Independent Completion Report

of the

Communities and Education Program in Aceh (CEPA)

Final Report

Prepared by Bruce Bailey (Griffin-NRM Pty Ltd)

28th November, 2009

Report contents

Executive summary

Project data summary

Activity Name:	Australia-Indonesia Partnership (AIP) Communities and Education Program in Aceh (CEPA)
Form of Aid:	Stand-alone project support
Managing Contractor:	Coffey International Development Pty Ltd
Project Purpose:	Improved governance of education and effective working relationships between communities, schools and government stakeholders
Duration:	September 2007 – October 2009 (including a 5 week extension)
Cost to GoA	A$10m
Location:	Seven clusters of Sekolah Dasar Negeri (SDN – State Primary School) and Madrasah Ibtidayah Negeri (State Islamic Primary School). Four of these clusters are in the District of Bireuen and three are in the District of Aceh Utara. District education stakeholders from a third district, Pidie Jaya, were also involved in a number of strategic and planning activities.
Executing Agency:	National Development Planning Agency (BAPPENAS)
Key Provincial Partners:	District Governments of Bireuen and Aceh Utara, NAD Province
Quality Rating:	5 (good quality)
ICR Author:	Bruce Bailey (Griffin NRM Pty Ltd)
AusAID Contact	Yoyoh Hafidz (Program Manager, Jakarta)

Main findings

Relevance

CEPA was found to be an appropriately designed development intervention that addressed identified stakeholder needs and was consistent with the strategic objective of the Governments of Australia and Indonesia.   This conclusion is based on the following aspects of the program design:

- The program design is consistent with the Australia-Indonesia Partnership Country Strategy , AusAID's Aceh Strategy and AusAID's Conflict and Development Strategy.

- The design is also consistent with the AIP's engagement in Aceh whicj recognises that the province's fragile, post conflict nature requires an approach that is sensitive to the Aceh context and immediately promotes stability.

- The program design supports the implementation of the Partner government's Provincial Strategic Plan for Education in Aceh (2007-2011 NAD RENSTRA)

- The design and program strategies clearly articulate principles that guided project implementation.

Efficiency

The program was well managed. Among other things it was:

- Was effective in recruiting both high quality local and international staff.

- Explored options for increasing efficiency through better utilisation of staff resources.

- Documented and established sound operational procedures and mechanisms and was effective in improving program implementation through regular reviews of program outputs and outcomes.

- Established robust financial management and reporting systems to ensure that expenditure was managed in line with budgets, and that accurate and timely financial reports were provided.

- Implemented auditing and fraud management practices that where possible, utilised the government's mechanisms for audit and compliance.

- Was proactive in identifying and managing risks.

- Established an effective program for monitoring and evaluation. There were issues at the outcome level of the M&E framework but these were resolved by the MC and AusAID.

- Was efficiently supported by AusAID's Program Managers.

Effectiveness

The program was effective in delivering results for both school communities and local education authorities in the districts of Bireuen and Aceh Utara. Among other things the program has:

- Strengthened the capacity of local education authorities in Bireuen and Aceh Utara to confidently support the democratic election of school committees.

- Improved relationships between local education authorities so that they are now working together to improve the delivery of education services.

- Established a pool of capable trainers and training materials to support the replication of some of CEPA's activities.

- Delivered a community-based approach that opened up channels of communication and accessibility between the community, school committee, school management and the government, helping to narrow the gap between the groups.

- Significantly increased community participation in schools in targeted school communities. Ownership of school development processes and resource allocation decisions appear to have genuinely shifted to community representatives on school communities. Previously, school development activities were decided by school principals.

- Increased the participation of women in school based management.

- Delivered a block grant model that promoted community participation and resulted in school improvements that contributed to a more enabling teaching/learning environment.

- Successfully applied principles of "zero corruption", transparency and accountability to build trust in the community.

Impact and sustainability

The program implemented a Continuous Improvement and Sustainability Strategy that consolidated program activities and provided a sound foundation for the sustainability of most outcomes. With regards to sustainability of program outcomes in CEPA targeted schools, the outlook for sustainability is promising because; there is a now a strong sense that the school belongs to the community; the focus on transparency and accountability in schools management built trust in the school community and as result, community members are willing to commit their own time, energy and resources; and there a strong willingness in school communities to maintain school improvements.

Local education authorities in the districts of Bireuen and Aceh are confident that they have the skills and resources to continue with CEPA sponsored activities such as the democratic election of school committees, improved schools based management and ACJEL. They are less confident however, that they have the resources needed to mobilise communities to create an environment where villagers are motivated to improve their school.

Overall conclusions

CEPA was a well implemented timely intervention that addressed both community stability and basic education in two Aceh districts recovering from conflict. CEPA's socially inclusive approach and focus on "zero corruption", transparency and accountability successfully built trust and empowered the community to improve the school environment. The approach improved social cohesion at the village level by creating opportunities for positive engagement, dialogue and participation.

CEPA strengthened the capacity of local education authorities in the districts of Bireuen and Aceh Utara to support the democratic election of school committees and improved schools based management. The construction program increased the number of classrooms and student places. In addition, professional development for teachers supported by CEPA improved teaching practices and this will benefit the quality outcomes of primary education.

All of these achievements contributed to targeted schools making significant progress towards achieving 5 of the 8 minimum national service standards including: improved teaching practice; improved facilities; improved SBM roles and improved community participation. As a result, over 10,000 students in 51 school communities targeted by CEPA now have safer access to primary schools with improved education quality.

Basic activity data

Acronyms

AIP	Australia-Indonesia Program
ACJEL	Active, Creative, Joyful, Effective Learning (PAKEM in Bahasa Indonesia)
AusAID	Australian Agency for International Development
AU	Australian Dollar
BAPPEDA	District Planning Agency
BAWASDA	District Auditing Agency
CEPA	Communities and Education Program in Aceh
Depag	District Office of Religious Affairs
Dinas	Government Official
Dinas Pendidikan	District Department of Education of Culture
GoA	Government of Australia
GoI	Government of Indonesia
KPA	Aceh Transitional Committee
LOGICA	Local Governance and Infrastructure for Communities in Aceh Project
LOGFRAME/LF	Logical Framework
Madrasah	Islamic Day School
M&E	Monitoring & Evaluation
MC	Managing Contractor
MEF	Monitoring and Evaluation Framework
MIN	State Islamic Primary School
MoNE	Ministry of National Education
MOU	Memorandum of Understanding
MPD	District Education Board
NAD	Nanggroe Aceh Darussalam
NGO	Non-Governmental Organisation
PAKEM	See ACJEL
PSC	Program Steering Committee
SBM	School-Based Management
SDC	School Development Committee
SoS	Scope of Service
STA	Short Term Adviser
TA	Technical Assistance
UNICEF	United Nations International Children's Education Fund
VDA	Village Dynamics Analysis
WB	World Bank

Activity location map

Activity location map

Activity location

AIP-CEPA supported activities in seven clusters of Sekolah Dasar Negeri (SDN – State Primary School) and Madrasah Ibtidayah Negeri (State Islamic Primary School). Four of these clusters are in the District of Bireuen and three are in the District of Aceh Utara. District education stakeholders from a third district, Pidie Jaya, were also involved in a number of strategic and planning activities.

Counterpart agency

District governments of Bireuen and Aceh Utara, NAD Province.

Australian implementing agency

Coffey International Development
70 Hindmarsh Square
Adelaide, South Australia

CEPA data table

Region/Country	Asia/Indonesia	
Activity Name	Australia-Indonesia Partnership (AIP) Communities and Education Program in Aceh (CEPA)	
Activity Scope	Bi-lateral	
Executing Agency	National Development Planning Agency (BAPPENAS)	
Key Provincial Partners	District Governments of Bireuen and Aceh Utara, NAD Province	
Managing Contractor	Coffey International Development Pty Ltd	
CEPA Key Dates	Original scoping mission and appraisal of draft PDD	October 2005
	Peer Review	November 2005
	Re-drafting of Draft Design Document introducing revisions proposed during peer review	December 2005
	Design Document 1	January 2006
	Follow-up Design	February-June 2006
	Design Document 2	June 2006
	Design Document 3	September-October 2006
	Peer Review Design Document 3	November 2006
	CEPA Phase 1 Interim Activities	September 2006 – August 2007
	PMSG Education Technical Visit	March 2007
	CEPA Tender	August 2007
	Mobilisation of CEPA 2	September 2007
	Acceptance of Inception Report	April 2008
	First Program Steering Committee	January 2008
	Program Steering Committee and endorsement of Program	March 2008

	Strategy and Workplan	
	AusAID Approval of Program Strategy and Workplan	May 2008
	Proposal for Program Extension	September 2008
	1st Contractor Performance Assessment	November 2008
	Second DFAT visit	December 2008
	Second Six Monthly Report and Workplan approved by AusAID	February 2009
	AusAID Review of Contract Performance	March 2009
	Approval of Third Six Monthly Report and Workplan	April 2009
	Completion Workshop Consultation with PSC	August 2009
	Draft Activity Completion Report submitted to AusAID	September 2009
	District and provincial handover ceremonies of personnel, products and assets	October 2009
	2nd Contractor Performance Assessment	October 2009
	Independent Completion Report Team Visit	October 2009
ICR and Performance Assessment Mission Team Members	Mr. Bruce Bailey (Independent Consultant) Ms. Yoyoh Hafidz (AusAID Program Manager-CEPA) Ms. Lila Sari (Former AusAID Program Manager-CEPA)	
Mission Site Visits	Aceh Utara District: Aceh Utara Local Education Authorities, SDN 5 Baktiya, MIN Baktiya, SDN 7 Payabakong, SDN 7 Muara Batu Bireuen District: Local Education Authorities, NGOs, MIN Pulo Sirin, SD9 Kutablang, SDN 22 Peusangan, SD1 Jeunib, SD5 Jeunib	

Approved and actual cost of the activity

ACCOUNT	(A) Total Estimated Expenditure to End of Project (AUD)	(B) Total Contract with AusAID (AUD)	(B) – (A) Difference
Long Term Personnel Costs	1,355,107.42	1,387,614.37	32,506.95
Short Term Personnel Costs	196,511.00	223,795.00	27,284.00
Reimbursable Costs	626,519.24	653,078.46	26,559.22
Trust Account	4,270,000.00	4,270,000.00	0.00

| Management Fee | 1,298,948.68 | 1,314,619.63 | 15,670.95 |
| Total | 7,747,086.34 | 7,849,107.46 | 102,021.12 |

Average exchange rate

1 Australian Dollar = 8,097.94 Indonesian Rupiah

Form of aid

Aid modality: stand-alone project support
Delivery organisation: contracted delivery agent (managing contractor)
Financing arrangements: combination of commercial contract and accountable cash grant/trust funds account.

Acknowledgements

The review team would like to thank the personnel of the Governments of Indonesia and Australia, personnel of donor projects and the CEPA stakeholders and beneficiaries who gave so generously of their time and expressed their views openly. The review team would particularly like to thank Mr. Irfani Darma (CEPA Team Leader), and CEPA staff who provided all the necessary information and documentation. The CEPA team's insights on what worked well and what didn't during program implementation, were very much appreciated. Special thanks to Mr. Rizal Usman (Conflict Resolution Specialist) who provided the support needed to ensure that the team was able to undertake its tasks efficiently and effectively. His extensive knowledge of the program and stakeholders was highly valued by the review team. Special thanks to Mr. Muhammad Yusuf, who provided translation services and also to CEPA's skilful drivers.

Introduction

Project origin and preparation

Indonesia's Province of Nanggroe Aceh Darussalam (NAD), or Aceh province, has been one of the most conflict ridden territories in Southeast Asia for several centuries and has been the subject of separatist struggle since 1976, reportedly leading to the deaths of 15,000 people, dislocation of families and causing massive destruction to public and private properties. It also prevented the delivery of minimum services in the worst affected areas. Estimates suggest more than 600 schools were destroyed or damaged as a result of the conflict, leaving about 55,000 children with reduced educational opportunities. Many children displaced to IDP camps (reaching 16,352 students at one point) quit school, at least temporarily. Teachers were also victims and moved to urban areas.

The Australia Indonesia Partnership for Reconstruction and Development (AIPRD), a five year A$1 billion package of assistance, was announced in the aftermath of the Indian Ocean earthquake and tsunami disaster of 26 December 2004. The earthquake and tsunami disaster had a devastating impact on Aceh province but also led to the historical end to 30 years of conflict. AIPRD funds are aimed at supporting Indonesia's reconstruction and development efforts in and beyond tsunami affected areas. AIPRD is a major part of AusAID's overall development assistance to Indonesia for 2005-2010.

In October 2005 an AIPRD scoping study was conducted to assess education needs in the conflict affected areas of Aceh. The study reported that the Districts of Pidie and Bireuen had been severely affected by conflict, and the number of schools damaged during the period of military emergency was highest in these districts. The study proposed that Australia focus its assistance in these districts and identified the opportunity for Australia to contribute to the peace process through the provision of education assistance, including school rehabilitation in conflict-affected communities, building upon Australian Government assistance in the education and community governance sectors in Aceh and in Indonesia more broadly.

AusAID subsequently developed a Concept Note proposing the development of a program that would support communities to work cohesively and to take leadership and ownership in the rebuilding and development of their schools through engaging the community and education system stakeholders in school reconstruction, curriculum and teacher training improvements and educational management reform at the level of the school. In December 2005 an A$10 million program to improve basic education in selected conflict affected areas of Aceh was announced by the AIPRD Joint Commission.

The design of CEPA went through several iterations in the process of clarifying the relationship of the aims of peace enhancement and strengthening community governance in conflict affected areas and improving education service provision. A Concept Peer Review was conducted by AusAID in December 2005. Modifications of the design followed in April to July 2006. These modifications reoriented the program to community strengthening through participation in school management. It aimed at significant synergies between AusAID's Basic Education Program (BEP) notably the close alignment between school rehabilitation and development and supporting the effective functioning of the School

Committee with the aim of contributing to school development planning and education quality improvements. It also aimed to complement the Education Rehabilitation Program (ERA) by modeling the gains in education and governance best-practice that come through effective and participative community engagement in schools communities. Further, it aimed to extend the community governance strengthening gains made under the LOGICA program.

During a period of interim program activity, known as CEPA Phase 1, a number of pilot activities were implemented in the 2 districts to support the design process. Final design work was conducted from September to October 2006. A Design Peer Review was conducted in November 2006. Further modifications to the design were sought to further clarify the Program rationale in preparation for the CEPA Phase 2 Program Tender in April 2007.

