



End of Program Review

Provincial Road Improvement and Maintenance (PRIM) Program

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About KIAT

Kemitraan Indonesia Australia untuk Infrastructure (KIAT) is a partnership between the Government of Australia and Government of Indonesia (GOI) to support sustainable and inclusive economic growth through improved access to infrastructure for all people In Indonesia. KIAT works with government partners, multilateral development banks (MDBs) and civil society providing technical assistance to improve infrastructure policy, planning and delivery. KIAT also works with sub-national governments to improve the quality of infrastructure spending and planning.

Through its work with central and sub-national governments, KIAT is working towards 4 End-of-Facility Outcomes (EOFOs):

1. Improved policies and regulations for infrastructure development
2. High quality projects prepared for financing by GOI, MDBs or the private sector
3. High quality infrastructure delivery, management and maintenance by GOI
4. Infrastructure policies, design and delivery are more inclusive for women and people with disability.

The initial focus of KIAT is on the following areas: Water and Sanitation; Transport; Gender Equality, Disability and Social Inclusion (GEDSI); and Infrastructure Funding and Financing (IFF). KIAT is also expanding its infrastructure activities in the areas of climate change, urbanisation, and private sector participation.

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Acronyms

Acronym	Definition
ACAP	Anti-Corruption Action Plan
APBD	Anggaran Pendapatan dan Belanja Daerah (Local Government Budget)
APBN	Anggaran Pendapatan dan Belanja Nasional (National Government Budget)
AUD	Australian Dollar
BPSDM	Badan Pengembangan Sumber Daya Manusia (MPWH Human Resources Development Agency)
Bappeda	Badan Perencanaan Pembangunan Daerah (Development Planning Agency at Sub-National Level)
Bappenas	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency)
BPKAD	Badan Pengelolaan Keuangan dan Aset Daerah (Regional Financial and Asset Management Agency)
CSO	Civil Society Organization
DAK	Dana Alokasi Khusus (Special Allocation Fund)
DED	Detailed Engineering Design
DFAT	Department of Foreign Affairs and Trade, Government of Australia
DGH	Department General Highways (within Ministry of Public Works and Housing)
Dishub	Dinas Perhubungan (Transportation Agency at Sub-national Level)
DPO	Disabled Persons Organizations
DPU	Dinas Pekerjaan Umum (Public Works Agency at Sub-national Level)
EINRIP	Eastern Islands National Road Improvement Program
EOFO	End of Facility Outcome
EOPO	End of Program Outcome
EPR	End of Program Review
GAP	Gender Equality, Disability and Social Inclusion Action Plan
GEDSI	Gender Equality, Disability and Social Inclusion
GESIT	Gender Equality and Social Inclusion in Infrastructure (Activity)
GoA	Government of Australia
GoI	Government of Indonesia
HWDI	Himpunan Wanita Disabilitas Indonesia (Association of Indonesian Women with Disability)
IDR	Indonesian Rupiah
IWAPI	Ikatan Wanita Pengusaha Indonesia (Association of Indonesian Women Entrepreneurs)
KIAT	Kemitraan Indonesia Australia untuk Infrastruktur (Indonesia Australia Partnership for Infrastructure)
LG	Local Government
LGDP	Local Government and Decentralization Project
M&E	Monitoring and Evaluation
MoF	Ministry of Finance
MoHA	Ministry of Home Affairs
MPWH	Ministry of Public Works and Housing

