposed re-focus of AMAP objectives. From these meetings the Aceh provincial government indicated that their highest priority was to develop an AMS framework supported by donors. This development required AMAP to alter its focus from tool development, i.e. AIMS, to analysis and design of AMS and complementary capacity building.

### **3.1.3 High resolution imagery for areas containing “fixed public assets”**

AGDC had requested the best quality and most recent imagery available. The availability of clear and recent imagery was considered to be more important than timing. Supplier contracts were issued and delivery has commenced with final product delivery in late August 2009. The delivery timing of final product was dependant on the number of cloud free days and available weather conditions.

### **3.1.4 AMAP Asset Survey Monitoring and Evaluation**

AMAP contracted an independent consultant to undertake an M&E survey of the AMAP managed ‘fixed public assets’ survey. The M&E consultant assessed:

- (i) Preliminary data preparation: This involved collation of spatial and textual data on the region and BRR coordinated reconstruction projects.
- (ii) AMAP Survey: A field inventory was conducted to locate, identify, map and classify fixed public assets.
- (iii) AMAP Survey Data management and security: A quality control and evaluation program aimed at evaluating the accuracy and completeness of the survey data

Three main aspects were checked: (i) quality control of GPS locations of sampled assets (98 % within 50 m of AMAP GPS location); (ii) quality control of asset classification (88% were the same as in the AMAP survey); and, (iii) quality control of asset status (67% as classified in the AMAP survey). Based on M&E consultant’s observations of the survey methodology and implementation, it is believed that only a small number of assets to be mapped were missed.

## **3.2 Component 2**

For several reasons, possibly including the slow development of AMAP, BRR secured funding from UNDP to implement the planned AIMS itself. AMAP was asked to change from support to AIMS development to developing a framework for an ongoing AMS appropriate to Aceh. Small inputs were made to plan activities to assist kabupaten governments to document and manage reconstruction assets containing hazardous materials. Table 6 summarizes progress to date as observed by the MTR team. The work done has laid the foundations needed to design and implement the proposed capacity building activities in Component 3.

**Table 6 Progress of Component 2 – Asset Transfer Activities**

Activity	Status	Comment
AMS technical advisor fielded and complete AMS need assessment process in Aceh	Complete	Needs assessment report delivered and forms basis of CB activity planned for AMS framework.
Review and revise AMAP resource	Complete	AMAP resources reallocated and recruited to implement AMS framework CB proposal.
Chair Technical and Steering Committee coordination meetings and provide secretariat services.	Initiated	New committee required to be established in NAD post BRR. Asset Stake holders meeting held 12/6/09. Proposals awaiting AusAID budget approval
Develop and hold technical and administrative workshops with all stakeholders involved in AMS development in Aceh and Nias to ensure inputs from all stakeholders are confirmed and agreed to refine AMAP stated project objectives.	On-going	Links developed with the major stakeholders and draft letters of offer are being finalized with the cooperating agencies – Bappeda / AGDC, DPKK, DPPKA, BKPP, Aceh Besar, Aceh Jaya and Aceh Tenggara. No major issues raised on letters during MTR stakeholder meetings.
Review BRR AIMS design to assist the NAD provincial government (DPPKA/BAPPEDA/AGDC) to have the necessary tools and knowledge to effectively operate and maintain the AIMS database transferred from BRR	Initiated	Not achieved through lack of cooperation from SIMBADA team which has not finished development. AMAP is planning its CB activities to use both SIMBADA and national SIMDA systems with support to BPKP to link SIMDA data to a GIS.
Provide technical support to BRR (PUSDATIN) and the NAD provincial government (AGDC) during asset transfer.	On-going	Follow up Survey and data clarification activities complete. AMAP staff working with unofficial AGDC counterparts in planned AGDC office.
Establish and operate project field offices in BAPPEDA (AGDC) to provide technical AMS development and logistical personnel to support the AGDC and AMAP project team.	Initiated	AMAP staff working with unofficial AGDC counterparts in planned AGDC office. These staff are included in letter of offer between Bappeda and AMAP and also have probably nominated for full-time AGDC positions.
Develop an AMS Operational Manual and rollout strategy for NAD and Nias (BAPPEDA/AGDC).	Initiated	This output is unrealistic given the lack of resources and time to develop an AMS operational manual and the lack of direct AMS implementation experience. Development of the AMS manual is a 2-3 year standalone project.
Capacity building program developed for Provincial Government and AGDC counterparts understanding and involvement in the installation, operation and maintenance of AMS.	Initiated discussions and meetings	Included in TOR of Asset Management Team. Full implementation subject to AusAID budget approval
Coordinate and participate in the MTR including arranging accommodation and transport, scheduling meetings with key stakeholders, coordinating the independent financial audit, and consulting with local government.	Proposed for June	Due to uncertainty from change from AIMS to AMS focus, the MTR was not appropriate until the basic framework had been developed. MTR now completed and draft recommendations submitted on 31 st August.
Clarify and specify AMAP involvement in hazardous materials training for local government counterparts and any specialised inputs required.	Expert sourced through GTZ SES network.	Input from hazardous waste specialist in July 2009. Report not extensive nor clear on what training should be provided. This could be partially due to a severely under-resourced kabupaten government in Aceh Jaya where major HBM problems exists.
Employ a specialist (OHSE) to design, implement and deliver the hazardous materials training programme for local government counterparts plus specify any specialized inputs required.	Expert sourced through GTZ network.	Input from hazardous waste specialist in July 2009. Currently not included in AMS CB activities.

