

ACCESS PHASE II Impact Evaluation - Community Impact Assessment and Local Government Survey



August 2013

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



FOREWORD

Since 2008, ACCESS Phase II has focused its attention on strengthening CSOs and citizens to become key actors in democratic governance and decentralisation reform in Eastern Indonesia. With ACCESS support, they have been able to work collectively and engage with government, leading to improved access to rights, incomes, services and entitlements as citizens. For many women and poor people, ACCESS provided their first opportunity to have a public voice on matters that affect their daily lives.

Over the past 5 years, ACCESS and its partners have actively sought to learn what works in improving local democratic governance and to influence decision makers from village to national level about pathways to change. District visioning, assets based approaches, multistakeholder forums, shared learning events and documentation of good practices have been fundamental to the success of the program in building local ownership and scaling up of the Program.

*I have pleasure in presenting this report **Community Impact Assessment for ACCESS Phase II** as one of a suite of studies conducted throughout the life of the Program to support that learning. It seeks to answer the critical questions of what works, why and for whom in the Program's efforts to empower citizens, help them to organise and take action on their own behalf.*

The Report specifically focuses on community level impacts, rather than scaling up and replication (which are addressed in other ACCESS studies). It highlights how ACCESS has been able to contribute to social and economic benefits for citizens, particularly women and poor people. It shows that citizens and CSOs are moving away from dependancy relationships with government (and donors) towards partnerships built on trust, in which their different and complementary roles in local democratic systems are better understood and valued. It also reveals that with the right approaches, citizens are not simply program recipients but can be central to creating more transparent and accountable institutions of government and civil society and improving the delivery of public services.

The Report primarily draws on field research carried out by AKATIGA Foundation with communities, cadres, community leaders, CSOs and Government respondents in eight of the sixteen program districts. Their data was complemented with other internal and partner reports and external studies. In the spirit of partnership and learning, ACCESS and Akatiga worked closely to ensure a contextualised analysis of the data and lessons learnt.

I would like to acknowledge Akatiga's work in this report and to thank them and all others for their efforts and valuable inputs. I hope this publication will be useful to CSOs, government and AusAID in thinking about future efforts for decentralisation and democracy building in Indonesia.

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Abbreviations and Acronyms

ACCESS	Australian Community Development and Civil Society Strengthening Scheme
ADD	<i>Alokasi Dana Desa</i> (Village Budget Allocation)
APBD	<i>Anggaran Pendapatan dan Belanja Daerah</i> (District Income and Expenditure Budget)
AusAID	Australian Agency for International Development
Bappenas	Ministry of National Development Planning
BPM	<i>Badan Pemberdayaan Masyarakat</i> (Community Empowerment Body)
BPMPD	<i>Badan Pemberdayaan Masyarakat dan Pemerintahan Desa</i> (Village Community and Government Empowerment Body)
BUMDes	<i>Badan Usaha Milik Desa</i> (Village Owned Enterprises)
CB	Capacity Building
CC	Complaints Centre/Community Centre
CRC	Citizen Report Card
CSO	Civil Society Organisation
DCEP	District Citizen Engagement Plan
<i>Desa</i>	Village
<i>Dinas</i>	Government Agency
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> (Local Legislative Council)
DSC	District Stakeholder Committee (FLA)
GoA	Government of Australia
Gol	Government of the Republic of Indonesia
GSI	Gender and Social Inclusion
<i>Kabupaten</i>	District
<i>Korprov</i>	<i>Koordinator Provinsi</i> (Provincial Coordinator)
LPM	<i>Lembaga Pemberdayaan Masyarakat</i> (Community Development Organisation)
M&E	Monitoring and Evaluation
MEL	Monitoring, Evaluation and Learning
MIS	Management Information System
MOHA	Ministry of Home Affairs
MP3	<i>Masyarakat Peduli Pelayanan Publik</i> - Citizens Concerned about Public Service Delivery' - a CSO forum
<i>Musrenbang</i>	<i>Musyawahar Perencanaan Pembangunan</i> (Development Planning Process)
NGO	Non-Governmental Organisation
PDD	Project Design Document
<i>Pemda</i>	<i>Pemerintah Daerah</i> (District Government)
PGA	Project Grant Agreement
PMD	<i>Pemberdayaan Masyarakat dan Desa</i> (Village and Community Empowerment) – Directorate General within Ministry of Home Affairs
PNPM	<i>Program Nasional Pemberdayaan Masyarakat</i> (National Community Empowerment Program)
PNPM-MP	<i>PNPM Mandiri Pedesaan</i> (PNPM-Rural)
Rp.	Rupiah
<i>Raskin</i>	<i>Beras Miskin</i> (program of rice for the poor)
RPJMDes	<i>Rencana Pembangunan Jangka Menengah Desa</i> (Village Mid-Term Development Plan)
SAID	<i>Sistem Administrasi Informasi Desa</i> (Village Information System)
SKPD	<i>Satuan Kerja Perangkat Daerah</i> (Technical Units within each district)
TOR	Terms of Reference
UU	<i>Undang-Undang</i> (Act)

Executive Summary

The Australian Community Development and Civil Society Strengthening Scheme (ACCESS) Phase II is first and foremost a civil society strengthening program, acknowledging that poor men and women face daily struggles in getting their basic needs and rights acknowledged by the state, public services, markets and the political system. ACCESS has particular characteristics that set it apart from other empowerment type programs, in particular, engagement of CSOs and cadres as the entry point to citizen empowerment, working within a framework of agreed local multistakeholder priorities and mobilising assets at community level.

As an Australian and Indonesian Government partnership, ACCESS aims to bring together civil society and government actors to find effective ways of connecting citizen demands with government budgets and services. It commenced in May 2008 and works in 20 districts in four provinces in Eastern Indonesia: South Sulawesi, South East Sulawesi, NTT and NTB. Its goal is *“Citizens and their organisations are empowered to engage with local governments on improving local development impacts in 20 districts in Eastern Indonesia”*. The key strategies are strengthening citizen empowerment, supporting citizen engagement and scaling up good practices for local democratic governance working closely with CSOs, local governments and district multistakeholder forums. This was based on a district multistakeholder vision (District Citizen Engagement Plan). The Program also invested substantially in capacity building of CSOs and village cadres and knowledge management activities for sustainability.

This engagement has encouraged more open and transparent governments able to accommodate different perspectives and building trust and the willingness to work together. As agents for social change rather than simply project beneficiaries, citizens are now providing information that assists governments in allocating resources more equitably, improve service delivery (especially to those most in need) and addressing issues of social justice – all of which strengthen social norms and shift the exercise of power towards more democratic processes.

Given that the Program was initially due to end in April 2013 (now extended to 2014), ACCESS tendered for and contracted an Indonesian research organisation, AKATIGA Foundation, to carry out an impact assessment. Their field work was complemented with data from other internal and external studies and analysis in a joint collaboration between ACCESS and AKATIGA.

Overall, the report finds that through ACCESS, the participation of citizens in the public policy space has increased their access to development resources and improved the quality of and access to public services, in particular access to health, education services, and economic development resources (such as access to credit and government technical assistance). Citizen empowerment is seen in increased participation in, and ownership of, local level decision making; improved gender equity and women’s leadership, increased confidence and capacity of CSO, citizens and cadres to organise and work collectively using their own assets to improve their well being as well as take action with government on service delivery and governance concerns. Given that many of ACCESS beneficiaries – poor, women and marginalised groups – have traditionally not participated in community decision making processes, and for whom even speaking publicly is a significant challenge, these changes are very positive. The study also found that governments in turn have become more responsive to citizen demands and more appreciative of the role of CSOs in local development. This has resulted in improved services, better access to resources and increased incomes.

Some of the challenges for the Program identified through the assessment relate to supply side issues, while capacity support for local governments (district and village) and services was not in the remit of ACCESS. For example, while participatory planning and budgeting enabled citizens to

develop plans that encourage them to use their own assets and empowered them to engage with government agencies for practical support to meet local demands, it is still difficult for citizens to pursue their development objectives through the *Musrenbang* process as village budget allocations through this mechanism are still inadequate. For issues of forest conservation, changes are limited to the extent to which communities have control over those misusing forest resources, bearing in mind that forest conservation is nationally rather than locally regulated while misuse of resources is carried out by powerfully connected people who for the most part are beyond the control of the community.

The report concludes that effective approaches for empowerment requires a combination of intensive and strong community facilitation, CSOs that have effective relationships with government, community organisers who are flexible and responsive to the interests of the citizens and cadres and political will for government reform and transparency. CSOs and cadres act as a bridge from citizens to government and continued efforts are needed to build their capacities and networks and to strengthen channels of communication and engagement mechanisms between all governance actors. Success stories within the Program show that government's willingness and encouragement for citizen empowerment in some location has been critical, recognising that it serves the government's interest to have an educated citizenry that can hold the public sector in check as well as value the work of the public service.

ACCESS has been able to build on government's own initiatives such as PNPM cadres posyandu, PKK and school committees. While initially established as agents of socialization for government programs, these groups are now a local asset for future community-led development programs. Finally, much of the success within the Program is due to the work of CSOs partners who are strong advocates for citizens rights and for more inclusive participatory and transparent development approaches. Over the life of ACCESS, CSOs have become more recognised and valued by local governments for their willingness to work collaboratively with the government and their abilities as partners in development.

Chapter 1: INTRODUCTION

1.1 Decentralisation and Local Democratic Governance in Indonesia

Since Indonesia's decentralisation process commenced in 2000 there has been significant delegation of authority to local governments, particularly at district and city level, as well as introduction of direct elections for regional leaders (bupati/mayor) by the people. Current discourse generally assumes that decentralisation leads to more democratic forms of governance by bringing the decision making closer to citizens and offering them more opportunity to demand services that meet their needs and greater government accountability and transparency. Efforts to empower citizens can occur at the instigation of the government, CSOs and the communities themselves.

There are signs of improved public participation processes and public services in Indonesia which are often linked with governments that promote more efficient and transparent governance and are willing to listen to their citizens. Such local governments are being recognised through regional excellence awards, media and so on. A study (AKATIGA 2012) involving dialogues with five regional heads found that progressive regions share similar features in that they have clear regional priorities which are consistently implemented and reflected in budgets and there is a willingness (from leaders and implementing officials) to listen to different stakeholders. Strong local CSOs in these regions have been able to promote sustainable governance changes that underpin village development efforts and village-based poverty reduction, such as the case of Kebumen (Bulan, Hamudy, & Widyaningrum, 2010 and AKATIGA, 2012).

On the other hand, local government budgets more generally have not yet demonstrated adequate allocation of funds in sectors related to public services like education and health (Yappika 2006, in Fitri, Hasannudin, Hiqman, & Indiyastutik, 2011) nor have there been significant widespread improvements in local level governance (Local Level institutions Study 2011). So that despite a degree of optimism among donors regarding decentralisation (Nordholt & van Klinken, 2007), improvements in public services and planning and budgeting processes is still not the general picture throughout Indonesia (DSRP 2009, in Fitri, Hasannudin, Hiqman, & Indiyastutik, 2011). There is also a view among some political commentators that decentralisation is marked by the emergence of a 'little king' culture for local elites in some places. Various studies also suggest that the strength of civil society in Indonesia is still low in terms of accessing resources and influencing political and social environments (Ibrahim, 2006, and Ganie-Rochman, 2002).

1.2 ACCESS Phase II Response to Decentralisation

The Australian Community Development and Civil Society Strengthening Scheme (ACCESS) Phase II¹ is an Australian and Indonesian government partnership initiative for improving local democratic governance through citizen engagement with government². It responds to a growing awareness that civil society representation is critical for Indonesia's fledgling decentralisation process and to deliver expected development and service delivery outcomes. ACCESS works on the understanding that governance changes emerge when different actors - citizens, the private sector and governments – cooperate in learning from a values-based approach to development and governments become more open to different perspectives. This positions citizens as agents for social change rather than simply

¹ From this point on, the term ACCESS is used to refer to ACCESS Phase II.

² ACCESS is formally governed by a Subsidiary Arrangement between GoI (through MOHA) and GoA (through AusAID), with *Ditjen PMD* being the designated counterpart agency. At the sub-national level, the work of the Program is governed through Technical Arrangements signed with each of the 20 district heads.

project beneficiaries, in which they are able to give information that helps governments in allocating resources more equitably, improving service delivery (especially to those most in need) and addressing issues of social justice – all of which shift the exercise of power towards more democratic processes. This process of interaction is a cycle of building trust and a spirit of cooperation which in turn strengthens social norms that support and encourage improved local democracy.

