



FINAL EVALUATION:
NIAS ISLANDS TRANSITION PROJECT (NITP)

FINAL REPORT

20 August 2012

RICHARD M CHIWARA (TEAM LEADER)

ERI TRINIRUNI-ADHI (TEAM MEMBER)

Following the closure of the Aceh-Nias Rehabilitation and Reconstruction Agency (Badan Rehabilitasi dan Rekonstruksi – BRR) in 2009, there remained a huge gap between the management capacity of the district governments in Nias Islands, and the capacity required for continuing major investment projects. The district governments in Nias Islands were aware of and acknowledged this gap, and requested support in addressing these challenges in order to fulfill the responsibilities assigned by Regulation 47/2008, which states that reconstruction funds from the central government budget are to be managed by provincial and district governments; and stipulates the responsibilities of the district governments as follows:

- To deliver the remaining GOI funds to complete the activities outlined in the Revised Master Plan;
- To ensure that ongoing projects supported by Multi-Donor Fund (MDF), Asian Development Bank (ADB) and World Bank are completed by 2012; and,
- Coordinating ongoing off-budget contributions from bilateral donors.

The Nias Islands Transition Project (NITP) was developed in response to this request. The project was funded by the Multi-Donor Fund (MDF) for Aceh and Nias, and was implemented by the United Nations Development Programme (UNDP) in collaboration with the Ministry of Home Affairs (MoHA) and the National Development Planning Agency (Badan Pencanaan dan Pembangunan Nasional – BAPPENAS).

Project activities were started in July 2009 under the Project Initiation Plan (PIP), but this report constitutes the Final Evaluation of the project implementation from July 2010 to June 2012 after the project document was formally signed. The Final Evaluation was undertaken by two independent evaluators hired by UNDP over the period 18 June – 27 July 2012. The purpose of the evaluation was to assess the performance and success of the project, including identification of its specific achievements, good practices and lessons learned. The evaluation was undertaken over a period of 30 working days and included a document review; in-country data-collection, including field visits to Nias Islands; and triangulation of information through multiple stakeholder interviews and presentation of preliminary findings to the evaluation reference group (ERG). This report incorporates comments of the ERG on the presentation of preliminary findings and the first draft report.

The evaluation found the project to be very relevant and aligned to national priorities, particularly with regards to addressing the legacy of BRR and developing requisite capacity and mechanisms at district government level to sustain BRR investment results in particular, and other Rehabilitation and Reconstruction efforts in general. The project was also appropriate and quite feasible in the context of Nias Islands. The project addressed the following three

issues, which are the major components for sustainable development in a disaster-prone region such as Nias Islands:

- ① Capacity of district administration to manage public investment projects for construction, operation and management of economic and basic services assets and infrastructure,
- ② Partnership between the local government and civil society to plan and implement development programmes, and
- ③ Ability of local government to manage disaster risk and community resilience to cope with disasters.

Overall, the evaluation found that the project had made considerable progress towards its intended results, but the overall objective was not fully achieved. One of the main reasons why the overall objective was not achieved was that the nature and magnitude of the challenges in Nias Islands proved to be more complex than had originally been anticipated. This was particularly the case since no baseline studies or development needs assessments were undertaken prior to the project launch and implementation.

With regards to the expected output 1 results, the full transfer of ex-BRR assets and systems into the district government structures was not fully achieved. A very important project result however, was the establishment local legislation to establish dedicated Asset Management Unit, and by the end of the project, every district in Nias Islands had a dedicated Asset Management Unit. The asset management system – SIMBADA – was not sufficiently customized for implementation in Nias Islands. At the time of the evaluation, the system had been customized by a sister UNDP project, Aceh Government Transformation Project (AGTP). According to the MoHA, SIMBADA was introduced in Nias Islands because the asset management module of SIPKD, which is now in use in Nias Islands, was not yet developed.

On output 2, the project had supported the development of the provincial Action Plan on Rehabilitation and Reconstruction (RENAKSI), which was a significant achievement, but due to the proliferation of Nias islands, adoption into specific district plans was not yet completed. The project also supported the development of district spatial plans and the Nias Islands disaster risk map, which were completed just before the project closing. However, the quality of the documents was being questioned by the key stakeholders, particularly the alignment of the two documents. The alliance of Non-Governmental Organisations (NGOs) in Nias Islands known as FORNIHA, district governments and private sector had proclaimed a Forum for Local Economic Development (*Pengembangan Ekonomi Lokal - PEL*) to champion civil involvement in development planning in the Islands. The project supported the Forum, which had produced a laundry list of development priorities for the districts in Nias Islands. The question that remained unanswered in everyone's mind was whether the Forum would be able to sustain its operations after closing of the project.

With regards to output 3, on mainstreaming Disaster Risk Reduction (DRR) in district government systems, the project supported establishment of a Regional Disaster Management

Agency known as Badan Penanggulangan Bencana Daerah (BPBD) in Nias and South Nias districts; and every district in Nias Islands now had an established BPBD. Although the BPBDs were still in their infancy, in South Nias district, a landslide struck in December 2011, and the BPBD was able to coordinate the emergency response and lead the reconstruction of damaged infrastructure. Through project support, mainstream of DRR into the school curriculum was completed in April 2012, including development of the teaching modules and training of teachers in selected pilot schools. North Sumatera provincial government was planning to replicate this output in other districts outside Nias Islands. However, integration of gender-sensitive DRR was not yet underway due to delays in implementing the Regional Regulations on Mainstreaming DRR.

The evaluation found the following to be the good practices emanating from the project implementation:

- The establishment of dedicated Asset Management Units in district government structures,
- Coaching of district government staff in implementing regional asset regulations and guidelines, and
- Integration of DRR into the school curriculum.

The evaluation also recognized the following as some of the critical lessons to be learned from the project process:

- ▶ Effective project design can be strengthened by targeted development needs assessment and baseline studies,
- ▶ Staff cannot be effective if they are not trained in all aspects of their functions,
- ▶ Effective intervention at appropriate level of local governance is critical,
- ▶ An elaborate and clear exit strategy is critical for sustainability, and
- ▶ Project of this nature will have more flexibility when supported by a broader partnership.

The evaluation noted that cooperation among all government administrative levels, particularly between the provincial administration and the district governments in Nias Islands, and also between the central government agencies such as the Liquidation Team and the local administrations in North Sumatera is a critical condition for the effective transfer of assets and asset management responsibilities to the district governments. With respect to programming alternatives going forward, the evaluation made the following four recommendations:

Recommendation One: Future programmes on poverty reduction, sustainable development and DRR should continue to target Nias Islands.

Recommendation Two: The scope of interventions in Nias Islands should be expanded to enhance local administrative capacity in Public Financial Management.

Recommendation Three: UNDP should develop broader partnership base to support programmes with a longer-term focus.

Recommendation Four: UNDP should apply tested global best practices in programme development; such as the global UNDP capacity development approach and gender-sensitive DRR.

Contents

A.	EXECUTIVE SUMMARY	ii
----	-------------------------	----

C.	ACRONYMS	viii
CHAPTER 1	INTRODUCTION.....	1
1.1.	Background	1
1.2.	Structure of the Report.....	2
CHAPTER 2	PROJECT DESCRIPTION.....	2
2.1.	Project Strategy.....	3
2.2.	Results Framework.....	3
2.3.	Project Implementation Plan	5
CHAPTER 3	EVALUATION DESCRIPTION.....	6
3.1.	Evaluation Scope	6
3.2.	Evaluation Objectives.....	6
CHAPTER 4	EVALUATION APPROACH AND METHODOLOGY	7
4.1.	Evaluation Approach.....	7
4.2.	Evaluation Methodology.....	8
4.3.	Limitations.....	9
CHAPTER 5	DATA ANALYSIS	9
CHAPTER 6	EVALUATION FINDINGS AND CONCLUSIONS.....	10
6.1.	Project Relevance.....	10
6.2.	Appropriateness.....	12
6.3.	Effectiveness	13
6.4.	Sustainability.....	24
6.5.	Impact of Project Results	25
6.6.	Crosscutting Issues.....	27
6.7.	Monitoring and Reporting	28
6.8.	Conclusions	29
CHAPTER 7	RECOMMENDATIONS	30
CHAPTER 8	LESSONS LEARNED and GOOD PRACTICES.....	32
8.1.	Good Practices	32
8.2.	Lessons Learned.....	33
ANNEX 1	DOCUMENTS REVIEWED.....	35
ANNEX 2	INDIVIDUALS INTERVIEWED.....	36
ANNEX 3	EVALUATION TERMS OF REFERENCE	38

ADB	Asian Development Bank
AGTP	Aceh Government Transformation Programme
BAPPENAS	Badan Perencanaan dan Pembangunan Nasional (National Development Planning Agency)
BNPB	Badan Nasional Penanggulangan Bencana (National Board for Disaster Management)
BPBD	Badan Penanggulangan Bencana Daerah (Regional Disaster Management Unit)
BPKP	Badan Pengawasan Keuangan dan Pembangunan (Internal Audit Institute)
BRR	Badan Rehabilitasi dan Rekonstruksi (Aceh-Nias Rehabilitation and Reconstruction Agency)
CBDRR	Community-Based Disaster Risk Reduction
CPAP	Country Programme Action Plan
CPRU	Crisis Prevention and Recovery Unit
CSO(s)	Civil Society Organisation(s)
DCT	District Coordination Team
DGU	Democratic Governance Unit
DIPA	Daftar Isian Program dan Anggaran (Budget Programme Implementation Form)
DJKN	Direktorat Jenderal Kekayaan Negara (Directorate General of State Asset Management)
DRR	Disaster Risk Reduction
ERG	Evaluation Reference Group
FORNIHA	Forum Peduli Tano Niha (Alliance of civil society organisations)
FPO	Field Projects Office
GOI	Government of Indonesia
IDR	Indonesian Rupiah
IP	Implementing Partner
M&E	Monitoring and Evaluation
M&R	Monitoring and Reporting
MDF	Multi-Donor Fund
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
NGO(s)	Non-Governmental Organisation(s)
NIM	National Implementation Modality
NITP	Nias Island Transition Project
NPM	National Project Manager
O&M	Operation and Maintenance

OECD/DAC	Organization for Economic Cooperation and Development – Development Assistance Committee
PEL	Pengembangan Ekonomi Lokal (Local Economic Development)
PFM	Public Financial Management
PIP	Project Initiation Plan
PIU	Project Implementation Unit
PMU	Project Management Unit
R&R	Reconstruction and Rehabilitation
RENAKSI	Reconstruction and Rehabilitation Action Plans
SIMBADA	Sistem Informasi Manajemen Barang Daerah (Regionally-Owned Asset Management Information System)
SIPKD	Sistem Informasi Pengelolaan Keuangan Daerah (District Financial Information Management System)
SSB	Sekolah Siaga Bencana (Disaster Alert Schools)
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme

1.1. Background

1. After the tsunami in December 2004, another disaster - an earthquake measuring 8.7 on the Richter scale struck the islands of Nias and Simeulue in March 2005, devastating the island of Nias and demolishing buildings in the main town, Gunung Sitoli. More than 20,000 people were left without shelter, food and water; and largely unable to escape because of collapsed roads and bridges. On 29 April 2005, the President of Indonesia signed the Emergency Decree for the establishment of the Aceh-Nias Rehabilitation and Reconstruction Agency, which became known as the Badan Rehabilitasi dan Rekonstruksi (BRR) for Aceh and Nias.

2. The BRR regional office ended its operations in the Nias Islands in December 2008, and the Agency formally ceased operations in April 2009, leaving only a small team in Nias Island to finalize the handover to the local governments. The closure of BRR and donor programmes exposed two critical challenges for public administration in Nias Island. The first was the low institutional capacity to deal with the large financial resources that were made available in response to the earthquake from both government and non-government agencies; and the second was the lack of adequate legal and policy frameworks to enable adequate district government expenditures for operations and maintenance of the assets that had been under the financial and operational authority of BRR, which had not been formally assigned to the local authorities.

3. The Government of Indonesia (GOI) prioritized completion of the remaining infrastructure and capacity building for reconstruction and rehabilitation over the years 2010 to 2012; and issued Regulation 28/2007, which states that reconstruction funds from the central government budget are to be managed by province and district governments. The regulation provides the responsibilities of the district governments as:

- To deliver the remaining GOI funds to complete the activities outlined in the Revised Master Plan;¹
- To ensure that ongoing projects supported by Multi-Donor Fund (MDF), Asian Development Bank (ADB) and World Bank are completed by 2012; and,
- Coordinating ongoing off-budget contributions from bilateral donors.

4. The district governments in Nias Islands acknowledged that they did not have the required capacity to manage large public projects, including the assets created and formerly managed by

¹ Presidential Decree 47/2008, which defines the key development outcomes for North Sumatera Province and the Districts of Nias and Nias Selatan.

