United Nations Development Programme

Final Independent Evaluation of

Elections MDP Project to Support Local Elections in Aceh

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Final Report

Prepared by

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List of Acronyms and Abbreviations

AusAID	Australian Agency for International Development
BAPPENAS	*Badan Perencanaan dan Pembangunan Nasional* (the National Planning and Development Agency)
BAWASLU	*Badan Pengawas Pemilu* (National Election Supervisory Body)
BIMTEK	*Bimbingan Teknis* (training)
BRIDGE	Building Resources in Democracy, Governance and Elections
CPAP	Country Programme Action Plan
CSO	Civil Society Organization
DPRA	*Dewan Perwakilan Rakyat Aceh* (Provincial Parliament of Aceh)
GAM	*Gerakan Aceh Merdeka* (Free Aceh Movement)
GoI	Government of Indonesia
IFES	International Foundation for Election Systems
IPAR	Internal Project Assurance Report
IRI	International Republican Institute
KII	Key Informant Interview
KIP	*Komite Independen Pemilu* (The Independent Local Election Commission)
KPPS	*Kelompok Penyelenggara Pemungutan Suara* (Polling Station Committee)
KPU	*Komisi Pemilihan Umum* (National Indonesia Election Commission)
KPUD	*Komisi Pemilihan Umum Daerah* – Regional Election Commission
LOA	Letter of Agreement
MDP	Multi Donor Programme
MoHA	Ministry of Home Affairs
NGO	Non-Governmental Organization
NPD	National Project Director
PANWASLU	*Panitia Pengawasan Pemilu* (Provincial Election Supervisory Body)
PHPU	*Perselisihan Hasil Pemilihan Umum* (Electoral Results Disputes)
Pilkada	*Pemilihan Kepala Daerah* (Local Election)
PMEU	Planning, Monitoring and Evaluation Unit
PMU	Project Management Unit
PPK	*Panitia Pemilihan Kecamatan* (Subdistrict Election Committee)
PSA	Public Service Announcement
QMR	Quarterly Monitoring Report
RPJMN	*Rencana Pembangunan Jangka Menengah Nasional* (National Mid-Term Development Plan)
RRF	Results and Resources Framework
SKPD	*Satuan Kerja Perangkat Daerah* (Regional Government Working Unit)
ToR	Terms of Reference
TOT	Training of Trainers
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
VRA	Voter Registration Audit

Executive Summary

UNDP's Multi-Donor Programme - Support to Indonesia's Democratic Elections (Elections MDP) project is a technical assistance initiative that seeks to enhance and further consolidate the institutional and professional capacities of the General Elections Commission (*Komisi Pemilihan Umum*/KPU) and the Electoral Oversight and Supervisory Body (*Badan Pengawas Pemilu*/BAWASLU), their Secretariat and their regional offices to meet the numerous priorities that are faced both in the immediate and longer-term. It also seeks to enhance the quality of participation of voters in Indonesia's elections by increasing the awareness of voters on the importance of democratic processes that will serve as a foundation for post-election engagement with elected public officials.

Following the 2009 elections, Elections-MDP continued to provide technical assistance to related stakeholders. Previously, Elections-MDP focused on support for the legislative and presidential elections, but since 2011 had also focused on supporting the local elections in Aceh. The project was implemented through the Government of Indonesia (BAPPENAS), and worked at the local level with KIP, PANWASLU Aceh and other relevant stakeholders. The Project aimed to support the holding of free, fair, and peaceful elections, and to promote the participation of voters in all democratic processes. It had three intended outputs, namely: (i) electoral management systems and processes strengthened, (ii) voter participation in monitoring and peace building increased, and (iii) stakeholder coordination facilitated. Various activities were designed to achieve each of these intended outputs. The modalities adopted included training, supply of equipment and electoral materials, raising awareness of peaceful campaigning, and small grants to CSOs.

Elections-MDP's support to the local election in Aceh was relevant to GoI development priorities and appropriate within the local context. At the national level, the project activities were consistent with the priorities of the GoI as stipulated in Agenda 3 "Upholding the Pillars of Democracy" of the National Medium Term Development Plan (RPJMN) 2010-2014. In terms of the local conditions, project interventions were relevant given the overall socio-political and security situation in Aceh. Project activities responded to the expressed priorities of the Komite Independen Pemilu (KIP), and reflected the alignment of local needs with national perspectives. In addition, The Project's objectives fall within UNDP's mandate in Indonesia to promote democratic governance.

The Project experienced delays in approval, preparation and implementation so that less time was available to optimally carry out activities with maximum benefits. In general, however, the Project paid great attention to detail in order to ensure that its beneficiaries received the support they required. The work to be done was clearly-defined and costs associated with activities were reasonably expended. In the view of the Evaluation Team, this was a cost-effective project, with resources used strategically in support of achieving the desired results.

Elections-MDP successfully completed all planned activities, and largely achieved the intended outputs. The Project is perceived by the key stakeholders as having had a positive impact on the improved capacity of both KIP and PANWASLU, thus favoring the preparation and conduct of credible elections. The UNDP assistance through the Elections-MDP project was seen as an important element contributing to the improvements in the preparations and management of the elections.

With the successful implementation of the election, it can be said that Elections-MDP has made a positive impact on building strong, legitimate and accountable political institutions. At the same time, the free, fair, and credible elections had prevented the emergence of post-conflict violent confrontation in the community. Thus it can also be said that the Project has contributed positively to the sustainability of peace in Aceh.

Sustainability of Project activities and benefits could be assessed from such aspects as beneficiary involvement in all stages of project implementation, implementation of training, financial sustainability, adoption of relevant programme and regulations and possible replication, existence of relevant institutions, and existence of initiatives developed. While financial commitment of the local government to provide sufficient budget for both KIP and PANWASLU to adequately cover activities once conducted by the Project was still a challenge, analysis of the above sustainability elements revealed that some activities and benefits have been sustained, and some showed high and moderate potential for sustainability.

In the course of Project implementation, the activities addressing gender issues were largely related to participation in meetings, in the holding of participatory election monitoring, in the selection of CSOs, and in collecting gender disaggregated data. In view of the short-term

nature of the Project as well as the situation in Aceh where politics and decision-making are still seen as a male arena, however, what the Project delivered did reflect its commitment to gender mainstreaming efforts. Nevertheless, if planned properly with more time left for implementation of activities, the Project would have achieved more in terms of addressing gender equality.

The following are some recommendations from this evaluation:

a. Future intervention needs to provide support for voter registration and voter education as they are critical elements in achieving free, fair and credible elections. Stakeholders agreed that there is a strong need to improve the voter list, and increase citizen motivation and understanding of their rights to participate in elections.

b. While UNDP needs to align its activities into the specific purposes of the donor as well as final clearance from the GoI, it has to select also activities based on the results of ongoing analysis, experiences and needs assessment. This definitely requires the ability to raise funds to adequately finance the proposed interventions to avoid a high percentage of unfunded budget.

c. Programme such as Elections-MDP would benefit from longer planning, approval and preparation periods. As has been shown, for various reasons, the Project activities experienced delays in the process of preparation and implementation so that less time was available to optimally carry out activities with maximum benefits.

d. It will be more effective if the use of media is based on the results of previous studies on media effectiveness. Communication expertise may help to ensure that the messages conveyed are clear and effective. At the same time, media need to be pre-tested in different areas (rural-urban, coastal-inland, etc.) prior to mass production and distribution.

e. Any strategic project like Elections-MDP, should design its initiatives to develop a regulatory framework that will equip the government with the procedures or methodology for developing and replicating good and useful practices promoted by the project beyond its presence. Advocacy at the government level might be necessary to secure their commitment to financing some activities.

f. In order to increase the institutionalization of programme outcomes, Elections-MDP needs to be more proactive in influencing the KPU and Bawaslu or the government to adopt necessary programme, policy and regulations on the basis of lessons learned and best practices from its programmes or projects. This cannot be done under short-term

projects like support to elections in Aceh, but could be placed within the context of national Elections-MDP.

g. While Elections-MDP's method of delivery consolidated the strategic partnership between UNDP and the KIP and PANWASLU, it is suggested for the future project to develop adequate and regular monitoring and coordination to aid in immediately addressing operational issues on ground. This particularly applies to activities or part of activities that are managed by partner organizations, such as those for distribution of manual and video on voting and counting along with electoral materials by KIP and participatory elections monitoring by PANWASLU.

h. It is understood that, while Electoral Cycle Approach is UNDP's standard approach, the Project did not adopt that approach as the donor funding was strictly for a short-term intervention. Despite this short-term intervention and the "one-off" nature of the election, however, activities of the Project need to be pursued with a longer-term perspective to increase sustainability.

1. Introduction

1.1 Background

1. UNDP's Multi-Donor Programme - Support to Indonesia's Democratic Elections (Elections MDP) project is a technical assistance initiative that seeks to enhance and further consolidate the institutional and professional capacities of the General Elections Commission (*Komisi Pemilihan Umum*/KPU) and the Electoral Oversight and Supervisory Body (*Badan Pengawas Pemilu*/BAWASLU), their Secretariat and their regional offices, to meet the numerous priorities that are faced both in the immediate and longer-term. It also seeks to enhance the quality of participation of voters in Indonesia's elections by increasing the awareness of voters of the importance of democratic processes that will serve as a foundation for post-election engagement with elected public officials. This support also seeks to facilitate the Government of Indonesia in coordinating international support to elections in Indonesia, with the aim of achieving a harmonized donor programme in line with the principles contained in the Paris Declaration of Aid Effectiveness.

2. Following the 2009 elections, Elections-MDP continued to provide technical assistance to related stakeholders. Previously, Elections-MDP focused on support for the legislative and presidential elections, but since 2011 had also focused on supporting the local elections in

Aceh. Support to the local elections in Aceh was built on the success of UNDP's support to the 2006 local elections and the 2009 national elections as well. The project was implemented through the Government of Indonesia (BAPPENAS), and worked at the local level with KIP, PANWASLU Aceh and other relevant stakeholders

3. Elections-MDP is a vehicle through which UNDP supported the conduct of local elections in Aceh. The Project aimed to support the holding of a free, fair, and peaceful election, and to promote the participation of voters in all democratic processes. It had three intended outputs, namely: (i) electoral management systems and processes strengthened, (ii) voter participation in monitoring and peace building increased, and (iii) stakeholder coordination facilitated. Various activities were designed to achieve each of these intended outputs. The modalities adopted included training, supply of equipment and electoral materials, awareness raising of peaceful campaigning, and small grants to CSOs.

4. From 29 July 2012 until 10 September 2012, assigned by the Planning, Monitoring and Evaluation Unit (PMEU) of UNDP Indonesia, the evaluators carried out the evaluation process through document reviews and field assessment. The results of the evaluation are presented in this report. The report consists of parts which describe the intervention briefly; evaluation scope and objectives; evaluation approach and methodology; data analysis; findings; lessons learned and recommendations.

1.2 Scope and Objectives

5. Based on the Terms of References (ToR), the scope of evaluation is as follows:
   1. The evaluation will focus on assessing the implementation of the Elections-MDP project in Aceh from August 2011 to the end of the project in June 2012.
   2. All of the three outputs of the project will be evaluated.
   3. The evaluation process will include consultation with the partners, implementers, and beneficiaries of the project at national, provincial and district levels.

6. According to the ToR, the key objective of the evaluation is to find out the following criteria:

1) Effectiveness: evaluate the extent to which the intended results of the Elections-MDP have been achieved; and attributing observed changes or progress toward changes to the initiative or determining Elections-MDP contribution toward observed changes.

2) Efficiency: evaluate how economically resources or inputs (such as funds, expertise and time) were converted to results.

3) Relevance: evaluate the extent to which intended outputs of the Elections-MDP project are consistent with national and local policies and priorities and the needs of intended beneficiaries; and also the extent to which Elections-MDP project was able to respond to changing and emerging development priorities and needs in a responsive manner.

4) Appropriateness: evaluate cultural acceptance as well as feasibility of the Elections-MDP project within the local context.

5) Sustainability: evaluate the extent to which benefits of the Elections-MDP continue beyond the life of the Elections-MDP project or when the external development assistance has come to an end. This includes evaluating the extent to which relevant social, economic, political, institutional, and other conditions are present and contributing to maintain, manage and ensure the Elections-MDP results in future.

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

7. In addition, the evaluation also addressed the detailed purposes of the evaluation as stated in ToR:

1) To assess the achievement of stated project outcomes and outputs, taking into account the strengths and weakness of the project, and unexpected results;

2) To determine the overall efficiency in the utilization of resources in achieving results;

3) To assess the appropriateness of the design of the project and the implementation arrangements, including but not limited to, the project modality, organizational structure, and coordination mechanisms set up to support the project;

4) To assess the extent to which the project has contributed to the creation of an enabling environment, and the extent to which this has helped shape effective government policies and programming;

5) To assess the sustainability of results and provide recommendations for sustaining the benefits of the project and how to improve sustainability in future initiatives;

6) To assess the approach to capacity development and whether initiatives have contributed to sustainability;

7) To review the effectiveness of the gender mainstreaming strategy and partnership strategy;

8) 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; and

9) To identify best practices and lessons learned which can be replicated.

1.3 Limitation

8. The evaluation was limited by the fact that the project had already been closed when the evaluation commenced, so the evaluators could not meet with some key staff involved in the Project. Given that the Project activities had only recently been completed, reports and pertinent project documents were not available immediately when there were sudden needs to confirm and check the information obtained from the respondents.

2. Brief description of the intervention

9. The province of Aceh planned to hold local elections at the provincial level and in 18 out of 23 districts/municipalities in November 2011. This is the second set of local elections to be held in the province since the Government of Indonesia and the Free Aceh Movement (GAM) signed the Helsinki Memorandum of Understanding that ended a 29-year armed insurgency by GAM in 2005. The first elections held in 2006 were successful, and, contrary to the expectations from many parties, had minimum levels of violence. They also marked the first time in any election in Indonesia that independent candidates were allowed to run. The elections were largely won by candidates from the former separatist Free Aceh Movement (*Gerakan Aceh Merdeka*/GAM). The elections also set an important precedent for Indonesia in dealing with separatism. A blanket amnesty was offered and space was opened for full political participation, in exchange for renunciation of claims for independence.

10. The 2012 local elections were facing different challenges. While the threat of renewed violence between the rebel group and government forces had long gone, a breakdown in the

electoral process could increase the prospect of an intra-Acehnese conflict, especially among different factions in the former GAM. This condition could jeopardize the peace in Aceh which had been forged through great efforts by the Indonesian government and the GAM, and with the facilitation of the international community. A breakdown in the electoral process and resumption of conflict would also set a negative precedent that could cause a setback to other peace settlements in Indonesia's other restive provinces, such as in Papua.