ACCESS' goal is that *"Citizens and their organisations are empowered to engage with local governments on improving local development impacts in 20 districts in Eastern Indonesia"*. Its success is measured by the extent to which it contributed to improved civil participation in, and ownership of, local level decision making; roles of men and women becoming more equitable; more empowered communities; more responsive governments and improvements in local development impacts³.

Local CSOs are well placed to mobilise citizens and help them to organise and build their capacities to lobby and influence local governments for greater accountability and transparency. To that end, ACCESS aims to strengthen CSO capacity to use participatory and inclusive approaches in empowering citizens (particularly women, poor and marginalised people), work collectively with CSO networks and regularly engage with district, sub-district and village governments to promote governance values. These values include *participation, transparency and accountability, social justice and pro-poor service delivery*. Ultimately the program aims for GoI and donor programs to take into account lessons learned and good practice examples for replication and scaling up.

The Program's three key strategies for implementation are:

- i) Strengthening citizen empowerment through: capacity building of CSOs, community facilitators/cadres and organisations; technical assistance across five thematic areas⁴ and promotion of participatory and inclusive community planning and budgeting (RPJMDes);
- ii) Supporting citizen engagement by enhancing networking between community organisations, facilitating interactions between citizens and local government on public services and planning and budgeting issues through mechanisms such as citizen complaint mechanisms and advocacy; and
- iii) Scaling up good practices for local democratic governance through district multistakeholder forums (*Forum Lintas Aktor* or *FLA*);; documenting good practices; collaborating with other donor programs; and engaging with government champions to influence policy making at local and national levels.

ACCESS is delivered through a series of grants including: i) Project Grants to local CSO partners; ii) Strategic Partner grants to national/local CSOs to support/mentor district CSO Partners; and iii) Innovative and Knowledge Sharing grants to test innovative ideas and for knowledge management. District CSO grants support programs aligned with priorities in the District Citizen Engagement Plan (DCEP), clustered under five thematic areas⁵: participatory village planning and budgeting (25 grants), improving health and education service delivery (20), local economic development (10), natural resource management (10) and social justice (6).

To promote quality implementation and strengthen CSOs as governance actors, the Program has invested substantially in capacity building, primarily through partnerships with competitively selected national CSOs to provide tailored capacity support. District CSOs were then responsible for building the capacity of village cadres who were pivotal in the implementation of community led activities.

³ ACCESS Phase II Project Design Document, AusAID 2007

⁴Participatory planning and budgeting; public service delivery; local economic development; natural resource management; and social justice.

⁵ The grouping of these thematic areas was not in the initial design but rather emerged in the compilation process when all of the district level priorities were identified and channelled into action plans.

Given the complexity and highly contextualised conditions resulting from decentralisation, ACCESS retains flexibility to be responsive to local contexts and emerging issues including political shifts, new policy initiatives and local capacities. At the outset, ACCESS supported district level multistakeholder visioning – comprising government, legislative, private sector and community members - to identify priorities for improving governance and local development, which were then incorporated into a District Citizen Engagement Plan. The Program supports multistakeholder reflections on program progress including six monthly reviews with partners, citizens and others and on broader governance changes through a District Stakeholder Committee (*Forum Lintas Aktor* or *FLA*).

1.3 Purpose of the Impact Assessment ⁶

ACCESS started in May 2008 and works in 20 districts in four provinces in Eastern Indonesia - South Sulawesi, South East Sulawesi, NTT and NTB. Eight districts were carried over from ACCESS Phase I (2002-2008), eight were approved by AusAID and MOHA in January 2009 and four more were added in July 2011 in response to local government requests.

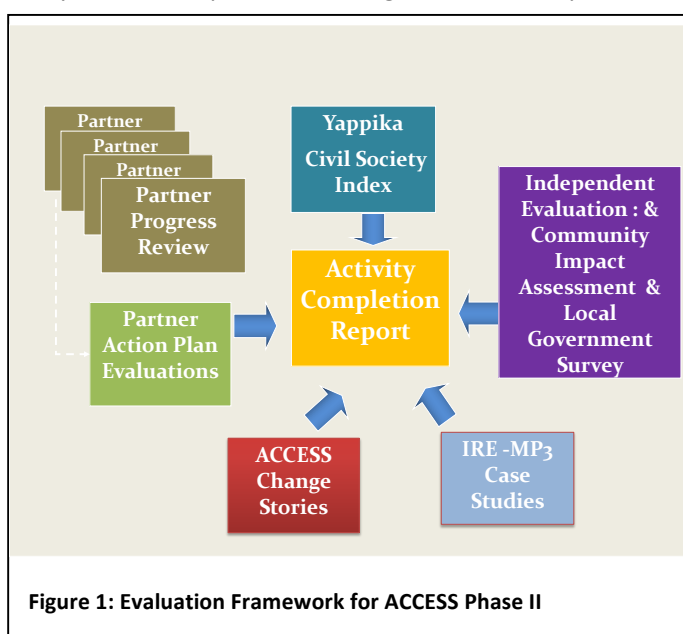


Figure 1: Evaluation Framework for ACCESS Phase II

Given that the program was initially due to end in April 2013 (now extended to 2014), ACCESS tendered for and contracted an Indonesian research organisation, AKATIGA Foundation to conduct a Community Impact Assessment. This complements other evaluation studies including: Partner Action Plan Evaluations, Civil Society Index, Partner Progress Reviews and Case Studies as seen in Figure 1.

The AKATIGA assessment explored two aspects, namely, emerging impacts at the level of the community and perceptions of local governments regarding benefits of the Program. At the citizen level, it assessed the extent of

changes for men and women as citizens and cadres, particularly related to their knowledge, critical awareness and capacity to organise and take action on their priorities. AKATIGA then looked at the perceptions of government personnel about the value of the program and changes in the broader enabling environment to support local democratic governance values, engagement with citizens and their organisations and the outcomes of this involvement. Efficiency was considered through the perceptions of community members about the degree to which their investment of time and resources matched the value of benefits they received. Sustainability was considered by whether systemic changes were likely to continue and produce benefits after the program ends. The study also considered how ACCESS strategies and contributory factors (positive and negative) affected end of project outcomes and what were the lessons learnt (see Appendix 1 for Conduct of the Community Impact Assessment).

⁶ The impact assessment refers to community impacts and local government acceptance of and interaction with ACCESS.

1.4 Report Structure

This Report was a collaborative exercise between ACCESS and AKATIGA which draws from the latter's field work and analysis and supplemented with data collected by ACCESS over the life of the Program, including CSO evaluations that were not available during AKATIGA's work. The Report reflects a consensus building process between ACCESS and AKATIGA to make sense of the rich data from the field, coupled with wisdom built up over four and half years of program implementation. All parties agreed that this collaborative approach provided a more pertinent analysis and set of lessons learnt to inform future programming.

The report's structure is as follows:

- Chapter 1 provides the background for the assessment, including the decentralised context in which ACCESS operates, a brief description of the ACCESS program framework and the purpose of the impact assessment;
- Chapter 2 presents findings and analysis of changes and influencing factors at the citizen and cadre level;
- Chapter 3 presents findings on perceptions of local government level about governance changes and the Program's contributions; and
- Chapter 4 provides a discussion on the value of key achievements of ACCESS in supporting decentralisation and lessons learnt for future civil society strengthening in Indonesia.

CHAPTER 2: IMPACTS FOR CITIZENS, COMMUNITY ORGANISATIONS AND CADRES⁷

2.1. Overview

Empowerment within the ACCESS context is best described as a process of enabling poor and marginalised men and women to develop voice and agency so they can participate more fully in community and government processes and have increased control over decisions affecting their lives. Empowerment is conceived as a continuum of change by which people increasingly develop the awareness, confidence, capacities and social capital needed to organize into groups and act either by doing things for themselves (using their own assets) and advocating for changes to government policy and practice.

Measures of empowerment used in this Report include: access to information, bargaining power through membership in community groups and networks, access to community decision making, access to services, gender equity, inclusion of the poor in development processes, influence for government policy making and sustainability of community engagement mechanisms. The program's effectiveness is assessed by the extent to which ACCESS realised its goal of strengthening the capacity of citizens and their organisations, particularly poor, women and marginalised groups, to engage with local government to address their priority concerns.

Using these parameters, Akatiga's assessment identifies the following benefits for citizens: i) increased access to information on services and rights; ii) increased access to health, education and administration services; iii) increased solidarity; and iv) increased incomes. The Community Survey shows that 62.4% of respondents feel their involvement in ACCESS-supported activities gives them better access to information on village programs; 49.3% report they are now able to participate in community meetings and 51.3% report increased self-confidence to the extent they are now willing to propose activities/programs in public fora. For many of ACCESS beneficiaries – poor, women and marginalised groups – who traditionally have not participated in community activities, let alone decision making processes, and find speaking publicly a significant challenge, these changes are seen as highly positive.

The survey also found increased incomes (63% of respondents) and perceptions of improved service delivery (47.2%) including district health services (54.5%), administration services (49.8%) and education (54.9%). Almost half of the respondents agree that village government services are better while 50.8% perceive village governments are more responsive to community suggestions or requests. The majority (70%), equally for men and women, feel that the benefits of their involvement in the Program outweigh their investment of time and resources, while 65.9% female and 73.5% male respondents feel optimistic that their activities will continue after ACCESS ends.

Furthermore, the majority (84%) feel the contribution of community cadres has been highly significant while 89% of the cadres similarly feel that the CSO support has been very useful. 60.2% stated that community organisations such as women's economic groups, *posyandu* and farmers' groups which have been strengthened through ACCESS' support also better reflect the needs of their members.

⁷ Cadres refer to community volunteers who facilitate community processes with training and support from CSO partners.

The field work identified a range of constraints and challenges. For example, while the community plans enabled citizens to use their own assets and to engage with government agencies for practical support to meet local demands, a number of issues including the current national budgeting system makes it difficult for citizens to pursue their development objectives through the *Musrenbang* process. For issues of forest conservation, changes were limited to the extent to which communities have control over those misusing forest resources, bearing in mind that forest conservation is nationally rather than locally regulated while misuse of resources is carried out by powerfully connected people who for the most part are beyond the control of the community. Finally, the study found that the ‘family’ dimension of domestic violence adds to its complexity for community leaders, police and local government to address.

2.2. Effectiveness

2.2.1. Participatory Planning and Budgeting

The key objective of CSO projects in this thematic area was to strengthen the capacity of cadres and citizens for village planning and budgeting to develop the mid term village development plans (*Rencana Pembangunan Jangka Menengah Desa or RPJMDes*) and subsequent annual village planning and budgeting. This was the area of greatest investment for ACCESS involving 25 CSO partners working in 596 villages in 19 districts⁸. The decision to focus on RPJMDes development is highly strategic because these plans form the basis for village and local government decision-making regarding allocation of funds and other resources for village development and is linked directly with the government’s agenda of ‘one village one plan’. The RPJMDes are used as a basis to develop the annual village plan (RKPDDes) and village budget (APBDes).

The key activities implemented by CSOs included:

- Providing community members with information and relevant documents about village planning and budgeting processes;
- Capacity building for village cadres and village governments in planning and budgeting processes including: community facilitation techniques, social mapping, village database, RPJMDes, RKPDDes, APBDes and the *Musrenbang* process;
- Mentoring cadres in facilitating hamlet development planning processes (*Musrenbangdus*) and village development planning processes (*Musrenbangdes*);
- Facilitating community assessments of village assets and potential as a reference for village development and social mapping;
- Establishing village delegations to promote village plans in government decision making processes at sub district and district level; and
- Establishing intervillage cadres fora for shared learning and advocacy.

As a result, more citizens in all villages have a voice in setting village priorities for the first time, a process traditionally limited to a few community members, often from elite groups. It effectively increased their knowledge on village planning and budgeting processes as well as about their own assets for development. This increased participation including 61.6% women participating in RPJMDes development, supported in part by ACCESS’ quota for women’s involvement.

⁸ The field work included 40 villages under this thematic area covering all eight study districts.

Box 1: Citizens voice in planning and budgeting.

The cadres forum and FLA successfully advocated for a Perda No. 4/2011 on Participatory Planning and Budget in Bantaeng district (South Sulawesi). Based on the Perda, the Bupati issued a policy that delegations of village representatives had to attend the district Musrenbang. As a result 17 delegates (5 women) from ACCESS supported villages attended the meeting in 2011. This saw at least 1-2 programs from every village in the district accommodated in the district APBD budget for 2012 as regulated in the Perda.