BRR. In 2010, the Nias Islands Transition Project (NITP) was developed in response to the request by the district governments in Nias Islands (at the time there were only two districts, Nias district and South Nias district) for support in addressing these challenges in order to fulfill the responsibilities assigned by Regulation 28/2007. Activities under the Project Initiation Plan were launched in July 2009, with formal project implementation through a partnership of the GOI, MDF and the United Nations Development Programme (UNDP) starting in July 2010 to June 2012 after the signing of the project document. This report is in fulfillment of the provisions of the project document on Monitoring and Evaluation (page 28), and in line with UNDP programming regulations, which provide that a Final Evaluation of the project must be undertaken when the project is closed.²

1.2. Structure of the Report

5. UNDP commissioned the Final Evaluation of the NITP project in June 2012. The evaluation was undertaken by a team of two independent evaluators, with an international consultant as team leader, supported by a national consultant. The evaluation was undertaken over a period of 30 days from 18 June to 27 July 2012. The results of the Final Evaluation are presented in this report.

6. The report is presented in eight chapters. Chapter 1 contains the introduction and background to the project. Chapter describes the project, followed by Chapter 3, which contains the evaluation scope and objectives. Chapter 4 describes the evaluation approach and methodology, followed by description of data analysis process in Chapter 5. Chapter 6 contains the evaluation findings and conclusions, with the recommendations and lessons learned making the last two, Chapters 7 and 8 respectively.

CHAPTER 2

PROJECT DESCRIPTION

7. The project was initially designed to cover the period 2008 – 2011, with an initial budget of US\$3,990,000 of which UNDP contribution was \$100,000 and the remainder financed by the MDF. In December 2011, UNDP requested and was granted additional financing of \$700,000 and a six-month extension, thus effectively increasing the allocated budget to \$4,590,000 and extending the project end date to June 2012.³

² UNDP Handbook on Planning, Monitoring and Evaluation for Development Results, September 2009.

³ NITP Amendment Request (June 2011-June 2012), December 2011

2.1. Project Strategy

8. While the government's response for the reconstruction and rehabilitation of Nias Island was led by the BRR agency, several other development and humanitarian actors, including inter-governmental agencies, multilateral and bilateral organizations as well as non-governmental organizations (NGOs) were also actively engaged in various types of recovery initiatives in Nias Islands. Many of these initiatives focused on capacity building within a development context, without specific attention to the needs that had arisen as a result of BRR's operations and achievements, and the subsequent transfer of its roles to the district governments following its closure in 2009. The NITP project was specifically developed to fill the gap left by BRR. In parallel with the NITP project, UNDP was also implementing the Aceh Government Transformation Programme (AGTP) with more or less similar objectives covering Aceh Province, which had also suffered extensive destruction of infrastructure and livelihoods from the Tsunami.

Government BRR exit strategy:

- ensure sufficient capacity of district governments and other partners to repair, maintain and operate transferred assets;*
- ensure smooth transition from reconstruction phase to local development; and*
- develop mechanisms for including DRR into the local government development framework.*

9. The project strategy was to provide support to strengthen local government capacity to address, in the short term, the immediate needs of recovery and to strengthen institutional capacity for sustainable development. To execute this strategy, the project intended to directly respond to three challenges facing district governments in Nias Islands:

- ① Ensuring a smooth transition process in which completed assets and management systems are transferred to district governments;
- ② Strengthening the capacity of the local governments to manage the recovery process and manage long-term socio-economic development to reduce poverty in Nias Island; and
- ③ Mainstreaming Disaster Risk Reduction (DRR) into all government and community level development planning and implementation.

2.2. Results Framework

10. Based on the project document, the project was intended to contribute to the following United Nations Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan (CPAP) outcomes:

UNDAF Outcome: Protecting the vulnerable and reducing vulnerability; Support to Master Plan for Aceh and Nias; and Promoting Good Governance.

CPAP Outcome: (5.3) Government and civil society able to design and implement sustainable development policies demonstrating principles of good governance.⁴

11. Three main concerns were raised by stakeholders during the consultations that culminated with the NITP project document. The first was that Nias Islands was one of the most disaster-prone regions in Indonesia, and as such it should be expected that another earthquake similar to or worse than that of March 2005 would occur at some point in future. It was therefore critical that DRR be addressed as a priority in the Island development planning. The second concern was that, being a remote rural area, Nias Island was one of the most disadvantaged and neglected regions in Indonesia, in terms of resource allocations and access to basic services. The earthquake had drawn unprecedented attention to the Island, along with significant investment in infrastructure and basic services. This momentum needed to be maintained. The third concern was on the absence of a vibrant civil society, which resulted in little accountability on the part of the government (prior to the 1999 decentralization legislation) and the district administrations.

12. The project design therefore intended to address these concerns through three substantive outputs and one management output. Table 1 below shows the project overall objective and its expected outputs as articulated in the project document.

Table 1: Project expected results and associated rationale

Project outcome: Greater district and province capacity to complete the recovery process and to apply best practices in managing ongoing activities and reducing risks to disasters arising from natural causes.	
Output	Output objective
Output 1: Ensuring a smooth transition process in which completed assets are transferred to district agencies and establishing asset management systems.	The aim was to address the challenge for district governments to take over assets created by BRR.
Output 2: Strengthening the capacity of the local governments to manage the recovery process and long-term socio-economic development to reduce poverty in Nias and South Nias.	The objective underlying this output was to accelerate the transition from reconstruction to development.

⁴ Country Programme Action Plan 2006 – 2010.

Output	Output objective
Output 3: Mainstreaming DRR into the government and community level development planning and implementation.	The underlying objective was to develop community resilience to natural disasters, thereby consolidating the gains of the reconstruction and rehabilitation efforts.
Output 4: Project is effectively implemented, monitored, reported and audited.	The underlying objective was to ensure that the project provides “value for money”.

2.3. Project Implementation Plan

13. The Ministry of Home Affairs (MoHA) was the lead project Implementing Partner (IP) with authority delegated to the Director-General for Regional Autonomy. UNDP Democratic Governance Unit (DGU) provided quality assurance at all levels; and the Field Projects Office provided operational support to the Project Board and the Project Management Unit (PMU). The governance and management structure had three tiers as shown in Table 2 below.

Table 2: NITP Governance and Management

Membership	
Project Steering Committee (for both AGTP and NITP)	Chair: MOHA Members: MoHA, MDF, BAPPENAS, MOF, BPKP, UNDP, North Sumatera government and Nias district governments
Project Board	MoHA, UNDP, National Project Director (DPOK-OTDA), Pemda Sumatera, Pemda Nias, Pemda South Nias
Project Management Unit (PMU)	National Project Manager, Coordinators for Project Outputs, Finance, and M&E.

14. According to the project document, the project implementation strategy was based on continuous formulation and implementation of sub-projects addressing needs identified by the provincial and district governments. After each sub-project is completed, its outputs and impacts would be assessed to determine if any additional capacity building is required for the same target agency or function. This approach was intended to ensure that capacity building was central to the NITP project and that it is undertaken as comprehensively as possible, covering both institutional (Unit/department) and functional (individual) levels.

3.1. Evaluation Scope

15. The unit of analysis or object of study for the Final Evaluation was the “Nias Island Transition Project”, understood to be the set of outcomes, outputs, activities and inputs that are detailed in the project document and in associated modifications made during implementation.

16. The evaluation was based on standards set out in the Evaluation Criteria for Evaluation of Development Assistance established by the Development Assistance Committee of the Organization for Economic Cooperation and Development (OECD/DAC):

- ▶ **Relevance** – the extent to which the expected outputs are consistent with national and local policies and priorities; and the needs of post-Tsunami sub-national governments in Nias Islands and provincial government of North Sumatera in the post-disaster context;
- ▶ **Appropriateness** – the importance of the interventions relative to the needs and priorities, and whether the interventions were acceptable and feasible in the context of the sub-national government in Nias island in the post-BRR era;
- ▶ **Efficiency** – whether or not resources and inputs were converted to results economically;
- ▶ **Effectiveness** – the extent to which intended results were achieved, including the cause-and-effect link of project activities to outputs;
- ▶ **Sustainability** – the probability that project benefits will remain in existence after the closing of the project, including assessment of the capacity of the sub-national governments in Nias island to maintain and manage development projects in future; and
- ▶ **Impact** – the changes in human development and people’s well-being that were brought about by the interventions, whether directly or indirectly, intended or unintended.

3.2. Evaluation Objectives

17. The purpose of the evaluation was to assess the performance and success of the project, including identification of its specific achievements, good practices and lessons learned to enable the project partners to identify the key areas that would be suitable for up-scaling and replication. The evaluation was also intended to provide knowledge and lessons learned to inform the design of future capacity development projects in support of (1) sub-national governments, and (2) disaster-affected regions.

18. Based on the evaluation terms of reference (ToR), the specific evaluation objectives were:

- (i) To assess the extent to which the project created an enabling environment to help shape government performance in managing post-Tsunami transition processes;
- (ii) To assess effectiveness and achievement of NITP's outputs;
- (iii) To gain insight into the level of client satisfaction with the project;
- (iv) To review the effectiveness of the gender mainstreaming strategy;
- (v) To identify good practices and lessons learned in the area of capacity development of local government;
- (vi) To identify good practices and lessons learned in the area of project implementation, including effectiveness of the National Implementation Modality (NIM), known as DIPA (Daftar Isian Program dan Anggaran); and
- (vii) To provide recommendations for sustaining the benefits of the project, strategic issues and initiatives for potential future assistance to Nias islands.

CHAPTER 4 EVALUATION APPROACH AND METHODOLOGY

4.1. Evaluation Approach

19. The evaluation was undertaken in the following five stages:

- a) **Passive data collection.** Review and analysis of PRODOC, UNDP country program documents, periodic planning and M&E reports, annual programme reports, Government policy papers. During this phase, the consultants developed a question guide detailing for each evaluation topic, the key evaluation questions, data collection method and sources of data.
- b) **Active data collection.** Interviews of all stakeholders through individual and/or group interviews of final beneficiaries, institutional beneficiaries, implementation stakeholders, and external stakeholders. The interviews were carried out during the in-country mission undertaken over a 10 day period, including a visit to the Nias Islands and North Sumatera.
 - i. Interviews of implementing partners (UNDP senior management and programme staff, , Ministry of Home Affairs, Ministry of Finance (MoF), Bappenas, Provincial Government of Sumatra, District Governments of Nias and South Nias districts.
 - ii. Sampling of subprojects and interviews of beneficiaries with an emphasis on sustainability of the activities and infrastructure established in the service of final beneficiaries.
 - iii. Discussions with CSOs and NGOs that were active in livelihoods and DRR sectors.

- c) **Data analysis.** Analysis and interpretation of data into relevant information to assess the status of expected project results and outputs. This culminated in a preliminary draft evaluation report with specific findings and proposed recommendations.
- d) **Presentation and discussion of findings.** A final presentation of preliminary findings, lessons learned and conclusions was made to the Evaluation Reference Group (ERG) to validate the findings leading into the drafting of the final evaluation report.
- e) **Final draft report.** A final draft report incorporating comments from stakeholders and the ERG and including evaluation recommendations was submitted for further validation of information.

4.2. Evaluation Methodology

20. The evaluation was undertaken over a period of 30 days in the following sequence:

- a) Five days of home-based background document review culminating with a draft Inception Report outlining the evaluation plan and methodology, which was shared and agreed with the commissioners of the evaluation. The list of documents reviewed is shown at Annex 1 of this report;
- b) Ten days of in-country mission during which individual and group interviews were conducted with a total of 35 individuals, including government officials from the central government in Jakarta, the provincial government of North Sumatera and the district governments of Nias and South Nias districts and Gunungsitoli Municipality; MDF, UNDP senior management and programme staff, Field project officers, civil society representatives and community members. The list of individuals interviewed is shown at Annex 2 of this report;
- c) Presentation of preliminary findings, conclusions and lessons learned to the evaluation reference group (ERG), at which comments were provided to the evaluators; and,
- d) A draft of the evaluation report was shared with the ERG. The present final report incorporates the comments of the ERG.

21. In addition to the basic principles of independence, impartiality, objectivity and confidentiality, the evaluation also observed the following principles:

- ✦ Consultative and participatory evaluation by stakeholders at all levels;
- ✦ Triangulation of information from multiple sources; and
- ✦ Seeking consensus and agreement of conclusions and recommendations.

4.3. Limitations

22. The timing of the evaluation coincided with the closing of the project, which posed some challenges with the scheduling of interviews as most of the key partners were preparing to go to the final Project Board meeting in Batam. As a result, the evaluators' first week in Jakarta was very unproductive with only three meetings scheduled; and consequently, the evaluation was unable to meet with officials from the Ministry of Finance and Liquidation Team.

CHAPTER 5

DATA ANALYSIS

23. Analysis of the data was based on qualitative methodologies, primarily utilizing content and context analysis of information obtained through document review and interview with project partners and stakeholders. Analysis was undertaken continuously throughout the evaluation process, and simultaneously with the data collection process. Data was initially collated into sub-categories based on the evaluation questions and then triangulated with various information sources to establish consistency and validity. Any gaps in information or contradictions in the information were validated through further consultations with the project manager or the ERG.