CEPA Phase 2 commenced in September 2007 with a budget of A$10 million over 25 months. The aim of CEPA Phase 2 was to contribute to community participation in basic education rehabilitation in conflict-affected areas of Aceh, leading to effective and cohesive community participation and tangible improvements in the education sector. CEPA operated in 4 broad program areas:

- Engaging Communities in Education

- Improving School-Based Management through the School Committee

- Implementing Block Grants for School Improvements

- Improving the capacity of District Government to facilitate community input into school-based management.

In the Phase 1, CEPA worked in the districts of Bireuen, Pidie and Pidie Jaya which covered approximately 26 villages. In phase 2, CEPA rolled out the program activities to 52 villages across three districts: Pidie, Bireuen and Aceh Utara. Bireuen and Aceh Utara districts were engaged in all the above four program areas, while the engagement with Pidie Jaya District is only at the district level for strategic activities such as training of district trainers, workshops for Majelis Pendidikan Daerah (District Education Council), review of the Ministry of National Education School Committee handbook.

The CEPA program worked with a number of education stakeholders in the three districts including District Office of Education (Dinas Pendidikan), District Office of Religious Affairs (Kandepag); District Education Council (MPD), as well as District Development Planning Agency (BAPPEDA).

Objectives of the ICR mission

The objectives of the ICR Mission for CEPA Phase 2 are to:

- Assess the relevance, effectiveness, efficiency, impact and sustainability of CEPA.

- Assess the strengths and weaknesses of the community-based participatory aspect of the activity and identify lessons learned for future investment with this focus.

- Assess the program's impact on post-conflict issues of the targeted districts and identify lessons to contribute to the agency's work on education in fragile states.

- Review the scope and purpose of SEDIA and suggest how CEPA might inform its inception plan and implementation modalities.

The terms of reference for the ICR is given in Annex 1.

ICR process and methods

The primary steps in preparation of the ICR included:

- Review of key program documents.

- Preparation of an evaluation framework (See Annex 4) that includes the evaluation questions to guide discussions with stakeholders.

- Field visits to program sites (10 days).

- Preparation of preliminary findings and presentation to AusAID Jakarta.

- Preparation of a draft ICR and submission to AusAID for comments.

- Receipt of comments from AusAID and preparation of the final ICR.

The ICR adviser was accompanied by the AusAID Program Manager – CEPA during the first week of stakeholder consultations and by the former AusAID Program Manager – CEPA, during the second week. The CEPA Conflict Specialist accompanied the team during all stakeholder consultations. A list of stakeholders consulted during the review is given in Annex 3.

Figure 1: SDN 8 Peusangan focus group

Field methods for data collection included semi-structured interviews with key stakeholders, physical observation of facilities and focus group discussions with schools/school

committees, local education authorities and with the CEPA core team. Sites to be visited in the field were selected by AusAID Program Manager - CEPA

The focus group discussions were used to obtain stakeholder perceptions on key aspects of the program relating to: relevance; effectiveness; efficiency; impact and sustainability; and lessons learned.   A similar format was used for all focus groups discussions and included:

1. Introducing each discussion topic to the team. e.g. "Do you feel that there any changes in the participation of women in school committee decision making as result of CEPA".

2. Asking each participant to select a response to the question from a range of options e.g. no change, some change, significant change, major significant change.

3. Asking each participant to discuss the reasons for selecting the response.

This approach enabled to the ICR Team to elicit many points of view in a short period of time and to immediately explore further any issues raised by the participants. Extensive notes were taken during all sessions and these formed a primary source of data for preparing the ICR. A Microsoft Access database program was used to help analyse and present the data collected during the focus group discussions. Secondary source data including program reports and past reviews were also examined in detail and where possible, all data was triangulated to maximise validity and integrity of findings.

A limitation to the evaluation methodology is that no "control" sites were included in the study to enable comparisons between program and non-program sites.

Findings of the ICR mission

Relevance

CEPA was found to be an appropriately designed development intervention that addressed identified stakeholder needs and was consistent with the strategic objective of the Governments of Australia and Indonesia.   This conclusion is based on the following aspects of the program design:

1. The program design is consistent with the Australia-Indonesia Partnership Country Strategy , AusAID's Aceh Strategy and AusAID's Conflict and Development Strategy. It directly supports the objectives of Pillar 2 of the AIP Country Strategy – "Improved education quality, access governance" and the objectives of Pillar 3 – "Improved local government and public financial management, responding to local demand".

2. The design is also consistent with the AIP's engagement in Aceh that recognises that province's fragile, post conflict nature requires an approach that is sensitive to the Aceh context and immediately promotes stability. The program was designed to assist districts in Aceh that have the characteristics equivalent to those found in fragile states. In the education sector alone, services and delivery of good quality education were disrupted, relationships between and within communities, education administration and school personnel were badly affected, and large numbers of individuals, including children, were traumatised. Re-establishing and strengthening education is a key response mechanism for helping fragile, conflict-affected communities. The design sought to achieve this through applying sound principles for community engagement based on "do no harm" to encourage community participation in and demand for good education services and by facilitating the development of relationships between and within communities and government.

3. The program design supports the implementation of the Partner government's Provincial Strategic Plan for Education in Aceh (2007-2011 NAD RENSTRA) which aims to address the devastating effects of poverty, protracted civil conflict and natural disasters on education service delivery.

4. The design and program strategies clearly articulate principles that guided project implementation (foster active partnerships with GoI and communities, draw on an build local capacities, work as much as possible through existing GoI systems, collaborate with other donors and NGOs, focus on tangible results, demonstrate the benefits of improving governance and reducing corruption at all levels, conflict sensitive implementation, gender and child rights).

5. During CEPA Phase 1, the design went through several iterations in the process of clarifying the relationship of the aims of peace enhancement and strengthening community governance in conflict affected areas and improving education service provision. This enabled conflict sensitive approaches to be tested and integrated into the Program's strategy for engaging with the community and the schools.

During CEPA Phase 2, the program's logical framework was revised again to better reflect AusAID's and the Government of Aceh's increasing emphasis on education rehabilitation. This included changing the original project goal from *"To contribute to effective and cohesive community participation in basic education rehabilitation in school communities recovering from conflict"* to *"Improved governance of and effective and cohesive community*

participation in basic education in communities recovering from conflict" . CEPA's purpose (as per the Design Documents) was *"To foster improved governance of education and working relationships at the community, school and district levels".* This was altered to *"Improved governance of education and effective working relationships between communities, schools and government stakeholders".*

The monitoring and evaluation framework to measure the achievement of goal and component objectives was rationalised to place more emphasise on the intended outcomes of CEPA's contribution to community involvement in educational governance. The changes to the logical framework provided greater clarity of anticipated program outcomes and did not compromise the integrity of the origin program design.

A two year timeframe[1] for CEPA provided very little room for error and the success of the program in achieving all required outputs is a reflection of the quality of the management team.

Efficiency

Overall, the ICR Team concurs with the findings of Contractor Performance Assessments (undertaken in November, 2008 and October,2009) that the program was managed and used resources in line with the program design parameters. The program established a functional office in Bireuen and set up program management systems that were fit for purpose. Program planning was realistic and adjustments to work plans were reasonable. In addition, the program:

1. Was effective in recruiting both high quality local and international staff. The core team comprised experienced staff that not only had good technical skills but were also dedicated to the CEPA approach. The program ensured team commitment through staff training to promote and share and values and "open" management that encouraged the team to share problems and develop strategies to resolve emerging issues. The transition to a new Team Leader in March 2009, was managed effectively. The Contractor's Jakarta based staff played a significant capacity building role to ensure that the turn-over of financial staff did not detrimentally effect program management and implementation.

2. Explored options for increasing efficiency through better utilisation of staff resources. This included combining staff positions into one (e.g. conflict and transparency officers) and only the retaining the best performing staff once the program completed operations in a particular area.

3. Documented and established sound operational procedures and mechanisms and was effective in improving program implementation through regular reviews of program outputs and outcomes. For example, based on lessons learned in Bireuen district, CEPA improved and accelerated block grant activities in Aceh Utara. This included simplifying block grant administration and financial procedures, intensifying the engagement of government, and conducting weekly progress and problem reviews to assess hold-ups and take corrective action.

---

[1] The program was extended by 5 weeks to compensate for delays in program implementation resulting from the election of district parliamentarians in Aceh Utara.

4. Established robust financial management and reporting systems to ensure that expenditure was managed in line with budgets, and that accurate and timely financial reports were provided. At the end of the project, %100 percent of the trust account had been disbursed (A$4,200,000).

5. Implemented auditing and fraud management practices that where possible, utilised the government's mechanisms for audit and compliance. The program reports that considerable time was invested in understanding the government's auditing processes and documenting procedures in the Block Grant Manual. Staff from Dinas Pendidikan confirmed the involvement of Dinas, MPD, Depag, Bappeda and UPTD[2] in auditing block grants. CEPA also campaigned strongly against corrupt practices and implemented rigorous procedures for monitoring compliance to procurement procedures. Swift action was taken when corruption was detected. One such example is where members of a school development committee attempted to obtain a "commission" from a local vendor for the purchase of the computer equipment. The case was brought to the attention of the School Development Committee Forum, to reinforce CEPA's zero tolerance to corrupt practices and the funds were returned. The effectiveness of the CEPA auditing processes is evidenced by the low of level of leakages from the block grants (estimated by CEPA to be less than 1%).

6. Was effective in sending a clear message to stakeholders that corrupt practices compromise the integrity of the program and will not be tolerated. It was emphasised that the program activities could be suspended if corruption occurred. These messages were delivered through staff and SDC training, community and government socialisation meetings. The approach to establishing communications with KPA to educate it about CEPA's "zero tolerance to fraud" appears to have worked well as over time, the program experienced fewer incidents by KPA attempting to extort "fees" from the block grant process.

7. Established an effective program for monitoring **activities** and **outputs** – particularly activities relating to block grant implementation and delivery of the capacity building program. There were weaknesses at the **outcome** level of the M&E framework that caused difficulties in reporting – this was mainly due to the dual nature of CEPA – being both an education program and conflict resolution program. The Contractor and AusAID, however, worked together to resolve this issue. Compared to other programs of similar scale, the level of resourcing for international M&E specialist inputs was low (21 days at start-up) and more inputs would have enabled CEPA and AusAID to better respond to new M&E needs that emerged during program implementation.

8. Was efficiently supported by AusAID's Program Managers in Jakarta who have a detailed knowledge of the program and established good working relationships with the CEPA management team. There were issues, however, relating to AusAID decision making processes that negatively impacted on program implementation efficiency. Early in the project, there was uncertainty and debate in AusAID about the primary focus of CEPA – whether it was conflict a conflict resolution program or education program. This took some time to resolve and at times created tension

---

[2] UPTD is the subdistrict education office that through school supervisors, is responsible for monitoring and supervision of schools.

between CEPA and AusAID. The situation was exacerbated by delays in AusAID responding to key documents such as the Inception Report and M&E report. These issues were eventually resolved and AusAID and CEPA established a strong partnership based on trust and frequent communication. Both the current and former CEPA Program Managers were actively involved in conducting the field work for the ICR.

Program efficiency is often measured by conducting a cost benefit analysis of activities supported by the development program. However, this type of value for money assessment is difficult without access to more detailed expenditure figures than were made available to the ICR Team. It could be argued however, that given CEPA's commitment to implementation efficiency, the effectiveness of the program in delivering results in school communities and the good sustainability of results in targeted communities, it is reasonable to conclude that the program has provided good value for money. Other factors to be considered include:

1. The recruitment of local personnel and nationals to provide senior management, technical, financial and monitoring activities. Expatriate involvement amounted to 2.4% of all personnel costs provided under the MC and imprest account budgets.

2. The use of local sub-contractors to design school construction.

3. The utilisation of a community-management approach in the construction program. This not only resulted in cost efficiencies but also provided on –the-job capacity building opportunities for communities to manage the construction process. The communities also used local contractors who were cheaper, more flexible, and more aware of the community's problems than "outside" contractors. CEPA provided technical back-stopping support to ensure that construction was of adequate quality.

4. The program directly engaged 140 staff, mostly community engagement officers and village facilitators, to deliver field activities in 51 schools over a two year period. Many of the staff were actively involved in the interim phase of CEPA (managed by AusAID) and the MC for Phase II was able to quickly mobilise resources and achieve significant outcomes in a relatively short period of time. Alternative delivery approaches - such as building the capacity of civil society organisations and government to undertake community engagement - are potentially more sustainable but take longer to achieve. Given that CEPA was designed as rapid deployment program targeting communities affected by post conflict, the direct engagement of staff could be considered an efficient way to achieve the design objectives in 2 year framework.

The cost-benefit of involvement in the CEPA from the community's perspective was also assessed during the ICR evaluation. School and community respondents were asked to compare the cost of their involvement (time, labour and other in-kind contributions) with the benefits. Overall, respondents perceived that the benefits either adequately or far-outweighed the costs (see Figure 2).