Source: ACCESS Provincial 6 monthly report, April 2013

Overall benefits included availability of a *RPJMDes* that better reflected the needs of poor, women and marginalised citizens and enabled government agencies and other programs (eg PNPM) to respond to these needs; improvements in government targeting programs for the poor such as *Raskin* and *Jamkesmas*; increased willingness of government to allocate village budgets on the basis of a village plan; more awareness and capacity of communities to mobilise and use its own assets for faster village development⁹; and increased confidence of citizens to advocate on the basis of agreed community priorities (see Box 1).

The program successfully increased citizen participation in public planning and budgeting, with limitations in some cases. In all study villages, there has been an increase of citizens involved in village planning meetings, particularly at the sub village level where all households were invited to participate. Citizen groups such as the Majelis Taklim, prayer groups, youth groups and women's economic groups, arisan groups and posyandu cadres participated in *RPJMDes* meetings for the first time. In the Community Survey, 47.1% agreed there has also been increased participation of poor and women in village meetings. While Akatiga found instances where the preparation of the *RPJMDes* document itself was limited to a few individuals, there is also the question of whether the complexity of preparing an *RPJMDes* document lends itself to broad participation – the critical issue is that all people can be satisfied their concerns are reflected¹⁰.

Government budget systems are not yet fully responsive to village plans. Akatiga's study confirmed that participatory planning and budgeting has enabled citizens to develop plans that encourage them to use their own assets and the process has empowered some to engage with government agencies on practical support to meet local demands. It also found that it is a challenge for citizens to pursue their development objectives through the *Musrenbang* process due to current village budgets being insufficient to use productively to realise village plans.

Citizen advocacy takes two forms: direct lobbying and advocacy for changing practice and policy. In the first form, more citizens are able to articulate their needs based on the participatory planning process and to directly lobby for resources. Through social mapping and analysing their assets, village cadres, Akatiga found that citizens groups and village have successfully campaigned for their interests outside of the *Musrenbang* mechanism to acquire funding from government programs and other sources to support their *RPJMDes*. In one six month period alone, citizens groups were able to obtain 13.2 billion rupiah in direct cash support from government as well as more than 50 in-kind contributions including technical assistance, vehicles, seeds, land and so forth¹¹. The villagers in Mumbu, Sub-district Woja, Dompu district for example used their village plan to prioritise and build three elementary classrooms in the village which led to local government financing for teachers. In addition, the planning process enabled them to identify seven hectares of idle land that was used to plant mahogany trees.

⁹ Assets include community capital, natural resources, human capital and social networks.

¹⁰ Akatiga's prior study on participation of marginal groups in Rural PNPM Mandiri found that elite groups consisting of rural wealthy, government figures (leaders), village officials, and customary and religious leaders and activist groups (ie those with knowledge and experience in government programs and close ties to village governments) are more likely to participate. They are then able to use this knowledge and their ties to become involved in various programs and gain access to resources, (AKATIGA, 2010).

¹¹ ACCESS Six-month report, October 2012 – March 2013.

The second form of advocacy focuses on strategic change aimed at ensuring that all villages get better access to resources, for example by sending delegations to attend Musrenbang decision making processes and lobbying for Perda on participatory planning through associations of village heads and cadres in partnership with CSOs. For example, in Bantaeng, CSOs and cadres effectively advocated for a new regulation for Local Regulation No.4/2011 on participatory development planning mechanisms related to government budgetary processes. They provided a *Naskah Akademik* (policy advice paper) based on proven good practices that clearly articulated the roles and responsibilities of district government in budget allocations and the overall planning and budgeting process. The regulation has since provided clarity on ceilings for village budgets that can be directly managed and controlled by villages. A similar regulation emerged in North Buton - Local Regulation No. 1/2012 on Village Planning and Development - with input from local CSOs and citizen groups. Prior to ACCESS, the local government in Dompu and North Buton had not provided ADD to villages because there were no regulations in place. With CSO support, citizens have provided inputs to the development of regulations such as PERDA 9/2010 Local Regulation for Allocation Dana Desa (Dompu) and Local Regulation No. 10/2012 on Village Fiscal Balance Funds Allocation (North Buton).

Citizens contribute to increased transparency of district budgets (APBD). Planning and budgeting mechanisms in Indonesia are neither easily understood nor easily influenced. Local budgetary processes are based not only on village demands but also the priorities of individual government agencies and the DPRD whereby differing political interests leads to decision making that lacks transparency and accountability. In Dompu and Lombok Tengah, *Dewan Peduli Anggaran* comprising community members established as a watchdog to analyse allocation of development funds in district budgets (APBD). In other locations, social accountability mechanisms are now in place to monitor government budgets for service delivery (see section 2.1.2).

2.2.2. Public Services

The key objective of CSO projects in this thematic area was to improve quality of service delivery through social accountability mechanisms, particularly in health, education and public administration. This is the second largest area of investment for ACCESS reaching a total of 331 villages in 15 districts and benefitting 667,567 people¹² (322,765 m /344,802 f).

CSO activities included:

- Establishing community complaints units which facilitated engagement between citizens, cadres and service providers on health service delivery;
- Expanding the scope of posyandu services (integrated village health post) including: training posyandu cadre on medicinal plants for families, using local ingredients for complementary foods to breast milk, supplementing nutrition to pregnant women and children under five and family planning advice. Posyandu cadres in turn trained community groups through a gender inclusive approach that also engaged men in areas traditionally regarded as women's concerns;
- Providing access to information on rights and entitlements to health care including medical services, healthcare insurance for the poor (*Jamkesmas and Jamkesda*), maternity and delivery insurance (*Jampersal*) and community health insurance cards (eg *Kartu Jakkad* in Dompu district); and
- Advocating through use of citizens charters and district regulations for policy and practice changes in health services such as service standards and access for the poor. This advocacy work extends to the national level through a collaboration of ACCESS and a national CSO consortium *Masyarakat Peduli Pelayan Publik (MP3)*.

¹² Ten villages in this thematic area were included in the field work, covering seven of the eight study locations (except West Sumba) with the majority focused on health service delivery.

In the area of education services, CSO activities included:

- Strengthening student parent organisations to encourage transparency and accountability in management of school operational assistance funds (Dana BOS) in Buton, Muna, Jeneponto and West Lombok districts;
- Conducting annual events to promote educational services and rights of students;¹³
- Introducing new mechanisms for conflict resolution and complaint handling such as in Takalar, Jeneponto, Muna, Buton and West Lombok; and
- Conducting Citizen Report Cards for advocacy on changes to policy and practice in public services (health and education)

Overall impacts include improved social accountability mechanisms through Complaint Centres, Citizen Reports Cards, posyandu, teacher-parents associations and School Committees; improved citizen understanding of rights to services; increased confidence to provide feedback or complaints; and increased access to services. This has contributed to benefits in terms of improved coverage for immunisations, better rates of exclusive breastfeeding, use of posyandu services, Jamkesmas and Askeskin, increased funding to posyandu for feeding programs, allocation and use of *Dana BOS* in schools and citizen action on corruption such as illegal charges for schools registration, books and exams.

ACCESS fostered critical awareness and capacity of citizens and their organisations with village cadres to take action to improve and monitor public service quality, particularly in health and education. In total, ACCESS supported the establishment of 232 community complaints centres that provided information and addressed citizen's concerns, particularly related to health and education service delivery. Citizen complaints were followed up by the centre volunteers supported by CSOs and resulted in improvements in service delivery in accordance with agreed standards. For example, in Takalar district (South Sulawesi), citizens complaints on *Puskesmas* (community health centres) services resulted in the District Health Board conducting a Citizen Report Card with CSOs acting as a bridge between the Health Board, relevant Health Departments and *Puskesmas*. As a result, the first Citizens Charters were developed with *Puskesmas* with changes initiated in health services now being monitored by the District Health Board.

In Central Lombok district (NTB), a complaint centre achieved improved health services and then went on to address electricity service delivery, while in Dompu (NTB), a Complaint Centre facilitated citizens' access to civil administration services for ID cards so they could gain their rights to *Jamkesmas* (health insurance for the poor). Some village governments are now funding operational costs of the complaint centres, recognising their value as a community service. A consortium of (84) Complaint Centres in Jeneponto (outside of AKATIGA study area) has been established by members to address complaints that extend a single village (see Box 2).

As to be expected, some centres are functioning more effectively than others and reflect the

Box 2: Complaints Centre Consortium

The Community Complaint Centre in Bonto Ujung village in Jeneponto formed the Community Complaint Centre Alliance (LPM) with 24 others to facilitate public service complaints that go beyond one village. LPM successfully had a case of fraudulent use of school funding of Rp.30 million investigated as well as taking two cases of fraud in the Rice for the Poor (Raskin) program to the Provincial courts. They have also taken a corruption claim to the Corruption Commission in Jakarta against a district government official suspected of misappropriating APBD funds which has since been referred for legal action.

Source: ACCESS ACR, April 2013

¹³ While not part of the study, a key activity is the annual Complaint Day called Gawe Rapah funded by the local Government with sponsorship from ACCESS in Lombok Barat. This brings together all the government agencies and Bupati to meet with citizens to discuss their concerns about public services.

importance of tailored capacity building. Even where citizens' complaints centres are not as active as others, there is still strong value in the capacity building for cadres and their transfer of knowledge to citizens.

CSOs are supporting government policy initiatives. Since 2009, ACCESS broadened its focus to strengthen posyandu cadres, which has led to expansion of the range of posyandu services as community centres with increasing use by citizens, thus supporting Permendagri No 19/2011 on revitalising posyandu. In Kupang (NTT), CSO partner INCREASE and cadres supported *Desa Siaga* ('alert villages') in 10 villages to respond to obstetric emergencies by accumulating a savings fund for transport, appointing a person in charge of transportation, *Desa Siaga* is an existing government program but implementation has been very weak. In 2009, Peraturan Gubernur NTT No.42/2009 required all births to be overseen by a trained birth attendant. INCREASE used this regulation to strengthen *Desa Siaga* so that in 2010 all pregnant women in the 10 villages used a birth attendant. In Buton and North Buton districts, the posyandu cadres have taught citizens to grow medicinal plants and implement complementary feeding with babies using local ingredients which gives parents, particularly mothers, more knowledge and control over resources to enhance family nutrition¹⁴. In Takalar, CSO effectively lobbied for change through inputs into Perda No. 7/2011 on Free Health Services and Perda No 8/2011 on Free Education Services.

Box 3: Young People Take Action

Four youth groups involved with Complaint Centres in East Sumba developed a paper on students complaints about school registration. This has been discussed with the Bupati, DPRD, Department of Education and 22 schools and is used by ICW as a national case study.

Source: ACCESS 6 monthly Report, Sept 2011

Parents and/or students now have greater critical awareness and capacity to organise and advocate for improved education services as found in Buton (South East Sulawesi) where increased involvement of parents and village leaders encouraged schools to become more transparent in developing the School Activity Budget Plans (RAKS) and led to improved accountability in the use of BOS funds. Annual events by Complaints Centres¹⁵ during school enrolment time ensures parents and students are informed about rights related to education. In Takalar, Local Regulation No 8/2011 on free education fees and No. 9/2011 on Education System emerged as a result of active engagement of

the CSO, Lembara, in the legislative review process and development of a policy paper. The Program's influence has also extended to empowering young people as seen in the case of illegal fees in East Sumba (See Box 3).

Leverage and replication for improved services requires action at the district level. In Takalar (South Sulawesi) and Dompu (NTB), CSOs used existing national regulations, citizens reports cards results and good practices from the village (posyandu) and sub-district (puskesmas) level to lobby successfully for the development of local regulations and agreements by the Dinas Kesehatan. The development of an MOU with the Department of Health and District Hospital for service delivery has provided the reference for the District Hospital and *Puskesmas* to use minimum standards to improve services on a broader scale including improvements related to issues such as doctors working hours and healthcare insurance to in-patients.

2.2.3. Local Economic Development

The objective of CSO projects in this thematic area was to strengthen capacities for income generation, reducing production costs and access to alternative sources of capital funds, particularly

¹⁴ Food security is one of priorities contained in the Medium-Term National Development Plan 2010-2014 with Presidential Instruction 3/2010 directing development of provincial level plans and Presidential Regulation. 22 of 2009 calling for diversification of food consumption through use of local resources.

¹⁵ These were in South East Sulawesi (Kota Baubau, Muna, North Buton), South Sulawesi (Gowa, Jeneponto, Bantaeng), NTB (West Lombok) and NTT (East Sumba).

for women and the poor, as well as increasing knowledge about rights and gender equality. This was the third largest area of investment, with a total of 10 CSOs covering 163 villages in 10 districts, benefitting around 212,146 people (102,814 m; 109,332 f).