24. Based on the evaluation objectives as provided in the TORs, the evaluation will seek to verify, through a review of the indicators whether or not the project outputs were achieved, any unintended results – positive or negative – and the extent to which these outputs have or can be reasonably expected to contribute to outcomes; including the potential for their sustainability and replication.

25. The data analysis process was specifically guided and targeted towards providing answers to the following key evaluation questions as articulated in the ToRs:

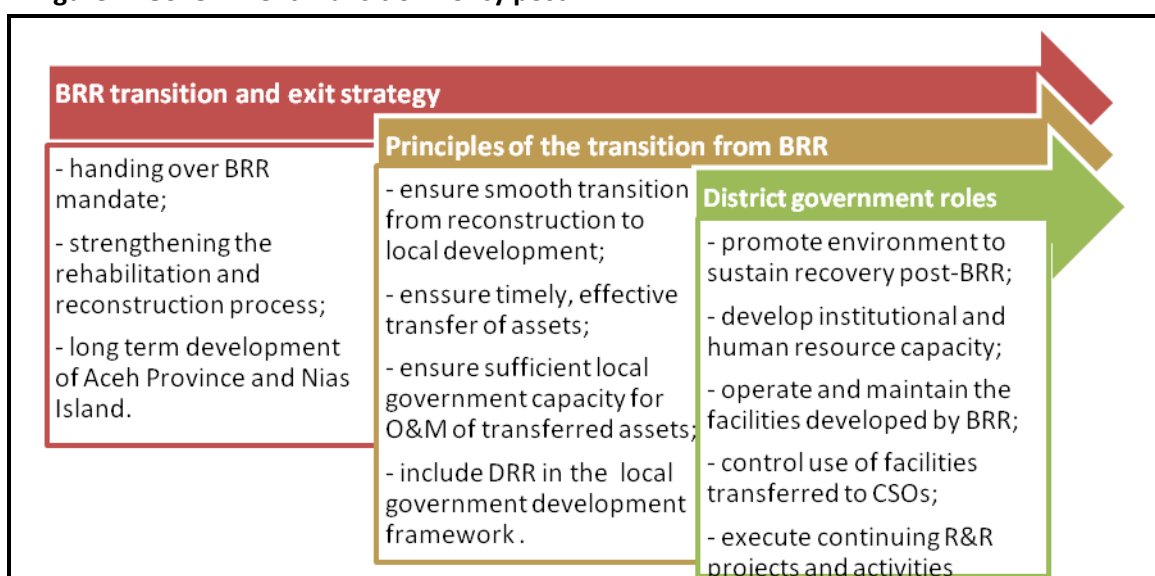
- a. Were stated outputs or outcomes achieved?
- b. What progress towards the outcomes has been achieved?
- c. What factors have contributed to achieving or not achieving intended outputs?
- d. To what extent have the outputs contributed to the outcomes?
- e. Has the UNDP partnership strategy been appropriate and effective?
- f. What factors contributed to effectiveness or ineffectiveness?

6.1. Project Relevance

26. This section presents the findings of the independent evaluation on the relevance of the project, defined as the extent to which the expected outputs are consistent with national and local policies and priorities; and the needs of post-Tsunami and post-earthquake sub-national governments in Nias Islands and provincial government of North Sumatera. Overall, the evaluation finds the project very relevant and aligned to national priorities, particularly with regards to addressing the legacy of BRR and developing requisite capacity and mechanisms at district government level to sustain BRR investment results.

27. As a specialized agency established by a Presidential decree, BRR had extensive powers and resources that enabled it to recruit highly specialized and technical staff. Due to its isolated location away from the provincial capital in Medan, the district governments did not have the technical capacity to match that of BRR and as such were not always effective counterparts for BRR.⁵ It **was** critical therefore, in order to maintain the momentum and impact of BRR's reconstruction efforts, that the systems and processes developed by BRR were integrated into the long-term plans, budgets and operations of the district governments in Nias Island. The GOI identified this as part of its priorities for the BRR exit strategy. Figure 1 below illustrates the government's transition policy post BRR and the roles that district administrations in Nias Island were expected to play post BRR.

Figure 1: Government Transition Policy post-BRR



Source: Evaluators' design adopted from Project document, page 6.

⁵ Evaluation ToR, page 5

28. The evaluation noted that the design of the NITP project specifically responded to and addressed the principles of the transition from BRR (center box above), and also contributed to developing local governments' capacity to assume the roles set out in the government's transition policy. The evaluation also noted however, that the project's relevance may have been slightly compromised by the lack of targeted and specific baseline study to inform an effective project design. Long into the implementation of project activities, UNDP realized that the challenges in Nias Islands were much more complex than was originally anticipated. For example, ineffective coordination and communication between key stakeholders in regional asset management and the Tim Likuidasi (Liquidation Team) caused some delays in asset transfer as district governments persistently declined the list of transferred assets with incomplete supporting documents, or assets considered to be in poor condition or excessively valued. Typically, this was an indication of the lack of adequate government policies and regulations as well as low understanding of the established laws and regulations governing regional asset management, which would have been identified and appropriately planned for if a baseline study and needs assessment had been undertaken.

Lack of storage space in Gunung
Sitoli



29. In another example, UNDP also realized that district governments had insufficient capacity in public financial management (PFM), including budgeting, accounting, cash control and reporting. As such, the project's capacity building efforts tailored specifically for asset management could not be effectively assimilated outside the context of an effective PFM system. Also quite significantly, it was realized that district agencies were almost devoid of the required mechanisms for effective Operation and Maintenance (O&M) of assets, such as trained personnel, systems, buildings, equipment and materials. For example, allocations for O&M were budgeted for only for those assets which had already been registered. This meant that the budget for O&M of BRR assets which had not been registered could not be allocated. However, UNDP noted that according to the MoF Decree on Transferred Assets, district governments should allocate O&M budgets for all assets in use regardless of whether they are registered or not. According to the Amendment Request submitted by UNDP to MDF in December 2011, *"...the current allocations for O&M have been budgeted under the absence of appropriate legal references or policies in the districts"*.⁶ Consequently, capacity building for the various agencies was having little impact on O&M of assets because of lack of essential resources. The combined effect of absence of asset management system and the non-

⁶ NITP Amendment Request, page 5.

completion of the process of transferring ex-BRR assets therefore affected the overall transition from recovery to development.

6.2. Appropriateness

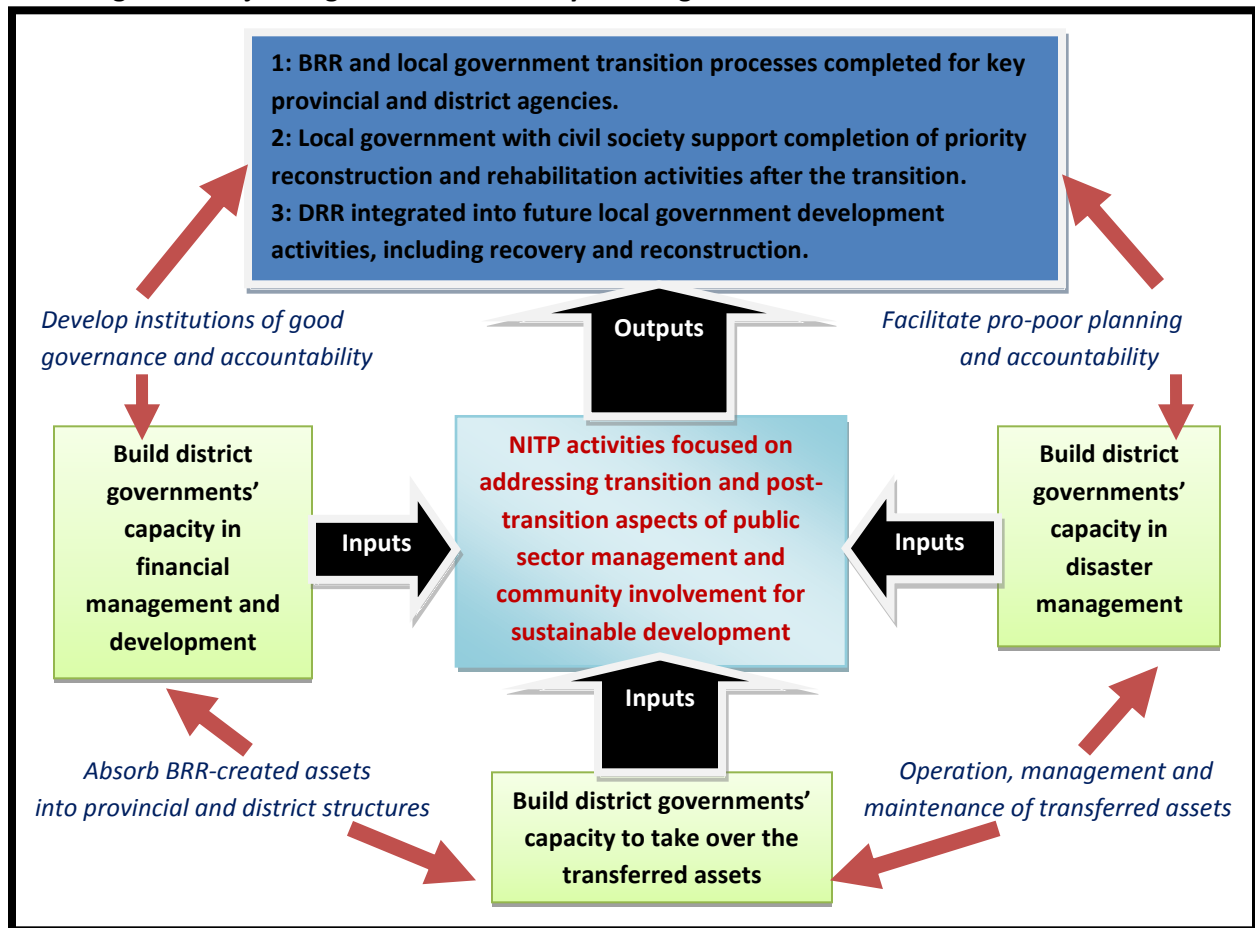
30. This section presents the evaluation findings on the importance of the interventions relative to the needs and priorities of the target beneficiaries, and whether the interventions were acceptable and feasible in the context of the sub-national government in Nias Islands in the post-BRR era. Overall the evaluation found the project very appropriate and quite feasible as demonstrated by some of the examples discussed below.

31. With regards to the importance of interventions, the project had very high level of appreciation by the communities. For example, civil society organizations working in Nias Islands have come together to establish various forums to strengthen their advocacy and participation in some of the key project focus areas, including in local development planning, through the LED Partnership Forum (Form Kemitraan PEL) and in DRR through the DRR Forum. Specifically with regards to DRR, Nias Islands is very prone to natural disasters, and already in April 2011, the district of South Nias suffered some mudslides after 12 days of continuous rains. The Regional Disaster Management Unit (Badan Penanggulangan Bencana Daerah - BPBD) in South Nias was able to effectively coordinate local response and recovery, including coordinating military, police and private sector response efforts. Some of the infrastructure such as bridges and roads that were damaged in the mudslide were rehabilitated within a very short timeframe.

32. The evaluation was satisfied that the project had a lot of support and appreciation by the district government staff. In all the districts visited during the in-country mission (Nias, South Nias and Gunungsitoli), the evaluators were informed that the project had provided the staff with critical knowledge in systems that they were not previously familiar with, particularly in the areas of asset management, asset appraisal and training in financial management information systems such as the Sistem Informasi Pengelolaan Keuangan Daerah (SIPKD).

33. The evaluation also found the project very logical. The model clearly defines the three critical ingredients for sustainable development as (i) availability of economic and basic services assets and infrastructure that are effectively managed, (ii) partnership between the local government and civil society to plan and implement development programmes, and (iii) ability of local government to manage disaster risk and community resilience to cope with disasters. The project pathway to change is illustrated in Figure 2 below.

Figure 2: Project Logic model and theory of change



Source: Evaluators' design based on analysis of the project results framework

34. Figure 2 illustrates the interrelation of various project components – objectives, outputs, inputs and activities – in a non-linear relationship. For example, the sub-objective to “build district governments’ capacity to take over the transferred assets” includes the critical capacity to (i) absorb BRR created assets into district structures, and (ii) operate, manage and maintain the transferred assets. The project therefore supported the development of required activities and inputs to achieve this, in the broader framework of support to ‘addressing transition and post-transition aspects of public sector management and community involvement for sustainable development’, which in turn contributed to the project outputs in the blue box.

6.3. Effectiveness

35. This section presents the evaluators’ findings on the extent to which intended results were achieved, including an analysis of the cause-and-effect link between project activities and

the outputs. Overall, the evaluation was of the opinion that significant progress was made towards the expected results; however, the results fell short of completely addressing the project overall objective. This was in part due to changes in the operational environment beyond the project's control; for example, the expansion of the work-load due to proliferation of Nias Islands into four districts and a municipality (from an original two districts). The other part was due to the lack of comprehensive baseline study and needs assessment prior to the project launch; which in some cases limited the scope of some of the interventions relative to the magnitude of the challenges and the intended results.