Acronym	Definition
NTB	Nusa Tenggara Barat (Province)
OPD	Organisasi Perangkat Daerah (Local Government Department/Organization)
PFID	Centre for Facilitation of Regional Infrastructure ((within Ministry of Public Works and Housing)
PIC	Program Implementation Consultant
PIU	Program Implementation Unit
PIUC	Program Implementation Unit Consultant
PMM	Program Management Manual
PPK	Pejabat Pembuat Komitmen (Commitment-Making Officer, Government Project Manager)
PPRG	Perencanaan dan Penganggaran Responsif Gender (Gender Responsive Planning and Budgetting)
PRIM	Provincial Road Improvement and Maintenance
RTTF	Road Traffic and Transport Forum (in Indonesian FLLAJ, Forum Lalu Lintas dan Angkutan Jalan)
SEGESI	Social, Environment, Gender Equality and Social Inclusion (Toolkit)
SEKDA	Sekretaris Daerah (Secretary General at Sub-national Level)
SIPDJD	Sistem Pengelolaan Database Jalan Provinsi Dan Kabupaten/Kota (Provincial and District/City Road Database Management System)
SOP	Standard Operating Procedure
SWE	Society of Women Engineers
TA	Technical Assistance
TKD	Transfer ke Daerah (Fiscal Transfer to Local Government)
TOT	Training of Trainer (Courses)
TP3J/RMMT	Tim Pengendali Percepatan Pemeliharaan Jalan (Road Maintenance Management Team)
VTASC	Verification and Technical Assessment Support Consultant
WLK	West Lombok (Kabupaten Lombok Barat, KLB)

EXECUTIVE SUMMARY

This End of Program Review (EPR) report presents key findings for the Provincial Road Improvement and Maintenance (PRIM) Program. PRIM was a nine-year program (2013–2022) which combined AUD 38 million of grants with AUD 24.6 million in technical assistance, designed to improve the quality of Indonesia’s sub-national road network by incentivising Local Governments (LGs) to improve their approaches to road maintenance. The EPR was conducted over a 2-month period from December 2022 - January 2023 by a team of 3 independent consultants contracted by KIAT. The findings and lessons detailed in the report provide a foundation and evidence-base for the design of future investments in the road and infrastructure sectors both within Indonesia and more broadly across the region.

The EPR was completed over 4 phases. The phases included: (i) development and agreement of a review plan; (ii) a desktop review of available documentation, (iii) verification and supplementary data collection and analysis; and (iv) final analysis and reporting. Data and information were analysed against 15 primary Key Evaluation questions (KEQs) covering: (i) the evolution of PRIM; (ii) relevance, (iii) effectiveness; (iv) efficiency; Gender Equality, Disability and Social Inclusion (GEDSI); (v) Monitoring and Evaluation (M&E); (vi) sustainability; (vii) risks and safeguards; and (viii) lessons learned.

Evolution of PRIM

PRIM was designed as a pilot program to trial the use of a performance-based grants (often referred to in Indonesian as, “hibah”) to incentivise improvements in the maintenance of provincial roads by Indonesian LGs, based on the assumption of a more cost-effective way of managing provincial (and later district) road assets. The hibah mechanism differs from traditional forms of development assistance. Hibah mechanisms work within Indonesian government financial management systems to support LGs in funding and implementing a scope of work that is then independently verified before grant funding is reimbursed to the LG.

Key components of the grant mechanism include: (i) pre-financing by the LG, (ii) contracting and management of works by the LG or its operating entities, (iii) independent verification and technical assessment of outputs, and (iv) disbursement of pre-agreed amounts of grant funds based on the results of verification and technical assessment. Implementation is guided by a project management manual which sets out standards and requirements and is agreed to by all key stakeholders. It is also important to note hibah programs not only use grants, but also provide technical and capacity development assistance to LGs, and potentially to other parties involved (e.g., central government and/or the entities responsible for verification and technical assessment). The hibah mechanism has been a feature of Australian development cooperation in the Indonesia infrastructure sector since 2009 where they have been initially applied in the water and sanitation sectors.

The inception and design of PRIM recognised that previous efforts to raise the standard of subnational road provision across Indonesia did not adequately incentivise on-going maintenance. The PRIM design targeted this gap by applying the hibah mechanism, introducing (i) a performance-based grant; (ii) increased public oversight and scrutiny; and (iii) capacity development and technical support. The grant mechanism was also progressively accompanied by new road programming, governance improvements and a focus on strengthened outcomes in relation to Gender Equality, Disability and Social Inclusion (GEDSI).