11. In the post-conflict areas like Aceh, elections are generally considered a cornerstone in the process of building strong, legitimate and accountable political institutions. However, there is conflict potential in elections. Elections can ignite dormant conflicts, open up new arenas for violent confrontation, or lead to a return to war. Therefore, the success of 2012 local elections was of utmost importance to the sustainability of peace in Aceh. In order to be successful, the capacity of the election management bodies, both at the provincial and district/municipality levels, needed to be developed, and public participation in ensuring that the elections were conducted in a free, fair, and peaceful manner, needed to be encouraged.

12. Aceh's election was originally scheduled to be held in October 2011 but was delayed twice because of a dispute over a December 2010 constitutional court ruling overturning Aceh's ban on independent candidates. The December 2010 ruling allowed the incumbent Governor to seek re-election for a second term as an independent candidate, a move that had previously been prohibited under the 2006 Aceh Administration Law. Party Aceh, the largest political party in the province, believed the court's December 2010 ruling violated Acehnese autonomy agreements and the party threatened to enact legislation to re-institute the ban and prevent, amongst others, the incumbent governor from running for re-election as an independent candidate. Tensions escalated significantly between all the factions as Party Aceh pursued a boycott campaign that caused a political deadlock over the legal framework guiding the electoral process. Unfortunately, these tensions catalyzed politically-related violence, resulting in multiple shootings across the province during the electoral period. Related to this politically-related violence across the province, there were reports that some candidates and their campaign were not able to freely campaign as a result of intimidation.

13. In the process of preparation for the election, KIP had faced political and administrative challenges. Due to the disagreements mentioned above, a number of the administrative details regarding the election had not been resolved in time, including, in particular, the establishment of KIP offices at the district level. In addition, the Provincial Election

Supervisory Body for Aceh (PANWASLU) was established late. The implication was that, there would be less time to set up the required organizational and technical framework and to empower the human resources to perform their monitoring and oversight role. This issue also created uncertainty at the community level over when and how elections would be conducted, and had the potential to lead to low voter turn-out. At the district level, in particular, KIP and PANWASLU offices were staffed mostly with new recruits, who would not have sufficient knowledge, skill or experience required to manage the local elections. These issues could impede the ability of election management bodies to conduct the elections in an effective and efficient manner.

14. UNDP has been working on governance issues in Indonesia for many years, and has significantly contributed to consolidating democracy through the provision of policy advice and technical assistance, and by promoting and brokering dialogue and engaging in knowledge networking. UNDP's experience on the ground in Aceh has been vital to the rebuilding of Aceh in the post-tsunami context and to supporting peace building efforts. UNDP is seen as a trusted partner of the Government of Indonesia, and its Multi-Donor Programme: Support to Indonesia's Democratic Elections (Elections-MDP), as well as other projects from across different practice areas in Banda Aceh were well established and recognized for contributing to democratic governance, peace building and poverty reduction efforts. In the case of the Aceh elections, UNDP Indonesia received requests for support from local election bodies.

15. Elections-MDP has worked at national level since 9 July 2008 and one of its objectives is to strengthen the institutional, operational and management capacities of KPU to plan and conduct the 2009 legislative and presidential elections. The Project Document was then revised to include additional activities to support to local election in Aceh in 2012.

16. UNDP, drawing on its extensive background in supporting both legislative and presidential elections in Indonesia (1999, 2004 and 2009) and Aceh elections (2006), with the support of AusAID, implemented activities in Aceh from September 2011 to July 2012 to support the local elections. Despite the two delays to the election in Aceh (resolved at the Constitutional Court), coordination with KIP and PANWASLU was successfully carried out. A Project Management Unit in Jakarta and Aceh (which included four staff in Banda Aceh), managed day to day activities and operations; staff in Aceh were crucial in building

relationships with KIP and PANWASLU at both provincial and district/municipality level, as one in particular was a former KIP Commissioner.

17. Elections-MDP is a vehicle through which UNDP supported the conduct of the local election in Aceh. The project was implemented through the Government of Indonesia (BAPPENAS), and UNDP provided a project assurance function on behalf of the Project Board. The project had an office in Banda Aceh to manage day-to-day activities and operations and worked at the local level with KIP, PANWASLU Aceh and other relevant stakeholders. It aimed to support the holding of a free, fair, and peaceful election, and to promote the participation of voters in all democratic processes.

18. The Project had three intended outputs, namely: (i) electoral management systems and processes strengthened, (ii) voter participation in monitoring and peace building increased, and (iii) stakeholder coordination facilitated. The first two outputs were directly implemented by the project in collaboration with KIP and PANWASLU Aceh, while the third one was facilitated by BAPPENAS.

19. Various activities were designed to achieve each of these intended outputs. The modalities adopted included training, supply of equipment and development of electoral materials, and small grants to CSOs for participatory monitoring. Equally, the project identified partnerships with a view to conduct its activities and meet its objectives. The KIP and PANWASLU Aceh are clearly identified as the main partners in the project, as well as the main beneficiaries of the project's activities.

20. On April 9, 2012, Aceh held elections for governor, vice governor and 13 district heads and vice district heads. On April 17, 2012, the Aceh Independent Election Commission (KIP) officially announced the results of the Aceh gubernatorial election, in which approximately 75.73% voters out of 3,244,729 registered voters cast ballots on election day. Party Aceh's candidate, Zaini Abdullah, won the gubernatorial election. In general, domestic observer groups commended on the high voter participation and order that prevailed at the majority of polling sites on Election Day.

21. Elections-MDP's budget was USD500,000, all of which was provided by AusAID. In addition, UNDP spent the amount of USD50,000 from its own budget mainly to support the peace declaration and candidate debates, and to partially fund the preparatory activities of the

Project. The Project implementation period was from September 2011 with an anticipated end of project date of 28 February 2012. Due to the postponement of the election, however, this date was extended to July 2012.

3. Methodology

22. This evaluation applies a qualitative research approach. The methodology used for data collection is document review, key informants interview (KII) with stakeholders, and direct observation. Interviews and discussions took place with key persons involved in the projects as implementers, partners, or beneficiaries (stakeholders) both in Jakarta and Aceh.

23. Document review was conducted on secondary data, i.e. documents related to the project implementation and government documents. The project related documents include (i) Project Documents and any subsequent work-plans, (ii) Quarterly Monitoring Reports, (iii) minutes and conclusions of steering committee meetings, technical team meetings, strategic planning meetings, (iv) Elections-MDP Final Report for Support to Local Elections in Aceh, (v) relevant documents with KIP Aceh, PANWASLU Aceh and Grants for Civil Society, (vi) Internal Project Assurance Report (IPAR), (vi) Project Proposal, (vi) training reports, (vii) CSO reports, (viii) summary of the participatory evaluations, and (ix) other relevant project reports/documents. Among these, the study took into special account the Project Document, Project Proposal, and Elections-MDP Final Report for Support to Local Elections in Aceh.

24. KIIs were conducted at national, provincial and district level. At national level the interviews were conducted in Jakarta, while at provincial level the interviews were conducted in Aceh. The team also conducted interviews at district and sub-district level. The list of respondents or key informants and the schedule of field work can be seen in Annex 2. The key informants were selected on the basis of their relatively intensive involvement in the project, and their relatively good knowledge of the project implementation.

25. 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, appropriateness, efficiency, effectiveness, sustainability, and impact.

26. For the purpose of collecting qualitative data, a set of questions were prepared. These questions served as a guide for free discussions during interviews and discussions. The contents of these interview and discussion guides were different depending on the categories of respondents, namely KIP members, PANWASLU members, programme team, CSOs, and so on. However, they all contained relevant elements of evaluation criteria and were based on the purposes of evaluation.

27. Data and information were analyzed qualitatively. The data analysis was conducted simultaneously with the data collection process. To analyze the data the evaluators reviewed the notes of interviews to find out and collate the key information collected. The key information collated was summarized and concluded to contribute to the answers of the evaluation questions. To confirm the accuracy of data and results, the evaluator conducted a comparative analysis among the information gathered from different key informants, and triangulation between the results of interviews with the field observation and document/literature review. Whenever needed, the evaluator conducted further telephone interviews with certain key informants to clarify some information.

28. Annex 3 provides the list of documents reviewed. Among them, the study relied heavily on the Project Document and Final Report for Support to Local Elections in Aceh, especially for the "effectiveness" section of this report.

4. Evaluation Findings

4.1 Design and implementation

29. In general, the project design is seen as appropriate as it seeks to address the various elements needed for a successful election. Addressing the capacity development needs of the various institutions to better prepare them for conducting the elections is a need that had to be addressed, as well as providing support for the actual implementation of the elections event. The project, however, did not address one of the most fundamental challenges to the elections, namely voter registration lists. Experiences with *Pilkada* throughout Indonesia show that there are frequently problems with voter registry. This includes, for instance, voters being denied registration, filing of complaints or failure to be registered. Voter Registration Audit (VRA) had actually been identified as one of the priority activities in Aceh, but this

activity did not pass the clearance from the Steering Committee. It is for this reason that the Project did not implement VRA.

30. It is difficult to comment on the feasibility of the intended output, as it did not specify what scope or scale of improvements were expected, and baseline information was mostly absent. However it appears that most of the support was short term in nature, and focused on the delivery of short term products. The intended outputs were couched in modest operational terms and it was realistic to expect tangible results during the project duration.

31. As to the project strategy, there was a clear logic to the project design, which was based on an understanding of the circumstances and needs of the target audience for the project, and refined knowledge of how to work with a training-and-learning methodology.

32. The wording of intended outputs is different from one document to another. For example, Output 1 reads "electoral management system and process strengthened" in the Project Document, but it reads "the capacity of electoral management bodies in Aceh to conduct the 2012 local elections in Aceh is strengthened" in the Final Report, and "capacity of election committees in managing and PANWASLU in over sighting Aceh local elections improved" in RRF. It is noted that attempts to align with AusAID's intended output/statement might be part of the reason, but it is advisable to maintain consistency in such wordings as much as possible.

33. Elections-MDP was designed with the assumption of a total budget of USD1,809,850. Until its termination, however, the Project could not secure the amount of USD1,226,232. There might be some reasons for the inability to get additional funding, but it would be more ideal if the design of the Project was based on the appropriate estimate of the amount of fund to be secured. At the same time, outputs and indicators were not adjusted despite the fact that 67.84% of the budget was unfunded.

34. In Aceh, gender equality is still a challenging aspiration. Politics and decision-making are still seen as a male arena, and gender based stereotypes and socialization impede women's engagement in political processes. However, the Project Document adequately includes gender analysis. Given the short-term nature of the Project, mentioning gender analysis in the Project Document might enable the Project to include and even specifically target women in its activities.

35. While CSO partners were satisfied with the overall implementation of the Project, they reported that they had difficulties communicating with the Project when completing financial reporting because the staff who had been working with them were suddenly unavailable for consultation and they were not sufficiently informed regarding the procedures to follow in the absence of the staff. The evaluators are of the opinion that the Project should have noted CSOs' different stages of organizational development and different capacity levels in financial reporting. Therefore, sufficient communication and guidance needs to be provided to ensure that their exposure to UNDP financial reporting guidelines will improve their financial accountability.

36. Some activities were implemented late. In the establishment of the Call Center, most vendors who were available in Aceh and submitted proposals in response to the bidding announcement did not fulfill the project's requirements. The process of obtaining the appropriate software and hardware then took longer since it coincided with the end of year vacation. In processing CSO grants to support PANWASLU in participatory monitoring, the Project used the UNDP approach which took longer to complete. The process started with the signing of a Letter of Agreement with PANWASLU and the subsequent stages emphasized openness, participation, and transparent mechanisms.

37. The project was in compliance with the UNDP reporting requirements. Project quarterly monitoring reports (QMR) and internal project assurance reports (IPAR) were submitted on time. 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 some baseline data. However, the Mid-Term Progress Report, which is mentioned in the proposal as one of the means for monitoring and evaluation of the activities, was not available.

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

4.2 Relevance

To what extent the Elections-MDP's project design and implementation are consistent with national and local policies and priorities and the needs of intended beneficiaries?

39. Elections-MDP's support to the local election in Aceh was relevant to GoI development priorities. In the national context, the project activities were consistent with the priorities of the GoI stipulated in Agenda 3 "Upholding the Pillars of Democracy" of the National Medium Term Development Plan (RPJMN) 2010-2014. The project's objective to strengthen electoral management systems and processes, and increase voter participation in election monitoring, directly supports the target of Agenda 3 to develop a more consolidated democratic system to ensure general elections processes that meet sound democratic principles, namely general elections that are fair, just, and credible.

40. Project activities responded to the expressed priorities of the Independent Local Election Commission (KIP). Initially KIP identified its priorities, which were then taken to the Steering Committee involving Bappenas (the National Planning Board), KPU, Elections Oversight Agency (Bawaslu), Ministry of Home Affairs (MoHA), Ministry of Finance, Coordinating Ministry of Politics and Security, Ministry of Foreign Affairs, and UNDP (Elections-MDP). The Steering Committee held review meetings and information sessions to examine assistance activities according to priorities and needs. Thus it can be said that the project activities reflected an alignment of local needs with national perspectives.

41. In terms of local conditions, project interventions were relevant given the overall socio-political and security conditions in Aceh. As mentioned in the situation analysis of the Project Document, KIP faced a number of political and administrative challenges due to a disagreement with other institutions regarding the independent candidacy. PANWASLU Aceh was established late, with insufficient time before election day to set up the required organizational and technical framework and to learn about their monitoring and oversight role. At the district level, KIP and PANWASLU offices were staffed mostly with new recruits, leaving little time for new staff to gain sufficient knowledge, skills or experience in managing the local elections. At the community level, there was uncertainty regarding when and how the election would be conducted. These issues impeded the ability of election management bodies to conduct the elections in an effective and efficient manner. In this regard, the engagement of UNDP via the Elections-MDP Project to provide some technical and operational assistance to local elections bodies is considered appropriate and highly relevant.

42. In the lead up to the local elections in Aceh in 2012, political tensions ran high, with disagreements between a range of stakeholders, including the Provincial Parliament (*Dewan*

Perwakilan Rakyat Aceh/DPRA), the Governor, and the Local Election Commission regarding election-related regulations and the legality of independent candidates. The Provincial Parliament, supported by local and national political parties, argued that independent candidates were only allowed to run in the 2006 local elections, as stated in the Law on Government of Aceh (*Undang Undang Pemerintahan Aceh*) and that this did not follow national regulations. This led to disagreements about the stages of the elections set in place by KIP Aceh, and political parties succeeded in having the elections postponed several times. These delays coincided with a number of violent events and attacks, resulting in several deaths, and posing a real risk to communities. These political tensions also caused uncertainty for the elections in Aceh.