6.3.1. Output 1: Results Achieved

Output 1:	INDICATORS
<i>BRR and local government transition processes completed for key provincial and district agencies and implemented in a timely, efficient and transparent manner.</i>	<i>Planning, financial, procurement and M&E systems from BRR adopted by district government agencies.</i>
	<i>Repair, maintenance and operation systems for transferred assets regulated by district government agencies.</i>

36. The project contributed to transferring and integrating ex-BRR systems into the district structures. Ex-BRR assets with issued decrees total IDR 1.1 trillion, and of that, IDR 696 billion were registered in the local inventories of Nias and South Nias districts. At the close of the project, the project had not completed the full transfer and adaptation of BRR systems to the district governments; and this was mainly due to the magnitude of capacity constraints facing the districts. For example, the project plan was to introduce an integrated asset management system known as Sistem Informasi Manajemen Barang Daerah (SIMBADA). Capacity development and coaching sessions for SIMBADA were completed in 2010 and the application was installed in all district agencies' computers. However, the application was not implemented for a variety of reasons. In the first place, the system was meant to be audited by the MoHA before it could be adopted as the operational system for asset management; but this audit has not yet been done. Secondly, the application required some technical adjustments to customize it to the requirements for the district administrations in Nias Islands. The system also had inherent flaws, including inadequate security settings for accessing and editing data. However, the evaluation understands that the customization process was being led through the AGTP project, but was yet to be tested and implemented in Nias Islands.⁷

⁷ It is expected that the customized SIMBADA will be taken up by MOHA Directorate General of Regional Finance (DJKD) and distributed to Nias and any other regions in Indonesia beyond project period.

37. However, the evaluation was more concerned with the attitudes towards SIMBADA expressed by the various users in the district governments. Many of them noted that there was nothing wrong with SIPKD, which is the system that is currently in use. They observed that SIPKD had four modules (planning, budgeting, accounting and reporting) and two additional modules (asset management and payroll). In their opinion therefore, all that was required was to build staff capacity in SIPKD. The evaluation raised the issue with officials from the MoHA and MoF and they confirmed that there was no real need to change the system from SIPKD to SIMBADA. They noted, for example that there were misconception about SIPKD's ability to support planning. However, this was because the district governments were not trained in the planning module because the coaching sessions undertaken by the MoHA in Nias Islands started after the scheduled time for the application of the planning module which runs from January-March. The officials also observed that development of the SIPKD asset management module was not yet completed by MoHA, but it would be disseminated to all districts in Indonesia as soon as it is completed.

38. There was also considerable progress made towards the second indicator. Some of the key achievements include:

- Road map for RR asset transfer for Aceh and Nias was disseminated in 2011 and in the first semester of 2012;
- All districts in Nias Islands agreed to establish local legislation to establish dedicated Asset Management Units, and by the end of the project, all district in Nias Islands had a dedicated Asset Management Unit;
- Strategic plan document for asset operation and maintenance was issued in 2010; and the districts agreed that at least 250 million Indonesian Rupiah (IDR) be provided in the 2012-14 regional budgets to ensure sustainability after NITP exit.

39. The evaluation also noted however that there remained a number of important issues that were not completely addressed. In the opinion of the evaluators, the three most critical issues that have affected the pace of implementing asset transfer were, (1) lack of clarity on policy regarding non-BRR assets and RR assets in general, (2) incompatible asset inventory systems between MoHA and MoF⁸, and (3) lack of clarity on policy regarding transfer between old and new districts following the proliferation of Nias Island into four districts and one municipality.

⁸ For example, the inventory ledgers for the MoHA provides asset values for buildings only in terms of number of units, while the MoF inventory ledger defines the value of buildings in terms the space in cubic meters. The district government staff had difficulty in reconciling both. They noted that the Asset Appraisers that had been trained through the NITP project did not have enough capacity to undertake such a detailed exercise.

40. The question whether or not the project should have provided support for transfer of non-BRR assets remained unclear, as was the status of non-BRR assets. Some of the district officials that were interviewed stated that most of the non-BRR assets had belonged to International NGOs who had transferred the assets to civil society organizations when they left the country; while a different view was that non-BRR assets were transferred directly to user departments in the district administration. With regards to the transfer of assets between old and new districts, the evaluators observed that different districts interpreted the various policies differently to suit their own needs. However, when the evaluators raised this issue with officials of the central government, they agreed that it was the duty of the MoHA to provide the policy and attendant regulations. They also noted that according to government policy, MoHA had exclusive mandate to manage new districts for a period of five years after they are established. It was therefore incumbent upon the MoHA to provide the policy guidelines on how assets should be transferred from the old districts to the new districts.

41. The evaluation also observed that the project had supported training of asset appraisal and revaluation, but districts did not have sufficient personnel in these units or in the case of the appraisal training, only those candidates who had passed the basic level were allowed to proceed to the advanced level. However, the district governments confirmed that they would continue with the training using their own budgets after the project close.

6.3.2. Output 2: Results Achieved

Output 2:	INDICATORS
<i>Local government and civil society support the completion of priority reconstruction and rehabilitation activities after the transition.</i>	<i>Action plan to operationalize highest priorities of the development strategy.</i>
	<i>Coordination, planning and M&E systems in all key district agencies.</i>
	<i>District Coordination Teams (DCT) for civil society and government coordination functions and provides recommendations on R&R to local government.</i>

42. The evaluation noted that different levels of progress had been achieved towards the output indicators; but overall, the evaluators were of the opinion that the project objective was not fully realized, and some critical gaps still remained to be addressed.

43. One of the most devastating consequences of the earthquake was the widespread destruction of fishing villages, fishing boats and equipment. In July 2011, the project facilitated a workshop in South Nias which culminated in development of a draft strategy on fisheries management and aquaculture In Nias Islands. In September, the project also facilitated a visit by a rubber company from Thailand to explore investment opportunities in rubber plantations.

These initiatives all have potential to contribute to improve livelihoods by enhancing employment opportunities and increasing productivity of fishermen as well as operationalize the Islands' development strategies.

44. The evaluation found that the Governor Decree on Reconstruction and Rehabilitation Action Plans (RENAKSI) previously issued by the provincial government of North Sumatera was revised with the project providing information related to asset transfer and capacity building initiatives and a new Governor Decree No. 14/2012 was issued in March 2012. However, the evaluators were unable to get specific information or evidence that these action plans had been adopted or were being implemented at the district level, either through relevant Bupati decrees or district legislatures.

45. The project had successfully piloted community participatory planning in three villages:

- Village Hiliweto, Sub District Gido, Nias District;
- Village Biouti, Sub District Idanogawo, Nias District;
- Village Lolofaoso Lalai, Sub District Hiliserangkai, Nias District.

46. The evaluators' efforts to confirm whether District Coordination Teams (DCTs) were established in any of districts were unsuccessful. None of the district agencies that were consulted were familiar with that concept. In the evaluators' opinion, no DCTs were functional in any of the districts, and if the concept was ever implemented, it was not sufficiently institutionalized. The evaluation noted however that the project's support in establishing the PEL and DRR Forums constitutes a coordination mechanism for civil society, district governments and private sector. For example, through the project's support, FORNIHA⁹ proclaimed itself as a Local Economic Development (PEL) Forum in early 2012, and has since produced a draft PEL document, which outlines priorities for each of the Nias districts, based on their respective resource endowments. The CSO representatives involved with the PEL Forum that were interviewed expressed concern about the sustainability of the Forum after closure of the project. However, the evaluation was informed that district governments in Nias Islands were committed to continuing the work of the Forum. The heads of Bappeda of Nias district and Gunungsitoli municipality confirmed at a workshop held on 27 June 2012 that they had plans to allocate budgets to implement the recommendations made by the Forum and continue its work beyond the life of the project.

⁹ FORNIHA was established in March 2007 and now comprises 11 NGOs. It lists its mission as (1) Capacity building, (2) Advocacy, (3) Networking and (4) Gender mainstreaming.

6.3.3. Output 3: Results Achieved

Output 3:	INDICATORS
<i>Disaster risk reduction (DRR) integrated into future local government development activities including recovery and reconstruction.</i>	<i>Strategies for mainstreaming DRR in government processes developed.</i>
	<i>Number of district and sub-district CBDRR plans implemented.</i>
	<i>% change in understanding of what a culture of safety means amongst school-aged children and what can be done before disasters happen to protect themselves and their family, home, community, school, etc.</i>

47. The evaluation was satisfied that, in a very broad sense, the intended results were generally achieved; although clearly, some of the output indicators above are not measurable, firstly due to absence of baseline data, and secondly because some of them are just simply very difficult to measure. For example, measuring changes in perceptions is a complex affair that requires complicated stochastic modeling, and attributing the changes to specific interventions would also require experimental approaches with reference groups and control groups.

48. Through the support of the project, local legislation on the establishment of BPBDs in Nias and South Nias districts were issued. All the districts in Nias Islands have a fully functional Disaster Management Unit. In addition, the districts of Nias and South Nias have integrated DRR into their five-year Medium Term Development Plans. The desk study and interview did not provide specific evidence to indicate that any villages had as yet developed Community-Based Disaster Risk Reduction (CBDRR) plans. One of the key challenges that may have caused this was the proliferation which created districts and sub-districts without a corresponding increase in the government budget to fund village based activities, including the CBDRR. In addition, the change of the funding modality from Direct Execution by UNDP to National Implementing Modality (NIM) known as DIPA delayed many activities for most of 2011 during the transition. Some of the reasons that contributed to the delays included; (1) a seven-month delay in the issuance of technical guidelines for DIPA by MoHA during which time no activities were implemented, (2) reluctance of the provincial administration to transfer the funds amounting to IDR 200 million to cover operation costs to district governments, and (3) a perception by the provincial administration that since the DIPA-NITP was a pioneering activity, sufficient time was required to gain experience in the reporting mechanism before all the funds could be transferred.

49. In spite of these challenges, the evaluation noted that with no provision for establishment of Disaster Management Units at sub-district level, the proliferation of Nias Islands into four districts and one municipality actually constituted an unintended but positive outcome, which

effectively increased the number of Units on the Island thereby bringing them closer to the communities.



50. The BPBDs are supported by a DRR Forum for Nias Islands, which was officially launched in February 2012. The DRR Forum comprises eleven civil society organizations under the umbrella of FORNIHA. At the launch of the DRR Form in February, FORNIHA integrated DRR as a key focus of their work and emphasized the need for collaborative efforts to reduce island-wide risk with local government stakeholders and communities. The flexible structure of the Forum made it accessible to individuals from different backgrounds and professions, including district administration staff, private sector and academia. While acknowledging this as an important project output, the evaluators were of the opinion that the Forum could have benefitted from further institutional strengthening before the close of the project.

51. Draft district spatial plans were completed for all Nias Islands districts, and a draft disaster risk map for Nias Islands was also completed in June 2012. However, the evaluation was of the opinion that district spatial plans should not have preceded the provincial spatial plan. This was also the expressed opinion of officials of the provincial administration, who further noted that there was no requirement for a separate spatial plan for Nias Islands because Nias Islands was not an independent province. However, the project management noted that there were national guidelines to ensure consistency of district spatial plans with provincial spatial plan; and the Nias Islands spatial plans had passed these requirements. They also noted that the provincial Bappeda had hired the consultant who developed the spatial plans for Nias Islands. In the evaluators' opinion, the project should have provided some clarity to develop common understanding and consensus of the processes.

52. The evaluation noted concerns in South Nias district about the quality of the risk maps, and that the risk maps were not adequately aligned to the spatial plans.¹⁰ UNDP noted however, that the review on risk mapping was conducted in June 2012 and it was accepted by all BPBDs and Forum DRR in Nias Islands.

53. The project supported the introduction of DRR awareness in the school system, although the modules on mainstreaming DRR in the school curriculum were still to be finalized and printed. School Action Plans and teaching modules on DRR in five pilot schools were established in the districts of Nias and South Nias. The South Nias Education Department had agreed to appoint five schools whose teachers attended the Training of Trainers (ToT) on DRR Integration into School Curricula as pilot Disaster Alert Schools (*Sekolah Siaga Bencana, SSB*). The local government in Nias district was introducing the modules to other schools, while also the provincial government of North Sumatera had plans to replicate the programme in other districts outside Nias Islands. In one of the pilot schools visited as part of this evaluation, only the headmaster had attended the DRR training, and he was imparting the knowledge to the teachers at his school. However, he observed that it would be more effective if the teachers were given opportunity to attend the same training. The school staff also noted that they had constraints due to lack of equipment such as tents, and first aid kits to enable simulation exercises, which they consider a more effective teaching method for school children, particularly the younger school-age children.