### 3.3 Component 3

The AMAP team has produced a scoping paper based on the draft AMS framework and the known progress in designing and commissioning the BRR AIMS on how the capacity building activities proposed for Component 3 should be implemented. Progress to the end of August 2009 is summarized in Table 7.

**Table 7 Status of Component 3 Activities**

Item	Status	Comments
Work closely with the NAD government (DPPKA/BAPPEDA/AGDC)* and district government counterparts to prepare a Scoping Paper detailing activities proposed for Component 3 with input from the Mid Term Review team and local government counterparts.	Initial discussion and consultation complete	The scoping paper and the draft AMS framework are accepted by the MTR as outlining the planned activities for Component 3. The MTR will review the proposed budget for the planned activities.
Coordinate with ALGAP II and other agencies to develop and design joint capacity development in governance and AMS for NAD and Nias regional government counterparts	ongoing	AMAP has put in place cooperation arrangements with BPKK (AGTP) and Syiah Kuala University to assist with implementation of CB activities. Sib-contractors will also be used.
Deliver training to all district governments in AMS and AIMS, spatial planning tools and hazardous building materials. Subject to AusAID approval of the Scoping Paper	Not yet implemented	Original and revised targets of assisting all kabupatens in AIMS then AMS training were unrealistic. In practice a sound start to CB will be made with the newly resourced AGDC and in Aceh Besar (which already has a functioning GIS centre) and Aceh Tenggara (which is close to completing its asset inventory. Aceh Jaya will be provided with basic resources and training but will require substantial ongoing support to achieve a sustainable outcome. Other kabupatens will receive an introduction to AMS and the project CB process and will receive documentation on the AMS process.

A detailed implementation plan and costing has been forwarded to GTZ and AusAID for implementing AMS awareness raising for all kabupatens and agencies, and also pilot activities in six agencies and kabupatens to build capacity to prepare, manage and use inventories of public assets at kabupaten and provincial level. The first phase of this capacity building will be completed by the end of November 2009. The latest draft implementation plan is provided in Table 8.

### 3.4 Qualitative Assessment

AMAP has delivered the planned Component 1 outputs and outcomes. Within the constraints imposed by the requested change in direction and focus, Component 2 has laid the groundwork for delivering the planned capacity building in Component 3 (as set out below).