PRIM has been implemented in 4 distinct stages: (i) an inception and design stage (2010-12); (ii) an initial 3 year Stage 1 (2013-15) which piloted the program in NTB Province and informed future stages; (iii) a 3 year Stage 2 (2016-18) which focused on establishing local government self-sufficiency and which also expanded the program to West Lombok Kabupaten (District), and (iv) a final Stage 3 (2019-22) which implemented the PRIM model in Probolinggo District as a demonstrator of good practice for GoI’s own replicated program, Program Hibah Jalan Daerah (PHJD), and during which various program elements, especially GEDSI, were significantly strengthened. In parallel to PRIM, during Stage 3 DFAT also provided technical assistance in support of the PHJD program.

Key Findings and Results

Given the complexity and duration of PRIM, the EPR has focused on selected key messages related to overall program effectiveness and results. Key findings are summarised below.

Overall Effectiveness

PRIM was designed to sustainably improve the management, planning, design, and delivery of subnational roads to provide improved outcomes for users and better value for money for GoI. PRIM incentivised participating LGs to adopt new approaches in 3 core areas: (i) the use of a new road asset management tool (called PKRMS); (ii) increasing LG budgets and financial contributions on routine and periodic maintenance; and (iii) the application of a representative and supervisory model that promoted greater public accountability and transparency (Road Traffic and Transportation Forums - RTTFs).

In relation to these 3 core areas:

- **PKRMS was found to be used more widely than originally intended and is progressively being used to plan road work interventions across the whole local government road network¹** and LGs have developed good capacity with staff having attained accreditation as PKRMS trainers/users.
- **Several years after PRIM ended in both NTB Province and WLK District, both areas were still allocating a large proportion of their available road budgets to routine maintenance compared to pre-PRIM levels.** NTB Province was providing routine maintenance over a sustained period through its multi-year long segment contracts, and WLK was providing a significant proportion of its budget to routine maintenance but delivered through smaller contract packages. Post-PRIM, NTB was providing routine maintenance similar to PRIM levels (2017-19) whilst WLK was providing much more than during PRIM.
- **Similarly, several years after PRIM ended in these areas, budgets for the RTTF had been maintained by both NTB and WLK, although at lower levels than had generally been provided during PRIM** (which were higher because of the funds available through the PRIM institutional incentive grant). Both RTTFs were still operating, except that RTTF meetings were no longer being held monthly. Project data was not being kept up to date on the RTTF websites and both were holding fewer public consultations for road projects.

PRIM's effectiveness can be assessed through the application of changes in these core areas, as well as the improved condition of the road network. Both NTB and WLK have now improved the condition of their road networks to their highest levels², an impressive achievement given that they received no external technical support since the end of 2019. The shorter intervention in Kabupaten Probolinggo has also resulted in a noticeable increase in the quality of the road network.

A key component of PRIM's effectiveness was the significant capacity development effort which covered a wide range of both technical and non-technical subject areas. There was no baseline assessment of capacity undertaken prior to PRIM, but this was because most early training focused on areas which were completely new to NTB staff, these being innovative approaches introduced through PRIM (such as the use of Reference Unit Costs to estimate works budgets, PRIM Technical Assessments, Road Safety and the use of PKRMS).

An additional - and critically important - aspect of PRIM's effectiveness was its success as a pilot program which resulted in a GoI-funded replicated program, PHJD. In 2016 and 2017, the GoI started to show considerable interest in developing a replicated program based on PRIM. In October 2018, the Indonesian National Parliament approved a 2019 annual budget of IDR 500 billion (around AUD 50 million) to establish and roll out a new sub-national road maintenance program based upon PRIM principles. GoA advocacy and financial incentives supported these decisions. The PHJD program has now been running for 4 years (2019-2022) and has involved 22 local governments. The current tranche of PHJD is mandated until the end of 2023, and GoI are currently considering, with DFAT and KIAT support, how to continue with policy and funding reform for the subnational road sector beyond this.