CSO activities for local economic development included:

- Productive skills training for example, food processing, home industry products such as weaving (West Sumba) and planting techniques (Buton district) as well as promotion and marketing in Kupang and Central Lombok and market expansion through exhibitions and cooperatives;
- Community organising and network development for business development, savings and loans, and increasing capacity for financial management, particularly for women's economic groups (micro enterprise and self employment);
- Facilitating linkages between productive groups and other funding sources like PNPM and Jaringmas in Buton district;
- Facilitating linkages between productive groups and markets;
- Training on management of block grants as a Village Owned Enterprise (BUMDes) in Bantaeng and Takalar; and
- Advocacy to support access to capital/credit and business development for micro-enterprise and BUMDES in Lombok Tengah, Bantaeng, Buton and West Sumba.

Overall the benefits included increased access to and control over productive resources (such as capital) and markets, increased productive skills and networks and improved incomes and assets (for individual and groups), with particular benefits for women in terms of both economic and social empowerment. 63% of respondents in the Community Assessment survey agreed their income had increased through engagement with the Program.

Group formation brings direct benefits for citizens. The study found that through being organised, cadres and members of local economic groups were able to benefit more than if they worked alone¹⁶. This was reaffirmed by CSO Partners' own evaluation reports from Central Lombok, for example, where around 90% of ASPPUK respondents stated their income had increased by 32% since joining the program while 95% of JARPUK respondents in Kupang stated an average income increase of 121% (from an average of Rp.332,649 to an average of Rp.735,691 per month)¹⁷.

Successful results triggers other community members to form groups and organise collectively. CSO partner ASPPUK in Lombok Tengah increased the number of economic groups from 33 in 2009 to 176 in 2012 with similar replication in Jeneponto (AKUEP) from 8 to 16 groups (i.e. 603 to 2939 members) and Kupang (JARPUK) from 8 to 20 groups. Assisting these groups to become part of broader networks has further strengthened their productivity and sustainability, as in the case of women's enterprise networks in Kupang and Central Lombok where women are now accessing new sources of support for marketing and product technology and design.

Strong likelihood of sustainability of economic development activities post ACCESS. Economic groups supported by ACCESS partners were found to be very strong and likely to continue post ACCESS except in the case of Karekandoki in West Sumba. In this case, the CSO worked with an existing farmers group which had demonstrated its ability to gain and use government support in the form of the agricultural materials and funds including from PNPM. However, membership growth was slower than expected because the group leader was not able to move the group beyond dependency on government support towards greater independence. By comparison, the story of

¹⁶ Only in one extreme case in Dompu was it found that after receiving training on manufacturing fish crackers, the cadres established their own business and only involved other community members when they had large orders.

¹⁷ Program Grant Agreement Reports, 2012.

Lapandewa in Buton (see Box 4) is shining example of local achievement in which a community group accumulated Rp200 million in savings and gained attention from the district government for the first time.

Box 4: Success Story of Lapandewa Village

In 2010 when the CSO Sintesa came to Lapandewa village, one of the poorest and most remote villages in Buton, it found a village almost completely ignored by the district government, receiving no Village Budget Allocation (ADD) or honorariums for village staff (*perangkat desa*). Sintesa sought to help citizens realise their own potential and assets for development. By facilitating the renewal of a defunct farmers and fishermen's group to set up a savings scheme, including women who were seldomly involved in village activities, the group saved Rp. 200 million within two years with no government assistance. The group now offers a financial service for its members whereas previously the source of funds was limited to PNPM (benefitting only a few women), neighbours or expensive money lenders. Sintesa's training was open to all community members and included financial management, organisational strengthening, organic composting, manufacturing banana chips, using village land for agro-tourism, planting onions in stony soil and plant 1,000 coconut trees. Lapandewa village is now developing a beach area for tourism.

The group leader, Hary Sun, is putting into practice what he learnt from Sintesa including setting up community radio, *Sinar Lapandewa*, with local citizens as announcers, to spread information. After being invited to participate in a discussion on drafting village legislation, he made an impression on the Buton District Government who then started to take notice of his village. Lapandewa's success was influenced by intensive mentoring from the CSO and a motivated community organiser prepared to address other emerging priorities from the group beyond that of the ACCESS supported program. The village cadres were also dedicated and fully committed to the program, supported by a very supportive village head and a cultural norm of collective decision making.

Source: Buton Field Report, AKATIGA Impact Assessment, Sept 2012

Local economic development (LED) is a key entry point for citizen empowerment, particularly for women. Using local economic development as an entry point for organising and training cadres and community economic groups, ACCESS has contributed to demonstrable changes in incomes as well as improved knowledge and citizen confidence to organise collectively to access resources within and outside of their groups. This includes influencing government agencies to provide resources and technical assistance to support citizens' economic activities. Women's economic improvement has had spill over effects for broader areas of gender equality. 76% of members of the 1,476 economic groups established and/or strengthened through the program are women, many from poor families, who are now contributing more to households budgets and improved family living standards.

Working on LED and providing direct benefits provides a starting point for citizens to address other more complex issues. Around 800 villages in the Program are addressing local economic development through other thematic areas. For example, in Dompu, cadres trained to address domestic violence also received skills development in food processing to support women victims to improve their livelihoods. This in turn led to a reported drop in the incidence of domestic violence. Villagers involved addressing forest conservation and reduced logging in Dompu, Central Lombok and Kupang also received training on production of crops planted in forest buffer areas as well as in home industry production such as weaving.

Governments are responsive to community groups who demonstrate they can manage resources. Local governments generally have funds and programs but are often looking for how these can best be utilised. ACCESS supported community groups have been able to leverage these resources for local economic development, as in the case of a savings and loan group in North Buton where improved governance promoted an injection of funding from the provincial government grants

program while in Central Lombok, Dompu and West Sumba farmers groups were able to gain funding assistance and seedlings from the Department of Forestry.

CSOs have been able to influence local government policies to be more supportive of community based economic development. While in general economic groups focused more on practical issues (access to funding, capacity building, marketing), some successfully advocated for 57 village level regulations and four at the district level¹⁸. This includes Regent Instruction No 6/2011 in Central Lombok on Procurement of Civil Servant Uniforms¹⁹; MOU with the Department of Industry and Trade, Cooperatives and SMEs in Central Lombok to support product promotion and capacity building for women's small enterprise groups; and Regent's Decree in Bantaeng on Guidelines for Technical Management of BUMDes capital. Governments proved keen to respond where activities linked with and contributed to existing policies such as the provincial policy in NTB for development of 100,000 new entrepreneurs, and in providing capital funding for groups established under ASPPUK by the Central Lombok government.

2.2.4. Community-led Natural Resource Management

The objective of CSO projects in this thematic area was to strengthen capacities for protection of natural resources while providing income for citizens and environmental sanitation. This was the fourth largest area of investment, covering 81 villages and 9 districts, benefitting around 205,722 people (99,562 m: 106,160 f).

CSO activities in this thematic area included:

- Disseminating knowledge and information on local values in environmental issues including developing village regulations on the environment in Bantaeng;
- Organising groups for reforestation degraded land and replanting forests in Bantaeng, Takalar and Dompu;
- Assisting farmers groups' to acquire seedlings from the government in Central Lombok
- Increasing farmers' knowledge on cropping patterns for protected forest buffer zones and forest production (shared seedling nurseries, joint planting) in West Sumba;
- Establishing women's economic groups to provide alternative income sources to forest products;
- Stopping forest encroachment through organising for a permit request for Community Plantation Forest (HTR) as well as productive HTR management in Central Lombok; and
- Organising market traders to manage waste in Takalar.

There was a strong economic development aspect as well as rights focus in this thematic area and overall benefits included access to rights for control over natural resources, increased production skills, improved incomes and assets (for individual and groups) and particular benefits for women in terms of economic empowerment. In terms of forest protection, one of the two study cases in Central Lombok showed positive outcomes while the other found forest destruction was still continuing for reasons discussed below. In the case of waste management in Takalar, the outcome was also less effective.

Community success in conservation is more likely when citizens have control over decision making and the behaviour of 'offenders'. As noted above, issues related to land and natural resources fall within the remit of the national government making advocacy work more challenging. This requires local CSOs and community organisations to be involved in national coalitions on these issues. In the

¹⁸ ACCESS Six Monthly Report Sept 2012.

¹⁹ The Decree specified that all public servants would wear local cloth on Fridays and so support the women's weaving groups that were working with ACCESS.

case in Central Lombok, the community was able to mobilise and bring about an end of illegal logging by establishing HTR management and making an agreement to preserve the forests. Meanwhile in West Sumba, although farmers groups were established and strengthened to successfully increase short term agricultural production, but their agreement to preserve forests was not consistently put into practice and similarly in Dompu, the expansion of cashew plantations was not able to stop illegal logging. This variation in results stems from the extent of citizen control as forest encroachment is often beyond the capacity of villages to address alone. The success in Central Lombok was due to a clear concept of forest protection that identified the key actors involved in forest encroachment (who are also citizens from the same village) and including them in the reforestation program.

Reduced illegal logging and deforestation requires more than increasing alternative income streams. As noted earlier, some CSO activities in this thematic area were coupled with local economic development. For example, in Tema Tana and Kareka Nduku villages (West Sumba), introduction and practice of planting short-term crops such as corn and tubers aimed at protecting the forest. CSOs also provided training on home industries (ikat weaving and crackers/chips) for women's groups whose husbands were members of the farmers and fishermen's associations. In Dompu, CSOs encouraged cadres and citizens to carry out reforestation by expanding their cashew plantations (which were being grown in people's own gardens) and provided training on management of cashew yields. Citizens successfully developed alternative crops which increased their incomes in all of the villages. Nonetheless, forest destruction continued because it was being caused by people outside of the village who were not bound by the agreement made among the villagers.

Governments can undermine citizens efforts to manage their environments. In Takalar, the local government agency *Dispenda* (Local Revenue Service) refused to delegate the daily fee collection for cleaning of the market to the market head which had been set up by a cadre trained through ACCESS' partner. This was despite a central government policy to return management of markets to traders and as a result, citizens were undermined in organising for waste management at the local market and disempowered in having control over their environment.

2.2.5. Social Justice

ACCESS supports a total of six projects related to the broad area of social justice including two on food security (Bima and TTS districts), three on the protection of women and children (Dompu, Takalar and TTS districts) and one on alternative legal mediation and conflict resolution (Gowa districts). These projects benefitted around 150,756 people²⁰ (97,872 m/52,884 f).

CSO activities in the social justice thematic area included:

- Raising awareness of domestic violence through Islamic prayer group (*pengajian*) sessions;
- Developing a children's rights centre and advocacy on children's rights to education;
- Building community capacity for food security; and
- Setting up a space for discussion (Hope House) on social issues in villages (eg maternal and child health, citizens' health rights).

The AKATIGA study examined two projects related to improving women's rights by reducing domestic violence and promoting children's rights to access education. Overall benefits included improved knowledge about rights for women and children and improved access to education services. The less successful domestic violence results highlighted the challenges in dealing with this complex issue and the need for institutional development to increase the capacities of police and village authorities as well as focusing on increasing women's awareness of their rights.

²⁰ 6 villages in 4 districts were included in the Akatiga study.

Changes were more visible where the norms were jointly agreed and outcomes were more tangible. In Takalar, Lembara established a Childrens Centre that functioned both as a complaints centre as well as a place for learning for children. It offered a free program on children rights developed in cooperation with ILO and addressed issues related to education as well as women's equality. The educational issues were easier to deal with as there was a consensus between service providers and the centre on necessary actions, but it was more complex for domestic violence where the empowerment process needs longer time. In assisting victims of domestic violence, legal criminal case solution alone is not sufficient. The victim's livelihood after the case is also need to be addressed, including their economy, relations with other member of the family and society (including facing the stigma in the society), and psychological condition, While CSOs were able to empower women to bring their cases of domestic violence to the complaints centres, this proved insufficient because resolution of the cases depended on village government actors who had different priorities and values relate to the issue. For example, in Dompu, a domestic violence complaint was not followed up by the police because it was not first addressed by the village head who was busy with the village expansion process. In another case, the victim eventually withdrew her claim as she was not ready to face the risk of her husband being jailed.

Economic empowerment can contribute to empowering women in addressing social isuses. In Dompu, the CSO FP2KK provided livelihoods training to cadres in fishing villages to enable women to improve their incomes as a way to address domestic violence. Reportedly, women are beaten by their husbands when they ask for household budget which men cannot provide because there is insufficient catch to sell. In one village, women reported that gaining their own source of money has reduced the likelihood of quarrels that lead to violence. This positive outcome that links womens economic independence and reduced violence requires further investigation as there are counter findings from other studies²¹. Boosting the *pengajian* groups was also an effective strategy to provide information on domestic violence to the community and cadres while FP2KK also encouraged the establishment of a domestic violence complaints mechanism within the village.