Table 8 Draft Implementation Program for AMAP Capacity Building

WBS	Task Name	Aug '09		Sep '09				Oct '09				Nov '09			Dec						
		20	27	3	10	17	24	31	7	14	21	28	5	12	19	26	2	9	16	23	30
1	<b>CB1</b> <input type="checkbox"/> <b>Prepare Training Materials, AMAP Team and BKPP (Diklat) Trainers For Delivery of Training and Capacity Building, and Prepare CB Plan for Project Period</b>																				
2	<b>CB1.1</b> <input type="checkbox"/> <b>Coordinate the Preparation of Training Materials and Prepare DACUM charts (training modules) and Course</b>																				
3	CB1.1.1 Prepare DACUM charts for Asset Management and Asset Mapping																				
4	CB1.1.2 Prepare Course Outlines from DACUM charts																				
5	CB1.1.3 Incorporate Materials from AMAP Current Findings (Legal, Systems and GIS/RS)																				
6	CB1.1.4 Assist AMAP GIS people to make revisions to GIS modules for incorporation into the training program																				
7	CB1.1.5 Incorporate Reference Information and Concepts into Training Materials																				
8	CB1.1.6 Assist AMAP Technical Staff to Prepare Lesson Plans for Asset Mapping and Management																				
9	CB1.1.7 Make final revisions and prepare for handover to Diklat																				
10	<b>CB1.2</b> <input type="checkbox"/> <b>Develop Skills of AMAP GIS/Technical Specialists and BKPP (Diklat) Trainers to Deliver Workshops and Provide Structured On The Job Training</b>																				
11	CB1.2.1 Prepare Materials for training																				
12	CB1.2.2 Assist AMAP Technical Team with training related matters - provide format for any training materials and assist the team to develop its training skills																				
13	CB1.2.4 Monitor assistance provided by AMAP technical staff																				
14	CB1.2.6 Review Progress Made to Identify Lessons Learned and Incorporate Findings into Long-Term Capacity Building Plan																				
15	<b>CB1.2.3</b> <input type="checkbox"/> <b>Provide sessions on training techniques - presentation skills, OJT, coaching, evaluation and monitoring of learning</b>																				
16	CB1.2.3.1 Training Techniques and Presentation Skills for OJT																				
17	CB1.2.3.2 On the Job Training Techniques																				
18	CB1.2.3.3 Training Needs Assessment																				
19	CB1.2.3.4 Preparing DACUM, course outlines and training session plans																				
20	CB1.2.3.5 Prepare attendance record sheets, schedules and evaluation forms for the capacity building and brief the technical specialists of the process and																				
21	CB1.2.3.6 Prepare OJT record books																				
22	<b>CB1.3</b> <input type="checkbox"/> <b>Prepare Capacity Building Plan for Project Period</b>																				
23	CB1.3.1 Review work to date and reports by technical team																				
24	CB1.3.2 Lead a discussion of the needs with the technical team. Where possible discuss needs with officials in Province, nearby kab/kota. Hold some discussions with																				
25	CB1.3.3 Prepare a draft plan. Review with Team Leader and technical staff. Revise if nee																				

## **4 FACTORS AFFECTING PERFORMANCE**

The close working relationship between the implementation team, GTZ and AusAID has contributed to AMAP achieving most of its planned Component 1 outputs and modifying its approach to meet the needs of BRR and the GoNAD in the other two components.

### **4.1 Institutional Issues**

The main issues have been in the change of focus within BRR from AMAP developing the AIMS to the BRR group accessing UNDP funding to develop the AIMS. During implementation of the asset mapping activity, there was some pressure from BRR for AMAP to map non-public assets such as housing. As this would have created a much larger workload, AMAP declined the invitation.

### **4.2 Sustainability Issues**

The main concern now is that not enough time (and resources) remain during the Project to provide necessary support and follow-up to the six pilot agencies. The newly established AGDC (based on the SIM-C), Aceh Besar and Aceh Tenggara are reasonably well developed and have relevant practical experience.

BPKK will have ongoing support from the UNDP implemented (MDF funded) AGTP for the next 18 months so will be able to develop the confidence and ability of BKPP staff to manage and implement the training programs developed with the AMAP and UNDP adviser teams.

Dinas Pengelolaan Keuangan dan Kekayaan Aceh, the Provincial Office of Financial Management and Property (DPPKA) and Aceh Jaya kabupaten are the two agencies that will need the most ongoing support. DPPKA will also receive support from the central GOI agencies and, as it is based in Banda Aceh, will also be able to readily access the BKPP and the SIMBADA support teams.