Although communities were not obligated to provide contributions to supplement the block grants, many communities willingly provided additional resources in the form of time and

resources[3]. Some communities constructed additional classrooms using their own resources while others donated land and materials.
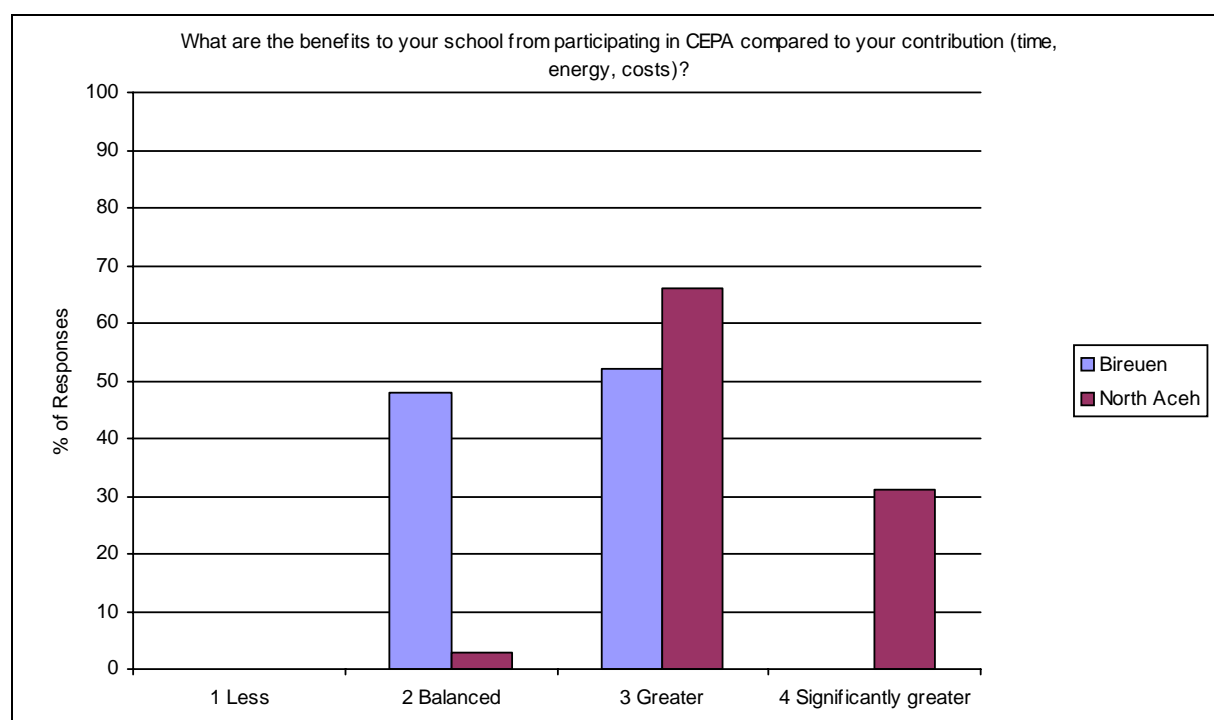
Figure 2: School/school committee perceptions on value for money (Source: Focus group discussions conducted by the ICR Team with schools and school committees in the districts of Bireuen and Aceh Utara)

Effectiveness

In the final year of the program, the monitoring and evaluation framework to measure the achievement of goal and component objectives was rationalised to place more emphasis on the three intended outcomes as follows:

- **Focus Area 1:** Process of School Governance.
  Outcome: More effective inclusion by district government and the MPD of civil society/community representatives in school committees.
- **Focus Area 2:** Accountability of School Governance.
  Outcome: Increased community participation in AIP-CEPA targeted schools in decision-making in respect of the planning, utilisation and management of resources
- **Focus Area 3:** Women and decision-making.
  Outcome: Increased participation of women in school committee decision-making.
  Focus Area 4: Improved schools governance leads to improvements in education.
  Outcome: Improved governance arrangements in AIP-CEPA targeted schools lead to improved provision for quality school programs.

---

[3] The only condition for block grant funding was that funds could not be used for the purchase of land. Communities were advised that CEPA funds were limited and that any additional activities would need to be funded by the community itself.

The intended outcomes given above were used as the basis for reporting achievements against objectives in the ACR. In summary, the ICR team's findings confirm that the analysis presented in the ACR is a fair representation and assessment of the effectiveness of CEPA.

The ACR contains a detailed quantitative analysis of CEPA's achievement and the ICR Team did not attempt to validate specific data. Instead, the ICR evaluation focused on obtaining information to provide an overview of the effectiveness of CEPA relative to the anticipated outcomes described above. During the initial desk review of program documents, the ICR Team identified particular issues to focus on during stakeholder consultations. The key evaluative questions discussed below are based on the anticipated program outcomes.

Key Evaluative Question: *To what extent has CEPA contributed to more effective inclusion by district government and the MPD of civil society/community representatives in school committees?*

It is important to note that by design, CEPA worked through existing government systems, policies and practices but did focus on building these.   Instead the program sought to contribute to post conflict and education rehabilitation through the development of effective working relationships within and between community and government with a focus on the school community. The main role of the CEPA team was to act as facilitators, mentors and technical assistants. To this end, CEPA established strong relationships with local education authorities (Dinas Pendidikan, Depag and MPD) in both the districts of Bireuen and Aceh Utara. This resulted is an extremely high level of ownership of program assisted activities and a collaborative commitment to continue after program completion. Agencies in both districts informed the ICR Team that as a result of participating in CEPA, they are now working more closely together and that the relationship with schools has significantly improved.

The local education authorities are confident that they can ensure the democratic election of school committees in non-CEPA schools (see Figure 3) and there is evidence that they are preparing to do so. The MPD of Aceh Utara has disseminated the technical guidelines on democratic and inclusive elections to key district-wide stakeholders. The local education authorities in Bireuen have jointly prepared a circular to all schools in the district, directing them to adopt the guidelines for the election of their school committees – this circular has been signed by all three authorities but is yet to be disseminated.

Strengthening the role of MPD and its relationship with other local education authorities and schools is a significant achievement of CEPA. The MPDs provide an important function as advisory bodies and watch dogs of local government education provision and in facilitating the democratic school election process. School committee stakeholders consulted by the ICR Team felt that the independence of MPD ensured more open and democratic elections; compared to the days when school committees were established by the school itself.

Both districts demonstrated plans to replicate the training provided under CEPA on SBM, ACJEL and in the election of school committees.
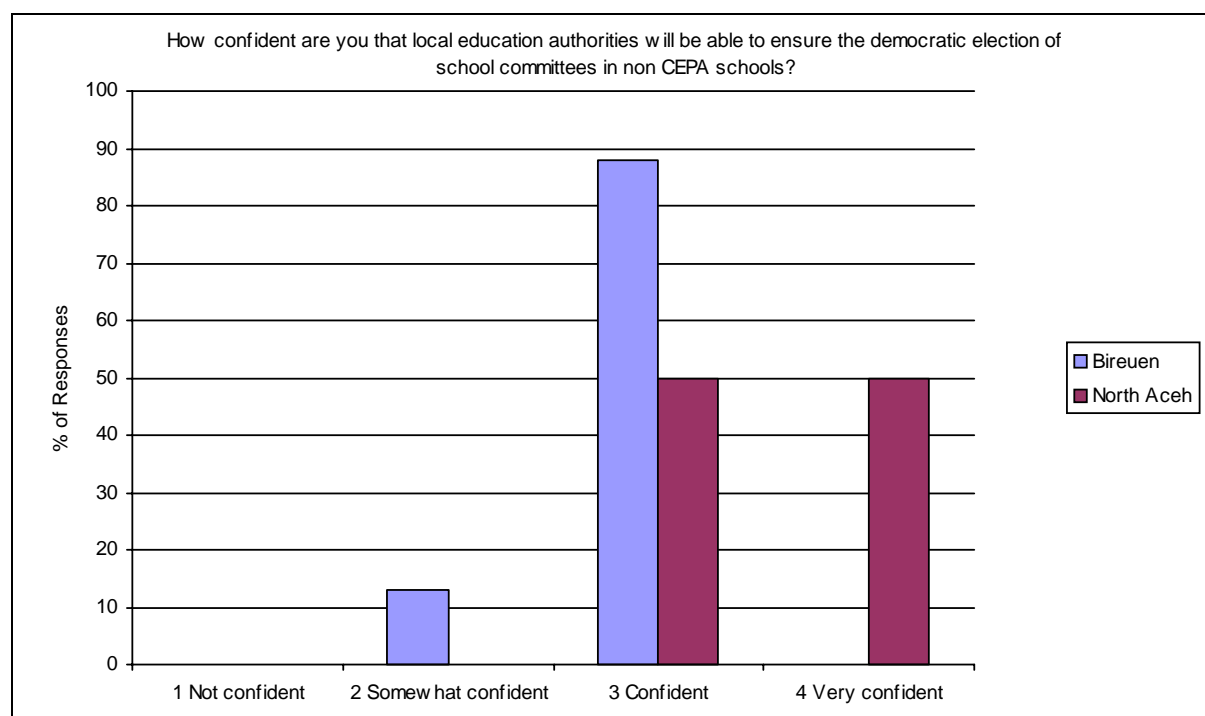
Figure 3: Local education authority perceptions on their capacity to support the democratic election of schools in non-CEPA schools (Source: Focus group discussions conducted by the ICR Team with local education authorities in the districts of Bireuen and Aceh Utara)

CEPA established a pool of capable district trainers in the areas of school-based management (SBM), ACJEL (Active, Creative, Joyful, Effective Learning), school development planning and election of school committees. The district trainers interviewed by the ICR Team advised that were involved in all aspects of the training including planning, implementation and evaluation. They also reported that although there is now an informal network of trainers, there is no organisation responsible for overseeing the training of trainers – support for this activity was not included in the CEPA design. Such an organisation is required to ensure a coordinated and consistent approach to in-service training and that trainers are accredited. The most likely candidate for this role is the Provincial Quality Assurance Institute (LPMP, Teacher Upgrading Institute) and this is an issue that could be addressed by the SEDIA program.

All local education authorities interviewed the by the ICR team unanimously agreed that the CEPA community engagement field staff and village facilitators were critical to mobilising and supporting the community to participant in schools improvement (see Figure 4). However, the education authorities are currently unable to identify how this aspect of the program approach will be supported post-CEPA with the resources available to the government.

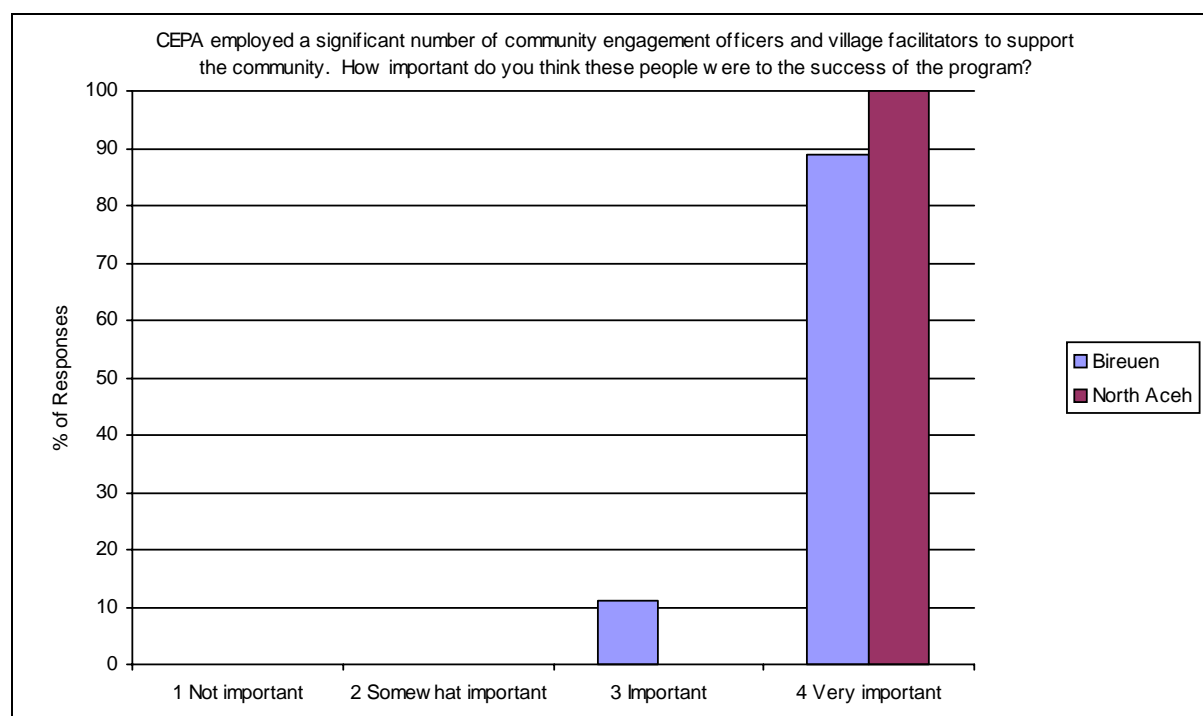*Figure 4: Local education authority perceptions on the importance of CEPA community engagement staff to the success of the program (Source: Focus group discussions conducted by the ICR Team with local education authorities in the districts of Bireuen and Aceh Utara)*

Key Evaluative Question: *How has CEPA increased community participation in AIP-CEPA targeted schools in decision-making in respect of the planning utilisation and management of resources?*

The ICR Team concurs with the findings reported in the ACR, that the community engagement processes supported by CEPA led to greater community participation in schools management and improvement. Focus group discussions facilitated by the ICR Team with schools and school committees provided further confirmation that:

- The CEPA community engagement processes were inclusive and promoted the participation of women, men and the poor (see Figure 5). Typical responses from schools and schools committees regarding community participation included:

  "By involving all elements of the community, both rich and poor, the school now gets better ideas on how we can improve it" (School Committee Member, SDN 5, Bakitya)

  "The community has been involved in school improvements and there is now a real sense of belonging to the school. Now when invited, parents come to the school" (School Committee Member, SDN 1, Jeunieb)

  "The proof of involvement is the community is now working with us to develop the school. Young people in particular are involved" (Principal, MIN Pulo Siron)

- There is good evidence that CEPA's socially inclusive approach created a level of trust that empowered and mobilised the community to improve the school environment. Many communities made significant contributions to augment the block grants provided by the program.

- The block grant management process used by CEPA promoted transparency and accountability and this led to increased confidence by the communities in the

governance of their schools. Simple things, such as posting notices and financial reports on the school notice board, effectively promoted transparency and increased community confidence in schools management.

- The training on school development planning and block grant management with support from the CEPA village facilitators, enabled the school committees to effectively plan and implement school development programs. Local education authorities in both Bireuen and Aceh Utara expressed a high level of confidence that school development programs in CEPA schools are being effectively planned and implemented (see Figure 6).