6.3.4. Output 4: Implementing Effectiveness

Output 4:	INDICATORS
<i>The project is effectively and efficiently managed, monitored, evaluated and audited.</i>	<i>Timely recruitment of PMU and advisers.</i>
	<i>Implementation of financial regulations.</i>
	<i>M&E systems in place and reports prepared and timely submission of reports.</i>

54. This output articulates the project's expectations on the management of the implementing process that would ensure the achievement of intended results. This section represents the evaluators' findings on the project's implementing effectiveness, including analysis of the financial delivery and expenditure; efficiency of activities, i.e. whether or not resources and inputs were converted to results economically; and efficacy of the partnership, management and coordination arrangements.

¹⁰ The evaluators did not independently verify these allegations.

Financial delivery

55. The evaluation found the project financial management was satisfactory and in compliance with UNDP regulations.¹¹ Table 3 shows the project expenditure as at 2 August 2012. UNDP explained that the budget figures in the first row include interest earned and administration fees, hence they are higher than the budget figures in the project document.

Table 3: Budget delivery as of 2 August 2012

	Output 1 (US\$)	Output 2 (US\$)	Output 3 (US\$)	Output 4 (US\$)	Total (US\$)
Total allocated budget	790,355	1,837,405	1,262,003	860,073	4,749,835
Expenditure by 2 August	621,696	1,867,184	1,311,134	873,505	4,673,520
Expenditure as % of budget	78.6%	101.6%	103.9%	101.6%	98.4%

Source: UNDP Project Support Office

56. Financial delivery was very satisfactory with expenditure at 98.4% of the total budget. Expenditure on output 1 was lowest at 78.6% by the end of the project. The activities under this output relate to the implementation of SIMBADA, training of asset appraisal and revaluation for transferred assets and coaching clinics for asset O&M. These are also the results areas that were notably lagging behind as discussed in section 6.3.1 above.

57. As noted previously, the budget allocation was increased by \$700,000 following the request for amendment by UNDP. In view of the progress made towards the overall project objective, the evaluators were of the opinion that project extension up to the end of 2012 should have been considered, because ultimately, project performance is not only about budget delivery, but also about whether the application of those resources leads to the achievement of expected results. In the case of the NITP project, it would appear that the high performance on budget expenditure does not match the level of performance in terms of results achievement.

Efficiency of activity implementation

58. As already observed in earlier sections, most project activities were implemented but they were not effectively completed to a point where intended results are achieved. Some of the key activities that were not completed include (a) implementation of the customized financial management information system – SIMBADA, (b) training of asset appraisal and revaluation,¹² and (c) implementation of the CBDRR and the development and launching of the DRR school

¹¹ UNDP Programme and Operations Policies and Procedures, (http://www.undp.org.af/Projects/Direct_Implementation.pdf)

¹² The training leading to the qualification Asset Appraiser is an examinable course consisting of 3 modules. The appraisers that were interviewed in Nias district had only done the first module with 2 still remaining.

curriculum. Clearly, these were critical activities in terms of their effect on the achievement of respective outputs.

59. The project faced a number of challenges that affected effective implementing of activities. The evaluation noted that some of the challenges were more-or-less anticipated and identified in the risk log section of the project document (page 29). Some of the most critical and key challenges included the following:

- ① Changes in the fund channeling modality from off-budget (direct payment) to national payment modality – DIPA. The DIPA modality entailed that project funds would be channeled through de-concentration fund to the provincial government who would then allocate the funds to the districts. This was a new district-level DIPA system, different from the regular DIPA. The system came into effect in February 2011, and for most of that year, the project was working out the institutional mechanisms to operational the system. Among the key challenges were the MoHA delays in issuing the operational guidelines – only released in August 2011 - and the transfer of key staff in the provincial government finance division. The PMU reported that some project activities were delayed by up to 9 months and many of the 2011 activities had to be carried over to 2012.
- ② Lack of clarity and ineffective communication and coordination between the project and Tim Likuidasi. In February 2012 the MOF decided to extend the mandate of the Liquidation Team to September 2012. Prior to this, UNDP had an understanding with the Tim Likuidasi on the division of responsibilities whereby Tim Likuidasi was in charge of asset verification with UNDP providing support to the local government to enable them to accompany the Liquidation Team in conducting joint verification of assets. However, after extension of its mandate, Tim Likuidasi was reluctant to work with NITP and AGTP, on grounds that it had sufficient capacity and funds to undertake asset verification without the support of the projects. This was eventually resolved by slightly modifying the projects' focus, whereby the projects would facilitate the verification of ex-RR assets constructed by international donors but not included in BRR's financial closing balance; and facilitate the registration of ex-BRR assets to the local government's asset inventory lists, for which the Direktorat Jenderal Kekayaan Negara (Director General of State Asset Management – DJKN) had already issued decrees for asset transfer to the local governments.
- ③ Proliferation of Nias Island into five district-level administrative entities. At the time of the project formulation, Nias Island was divided into two administrative districts – Nias and Nias Selatan. By end of 2010, the island had proliferated into 4 district governments and a Municipality, bringing the total district-level administrative entities to five. This proliferation expanded the scope of NITP activities without corresponding increase in the budget or the implementing timeframe. There was also a period of

uncertainty of the district boundary of Nias, Gunungsitoli, South Nias and West Nias in 2010 and early 2011 which further compounded the challenges for planning and coordinating activities.

Management and coordination

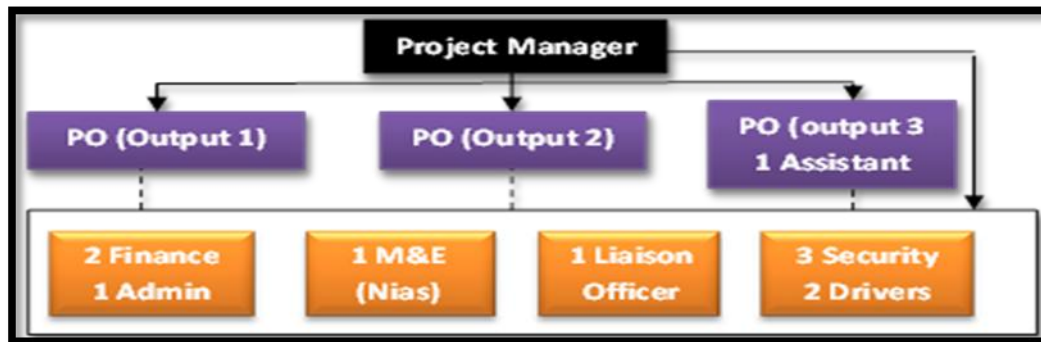
60. The project seems to have experienced difficulties retaining project staff. By end of the project in June 2012, the project had 5 Project Managers, the last and incumbent having been recruited in November 2011. The evaluation noted that the living conditions in Nias Island are generally such that staff will not hesitate to move on once new opportunities become available; but with due regard to that, the evaluators were of the opinion that UNDP could improve the conditions of service to make them more attractive for staff retention.

61. The evaluation noted that the structure of the PMU was very different to that originally provided for in the project document. The original structure as designed in the project document provided for a PMU led by a National Project Manager (NPM) who would direct field operations through project officers in the Project Implementation Units (PIU) established within the participating entities – Nias and South Nias district governments and one in North Sumatera provincial government.¹³ According to the project document, within the PMU, the NPM would be supported by technical and administrative personnel. The evaluation noted that this structure was consistent with the NIM modality in which project activities are implemented by government partners, hence establishment of PIUs housed within the participating sub-national structures in Nias Island and Medan.

62. The evaluation found that the PIUs were not in existence at the time of the evaluation. Figure 3 below illustrates the structure and incumbent field staff at the close of the project in June 2012. All the project staff were based in Gunungsitoli except the Finance and Administration personnel who were based at the provincial capital in Medan, and were providing coordination with the provincial government. In the opinion of the evaluators, given the size of Nias Island, this functional structure with project officers responsible for coordinating the project activities for each output worked quite well. The national level planning was done in consultation with MoHA where the National Project Director (NPD) was based. The Annual Work Plan (AWP) was signed by the NPD on behalf of Government of Indonesia and had to be endorsed by project board that convened on a quarterly basis. In addition, some project personnel who were recruited either under UNDP contract or MoHA/NPD contract and worked for NITP and AGTP were based in MoHA; including the M&E associate and Admin and finance associate. This management structure therefore appropriately put responsibility for planning at the national level and implementing at the district level.

¹³ In line with this structure, 3 additional PIUs should have been established when Nias island proliferated into five district-level administrative entities.

Figure 3: Structure of the PMU as at 30 June 2012



63. The Project Board and Project Steering Committee were established as per the project design and were functioning effectively with representation of the project partners at the appropriate levels. The evaluators note that the project objectives cut across several thematic areas, thus offering greater scope for expanding the partnership base. Some key constituents that could be potential partners include International NGOs (INGOs) and Foundations that support DRR, decentralization and/or basic services; private sector organizations and bilateral organizations. The evaluators are of the opinion that a broader partnership base offers the project more flexibility in funding and implementation as well as broadens the scope of interventions. The evaluators further note that the broader UN system acknowledges broad partnerships as an imperative for development.¹⁴

6.4. Sustainability

64. This section contains the evaluators' findings on the probability that project processes and results will be continued beyond the project lifespan, and whether the capacity of the sub-national governments in Nias island was sufficiently developed to a point where they are able to maintain and manage development projects in future. Project sustainability is one of the critical assumptions that determine whether or not the project will be implemented. Sustainability can be defined as 'the ability of a project to maintain an acceptable level of benefits after termination of project implementation'.

65. Based on an analysis of the following key dimensions and indicators of sustainability, the evaluation found that the project has an even chance of sustainability; depending on the interplay of various political forces in future, including (i) the relation between district governments and the provincial administration, and (ii) future budget allocations to the

¹⁴ "Making business and all actors of civil society part of the solution is not only the best chance, it may also be the only chance the UN has to meet its Millennium goals" Michael Doyle, UN Assistant Secretary-General, 2009

province in general and districts governments in particular. Some important factors that may contribute to sustainability of outputs include:

- Completion of the asset management module of SIPKD and developing district government capacity in its use,
- Finalization of transfer of ex-BRR of asset from MoF to the district governments,
- Integrating disaster risk mapping into district development planning,
- Strengthened civil society and community participation in district government processes,
- Strengthening key institutional capacity, including the district Asset Management Units, BPBDs and district BAPPEDAs.

66. These are all critical dimensions for sustainability of the project. More importantly, they all require simultaneous attention; weakness of any one of them has the potential to jeopardize the sustainability of the entire project in the long run. The evaluation found that some of these dimensions had not yet been sufficiently completed, hence the evaluators' opinion that the project's probability of sustainability was in doubt.

6.5. Impact of Project Results

67. This section presents the evaluation findings on the impact of the intervention and its associated activities, specifically focusing on the following questions:

- ☞ What changes have there been in the community since the start of the project?
- ☞ Which of these changes are attributable to the project?
- ☞ What difference have these changes made to people's lives?

68. The impact of project interventions tends to be felt or at least realized over a longer timeframe beyond the occurrence of the output indicators. However, based on the nature and magnitude of the project outputs on the peoples' livelihoods, the evaluators were satisfied that the project had already achieved some significant impact. With respect to the transfer of assets (Output 1), Table 4 below illustrates the value of ex-BRR assets already transferred by Tim Likuidasi to local governments by June 2011.

Table 4: Asset Transfer value as of 17 June 2011

Beneficiaries	Value (IDR)	Decree on Asset Transfer (IDR)	Still to be verified (IDR)
North Sumatera Province	735,368,455,715	461,233,856,822	133,584,664,139
Nias District	542,036,331,199	496,053,229,984	43,977,098,705
South Nias District	266,330,105,327	191,766,557,587	39,812,655,296
Total	1,543,734,892,241	1,149,053,644,393	217,374,418,139
Percentage	100%	74%	14%

Source: UNDP Amendment Request, December 2011

69. Although the evaluation did not get an itemized list of the assets by category, it is clear that the magnitude of the assets is large enough to have significant impact on peoples' livelihoods. Assuming for instance, that only half of the transferred assets belong to the category of basic services such as hospitals, clinics, schools, water and sanitation; the impact of the results become much more apparent. In addition, the government of North Sumatra Province budgeted IDR 4.2 billion to cover the completion of the reconstruction of roads in Lolowau – Sirombu (IDR 2.7 billion) and Lolowau – Telukdalam (IDR 1.7 billion) in the 2011 Provincial Budget. This again constitutes a huge impact on the livelihoods of the people in those particular villages.

70. With regards to economic development and livelihoods, the project support for the development of fresh-water fish cultivation in cooperation with the Training Center of North Sumatra and Marine Agency has potential to have an impact on the delicate balance between livelihoods and over-fishing, thereby increasing incomes of people in Nias Islands. The project facilitation of a visit by the Thailand rubber company to explore opportunities for investing in Nias Islands could also potentially create direct employment in rubber cultivation, as well as indirectly in downstream activities such as processing and other related services. The community members interviewed during this evaluation lamented the fact that Nias Islands was very rich in fish resources, but due to lack of warehousing and processing facilities, the fish that is harvested in Nias Islands was sent to Medan and then shipped back to Nias Islands at much higher prices. The PEL document (see paragraph 38) also constitutes one of the significant impacts of the project. The draft strategy document provides a priority list for economic development projects for each of the Nias Islands districts.