43. Elections-MDP supported operational training for election officials in voting and counting. The activities of the Project contributed to supporting the goal of a well-managed election. The project's assistance in the development of manuals and VCD helped to address the stated need for training of polling station and other election officials. KPU representatives told the evaluation team that these activities supported by Elections-MDP were appropriate to their needs.

44. In identifying its needs for possible assistance, KIP Aceh had emphasised areas that were not funded under its own budget. The same applied to PANWASLU. Because of this the project activities complemented the work of KIP and PANWASLU in improving election management and processes as well as in citizen participation in election monitoring. In this broader sense, the project was highly relevant.

45. While the Project was aligned with national priorities and responded to local needs, the Project's objectives fell within UNDP's mandate in Indonesia to promote democratic governance. CPAP 2006-2010 stipulates that through the Deepening Democracy Programme, UNDP aims to help harmonize government priorities with the immediate expectations of the people by providing support to increase citizen awareness, participation and civic engagement in politics and governance. Efforts in this programme component will involve: i) strengthening citizen participation in decision-making processes, (ii) improving civic education, and (iii) strengthening key governance institutions such as legislatures and electoral bodies in line with their constitutional mandates, and by developing capacities of actors within them. CPAP 2011-2015 articulated the expected outcome as increased public

representation and participation in political and government institutions particularly among women and vulnerable groups.

46. Electoral processes are complex operations that involve many elements and stakeholders. They inevitably generate disputes. Establishing and applying a proper and effective electoral dispute resolution system is a crucial component of credible elections. Enhanced electoral dispute resolution skills acquired by KIP and PANWASLU through a training facilitated by the Project may have lead to a tangible decrease in the number of unresolved disputes in the next general or local elections, thus enhancing stakeholders' trust in the way these elections were conducted and how the potential problems were investigated, followed-up and resolved.

47. Electoral disputes can arise at any stage of the electoral process/cycle, for example voter registration, the nomination of candidates, voting, and counting. While much emphasis in the work of an electoral institution is given to electoral preparations, voting procedures and operations, normally the field of electoral dispute resolution is not given the same level of attention and critical analysis. The manner in which electoral disputes are investigated and adjudicated has a crucial impact on the credibility (both perceived and real) of an electoral process and the legitimacy of the body administering that process. In this regard, the training on PHPU (*Perselisihan Hasil Pemilihan Umum* or Electoral Results Disputes) is very beneficial to election management bodies.

48. Monitoring of the election was seen as an important way to increase voter confidence in the elections and thus encourage people to vote. Monitoring of the local election in Aceh was especially relevant as some groups may have had suspicions of the political system and the election process. Given the pre-election situation and reported prevalence of irregularities in elections elsewhere in Indonesia, voters needed to be convinced that their vote still counted. In such cases, observation makes an important contribution to peace building, since creating confidence in elections can help promote national reconciliation and sound democratic practices. Comprehensive observation is particularly helpful in post-conflict areas like Aceh, which have had very few elections since the signing of peace agreement in 2005.

49. Facilitating stakeholder coordination was in line with the nature of the project that required close collaboration with government agencies, donors, beneficiaries, and other stakeholders. To ensure proper coordination with these stakeholders, UNDP managed a

coordinating mechanism at the country level, which is consistent with its democratic governance work and mandate and worked in close cooperation with other providers of electoral assistance. Such coordination included the provision of support to the KIP for the mobilization of resources, and for keeping the international community informed of the progress with the election related activities on a regular basis. Ideally, such coordination mechanism should also be promoted at the local level, including with local CSOs and donor organizations.

50. Since the project aimed to improve the capacity of the election management body as an instrument towards the final goal of having free and fair elections accepted by all, it should place emphasis on those components that could increase the credibility of the electoral process. In this regard, amidst budget limitations, the choice to support activities that could improve capacity of election management body to manage the electoral process and to increase citizens' participation in election monitoring was right, because their implementation would directly affect the credibility of the election management body and of the electoral process.

51. The choice to have a Letter of Agreement with PANWASLU to let it manage Participatory Election Monitoring was right, not only because PANWASLU has the duty to supervise the conduct of elections. Equally important is because the conduct of monitoring requires independence and neutrality incompatible with the involvement in capacity building/technical assistance. Both activities should be kept separate and not be carried out by the same party.

52. The intended outcomes clearly align with priorities, and appeared to be feasible. Most of the outcomes did not specify the *scale* of improvements that would be expected, so it will not be possible to make an obvious distinction between successful or unsuccessful initiatives. However, it is still possible to make reasonable judgments about the effectiveness of the work.

53. The initial project proposal did not include candidate debates nor a peace declaration. Both activities, however, have been assessed as highly relevant by all of the interviewees. What is more, the two activities were pursued in collaboration with KIP Aceh and on the part of Elections-MDP, using UNDP's own budget. This reflected the flexibility of the project management to implement activities according to the needs that emerged in the course of

their cooperation with KIP, which could have not been integrated in the project from the very beginning. In view of the pre-election situation with some concerns for security, bringing together various stakeholders in such an inclusive way has been applauded as a key step in ensuring the free and fair election in Aceh.

54. In the limited time between the appointment of KIP's and PANWASLU's members and the elections, it was necessary to provide the newly appointed members with additional skills and knowledge. The engagement of UNDP is considered appropriate and highly relevant, since it appeared that the local government was reluctant to provide sufficient funds to engage in institution building without external assistance.

4.3 Appropriateness

How feasible was project design and implementation within the local context? To what extent was the project adapted to local conditions?

55. Both KIP and PANWASLU Aceh were very enthusiastic about the Elections-MDP project since its design was viewed as very relevant to their duties and responsibilities as election bodies responsible for election management and monitoring. Their acceptance can be seen from the fact that the heads or members of the two organizations always attended every time there was a meeting, event, or forum implemented by the Elections-MDP. PANWASLU has even provided office space for the Project. Overall, support of Elections-MDP was very high.

56. With this very high level of acceptance, Elections-MDP initiatives were applicable within the local context. Delivery methods, resource persons, and contents of the trainings were highly rated by participants. Manuals and videos had been tailored to suit the local culture prior to being distributed to each KPPS. Furthermore, KIP and Elections-MDP collaborated to sponsor candidate debate and a peace declaration. In addition, Elections-MDP had an MoU with PANWASLU, which then managed the grant to three CSOs for participatory monitoring. In essence, all Project activities were implemented with sound collaboration and coordination with KIP and PANWASLU, so most activities were perceived as part of their internal mechanism. It can be said that Elections-MDP project management had optimally arranged most activities to be located within the scope of practices of both KIP and PANWASLU so that their ownership of the Elections-MDP activities was strong. This means that the Elections-MDP's methods of delivery consolidated the strategic partnership between

UNDP and the KIP and PANWASLU, with all parties sharing responsibility for the implementation of Elections-MDP activities.

57. However, while the Project Document highlights the need to work with all electoral stakeholders to provide capacity development, awareness raising and coordination, Elections-MDP did not adequately involve sufficient participation of local government such as the relevant provincial governance working unit (SKPD) and relevant divisions at the governor's office, as well as CSOs in the design and implementation process. During the evaluation, the evaluators had the impression that the emphasis of Elections-MDP activities was heavy on maintaining coordination at the national level and with KIP and PANWASLU, but light on planned processes to build coordination with the CSOs, donors, and local government.

4.4 Efficiency

How efficient were resources converted into results?

58. Since the beginning of its implementation, Elections-MDP Project has faced limitations in funding. About 67.84% of the total budget is unfunded (USD 1,226,232 out of USD 1,809,850). Elections-MDP's project activities were also targeted to secure additional financial resources for its implementation. However, upon the completion of the project, the additional funds remained unsecured. Given this limited funding condition, it was essential for Elections-MDP project to be efficiently implemented financially.

59. Time efficiency became a big challenge in the implementation of Elections-MDP project. Overall, a number of activities had to be rescheduled or truncated due to postponement of the election. Approval for the project came late as initially it was considered too sensitive to allow donor involvement in the local election, and this delay resulted in a relatively short time for preparation and implementation. CSOs complained of the late disbursement of funds. Other reasons for the delay of some activities were related to the use of UNDP approach in the bidding process, and the absence of vendors that could fulfill the project's requirements.

60. In the establishment of Call Center, most vendors who were available in Aceh that submitted their proposal in response to the bidding announcement did not fulfil the project's requirements. The process of obtaining the appropriate software and hardware then took a longer time since it also coincided with the end of the year vacation. In processing CSO

grants to support PANWASLU in participatory monitoring, the Project used the UNDP approach which took a longer time to complete.

61. Elections-MDP was implemented using the National Implementation Modality, which creates partnerships between UNDP as senior supplier, Bappenas as executive, and KPU and Bawaslu as senior beneficiaries. Through the partnership with Bappenas at the national level and KIP and PANWASLU at the local level, the responsibilities for conducting the Project initiatives are divided into Bappenas, UNDP and KIP. The role of KPU as senior beneficiary also contributed to the achievement of the project's intended outputs through their participation in Steering Committee meetings, provision of direction and advice, as well as participation in monitoring Elections-MDP activities. That means that all of the parties involved in the project activities shared in contributing to the achievement of the output.

62. This partnership was also succesful in sharing the costs between UNDP and the KIP. The two organizations shared the costs of candidate debates and the peace declaration. The dissemination of the manual and video to target areas and stakeholders in tandem with the distribution of other KIP materials for the election resulted in the project saving money on distribution costs, and allowed Elections-MDP to produce the video with lower costs.

63. For programmatic reporting, the Project used quarterly reports which focused on the three-month period under review and also provided an overall analysis of how the process was moving forward. The report also indicated the measure in which the project served to assist the process. The report contains, among others, implementation status of activity, expenditure of the completed activities, issues for output, analysis of progress toward output, follow up issues, cross cutting issues, challenges, as well as an issue log which contains issue management and the status of solutions being taken.

64. The delay of the election made it difficult to plan and implement some of the activities with time-effectiveness. Outputs were not achieved in time, although within the budget framework. However, the activities in themselves were cost efficient, and the project management was efficient, with a minimal number of management staff. As reported above, actual outputs exceeded the initial plan in a few cases. To the evaluators it did not appear that the few minor shortcomings that were found had any effect on the project's outcomes.

65. The project coped well with a lean budget, considering the outcome it delivered. The project made effective use of the resources available in support of project objectives, and all costs reported in the final budget statement seem reasonable. PMU at the national level and PMU at the provincial level only consist of key functional positions. During the project's life, Elections-MDP only spent 20% of its budget on personnel costs. In addition, the project office in Banda Aceh shared office space with other UNDP projects, resulting in a smaller operations budget. Overall, the relationship between results and impact achieved, and resources spent, was encouraging.

66. The training and distribution of manuals and videos covered the whole province of Aceh, meaning that beneficiaries from this activity included the entire voting population. The CSO grants scheme for implementing participatory election monitoring contributed to the reporting of violations during the elections. Media campaigning during the election covered 10 districts and municipalities with printed materials, and radio and TV spots covered 23 districts/municipalities in the province of Aceh. Direct monitoring covered five districts/municipalities, 13 sub-districts and 35 villages, involving 120 volunteers in conducting participatory monitoring. These targeted areas were categorized as critical areas in terms of violations during the election.

67. When using resource persons in holding meetings, seminars, training and the like, the Project paid lower amounts of honoraria to those from KIP and PANWASLU than to those from other organizations. The amount is based on the prevailing standard generally applied to government staff, especially when the topics and activities are related to the duties of the concerned resource persons. However, for the sake of long-term engagement, such financial guidelines needed to be communicated clearly in advance to avoid any possible disappointment of some individuals in partner organizations, however small it might be. In the case of the CSOs that held events, clear explanation in advance would prevent them from having the feeling of different treatment for some resource persons. Open communication could have solved this issue easily since KIP and PANWASLU could have used use their own budget to pay resource persons, whose stipulated rates are reportedly higher than that paid by the Project.

68. In general, the Project paid great attention to detail in order to ensure that its beneficiaries received the support they required. The work to be undertaken was clearly defined and costs associated with activities were reasonably estimated. In the view of the Evaluation Team, this

was a cost-effective project, with resources used strategically in support of achieving results. However, as explained previously, the issue of time management was a challenge for the project implementation.

4.5 Effectiveness

To what extent has the project achieved its intended outputs? To what extent can the achievement be attributed to project implementation?

69. Overall, the project made a positive contribution to the electoral process, particularly in ensuring that credible elections were held. The April elections were not easy. Planning and implementation were conducted in a post-conflict environment with some disagreement about the election process that affected some elements of the project. PANWASLU was established quite late in the process, and many of the members of KIP as electoral management body were new to their position and tasked with delivering a technically and logistically complex exercise that included all eligible voters. The election had to be re-scheduled twice due to disagreements about the implementation of the regulation regarding the independent candidacy, resulting in reductions in the available funds and resources of KIP. A level of security risk accompanied pre-election activities, although no reported violence occured during the election day.

70. On a shorter term perspective, Elections-MDP played a significant role in building the capacities of various partners and stakeholders, particularly KIP, PANWASLU, civil society and polling workers, who are important pillars in promoting democratic processes.

4.5.1 Output 1: Electoral management systems and processes strengthened

71. Support to electoral management was designed to improve the capacity of election committees in managing, and PANWASLU in oversighting, the Aceh 2012 local elections. This line of action focused on training, provision of electoral materials, and establishment of a Call Center. Table 1 shows planned activities as listed in the Project Document and their implementation status.

Table 1. Output 1 Activities Implementation Checklist

Activity	Implementation Status
1. Development, printing and distribution of voting and counting procedure manuals and VCD for Aceh local elections	Completed
2. Training (BIMTEK) in voting and vote-counting processes for KIP Aceh and 23 districts	Completed
3. Training in voting and vote-counting processes for subdistrict election committee (PPK) for 283 sub-districts	Completed
4. Training for KIP (province and districts), PANWASLU (province and districts), and relevant local CSOs in election results dispute settlement	Completed
5. Voting and vote-counting simulations at selected polling stations	N.A.[1] Simulation was done in classroom during training
6. Training in monitoring campaign finance and money politics practices during the election for PANWASLU (province and districts)	Completed
7. Voter Registration Audit (VRA)	N.A.
8. Establishment of hotline center at PANWASLU (province)	Completed
9. Training in hotline center facility to PANWASLU staff at the province level	Call Center operators were from staff of CSOs

Note: [1] N.A. denotes the activity was planned but not implemented due to budget limitation

Key Accomplishments

Training in voting and counting for KIP Aceh

72. Elections-MDP provided support for training and learning to improve the ability of KIP Aceh and PANWASLU to fulfil their critical roles, using the BRIDGE (Building Resources in Democracy, Governance and Election) training method. The Project conducted a total of seven training sessions on voting and counting in elections. Training was provided to all of the KIP Commissioners and Heads of Division from all 23 KIP districts/municipalities, and was followed up with similar training for 283 representatives of the Local Election Committees (*Panitia Pemilihan Kecamatan*/PPK) from the 283 sub-districts in Aceh. The training was crucial in providing KIP staff with the knowledge they required to successfully

manage the elections. For those who were new in their position, the training helped them to understand and carry out appropriate voting and counting methods within a very short time.