Based on the results of the stakeholder consultations, the ICR Team concludes that ownership of the school development processes and resource allocation decisions appears to have genuinely shifted to community representatives on school committees in CEPA targeted schools. Previously, school development activities were decided by school principals.
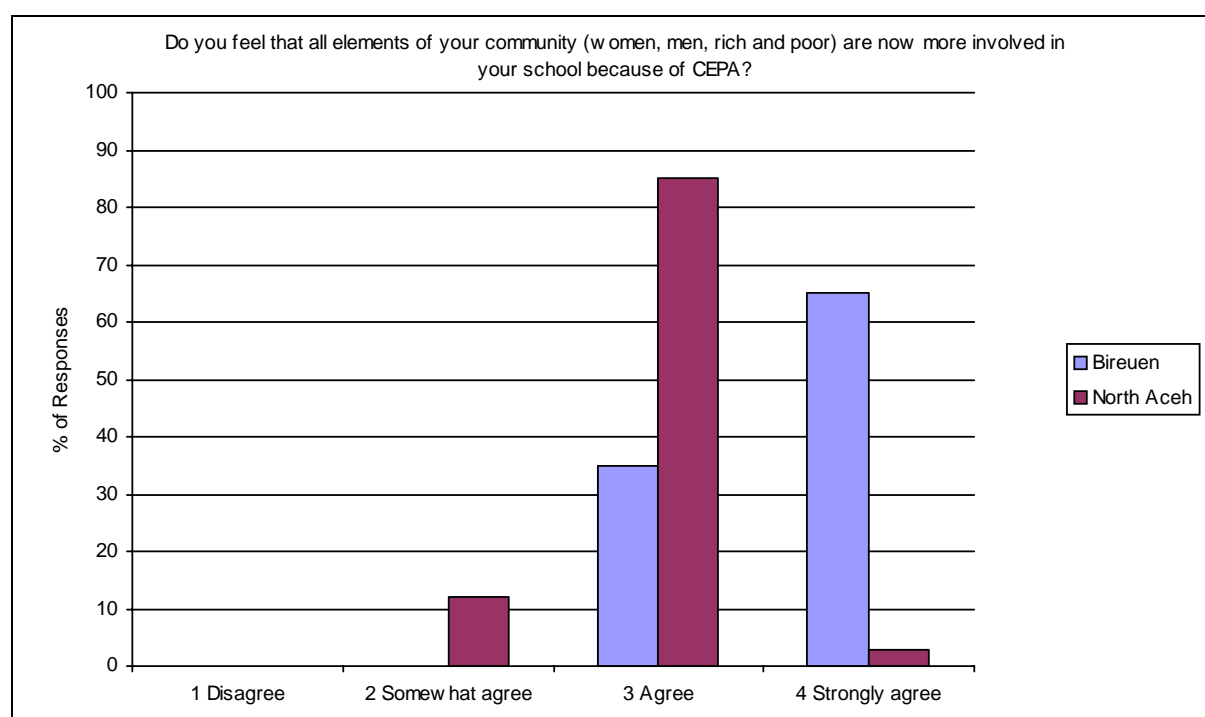
Figure 5: School/School Committee perceptions on community participation in schools (Source: Focus group discussions conducted by the ICR Team with schools and school committees in the districts of Bireuen and Aceh Utara)
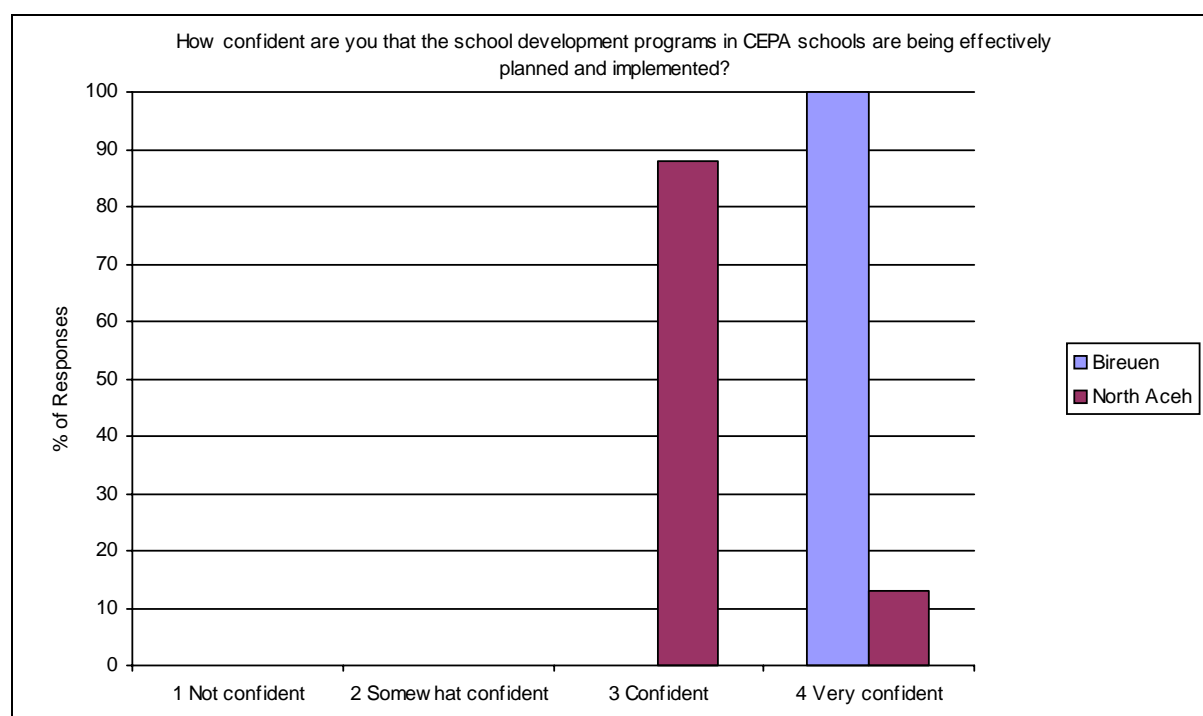
Figure 6: School/School Committee perceptions on the implementation of school development programs (Source: Focus group discussions conducted by the ICR Team with schools and school committees in the districts of Bireuen and Aceh Utara)

Key Evaluative Question: *To what extent has the participation of women in school committee decision-making improved as a result of CEPA?*

The ICR Team supports the ACR claims that the program has increased women's participation in school committees. Key findings from CEPA's analysis of the achievements relating to the participation of women include:

- There is an increase in the proportion of women in school committees – from 18% at baseline to 34% at program completion.
- There is an increase in the proportion of women in decision-making positions – from 18% at baseline to 40% at program completion.
- On women's views and conduct, as assessed by all women and men, women are now perceived as more courageous in stating their opinions (100%).
- 71% of women surveyed perceived that women are now more confident, 69% are able to lead discussions and 54% are fearless in stating their disapproval.
- Women's representation on school committees is perceived to have influenced changes in the decision-making processes (95%), in the attendance rate at school committee meetings (83%), in the frequency of meetings (51%), and in the number of decisions resulting from meetings.

Focus groups discussions conducted by the ICR Team with schools and school committee members generally support the above the findings as shown Figure 7. All of the schools visited reported increased participation of women in school committees and the increased confidence of women to speak up and contribute to decision making. Some respondents

reported that, whilst women can contribute to the discussion, the final decisions are still made by the men. Nonetheless, there has been a relative improvement in the representation and participation of women which can be attributed to a number of elements of CEPA's gender strategy, including:

- Gender mainstreaming in all activities with stakeholders such as ACJEL, School Based Management, block grant proposal training and school development planning.

- Program staff gender awareness training.

- A gender inclusion strategy that identified a target of 30% women's participation in decision-making in committees and in training supported by the program.

- Support to local education authorities to develop a regulation that female membership of school committees must be at least 30%.
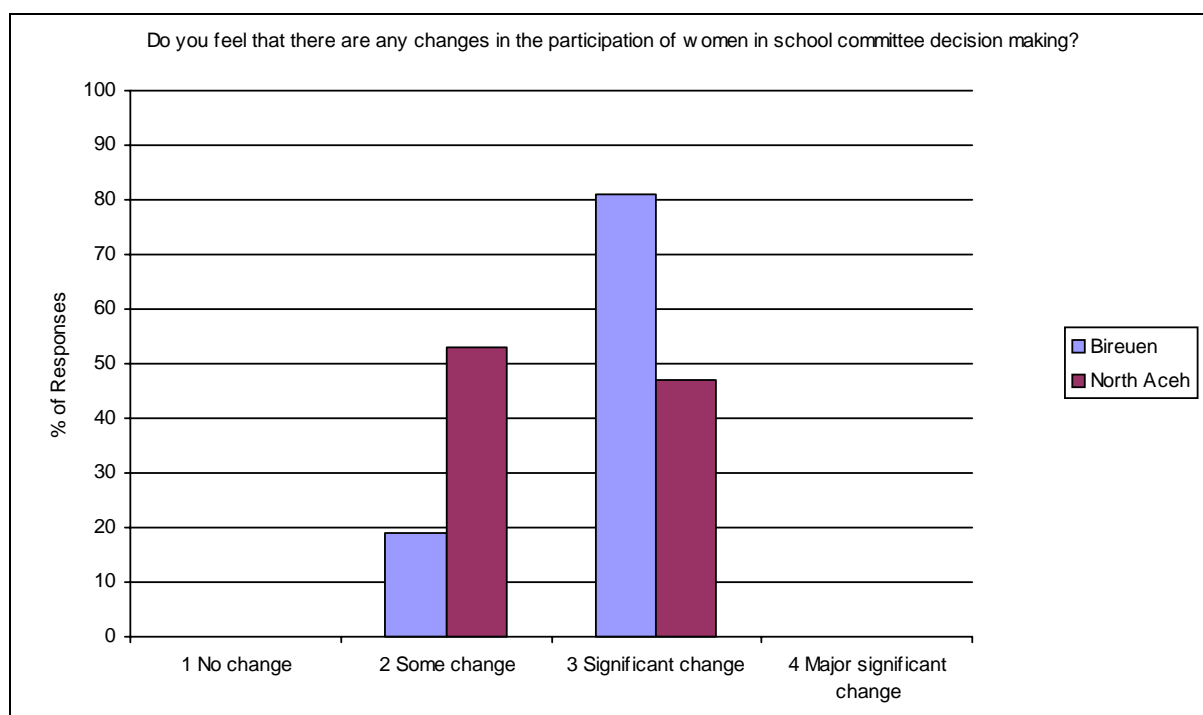
Figure 7: School/School Committee perceptions on changes in the participation of women in school committees (Source: Focus group discussions conducted by the ICR Team with schools and school committees in the districts of Bireuen and Aceh Utara)

Key Evaluative Question: *To what extent has improved schools governance led to improvements in education?*

All schools and school committees consulted by the ICR team are either confident or very confident that their school now provides a more enabling environment for teaching and learning as a result of CEPA (see Figure 8).

All groups spoke highly of the ACJEL training and were able identify how this improved the teaching/learning environment. Examples given include:

> *"After ACJEL, students enjoy learning more now and you can see the result in the student displays" (Teacher, SDN 22, Peusangan)*

> *"Now students are doing more homework and reading at home. Some parents get involved in the homework as they too want to learn" (Teacher, SDN 9 Kutablang)*

> *"Students are now more confident to speak in front of the class" (Teacher, SDN 1, Jeunieb)*

Experience elsewhere has proven that the involvement of parents in school activities is a good mechanism to increase interest in the well-being of the school and in quality education. There is evidence of greater participation of parents in their children's education as result of CEPA. Teachers commonly reported that: mothers now visit the school more frequently to discuss the progress of their children; teachers are now confident to tell parents to send their children to school whereas before they were afraid of conflict with the parents; truanting students are now sent back to school by the community.
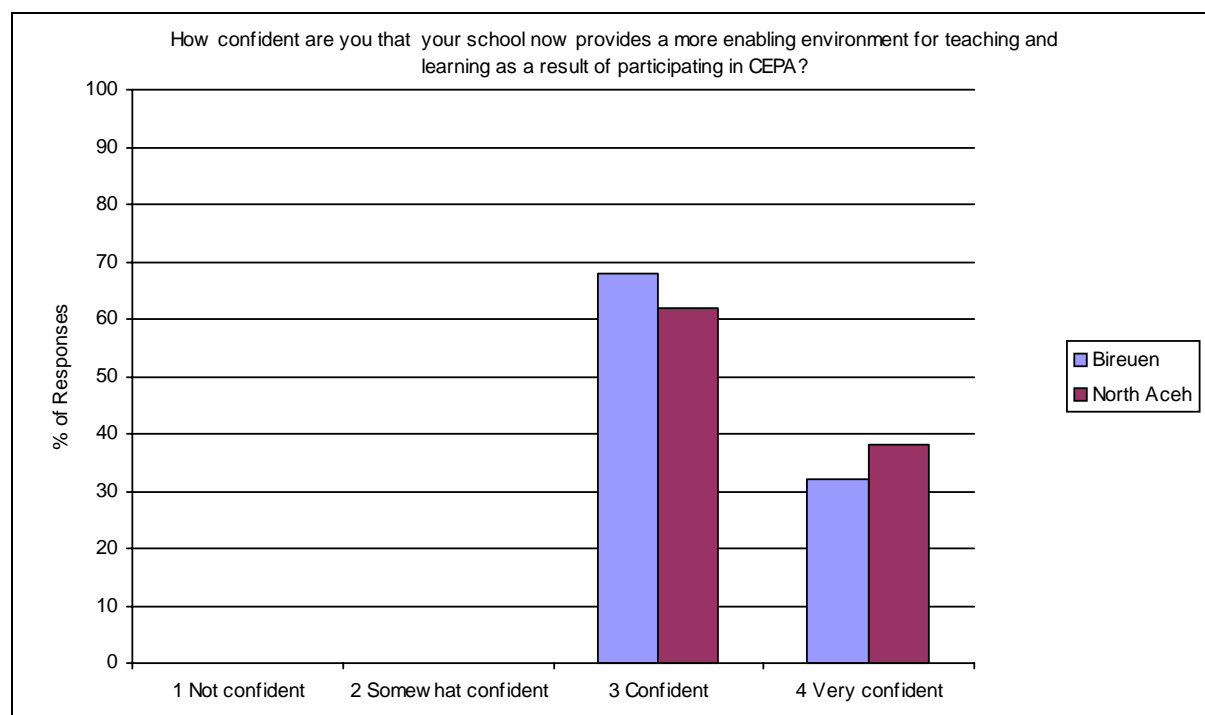
Figure 8: School/School Committee perceptions on improvements to the teaching/learning environment (Source: Focus group discussions conducted by the ICR Team with schools and school committees in the districts of Bireuen and Aceh Utara)

To further strengthen school governance, CEPA supported UPTD to improve the monitoring and supervision by school supervisors. The school supervisors interviewed by the ICR Team advised that now have a clear schedule to visit schools and were visiting schools more often to monitor school improvements. They also reported that they have seen significant changes in classroom management as result of ACJEL. Teachers informed the ICR Team that they now feel more confident to engage with the school supervisors and seek their opinions.

CEPA supported a significant schools infrastructure program that resulted in the construction of 53 new classrooms and the rehabilitation of 75 classrooms. The overall increase has improved the average ratio of the number of students per classroom in CEPA targeted schools from 49 to 37 in Bireuen and from 28 to 26 in Aceh Utara (the national standard is 28 students per classroom).