71. Perhaps the project impact can be felt much more directly for the DRR component as illustrated by the following case study in South Nias district shown in Figure 4 below.

Figure 4: Case Study on South Nias Island DRR Impact



Source: Adopted from Lessons learned: Local participation in reducing disaster risk.

6.6. Crosscutting Issues

Capacity building

72. The evaluation notes that the project strategy was correctly designed around capacity development. The following extract from the project document testifies to the emphasis given to capacity building in the project strategy:

“The great majority of NITP’s work is in capacity building, primarily for management of assets, and secondly for most other areas of public administration”

73. However, despite the emphasis of capacity building as the mainstay of the project strategy, the evaluation notes that the project did not undertake a specific ‘capacity needs assessment’ to determine what capacity assets existed and where exactly the gaps were. In addition, the project did not develop a specific capacity development plan, nor was any capacity evaluation undertaken to determine the effectiveness of the capacity development programme. The evaluation notes that this was contrary to the UNDP capacity development process, which is based on a ‘five-step cycle to organize programming work’: (i) engage stakeholders, (ii) assess capacity assets and needs, (iii) formulate a capacity development programme, (iv) implement the capacity development response, and (v) evaluate capacity development.¹⁵ UNDP noted that the need for an urgent response to address the challenges brought about by the closing of BRR in Nias Islands overrode the need for a capacity needs assessment.

Gender mainstreaming

74. The project supported the development of the draft regulations (bye-law) on gender mainstreaming in Nias District, which was completed in 2011.¹⁶ However, based on the information made available to the evaluation team, the draft by-law is only for the district of Nias; but there were no equivalent results in the other districts of Nias Islands. Notwithstanding, the evaluation considers this a significant project result, which will serve as reference for the other districts.

75. A Working Group on Gender was also formed in Nias district to spearhead the gender mainstreaming strategy. According to the TOR of the Working Group, its main responsibility is

¹⁵ UNDP; Capacity Development: A UNDP Primer.

¹⁶ Pemerintah Kabupaten Nias: Peraturan Daerah Kabupaten Nias; Nomor-Tahun 2011, Tentang Pengarusutamaan Gender Dalam Pembangunan Daerah

“to prepare the establishment of Gender Empowerment and Integrated Services Unit”. The Working Group would eventually become the coordination body for gender mainstreaming in the district. Following its establishment, the Working Group has undertaken activities in line with its mandate, including:

- a) Organizing talk shows through the public media on gender awareness;
- b) Raising awareness on gender based violence (GBV) within the communities; and
- c) Advocacy meetings with the local parliament in Nias district.

Environment

76. Based on the project document, environmental issues were to be integrated within the capacity building components of the project, and more particularly in preparing spatial plans for Nias Islands. In so far as the district spatial plans were produced, including the draft disaster risk mapping for Nias Islands, the evaluation is satisfied that the project addressed environment issues. However, the evaluation also notes that the project had also planned to address longer-term concerns of climate change by engaging a consultant to assess issues about adaptation.¹⁷ The evaluation found that this particular aspect of the project plan was not implemented.

6.7. Monitoring and Reporting

Project monitoring

77. The evaluation found that sufficient systems and mechanisms for monitoring were in place. Within the PMU, there was an M&E Associate with specific responsibility to assist the NPM with monitoring activities. In addition, the Project Board also undertook periodic visits to North Sumatera and Nias Island to monitor the project activities and outputs, while also at the level of the National Steering Committee, a technical Working Group was established to advise the NSC on technical issues. Within the country office, it was decided that both MDF projects (NITP and AGTP) would be supported by a single Monitoring and Reporting (M&R) person hired on consultancy basis. The M&R consultant also supported other projects under the Crisis Prevention and Recovery Unit (CPRU). There is also an M&E officer in the Democratic Governance Unit (DGU) who supported the MDF projects on request of the project managers.

78. The evaluation noted however, that the provincial government in North Sumatera had very limited direct involvement with the project activities in Nias Island, and there was no evidence to indicate that they were involved in any monitoring activities. During presentation of the preliminary findings by the evaluators, officials from MOHA agreed with the observation that there was no monitoring by the provincial administration, further noting that “no budget was provided for monitoring by the provincial administration”.

¹⁷ Project document, page 13

Reporting

79. The project was in compliance with the UNDP reporting requirements. Project quarterly monitoring reports (QMR), internal project assurance reports (iPAR) and annual reports were submitted timely. The evaluation also found the reports to be of high quality, although progress towards the output indicators could not be reported precisely due to absence of baseline data. In addition, some of the indicators were generally immeasurable, and no attempt was ever made to measure such indicators, for example, as *“percent change in understanding of what a culture of safety means”*, which is very vague concept to try and measure.

80. Overall however, the evaluation was satisfied that the various reports produced by the project were very informative and generally presented an accurate picture of the status of the project at any one time.

6.8. Conclusions

81. The project seemed to have a sound logic, with clearly defined pathway to change. The project logic contends that there are three fundamental ingredients for sustainable development; (i) district governments should be able to manage, operate and maintain economic and basic services assets on behalf of their communities; (ii) there should be a social contract between the district government and civil society to plan together and implement development projects for the inclusive benefit of all; and (iii) in an environment with high risk of natural disasters, the district government should have capacity for disaster management, while also community resilience should be strengthened to increase their coping ability. The project interventions were intended to address all three areas.

82. District governments in Nias Islands were aware of their responsibilities in asset management, and had established appropriate institutional mechanisms for asset management. The project supported capacity development for these institutions, but by the end of the project, the district governments had not been sufficiently capacitated to proceed on their own. This applied mostly to the new districts that were formed after the proliferation of Nias Island in 2010. Capacity building for the integrated financial information management system, as well as training of asset appraisal had also not been completed, due mainly to the short project timeframe in the context of the nature and magnitude of the challenges in Nias Island.

83. The project had supported and contributed to the establishment of the framework for civil society participation in development planning, most notably through support to the PEL Forum. The actual implementation of participatory planning was still in infancy by the end of project, and had only been implemented in three villages in Nias district. In addition, the RENAKSI decree issued by the provincial administration was yet to be effectively translated into

specific district Action Plans. The evaluation therefore concluded that much more remained to be done to ensure effective partnership between the district governments and civil society in planning and implementing development programmes.

84. While no specific awareness measurement was undertaken, there was much more awareness of DRR in Nias Islands following the establishment of the Disaster Management Units. Although these units were still in infancy, most having been in existence only about a year, their importance and effectiveness had been aptly demonstrated in South Nias during the mudslide of November 2011.

85. The initiative on mainstreaming DRR into school curriculum was a very important output but was not completed by the end of the project although the guidelines for the mainstreaming was finalized and accepted by Regional Secretaries, BPBD, Education Agencies, and teachers representing 5 districts in Nias Islands in May 2012. In addition, the training of teachers did not cover all the teachers, although a Training of Trainers approach had been adopted. However, the sustainability of such an approach cannot be assured given that the trained trainers could get transferred or leave teaching. The project did not attempt to engage Teacher Training institutions to introduce DRR as part of teacher education, which could probably be a much more sustainable approach.

86. Although the policy and Regional Regulation on Mainstreaming DRR was developed, actual community-based DRR activities were yet to be implemented, with specific focus on integrating gender in CBDRR. If CBDRR is to be effective, then there has to be a planned and structured approach towards gender-sensitive DRR, to address the needs of both men and women in DRR policy, planning and management.

CHAPTER 7

RECOMMENDATIONS

87. Overall the evaluation found that the project delivered important outputs towards the overall project objective described as “to enhance district and province capacity to successfully complete the recovery process and to manage on-going local government responsibilities, applying best practices that improve governance and reduce risks from future natural disasters”. Going forward, the government, through the MoHA should see to it that there is good coordination among all government administrative levels, particularly between the provincial administration and the district governments in Nias Islands, and also between the central government agencies such as Tim Likuidasi and the local administrations in North Sumatera. This cooperation is a critical condition for the effective transfer of assets and asset management responsibilities to the district governments.

88. Based on analysis of the findings and key lessons emerging from the project processes, the evaluation made four recommendations addressed to UNDP and its partners for

consideration in future programming. The first two recommendations address issues on programming focus in terms of geographical and thematic focus. The last two recommendations are concerned with programme design and implementation strategies, including partnership arrangements and programming principles.

Recommendation One. Future programmes on poverty reduction, sustainable development and DRR should continue to target Nias Islands.

Issues to address.

Due to its geography, geology and hydrology, Nias Islands is one of the most natural disaster-prone regions in Indonesia. The island is prone to hazards such as earthquakes, tsunamis, floods, landslides and tides, all of which can be of such magnitude to be major disasters. In addition, Nias Island is among the most under-developed regions with the lowest development indicators in Indonesia. Targeting Nias Island is therefore consistent with UNDP goal of achieving the Millennium Development Goals (MDGs), and inclusive development.

Recommendation Two. The scope of interventions in Nias Islands should be expanded to enhance local administrative capacity in Public Financial Management.

Issues to address.

Following the proliferation of Nias Island into 5 district-level administrations, the capacity gaps were increased, particularly in the new districts with no administrative history or skills base. While the challenge of transfer of ex-BRR assets maybe urgent, the potential that the assets will be managed effectively outside the context of an effective public financial management system is very slim. A more sustainable and strategic development approach is therefore to develop comprehensive capacity in PFM.

Recommendation Three. UNDP should develop programmes supported by partnerships with a longer-term focus.

Issues to address.

The NITP project was initially designed with a limited objective to help the local governments in Nias island to manage the remaining rehabilitation, reconstruction and recovery activities after the closure of BRR. Consequently the project timeframe was limited to 3 years. However, UNDP later realized that the challenges facing Nias Island were more complex and required longer timeframe to effectively address. UNDP should establish broader partnerships, particularly engaging partners with more staying power such as private sector and NGOs.

Recommendation Four. UNDP should apply tested global best practices in programme development; such as the global UNDP capacity development approach and gender-sensitive DRR.

Issues to address.

Some of the programming approaches applied in the project are not consistent with UNDP global practice. For example, the omission of targeted baseline studies is not consistent with UNDP Results-based Management approach. UNDP's global experience in capacity development is also much broader than the approach adopted by the project.

"...Capacity development is much more than supporting training programmes and the use of national expertise – but (we) must include response and support strategies for accountable leadership, investments in long-term education and learning, strengthened public systems and voice mechanisms between citizen and state and institutional reform that ensures a responsive public and private sector that manages and delivers services to those who need them most. ..." From UNDP Practice Note: Capacity Development, October 2008.

CHAPTER 8

LESSONS LEARNED and GOOD PRACTICES

89. This chapter presents the good practices and the key lessons emerging from the project implementation. The good practices and lessons learned provide some useful learning experiences that can inform and strengthen future programming both at the country level and generally across the UN system.

8.1. Good Practices

Establishment of dedicated Asset Management Unit

90. The project approach to institutionalize asset management in the district government system through establishment of a dedicated Asset Management Unit is a good practice that ensures that the function becomes integral to local government administration, thereby providing a basis for budget allocation. It also provides a venue for the sustainability of the project processes and outputs.

Coaching for local government staff to augment individual training

91. In addition to the individual training given to district government staff in the use of the SIPKD integrated financial information management system, the project also supported the training of district government staff in regional asset regulations and guidelines. This training was followed up with coaching to ensure implementation of the regulations at the provincial and district levels; including assistance with drafting relevant local legislation. This good

practice ensures that the knowledge gained through individual training is consolidated through guided practical application.

Integrating DRR education in the school curriculum

92. The idea of engaging schools in DRR is an effective strategy to raise community awareness and involvement from an early age. This strategy can also work to spread awareness to a broader segment of the community that may not be reached directly through project activities, by accessing the same information through school-age children in their communities. This approach could be made more effective by ensuring that all teachers have uniform training in DRR through the teacher education institutions and colleges.

8.2. Lessons Learned

Lesson No. 1: Effective project design can be strengthened by targeted development needs assessment and baseline studies.

93. The nature of the challenges with respect to consolidation of the Reconstruction and Rehabilitation of Nias Island proved to be much more complex than originally anticipated. By the end of 2011, UNDP realized that the transfer process for ex-BRR assets was being curtailed by a variety of complex challenges, including (i) weak coordination and communication among the key players including the provincial administration and Tim Likuidasi; (ii) weak (and usually different) understanding of the laws and regulations among local government officials, and (iii) an overall weak legal framework for asset management at the local government level. This is fundamental information that is central to project design and should have been collected at the beginning through targeted and comprehensive development needs assessment and baseline studies.