2.3. Efficiency

Beneficiaries felt that the benefits gained from being involved in ACCESS were greater than their investment in terms of time and cost. The Community Survey revealed that 70% of respondents were satisfied with the outcomes compared with the time and resources required to participate in ACCESS-supported activities. 27% stated that the benefits were on a par with the costs and time invested while 4% felt that they did not receive an equivalent level of benefit. This positive perception was balanced for female and male respondents and the level of satisfaction bodes well for the sustainability of citizens engagement in activities post-ACCESS, particularly in areas related to public service delivery and local economic development.

ACCESS' strategy of demand driven capacity building for CSOs demonstrates efficiency. ACCESS chose not to involve CSOs from outside of the respective districts who may be better experienced in facilitation but rather used national and local strategic partners to provide a variety of demand-driven capacity building to local CSOs. The benefits as identified in this report particularly related to increased level of citizen empowerment, provide evidence that the capacity building approach has seen a good return on investment and lays the cornerstone of sustainability with local CSOs able to provide ongoing support in the future. Those CSOs with a prior background in facilitation and mentoring (eg ASPUK, Jarpuk, Berugak Desa and *Asosiasi Mareje Bonga*) appear to have made the

²¹ This requires further investigation as other studies indicate that the links between women's economic empowerment and reduced domestic violence are varied.

most progress while some of the more newly formed CSOs require greater capacity building efforts to address poor facilitation skills.

2.4. Women's Empowerment

ACCESS' core values include gender equality and social inclusion and are integral to all aspects of the Program. These values are integrated into grant approval criteria, community empowerment activities, capacity development and monitoring and evaluation. CSO project proposals must clearly outline how the Program provides benefits to women, the poor and the marginal. ACCESS also has a policy that at least 50% of participants in CSO activities must be female. The success of this approach is seen in the fact that 53% women have participated in the Program overall. This success is reiterated in the Community Survey where 64.8% of the respondents reported an increased participation of women in village activities. 44.2% of women respondents feel more confident to speak in public while 32.7% feel more confident to make decisions including within their households.

ACCESS' key success for gender equity can be seen in organising community groups for women's economic opportunities and to address issues related to women and children's health. There has been significant participation of women in the thematic area of local economic development as discussed above (section 2.2.3). ASPUK data indicates that 25.72% of members considered themselves as poor in 2011 compared with 23.11% in 2012, a change of 2.6%²². The extent to which poorest women are involved in local economic groups still requires further investigation. Women's empowerment was also evident in the increased capacity of posyandu cadre (mostly female) to provide a broader scope of services and participate in village planning processes.

Women's participation in community meetings has moved beyond attendance to women have a voice in community meetings. ACCESS' requirement of 50% for women's participation in planning mechanisms and actions such as holding women's meetings prior to the *Musrenbang* has led to an increased presence of women and women's groups in processes such as *Musrenbang* and developing PNPM proposals. Women are also engaging in broader community activities through their participation in local economic development groups, as in Lombok Tengah where women members of the *Jaringan Kelompok Perempuan Usaha Kecil* (women's small business) not only participated in *Musrenbangdes* but were then invited to represent their needs at the district level *Musrenbang* meeting for the first time. There are also instances of women successfully advocating for ADD funds to support their group activities. Through the social justice thematic area, women have organised themselves to pursue the issue of access to health insurance with the Dompu district government.

ACCESS has supported women to realise their potential as leaders. AKATIGA's field assessment was not able to capture and compare this situation before and after intervention, however ACCESS data shows that more women have taken on leadership roles and are participating in community activities, with stories of increased voice in decision making in the community and at home²³. They have also been recognised for their contributions to local development through awards and election to public office. For example, in NTB and NTT²⁴, 5 women involved in ACCESS activities have been elected village heads, 47 were elected to the *Badan Perwakilan Desa* (BPD), 47 are members of *Lembaga Pembangunan Masyarakat* (Community Development Organisation), 55 are heads of sub-hamlets (RT/RW), 70 are hamlet heads and 37 are village government staff. An ACCESS-trained village facilitator was elected the first female village head in Central Sumba.

²² ASPUK Project Grant Agreement Evaluation, December 2012.

²³ ACCESS has produced a number of Significant Change Stories on women's leadership.

²⁴ ACCESS data base, 2012.

2.5. Role of CSOs

Using local CSOs as an entry point for strengthening civil society groups for local good governance is very strategic. Local CSOs who live and work in the focus areas/districts proved to be one of the assets for local democratic governance. Synergies between local civil society groups with government officials trigger local governance changes and more effective targeting of resources for poverty reduction. CSOs are also strengthening government's own cadre system by working with Posyandu cadres/volunteers. Over time the Posyandu (*Pos Pelayanan Terpadu* or Integrated Service Post) originally established to address a broad range of issues have become limited to children and neo natal care services. Through engagement with ACCESS, cadres have shown they have capacity and motivation to participate in a broader service role. There has been a revitalisation of these village posts into something closer to their original concept of *Pusat Informasi dan Mediasi Desa*, including addressing public service issues and even extending in some cases to become learning centers for economic activities.

Community response towards the role of CSOs and cadres is very positive. Working through CSOs and village cadres has been highly successful in providing new hope to citizens. Akatiga's discussions with cadres revealed that almost 90% see CSO support as either significant or very significant while the Community Survey shows that 84.3% of respondents perceive the support of cadres to be highly significant. The study found some variations among CSOs in terms of capacity and commitment with substantial weaknesses in North Buton where CSOs are generally still new, which combined with low level of government support meant that the impacts felt by citizens in that district were less than in other locations.

Intensity of CSO facilitation/mentoring at the village level is a contributing factor to empowerment. The study found that empowerment outcomes (knowledge and capacity improvements) were linked to intensive facilitation at the village level, which enabled transfer of knowledge and building cadres and citizen capacities as governance actors. For example, in Kupang in NTT, intensive facilitation from Bengkulu APPEK for participatory planning and budgeting saw the development of village discussion fora where citizens regularly exchange ideas on their concerns. Where the empowerment outcomes were less visible or satisfactory for cadres and citizens this seemed to be because CSOs had not provided quality or intensity of facilitation. In the few cases where this occurred, reasons included CSOs strategy of focusing on a select number of villages at one time, changing their focus to advocacy work or getting caught up in implementing activities on behalf of district governments. In a small number of cases, as board members or ex-directors were elected to the DPRD, their organisation was conscripted into implementing "projects" on their behalf that distracted them from their Action Plans.

The level to which CSO has 'roots' in the community affects intensity of facilitation. A high level intensity of facilitation was seen where CSOs have roots in the village, competent community organisers come to or stay in the village and the CSO is experienced in facilitating citizens on similar issues. The long standing experience of CSO partners working in the area of LED including ASPUK, Jarpuk and Berugak Desa also contributed significantly to success of these interventions. They have been able to capitalise on ACCESS support to expand their networks to government and the market, adding to their previous capacities for community organising. There was one less successful case in Takalar due to poor facilitation on the part of the CSO partner.

Supporting membership based CBOs helps create effective program partnerships. ACCESS has also successfully supported membership organisations to carry out empowerment programs. For example, JARPUK groups in Kupang receive significant attention on strengthening their sense of

belonging prior to focusing on economic issues²⁵. It was also evident that working with community based organisations (CBOs) offers strong potential for developing intervillage networks, such as Jarpuk (NTT and NTB), Berugak Dese (NTB), Asosiasi Mareje Bonga (NTB), AKUEP and GP3A (South Sulawesi) and Kelompok Majelis Taklim (Buton Utara), all of which are well regarded by their communities.

ACCESS is flexible in its investment in CSO capacity development. ACCESS' goal was to promote citizen-government engagement and citizen empowerment rather than strengthen CSOs and a rigorous selection process of CSOs enabled the Program to identify partners with reasonable track records in many cases although there were areas where this capacity was not strong (such as North Buton). The Program retained flexibility to provide different levels of capacity development through tailored support to meet different needs and the study found only a couple of CSOs that were regarded as underperforming by their constituents, both in participatory planning and budgeting area.

2.6. Role of Cadres

Village cadres are the driving force for change at the village level. Cadres hold a unique position as motivators for action because they are a part of the community and form a bridge between government and various community based institutions and organisations. Their effectiveness is partly due to the fact that as village residents, cadres are trusted, able to interact with citizens on a continuous basis and accepted as community representatives in external fora.

Successful cadres demonstrate some common characteristics. The example of Lapandewa village (see Box 4 above) illustrates that successful cadres are those with commitment and initiative, are willing to volunteer, take their role seriously, are able to use networks and participate fully in program implementation. They are able to transfer knowledge to citizens (eg women and children's health in Buton and production processes in Kupang and Central Lombok) and broaden the scope of benefits from the program. It was common for cadres to be engaged in existing activities before joining ACCESS, for example, many of those in the public services thematic area are also posyandu cadre, although there were a minority that did not have prior experience. Some cadres appear to be from better educated and higher socio economic groups, which is not necessarily an issue if they are recognised by the community, particularly by the poor and women, as representing their interests. However, as well as ensuring that all cadres are pro-poor and gender sensitive, specific analysis and efforts would help CSOs better identify and mentor poor men and women as cadres in ways that take into account their lack of time and resources to take on a traditional cadre role.

Cadres learnt a range of skills for community empowerment that can be applied beyond the project. Through training, mentoring and learning by doing, cadres have developed a repertoire of new skills including complaint handling, mediation, economic mapping of assets, business planning and feasibility, advocacy and packaging of information for influencing. A critical skill has been the ability to develop and use social maps, for example, in Buton, Dompu and Sumba, CSOs and cadres used social maps to identify poor households which led to better allocation of rice for the poor (*Raskin*). Some cadres report they are now working outside of their villages, for example, in facilitating social mapping activities in other communities.

The ability of cadres to capitalise on their knowledge and experience depends on their existing networks and activities. It is easier for cadres to organise people around issues that are concrete and easy to follow and when they are also members of groups or services directly engaged in the

²⁵ Akatiga found these groups had far greater internal strength compared with the economic groups under PNPM (SPP) in Kupang.

thematic issue, such as farmer's groups (for community led environmental management, economic groups (for local economic development) and posyandu (for health services). It also helps if they have good relations with the CSO partner who in turn has good relations with the local government. In the participatory planning and budgeting thematic area, the study did find cases where cadres were part of the planning process but CSOs took on the facilitation role. This reduces opportunities for cadres to grow and their role in follow up is less clear.

Some cadres have been able to find new opportunities through their involvement in the Program.

The role of cadre provides high visibility in the village and can be used as an entry point for other employment (with CSOs) or political opportunities (such as village head or DPRD member). This demonstrates the quality and capacity of the cadres and reflects on the effectiveness of the training and mentoring from CSOs that builds their confidence and values. This turnover of cadres however signals the importance of having community process for volunteer regeneration.

2.7. Sustainability

Community members were very positive about the likely continuation of their activities.

Sustainability at the level of communities is understood as the likelihood that citizen changes in behaviour (i.e. increased voice, agency and influence) will be maintained and promote a continuous cycle of improvement. 65.9% of male respondents and 73.5% of female respondents in the Community Survey felt that activities were likely to continue. Further analysis reveals variations in sustainability according to different thematic areas. Community economic groups felt they had adequate capacity to self-organise and initiate action independently so that CSO support is now more likely required when these groups want to expand their enterprises (marketing or diversification of products) or require specific technical assistance. In the area of environmental management, it is likely that farmers' groups will be sustained as economic groups and continue to partner with CSOs to lobby on conservation issues. In the case of Central Lombok where conservation has been more successful, *Asosiasi Mareje Bonga* has become a stronger network comprising community organisations.

Citizens and their organisations are moving from a dependency relationship to one of partnerships with CSOs for public service delivery improvement.

As would be expected, at the outset of the Program, CSO direction and intensive support was necessary to facilitate interaction between citizen groups and local governments. Citizens and their organisations are now looking for partnerships to help them access external decision makers and resources. In community complaints centres in Bantaeng, Takalar, Central Lombok and Dompu, CSOs are working with centres to bring their complaints to district governments while the Children's rights centre/complaints unit in Takalar want to work in partnership with the CSO to ensure that government officials are complying with legal and regulatory obligations in relation to domestic violence.

Sustainability for participatory planning and budgeting depends in part on the ability of village cadres and commitment of village governments to mobilise communities and advocate to local government.