All school committees interview by the ICR are clearly committed to maintaining the new and rehabilitated infrastructure but only some are able to identify potential sources of income such as BOS funds and community contributions. CEPA provided school committees with a manual on school maintenance but the MC acknowledges that more emphasis on implementing school maintenance programs would have been beneficial.

The program constructed 53 units of toilets and improved the ratio of student use per toilet. However the ratio of toilets to the number of users is still far below the national standards (which is 40 for male students and 30 for female students). The MC reports that given limited resources, the need for appropriate sanitation facilities did not receive high priority from school stakeholders and that there were no conditions in block grants requiring them to so. This issue needs to be considered in future AusAID programs designed to address minimum standards in schools.

Figure 9: Students from SDN 5 Baktiya, Aceh Utara

Key Evaluative Question: *What were the strengths and weaknesses of the community based aspects of the program?*

The revised M&E framework (January 2009) did not include outcomes and indicators relating to the village dynamics analysis, conflict sensitive approaches, and the community engagement process in general. As a result, the ACR provides limited coverage of this aspect of the program. The ICR Team has drawn out the main strengths and weakness of the community engagement process. These findings are based on discussions with the CEPA team and a review of key program documents.

A major strength of the CEPA program approach is that it is based on sound principles for community engagement, including: understanding the dynamics of targeted communities; do no harm; building trust; socially inclusive participation; and building local capacity. CEPA's approach to applying these principles is discussed below.

Understanding Village Dynamics
A village dynamics tool was used to ensure that the different groups in the village were known and that different personalities in each group were identified. The tool assisted CEPA and the school committees to identify which village level personalities were neutral and in support of improved education. The tool also assisted in identifying key community stakeholders including Geuchik and KPA/GAM members to act as mediators and/or be represented on the school committee.

Ongoing monitoring in targeted villages using a simplified dynamics assessment informed CEPA on the changing status of influential entities such as KPA/GAM. Based on field reports from CEPA staff it is evident that communities came under pressure to pay illegal "fees" to a number of groups, with KPA/GAM, the police, and government officials all taking "fees".

These approaches significantly contributed to CEPA's success in implementing a zero "fee" policy and ensuring that entities which have the potential to exert a highly destructive influence, were effectively engaged. The fact that key community stakeholders including KPA/GAM members are represented on the school committees provides key lessons in facilitating participative and sustainable community development; negotiating competing interests; and resolving disputes amicably to deliver positive outcomes for the community.

Do No Harm
CEPA implemented a comprehensive approach to ensure that no harm resulted from of the program activities. Key elements of this approach included:

- Including a conflict assessment in the selection of target schools. In collaboration with local education authorities, CEPA deliberately targeted schools that largely had been neglected and where there was little or no social cohesion.

- A village dynamics analysis that provided a good understanding of village relationships and allegiances.

- The engagement of village facilitators who had good knowledge of local cultural practices, norms and protocols.

- Training community engagement officers and village facilitators in conflict analysis.

- Inviting all elements of the community to participate in CEPA – including the KPA.

- Engaging a highly skilled conflict resolution specialist.

- A strong stand on corruption and coercion.

- Not actively seeking to mediate between parties on the different sides of the conflict.

As a result of this comprehensive approach to no harm, all conflicts arising from CEPA's presence in the community were resolved without violence.

Building Trust

Strengthening school based management in CEPA communities was used as a catalyst to encourage new systems and channels of communication and trust between different layers and groups in the community. If there are high levels of trust in a community, people are more willing to take risks associated with change.

There is strong evidence that CEPA's "zero fee" policy and focus on transparency and accountability in schools management built the foundation for trust and confidence within the school communities. As a result, many CEPA targeted communities willingly committed time, resources and energy to improving their school.

Socially Inclusive Participation

To succeed in increasing effective and cohesive community engagement in education, the first condition is that villagers must be willing to participate – including men, women, youth rich and poor. To promote community participation, CEPA supported extensive socialisation and information education and communication campaigns in target communities. Important key messages were: the community must believe education is important, that the best way to improve education is by participating including through the school committee and that there are simple methods to participate or demand participation. A number of communication methods were used including village meetings, announcements in the mosque and written handouts. School communities also participated in village meetings to socialise school development plans and block grant proposals and other social events such as parent-teacher activities.

In effect, the program socialisation activities brought the parents and citizens to the school, some for the first time. All schools and school committees consulted by the ICR Team were able to clearly articulate ways in which community participation in the school had significantly improved as a result of CEPA.

Building Local Capacity

The program promoted the participation of the community representatives in a range of capacity building activities including school-based, management, school development and block grant management systems and procedures. School committee members also received "on the job" experience through the implementation of block grants. As a result of this training and experience, the majority of school committees consulted by the ICR Team are confident in their capacity to continue to develop their school.

The main "weakness" in the CEPA community based approach is that it required substantial support from community engagement field officers and village facilitators engaged directly by the project. A list of project personnel required by CEPA to deliver the field activities in 51 schools over a two year period is given in Annex 8.

The CEPA community engagement officers and village facilitators filled a gap in existing government extension services and played an important role in engaging and mobilising the community and thus ensuring the willingness of villagers to participate in the program. CEPA explored opportunities to build the capacity of district government to undertake this important aspect of the community based approach but rightly, did not pursue it further. CEPA was not designed to build the capacity of local education authorities in conflict resolution and community mobilisation. Local education authorities do not perceive this to be their responsibility and do not have the staff and resources to continue with this activity post-CEPA. This gap in existing government extension services needs to be addressed if the CEPA model is to be replicated elsewhere in Aceh.

It should also be recognised that a high level of resourcing was required to rapidly test and deploy the program to numerous school communities in a relatively short timeframe. The actual resources required to roll-out the community based aspects of the CEPA approach to other communities in longer a timeframe, requires further analysis. This analysis needs to consider other models to support community engagement such as more extensive use of civil society organisations as community facilitators.

Impact and sustainability

To maximise program benefits and promote sustainability of program outcomes, CEPA developed and implemented a Continuous Improvement and Sustainability Strategy. Key strategies included:

- Further information, advocacy, and socialisation programs to reinforce and deepen knowledge on important issues in education and community involvement in improving the quality of education service delivery.

- Ensuring the availability of all operational guidelines for the democratic election of school committees. All committees were provided with handbooks that included guidelines for such things as meetings between school committees and communities, school committee forum meetings and complaints handling.

- Working with sub-District offices and MPD to revitalise School Committee Forums to ensure that representatives from School Committees meet on a regular basis to discuss issues and develop solutions to emerging problems. This will consolidate the support and advocacy role that the MPD is mandated to play for communities and schools in ensuring independent and high quality school-based management.

- Further ACJEL training by district trainers for teachers from CEPA targeted schools who were not trained during previous program phases.

- Further on-the-job training for school supervisors to observe classroom teaching, evaluate what they observed and provide follow-up support.

- Support to the ongoing maintenance of new and pre-existing school facilities through asset management, and sanitation training in schools and for school communities.

- Support to district education officials to assist in professional development for teachers and school management through revitalisation of professional development forums for teachers (KKG), school principles (KKKS), and school committees (FKS).

In general, the above strategies consolidated program activities and provided a sound foundation for the sustainability of most outcomes. With regards to the program activities in CEPA targeted schools; the outlook for sustainability is promising. Conclusions from stakeholder consultations undertaken by the ICR Team in CEPA schools include:

- The community engagement process successfully created the foundation for bringing the community and the school together. All respondents reported a significant increase in community participation and many respondents now hold the view that the school belongs to the community rather than the principal and the government.

- The strong focus on transparency and accountability in schools management built trust in the school community and this led to a greater willingness of the community to commit their own resources to school improvements.

- There is a strong willingness in school communities to maintain the school improvements and some school committees are able to identify financial sources to support this e.g. BOS, DAK funds and community contributions.

- There is evidence that the democratic process of electing school committee members is being taken up and leading to greater community confidence in the management of the school.

- The CEPA approach successfully promoted the participation of women and school committee's members are able to identify the benefits of this. There is some evidence of increased equality on school committee decision making but this is variable.

- The training provided to individuals is likely to be retained and provide benefits to others with whom they come in contact.

- There is anecdotal evidence that school improvements are leading to improved educational outcomes for students. School principals and teachers commonly reported that students are responding to the improved teacher methods and improved facilities – they are happier, more confident and enthusiastic.

In terms of the capacity of local education authorities to replicate some elements of the CEPA approach in other schools, there are some good prospects, including:

- The technical guidelines governing the election of school committees have been institutionalised to become formal policy in Bireuen and Aceh Utara. Local education authorities are confident that they will be able to ensure the democratic elections of school committees in non CEPA schools.

- There is a pool of capable trainers and training materials to support the replication of some of the CEPA activities.

- The relationship between local education authorities in two districts has been strengthened and there is evidence of improved relations between government and schools.

In summary, local education authorities in the districts of Bireuen and Aceh are now confident that they have the skills and resources to continue with some CEPA sponsored activities such as the democratic election of school committees, improved schools based management and ACJEL. They are less confident however, that they have the resources needed to mobilise communities to create an environment where villagers are motivated to improve their school. There is a risk that if the government is unable to stimulate genuine community participation, the full benefits of the CEPA approach will not be realised in other school communities. There is an area where the local education authorities require further assistance.

Assessing the impact of the program on poverty is difficult as no poverty related indicators and means of verification were included in the program's Logframe Matrix or revised M&E framework. Nevertheless, even without specific poverty impact data, it seems clear that CEPA has directly contributed to poverty alleviation in targeted communities by providing a more enabling environment for teaching and learning and by improving teaching practices. This will ultimately lead to improved education outcomes that benefit both economic growth and poverty reduction.

Overall quality ratings

The AusAID Performance Assessment Framework includes a mechanism that scores each aid activity against a set of common quality criteria at three stages – entry, implementation and completion. The following scores[4] reflect the perceptions of the ICR Adviser at the conclusion of CEPA

Quality Question	Rating
1. To what degree the initiative achieve its objectives and how well did they contribute to higher level objectives in the program strategy?	6
2. How robust was the system to measure ongoing achievement of objectives and results?	4
3. How effectively was the initiative managed?	6
4. How appropriate is the sustainability of initiative outcomes?	5
5. Was the initiative of the highest technical quality, based on sound analysis and learning?	5
6. Taking those factors into account, what was the overall quality of the initiative?	5

In summary, the ICR Team concludes that CEPA Phase 2:

- Has been relevant to need and significantly contributed to effective and cohesive community participation in basic education rehabilitation in 51 school communities recovering from conflict.

---

[4] The definitions of the rating scale are as follows: 6=Very high quality; 5= good quality; 4= Adequate quality; 3= Less than adequate quality; 2= Poor quality; 1= Very poor quality

- Established a generally "fit for purpose" monitoring and evaluation system but experienced difficulties in responding to changing requirements. Considerable discussions and time delays occurred prior to an agreed performance framework associated with the monitoring of educational outcomes was agreed with AusAID and stakeholders.

- Was responsive and adaptive to AusAID and stakeholder requirements. The MC built strong partnerships with communities and local education authorities resulting in the unanimous perception that CEPA was well managed at all levels and genuinely responsive to the needs of stakeholders.

- Has made an initial positive impact on many individuals and systems supporting change to education delivery at both community and district levels. There are good prospects for sustainability of project outcomes in CEPA targeted school communities. Local education authorities will require further assistance to replicate some aspects of the community-based approach to other school communities.

- Used information to directly enhance the quality of program operations. Program quality was also enhanced by engaging skilled National and Acehnese with good knowledge of local cultural practices, norms and protocols.

Lessons learned

The implementation of CEPA has highlighted a number of lessons learned that will inform future AusAID sponsored development activities in Aceh and Indonesia at large; particularly activities targeting educational reform, such as SEDIA and ESSP and activities in communities affected by post-conflict. Key lessons learned are described below.

<u>Working in post-conflict affected communities</u>

1. Understanding the dynamics of targeted villages is important. The village dynamics analysis tool helped CEPA and school committees to:

   a. Reveal the interconnections among programming decisions – about where to work, with whom, who to hire locally and how to relate to influential community members.

   b. Identify any conflict-exacerbating impacts of the program much sooner than is typical without the analysis.

   c. Heighten the awareness of intergroup relations in the community enabling the program to play a conscious role in helping people come together.

2. The affects of conflict on communities are not simple and a comprehensive approach to do no harm is needed. This includes training field staff in conflict analysis and engaging highly skilled staff to resolve conflicts as they arise.

3. Sectoral agencies such as district local education authorities are poorly equipped to deal with communities affected by post-conflict. For example, they do not have the skills and resources to undertake conflict analysis and do not perceive this to be their responsibility. This gap needs to be addressed if conflict sensitive approaches are to be adopted by the government in the longer term.

4. Supporting the reform of school-based management provides a sound means of building capacity in conflict-affected communities to manage their own process of development in a sustainable and peaceful manner. The CEPA targeted primary schools located close to communities successfully brought together government stakeholders, village leaders and community members. This highlights the positive psychological affect that participation can have on communities – helping them to come together, overcome trauma and achieve immediate and visible results.

5. Promoting "zero corruption", transparency and accountability provides the essential prerequisites to building trust in conflict-affected communities. CEPA management and field staff diligently protected the integrity of the program from being corrupted by repeated pressures and threats from KPA and ex-combatants to extract illegal "fees". The block management procedures promoted transparency and accountability.   As a result of increased trust and confidence in schools management, community members willingly committed time, resources and energy to improving their school.

Improving the delivery of education services

1. The participatory process opened up channels of communication and accessibility between the community, school committee, school management and the government, helping to narrow the gap between the groups. Beneficiaries became conscious of their "entitlements" and worked hard within the process to secure them. Individuals who felt that grievances were not addressed appropriately at the school community level could approach the district authorities (particularly MPD) to mediate.

2. AusAID's Draft Framework for Sub-National Level Engagement in Indonesia 2010-2015 highlights the need to ensure that local communities are actively engaged in how resources are utilised and managed. To ensure active community engagement in education delivery, there is a need to firstly assess whether or not the targeted communities are sufficiently mobilised and willing to participate in school improvement activities.

3. Strengthening the UPTD structure, including school supervisors, is essential for achieving sustainable improvements in education service delivery. Experiences throughout CEPA have demonstrated the crucial roles of the sub-districts in ensuring the effectiveness of any program that is aimed at improving school governance and quality outcomes. These organisations however, tend to be underdeveloped and not equipped with adequate professional staff, sufficient resources and incentives. Strengthening the overall capacity of these organisations is essential to improving the future delivery of education services.