Lesson No. 2: District government staff cannot be effective if they are not trained in all aspects of their functions.

94. The project supported training on the regional financial administration information system and asset management. However, experience emanating from project implementing showed that asset management is inseparable from the broader system of public financial management, which enables the local governments to effectively improve management of public finances, planning and budgeting, procurement and operation and maintenance of assets. A greater impact of the project results could have been achieved through a more comprehensive capacity building programme of integrated Public Financial Management (PFM).

This would also ensure that the district government staff is provided comprehensive training covering the full spectrum of their functions. It can be argued that the project had limited objective to improve asset management, but this could not be effectively achieved outside the context of the district administrations' effective PFM.

Lesson No. 3: Effective intervention at appropriate level of project governance is critical

95. The change over to the DIPA fund channeling modality caused delays in activity implementation due to weak preparation and knowledge of the system by the implementing institutions. This challenge was of sufficient significance to warrant intervention by project partners at the level of the Project Board and the National Steering Committee to delay the implementation of DIPA until adequate preparations were undertaken, or to find alternative funding mechanisms.

Lesson No. 4: An elaborate and clear exit strategy is critical for sustainability

96. Some of the critical project outputs were not fully achieved by the end of the project, including for example, transfer of ex-BRR assets into government structures and systems or adequate capacity for O&M of transferred assets. This raises questions on the sustainability of project results. An elaborate and clear exit strategy is therefore a critical component of the project design to help the implementing partners to maintain a focus on the big picture and end-game during implementation of specific interventions. As part of the project document and plan, the exit strategy should clearly articulate the following:

- a) Strategy for handing over the project to partners to continue with its implementing, specifically addressing who will take over and the timelines for handing over;
- b) Action plan to ensure continuation of the project services, and
- c) Strategy for the sustainability of project processes and results.

Lesson No. 5: Project has more flexibility when supported by a broader partnership

97. Many of the project results that were not fully completed only required more project time; for example, customization of SIMBADA was already completed by the AGTP project and just needed a bit more time for it to be implemented in Nias Island. UNDP requested for no-cost extension up to September 2012, which was not approved by the donor. A project with a broader partnership base of donors has more flexibility in terms of planning and funding for critical activities.

1. MDF (2011), Minutes of 22nd National Steering Committee Meeting.
2. MDF (2011), Minutes of Technical Review Group Meeting of 4 March 2011.
3. MDF (2010), Minutes of Technical Review Group Meeting of 27 august 2010.
4. UNDP (2012), Lessons learned: Local Participation in Reducing Disaster Risk.
5. UNDP (2012), NITP Annual Report 2011.
6. UNDP (2012), NITP IPAR: July-Decemembr 2011.
7. UNDP (2012), NITP IPAR: January-June 2011.
8. UNDP (2011), NITP Mid-Term Review Report.
9. UNDP (2011), NITP Amendment Request: June-2011-June 2012.
10. UNDP (2011), NITP Quarterly Monitoring Report: January-March 2011.
11. UNDP (2011), Quarterly Monitoring Report: April-June 2011.
12. UNDP (2010), NITP Project Document.
13. UNDP (2010), NITP Annual Report 2010.

No.	Name	Title	Institutions
1	Shamima Khan	Manager	MDF
2	Lina Lo	Quality Assurance	MDF
3	Budiati Prasentiamartati	Program Manager Decentralization and Local Governance	UNDP
4	Faisar Jihadi	Project Officer NITP	UNDP
5	Fiferi Murni	Project Manager of NITP	UNDP
6	Sirman Purba	Staff of PMEUE	PMEUE
7	Stephen Rodrigues	Deputy Country Director	UNDP
8	Irman G. Lanti	Head of Democratic Unit	UNDP
9	Aryawan Soetiarso Poetro	Director of Isolated and Disadvantage Regions,	Bappenas
10	Hermani Wahab	Head of Secretariat Team of KPKRR Aceh and Nias,	Bappenas
11	Soesilo	Director of Regional Management (Penataan Daerah), <i>Direktorat Penataan Daerah</i> , Direktorat General of Regional, Otonomy,	MOHA
12	Budi Sudarmadi	Head of division in Direktorat of Regional Management, Direktorat General of Regional Otonomy	MOHA
13	La Ode Ahmad	Head of section in Direktorat of Regional Management, Direktorat General of Regional Otonomy,	MOHA
14	Happy Harefa	Director	NGO Holi'ana'a Nias
15	Masyhur Marunduri	Nias Coordinator	NGO Prestas
16	One Man Halawa	Director	Forum FORNIHA
17	Hendrik Yanto	Administration staff	Forum FORNIHA
18	Abineri Gulo	Director	NGO of ELSAKA
19	Tonuasa Lafau	School principle	Elementary School; Gido
20	Amosi Zendrato	Head of Sub Section of Preparedness in BPBD Nias	Nias District Government
21	Joniaror Waruhu	Head of BPBD Nias	Nias District Government

No.	Name	Tittle	Institutions
22	Agustinus Zega	Head of Bappeda	Nias District Government
23	Irwan Buaya	Staff administration	Nias District Government
24	Zanudin Mendrofa	Head of Village	Lolofaso Lai,
25	Arototona Mendrofa	Head of BPBD	South Nias District
26	Ikhtiar Duha	Head of Bappeda	South Nias District
27	Asa'aro Laila	Secretary of South Nias District Government	South Nias District
28	Firman Harefa	Secretary of South Nias District Government	Gunungsitoli Municipality
29	Nur Kemala Gulo	Head of Bappeda	Gunungsitoli Municipality
30	Anthonius Telaumbanua	General Affairs staff	Gunungsitoli Municipality
31	Resna Mentara Harefa	Staff of Asset Section, Dinas PPKAD	Gunungsitoli Municipality
32	Herman Zai	Head of Forum PEL (Local Economic Development)	Forum PEL Nias Island
33	Acheen	Staff of BPBD Province	North Sumatera
34	Tatang Maulana	Head of Division of Appraisal, Direktorat General of State Asset Management (DJKN II)	MOHA
35	Lauren Gultom	Head of Division Spatial Plan, Bappeda Province	North Sumatera

Position: Evaluation Consultant (One International + one National)

Closing date: 20 May 2012



I. Position Information

Title: "Nias Islands Transition Project" (NITP) Project Evaluation

Department/Unit: PMEUE

Reports to: Head of Planning Monitoring and Evaluation Unit (PMEUE)

Duty Station: Jakarta

Expected Places of Travel (if applicable): Jakarta, Medan, and Nias Islands

Duration of Assignment: From End of May to end of June 2012 (30 effective working days)

Need for presence of IC consultant in office:

☒ partial (the consultant is required to present his/her evaluation plan and findings in the beginning and end of the evaluation exercise)

☐ intermittent (explain)

☐ full time/office based (needs justification from the Requesting Unit)

Provision of Support Services:

Office space: ☐ Yes ☒ No

Equipment (laptop etc): ☐ Yes ☒ No

Secretarial Services ☐ Yes ☒ No

If yes has been checked, indicate here who will be responsible for providing the support services

Signature of the Budget Owner: Budiati Prasetiamartati, Programme Manager Decentralisation and Local Governance

II. Background Information

The Nias Island Transition Project (NITP) is a UNDP-supported project of the Government of Indonesia with funding assistance from the Multi Donor Fund for NAD and Nias (MDF). The Project will build on the work of BRR and other rehabilitation and construction support projects to facilitate the transition from implementation by these agencies to the ongoing recovery and implementation of GOI funded activities at provincial and district levels and support development and implementation of a pro-active disaster risk reduction (DRR) in the responsible GOI structures (SATKORLAK and SATLAK) and supporting NGOs.

The development objective is to 'support the institutional capacity of Nias to secure the legacy of

the funds invested in the post-earthquake recovery and to enhance district capacity to successfully manage that recovery, whilst applying best practices that improve governance and reduce risks from future natural disasters’.

The project purpose is: Enhanced district capacity to successfully complete the recovery process and manage ongoing local government responsibilities, applying best practices that improve governance and reduce risks from future natural disasters.

There are three implementation objectives (components) supported by a project management component:

Output 1: BRR and local government transition processes completed for key provincial and district agencies and implemented in a timely, efficient and transparent manner;

Output 2: Local government with civil society support complete priority reconstruction and rehabilitation activities after the transition;

Output 3: Disaster Risk Reduction integrated into future local government development activities, including recovery and reconstruction;

There was also a fourth output, namely a managerial output, is as follows:

Output 4: The project is effectively implemented, monitored, reported and audited.

The Project is implemented by the provincial government of North Sumatra and the district governments of Nias and Nias Selatan under the authorization of the Ministry of Home Affairs. The NITP Project is guided by its Project Board under the auspice of the Steering Committee, which include senior representatives of national agencies (i.e. MOHA, Bappenas, Depkeu), BAKORNAS PB, Ministry of Finance, the SUMUT and district governments, and UNDP.

Activities under the fourth output included the formulation of a steering committee, an ad-hoc project board, and an acting National Project Director (NPD), as well as regular monitoring and reporting activities by the Monitoring Unit, and internal project assurance (IPAR) visits by UNDP Jakarta every 6 months. A Mid-Term Review of the project has been conducted in May 2011, whereby the it recommended for revision of 2011 Annual Work Plan to target remaining funds to those activities which will most likely contribute to the sustainability of the achievements of the project, such as asset management and capacity building to *Badan Penanggulangan Bencana Daerah* (District Disaster Management Agency, BPBD) –two areas where NITP’s interventions have brought notable success.

In 2010 there project experienced change of implementation modality, from direct implementation, to national implementation mechanism (National Implementation Modality, NIM). This has ensured an active participation from central government, particularly Ministry of Home Affairs and BAPPENAS, in the project and thus strengthen the link of NITP from its transition-support origin to long-term development continuum.

A direct consequence of the introduction of NIM is the subsequent change of fund channeling mechanism. While previously the project fund was directly channeled to local government’s account, NIM uses *Daftar Isian Penggunaan Anggaran* (DIPA) mechanism. While this shift has brought UNDP closer to the principles of Paris Declaration on Aid Effectiveness (alignment of

development aid on partner countries' national development strategies, institutions and procedures) and the Jakarta Commitment (on strengthening country ownership over development), it has also presented UNDP, MOHA, Provincial Government of North Sumatera and District Governments in Nias Islands with serious technical challenges, as the all parties need to navigate procedures of Government of Indonesia's intricate planning and budgeting system to ensure timely implementation of NITP.

Due to this transition, NITP activities were stalled for most of 2010 due to the absence of clear fund channeling mechanism. A policy breakthrough was offered by MOHA through the issuance of the Minister of Home Affairs Decree No. 66/2010 on the implementation of DIPA Deconcentration projects. However, lack of socialization and involvement of provincial and district governments during the drafting process of the decree have hindered effective implementation of the decree and NITP activities in 2011 were also marred by delays.

In its latest stage of project implementation, NITP received additional funding of USD 700,000 which extended the project period up to June 2012. The majority of the funding is used to support local government during the verification of rehabilitation and reconstruction (RR) assets, asset transfer process, as well as building the capacity of regional governments in asset management.

III. Evaluation Purpose

The main purpose of this evaluation is to assess the relevance, performance and success of the activities undertaken by the project. It also shall examine achievements, good practices and lessons learned from the project in order for the UNDP, Ministry of Home Affairs (MOHA), the Provincial Government of North Sumatera and the donor (MDF) to identify key areas which are replicable and the necessary conditions for sustainability.

Knowledge and information obtained from the evaluation will be used as basis for better design and management for results of future activities in governance sector in general. The evaluation also supports public accountability of the Government of Indonesia, UNDP, and the MDF.

IV. Evaluation Scope, Objectives and Criteria

The main purpose of this evaluation is to assess the efficiency and effectiveness of the project in achieving its intended results. It should also assess the relevance and sustainability of outputs as contributions to medium and longer term outcomes. The evaluation is intended to gain knowledge from the implementation of NITP project which shall be crucial for the design of further capacity development project, particularly with regard to the support to: (1) sub-national government and or (2) disaster-affected local government.

The detailed purposes of the evaluation are as follows:

1. To assess to what extent the project has created an enabling environment which has helped shape government performance in managing post-Tsunami transition process;
2. To assess effectiveness and achievement of NITP's outputs;
3. To gain insights into the level of client satisfaction with the project. The clients include community and local government beneficiaries; national government partners and donors;

4. To review the effectiveness of the gender mainstreaming strategy;
5. To identify good practices and lessons learned in the area of capacity development to local government;
6. To identify good practices and lessons learned in the area of project implementation modality, including effectiveness of DIPA Deconcentration modality;
7. To provide recommendations for sustaining the benefits of the project and strategic issues and initiatives for a potential next assistance in Nias Islands.