The study found that while there was increased capacity of cadres, more can be done in expanding citizens' representation (particularly for poor and women) in participatory planning and budgeting processes to develop RPJMDes (Village Mid-Term Development Planning) and annual plans and budgets. There was some indication that rapid scaling up for participatory planning which was a success in terms of expanding coverage also reduces time for in-depth engagement of some CSOs with their communities. In a few cases, CSOs were not yet effectively using channels

established through the *Musrenbang* system to enable citizens to campaign for funding for programs/activities stipulated in the RPJMDes²⁶.

Addressing both practical and strategic needs has contributed to more sustainable outcomes for citizens. Efforts to promote values and attitude change has included developing critical awareness of rights and building community solidarity and self confidence, particularly for groups that tend to be excluded from decision making processes. This has been supported through activities that deliver more visible and tangible benefits that can be achieved in the shorter term, including local economic development and public service improvements. This in turn provides an incentive for citizens to continue to engage on governance issues as they see the results of their actions.

²⁶ A good example of synergy between a local CSO and reformist government officials is found in Kebumen district (Central Java) which ratified a local regulation in 2004 providing certainty on the level of ADD funding to villages. This was followed by capacity building to villages in planning and budget transparency and the system is still running today. In addition, synergy in top down and bottom up planning was developed through the establishment of a sub-district quota system to accommodate village proposals that become sub-district priorities. Bappeda issued regulations so that government agencies planning was to be based on the RPJMDes documents (AKATIGA, 2012).

CHAPTER 3: GOVERNMENT ENGAGEMENT IN ACCESS PHASE II

3.1. ACCESS and Local Government Engagement

ACCESS was designed to support civil society strengthening by focusing on the demand side of local democratic governance and as such did not include direct interventions or direct capacity building of government institutions. However, there was significant involvement of Government in the program both as governance actors engaging with CSOs and citizens organisations and in monitoring program delivery. To gauge the perceptions and changes for local governments, AKATIGA conducted a Local Government survey and interviewed 10 senior and middle level government and DPRD members with knowledge of the Program in each of the eight study districts.

In general the respondents felt that their participation in ACCESS had been beneficial to the work of the government. This included being able to reach more citizens and get information on their needs and grievances and getting support from CSOs or other actors for public programs. The survey revealed that the most significant areas of ACCESS support included mobilising citizens (38.2%), sharing information with others (32.4%), identifying citizens needs and demands (33.8%) and involvement of women (33.8%). The significant areas of benefits were: gaining support from others (55.9%), mobilising citizens (48.5%), sharing information with others (47.1%). The area of least significance for ACCESS' support was related to involvement of women (26.5%) which requires further analysis with stakeholders. The main study findings are discussed below.

3.2. Findings at the Government Level

Creating spaces for self-generated multistakeholder dialogue improves communication, builds trust and promotes local ownership. The principle of engagement was established at the program's outset with District Appreciative Meetings (*Pertemuan Apresiatif Kabupaten*) through which district governments, private sector, DPRD and CSOs jointly developed a District Stakeholder Engagement Plan (DCEP). This engagement now continues through District Stakeholder Forums (*Forum Lintas Aktor* or FLA) which provide a space for dialogue among different governance actors including CSOs, government agencies and local parliamentarians (DPRD). In some regions, regional heads have also become members of the FLA. These dialogues have included CSO programs and achievements as well as the vision and priorities of the head of the district (Bupati). Local governments sometimes use the FLA to socialise the Bupati's (district head) vision and mission agenda. Both FLA and DCEP have been instrumental in building stakeholder relations and shifting the government's view of CSOs as partners rather than only as critics. Of the 46 respondents who participated in the FLA, all but one found it relevant or highly relevant to their work, mostly as a way to get relevant information. However there is little evidence as yet of local governments acting directly on the information they receive.

Engaging government directly in CSO activities is beneficial. The key activities in which governments personnel were most engaged included workshops, training and FLA meetings. For example, CSOs working on issues of participatory planning and budgeting engaged with Bappeda (Local Development Planning Board) and Dinas/Badan *Pemberdayaan Masyarakat Desa* (Village and Community Empowerment Agency) while those working on community led natural resources management engaged with agricultural and forestry departments. In the area of public services, CSOs frequently involved the local Department of Health and Department of Education while for local economic development area, CSOs were most likely to engage with government agencies from the industry, trade and cooperatives sectors. Overall a total of 1,448 village and district Government

personnel (85% m and 15% f²⁷) participated in CSO training activities with less involved in field monitoring, national level meetings and exchange visits (*studi banding*).

There was substantial leveraging of Gol support and funding for CSO activities and to replicate ACCESS approaches. Program data²⁸ shows that Gol is willing to contribute to the program without any funds having been provided by the Program. Around AUD2,202,444 was leveraged from local government budgets on seeing results of citizens' own efforts. One example is found in the case of Central Sumba government in NTT investing in replication activities²⁹ that almost match ACCESS' initial investment of AUD\$222,000. Box 5 further illustrates the impact of collaborations between government and CSOs.

Overall government officials have a very positive perception of the ACCESS program. The

Local Government Survey made it clear that local governments feel that their involvement in

ACCESS has been beneficial and found the introduction to principles of local democratic governance (including public participation, transparency and public service quality) has been very useful to them. Government respondents were also clear that the Program has assisted them to reach more citizens through their programs. They perceived an increased attendance of citizens in district *Musrenbang* (80.1% respondents), increased numbers of citizens making suggestions for government support (83.8%), greater participation of citizens in decision making in *Musrenbang* processes (64.7%) and more women involved in development programs (61.8%).

The majority of government respondents (92.6%) believe that changes have taken place in service delivery. This perception of improved service delivery was backed up to some extent (though not as great) by responses in the Community Impact Assessment by citizens in relation to health and education sectors. There was also evidence of increased government support for local economic development. In the community-led natural resources management thematic area, local government response related mostly to practical support of materials and seeds for increased production among farmers groups while for social justice, there were a couple of examples where government had addressed complaints of corruption practice in education.

The Program also encouraged governments to be more responsive and accountable. This was particularly the case in support for participation of the poor, women and marginalised people in public processes and improving the quality and affordability of public services to these groups. In total, local governments have approved 2,319 district-wide (district, sub-district and village level) government regulations which promote governance principles and enhance sustainability, although this depends in part on the clarity of the Perda. The majority of regulations are related to

Box 5: Improved resource allocation in Central Sumba, NTT

Central Sumba government supported the development of social and economic maps, *RKPDes*, *APBDes* and village government accountability reports in all 65 villages, supported the training of 700 village facilitators (260 *KPM*, 130 Health Clinic volunteers and 300 village officials).

Village plans were the basis for allocating Rp.250m/village in 10 villages under *Anggur Merah*, (the provincial poverty reduction program), Rp.250m/village in 15 villages under *P2ED* (the district poverty reduction program), Rp.120m per village for ADD (village budget support) and Rp.100m for Local Economic Development (from District Government) in 65 villages.

The Government has adopted the same approaches, methods, strategies and funding processes as ACCESS. In total, for Budget Year 2012, the government of Central Sumba allocated Rp1,185,155,000.

Source: ACCESS Six Monthly Report, Sept 2011

²⁷ ACCESS Phase II data base, 2012. Note that most village heads and senior Gol staff are male.

²⁸ Detailed quantitative and qualitative results are found in Section 5 of *ACCESS Phase II Interim ACR report*, March 2013.

²⁹ This included training 700 villagers, participatory poverty assessments, village planning processes, strengthening of *posyandu* as community centres, coordination meetings to share learning and monitoring and evaluation.

participatory planning and budgeting and then service delivery, as shown in the following breakdown³⁰:

- 1,731 regulations on participatory planning and budgeting
- 419 regulations related to improving public services
- 63 regulations related to the local economy
- 54 regulations related to community led environmental management
- 52 regulations related to social justice

Government response to village plans and budgets were less visible. Local governments have made substantial changes in improving the regulatory environment for participatory planning and budgeting as well as provided financial support for CSOs to replicate participatory planning and budgeting in many districts and villages. However, the AKATIGA study did not find this was accompanied by significant changes in local government's own planning and budgeting practices, especially the *Musrenbangkab* process, to give greater weight to citizens' demands in funding decisions. One reason may be some of the CSO have focused more on empowering citizens rather than advocacy to address weaknesses in the current planning and budgeting system and another reason is the complexity of the system (including the political economy) which means change is very slow.

3.2.1. Public Services

Governments have been responsive to citizen demands in the health and education sectors. As illustrated by the examples in Box 6, a number of agreements have been struck that address service delivery. This has been at the level of individual *Puskesmas*, hospitals and individual villages and a few examples of comprehensive change at the district level. For example, in Takalar Local Regulation (Perda) No. 1/12 on Public Services provides for free education and standards of education services while in Bantaeng a Perda on Public Service Delivery was issued.

Box 6: Government Responses in the Public Service Area

- In Takalar, the District Health Department received criticism from the Board of Health related to healthcare service delivery which led to improved services in hospitals and Puskesmas. Cadre who joined the village/kelurahan Board of Health signed a Memorandum of Understanding on Puskesmas basic services. As a result, service hours at the Puskesmas were implemented according to regulations (8.00 – 12.00am).
- In Central Lombok, the CSO, Berugak Desa, successfully encouraged governments to increase the quota of Jamkesmas and Jamkesda recipients and improve health services through engagement with Central Lombok District Government (Health and Education Departments) and DPRD (Local Legislative Council).
- In Dompu, CSOs initiated establishment of cadre-run community complaint centre to work with government on health services including availability of information on different types of drugs and services covered by various social health insurance (Jamkesmas and Jakkad/Jamkesda). These changes resulted from an agreement between LPMP (a partner CSO), ACCESS, Department of Health and Dompu General Hospital signed in June 2012.
- The Bantaeng government's involvement in ACCESS led to policies to waive costs for citizens for services in midwifery, *pustu* (public health sub-centres), *polindes* (community birthing centres), *poskesdes* (village health posts), *puskesmas* (community health centres) and class 3 care in the local general hospital. The Bantaeng District Government issued Local Regulation (Perda) No. 1 of 2012 on Public Services to encourage improvements in services. A CSO (YasKO) then sought to increase citizens' knowledge on their rights to healthcare services by establishing *Pusat Pengaduan Pelayanan Publik -P4* (Public Service Complaints Centre), as a platform for citizens to submit complaints on healthcare service

³⁰ ACCESS Phase II Six Monthly Report October 2012 – March 2013

issues. At the district level, YaskO and its networks (departments and DPRD) participated in encouraging changes in public services in Bantaeng.

- In 2011, citizens in Baruga village in Bantaeng complained about cuts initiated by the principal to teachers' honorary incentives at an elementary school. One of the teachers complained to the *Pusat Pengaduan Pelayanan Publik* (Public Service Complaints Centre) who monitored the pathway of the complaint through to the Department of Education. The principal was sanctioned and transferred to a school in a remote area.
- In Buton, the establishment of *Kelompok Orang Tua Murid* (parents group) has encouraged transparency in management of BOS (*Bantuan Operasi Sekolah*) funds to schools.

Source: Field Reports, AKATIGA, October 2012.

3.2.2. Local Economic Development

Governments were able to align their programs with citizen demands for local economic development. Local government agencies responded to citizens demands by providing capital and supporting the participation of cadre/groups in training and marketing exhibitions to promote their products. For example, the Department of Cooperatives and the Department of Social Affairs in Kupang were able to provide capital for small-medium enterprises and community groups while the Department of Cooperatives and the Department of Trade in Central Lombok supported training for women's small enterprise groups. Similarly governments provided assistance to farmers groups in the form of seeds.

There was less change in regulations and policies on economic development as a result of citizen engagement with governments. Much of the governments' response was related to providing resources in support of local enterprise development and marketing. Central Lombok was one exception, where CSOs worked with citizens to successfully encourage the Bupati to issue a regulation requiring civil servants to wear clothes made from local woven cloth on certain days. This policy encouraged a higher demand for woven products throughout the district. CSOs also met with the Government to express their concern that without adequate support, this policy could backfire if the weavers did not have the resources or capacity to meet the demand.

3.2.3. Community Led Natural Resource Management

Regulations are important but not necessarily sufficient for addressing forest conservation. In the area of sustainable natural resource development, the government responded in the form of village regulations and a MoU that aimed to reduce deforestation. These were not very effective because some perpetrators destroying the forest were from outside the village, over whom the community had no control. In the case where government permits for forest management³¹ did significantly reduce illegal logging in Central Lombok, this was because local forest farmers groups and women's groups had greater control over forest usage. That these permits are valid for 30 years suggests a strong likelihood of sustainability.