4. Capacity building programs, particularly ACJEL training, appear to have had a significant short-term impact at an individual level. A 2 year program targeting capacity building for local education authorities will not have a major long-term impact at organisation level unless ongoing resource support is provided. Experience elsewhere suggests that at least 5 years are needed to ensure that impacts on

organisational capacity are sustained[5]. There are opportunities through the SEDIA program, to further support capacity building for local education authorities.

5. Low cost block grants are a good incentive and mechanism for schools and communities to implement school improvement. However, conditions need to be applied to block grants to make sure that school committees address minimum standards for sanitation and cater for the needs of disabled students.

6. Aceh has a strong oral culture which requires high levels of program staff presence. Information delivered to staff, government counterparts and school communities in written form often requires verbal reinforcement/confirmation. CEPA found that it was not enough to publish school financial and progress reports on community notice boards and expect that school communities know about and understand the progress of the program. Other mechanisms for communication are required such as village meetings and discussions at mosques.

7. Creating opportunities for parents to become more involved their school is also a very good mechanism to increase interest in the well-being of the school and in quality education. Teachers interviewed by the ICR team frequently remarked on the greater involvement of parents (particularly mothers) in their children's education as a result of CEPA. Parents are now more willing to discuss their children's progress with teachers and to help their children with homework – helping with homework also provides opportunities for parents to learn.

8. It is critical to build relationships between all levels of the education hierarchy including relationships between: the community and school; the school community and local education authorities; and between local education authorities.

Program implementation

1. A short program timeframe puts significant pressure on AusAID and the MC to quickly achieve results. This leaves little room to adjust to strategies or program focus in response to changing needs. Opportunities for improving the response time to issues arising during program implementation include: better utilising the expertise available through AusAID Advisers and the various AusAID expert panels; and ensuring that program designs include sufficient M&E specialist inputs to respond changing program needs.

2. There is no substitute for quality program personal with the right development skills, values and local knowledge. Institutionalisation of the program's core values within the CEPA team and with stakeholders significantly contributed to the effectiveness of the program.

---

[5] Refer to the numerous AusAID capacity strategies and reports written for programs throughout the Asia-Pacific regions.

Recommendations

The following are recommendations are directed primarily at AusAID and management teams of other education sector programs in Indonesia.

1. The dual of nature CEPA – being both an education program and a conflict resolution program - made it rather unique. Other education sector programs in the AIP will benefit by further exploring the lessons learned from the CEPA experience. To this end, it is recommended that AusAID consider convening a workshop to bring together members of the CEPA Core Team, AusAID Education Unit staff and other AIP education programs. This will provide an opportunity to identify how the CEPA lessons learned could be directly applied to current programs such as SEDIA and upcoming programs such as the Education Sector Support Program.

2. Continue support to district governments to implement training programs in ACJEL and SBM – these programs were highly successful in CEPA. This should include support to revitalising teaching working groups (KKG) as a functioning mechanism for teachers to share information and experiences and for the conduct of routine and ad hoc professional development. Consideration needs to be given to strengthening the role of LPMP to ensure a coordinated and consistent approach to in-service training and that districts trainers are accredited and supported.

3. Consider opportunities for further strengthening the UPTD structure, including school supervisors. This agency provides a critical role in the delivery of programs aimed at improving school governance and quality outcomes.

4. Continue to strengthen the role of MPD and its relationship with other local education authorities. The MPDs provide an important function as advisory bodies and watch dogs of local government education provision and in facilitating the democratic school election process.

5. Include conditions in block grants for school improvement to make sure that school committees address minimum standards for sanitation and cater for the needs of disabled students.

6. Ensure that program designs include sufficient M&E specialist inputs to enable the program to respond to emerging needs and changing requirements.

7. The are many synergies between CEPA and the LOGICA 2 program. The CEPA experience reinforces the need for LOGICA 2 to: promote transparency and accountability and proactively campaign against corruption; undertake analysis of village dynamics and social mapping; take a comprehensive approach to do no harm; ensure that CSOs have the skills and resources to engage in conflict resolution; and that communities are aware of and address minimum standards for the delivery of services such as education.

8. Directly employing large numbers project staff to engage and mobilise the community is considered appropriate for a rapid deployment program targeting communities affected by post conflict. CEPA was able to mobilise quickly and achieve significant results in relatively short timeframe. This aspect of the CEPA model however, cannot be replicated post-program with the resources available to government. Future programs need to focus on helping the government to

implement community engagement models that can be sustained. This includes strengthening the capacity of civil society organisations to engage with communities and government. Both LOGICA 2 and Program Nasional Pemberdayaan Masyarakat (PNPM) provide opportunities to build on the community engagement processes successfully tested and implemented by CEPA.

Overall conclusions

CEPA was a well implemented timely intervention that addressed both community stability and basic education in two Aceh districts recovering from conflict. CEPA's socially inclusive approach and focus on "zero corruption", transparency and accountability successfully built trust and empowered the community to improve the school environment. The approach improved social cohesion at the village level by creating opportunities for positive engagement, dialogue and participation.

CEPA strengthened the capacity of local education authorities in the districts of Bireuen and Aceh Utara to support the democratic election of school committees and improved schools based management. The construction program increased the number of classrooms and student places. In addition, professional development for teachers supported by CEPA improved teaching practices and this will benefit the quality outcomes of primary education.

All of these achievements contributed to targeted schools making significant progress towards achieving 5 of the 8 minimum national service standards including: improved teaching practice; improved facilities; improved SBM roles and improved community participation. As a result, over 10,000 students in 51 school communities targeted by CEPA now have safer access to primary schools with improved education quality.

Annexes

Annex 1 – Terms of Reference for the ICR

1. Purpose
These terms of reference describes the process that will guide (i) the Independent Completion Report of the Communities and Education Program in Aceh (CEPA) Phase 2; and (ii) an annual performance assessment of the CEPA Phase 2 Managing Contractor, Coffey International Development Pty Ltd, during the last 12 months (1 November 2008 – 31 October 2009). The assessment and evaluation process is expected to commence on 8 October and end on 15 November 2009.

2. Program Background
Communities and Education Program in Aceh (CEPA) program commenced in February 2006 under the Australia Indonesia Partnership for Reconstruction and Development (AIPRD), the Australian Government's five-year A$1 billion response to the 2004 Indian Ocean tsunami. The earthquake and tsunami disaster had a devastating impact on Aceh province but also led to the historical end to 30 years of conflict.

CEPA was designed to ensure Australian assistance supported recovery efforts for both tsunami and conflict-affected areas. The program aims to contribute to strengthening communities through rehabilitating schools and improving education quality in conflict-affected areas of Aceh. It is costed at A$10 million over 25 months for phase 2, and Coffey International Development Pty Ltd is the Managing Contractor (MC).

The aim of CEPA is to contribute to community participation in basic education rehabilitation in conflict-affected areas of Aceh, leading to effective and cohesive community participation and tangible improvements in the education sector. CEPA has been operating in 4 broad program areas:

- Engaging Communities in Education
- Improving School-Based Management through the School Committee
- Implementing Block Grants for School Improvements
- Improving the capacity of District Government to facilitate community input into school-based management.

CEPA has been operating in the districts of (Pidie, Bireuen, and Aceh Utara). To support project accountability and management, the CEPA program works with a number of education stakeholders in the three districts including District Office of Education (Dinas Pendidikan), District Office of Religious Affairs (Kandepag); District Education Council (MPD), as well as District Development Planning Agency (BAPPEDA).

In the phase 1, CEPA worked in the districts of Bireuen, Pidie and Pidie Jaya which covered approximately 26 villages. In phase 2, CEPA has rolled out the program activities to 50 villages across three districts: Pidie, Bireuen and Aceh Utara. Bireuen and Aceh Utara districts are engaged in all the above four program areas, while the engagement with Pidie Jaya District is only at the district level for strategic activities such as training of district trainers, workshops for Majelis Pendidikan Daerah (District Education Council), review of the Ministry of National Education School Committee handbook.

CEPA will complete implementation by 31 October 2009, and Coffey International Development will submit a draft Activity Completion Report (ACR) by mid-September 2009. The Activity Completion Report is to serve the needs of AusAID, the Government of Indonesia (GOI) counterparts and implementing agencies by (i) documenting activity achievements and lessons learnt; (ii) supporting sustainability through the joint identification of on-going needs; and (iii) providing performance data.

As the CEPA Program has been a substantial activity, AusAID proposes to undertake an Independent Completion Report (ICR). The purpose of the ICR is to assess the achievement of the program's objectives. The ICR's primary audience is AusAID management as it is used to analyse management implications and lesson learned for broader agency application.

The ICR also serves the needs of GOI counterparts and implementing agencies by reporting on aid effectiveness. This ICR will also be used to evaluate the performance of Coffey International in managing CEPA during the last 12 months.

3. Required Expertise

The contractor should possess substantial knowledge in monitoring and evaluation, experience in evaluating education assistance programs, have a knowledge of local government system, have a knowledge of community based approaches, consultative and participatory approach, gender balance analysis skill and appropriate report writing skill.

4. Scope of the Assignment

a. Independent Assessment of the program
   The consultant is required to:

   - *Assess the relevance, effectiveness, efficiency, impact and sustainability of CEPA (with special reference to its contribution to gender equality and poverty reduction);*

   - *Assess the strengths and weaknesses of the community-based participatory aspect of the activity and identify lessons learned for future investment with this focus.*

   - *Assess the program's impact on post-conflict issues of the targeted districts and identify lessons to contribute to the agency's work on education in fragile states.*

   - *Review the scope and purpose of SEDIA and suggest how CEPA might inform its inception plan and implementation modalities.*

The assessment process should be in accordance with the guideline provided in the Independent Evaluation of an Aid Activity. Should there be limited primary data available for the assessment, the consultant should use their professional judgment to assess program's impact.

The assessment should not only assess the performance of the concluding activity but should be 'forward-looking', emphasize analytical work and generation of insightful lessons and consider how activity outcomes can influence future policy and programs.
In completing the ICR, the consultant should pay particular attention to the building capacity of the government to respond to community requests, and increasing community confidence in the local government. The assessment could cover several aspects relating to conflict resolution/peace process (including through easing tensions caused by disparities in

the provision of aid between tsunami and non-tsunami affected communities), gender; the community and education partners' participation/involvement in building construction, and improve children's access to a quality basic education which will help rebuild communities and strengthen peace.

The ICR should include overall ratings of the project based on the standard AusAID six-point scale of the quality of the project. Quality ratings in the Independent Completion Report should be compared with ratings made earlier (QAI) by AusAID at different stages of its project cycle. The final ratings are intended to primarily measure the quality of project delivery against the objective.

5. Timing

It is expected that the assignment will be undertaken during the period of 8 October to 15 November 2009. Field consultations with activity staff, education stakeholders, program beneficiaries and other related parties in the 3 districts of CEPA in Aceh Province will take place from 13-23 October 2009.

Annex 2 – ICR Itinerary

Date	Parties met	Time
Jakarta		
13-Oct-09	Meeting with Education Team	08.30 - 09.30
	Meeting with Decentralization team	09.30 - 10.00
	Leaving AusAID Office for Airport	10.30
	Arrive Banda Aceh and travel directly to Lhokseumawe	17.00 - 21.30
Aceh		
14-Oct-09	Meeting with CEPA Team	Morning
	Dinas Pendidikan	
	Depag	Afternoon
	MPD	
15-Oct-09	SDN 5 Baktiya	Morning
	MIN Baktiya	
	UPTD Baktiya	
	SDN 7 Payabakong	Afternoon
	UPTD Payabakong	
	Dinner with key stakeholders & AusAID	Evening
16-Oct-09	SDN 7 Muara Batu	Morning
	UPTD Muara Batu	
	Bupati of Bireuen	Afternoon
19-Oct-09	Dinas Pendidikan + Trainer Kabupaten	Morning
	Depag	
	MPD	Afternoon
	Bawasda	
20-Oct-09	MIN Pulo Siron	Morning
	SDN 9 Kutablang	
	UPTD Kutablang	
	NGO (RATA, BIMA, ASD)	14.00-15.30
	Dinner with key stakeholders & AusAID	19.30-21.30
21-Oct-09	SDN 8 Peusangan + UPTD	Morning
	SDN 1 Jeunib + UPTD	
	Drive to Bandaaceh (stop by in Pidie Jaya to meet CEPA stakeholders there - tbc)	morning
	Meeting with SEDIA	Late afternoon/evening
22-Oct-09	Leaving for Jakarta	
22-Oct-09	Briefing with AusAID Team	Afternoon

Annex 3 – Consultation Lists

AusAID – Education Access and Priority Provinces
Joanne Dowling, Unit Manager
Katie Smith, Senior Program Manager
Yoyoh Hafidz, Program Manager - CEPA
Lila Sari, Former Program Manager - CEPA
Michael Morrissey, Education Adviser
CEPA Team
Rene Schinkel, Coffey International Development Indonesia Country Manager
Irfani Darma, Team Leader
Krishna Winata, Education and Training Specialist
Rizal Usman, Conflict Resolution Specialist
Syukri Rahmat, Community Engagement Manager
Mizansyah, Construction Manager
Local Education Authorities, Aceh Utara
Dra. Maulidariah, Subbab Persidangan dan Dokumentasi, MPD
Drs. Jamaluddin, Kasi Mapenda, Depag
Jakaria AR, , MPD
Nasa'I, Staff Seksi Mependa, Depag
Dr. Sujiman A. Musa, MPD
Halidi, Dinas Pendidikan,
Safrindia, MPD
A Siddiei, Dinas Pendidikan
Local Education Authorities, Bireuen
P. Azhar, Dinas Pendidikan
P.Zulhelmi, Depag
P. Mansur Saidi, MPD
Pak Ibrahim, MPD
P. Harun, Dinas Pendidikan
Ibu Darmayanti, District Trainer
Pak HamDani, District Trainer
UPTD-Jeunib, Peusangan, Kutablang
Wan Hasmah Ma. Pd.
Aminah Amir Ralimani A. MaPd
Afwadi
Syan Fudidin, S.Pd
Razali Husin, S.Ag.
Jabfar, A Ma. Pd.
Abubakan Is, A.Ma.Pd
Schools and School Committees in Aceh Utara
SDN 5 Baktiya