Overall Efficiency

An assessment of overall efficiency has been challenging given the limited availability of accurate data related to the condition of the network and associated costs applied in years prior to PRIM. However, studies conducted under PRIM indicate that NTB was outperforming peer group LGs in terms of value-for-money and given the extent of the PRIM project in NTB, that PRIM is a significant contributor to this improvement in

¹ Under PRIM, PKRMS was only used to analyse specific sections of the network. KIAT have now made changes to PKRMS to allow its outputs to be used for funding applications through other GoI systems, such as DAK.

² In 2021 reaching stability indices of 84% in NTB and 72% in WLK compared to pre-PRIM figures of around 68% in NTB and 56% in WLK.

performance and efficiency. Efficiency gains were identified as being obtained primarily through: (i) improved engineering designs; (ii) better procurement; (iii) strengthened supervision; and (iv) greater focus and awareness of road safety.

Since its design, PRIM has had an inbuilt mechanism for leveraging GoI funding because all physical works were fully pre-financed by the local government and subject to up to 40 per cent reimbursement, thus requiring 60 per cent or more of the cost of works to be funded through local government budget (APBD) even where full reimbursement was not achieved. In addition, this **leverage has been significantly amplified through GoI's scale up of PHJD,** with a total GoI investment in PHJD (including grants, the program management unit and technical assistance) over the period 2019-2023 totalling around IDR 2,854 billion (AUD 285.4 million), far outweighing the total GoA investment in PRIM of around AUD 62 million.

Relevance

PRIM has adjusted during its evolution to remain relevant and to respond to changing policy and strategic frameworks and decisions. Some examples include: (i) a redesign in 2016 to include a greater focus on quality of physical works; (ii) greater focus on GEDSI considerations; (iii) responding to COVID-19 including development and application of on-line training packages; and (iv) the Government of Australia's commitment to support works in Kabupaten Probolinggo (2019-2021) as an incentive to encourage GoI to commence its own hibah program, Program Hibah Jalan Daerah, PHJD.

Gender Equality, Disability, and Social Inclusion (GEDSI)

PRIM increasingly applied well-structured approaches to gender equality, including in the collection, analysis and interpretation of data. PRIM continuously improved its policies and practice to increase women's involvement in all aspects of PRIM. PRIM's greatest success with regards to gender equality was increasing the representation of women in positions of oversight of the program, with the proportion of women RTTF members doubling in NTB and WLK and slightly increasing in Probolinggo.

Of particular importance was PRIMs engagement with Disabled People's Organisations (DPOs), operationalising a 'nothing about us without us' approach that facilitated positive engagement with LGs. PRIM learned and evolved to appropriately shift its focus from measuring performance of disability inclusion based on the number of people with disability contracted to works, to a focus on empowering people with disability to carry out non-technical accessibility audits. Successful DPO engagement with LGs led to improved designs and enabling greater accessibility within road designs. Provisions for strengthening disability inclusion requirements within the Project Management Manual for PRIM successfully increased the involvement of people with disability, although numbers remained modest.

PRIM effectively incentivised LGs and contractors to pay attention to gender equality and disability inclusion by linking certain GEDSI requirements to the verification process for reimbursement. A small portion of the reimbursement payment for governance achievements was allocated to LG performance in fulfilling their GEDSI Action Plan (GAP). Certain PMM GEDSI requirements increasingly informed iterations to the PHJD PMM evidencing PRIM's influence in improving requirements to address GEDSI in PHJD.