The major concern must be for Aceh Jaya which has an under-developed and under-resourced kabupaten government. Ongoing formal support from BKPP and informal support from Aceh Besar and Aceh Tenggara will be much more difficult to organise. For this reason, AusAID, other bilateral donors and the AGTP activity should consider ways in which ongoing support could be provided to Aceh Jaya.

### **4.3 Technical Issues**

AMAP has been working with known technologies and approaches. The main challenges have been how to support the local agencies implement and make best use of them. The public asset mapping activity was implemented within a very short time frame and has been supported by M&E processes to check the mapping.

#### **AIMS to AMS**

The change in focus from developing and assisting implementation of an AIMS to providing an AMS framework has required a change in the technical resources provided through the Project and reassessment of what was achievable within the timeframe.

Diverting AMAP efforts to the AMS framework has reduced the time and resources that could have been used to develop awareness of and to assist the roll out of the AIMS now developed as SIMBADA. The lack of feedback from the SIMBADA team and the legal inputs to AMAP to clarify the legal and regulatory aspects of Regulation 17 and implementation of asset management has led to the AMAP team to work closely with the Central Audit Office I Jakarta (BPK) to add a GIS interface to the GOI SIMDA system which BPK supports in the field.

This support to two inventory recording systems makes extension and implementation of the asset inventory management systems more complex but also provides options for kabupaten to select from. The Nias Island Transition Project (NITP) has been working with the two kabupaten to build on the asset inventories prepared by BRR Nias before the office was closed in November 2008. This has allowed the NITP staff to

closely assess both the SIMDA and SIMBADA systems as they are implemented by the kabupaten governments. The NITP staff believe that the links between the GIS information and the SIMBADA database provides a more useful management tool. This supports the decision of AMAP management to work with BPK to link the SIMDA inventory system to a GIS capacity. These links to GIS systems will allow both SMBADA and SIMDA information to be linked and used within the same kabupaten and across the province.

#### **4.4 Gender Issues**

The Project has not taken a proactive role in gender issues as it has largely been implementing an agreed program of support to existing activities. A pleasing aspect of the visits to the co-operating agencies was that several women were already working with the GIS capacity (in the case of the AGDC, leading activities). The MTR team expects that a significant proportion of new and developing trainees will be women.

#### **4.5 Environmental Issues**

A major objective of the project concept was to assist the kabupaten governments develop capacity in mapping where hazardous building materials (HBM) had been used and in how to manage disposal of waste materials and minimise short term problems with the in-situ HBM materials. Aceh Jaya has major problems with HBMs and had requested assistance in dealing with the problems.

AMAP has mobilised one consultant to review the situation and provide guidance on what should happen next. However, Aceh Jaya is the weakest co-operating institution and will need significant further support before it will be capable of proactively managing the HBM problems in its area.

#### **4.6 Coordination, Institutions and Linkages to Other ODA Activities**

AMAP has linked strongly with the other GTZ programs particularly ALGAS and the new MDF funded AGTP to build capacity of the kabupaten governments and provincial agencies. Unfortunately, these linkages have been largely informal as the formal coordination groups had not been active. This was partially due to the uncertainty of how AMAP would deal with the change from developing the AIMS to working on the AMS framework.

### **5 SOLUTIONS PROPOSED**

See Conclusions and Actions. NO changes are proposed to the costings as any planned changes are within the agreed budget. *Description and Assessment of the Revised Activity; Description of Revised Objectives, Outputs and/or Inputs; Cost of Revised Activity*