3.2.4. Social Justice

Advocacy for education rights was successful in promoting social justice. The local government was responsive to citizens concerns raised by the Children's Centre (CC) in Takalar, which also functions as a complaints unit. It immediately responded to the request for additional teachers at a school. As a result of their success, the CC broadened its scope to address issues beyond children's education,

³¹ In 2010 permits were granted to Tekad Lestari Cooperative for an area of 74.94 hectares in Praya Barat and another 124.03 hectares in Praya Barat to Karya Utama Cooperative. In the second stage in 2011, permits were granted to Maju Bersama Cooperative and Makmur Cooperative. Both of these cooperatives obtained an HTR permit in Praya Barat Daya, one for 130.22 hectares and the other for 685.03 hectares.

including facilitating citizens' complaints with government on public service delivery such as electricity supply.

Governments' ability to address complex social issues such as domestic violence requires institutional development on the supply side. Changes in the area of domestic violence in Dompu were primarily seen at the village level where domestic violence cases went first to the village head to be resolved. CSOs also developed agreements with police and advocated for free health examinations for victims of violence. The lack of follow up by the village head meant that these agreements were less effective. The national law has clearly regulated that perpetrators of domestic violence should be convicted however, local systems of support to victims after their cases are brought to justice is still not available. Capacity support for local governments (district and village), police and legal services was not in the remit of ACCESS which made it more difficult to address institutional constraints.

3.2.5. Participatory Planning and Budgeting

Governments have worked with CSOs to scale up participatory planning and budgeting processes according to their specific needs. CSO partners and village facilitators were recruited by the local governments to provide training to *PNPM Generasi* facilitators in using Appreciative Inquiry and Strengths Based Approach in Dompu (NTB) and Sumba and Timor (NTT). TTS government in NTT provided Rp.50 million for village facilitators to assist in the replication of data collection and digital mapping in 10 villages. The *BPMPD* has engaged facilitators to assist in the testing of *Matriks Konsolidasi Perencanaan dan Penganggaran Desa* (Consolidation Matrix for Village Planning and Budgeting) in three sub-districts in East Sumba and five sub-districts in Central Sumba to help in the consolidation of village plans and budgets for better poverty targeting. As well, *PNPM* has stated that the *MKPPDes*, developed through ACCESS Partners, is assisting in promoting more direct action from communities. The West Sumba government together with ACCESS partner Yayasan Bahtera developed indicators and parameters to determine planning priorities for the *Musrenbang* at the village and sub-district levels³² which formed the basis for local governments to make APBD allocations to respond to the *Musrenbang* results.

ADD allocations to villages are still relatively small and can undermine the capacity of villages to maximise the village development plans developed through participatory processes. AKATIGA's study found one of the key factors for village development is having well developed ADD mechanisms that can provide an adequate and guaranteed source of community funding.

Table 2: Village Budget Allocation Amounts in Study Districts (2012)

District	ADD amounts per village (IDR million)
Dompu	80 – 100
Central Lombok	125 – 237
West Sumba	50
Bantaeng	176 - 263
Takalar	81
Buton	32
North Buton	48

Source: District Government data

³² Village/kelurahan level indicators: (1) Experienced by many people, (2) at the level of needs, (3) is linked to local priorities, (4) sustainable, (5) potential available, (6) impacts on environmental damage. Indicators at the sub-district level did not include point 6 as an indicator.

As Table 2 shows³³, ADD allocation varies significantly across the eight study districts with the majority of villages using the funds to cover staff operational costs (some villages base this on amounts set in Bupati decree) and financial assistance to existing village organisations such as PKK (Family Empowerment and Prosperity), Posyandu, Karang Taruna and Lembaga Pembangunan Masyarakat (Community Development Organisation). AKATIGA surmised that ADD allocations were generally inadequate to support development programs and suggested that in West Sumba for example, this was partly due to the use of paying kickbacks. At the same time, ACCESS has seen evidence that ADD funding increases when governments see villages with clear plans and priorities. For example, in Central Sumba district, ADD went from 3.37 billion in 2010 to 7.8 billion rupiah in 2011 and then climbed to 16.3 billion for 2012. Similar results have been reported in Jeneponto, Bantaeng and North Buton.

3.3. CSO-Government Relations

ACCESS has effectively supported the strengthening of government-CSOs relations. The Local Government Survey found that the majority of respondents have positive perceptions towards CSOs. 64% and 20.6% of respondents felt that CSOs are “very helpful” or “helpful” respectively in supporting the work of government. An excellent example of productive CSO-Government relations was found in Central Lombok with *Konsorsium LSM (NGO Consortium)* as described in Box 8.

CSOs have two distinct roles in their relationships with Government through ACCESS. Firstly, CSOs act as program implementers, as in the case of participatory planning and budgeting where they strengthen and assist villages in developing their planning documents. In some instances, local government has provided budget to be managed by CSOs for replication of RPJMDes development. Secondly,

CSOs act as watchdogs of government delivery, providing feedback and advocacy to the quality of services. For example, in Central Lombok, CSOs successfully advocated against unethical midwifery practices in a village while in Dompu, they were able to encourage more use of *Jakkad* cards and developed a service agreement with the local hospital.

Box 8: Strong CSO-Government relations in NTB

Central Lombok NGO Consortium consists of a number of CSOs including ACCESS partners AMB, Somasi, Berugak Desa and ASPPUK as well as non partners. It provides facilitators for development planning activities (from hamlet Musrenbang to SKPD forums) and encourages the local government to ensure that every village has a development plan and poverty reduction strategies. The Consortium provides resource persons for local government programs at village level and has participated in several government discussions on community issues. The government provides space for the Consortium secretariat in the Central Lombok district office complex. The Consortium is both a partner socialising government programs to community cadres as well a monitor for implementation of government policies. The mutually beneficial relationship means the Consortium is able to raise issues immediately with the local government.

Source: NTB Field Report Akatiga Sept 2012

3.4. Local Government Commitment

Changes to encourage democratic governance are easier to foster when local governments themselves are pro-community. There were visible indications of successful empowerment at the citizen level and promising chances for sustainability in areas where local government champions are active. This was particularly the case in Central Lombok where there was very strong CSOs relations with government. Conversely, where governments are less reform minded (such as North Buton and Buton) even where civil society is more empowered to take action, it is challenging to trigger change at the level of government.

³³ Note that at the time of the study, ADD funds for 2012 were not yet dispersed so this aspect could not be assessed.

3.5. Citizen–Government Engagement

Citizen engagement with governments was found to be most effective in improving service delivery and local economic development. Local governments were generally more likely to respond to citizen demands in areas where they had their own priorities and programs such as in health and education or poverty reduction. The results in these areas are also very concrete and so are easily promoted to government – in short, it is easier to see that something is being achieved. For other thematic areas with less tangible outcomes, it was more challenging to bring about change in district government’s mind sets and systems unless there were specific champions.

CSOs were key to promoting citizen-government engagement. Citizen groups mostly conducted their advocacy in conjunction with CSOs partners, reaffirming the importance of identifying partners that are trusted by both citizens and government. The different capacities of CSOs and varied contexts in which they operated required ACCESS to be flexible and responsive to different regional situations. This level of flexibility is rarely found in other large scale empowerment programs, as in PNPM where district level implementers find it difficult (or are reluctant) to take initiative and make changes to processes without approval from the national Ministry of Home Affairs.

3.6. Perceptions of Sustainability among Government Stakeholders

The majority (75%) of government respondents were positive that changes to which ACCESS has contributed will be sustained. This result indicates that key values (i.e. participation, transparency, accountability, equity and social justice) and approaches including asset-based and actor-focused introduced by ACCESS are being accepted by various governments and laying the groundwork for future consolidation. This is supported for example by local government regulations in several locations related to service standards, complemented by increased citizen critical awareness of their rights and stronger community based organisations. CSOs continued engagement with Complaints Centres will continue through monitoring and advocacy for further service improvements. Relevant government agencies have already been channelling resources and support to community groups with a proven track record, such as women’s micro and small enterprise groups facilitated by ASPPUK in Central Lombok and Kupang which has been supported by the Departments of Cooperatives, Trade and Industry. This will be strengthened if government provides further support for product development and marketing.

To date, a number of local governments have provided financial support for RPJMDes facilitation programs, village economic development and replication of social mapping. ACCESS has been highly effective in leveraging APBD funds for scaling up and replicating the development of RPJMDes. For example, Yajalindo and Jaringmas have partnered with the Village Community Empowerment Agency (BPMD) and the Bantaeng government to develop RPJMDesa and facilitate development of Village Owned Enterprises (BUMDes) in 46 villages. In 2012, the Dompu government agreed to replicate social mapping in all villages in the districts to be managed by the CSO, Lespel, with a funding total of Rp 2.000.000.000.

It remains to be seen the extent to which these changes are institutionalised and whether APBD allocations shift more towards pro-poor development. However, based on the evidence thus far, there are strong indications that citizens and their organisations are ready to play a stronger role in promoting government accountability and transparency in budget management and service delivery.

CHAPTER 4: CONCLUSION

4.1. Summary of ACCESS Achievements

This Report finds that decentralisation offers an opportunity for citizen empowerment by promoting increased accountability for public expenditure allocations and local delivery of pro-poor policies. Through ACCESS, the participation of citizens in the public policy space has increased their access to development resources and improved the quality of and access to public services.

ACCESS is first and foremost a civil society strengthening program, acknowledging that poor men and women face daily struggles in getting their basic needs and rights acknowledged by the state, public services, markets and the political system. It has particular characteristics that set it apart from other empowerment type programs. This includes the engagement of CSOs and cadres as the entry point to citizen empowerment, working within a framework of agreed local multistakeholder priorities and mobilising existing assets at community level.

ACCESS does not provide funding incentives to citizens or cadres. Instead they are encouraged to identify resources around them and from local governments and are then assisted to gain access to these resources and use them effectively. As the AKATIGA assessment found, both citizens and cadres feel the benefits of the program are greater than their investment of time and costs. Some local governments, on seeing citizens' ability and willingness to use their own resources, become more willing to invest public resources in their village development.

ACCESS has made significant contributions at both practical and strategic levels. Its support for CSOs and citizens and their organisations has increased their capacities in areas such as leadership, facilitation, communication, advocacy and political engagement. It has been effective in increasing community men and women's access to information on their rights to government services and public resources. It is unique in placing inclusion of the poor and women at the forefront of the project through its operational guidelines, capacity building and monitoring and evaluation. Of particular note has been the increase of women in the public arena as a direct result of ACCESS intervention, training and mentoring.

The Program has also improved citizen's critical awareness of government's accountabilities and local governance and strengthened their capacities as community groups and networks. One of the most successful examples was the Gapoktan (the Farmers Group Association) in Lapandewa village, Buton, where CSO facilitation and the presence of committed cadres encouraged economic development in this village. Citizen groups are now looking beyond the Action Plans (projects funded by ACCESS) and identifying their own new areas for action. This bodes well for sustainability after ACCESS ceases.

Overall, ACCESS has contributed to improving village economies including supporting community groups to engage with government on local economic policies (such as forest management and marketing home industries). It also made some headway in addressing rights issues such as domestic violence, forest management and gender equity using innovative economic empowerment approaches. These are complex issues that require a long term engagement but ACCESS has maintained momentum through supporting delivery of practical benefits in the shorter term (eg improved incomes).

The extent to which governments were responsive was predominantly influenced by their own commitment and priorities for policy reform. There was strong response in the areas of local economic development and public services and in supporting development of village development plans which aligned with government's own priorities. ACCESS' long-term engagement with local

governments and CSOs from its first phase helped to build mutually beneficial relations that have supported dialogues and action (although high staff turnover means that this relationship building is continuous³⁴).

Finally, there is strong evidence that citizens and citizen organisations with CSO support have been able to generate government response to their demands for improved services in healthcare and education. This has been achieved through increasing citizens critical awareness and concern, community organising and establishing mechanisms that provide a voice for citizens with government, including advocacy on policy and regulations that would provide for more wide reaching changes.

These results demonstrate that citizen empowerment and local democratic governance can (and should) be addressed through a values driven approach using different entry points and by balancing short-term tangible outcomes with longer term strategic change. This understanding can be applied to all development programs regardless of sectoral focus. Notwithstanding weaknesses found in some locations, the Program's results overall provide important lessons for consolidating empowerment and democratic governance approaches during the final year of the Program. This will include addressing some of the weaknesses and challenges identified throughout this report as summarised below.