In doing so, the evaluation exercise shall use the standard OECD/DAC Evaluation Criteria for Evaluation of Development Assistance namely, Relevance, Effectiveness, Efficiency, Impact and Sustainability; (for detailed: see pages 168-170 Handbook on Planning, Monitoring and Evaluating for Development Results: <http://www.undp.org/evaluation/handbook.>);

Relevance: evaluate the extent to which intended output of the NITP are consistent with national and local policies and priorities and the needs of post-Tsunami sub-national governments in Nias Islands and provincial Government of North Sumatera. It will also evaluate the extent to which NITP project was able to respond to changing and emerging development priorities and needs in the post-BRR Nias closure period in a responsive manner. Another aspect which needs to be looked at is the relevance of NITP's support on ex-RR asset transfer and management process.

Appropriateness: Evaluate importance of the initiatives relative to the needs and priorities, and examines whether the initiative as it is operationalized is acceptable and feasible within the contextual need of the sub-national government in Nias Islands in post-BRR era.

Effectiveness: evaluate the extent to which the intended results of NITP have been achieved. This includes an assessment of cause and effect- that is attributing observed changes to project activities and outputs. Assessing effectiveness involves three basic steps: 1) Measuring change in the observed output, 2) Attributing observed changes or progress toward changes to the initiative or determining NITP contribution toward observed changes, 3) Judging the value of the change (positive or negative)

Efficiency: evaluate how economically resources or inputs (such as funds, expertise and time) were converted to results. An initiative is efficient when it uses resources appropriately and economically to produces the desired outputs.

Sustainability: Evaluate the extent to which benefits of the NITP remain in existence despite the closing to the project. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and, based on that assessment making projection about the capacity of the sub-national governments in Nias Islads to maintain, manage and ensure the development results in future;

Impact: evaluate changes in human development and people's well being that are brought about by development initiatives, directly or indirectly, intended or unintended.

V. Evaluation Questions

The consultant will work in a team to develop list of questions that will help generate information that

are needed. Below is sample of questions for reference for the evaluators:

- Were stated outputs or outcomes achieved?
- What progress toward the outcomes has been made?
- What factors have contributed to achieving or not achieving intended outputs
- To what extent have the outputs contributed to the outcomes
- Has the UNDP partnership strategy been appropriated and effective
- What factors contributed to effectiveness or ineffectiveness

Evaluation questions must be agreed by the project board who commission the evaluation.

VI. Methodology

The team of the evaluators will design detailed step by step work plan that specifies the methods the evaluation will use to collect the information needed to address its purpose and objectives. The overall approach and methodology should ensure the most reliable and valid answers to the evaluation questions and criteria within the limits of resources for more detail see pages 172-177 of Handbook on Planning, Monitoring and Evaluating for Development Results): <http://www.undp.org/evaluation/handbook>.

Data Collection Methods

Primary data: The consultant may use questionnaires to collect primary data from beneficiaries, stakeholders, key informants, and expert panel. The data can also be collected through direct observation, interviews, focus group, and case studies. NITP project will provide main data generated through monitoring during project implementation cycle. The information includes: Project document of NITP (this include: Result Resources Framework with detail indicators, baseline and target), Quarterly Monitoring Report, Internal Project Assurance Report (IPAR), Mid Term review of NITP, Minutes of Board Meeting, Project Fact Sheet, Donor Report, and M&E plan.

Secondary data: Secondary data will be collected by the consultant from other sources that have direct relevance for the evaluation purposes. This includes among other: National Planning Document (RPJM); Monitoring and Evaluation report of relevant projects / programme;

Stakeholder consultations: The consultations should include the following stakeholders: 1) beneficiaries, 2) reference groups, 3) national, provincial, and district counterparts, 4) UNDP staff and management, and 5) other UN and non-UN projects, particularly those working on post-disaster coordination, capacity development, and or asset transfer and management.

Data analysis: The evaluators will develop the procedures used to analyse the data collected to answer the evaluation questions and criteria. It should details the various steps and stages of analysis that will be carried out, including the steps to confirm the accuracy of data and results.

Findings: should be presented as factual statements based on an analysis of the data. They should be structured around the evaluation questions and criteria.

Conclusions: Should be comprehensive and balanced, and highlight the strengths, weakness of NITP

Recommendations: The report should provide practical, feasible recommendations.

Lessons Learned: The report should include discussion on lessons learned for the evaluation that is newly gained from the particular circumstances.

VII. Evaluation Products (Deliverables)

At the minimum the product should include:

- Evaluation inception report: An inception report should be prepared by the evaluators before going into the full fledged data collection exercise
- Draft Evaluation report: The Planning Monitoring and Evaluation Unit (PMEU) UNDP-Indonesia and Project Board will review the draft evaluation report to ensure that the evaluation meets the required quality criteria
- Final evaluation report

Review/approval time required to review/approve the outputs prior to authorizing payments:

No	Deliverables	Payment	Due date
1.	Inception report	20%	Day 6
2.	Draft evaluation report	40%	Day 23
3.	Final evaluation report	40%	Day 30

Submit the expected written outputs above in printed and soft versions; MS Word (.doc) format including power point presentation when necessary.

VIII. Required Competencies

The evaluators will consist of one international consultant as team leader and one national as member of the team.

The international consultant should possess the following competencies:

- Experience in monitoring and evaluation including demonstrated experience with program assessments;
- Familiarity with monitoring and evaluation techniques including in-depth interview; focus group discussion and participatory information collection techniques;
- Strong analytical skills;
- Experience in working with government agencies (central and local), civil society organizations and international organizations. Direct experience in Indonesia is an asset;
- Experience in evaluating capacity development project, particularly in post-disaster context;
- Understanding of capacity development issues in Indonesia;
- Strong experience and understanding in post-disaster recovery works;

- Experience on decentralized governance (for the national consultant);
- Experience on DIPA Deconcentration and endorsement (*pengesahan*) mechanism
- Understanding of Indonesian government systems, especially policy and budget development at the district and provincial level;
- Good interpersonal and cross-cultural communication skills
- Ability to work efficiently and independently under pressure, handle multi tasking situations with strong delivery orientation;
- Experience in leading evaluation teams. A good team player committed to enhancing and bringing additional value to the work of the team as a whole
- Advance proficiency in operating Microsoft office applications
- Fluent written and oral English

IX. Recruitment Qualifications

- Education: Master degree in related fields
- Experience: Minimum 10 years, in design, monitoring, management and evaluation of development projects
- Specific skills: Ability to write, review, edit reports for effective communication; ability to prepare and conduct communicative presentation
- Language Requirements: Proficient in English language, spoken and written. Knowledge of Bahasa Indonesia is an asset.
- Understanding of cultural and socio-economic context and development challenges in Indonesia.

X. Time Frame for Evaluation Process

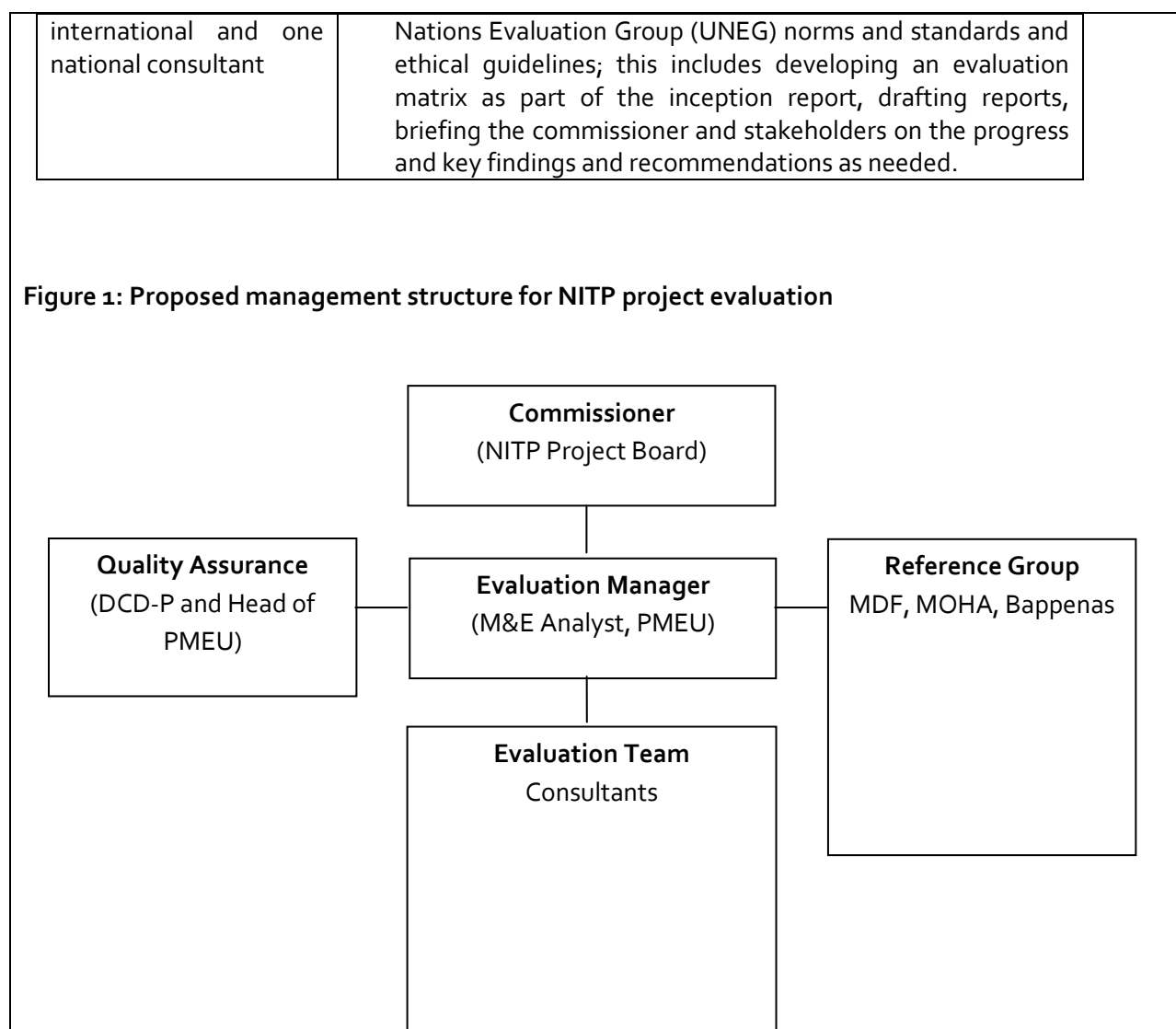
Activities	Time Frame
Briefing of evaluators	Day 1
Desk Review	Day 1 to Day 5
Finalizing the evaluation design and methods and preparing the detailed inception report	Day 6
In-country evaluation mission (visit to the field, interviews, questionnaire)	Day 7 to day 17
Preparing the draft report	Day 18 to day 23
Stakeholder meeting and review of the draft report (for quality assurance)	Day 26
Incorporating comments and finalizing the evaluation report	Day 27 to day 30

XI. Implementation Arrangements

The consultant will compose an evaluation team under the supervision of the evaluation manager. The roles of evaluation team and its relations vis-à-vis other evaluation stakeholders is described in the below table and structure.

Table 1: Key roles and responsibilities in the evaluation process

Person or Organization	Roles and Responsibilities
NITP Project Board as commissioner of the evaluation	<ul style="list-style-type: none"> • Determine which output will be evaluated and when • Provide clear advice to the evaluation manager at the onset on how the findings will be used • Respond to the evaluation by preparing a management response and use of findings as appropriate • Take responsibility for learning across evaluation on various content areas and about evaluations • Safeguard the independence of the exercise • Allocate adequate funding and human resources
Quality Assurance (DCD-P and Head of PMEÜ)	<ul style="list-style-type: none"> • Review documents as required and provide advice on the quality of the evaluation and option for improvement
Evaluation Manager: M&E Analyst (PMEÜ)	<ul style="list-style-type: none"> • Lead the development of the evaluation TOR • Manage the selection and recruitment of the external evaluators • Manage the contractual arrangements, the budget, and the personnel involved in the evaluation • Provide executive and coordination support to the reference group • Provide the evaluators with administrative support and required data • Liaise and respond to the commissioners • Connect the evaluation team with the wider programme unit, senior management and key evaluations stakeholders, and ensure a fully inclusive and transparent approach to the evaluation • Review the inception report and the draft evaluation report; ensure the final draft meet quality standard
Reference Group: Representative of the stakeholders: Staff from Ministry of Home Affairs; Staff from Bappenas; and Staff from MDF.	<ul style="list-style-type: none"> • Define or confirm the profile, competencies and roles and responsibilities of the evaluation team • Participate in drafting and review of draft TOR • Assist in collecting required data • Oversee progress and conduct of the evaluation • Review the draft evaluation report and ensure final draft meets quality standard
Evaluation Team: One	<ul style="list-style-type: none"> • Fulfil the contractual arrangements in line with the United



Annex 1: The Report should include the following headings

Title and opening pages
 Table of contents
 Introduction
 Description of the intervention
 Evaluation Scope and objectives
 Evaluation approach and methodology
 Data analysis
 Findings and conclusion
 Recommendations
 Lessons learned
 Report Annex