## 6 CONCLUSIONS AND ACTIONS NEEDED

### 6.1 Conclusions and Recommendations

#### (a) Component 1

10. AMAP has successfully surveyed fixed public assets across Aceh and Nias with good results for both on budget and off budget assets located and mapped, and found 16,261 assets within a very tight time frame and transferred the resulting data to BRR. This was a cooperative effort between the BRR, AMAP management team and contractors.  
The asset data and reconciliation between actual assets surveyed and the pre-survey data record is sound and well supported by the survey methodology, data analysis and independent M&E consultant.  
The survey results have been improved during Component 2 where extensive technical support to the BRR assets and PUSDATIN teams has resulted in 1,267 assets with uncertain budget allocation being reduced to only five.
11. BRR (and the Tim Integrasi) has since built its own AIMS (SIMBADA) which currently holds the data<sup>5</sup>.
12. For reasons outside the control of the Project, the SIMBADA database is still not available to the GoNAD agencies so they can use the information to complete the BRR asset transfer and verification processes. The inventory and handover process is more advanced in Nias due to work undertaken by BRR Nias before its closure and follow-on activities by the NITP.
13. The high quality spatial imaging procured by the Project is being checked before transfer to the GoNAD. Protocols for relevant agencies to access the images are being finalised.

#### Recommendation #1: High Resolution Imagery

Through the project team, AusAID closely monitor progress of image transfer protocol development and agreement so that higher level support can be provided to ensure the images are available for: (i) the planned AMAP capacity building activities; and, (ii) general non-commercial use for development purposes from when the images are transferred.

#### (b) Component 2

14. AMAP has completed the revised Component 2 outputs (as documented in AMAP request for Approval of Revised Budget BOP V 16 June 2009 (ARARB16) Table 2.1). The AMS framework document has been prepared, technical support has been provided to PUSDATIN and AGDC where possible, and a scoping paper (supported by significant background research and development material) has been prepared for the MTR.
15. The change in emphasis to developing an AMS framework rather than an AIMS following BRR securing UNDP funding for developing the AIMS was reinforced by feedback from the pemda that asset management was an area of kabupaten government capacities that needed strengthening.
16. The AMS activity has been implemented through development of an AMS framework that takes account of the legal, capacity and administrative requirements. Because of the complexity of developing an AMS framework to suit the range of assets under kabupaten control, the project team has needed a relatively long period to refocus the project activities and advise AusAID on what is possible within the remaining limited time.
17. Given the short time frame of AMAP (15 months) and limited remaining time after completing Component 1, the change in emphasis from developing and supporting capacity development for implementing an AIMS to focusing developing a framework for an AMS which is much more

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<sup>5</sup> NITP staff who have worked with SIMBADA advise that the SIMBADA database now complies with BPK audit requirements and the GIS component is functioning. Kabupatens in Nias which have been introduced to and worked with both SIMDA and SIMBADA systems are reported to prefer SIMBADA.

complicated, requires a much longer development and implementation period. Developing capacity in managing an AMS will require a much greater commitment and resourcing from the kabupaten governments so that AMAP Components 2 and 3 can only lay some groundwork for AMS capacity development.

18. With hindsight, a less ambitious approach to AMS development may have been more useful with a greater focus on the importance of the use of standard inventory formats (SIMDA and/or SIMBADA) linked to a GIS for the important tasks of:
  - a. Completing a kabupaten inventory of post reconstruction and other kabupaten managed assets to KPKD standards;
  - b. Documenting public assets that have (or may be) asbestos (or other hazardous) containing materials;
  - c. The use of the completed inventory for spatial planning; and,
  - d. Socialization of the benefits of formal asset management processes at kabupaten level, particularly in being able to include budget for O&M funding for the verified assets.

(c) Component 3

19. The implementation plan for capacity building in the three pilot kabupatens proposed by the project team over the next three months is ambitious. The linkages with and implementation through BKPP and Syiah Kuala University will develop institutionalised resources that can be used for ongoing capacity building in public asset inventory development and implementation through GIS operation, remote sensing and, interpretation and field verification of assets. These trainees plus public officials will also be aware of how these asset inventories can be used as the basis for management of the public assets in their areas.
20. The groundwork of AMAP in addressing the legal framework, hazardous waste monitoring and capacity building aspects of kabupaten asset inventory development will provide a good basis to support ongoing asset inventory development and use at kabupaten and provincial level.

**Recommendation #2: Component 3 Scoping paper and AMS Framework**

**R#2.1** AusAID accept the Component 3 scoping paper submitted to the MTR.

**R#2.2** AusAID accepts the AMS framework developed under Component 2.

**R#2.3** Activities during the pilot capacity building activities should focus on developing capacity to update and complete the inventory of reconstruction and other public assets with a specific focus on documenting assets affected by hazardous materials.