Training on electoral result disputes (*Perselisihan Hasil Pemilihan Umum*/PHPU)

73. The training in electoral results disputes was attended by 57 commissioners from KIP and PANWASLU (provincial and district/municipality) and nine CSO representatives. Dispute settlement is required to handle problems regarding counting and election results. Candidates can submit an objection, accompanied by supporting evidence, to the Constitutional Court within three days after the KIP's announcement of the result. The Court must decide the cases within fourteen days after receiving a complaint.

74. The training constituted a forum for all stakeholders to have the same understanding and knowledge of dispute settlement. The training provided participants with knowledge and understanding regarding complaints arising from electoral results especially from the polling and counting process. Interviewees mentioned that after the training, disputes following the release of results were significantly reduced. One commissioner from KIP Aceh reiterated that the training was useful for KIP to manage the complaints from one pair of candidates who contested the election results at the Constitutional Court in Jakarta.

Training in monitoring campaign funds, money politics and abuse of power

75. Elections-MDP provided training for 48 staff from provincial and district level PANWASLU in the monitoring of campaign finance and money politics, and equipped them with the knowledge and skills to monitor and investigate cases. The training was considered strategically important for PANWASLU because many of their members were new to their position, whereas PANWASLU is an ad-hoc institution established with the mandate to supervise all the phases of the Aceh election. This includes receiving and following up complaints, and settling disputes in the implementation of the Aceh election; referring all unsettled findings and complaints to the concerned authorities such as the High Court and the police, and coordinating the committees for election supervision at all levels.

Development and dissemination of manual and video on voting and counting for Polling Officers (*Kelompok Petugas Pemilihan Suara*/KPPS)

76. The Project prepared a manual and video on voting and counting for Polling Workers (KPPS) to build their capacity to carry out free and fair elections in Aceh. The project

disseminated 12,000 copies of the manual to stakeholders as follows: 9,596 to polling stations, 1,400 to the 286 sub-district Election Committees (*Panitia Pemilihan Kecamatan*/PPK), 138 to 23 district/municipality KIP offices, 666 to KIP Aceh and 200 to EMDP (for sharing as required). The number of videos produced was 10,000 copies, out of which a total of 9,596 copies were distributed to polling stations. To save time and money, copies were distributed in conjunction with the delivery of election materials such as forms, ink and other logistical requirements.

77. The development of a manual to inform polling and other election management body officials of the rules and regulations for elections was an important activity for the project, as it provided concerned stakeholders with the procedures for the election. The development of the manual took into account the particular context of Aceh, making sure that local regulations, including those made just prior to the election by the Constitutional Court, were inserted. The project also consulted a range of stakeholders in developing the manual, including the Australian Election Commission, and received approval from the Indonesian National Elections Commission (Komisi Pemilihan Umum/KPU) prior to printing the manual.

78. Monitoring of post-election disputes which were brought to court were found to be related to threats/intimidation and money politics – none of the cases had to do with voting and counting results, which provides a good indication that the training provided by Elections-MDP contributed to strengthening the ability of election management bodies to fulfill their roles and responsibilities.

Peace declaration and candidate debate

79. To ensure that the election was free from violence and conducted under peaceful conditions, all pairs of Governor candidates took an oath and signed a peace declaration at the Baiturahman Grand Mosque on 14 March 2012. Given the history of conflict in Aceh, this was significant, as it demonstrated to the public that candidates were committed to abiding by the rules and regulations of the election, no matter what the results would be. The peace campaign was a public function and attended by 300 persons, including national representatives from several ministries, KPU, Bawaslu, National Police, Army Force, provincial stakeholders, international organizations, etc.

80. In addition to the peace declaration, the candidates for the position of governor also participated in a public debate. Candidates were given the opportunity to share their vision and mission, and then asked to respond to questions raised by selected facilitators, including Prof. Dr. Rhenald Khasali: marketing and management expert, Dr. Fachry Ali: social and political observer and Prof. Dr. Syahrizal Abbas: *syariah* expert. The debate was broadcast live on Metro TV during prime time from 8 to 10 pm on 5 April 2012.

81. The debate was an effort to open up the space for public dialogue about the candidates, making their campaign efforts based more on vision and programmes than personality or position. The debate was considered very beneficial and highly relevant to the local condition in Aceh for three reasons, namely:

1) Governor candidates may come from non-bureaucratic backgrounds, and not be known widely by the public. So it is necessary for voters to know what they want to do if elected. So the debate functions as media to convey their proposed plans.
2) It is a forum to examine the integrity, capacity, and managerial ability of the candidates.
3) It is a process for learning about democracy. Public and candidates need to understand that that there are many issues and problems, and that they can and should be solved through discussions. It is the forum to acknowledge that there are differences in views, opinion, etc, but we need to respect the differences and that we should respect each other.

82. Elections-MDP and KIP Aceh shared the costs for the event. Elections-MDP's support to the debate was highly appreciated as it introduced two practices that contributed much to the success of the event: (i) preparation meetings to discuss and develop the questions to be raised, and (ii) the presence of national panelists provided an encouraging environment and spirit, which was appropriately combined with local panelists.

Establishment of PANWASLU call centre

83. UNDP supported PANWASLU to establish a provincial call centre, aiming to provide a bridge between the public and PANWASLU Aceh to report potential electoral violations, making the system for lodging grievances more effective and efficient. The concept of the call centre was developed in extensive consultation with PANWASLU Aceh, BAPPENAS

and UNDP. Standard Operating Procedures (SOP) were developed in alignment with PANWASLU regulations, and a report form template was also developed. The establishment of the centre was followed by training for the operators. All Commissioners were given the toll free phone number to disseminate (0-800-1-678-678).

84. The centre was launched by the Chief of BAWASLU at the training on monitoring campaign funds, money politics and abuse of power, and the first check and trial was performed by acting Governor of Aceh Mr Tarmizi A. Karim and Chief of PANWASLU Aceh, Mr Nyak Arief Fadillah Syah, who responded to the first call, using the report form to take down information from the caller. The call centre was open seven days a week, from 7 AM to 10 PM, with three shifts of operators answering the phones. Call centre staff collected information regarding violations during the entire election cycle, including campaign days, silent days, election day and post-election days. The process of receiving reports at the call centre was to collect information from callers, taking down information about where and when the violation took place, and some personal details. The information was then typed up and recorded in the data-base. Daily reports compiling all of the phone calls were then sent to the Legal Division at PANWASLU to ensure the validity of calls, prior to being sent to commissioners.

85. During campaign days (22 March- 5 April), the call centre received 70 reports. During silent days (6-8 April 2012), there were 30 reports recorded, and on the election day (9 April 2012), 40 cases were reported. Following the election, (10-15 April 2012), 53 reports were received. Presently, only 93 reports out of 193 can be determined as complete in accordance with PANWASLU Aceh requirements and regulations (due to various reasons, including callers being afraid to provide their names or exact details). This is an increase report received regarding the local elections held in 2006 and the national presidential elections held in 2009 (a rough estimation of complaints received in 2006 in Aceh puts the number at less than 100). In addition, PANWASLU Aceh reported, during a participatory evaluation conducted by the project, that in terms of numbers, the reports received by the call centre were similar to what was collected or received by the military intelligence/security body, which PANWASLU used to compare and verify their own results.

86. The assistance Elections MDP provided for the establishment and operationalization of the PANWASLU call centre was instrumental. By collecting information and reports related

to violations, disputes and intimidation during the elections stages from the public, CSOs and others, the call centre increased PANWASLU's ability to coordinate and speed up the process of monitoring the elections. CSO partners also noted the important role played by the call centre during the elections, reporting that the ability to send in reports in real time, for free, increased the role of the public in monitoring the elections. Because these are official reports, and not just messages received informally, PANWASLU also had an increased responsibility to follow up on these incidents, which led to a faster response time and increased coordination with district and municipality colleagues where cases were reported.

4.5.2 Output 2: Voter participation in monitoring and peace building increased

87. In order to increase voter participation in monitoring and peace building, the line of action taken focused on raising awareness, ToTs in participatory monitoring, and a grant scheme for selected CSOs. The evaluation team found that all these activities were conducted and expected output was largely met. In this respect, Elections-MDP assistance was crucial to the achievement of such a goal because the temporary nature of the KIP required it to be re-established and functioning within an extremely narrow timeframe.

Table 2. Output 2 Activity Implementation Checklist

Planned Activities/Inputs	Implementation Status
1. Training of Trainers in participatory election monitoring for local CSOs, universities and religious groups	Completed, but did not include participants from universities and religious groups due to budget limitation.
2. Grants provision to selected CSOs to further build the capacity of local communities to participate in election monitoring	Completed.
3. Publication of bi-weekly tabloid on peace and fair elections	N.A.[1] Partially done through CSO
4. TV talk shows	N.A. Partially done through CSO
5. Elections festivals in which candidates publicly agreed to and signed commitments to deliver peaceful elections	Completed, through peace declaration
6. Candidate debates hosted by KIP Aceh and aired on local TV	Completed.
7. Development and printing of PSAs in print media	N.A.
8. PSAs aired on radio and TV	N.A.
9. Production of mass campaign materials (Leaflets, Banners, Stickers, Posters, T-Shirt etc)	N.A.

Note: [1] N.A. denotes the activity initially planned but not implemented due to budget limitation

Training in participatory monitoring of elections

88. In order to prevent any potential electoral violations and conflicts, public participation in election monitoring was identified as necessary for the Aceh elections. Because the resources of PANWASLU Aceh to monitor and supervise the election are very limited, and it is impossible for PANWASLU Aceh to oversee all the electoral stages in all places in Aceh, public participation in election monitoring was seen as crucial. In order to support this process, UNDP provided a Training of Trainers in participatory election monitoring for selected CSOs. The participatory election monitoring training was held on 16-18 March 2012 in Banda Aceh, and was attended by participants from three selected CSOs, then those CSO partners used the training as the basis to train volunteers. Using PANWASLU regulations as a basis, training in how to monitor the elections, focusing specifically on potential violations, money politics and abuse of power, was carried out. Elections-MDP also provided grants for

selected CSOs to be able to conduct participatory election monitoring during the electoral period (see below).

89. This activity was a pilot initiated between UNDP and BAWASLU during the 2009 election, which aimed to increase public participation in election monitoring. UNDP and BAWASLU had developed a module and reference material to support the training. The module and the support material were further discussed and improved through intensive Focus Group Discussions in Aceh and Papua, which involved local PANWASLU, academics and local CSOs, in early 2011. This concept and module were piloted in the Aceh local elections in 2012.

CSO grant scheme

90. The mechanism for the provision of grants to CSOs was based on best practices from Elections MDP's grants scheme during the 2009 elections. The means of selection aimed to ensure an accountable, fair, open and transparent process, resulting in the appointment of appropriate grantees. Through extensive consultations with government counterparts, PANWASLU Aceh and KIP Aceh, the selection process of the CSOs was based on minimum criteria of organizational experience and expertise, extent of network, integrity, impartiality and innovation in the proposed activities.

91. Prior to conducting the selection process, UNDP and PANWASLU Aceh signed a Letter of Agreement (LoA) on how to work with the CSOs and manage budgets. The selection process began with a call for proposals, which was announced on the KIP Aceh and UNDP websites from 22–29 February 2012. Seven organizations expressed interest in applying, and all passed the administration requirements to access the grants. The substantive selection process was conducted from 28-29 February 2012, involving two commissioners from KIP Aceh, two commissioners from PANWASLU Aceh and two staff from UNDP. The selection team selected three organizations to receive grants to conduct participatory monitoring of the elections in Aceh. The selected CSOs were tasked with monitoring any violations, conflicts or disputes related to all electoral stages, as well as encouraging the public to actively participate in the election monitoring process. Following the selection of the CSOs, UNDP met with their staff to review the rationale for the grants and to determine the exact activities to be conducted.

92. The three selected CSOs were as follows:

1) Balai Syura Ureueng Inong Aceh is a foundation comprised of women activists, and focuses on women's rights issues. For the participatory monitoring in Aceh, the CSO assigned 70 volunteers; originally more women than men were selected, but due to security risks, the final number of women was 30 and men was 40. They conducted participatory monitoring in 35 villages and seven sub-districts in Kabupaten Bener Meriah. They conducted monitoring during the entire selection cycle, and reported 71 cases (mostly related to money politics).

2) Yayasan Empathy also focused on participatory monitoring in Aceh Timur (Kecamatan Peudawa, Kecamatan Julok and Kecamatan Idi Rayeuk), Aceh Utara (Kecamatan Tanoh Jambo Aye, Kecamatan Baktiya and Kecamatan Seunuddon) and Banda Aceh. A total of 40 volunteers were trained in participatory monitoring and assigned to targeted areas, with 19 female and 21 male volunteers. They reported 50 cases related to violations during the elections.

3) Yayasan Bungong Jeumpa is a foundation which focuses on gender mainstreaming, and its board and management team are run exclusively by women. The foundation was tasked with raising awareness of the role of community members in monitoring elections, and did this through a campaign comprised of television, print and radio media which targeted 10 districts and cities in Aceh. Materials such as newsletters and calendars were distributed to monitoring locations through Balai Syura and the Empathy Foundation. Radio jingles informing listeners how to participate in monitoring the election, and how to report violations to the call centre were broadcasted on the following five radio stations covering 23 districts/cities, with each station estimated to have between 10,000 and 20,000 regular listeners: 1) Meugah FM Radio (Banda Aceh); 2) Radio Rumoh PMI/Community (Banda Aceh); 3) Radio 3 FM (Banda Aceh); and 4) FAS FM Radio (West Aceh); and 5) RRI Aceh. They also distributed 7,500 comic calendars and 50,000 bulletins in 10 districts/cities, sharing information about the elections and where to report violations. Calendars and bulletins were distributed to mosques during prayer times, women's groups and youth groups. Two talk shows were held on TV Banda Aceh, and six radio interviews were conducted.

93. During the implementation of participatory election monitoring, the CSOs faced a number of security related challenges. As a preventative measure, UNDP and the CSOs provided insurance protection for volunteers. Several CSO volunteers received threats against submitting reports to PANWASLU and the call centre, in some cases by local political parties or by supporters of individual candidates. To minimize this risk, volunteers recorded the findings internally, and later shared the information with PANWASLU. For instance, one volunteer from Balai Syura in Blang Rakal, Bener Meriah, identified a case of money politics, where one of the candidates' team members gave IDR 11,000,000 to a Head of Village, as witnessed by some community members. However, the volunteer did not contact the call centre, as he was afraid of being recognized, so instead reported the case verbally to an EMDP staff member during monitoring of the activities in Bener Meriah and UNDP staff then reported the findings to PANWASLU. Another case occurred in Aceh Timur to a volunteer from Yayasan Empathy, who was threatened and intimidated by a supporter of one of the local party members after making a report to the call centre. The volunteer was evacuated to another area in Aceh Tengah to avoid further risk.