MIN Baktiya
SDN 7 Payabakong
SDN 7 Muara Batu
Schools and School Committees in Bireuen
MIN Pulo Siron
SDN 9 Kutablang
SDN 22 Peusangan
SDN1 Jeunib
SDN 5 Jeunib
NGOs
Rehabilitation Action for Torture Victims in Aceh (RATA)
BIMA
Aceh Society Development (ASD)
Other
Bupati of Bireuen
Bupati of Pidie Jaya
Mary Fearnley-Sander, SEDIA Team Leader

Annex 4 – ICR Evaluation Framework

Focus Area(s)/Key Questions	Information Sources	Data Collection Method
RELEVENCE		
Evaluative Question 1: Was the program design appropriate?		
Supporting Questions		
1. Did the program design address identified stakeholder needs?	Program design documents	Document review
2. Did the design provide an appropriate implementation strategy and mechanism and fit with the strategic objectives of the Governments of Australia and Indonesia?	Project design documents	Document review
3. Were institutional set-up and implementation arrangements for the program appropriate?	Program t reports, MC, PSC, AusAID	Document review, interviews
4. Did the program identify relevant risks and provide safeguard and risk mitigation measures?	Program inception and progress reports	Document reviews
EFFECTIVENESS		
Evaluative Question 2: To what extent has CEPA contributed to more effective inclusion by district government and the MPD of civil society/community representatives in school communities?		
Supporting questions		
1. Are government guidelines providing operational specifications for the democratic election of representatives for school committees being applied to CEPA targeted schools?	ACR, School Committees, Local Education Authorities	Document Review and interviews
2. How confident are local education authorities that they can use the guidelines to ensure democratic election of representatives for school committees in non-CEPA schools?	Dinas Pendidikan, Local Education Authorities	Interviews, FGDs
3. How confident are local education authorities that they can ensure the effective inclusion of civil society/community representatives in school committees?	Dinas Pendidikan, Local Education Authorities	Interviews, FGDs
4. What resources and materials are in place to support the ongoing training of TOT trainers?	MC, Local Education Authorities	Interviews, FGDs
5. How confident are local education authorities that they have the capacity to support SBM, ACJEL, supervisory and training skills and local regulations in (a) CEPA schools and (b) non CEPA schools	Local Education Authorities	Interviews, FGDs
6. How confident are local education authorities in the capacity of school inspectors to support schools governance and management activities that were established with assistance from CEPA?	Local Education Authorities	Interviews, FGDs
7. How has the relationship between local education authorities changed as result of participating in CEPA?	Local Education Authorities	Interviews, FGDs
Evaluative Question 3: How has CEPA increased community participation in AIP-CEPA targeted schools in decision-making in respect of the planning, utilisation and management of resources?		
Supporting Questions		
1. Are school committees meeting more frequently with communities in CEPA targeted communities?	ACR, School Committees	FGDs
2. How do school communities have an effective input into school decision making and planning processes? Is the process socially inclusive? Are poorer members of the community able to	ACR, MC, School Committees	Document reviews, Interviews, FGDs

Focus Area(s)/Key Questions	Information Sources	Data Collection Method
contribute?		
3. How do school community members monitor the use of school resources	School Committees	FGDs
4. Did some members of school communities have expectations that can't be met? How was this managed?	School Committees	FGDs
5. How confident are school committees that they will be able to continue engage their school community in the future?	School Committees	FGDs
Evaluative Question 4: To what extent has the participation of women in school committee decision-making improved as result of CEPA activities?		
Supporting Questions		
1. How many positions on school committees are occupied by women? How many in decision making roles?	ACR, School Committees	Document Review, FGDs
2. What influence do women have on school decision making, planning and implementation of development plans?	ACR, CEPA Gender Survey, School Committees	Document review, FGDs
3. Do professional development activities promote the involvement of female teachers?	ACR, CEPA Gender Survey, Teachers	FGDs
Evaluative Question 5: To what extent has Improved schools governance led to improvements in education?		
Supporting Questions		
1. How were school communities involved in the preparing development plans and budgets?	MC, School Committees	FGDs
2. How did school communities ensure that CEPA block grants, were managed transparently, accountably and effectively?	MC, School Committees	FGDs
3. What difficulties (if any) did school committees have in following grant management procedures?	MC, School Committees	FGDs
4. How effective was the monitoring and supervision provided by school supervisors?	MC, School Committees	FGDs
5. To what extent have the block grants assisted schools to achieve minimum service standards?	MC, School Committees	FGDs
6. How many school committees have secured a second block grant using GoI funds?	MC, School Committees	FGDs
7. Is there any evidence (at this early stage) of improved learning outcomes for students as a result of school improvements?	MC, School Committees	FGDs
Evaluative Question 6: What were the strengths and weaknesses of the community based aspects of the program?		
Supporting Questions		
1. What are the strengths and weaknesses of the CEPA community engagement process?	CEPA Team	FGD/SWOT
2. What was the cost-benefit of involvement with CEPA from the community perspective?	School Committees	FGD
3. Can the community engagement process be implemented without support from CEPA?	CEPA Team	FGD/SWOT
4. Could the community engagement tools be "packaged" for use on other AusAID programs?	CEPA Team	FGD/SWOT
5. What impact has the program had on post-conflict issues in the targeted districts? What are the lessons learnt that contribute to AusAID's work on education in fragile states?	Project reports, CEPA Team	Document review, FGD

Focus Area(s)/Key Questions	Information Sources	Data Collection Method
EFFICIENCY		
Evaluative Question 7: How efficiently and effectively was the program managed?		
Supporting Questions		
1. Did program management respond effectively to new or changed demands?	Program reports, AusAID	Document review, Interview
2. Were program management issues identified and resolved in a timely fashion?	Program reports, AusAID, PSC	Document review, Interview
3. Were workplans realistic with achievable targets?	Program reports, AusAID	Document review, Interview
4. Did program reports provide an appropriate level of detail to assess program performance?	Program reports, AusAID	Document review, Interview
5. What was CEPA 'core' staff turnover over the life of the project? How did the project's HRM systems impact on this? Were AusAID and the MC satisfied with retention rates?	MC, AusAID	Interview
6. Were all program outputs achieved in a timely manner?	Program reports, MC, AusAID	Assessment of outputs based on logframe indicators
Evaluative Question 8: Were program finances managed effectively?		
Supporting Questions		
1. Were finances soundly and transparently managed and reported?	Program reports, AusAID	Document review, Interview
2. Were there any problems in fund disbursement for program activities?	Program reports, MC, AusAID	Document review, Interview
3. Were budget forecasts reasonably precise?	Program reports, MC, AusAID	Document review, Interview
4. Does expenditure reflect value for money	Program reports	Value for money assessment
Evaluative Question 9: Were monitoring and evaluation arrangements appropriate and effective?		
Supporting Questions		
1. Was monitoring and evaluation conducted in accordance with the agreed M&E framework?	Program reports, MC, AusAID	Document review, interview
2. Were M&E specialist inputs sufficient or should there have been more ongoing specialist inputs?	MC, AusAID	Interview
3. Why was the M&E focus changed in the final year of implementation? How did this change impact on program performance management and reporting?	MC, AusAID	Interview
4. What lessons were learned during project implementation?	Program reports, ICR findings	Document review, ICR discussions

Focus Area(s)/Key Questions	Information Sources	Data Collection Method
5. How were lessons learnt fed back in the program and to other stakeholders?	Program reports, MC	Document review, Interview
6. What arrangements were established to support continuous learning using M&E data?	Program reports, MC	Document review, Interview
Evaluative Question 10: Were risks effectively identified and mitigated?		
Supporting Questions		
1. Were risk management arrangements effective? Did the MC provide key stakeholders with updates on project issues and risks on an ongoing basis?	Program reports, AusAID	Document review, Interview
Evaluative Question 11: Were relevant reconstruction policies and plans adhered to during program implementation?		
Supporting Questions		
1. What measures were taken to ensure that program was delivered in accordance with relevant GOI and AIPRD reconstruction policies, regulations and guidelines?	Program reports, MC	Document review, interview
Evaluative Question 12: Were risks relating to conflict identified and treated?		
Supporting Questions		
1. What measures were taken to ensure that program activities were undertaken in a conflict-sensitive manner?	Program reports, MC	Document review, interview
Evaluative Question 13: How effective were AusAID management and processes?		
Supporting Questions		
1. What are examples of how AusAID contributed to the success of the program?		
2. How could we improve the influence AusAID has over future programs?		
IMPACT AND SUSTAINABILITY		
Evaluative Question 14: What was the impact of CEPA on beneficiaries in terms of improving schools governance in communities recovering from conflict?		
Supporting Questions		
1. What changed in terms of village dynamics as a result of CEPA?	MC	Interview
2. Why was the village dynamics analysis not accommodated in the final program outcome indicators?	MC, AusAID	Interview
3. How effective were the conflict sensitive approaches and why are they not reflected in the final program outcome indicators?	MC	Interview
4. Is there any direct evidence the CEPA approach has had impact on poverty? Why were poverty measures not included in the program outcome indicators?	MC, School Committees	Interview, FGDs
5. How supportive are local education authorities of continual promotion of gender equality in schools governance?	MC, Local Education Authorities	Interview
6. Is there any evidence (at that this early stage) that there have been improved learning outcomes as a result CEPA?	MC, School Committees	FGDs
Evaluative Question 15: Can the initiatives established by CEPA be sustained post program?		

Focus Area(s)/Key Questions	Information Sources	Data Collection Method
Supporting Questions		
1. Can the community engagement process be implemented by local education authorities without program assistance?	Local Education Authorities	Interview
2. Were organizational capacity assessments of local educational authorities undertaken? What the organization capacity barriers that need to be overcome to support schools development post program?	MC, Local Education Authorities	Interview

Annex 5 – List of Reference Documents

Documents reviewed for CEPA Phase 2 Contractor Performance Assessment:

- CEPA Program Design
- CEPA Contract (Scope of Services)
- CEPA Quality at Implementation reports
- Program Strategies (Gender Strategy, Village Dynamic Analysis)
- Progress Reports (Six Monthly)
- Activity Completion Report
- CEPA Sustainability and Exit Strategy
- CEPA Monitoring and Evaluation Framework
- Nanggroe Aceh Darussalam Education Strategic Plan 2007-2011
- Law of the Republic of Indonesia (UU) No. 11/2006 regarding Governing of Aceh
- SEDIA design document
- 1st Contractor Performance Assessment

Annex 6 – AIP CEPA Logical Framework Matrix

	Expected Outcome	Verifiable Indicators	Means of Verification	Assumptions
Goal: Improved governance of and effective and cohesive community participation in basic education in communities recovering from conflict				
G.1.	Communities make decisions about their schools that lead to education quality improvements in a participative, inclusive, and cohesive manner.	Active and effective engagement of school communities in school improvements.	Village Dynamics Analysis (pre intervention and post-Block grant), Most Significant Change (quarterly starting first 12 months), and reports, including minutes of meetings (PSC, school / community), and field staff activity reports.	Key decision-makers have the capacity and willingness to support positive education quality and education governance improvements.
G.2.	Government education officials support schools to achieve education quality improvements.	Schools accreditation against Minimum Service Standards.	Accreditation documents and District and school M&E data (end of initiatives), School Mapping and KAP survey results (end of initiative).	The security environment in Aceh remains conducive to sustainable development.
Purpose: Improved governance of education and effective working relationships between communities, schools and government stakeholders				
P.1.	Sub-District and district education officials and MPD members engage more effectively with school communities.	Effective engagement between school communities and government education stakeholders.	KAP survey (beginning and end of intervention), Most Significant Change (quarterly starting first 12 months), and reports, including minutes of meetings (PSC, school / community), and field staff activity reports.	Provincial legislation remains conducive to sustainable developments in education.
P.2.	Government education policies, work-plans and budgets better reflect the needs of schools.	All CEPA schools have relevant (in accordance with Minimum School Standards) School Development Plans that are approved by government agencies. Government education policies, priority programs, data (sex disaggregated) and spending patterns	School Development Plans (after CEPA has been active for 8 months in the cluster). Government education policies, priority programs, data (sex disaggregated) and spending patterns (reviewed annually)	Key decision-makers have the capacity and willingness to support positive education quality improvements, and support transparent management of education service delivery.

Annex 7 – AIP CEPA Program Outcomes for ACR

	Focus Area	Outcome	Indicator	Verification/data source
1	Process of school governance	More effective inclusion by district government and the MPD of civil society / community representatives in school committees	Government guidelines provide operational specifications for the democratic election of representative school committees in AIP-CEPA target districts	District School Committee Handbooks / Petunjuk Teknis Pembentukan Komite Sekolah
			The MPD manages and verifies the process of electing representative school committees in AIP-CEPA target school clusters	Berita Acara (Statement of Event) from the MPD regarding school committee elections
			The MPD provides a letter of authorisation (SK) for democratically elected, representative school committees in AIP-CEPA target school clusters	Letter of authorisation (SK) from MPD for newly elected school committees
			Increased proportion over baseline of school committees that are representative of the community in respect of gender, occupation, levels of education of committee members)	Baseline data and mini-survey on school committee members
			Increased capacity for guidance by government and MPD to support good governance in schools	District planning documents in support of SBM
2	Accountability of school governance	Increased community participation in AIP-CEPA targeted schools in decision-making in respect of the planning, utilisation and management of resources	School committee meet with school parents and friends / school catchment area community at least four times per year	Berita acara (Statement of Event) of village meetings facilitated by school committees.
			School communities have effective input into school decision-making and planning processes	Berita acara (Statement of Event) of meetings with parents and citizens regarding School Development Plans, Block Grant Agreements, and BOS.
			School community members can monitor the utilisation of school resources	Evidence of access to information on school resources, budgets, and expenditure reports (e.g. on notice boards / public meetings), plus independent auditing.
3	Women and decision-making	Increased participation of women in school committee	Percentage of increase over baseline of women on school committees	Baseline data and follow up survey

	Focus Area	Outcome	Indicator	Verification/data source
		decision-making	Percentage of increase over baseline of women in significant decision-making positions (e.g. Treasurer, heads of sub-committees) on school committees	Baseline data and documentation of election results.
			Percentage of female members of school committees who report that they actively participate in key decisions regarding school management	Simple survey to be designed that will garner information on what important decisions female school committee members were involved in, and how they were involved.
4	Improved schools governance leads to improvements in education	Improved governance arrangements in AIP-CEPA targeted schools lead to improved provision for quality school programs	School plans and budgets support the achievement of key national service standards targeted in school development plans	Minutes of school committees; school plan and budget signed off by school committee representatives.
			Allocation of budget to student learning needs based on transparent processes	Minutes of budget discussion; school budget which account for all sources of income and expenditure, allocate the BOS in line with BOS guidelines and are signed off by school committee representatives