21. **Hazardous building materials** The project inputs to assessing the current situation and training needs for hazardous materials management have been limited. The report provided on hazardous waste issues did not provide significant guidance on future project inputs in this area.
22. Aceh Jaya has a demonstrated need for support in documenting the location of the reconstruction public assets as part of the process of managing the potential HBMs that have been used there (and across Aceh). This need also aligns with some of the original priorities when the AMAP concept was being developed. The kabupaten government has requested assistance in developing the capacity to document its assets but has no GIS equipment and limited human resources to support the capacity. A significant ongoing input to Aceh Jaya will be required after AMAP is completed in December if the initial AMAP support is to have any sustained impact.
23. **Resources for capacity building for AIMS use** Expansion of the AMAP role from design of the AIMS and provision of capacity building support to developing the AMS framework has probably used more resources in the planning / development period than the AIMS activity. This leaves fewer resources (and a shorter time) for the pilot capacity building activities. The AMAP management team should consider finetuning its planned inputs. Currently there are about Euro

30,000 of unallocated staff funds plus possible operating funds savings which could be used to fund sub-contract trainers / technical specialists.

### **Recommendation #3: Ongoing support to Aceh Jaya Kabupaten Government**

AusAID should request LOGICA II to liaise with AMAP to develop and cost activities to support continuation of the AMAP activities in Aceh Jaya (and if possible, Aceh Besar and Aceh Tenggara) from December 2009. AusAID should give a high priority to including these agreed activities in the LOGICA annual work plans and budgets.

#### (d) Coordination

24. The coordination groups planned for the Project have not worked as planned (the proposed two groups may have been too ambitious). The activities of these groups were complicated by the differing imperatives of stakeholders which contributed to the AIMS work being funded by UNDP.
25. There has been minimal coordination and sharing of knowledge by the BRR/UNDP SIMBADA team with the Project and other stakeholders. The MTR team acknowledges the importance of formal transfer and acceptance of the reconstruction assets but is disappointed in the lack of cooperation from the SIMBADA team. The effectiveness and potential impact of AMAP has been restricted by the reticence of the SIMBADA team to share information and experience.

**Recommendation #4: Co-ordination** AusAID (with AMAP) through the provincial government should take a leading role in facilitating the sharing information on public asset inventory development processes in Aceh and Nias.

#### (e) Design and Implementation Processes

26. The final PDD indicates the design process for AMAP took a long time (10 months) to reach an approved design with a further five months for the implementation team to be mobilised. This long gestation period may have contributed to BRR seeking support from other donors to implement the AIMS.

AusAID used a flexible approach to organise a pilot phase but the long development period and need for BRR to meet deadlines relating to the documenting and handing over of reconstruction assets limited the time available for AusAID to contract implementation of AMAP<sup>6</sup>. This led to GTZ and UNDP being considered as the managing contractors. GTZ was selected as managing contractor.

27. Within the time constraints, difficulties liaising with BRR and changing priorities, the GTZ implementation team has implemented the changing project priority activities effectively and efficiently to produce the agreed outputs.
28. Because of changes in GTZ operating structures and the need for the project to comply with GTZ as well as AusAID procedures, the implementation team has dealt with a more challenging management environment than on other AusAID projects managed by Australian based managing contractors (AMC) experienced in AusAID systems and requirements. Much of this disadvantage has been offset by GTZ providing additional technical inputs<sup>7</sup> and closer linkages with the GTZ implemented programs such as ALGAP in Aceh. The use of GTZ as the managing contractor has not disadvantaged AMAP and has provided some advantages that would not have been available through an AMC.

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<sup>6</sup> It is understood at least one Australian based contractor was monitoring the AMAP development phase as it was interested in bidding for implementation.

<sup>7</sup> GTZ has funded at least one short term adviser and also an intern to support the project team.