94. Despite the presence of security challenges faced by some volunteers, and differing perceptions of the level of collaboration with PANWASLU personnel on the ground, in general volunteers interviewed were happy with the training they received, the coordination and the actual work. Some of the volunteers had also monitored previous elections, most had not. Some said they were much more interested in politics since volunteering, and would definitely volunteer again.

4.5.3 Output 3. Stakeholder Coordination Facilitated

95. No funding was allocated specifically for Output 3 since stakeholder coordination was seen as complementary to, and had been inherent in the process of planning and implementation of, activities in Output 1 and Output 2.

Table 3. Output 3 Activity Implementation Checklist

Planned Activities/Inputs	Implementation Status
1. Regular coordination meetings	Completed
2. Regular spot checks and monitoring of project activities	Completed

96. Elections-MDP organized a number of technical team and steering committee meetings to discuss and review the requests for support from KIP Aceh, as well as the planned activities. All project personnel, UNDP focal points, representatives from government counterparts (BAPPENAS, MOHA, KPU, BAWASLU) and other relevant government institutions, including the Coordinating Ministry, Communication and Information Ministry, Ministry of Foreign Affairs and the Coordinating Ministry of Politics, Law and Human Rights, participated in the events. The following coordination meetings were conducted by the project:

1. Technical Team Meeting (18 July 2011), attended by representatives from: BAPPENAS, KPU, KIP Aceh, BAWASLU, Ministry of Communication and Information, MoHA, State Secretary, and Ministry of Foreign Affairs.
2. Steering Committee Meeting (5 Aug 2011), attended by representatives from: BAPPENAS, KPU, KIP Aceh, BAWASLU, Ministry of Communication and Information, Ministry of Home Affairs, State Secretary, Ministry of Foreign Affairs, and UNDP.
3. Strategic Planning Workshop (15-16 Aug 2011), attended by representatives from: BAPPENAS, KIP Aceh, UNDP, and Mr. Nyak Arief Fadillah Syah. During the preparation and strategic planning in Aceh, the project and the National Project Director coordinated and built networks with security authorities in Aceh (Panglima Kodam Iskandar Muda), as well as BAPPEDA. The strategic planning results, findings and recommendations from the coordination with local authorities were brought to the technical and steering committee meeting in order to provide current updates regarding the elections.

4. Technical Team Meeting (22 Sept 2011), attended by representatives from: BAPPENAS, KPU, BAWASLU, Ministry of Communication and Information, Ministry of Home Affairs, State Secretary, Ministry of Foreign Affairs, AusAID, IFES, Partnership for Governance Reform, and UNDP.

5. Technical Team Meeting (28 Sept 2011), attended by representatives from: BAPPENAS, KPU, BAWASLU, Ministry of Communication and Information, Ministry of Home Affairs, State Secretary, USAID, IFES, NDI, IRI, and UNDP.

6. Coordination Meeting at Coordinating Ministry for Politics, Law and Human Rights on the approval of activities in support of the Aceh elections (26 Oct 2011), attended by representatives from: BAPPENAS, Ministry of Foreign Affairs, Ministry of Finance, Ministry of Home Affairs, Ministry of Defense, Coordinating Ministry of Politics, Law and Human Rights, Coordinating Ministry of Communication and Information, KPU, BAWASLU, BIN, and UNDP.

7. Coordination meeting on approved activities to support Aceh local elections (11 Nov 2011), attended by representatives from: BAPPENAS, Ministry of Foreign Affairs, Ministry of Home Affairs, Coordinating Ministry of Politics, Law and Human Rights, BAWASLU, UNDP, AusAID, and IFES.

97. Capacity building at the KIP, PANWASLU, and their lower apparatus was limited by the temporary nature of their appointment or organization, which inevitably preventes the carryover of any appreciable experience and expertise from one electoral process to the next. Under such conditions, capacity building falls prey to the compressed electoral calendar and the need to establish without delay a working institution able to meet the electoral deadlines.

98. A matter of appreciation is that the prospects for any such capacity development was supported by the independence of the KIP, among other things. It was understood that the KIP members might have been subject to enormous political pressures to change some of their major decisions, which could jeopardize its impartiality and independence. However, the results of survey conducted by IRI show that the KIP was considered independent during the last election.

99. Coordination among local stakeholders constituted the weakest part of the Project intervention in Aceh. The above mentioned meetings mostly involved stakeholders at the

national level, and KIP and PANWASLU at the local level. The Project did not initiate meetings with local stakeholders, and the KIP members were too busy with legal and administrative tasks to conduct such coordination. With the good image of UNDP and its strong relationships with KIP and PANWASLU, Elections-MDP was in an appropriate position to take the lead in coordination with other local stakeholders through meetings. If conducted, stakeholder meetings could have served as a forum where Elections-MDP, KIP, NGOs, CSOs, and other donors could have given updates on their activities and outlined project developments so that all local stakeholders were kept abreast of the projects, as well as of the electoral developments and challenges.

Other Findings Related to Effectiveness

100. Implementation of Participatory Election Monitoring was very late. The training for volunteers was held on 29-30 March 2012, and they started doing the monitoring the following day. This late commencement meant that monitoring could not cover all stages of election, as it could only be carried out in the period immediately before and after the election day on 12 April 2012. The volunteers could also have helped a lot in the socialization of the call center and of the election in general had adequate time been available. Also, for a few volunteers, their immediate mobilization into the field and the short monitoring period prior to the election made it difficult for them to quickly build the self confidence and professionalism needed to anticipate and face some of the challenges associated with monitoring, such as intimidation and threats from those perceived to have commited violations during the election.

101. A representative of a CSO contracted to conduct participatory monitoring felt that the CSO was not treated like a partner, but more of contractor. Given the very tight schedule and the pressure to deliver, the project was not able to fully provide adequate capacity development support to its CSO partners. Nevertheless, the CSOs acknowledged that the training, workshops and resources provided by the project still contributed to enhancing their knowledge and skills, and the opportunity to serve during the training and polling period enabled them to learn a lot in the process.

102. Stakeholders agreed that the election manuals and VCDs were essential for the proper and consistent management of elections at polling stations. However, there were few findings

regarding the manuals and VCDs which were subject to various interpretations. For example, one KPPS said they received them only one day before the election so that they could not play the VCDs. Another said he did not remember having received it. The evaluators are of opinion that this kind of delayed distribution of election materials could have been addressed had there been proper monitoring in place.

103. From the review of materials, it is evident that the Project would benefit from bringing in some communications expertise so that the messages to be conveyed are clear and targeted to the very specific audiences for which they are intended. All outputs would also benefit from being passed through both a human rights and a gender perspective lens, to be developed by key staff within, or bought in from outside.

104. The call center is excellent but the impression from interviews with volunteers and CSOs is that socialization did not sufficiently occur, especially at the village level. Most villagers were not aware of the Call Center, and it was the volunteers who informed them and explained it to them. So the socialization relied on the volunteers whose roles did not include this task. The future project should plan a more comprehensive approach to deal with the socialization of such center.

105. UNDP assistance through the Elections-MDP project received appreciation from respondents, and its effectiveness was recognized at different levels. Both KIP and PANWASLU members emphasized that the Elections-MDP project work contributed significantly to their good performance. It is pertinent, however, to look into more detail as to which of the Project's activities had a positive impact (or not) in the achievement of the outputs.

106. The general appreciation is that the support to the electoral management via capacity building and the provision of equipment and materials was very helpful. The improvement in electoral management can be associated, at least partially, with the training conducted. Interviews with KIP members, as well as PPK and KPPS revealed that individually the training increased their knowledge and skills in their respective duties, and institutionally, in managing electoral processes. It can be said that the training positively contributed to the conduct of a free and fair election.

107. It is often said that voter education played a big role in motivating people to vote. As Elections-MDP did not directly support voter registration and voter education, it may be concluded that the Project activities had less impact on the turn-out rates. The contribution of the Project was made through raising the awareness of the people who were to be involved in monitoring the election, whose impact on the turn-out rates might be lower than that of voter information and education.

108. As already noted, the monitoring of elections in April 2012 took place as anticipated, with recruitment, preparation and deployment of monitors taking place, albeit in smaller numbers than anticipated. There was, as evidenced above, some impact on individual monitors, who expressed an accrued interest in democratic process and a desire to engage further in monitoring and/or to take an interest in national politics. Further, the Evaluation Team had the impression that the presence of domestic monitors in the polling stations contributed to a reduction in violence and a more transparent, fair election. However, given the limited number of monitors and accordingly the scope of areas that they could reach, as well as the limited monitoring period, the impact of monitoring on the overall election process itself is impossible to determine.

109. Overall, the UNDP assistance provided through the Elections-MDP project is perceived by the key stakeholders as having had a very positive impact on the capacity of both KIP and PANWASLU, thus favoring the preparation and conduct of credible elections. A survey of IRI revealed that 91% of respondents agreed and somewhat agreed that the April election was free, fair and credible (Figure 1). This result constitutes a real achievement because in the 2011 IRI survey before the election, only 76% of respondents were confident that the election would be free, fair and credible. In the words of many, the contribution of the project to a much-improved technical election process was significant. The high quality of the assistance impacted favorably on the overall preparation of the process – in technical, procedural and operational factors. Most outputs of the assistance were met, and in all cases there was progress made towards meeting them.

110. There were some irregularities mentioned during the evaluation. KPPS mentioned that the DPT should have been updated, monitoring volunteers reported intimidation in the rural areas, and PANWASLU noted the difficulty finding witnesses for any report or complaint handled. Nevertheless, all agreed that the 2012 governor and head of district elections were widely accepted as having made significant progress in electoral management and processes.

The UNDP assistance through the Elections-MDP project was seen as an important element contributing to the improvements in the preparations and management of the elections. The few irregularities reported underscore the fact that there is still much to achieve, but they don't overshadow the progress made.

111. Stakeholders insisted that the most important achievement of the coordinated electoral assistance was to increase the capacity of the electoral authority - not only that KIP became much more efficient but, even more importantly, more open and transparent. This is confirmed by an IRI survey with 91% of respondents answering favorably when asked to rate the performance of KPU (Figure 2). The same survey revealed that KIP was rated as the second most reliable institution in Aceh, which was an increase from the 9th position in the IRI 2011 survey. There has been, in most stakeholders' opinion, a real upgrading of the local capacity to manage and organize elections, indicating that the capacity building focus and approach seemed to have been successful, at least in the short-term.

112. These appreciations regarding the improved quality of the electoral authority and the Project's contribution illustrate both that there has been great progress towards the achievement of having the electoral administration conform to election standards and that UNDP coordinated assistance achieved its proposed outcome.

113. The success of the project points to its perceived weaknesses: its short-term character. The project seems not to be linked to a long-term initiative, so that there is a perceived danger of losing momentum and continuity. In the future, the Project needs to consider the use of the Electoral Cycle Approach. According to this approach, programmes should be planned and implemented across the full length of the electoral cycle and across multiple cycles.

Figure 1. Respondents' Comments on the Statement that Pilkada Elections Held on 9 April 2012 Were Free, Fair and Credible.
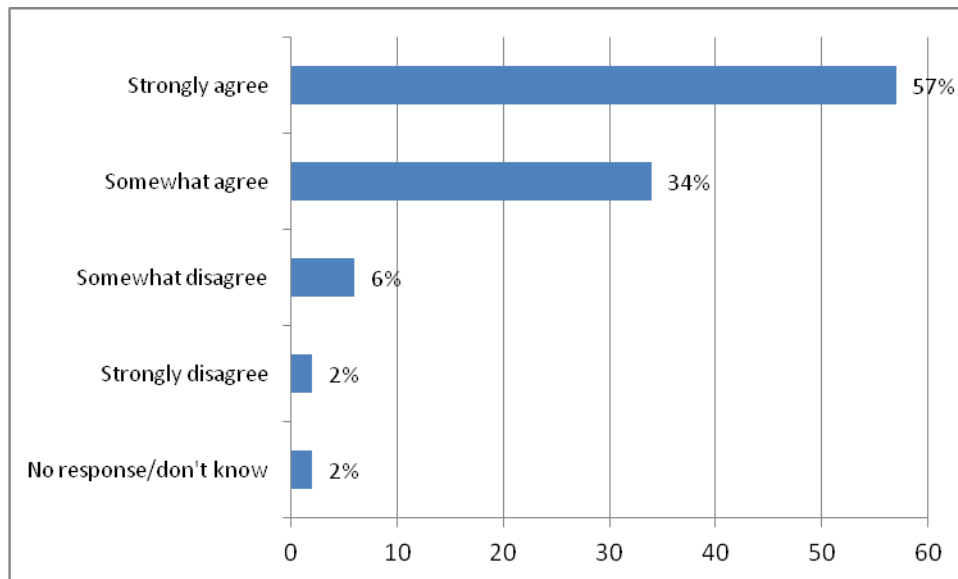
Source: IRI, JRI Research, 2012

114. The main concern of many people was security. This was exacerbated by the killings in some places prior to the election. The security concern was emphasized by not only the public at large, but state institutions as well. Therefore it is not surprising that the launching of the peace declaration and candidate debate organized by the Project in collaboration with KIP Aceh few days before the day of election was assessed as very important since it provided opportunity for all the relevant stakeholders to gather and promise to exempt their efforts to realize peaceful and smooth elections.

**Figure 2. Percentage of Responses
When Asked to Rate the Performance of KIP.**
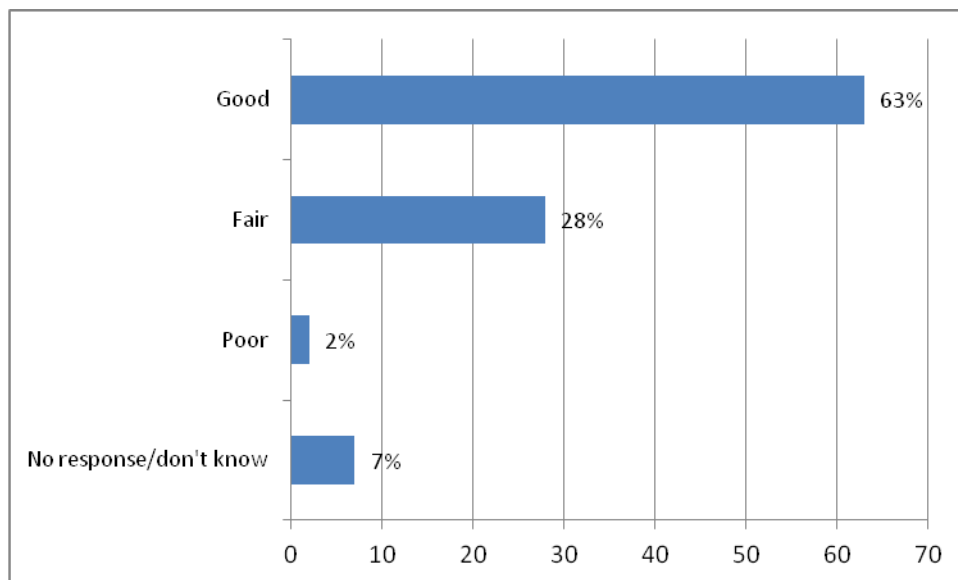
Source: IRI, JRI Research, 2012

115. As already noted, the monitoring of elections in April 2012 took place as anticipated, with recruitment, preparation and deployment of monitors taking place. There was, as evidenced above, some impact on individual monitors, who expressed an accrued interest in democratic process and a desire to engage further in monitoring and/or to take an interest in national politics.