Annex 8 – List of Program Personnel

No	Name	Position	Months
		COFFEY HEAD OFFICE ADELAIDE/JAKARTA	
1	Rene Sehingkel	Contractor Representative	
2	MK Tang	Program Manager	
3	Sophie Kittingan	Finance Manager	
4	Alan Atwell	Project Director	
5	Diani Widihastuti	Project Manager	
6	Remy Agus	Project Manager	
		MC BUDGET LONG TERM	
7	Irfani Darma	Team Leader	7
8	Chloe Olliver	Team Leader	18
9	Krishna Winata	Education and Training Spc	23
10	Rizal Usman	Conflict Resolution Spc	24
11	Syukri Rahmat	Community Engagement Manager	24
12	Mizansyah	Construction Manager	24
13	Ningrum Wiyono	Transparency and Operational Manager	24
14	Dika Ayu	Admin Officer	5
15	Hamidah Hamzah	Admin Lhokseumawe Office	3
16	Hamidah Hamzah	Administrator Officer	21
17	Hamadi SE	Finance Manager	21
18	Dhuhriana Jamil SE	Finance Officer	10
19	Sayed Syahridhan	HR Manager	11
20	Mudastsir Zainal	IT Officer/ Database Management	19
21	M Syukur R	IT Officer/ Database Mgt	6
22	Mohd. Haekal Bharya	Junior Admin Officer	24
23	Ratna Sari Widaly	Logistic Officer	11
24	Yenni Nurannisa	Office Manager Secretariat	5
25	Yenni Nurannisa	Office Manager	6
26	Yenni Rosana	Office Manager	17
27	Cut Fitri Rahmayanti	Office Maintenance	10
28	Nurjannah Husaini	Office Maintenance	24
29	Agusyadi	Security	23
30	Baihakki	Security	23
31	Feri Ariadi	Security	23
32	Irwan A. Gani	Security	23
33	Khairuddin	Security	23
34	Mundani	Security	23
35	Abdul Muthalib	Security Posko	11
36	Herdi Saputra	Security Posko	7
37	Husni	Security Posko	7
38	Iswadi	Security Posko	6
39	M. Adam	Security Posko	5
40	Mountazery	Security Posko	11
41	Muammar	Security Posko	8
42	Muhammad Nasir	Security Posko	5
43	Nasrullah	Security Posko	5
44	Saiful	Security Posko	6
45	Yanwar	Security Posko	11
46	Zulfan	Security Posko	11
		MC BUDGET SHORT TERM	
47	Theodore Demaisip	Monitoring and Evaluation Advisor (International)	21 days

No	Name	Position	Months
48	Iskandar A. Gani	Conflict and Child/ Human Right Advisor	12 days
49	Hadi Utomo	Conflict and Child/ Human Right Advisor	50 days
50	Jan Edwards	Gender Advisor (International)	57 days
51	Nila Wardani	Gender Advisor (National)	18 days
52	Lasminawati	Gender Advisor (National)	80 days
53	Jeffery Ing	Engineer, Aceh Specialist	32 days
	TRUST ACCOUNT BUDGET		
54	Herawati	Cluster Coordinator	9
55	Herawati	Assistant Monitoring-Reporting & Edu	2
56	Azmar ST	FO Community Engagement	5
57	Azmar ST	Cluster Coordinator	18
58	Busra Abdullah	FO Community Engagement	10
59	Busra Abdullah	Cluster Coordinator	7
60	Edi Safrijal	FO Community Engagement	5
61	Edi Safrijal	Cluster Coordinator	18
62	Malahayati	Cluster Coordinator	20
63	Rizwan Sulaiman	FO Community Engagement	5
64	Rizwan Sulaiman	Cluster Coordinator	20
65	Armiadi A. Gani	Cluster Coordinator	11
66	Armiadi A. Gani	Coordinator CI	12
67	Buchari Yahya	Cluster Coordinator	12
68	Buchari Yahya	Coordinator Community Transparency Initiative	12
69	Agusni	Training Officer	4
70	Agusni	FO CI	13
71	Evi Wahyuni	Cluster Coordinator	11
72	Evi Wahyuni	FO CI	12
73	Fitriana Ibrahim	FO Community Engagement	5
74	Fitriana Ibrahim	FO CI	13
75	Marlina	FO Community Engagement	5
76	Marlina	FO CI	8
77	Marwan Idris	FO Community Engagement	12
78	Marwan Idris	FO CI	5
79	Muliadi	FO Community Engagement	16
80	Muliadi	FO CI	2
81	Rizal	FO Community Engagement	5
82	Rizal	FO CI	13
83	Rudi Siska	FO Community Engagement	5
84	Rudi Siska	FO CI	11
85	Seliah	FO Community Engagement	5
86	Seliah	FO CI	11
87	Fakhriadi Zakaria	FO Community Engagement	12
88	Fakhriadi Zakaria	FO CI / IEC Assistance	3
89	Abdul Halim	FO Community Engagement	3
90	Asnawi Muhammad Yacob	FO Community Engagement	18
91	Cin Fitri	FO Community Engagement	7
92	Elya Darna	FO Community Engagement	18
93	Irma Suryani	FO Community Engagement	18
94	Mahyan Ridha	FO Community Engagement	23
95	Marziana Azis S.Pd	FO Community Engagement	18
96	Mawaddah	Village Facilitator	5
97	Mawaddah	FO Community Engagement	18

No	Name	Position	Months
98	Muhammad Iqbal ST	FO Community Engagement	18
99	Murizal Haryanto	FO Community Engagement	18
100	Nahri Kamaruddin	FO Community Engagement	2
101	Putri Megawati	FO Community Engagement	5
102	Shaifuddin	Village Facilitator	12
103	Shaifuddin	FO Community Engagement	5
104	Yusri Ismail	Village Facilitator	5
105	Yusri Ismail	FO Community Engagement	18
106	Zulfadhli	Village Facilitator	5
107	Zulfadhli	FO Community Engagement	15
108	Adi Wardah	FO Engineer	8
109	Ahmad Fauzan Muttaqien	FO Engineer	7
110	Ali Hasmi Batu Bara	FO Engineer	3
111	Bukhari Abdullah	FO Engineer	10
112	Fadhli Ibrahim	FO Engineer	23
113	Faisal	FO Engineer	2
114	Jamalul Hakim	FO Engineer	3
115	Khalil Mufli	FO Engineer	23
116	Lidya Anggraini	FO Engineer	15
117	Mukhlis	FO Engineer	3
118	Reno Syahputra	FO Engineer	3
119	Sayed Mukhayar Syauki	FO Engineer	9
120	T. Nur Adli	FO Engineer	5
121	Vandayani Lumunon	FO Engineer	3
122	Zulfakar	FO Engineer	10
123	Feri Fahmi, SH	Village Facilitator	12
124	Feri Fahmi, SH	FO Gender & Inclusion	8
125	Putri Utami	FO Transparency	15
126	Putri Utami	FO Gender & Inclusion	3
127	Rahmi Jafar	FO Community Engagement	18
128	Rahmi Jafar	FO Gender & Inclusion	3
129	Ahmadra Penta Wardana Putra	FO Engineer	10
130	Ahmadra Penta Wardana Putra	FO Transparency	2
131	Cut Nursaimah	FO Transparency	5
132	Dewi Fithriana	Village Facilitator	16
133	Dewi Fithriana	FO Transparency	2
134	Fitri Handayani	FO Community Engagement	14
135	Fitri Handayani	FO Transparency	2
136	Irma Rahmawati	FO Transparency	4
137	Khatijah Hasan	Village Facilitator	20
138	Khatijah Hasan	FO Transparency	1
139	Malahayati	FO Transparency	2
140	Murdani M. Amin	Village Facilitator	8
141	Murdani M. Amin	FO Transparency	15
142	Rona Riani	Village Facilitator	9
143	Rona Riani	FO Transparency	10
144	Roswita	FO Community Engagement	10
145	Roswita	FO Transparency	9
146	Syarifuddin	FO Transparency	1
147	Wardiana Idris	Village Facilitator	15
148	Wardiana Idris	FO Transparency	12
149	Zulfikar Arahman	FO Transparency	6

No	Name	Position	Months
150	Muhammad Rheza	FO Community Engagement	5
151	Muhammad Rheza	I E C Coordinator	19
152	Irwansyah Yahya	M&E Coordinator	13
153	Maulidin	FO Engineer	8
154	Maulidin	Senior Engineer	4
155	Bakhtiar Effendy	Senior Field Auditor	11
156	M Harmia	FO Transparency	20
157	M Harmia	Senior Field Transparency	4
158	Fadli Mahyiddin	Training Coordinator	9
159	Faisal Rizal	Training Coordinator	9
160	Irfan Abdullah	Training Coordinator	15
161	Aina, SKM	Village Facilitator	16
162	Aminah	Village Facilitator	16
163	Amiruddin Ibrahim	Village Facilitator	16
164	Andi Setiawan SHi	Village Facilitator	15
165	Anidar	Village Facilitator	18
166	Awaluddin Jonriaman	Village Facilitator	4
167	Azhar Zainuddin	Village Facilitator	16
168	Azwani M. Ali	Village Facilitator	3
169	Bill Razi	Village Facilitator	16
170	Edi Syahrial	Village Facilitator	9
171	Eni Sutiar	Village Facilitator	25
172	Ernita	Village Facilitator	16
173	Fadhli M. Yusuf	Village Facilitator	3
174	Fitrihayati	Village Facilitator	15
175	Fuadi	Village Facilitator	14
176	Hasyir Ilyas, SH	Village Facilitator	18
177	Herlina	Village Facilitator	9
178	Ida Mulyani	Village Facilitator	18
179	Irwansyah	Village Facilitator	13
180	Isfanuddin A. Bakar	Village Facilitator	26
181	Ismahadi	Village Facilitator	17
182	Ismail	Village Facilitator	3
183	Jamaliah	Village Facilitator	4
184	Jumadinur	Village Facilitator	19
185	Junaidi A Wahab	Village Facilitator	20
186	Juniar Ishak	Village Facilitator	5
187	Lindayani	Village Facilitator	9
188	Liza Liana	Village Facilitator	16
189	Miftahuddin	Village Facilitator	16
190	Misbahnur	Village Facilitator	9
191	Muhammad	Village Facilitator	16
192	Mutiawati A.Ma	Village Facilitator	20
193	Nora Devi	Village Facilitator	16
194	Nurdin Azwar	Village Facilitator	16
195	Nurhayati	Village Facilitator	19
196	Nurhayati	Village Facilitator	16
197	Rosnita	Village Facilitator	16
198	Safriaton	Village Facilitator	21
199	Saiful Afwadi Ilyas	Village Facilitator	16
200	Sudirman	Village Facilitator	16
201	Syamaun	Village Facilitator	18
202	Syarifuddin	Village Facilitator	16
203	Tgk. Zubir	Village Facilitator	23

No	Name	Position	Months
204	Usman Amin	Village Facilitator	16
205	Wardiana	Village Facilitator	18
206	Wildar	Village Facilitator	2
207	Yusnidar	Village Facilitator	16
208	Zubir	Village Facilitator	16
209	Zulkarnaini	Village Facilitator	16
210	Zulkifli Abdulsamat	Village Facilitator	16
211	Zulkifli Adullah	Village Facilitator	16

Annex 9 – List of Significant Reports Prepared by Project

No	Title of Report/Document/Guideline	Dates	Prepared By
Report/Document			
1	Project Design Document	April 2007	AusAID
2	CEPA Gender and Inclusion Strategy	May 2008	Jan Edward, Gender Advisor
3	CEPA Conflict Strategy	November 2007	CEPA Conflict Resolution Specialist
4	Information, Education, Communication Strategy	February 2009	CEPA Team Leader
5	Continuous Improvement and Sustainability Strategy	March 2009	CEPA Team Leader
6	Inception Report	November 2007	CEPA Team Leader
7	First Six Monthly Report	April 2008	CEPA Team Leader
8	Second Six Monthly Report	October 2008	CEPA Team Leader
9	Third Six Monthly Report	April 2009	CEPA Team Leader
10	Fraud Assessment and Control Strategy	August 2006	Coffey ID
11	The Aceh Peace Process: Dynamics and its Sustainability (A Reflection on Local Dynamics)	August 2009	Acheh Society Development (ASD)
Guideline/Manual			
12	CEPA Block Grant Implementation Manual	July 2008	CEPA Core Management Team
13	Guideline of School Committee Election	April 2009	District Team and CEPA
14	Training Module for School Committee	April 2009	District Team and CEPA
15	Field Guide Manual	November 2007	CEPA
16	Health, Safety and Security Manual	September 2007	CEPA and Coffey ID
17	Administration and Finance Manual	October 2007	CEPA
18	CEPA Activity Implementation Technical Guideline	October 2008	CEPA Core Management Team
19	Guideline for Construction Safety and Sustainability	July 2008	CEPA Construction Manager
20	Handover Plans	October 2008	CEPA

Annex 10 – Cost Summaries

COMMUNITIES AND EDUCATION PROGRAM IN ACEH (CEPA) TRUST ACCOUNT EXPENDITURE UPDATE AS OF 15 AUG 2009 AND PROJECTED EXPENDITURE TO 31 OCTOBER 2009

Description		Year 1 (Sept 07 to Sept 08)	Years (Oct 08 to 15 Aug 09)	Amount
TOTAL BUDGET AVAILABLE	:			**4,270,000**
EXPENDITURE TO DATED				
Activity	:	358,318.90	534,276.59	892,595.49
Block Grants	:	318,876.51	1,592,131.47	1,911,007.98
Field Personnel	:	382,538.66	574,465.51	957,004.17
Other	:	24,435.46	40,709.21	65,144.67
TOTAL EXPENDITURE TO DATED	:	**1,084,169.53**	**2,741,582.78**	**3,825,752.31**
BALANCE AS OF 15 AUG 2009	:			**444,247.69**
PROJECTED EXPENDITURE (16 AUG TO 31 OCT 09)				
Activity	:		188,932	
Block Grants	:		45,246	
Field Personnel	:		111,449	
Other	:		43,478.49	
PROJECTED EXPENDITURE (16 AUG TO 31 OCT 09)	:			**389,105**
REMAINING BALANCE PROJECTED BY THE END OF PROGRAM	:			**55,142.23**