## 6.2 Lessons Learned

1. In a recovery situation, AusAID should consider using more flexible design and implement contracts for small projects in infrastructure or narrowly based technical areas. In the case of AMAP, AusAID already had management contractors (such as GHD, Coffey, Hassall International or UNDP) working on larger activities in Aceh who may have had the technical and management capacity to deliver a design and implement contract for the asset mapping support activity.
2. AMAP demonstrates that appropriate Indonesia sub-contractors can be used to implement data collection, mapping and verification activities with appropriate field monitoring systems.
3. Development of comprehensive asset inventories linked to mapping systems which have been verified is a valuable contribution to development for GOI local governments. These improved and accessible inventories linked are a necessary starting point for: (i) improved governance and annual GOI budgeting; (ii) implementing short and long term spatial planning; and, (iii) systematically implementing improved asset management.
4. Development of capacity of government agencies at provincial or district level in asset management is a long term task requiring a long awareness raising phase linked to practical project tasks.
5. For future activities where AusAID implements activities through development agencies such as GTZ (or UNDP, etc.) a management group of the team leader, AusAID program manager and the nominated managing agency representative should be formed and have formal monthly (or more often as required) teleconferences (or face to face meetings when convenient). Processes should be agreed on so that, when necessary, timely tactical and strategic decisions can be made by two members of the management group (with immediate reporting to all members).
6. Where AusAID activities are managed by an international development agency, financial and strategic management will be facilitated when the contracted agency manages the financial disbursements in-country and the project supervisor is based locally full time.
7. Implementation of donor funded activities to assist the formal winding up or completion of a recovery support activity can be affected by unforeseen difficulties which challenge a functioning development project coordination committees. All stakeholders must be committed to working through the coordination group if the project is to be able to respond effectively to changing conditions.

## **7 PROPOSED ACTIONS**

### **7.1 AMAP**

#### **A#1 Implementation of capacity building activities**

If the updated SIMBADA database and GIS is not available for use in the training activities, AMAP should use the AMAP prepared database of geospatial data as the basic database for training.

#### **A#2 Resourcing for ongoing CB support to pilot kabupatens**

If possible, AMAP should revise its input plans and CB activities to increase the funds available for ongoing implementation support in the pilot kabupatens. Funds not used before the project office closes could be allocated to support defined inputs to pilot kabupatens by agreed BKPP trainers and approved sub-contractors on outputs based contracts. For the short period involved (2-3 months) these (small) funds could be managed through LOGICA (or another suitable AusAID or GTZ managed Aceh based project) or through AGTP or NITP.

### **7.2 AusAID**

#### **A# 3 Co-ordination**

**A#3.1** AusAID, with AMAP, seek release of the updated SIMBADA database for use in the training activities for the pilot kabupatens and AGDC.

**A#3.2** AusAID, with AMAP, should initiate informal discussions with two main stakeholders groups: (i) programs with a mandate to develop capacity at kabupaten (LOGICA II, ALGP II, USAID) and provincial (ATGP, NITP, new CIDA project) levels to assess if the capacity building processes for public asset inventory development and use can be funded and continued in the pilot kabupatens and / or extended to other kabupatens in Aceh and Nias; and, (ii) GoNAD and GOI agencies with responsibilities for collecting or using public asset inventory information. This process will be started by AMAP with the planned briefing of the 800 new politicians in October.

**A#3.3** By late November, a formal meeting led by the provincial government and facilitated by AusAID be held to: (i) briefly present the outcomes of the pilot activities and the costs of extending the activities; (ii) assess if the capacity building activities should be continued. If yes; (iii) identify sources of funding (MDF, bilateral donors, GOI); (iv) consider how ongoing capacity building activities should be coordinated and managed; and, (v) develop a plan of action for sourcing the funding and coordinating the ongoing activities.

**A#4 Funding** AusAID should support the current draft proposal<sup>8</sup> from GoNAD to Depdagri for part of the unallocated MDF funds (approximately US\$30 million) to be allocated for further training in and implementation of the asset inventory activity across Aceh and Nias.

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<sup>8</sup> A request has been submitted by GoNAD to Pak Yoga at Depdagri to secure at least a US\$ 1 million for additional asset management capacity building. It is understood the MDF donors (apart from WB) are sympathetic to the concept.