4.6 Sustainability

To what extent will the benefits of Elections-MDP continue after the end of the project implementation?

116. Sustainability has three interrelated components: programmatic, institutional, and financial. Within these components each relevant stakeholder has certain capabilities for continuing activities or benefits after the Elections-MDP funding ends. Particularly for KIP, sustainability refers to its capacity to replicate the conduct of an electoral process in the same way as it has been done in the past. In this regard, the following criteria can be used to assess the degree of sustainability of each particular project intervention.

Beneficiary involvement in all stages of project implementation

117. KIP and PANWASLU Aceh were actively involved in most stages of the project cycle, from planning until implementation and evaluation. As explained previously, most project activities were implemented in sound collaboration and coordination with KIP and PANWASLU. This ensured that potential and actual beneficiaries were sufficiently consulted as to their perceived needs and priorities, and led to their increased sense of ownership and responsibility toward the project activities. This sense of ownership and responsibility is likely to be sustained.

Training

118. Elections-MDP had paid high attention to the provision of training, workshops and the like, to the beneficiaries and their staff in order to increase their knowledge and skills in performing their duties. These capacity building measures were meant to increase the quality of human resources of those involved in, and benefiting from, project activities. During the evaluation, all stakeholders agreed that the trainings had positively increased their knowledge and changed their attitude and behavior in relation to their duties. As they were able to apply immediately what they had learned from training into their respective workplaces, the stakeholders believed that the training had contributed to their improved institutional capacity.

119. However, sustaining institutional capacity is a big challenge due to frequent changes in personnel at the secretariat office of both KIP and PANWASLU. The same applies to KIP commissioners who could be replaced after five years. As an ad-hoc institution, the tenure period of PANWASLU members is even shorter, i.e. only until three months after the appointment of the elected governor/head of district. Therefore, there is a need to institutionalize the election process and to avoid addressing the same type of election-related issues every five years.

120. Changes in electoral procedures due to changes in regulation are such that even the most experienced staff cannot rely on experience alone in order to adequately perform their tasks. Furthermore, KIP and PANWASLU must cope with the typical "brain drain" mentioned above. However, the evaluation reveals that the majority of PPK and KPPS personnel had been involved several times in the previous election. If we assume that the majority of them

will be serving in the same roles during the series of upcoming elections, then the benefits of training could still be felt and applied in the future.

121. Nevertheless, those attending the training or being part of the project will add to the pool of resources or critical mass of those who may contribute to the promotion of democracy. Volunteers who participated in the election monitoring might be glad to remain part of a pool of willing workers ready to be activated when needed. In other words, on the human resource side, the Project has contributed to the nurturing of a network of volunteers and has succeeded in building a strong, renewable capacity in terms of the presence of volunteers with the practical skills and experience.

Financial sustainability

122. The dependency of KIP and PANWASLU on UNDP and other donors to support similar activities in the future through a continuation of cooperation is very high. Currently both KIP and PANWASLU still expect that Elections-MDP will continue its support during the legislative and presidential election in 2014. They even suggested that the scope of training be expanded to include also KPPS.

Adoption of relevant programme and regulation, and possible replication

123. The Elections-MDP project proposal mentions that UNDP has previously worked with BAWASLU to introduce Participatory Election Monitoring in Aceh. BAWASLU has recommended to PANWASLU to devolve participatory monitoring to district and city/village levels from their respective budgets. BAWASLU itself has already factored into its 2011 budget support for provincial participatory monitoring activities, thus guaranteeing the sustainability of approaches introduced by the proposed project.

124. The proposal also notes that participatory election monitoring was implemented for the first time in Aceh during these local elections, and relied on Elections-MDP experience gained during the 2009 national elections to provide the necessary training and guidelines to CSO partners. The module and material on participatory election monitoring were used by the Elections and Democracy Organization (*Perkumpulan untuk Pemilu dan Demokrasi/ Perludem*) during the recent local election in Jakarta. If this can be realized, then such adoption will increase the sustainability of project activities and benefits.

125. To increase sustainability, any donor needs to extend its advocacy efforts within the system of local government itself. The objective is to ensure that its activities are seen more as integrated elements of concerned SKPDs. Therefore, in order to improve the sustainability potential of key programme activities, there should be a focus on increasing the financial commitment of the local government. Elections-MDP needs to develop a strategy for handing over or encouraging the uptake of its intervention models. The quest for the sustainability of activities initiated by Elections-MDP will thus require creative cooperation not only with governments, but also with bilateral donors and other international partners which are still present in Aceh.

126. It should be noted here that sustainability of the electoral institutions and process will be achieved only if the local authorities have shown a real interest in contributing to that end. The key for the Project's sustainability is in the ability of local authorities to secure the resources necessary for the smooth functioning of the election management bodies.

Existence of relevant group, forum, or institution

127. Elections-MDP's programme of giving support to KIP (including PPK), PANWASLU and CSOs through training, workshops, and meetings was intended to build capacity, which should have benefits in the future. These activities will certainly strengthen the local capacity and help build "corporate memory" among poll workers that could last through multiple electoral cycles. Also, by working with organizations that already exist, theoretically the knowledge is going to organizations that will continue to exist and serve as advocates for democracy and effective elections and as a constituency for good governance.

128. At the national level, Elections-MDP had an initiative to help KPU establish a so-called Electoral Resources and Information Center (ERIC) in each province. With ERIC, the provincial KPU could facilitate access to data and information and support voter education. It can help KPU document best practices and detailed implementation of each election stage which could be useful for the new KPU commissioners. In view of its potential to institutionalize activities and benefits of the project like Elections-MDP support for local election in Aceh, UNDP and KPU should find ways of revitalizing the efforts to establish ERICs.

Character and Composition of Initiatives Developed

129. The project developed three initiatives that are worth noting. They are (i) call center, (ii) participatory election monitoring, and (iii) manuals and video on the voting and counting process. The manual contains the regulations and guidelines on election management. While these manuals may not be directly applicable to the next elections due to shifting regulations, they do provide a basis or template for making new manuals. The manuals and VCD themselves contributed to capacity building at the polling station level and helped to strengthen institutional memory. It can be said that the manuals and VCD for polling workers provide a solid basis for the sustainability of the main Project's results: increased knowledge of members of election management body that will be used again in the elections in upcoming years, making them capable of transferring their knowledge and experience to the process of election management.

130. In addition, the PANWASLU call centre was an effective introduction to Aceh's local elections, which could be continuously operating until the next elections. Its continued utilization could be hindered by the ad hoc nature of the PANWASLU which would end three months after the formal appointment of the elected governor. The commissioners of PANWASLU, however, had tried to request a local state budget to run the call centre and capacitate the staff in the long term. During the evaluation it was revealed that some district PANWASLUs were also interested in establishing a similar center. The prospect of continued utilization is even better with the enactment of Law No. 15/2011 that stipulates the legalization of PANWASLU to become a state institution as the Local Elections Oversight Body (*Badan Pengawasan Pemilu Provinsi*/BAWASLU Provinsi). Being a permanent state institution with commissioners' membership terms of five years and relatively sufficient budget to carry out its activities, Bawaslu Provinsi would be able to sustain the operation of call centers. In this regard, there is now value in investing in the staff capacity with respect to operation of call centers, and in all other skills and awareness in general.

131. In view of the positive appreciation of the Call Center from interviewees and reportedly the public at large, it is important to sustain it after the conclusion of the project. Some options have been raised during the discussion, such as to keep the equipment and facilities at Bappenas to be returned to PANWASLU once it has become permanent as the BAWASLU.

Whatever the option, however, it seems difficult to rely on the local government as their interest in elections mostly disappears as soon as the election results are known.

4.7 Impact

What changes in human development are brought about by project implementation?

132. In considering the impact, it must be remembered that UNDP had assisted the conduct of local election in Aceh in 2006. To some extent, Elections-MDP could be considered a "continuation" of what UNDP had been doing previously. On the other hand, there was another donor sponsored organization that was also actively assisting the 2012 local election in Aceh, namely IFES, which focused its activities on voter education, regulatory drafting, media center, and observation. Therefore, many forces were actually at work in realizing free, fair, and credible elections in Aceh.

133. It should be noted that the objectives of this project are basically qualitative in nature. Therefore, it is easier to measure the inputs used in the project, the implementation of its activities and the targets achieved in the project. Since these activities are more related to people, organizations, and their capacity building, it might be too early to measure and assess its impacts. However, there are indicators as to the impact of this project observed by some key informants which can be usefully generalized.

134. As has been shown before, Elections-UNDP positively contributed to improving the capacity of KIP in managing, and PANWASLU in supervising, the local election. Through its participatory monitoring and Call Center establishment, Elections-UNDP had also positively contributed to the increased participation of voters in election monitoring. The attainment of these two outputs had directly led to the successful implementation of free, fair, and credible elections.

135. With the successful implementation of the election, it can be said that Elections-MDP has had a positive impact on building strong, legitimate and accountable political institutions. At the same time, the free, fair, and credible elections prevented the emergence of post-conflict violent confrontation in the community. Thus it can also be said that the Project has contributed positively to the sustainability of peace in Aceh.

136.   However, long-term effects of the results achieved are closely related to the sustainability of the Project activities and benefits, and they may be assessed only some time after the completion of the Project. In other words, the impact will be seen during the conduct of legislative and presidential elections in 2014; at that time, it will be possible to see whether and how the results of this Project impacted on KIP's performance.

4.8 Cross-cutting issues

137. The project documentation suggests that in the course of the project implementation, care must be taken to ensure representation of women in the election procedures. In the implementation, the activities addressing gender issues were largely related to participation in the meetings and in the holding of participatory monitoring. In all meetings and training the project allocated a percentage for female participants. In addition, the number of women selected to perform monitoring roles was roughly the same as that of men. More importantly, two of three CSOs selected to receive grants in participatory monitoring were gender related CSOs. The Project also collected gender disaggregated data, particularly in all attendance records.

138. Addressing gender equality in a short-term project like Elections-MDP presents a big challenge, especially in Aceh where politics and decision-making are still seen as male activities. The type of activities of Elections-MDP also limited the scope and chances for addressing gender equality appropriately. Seen from this perspective, what the Project had delivered reflected its commitment to gender mainstreaming efforts. If planned properly with more time left for implementation of activities, however, the Project would have achieved more. For example, the monitoring team could be asked (i) to specifically look at women's participation in elections, (ii) to draw attention to critical points of the election process in which women may be disadvantaged, and then (iii) make recommendations on electoral improvements that would lead to greater political participation by women. For activities related to election administration, election management could be supported to develop policy on gender aimed at enhancing women's participation in the election process, and to establish electoral procedures that do not discriminate against women.

139. The area of future intervention that might provide more opportunities to address gender equality in elections is voter education. The Project could help develop and disseminate comprehensive programmes for voter education, starting well before each election and continuing throughout the election process, and ensure that the material used is accurate and politically neutral. Equally important is to support civic education programmes that include information on the benefits of democracy, reconciliation and peace-building, and on the equality of women and men.

140. At the national level, Elections-MDP had actively coordinated with the central government, donor agencies and other implementing partners to ensure efficient utilization of resources, to exchange information and prevent overlaps. In implementing activities to support Aceh local elections, the Elections-MDP had worked closely with KIP Aceh and PANWASLU Aceh to make a smooth implementation of agreed activities. The Project had as well become a contact point for international organizations, such as the European Union, to provide updates about the situation in Aceh before elections day. At the local level, however, the Project did not sufficiently initiate nor was it involved in coordination with stakeholders other than KIP and PANWASLU.

5. Conclusion, Lessons Learned, and Recommendations

5.1 Conclusion

141. Elections-MDP's support to the local election in Aceh was relevant to GoI development priorities and appropriate within the local context. At the national level, the project activities were consistent with the priorities of the GoI stipulated in Agenda 3 "Upholding the Pillars of Democracy" of the National Medium Term Development Plan (RPJMN) 2010-2014. In terms of local conditions, project interventions were relevant given the overall socio-political and security situation in Aceh. Project activities responded to the expressed priorities of the Komite Independen Pemilu (KIP), and reflected an alignment of local needs with national perspectives. In addition, The Project's objectives fall within UNDP's mandate in Indonesia to promote democratic governance.

142. The Project experienced delays in approval, preparation and implementation so that less time was available to optimally carry out activities with maximum benefits. In general, however, the Project paid great attention to details in order to ensure that its beneficiaries

received the support they required. The work to be done was clearly-defined and costs associated with activities were reasonably expended. In the view of the Evaluation Team, this was a cost-effective project, with resources used strategically in support of achieving results.

143. Elections-MDP had successfully completed all planned activities, and largely achieved the intended outputs. The Project is perceived by the key stakeholders as having had a positive impact on the improved capacity of both KIP and PANWASLU, thus favoring the preparation and conduct of credible elections. The UNDP assistance through the Elections-MDP project was seen as an important element contributing to the improvements in the preparations and management of the elections. There has been, in most stakeholders' opinion, a real upgrading of the local capacity to manage and organize elections, indicating that the capacity building focus and approach was successful, at least in the short-term.

144. With the successful implementation of the election, it can be said that Elections-MDP brought about a positive impact on building strong, legitimate and accountable political institutions. At the same time, the free, fair, and credible elections prevented the emergence of post-conflict violent confrontation in the community. Thus it can also be said that the Project has contributed positively to the sustainability of peace in Aceh.

145. Sustainability of Project activities and benefits could be assessed from such aspects as beneficiary involvement in all stages of project implementation, implementation of training, financial sustainability, adoption of relevant programme and regulations and possible replication, existence of relevant institutions, and existence of initiatives developed. While financial commitment of the local government to provide sufficient budget for both KIP and PANWASLU to adequately cover activities once conducted by the Project was still a challenge, analysis of the above sustainability elements revealed that some activities and benefits have been sustained, and some showed high and moderate potential for sustainability.