The *Musrenbang* mechanism is complex and requires significant advocacy support from CSOs to improve budget allocation to support village plans. The study found citizens are more likely to be able to campaign for their interests through direct lobbying to relevant government departments (e.g. Dept of Cooperatives to get credit assistance for weaving groups) although the extent of the participation of the poor was not clear. ACCESS' intent is that the RPJMDes is not used as a tool only to get funding from government but also to make better use of existing assets of community and from other programs like PNPM and other donors. This could be further enhanced by enabling citizens to better understand and engage in political and bureaucratic systems in order to influence funding decision making. While the challenges of influencing government budget processes at a macro level are well recognised, given that this is controlled by the Ministry of Finance in which donors or local NGOs have little input, there is scope to improve information sharing between local governments and communities about citizens aspirations and ways to speed up village development.

While positioning local CSOs as the main entry point is a very important characteristic of ACCESS, a deeper assessment is needed of their potential to provide intensive facilitation in villages, including their current level of connectedness with their different communities and the extent to which they are committed to the governance values of the Program (including addressing the issue of high staff turnover). This analysis will enable the Program to provide the most efficient investment in CSO capacity development and financial assistance. In addition, more analysis is needed on how their role can be developed so they are best positioned to provide ongoing support post ACCESS, including expanding their own networks, strengthening their monitoring capacities and strengthening their existing relations with government. This is something that the Program intends to do in its final year.

There is also a need to better understand the complex issues in addressing women's rights and the reduction of violence against women and children which are bound up with local values and systems of socio-economic relations within communities. As the example in Dompu indicates, dissemination of information on domestic violence and a complaints unit dealing with cases of domestic violence through legal channels quickly came up against obstacles where the perpetrator was the main or only income earner in the household.

³⁴ At the same time, as government partners move into more senior roles, they become valuable allies for the Program, as in the case of Pak Amin, head of Bappeda in Central Lombok.

Routine engagement with government has enabled officials to directly see the results of the work of CSO Partners, and how it contributes to their own work, making it easier to promote change. This has been facilitated by user-friendly tools, methodologies and documentation of systems (such as complaint processes). Champions have also been instrumental in promoting this engagement. However, while there has been replication and scaling up of ACCESS approaches and good practices, these are still limited to the specific thematic areas in which they were implemented. There is a need to find ways to disseminate learning and influence application of ACCESS' approaches in other government and donor sectoral programs.

4.2. Enabling and Constraining Factors

ACCESS' values driven and assets based approaches were key factors in bringing about substantive change. Citizens were able to identify and access existing assets within and outside of the village rather than depending only on project resources³⁵. This reduced the dependency model and instead promoted self reliance based on solid values of governance so stakeholders could see these values 'in action'.

In terms of CSO effectiveness, enabling factors included strong roots with their project villages, intensive community facilitation, extensive sectoral experience and productive relationships with governments as well as a willingness of the CSO to go beyond the program and address other emerging community priorities. Effective relations with decision makers including use of CSO networks and mechanisms for channelling citizens aspirations were effective in facilitating citizens access to resources. Where CSOs were more focused on activities at the district level (as in the case of Yakiin in North Buton) or lacked sufficient facilitation skills, this constrained their ability to develop a strong community base.

Similarly, the presence of cadres who are civic minded and experienced in community organising was critical as they were more able to quickly take up opportunities provided through ACCESS and engage with citizens in an empowering way. Capacity building for cadres in ACCESS also builds their capacity to work on system change which is very different from cadres in other programs such as PNPM Mandiri. They have become more skilful over time and now have a better understanding and experience to effectively motivate citizens that will be of long standing benefit to communities and other programs.

In education and health services, the existence of mechanisms for bringing together citizens, cadres, CSOs and government agencies through Complaints Centres has contributed to effective channelling and resolution of complaints. At times, these changes are very localised resulting from effective communication between villagers and local services (eg *Puskesmas* or school). Economic empowerment has been more easily achieved where markets and support for production are in close proximity to the village and so easily accessed by micro and small scale entrepreneurs. On the other hand, economic development has been constrained at times by the lack of CSO capacity to identify and strengthen access to markets including linking into other systems for marketing.

Processes that provide more immediate and tangible benefits can be used as the entry point for longer term empowerment changes as citizens derive some early results from their investment of time and effort. Setting up economic groups and complaints centres has been useful in this regard. On the other hand, lack of follow up can undermine the empowerment process, for example, where development of village plans are not linked with clear funding sources to finance the priorities

³⁵ Note that ACCESS does not provide any direct funds to community level.

identified by the village or if communication channels between a Complaint Centre and government are poorly defined.

4.3. Lessons Learned

The following lessons aim to inform decentralised programming for the future:

- Citizen empowerment through participatory planning and budgetting can be strengthened with advocacy for an adequate village budget system that is guaranteed through local regulations;
- Citizen empowerment and local democratic governance can be pursued through different sectoral entry points, through a balance of practical and strategic benefits;
- Complex issues such as conservation or domestic violence need to work through networks and engage with diverse stakeholders (including adat and religious institutions) to address institutional issues in a more systemic way rather than as isolated projects;
- A deeper understanding of the local political economy (and building capacity of stakeholders in this regard) and existing systems will help to identify key areas of intervention required on both the demand and supply sides;
- CSOs with strong grass roots credentials and effective relationships with governments underpin success, suggesting the need for a thorough selection process. For those regions that do not yet possess strong CSOs (as in North Buton district), consideration should be given to different approaches such as directly implementing activities or additional capacity support; and
- The use of 'backstopping' or Strategic Partners is a useful capacity development approach and enables a more relevant and tailored input. By using national level CSOs in an ongoing way as Strategic Partners, local Partners were able to benefit from the networks of these national partners while they in turn benefited from the learning and field experiences for their own programs in national level influencing.

4.4. Conclusion

The objective of the ACCESS activities is summarised in the core statement of *"Citizens and their organisations are empowered to engage with local governments on improving local development impacts in 20 districts in Indonesia"*. The term 'empowered' means that citizens are critically aware, becoming organised and take action to engage with government to fulfil their aspirations.

Using these parameters, it was evident that citizen empowerment in this program had occurred given the number of community groups that have been formed and strengthened and have taken actions that have led to improved village planning processes, better access to services and resources and policy reform for more pro-poor and pro-gender development. Even though some groups may not yet have achieved their desired outcomes (such as forest conservation), the fact remains that they are more aware, organised and willing to act.

The study found that effective approaches for empowerment require a combination of intensive CSO facilitation and effective relation between CSO with government, capacity and desire of community organisers to be flexible and respond to issues linked to the interests of the citizens outside of the program and the presence of cadres with a vision that incorporates the interests of citizens. CSOs and cadres play a critical role as a bridge from citizens to government and there is a need for continued efforts to build networks to strengthen channels of communication and engagement mechanisms between citizens, cadres and local government. Central Lombok has shown that strong CSO networks are a key factor in developing engagement channels between citizens and governments. At the same time, citizens organisations have found it more difficult to bring about

change in difficult issues like forest conservation and budget allocation directed at the results of better village planning and budgeting as this requires not only citizen empowerment, but also regulatory changes that reflect pro-poor development principles in government. This highlights the importance of deeper stakeholder and political economy analysis to identify appropriate strategies for addressing power relations.

The Program's success was also due in part to the government's willingness and encouragement for citizen empowerment in some locations, recognising that it serves the government's interest to have an educated citizenry who can hold the public sector in check as well as value the work of the public servants. The Government has tried to do this, for example, using cadres in PNPM, posyandu, PKK and school committees. While initially established as agents of socialization for government programs, they are now a local asset for strengthening development programs which can support the work of programs like ACCESS or become strengthened through their involvement in ACCESS activities.

Finally, the Program's owes much of its success to the role of the CSOs partners. They are strong advocates for citizens rights and for more inclusive participatory and transparent approaches of development. They have shown the Indonesian government that strong and community-grounded CSOs do play an important role in development, are able to make effective use of public funds in cooperation with the government and provide relevant feedback on service delivery and government's use of funds. During the life of ACCESS, CSOs have become recognised and valued by local governments for demonstrating their willingness to work collaboratively rather than in the old confrontation manner. ACCESS' impacts in promoting a values approach to development will be sustained further through those CSO activists who will later move into political careers, being mindful also of the risk of cooptation that could reduce the capacity of CSOs to be critical of government performance. (This is beyond the terms of the study, but is flagged as an issue for future discussion and analysis).

ACCESS is a unique and important program in Indonesia because this program - with donor support – is truly about empowerment. It goes beyond empowering community members for village decision making alone to strengthening their capacity to influence governance institutions and play a key role as governance actors beyond their immediate environment including forming networks with others to pursue social change. Unlike many programs, ACCESS is quite daring (with AusAID support) in its willingness to be flexible and adjust as the development process unfolded to reveal new issues and opportunities. Its localised approach means that it has been responsive to local conditions and emerging changes and opportunities but ensures through routine reflections with stakeholders including national government that the Program stays on track so that flexibility continues to align with the Program's goals and objectives.

Appendix 1: Description of AKATIGA Impact Assessment

1. Design of the Assessment

The AKATIGA assesment used a participatory approach developed with the ACCESS team using a range of pretested tools, key informant discussions and reflection sessions with stakeholders. The key informants recommended by ACCESS and implementing CSOs included citizens who are involved in the program, village caders/facilitators and key informant interviews with community facilitators, community leaders, office bearers in community based organisations (i.e. chair, treasurer, secretary), village government officials, CSOs and AusAID staff. Trained facilitators carried out the field work including a Community Impact Assessment, Local Government survey, focus group discussions community cadres and key informant inteviews with key government and community stakeholders.

The Community Impact Assessment with beneficiaries evaluated the socio-economic impacts for citizens and their organisations, particularly for women and poor, emerging out of their involvement in ACCESS; what were their behaviours change (i.e. what they are now doing differently) for example, better use of their own and other assets and organising to engage with government on their development priorities; what are other contributing factors (e.g. community facilitators, government champions); and likelihood of that these changes will be maintained post-ACCESS (including capacity to manage risks). The Local Government Survey collected data from local government (including village heads) and DPRD respondents about the perceived value of the Program, forms of government engagement with citizens and results ensuing from that engagement (related to public services and public participation in planning and budgetting) and the likelihood of continuation post ACCESS. Some respondents were also members of the District Stakeholders Committee (*Forum Lintas Aktor/FLA*).

AKATIGA used a “before and after with recall” methodology, which was triangulated using informant data, feedback from presentations with district stakeholders, reflections with ACCESS staff and data from ACCESS’ data base (MIS), reports and other relevant documentation. The use of both quantitative (survey) and qualitative (FGD and informant interviews) data informed the final analysis, using a geographical and thematic lens to examine the outcomes and impacts.

2. Conduct of the Assessment

AKATIGA’s field work was conducted between 2 September – 6 October 2012 in two districts per province (i.e. 8 of the original 16 districts³⁶ in Phase 11) with representation of one old district carried over from ACCESS Phase I and one district that started in Phase II as seen in Table 1.

Table1: Province and District Locations

Province	Districts carried over from Phase I	Districts started in Phase II
West Nusa Tenggara	Central Lombok	Dompu
East Nusa Tenggara	West Sumba	Kupang
South Sulawesi	Bantaeng	Takalar
Southeast Sulawesi	Buton	North Buton

40 villages were purposively selected to represent a range of thematic areas including a number of villages with more than one thematic project. AKATIGA selected a short list of 40 villages (five per

³⁶ AusAID agreed to exclude four new districts in the evaluation as the field activities were still very new.

district) which was approved by relevant district Bappeda. Village heads were invited to coordinate village study activities as well as act as key respondents.

Data was collected through a survey as requested by ACCESS conducted in each district over a period of 6 days in a village and about a week at the district level from a total of 400 citizen respondents (170 males, 229 females and one unknown), 68 government respondents and around 300 village cadres (approximately 15 per focus group discussion). A half day meeting was held with community representatives, CSO partners and government stakeholders, to share and verify summary findings and in some districts these sessions were dynamic as participants also analysed the early results. After the deadline of first draft, on December 2012, a series of discussions were then held to April 2013 with ACCESS staff on the results of the field work and subsequent analysis.

3. Limitations for the Assessment

The assessment team faced a number of constraints including:

- Due to time constraints, the research could only be conducted in a limited number of villages in the sample, given that qualitative data collection requires more time than conducting a survey. The initial number of villages proposed by ACCESS was reduced from 64 villages to 32 in discussion with AKATIGA which limited the range of data for comparative purposes;
- Government respondents needed to have at least attended an ACCESS activity in the last year and included 50% female respondents. These were proposed by CSOs and ACCESS in the respective districts but staff rotation meant that newer officials were not as familiar with the program. It also proved difficult to find suitably placed female respondents, as their representation in government is low. The study had to reduce the sample from 80 to 68.
- There was a gap between ACCESS and AKATIGA's understanding on the field results and a short amount of time between completion of the field research, therefore more time was required to reconcile the findings.