146. In the course of Project implementation, the activities addressing gender issues were largely related to participation in meetings, in the holding of participatory election monitoring, in the selection of CSOs, and in collecting gender disaggregated data. In view of the short-term nature of the Project as well as the situation in Aceh where politics and decision-making are still seen as male activities, what the Project delivered reflected its

commitment to gender mainstreaming efforts. Nevertheless, if planned properly with more time left for implementation of activities, the Project would have achieved more in terms of addressing gender equality.

5.2 Lessons Learned

147. Monitoring should have started during the voter registration period, which can serve as a testing ground, and lessons learned could be taken into consideration during the polling period.

148. Despite time constraints and limited resources, CSOs were still able to mobilize support and conduct participatory monitoring. This proves that local CSOs have the capacity and reach for participatory monitoring. The spirit of volunteerism should not be underestimated. While the capacities of CSOs were limited, their drive to serve in the interest of having credible elections is laudable.

149. In designing the project, it would enhance the project ownership if partners are involved in all stages of project from planning until implementation and evaluation. More involvement of local organizations should be encouraged in order to enhance sustainability and capacity building.

150. The recruitment of professional staff is critical for any project implementation. The use of election advisors with experience in elections and good relationships with electoral management bodies (KIP and PANWASLU) is crucial to the success of the Project.

151. Voter information efforts, especially if targeted at marginalized groups, should consider the potential need to use different languages and appropriate ways of delivering information and messages. It will be more effective if the use of media is based on the results of previous studies of media effectiveness.

152. Adequate and regular monitoring and coordination is essential to aid in immediately addressing operational issues. Non-distribution and late distribution of video and manuals for

voting and counting could have been immediately resolved had there been a proper monitoring and coordination system in place.

153. There is a need to treat CSOs as partners, not just mere contractors. It would be important to engage the CSOs early on during the planning stages of activities to encourage greater ownership and active participation, and to allow them more time and space for maneuvers/creativity as they would know best the context, particularly at the local level.

154. Working with local government in various interventions is more advantageous than not. This is because the government structures are the best place to continue follow-up with the intervention. Working with government also creates ownership within the government structure.

5.3 Recommendations

155. **Recommendation 1**: Future interventions need to provide support for voter registration and voter education as they are critical elements in achieving free, fair and credible elections. Stakeholders agreed that there is a strong need to improve the voter list, and increase citizen motivation and understanding of their rights to participate in elections. In this regard, educating the voters should not be limited to the mechanics of voting, but should be placed within the broader picture of democratic processes.

156. **Recommendation 2**: While UNDP needs to align its activities to meet the purposes of the donor as well as final clearance from the GoI, it also has to select activities based on the results of ongoing analysis, experiences and needs assessment. This definitely requires the ability to raise funds to adequately finance the proposed interventions to avoid a high percentage of unfunded budget.

157. **Recommendation 3**: Programmes such as Elections-MDP would benefit from longer planning, approval and preparation periods. As has been shown, for various reasons, the Project activities experienced delays in the process of preparation and implementation so that less time was available to optimally carry out activities with maximum benefits. For example, preparations for participatory monitoring should begin well in advance to enable the monitoring to cover most stages of elections. The call center needs socialization in order for

citizens to be aware of and use its services. Likewise, high quality election manuals and video should be distributed sooner to be more useful.

158. **Recommendation 4**: Use of the media will be more effective if based on the results of previous study of media effectiveness. Communication expertise may assist to ensure that the messages conveyed are clear and effective. At the same time, media need to be pre-tested in different areas (rural-urban, coastal-inland, etc.) prior to mass production and distribution.

159. **Recommendation 5**: Any strategic project, like Elections-MDP, should also design its initiatives to develop a regulatory framework that will equip the government with the procedure or methodology for developing and replicating good and useful practices promoted by the project beyond its presence. Advocacy at the government level might be necessary to make them committed to financing some activities.

160. **Recommendation 6**: In order to increase institutionalization of programme outcomes, Elections-MDP needs to be more proactive in influencing KPU and Bawaslu or the government to adopt necessary programmes, policy and regulations on the basis of lessons learned and best practices from its programmes or projects. This cannot be done under a short-term project like support to elections in Aceh, but could be placed under the context of national Elections-MDP. UNDP could conduct a study to formulate a policy paper and take an advocacy approach to facilitate the adoption of its best practices by the GoI, such as participatory monitoring and the Call Center.

161. **Recommendation 7:** While Elections-MDP's method of delivery consolidated the strategic partnership between UNDP and the KIP and PANWASLU, it is suggested for the future project to develop adequate and regular monitoring and coordination to aid in immediately addressing operational issues on ground. This particularly applies to activities or part of activities that are managed by partner organizations, such as those for distribution of manual and video on voting and counting along with electoral materials by KIP and participatory elections monitoring by PANWASLU.

162. **Recommendation 8**: It is understood that, while Electoral Cycle Approach is UNDP's standard approach, the Project did not adopt that approach as the donor funding was strictly for a short-term intervention. Despite this short-term intervention and the "one-off" nature of

the election, however, activities of the Project need to be pursued with a longer-term perspective to increase sustainability. More in-depth capacity building should be done between elections. It is a challenge for elections to be seen as part of a continuing process of support throughout the electoral cycle.

Annex 1. Terms of reference

Position: Evaluation Consultant (International/National)
Closing date: 21 June 2012

I. Position Information

Title: Evaluation Consultant (International/National)
Department/Unit: Elections-MDP Project /Democratic Governance Unit
Reports to: Project Manager
Duty Station: Jakarta
Expected Places of Travel (if applicable): N/A
Duration of Assignment: 27 June – 27 July 2012 (25 effective working days)

Need for presence of IC consultant in office:
☐partial (explain)
☐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: < Singgih Seno Adji>

Signature of the Budget Owner: M. Ichsan Nurbudi

II. Background Information

UNDP's Multi-Donor Programme - Support to Indonesia's Democratic Elections (Elections MDP) project is a technical assistance initiative that seeks to enhance and further consolidate the institutional and professional capacities of the General Elections Commission (*Komisi Pemilihan Umum*/KPU) and the Electoral Oversight and Supervisory Body (*Badan Pengawas Pemilu*/BAWASLU), their Secretariat and their regional offices to meet the numerous priorities that are faced both in the immediate and longer-term. It also seeks to enhance the quality of participation of voters in Indonesia's elections by increasing the awareness of voters on the importance of democratic processes that will serve as a foundation for post-election engagement with elected public officials. This support also seeks to facilitate the Government of Indonesia in coordinating international support to elections in Indonesia, with the aim of achieving a harmonized donor programme in line with the principles contained in the Paris Declaration of Aid Effectiveness.

Following the 2009 elections, Elections MDP continued to provide technical assistance to related stakeholders. In the previous period, E-MDP focused on the support for legislative and presidential election, but most recently has focused on supporting the local elections in Aceh.

Elections – MDP considers the local elections in Aceh as crucial and strategic in the process of peace building and increasing the quality of democracy in Aceh. To ensure the local elections are conducted in free, fair and peaceful manner, a professional and independent electoral management bodies (the Independent Election Commission, or *Komisi Independen Pemilu*/KIP and the local Electoral Oversight and Advisory Body, or *Panitia Pengawas Pemilu/*Panwaslu Aceh) are required, for which local regulations have been issued. To improve the capacity of the KIP and Panwaslu Aceh, a series of comprehensive training on electoral management has taken place. In addition to this institutional capacity strengthening, Elections – MDP has worked closely with local Civil Society Organizations to support participatory monitoring of the elections. Awareness raising of peaceful campaigning has also been a part of this process.

III. Objectives of Assignment

The project activities and objectives are detailed within the project agreement. The evaluation will cover the period August 2011 – June 2012, for which AusAID has provided support for the Aceh local elections, related to Output 1.1 of the project (The institutional, operational and management capacities of the KPU to plan and conduct the 2009 legislative and presidential elections is strengthened to a high standard, including those of KIP Aceh for Aceh local elections).

The main purpose of this independent evaluation is to systematically evaluate and learn from the project and to provide inputs for future elections programming. The findings and recommendations of this evaluation will inform future initiatives by UNDP Indonesia and the Government of Indonesia. In this context, the evaluation will assess how the project has contributed to strengthening the capacity of the government to hold free and fair elections.

The results and recommendations will be used by UNDP Indonesia as a basis for developing future elections programmes and interventions at the national, sub-national, and community level, in view of the continued cooperation with the Government of Indonesia.

The phase of the project related to support to the local elections in Aceh therefore requires an independent, external evaluation as stipulated in the grant agreement article:

"A final evaluation of the Project will be conducted to measure impact and to asses achievements and provide recommendations upon the completion of the project."

The independent external evaluation will be conducted by a team (one international and one national) of evaluation experts. The evaluation will assess the relevance, efficiency, and effectiveness of the project and will provide recommendations regarding the impact of the project. As stipulated in the project agreement the main stakeholders and, partners of the project are KIP Aceh, Panwaslu Aceh, local CSOs in Aceh, and BAPPENAS.

IV. Scope of Work, Expected Results/Deliverables/Final Products

In accordance with UNDP evaluation guidelines[1], the evaluation will assess the project's implementation in Aceh in terms of its effectiveness, efficiency, appropriateness, relevance, impact and sustainability. The specific objectives are:

1. To assess the achievement of stated project outcomes and outputs, taking into account the strengths and weakness of the project, and unexpected results.
2. To determine the overall efficiency in the utilization of resources in achieving results.
3. To assess the appropriateness of the design of the project and the implementation arrangements, including but not limited to the project modality, organizational structure, and coordination mechanisms set up to support the project;
4. To assess the extent to which the project has contributed to the creation of an enabling environment, and the extent to which this has helped shape effective government policies and programming on disaster management and risk reduction;
5. To assess the sustainability of results and provide recommendations for sustaining the benefits of the project and how to improve sustainability in future initiatives;
6. To assess the approach to capacity development and whether initiatives have contributed to sustainability;
7. To review the effectiveness of the gender mainstreaming strategy and partnership strategy;
8. 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;
9. To identify best practices and lessons learned which can be replicated.

The core criteria to be considered in this evaluation are as follows:

- **Relevance:** the extent to which intended outputs and outcomes of the project are consistent with national and local policies and priorities and the needs of intended beneficiaries.
- **Appropriateness:** the cultural acceptance as well as feasibility of the delivery method.
- **Effectiveness:** the extent to which the intended results have been achieved. This includes an assessment of cause and effect- that is attributing to observed changes to project activities and outputs.
- **Efficiency:** how economically resources or inputs (such as funds, expertise and time) were converted to results.
- **Sustainability:** the extent to which benefits of the project continue after external development assistance has withdrawn. 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 national capacity to maintain, manage and ensure the development results in future.
- **Impact:** changes in human development and people's well being that are brought about by development initiatives, directly or indirectly, intended or unintended.

EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

In accordance with UNDP evaluation guidelines, specific questions related to each criteria can include the following:

Relevance: evaluate the pertinence of project objectives and purposes in relation to the project

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[1] For detailed information refer to the UNDP Handbook on Planning, Monitoring and Evaluating for Development Results (pages 168-170): http://www.undp.org/evaluation/handbook.);

expected impact, target groups, direct and indirect beneficiaries.

1. What is the present level of relevance of the project?
2. Are the project overall objectives consistent with, and supportive of Partner Government policies?
3. Does the project still respond to the needs of the key partners?
4. Are the project objectives and results clear and logical, and do they address clearly identified needs?
5. Are there suitable and informative targets, e.g. are they Specific, Measurable, Achievable, Realistic and Time-bound (SMART)?
6. Are the activities and outputs planned appropriately to achieve the project outcomes?
7. Is the current design sufficiently supported by all stakeholders?
8. Have key stakeholders been involved in the design process?
9. Are coordination, management and financing arrangements clearly defined and do they support institutional strengthening and local ownership?
10. Are the objectives clearly understood by the project partners?
11. If applicable: How well has the project design been adapted to make it more relevant? Was it straightforward to do contractually?
12. Have the relevant cross-cutting issues (environment, gender, human rights and governance, donor coordination or others) been adequately mainstreamed in the project design?
13. Was the project aligned with government and UNDP priorities?
14. Was the project appropriate to the local context?

Effectiveness: evaluate project effectiveness and to what extent has the project produced its desired objectives.

1. How well is the project achieving its planned results?
2. Have the planned results to date been achieved?
3. Are the targets for the project appropriate and are they being reported against?
4. What is the quality of the results/services available?
5. Are there any factors which prevent target groups accessing the results/services?
6. To what extent has the project adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?
7. Are the risks and assumptions holding true? Are risk management arrangements in place?
8. To what extent are unplanned positive effects contributing to results produced/ services provided?

Efficiency: evaluate to what degree have resources been optimally used during project implementation, and has the project achieved satisfactory level of cost effectiveness.

1. How well are inputs/resources being managed?
2. To what degree are inputs provided/ available on time to implement activities from all parties involved?
3. To what degree are inputs provided/ available at planned cost (or lower than planned), from all parties involved?
4. Are project resources managed in a transparent and accountable manner?
5. Are all contractual procedures clearly understood and do they facilitate the implementation of the project?
6. How well is the implementation of activities managed?
7. Is an activity schedule (or work plan) and resource schedule available and used by the project management and other relevant parties?

8. To what extent are activities implemented as scheduled? If there are delays how can they be rectified?
9. Are funds committed and spent in line with the implementation timescale? If not, why not?
10. How well are activities monitored by the project and are corrective measures taken if required?
11. If appropriate, how flexible is the project in adapting to changing needs?
12. If appropriate how does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
13. How well are outputs achieved?
14. Have all planned outputs been delivered to date? And in a logic sequence?
15. What is the quality of outputs to date?
16. Are the outputs achieved likely to contribute to the intended results?
17. Are they correctly reflected through the targets?
18. Do the inter-institutional structures e.g. steering committees, technical team meeting and monitoring systems, allow efficient project implementation?
19. Have all partners been able to provide their financial and/or other contributions?

Sustainability: evaluate the contribution to sustainability of benefit streams (to what extent benefits will continue after the life of the project).

1. Is sustainability an integral part of the design i.e. is there a phase out/hand over strategy?
2. Is the sustainability strategy fully understood by the partners?
3. If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?
4. Are the services/results affordable for the key partners at the completion of project?
5. What is the level of ownership of the project by key partners and will it continue after the end of external support?
6. How far the project is embedded in local structures?
7. To what extent are relevant key partners actively involved in decision-making concerning project orientation and implementation?
8. What is the likelihood that key partners will continue to make use of relevant results?
9. Do the key partners have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
10. What is the level of policy support provided and the degree of interaction between project and policy level?
11. What support has been provided from the relevant national, sectoral and budgetary policies?
12. Do changes in government policies and priorities affect the project and how well is it adapting in terms of long-term needs for support?
13. Are the material, services and equipment support likely to continue after the project has finished?
14. How well is the project contributing to institutional and management capacity?
15. What lessons can be drawn from the coordination efforts and working arrangements between the project team, its counterparts/ beneficiaries, Bappenas and partners organizations/ other providers of similar type?

Impact: evaluate the project impact and its contribution to the local and Indonesia's electoral management and what the project has achieved.

1. What are the direct impact prospects of the project at overall objective level?
2. What, if any impacts are already apparent?

3. What impacts appear likely?
4. Are the targets realistic and are they likely to be met?
5. Are any external factors likely to jeopardize the project's direct impact?
6. To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. social, cultural, gender and economic)
7. Have there been/will there be any unplanned positive impacts on the planned key partners or other non-targeted communities arising from the project? How did this affect the impact?
8. Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?

Recommendations, lessons learned and best practices.

1. Provide key recommendations related to the project design; project implementation; project management and management of resource; programmatic response.
2. What lessons can be learned from the project implementation in order to improve performance, result and effectiveness in the future.

EVALUATION METHODOLOGY

The evaluation team will conduct a qualitative assessment of the project progress. The evaluation should be conducted in a number of phases. These phases will include:

1. A desk review of relevant reports and data that will mainly address qualitative issues.
2. Submission of proposed methodology to be cleared by Project and DGU's Monitoring and Reporting Officer
3. Field-research and visit to partners and grantees, where more qualitative issues can be addressed.
4. The preparation of the report of evaluations team's findings and recommendations.
5. Review findings with stakeholders/partners and preparing a follow-up action plan to implement accepted recommendations

1. Desk Review

During the desk review, the written material that should be examined may include but may not be limited to:

- The original Project Document and any subsequent costed work-plans;
- The main project reports (QMR, IPAR which will include key budgetary information);
- Minutes and conclusions of steering committee meetings, technical team meetings, strategic planning meeting.
- Relevant documents with KIP Aceh, Panwaslu Aceh and Grants for Civil Society
- Progressive copies of Projects Calendar;
- Summaries of the participatory evaluation evaluations;
- Information on the activities of project implementation team
- Any other material that would be relevant.

2. Submission of Evaluation Methodology/Inception Report

The evaluator will submit proposed methodology to the Project Manager and DGU's Monitoring and Reporting Officer for review and approval.

3. Field Visit

Field research, interviews and FGDs may include but may not be limited to:

- Face-to-face discussions with the stakeholders, including members of the project implementation team. The evaluation team should provide, some days in advance of their visit, a note summarizing those issues that they would particularly look to explore further and a proposed schedule.
- Discussions with the key partners, target audience, and relevant stakeholders
- This will involve a field visit to Aceh.

3. Presentation of Results, Reporting and Final Submission

The final output of the evaluation will be a comprehensive draft report in UNDP format outlining the methodology pursued and main findings of the evaluation, including lessons learned and recommendations for the remaining half project period. The findings of the evaluation will be presented by the evaluator to BAPPENAS and UNDP and with the draft report for their review and input. BAPPENAS and UNDP will provide their feedback and the evaluator will integrate inputs to the report and submit the final evaluation report. The final report will be submitted to UNDP on the date agreed.

Key roles and responsibilities in the evaluation process

Person or Organization	Roles and Responsibilities
E-MDP Project Board as commissioner of the evaluation	- 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 PMEU)	Review documents as required and provide advice on the quality of the evaluation and option for improvement
Evaluation Manager: M&E Analyst (PMEU)	- 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: AusAid (donor); Staff from BAPPENAS	• 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 international and one national consultant	• Fulfil the contractual arrangements in line with the UNEG norms and standards and ethical guidelines; this includes developing an evaluation matrix as part of the inception report, drafting reports, briefing the commissioner and stakeholders on the progress and key findings and recommendations as needed.

TIMEFRAME AND DELIVERABLES

When (Tentative dates)	International/National Consultant (Jakarta based)	Local Consultant (Aceh based)	What Task	Where (Location)
25 June	1	1	Signing contract agreement	
28 June– 2 July	3	3	Desk review	Home
3 July			Submission of proposed methodology/inception report to UNDP	Jakarta
4-6 July	3	3	Finalizing the evaluation design and methods and inception report	Jakarta
8 – 14 July	7	5	Field mission/visit Schedule to be arranged	Aceh
16 -19 July	4	4	Preparation of	Jakarta

			evaluation draft report	
20 July			Submission draft evaluation report	Jakarta
25 July	1	1	Stakeholder meeting and review of the draft report (for quality assurance)	Jakarta
25 – 27 July	3	3	Finalization evaluation report based on comments and inputs	Jakarta
30 July			Submission of final evaluation Report	Jakarta
Total working days	25	23		

Deliverables

At the minimum the deliverables 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

With detail of the payment and achieved deliverables schedule as following below :

No.	Deliverables	Payment (percentage)	Due date
1.	Inception report	20%	Day 5
2.	Draft evaluation report	40%	Day 21
3.	Final evaluation report	40%	Day 25

EXPECTED RESULT

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

V. Required Competencies

- Experience with monitoring and evaluation including demonstrated experience with project/programme assessments;
- Familiarity with monitoring and evaluation techniques including in-depth interviews; 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;
- Understanding of electoral management and elections in Indonesia, democracy and governance;
- 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
- Advanced proficiency in operating Microsoft office applications

VI. Recruitment Qualifications

- Education: Master degree in related field
- Experience: Minimum 7 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.

VI. Other Selection Criteria

1. Ability to work within a project team;
2. Highly organized and proactive;
3. Experience working in Indonesia is an advantage;
4. Knowledge of development in Aceh is desirable.

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

Annex 2. Itinerary and List of People Met

Date	Name	Position and Organization	Location
31 Jul 2012	Singgih Seno Aji	UNDP, Elections-MDP Finance Officer	Jakarta
31 Jul 2012	Muhammad Ichsan	UNDP, Elections MDP Project Manager	Jakarta
31 Jul 2012	Irman Lanti	UNDP, Democratic Governance Unit Team Leader	Jakarta
31 Jul 2012	Muhammad Husain	UNDP, APR Programme Manager	Jakarta
31 Jul 2012	Rita Djayusman	UNDP, APR Programme Officer	Jakarta
31 Jul 2012	Karoline Kemp	UNDP, DGU Monitoring and Reporting Officer	Jakarta
31 Jul 2012	Rd. Siliwanti	Bappenas, Director of Politics and Communication; Elections-MDP NPD	Jakarta
1 Aug 2012	Ilham Syahputra	KIP Aceh	Banda Aceh
1 Aug 2012	Nurjani Abdullah	KIP Aceh	Banda Aceh
2 Aug 2012	Zuraida Alwi	Panwaslu Aceh	Banda Aceh
2 Aug 2012	Asqalani	Panwaslu Aceh	Banda Aceh
2 Aug 2012	Faizah	UNDP, Elections MDP Project	Banda Aceh
3 Aug 2012	Wanti	Bungong Jeumpa, CSO	Banda Aceh
3 Aug 2012	Hafidh	KIP, Aceh Besar District	Banda Aceh
4 Aug 2012	Norma	Balai Syura, CSO	Banda Aceh
4 Aug 2012	Chairul Amri	PPK, Baitussalam Subdistrict, Aceh Besar District	Banda Aceh
4 Aug 2012	Syahrizal Abbas	Panelist in Candidate Debate	Banda Aceh
4 Aug 2012	Faisal Jamil	KPPS 10 Gue Gajah Village	Banda Aceh
6 Aug 2012	Yarwin Adidarma	KIP Aceh	Banda Aceh
6 Aug 2012	Andriansyah	Panwaslu, Banda Aceh Municipality	Banda Aceh
6 Aug 2012	Fiqih Purnama	Relawan Empaty (Empaty Volunteer)	Banda Aceh
6 Aug 2012	Leni	KPPS RT V Gampong Setui	Banda Aceh
6 Aug 2012	Azhari	KPPS RT IV Gampong Setui	Banda Aceh
7 Aug 2012	Sri Rahayu	Relawan Empaty	Banda Aceh
8 Aug 2012	Firdaus	Empaty, CSO	Banda Aceh
9 Aug 2012	Munawarsyah	KIP, Banda Aceh Municipality	Banda Aceh

9 Aug 2012	Catur Wibowo	PPK Jaya Baru Subdistrict	Banda Aceh
10 Aug 2012	Tarmizi	PPS Gampong Doy Ulee Kareng	Banda Aceh
14 Aug 2012	Doddy Kusdaryanto	AusAID	Jakarta
15 Aug 2012	Head of Planning Section	National Elections Commission (KPU)	Jakarta

Annex 3. List of Documents Consulted

- Evaluasi Kegiatan untuk Dukungan Pilkada Aceh, Notes from Evaluation Meeting in Bandung, 22 May 2011.

- GoI and UNDP, Country Programme ActionPlan 2006-2010

- GoI and UNDP, Country Programme ActionPlan 2011-2015

- Internal Project Assurance Report (IPAR), July-December 2011

- International Republican Institute, JRI Research, Provincial Opinion Poll Nangroe Aceh Darussalam, Indonesia, 6-22 August 2011

- International Republican Institute, JRI Research, Provincial Opinion Poll Aceh, Indonesia, 7-28 May 2012

- Project Document, Elections-MDP Project to Support Local Elections in Aceh

- Record of Elections-MDP Project Board Meeting, 18 October 2011

- UNDP, Various Issues of Quarterly Monitoring Report for Elections-MDP Project, 2011-2012

- UNDP, Final Report of Elections-MDP Project to Support Local Elections in Aceh, July 2012

- UNDP, Support to Local Elections in Aceh Project Proposal, Submitted to AusAID.

Annex 4: Evaluation Criteria and Key Evaluation Questions

In accordance with UNDP evaluation guidelines, specific questions related to each criteria can include the following:

Relevance: evaluate the pertinence of project objectives and purposes in relation to the project's expected impact, target groups, direct and indirect beneficiaries.

15. What is the present level of relevance of the project?

1. Are the project overall objectives consistent with, and supportive of Partner Government policies?
2. Does the project still respond to the needs of the key partners?
3. Are the project objectives and results clear and logical, and do they address clearly identified needs?
4. Are there suitable and informative targets, e.g. are they Specific, Measurable, Achievable, Realistic and Time-bound (SMART)?
5. Are the activities and outputs planned appropriately to achieve the project outcomes?
6. Is the current design sufficiently supported by all stakeholders?
7. Have key stakeholders been involved in the design process?
8. Are coordination, management and financing arrangements clearly defined and do they support institutional strengthening and local ownership?
9. Are the objectives clearly understood by the project partners?
10. If applicable: How well has the project design been adapted to make it more relevant? Was it straightforward to do contractually?
11. Have the relevant cross-cutting issues (environment, gender, human rights and governance, donor coordination or others) been adequately mainstreamed in the project design?
12. Was the project aligned with government and UNDP priorities?
13. Was the project appropriate to the local context?

Effectiveness: evaluate project effectiveness and to what extent has the project produced its desired objectives.

1. How well is the project achieving its planned results?
2. Have the planned results to date been achieved?
3. Are the targets for the project appropriate and are they being reported against?
4. What is the quality of the results/services available?
5. Are there any factors which prevent target groups accessing the results/services?
6. To what extent has the project adapted or is able to adapt to changing external conditions (risks and assumptions) in order to ensure benefits for the target groups?
7. Are the risks and assumptions holding true? Are risk management arrangements in place?
8. To what extent are unplanned positive effects contributing to results produced/ services provided?

Efficiency: evaluate to what degree have resources been optimally used during project implementation, and has the project achieved satisfactory level of cost effectiveness.

1. How well are inputs/resources being managed?
2. To what degree are inputs provided/ available on time to implement activities from all parties involved?
3. To what degree are inputs provided/ available at planned cost (or lower than planned), from all parties involved?
4. Are project resources managed in a transparent and accountable manner?
5. Are all contractual procedures clearly understood and do they facilitate the implementation of the project?
6. How well is the implementation of activities managed?
7. Is an activity schedule (or work plan) and resource schedule available and used by the project management and other relevant parties?
8. To what extent are activities implemented as scheduled? If there are delays how can they be rectified?
9. Are funds committed and spent in line with the implementation timescale? If not, why not?
10. How well are activities monitored by the project and are corrective measures taken if required?
11. If appropriate, how flexible is the project in adapting to changing needs?

12. If appropriate how does the project co-ordinate with other similar interventions to encourage synergy and avoid overlaps?
13. How well are outputs achieved?
14. Have all planned outputs been delivered to date? And in a logic sequence?
15. What is the quality of outputs to date?
16. Are the outputs achieved likely to contribute to the intended results?
17. Are they correctly reflected through the targets?
18. Do the inter-institutional structures e.g. steering committees, technical team meeting and monitoring systems, allow efficient project implementation?
19. Have all partners been able to provide their financial and/or other contributions?

Sustainability: evaluate the contribution to sustainability of benefit streams (to what extent benefits will continue after the life of the project).

1. Is sustainability an integral part of the design i.e. is there a phase out/hand over strategy?
2. Is the sustainability strategy fully understood by the partners?
3. If the services/results have to be supported institutionally, are funds likely to be made available? If so, by whom?
4. Are the services/results affordable for the key partners at the completion of project?
5. What is the level of ownership of the project by key partners and will it continue after the end of external support?
6. How far the project is embedded in local structures?
7. To what extent are relevant key partners actively involved in decision-making concerning project orientation and implementation?
8. What is the likelihood that key partners will continue to make use of relevant results?
9. Do the key partners have any plans to continue delivering the stream of benefits and if so, are they likely to materialise?
10. What is the level of policy support provided and the degree of interaction between project and policy level?
11. What support has been provided from the relevant national, sectoral and budgetary policies?
12. Do changes in government policies and priorities affect the project and how well is it adapting in terms of long-term needs for support?
13. Are the material, services and equipment support likely to continue after the project has finished?
14. How well is the project contributing to institutional and management capacity?
15. What lessons can be drawn from the coordination efforts and working arrangements between the project team, its counterparts/ beneficiaries, Bappenas and partners organizations/ other providers of similar type?

Impact: evaluate the project impact and its contribution to the local and Indonesia's electoral management and what the project has achieved.

1. What are the direct impact prospects of the project at overall objective level?
2. What, if any impacts are already apparent?
3. What impacts appear likely?
4. Are the targets realistic and are they likely to be met?
5. Are any external factors likely to jeopardize the project's direct impact?
6. To what extent does/will the project have any indirect positive and/or negative impacts? (i.e. social, cultural, gender and economic)
7. Have there been/will there be any unplanned positive impacts on the planned key partners or other non-targeted communities arising from the project? How did this affect the impact?
8. Did the project take timely measures for mitigating the unplanned negative impacts? What was the result?