Monitoring and Evaluation

PRIM's M&E is a story of evolution based on careful review and reflection and alignment to the changing needs of the program and the information and data needs of key audiences and stakeholders. Overall, the M&E for PRIM was increasingly fit-for purpose – PRIM M&E systems evolved in a manner that reflected changes in overall strategic direction, the political and social context, and the emergence of new priorities. Information provided through the PRIM Completion Reports in 2019 and 2022, as well as various targeted studies and reviews implemented through both PRIM and PHJD, have helped KIAT and DFAT make informed decisions about the transition in support to PHJD and future investments in subnational roads. Technical monitoring and evaluation efforts however have not included the collection or analysis of longer-term data that addresses the extent to which long-term road condition and asset life have been improved through PRIM's focus on improving the quality of road maintenance through capability and systems.

Relevant Lessons for DFAT

The EPR process has highlighted lessons which may be important for DFAT to consider for other similar programs. Several of these key takeaways are summarised below.

The journey from pilot to replication requires long-term commitment, patience, and advocacy

PRIM has demonstrated that the use of pilot projects or programs which are (increasingly) well implemented over a sustained period, together with strong and continual counterpart collaboration and clear reporting of benefits and results, can influence national policy dialogue and lead to lasting reform. DFAT's and Gol's long-term commitment to the pilot and its eventual replication was key to success. Through this process the PRIM/PHJD model was included for support in the National Medium Term Development Plans (RPJMN) for both 2015-19 and 2020-24. Keeping this policy dialogue focused on a clearly defined end point for PRIM created an understanding of what success could look like and helped to set the conditions required to achieve these outcomes.

Performance-based granting encourages improved performance and changed behaviours

Based upon the PRIM experience, incentivising improved performance through performance-based granting works well. Whilst this EPR recognises that performance-based grants need to be accompanied by increased scrutiny and oversight and a strong and comprehensive program of technical support and capacity development, there is widespread agreement across Gol that it was the performance-based granting mechanism which fundamentally changed behaviours and, ultimately, produced results. DFAT should consider the merits of maintaining support for program interventions which include a performance-based grant component, or similarly incentivise improved performance.

Non-technical project ancillary costs are a good investment and improve overall value-for-money

PRIM has demonstrated that incentivising an increase in budgets (and where appropriate strengthening contracts and scope definition) for 'ancillary' costs (e.g., for surveys, planning, preparation, design, and construction supervision) adds significant value. These relatively small incremental investments result in a step-change which can impact the overall quality of physical works by influencing various elements of the broader financing and delivery system. This includes planning leading to the rational selection of projects, improved design quality, better safeguarding, and overall improved constructed quality of projects. This message, while simple, is an important one, particularly for Gol agencies who have to justify the need for these 'additional costs' through Indonesia's complex procurement and contracting system.

Sustaining GEDSI initiatives and processes is challenging and requires both long-term commitment and the adoption of strategies that can be feasibly integrated into regular processes

In general, PRIM was slow to make progress in GEDSI due the significant gaps in government capacity and a lack of incentives to address GEDSI. KIAT TA support from 2018 onwards facilitated the corresponding development and implementation of more comprehensive strategies such as CSO/DPO partnerships and the integration of specific GEDSI-related incentives as part of the institutional grant component. Despite these improvements, including linking GEDSI-related outputs to the reimbursement mechanism, there have been some challenges in achieving the same level of GEDSI results on PHJD due to the decreased amount of TA as well as the higher degree of complexity of the approach championed by the MPWH Gender Secretariat. Sustaining some elements of the PRIM approach may therefore be challenging. This highlights the importance of simplifying processes and requirements where possible and ensuring integration into regular district and provincial planning and budgeting processes.

The formal institutionalisation of approaches and practices is a required condition for sustainability

A unique design feature of PRIM compared to previous approaches in the subnational road sector is that all newly introduced practices were from the outset set to replace existing business-as-usual methods, and were, wherever possible, mandated by local, or sometimes, national-level regulation. For example, at the highest level, the PRIM approach was institutionalised by being included in National Medium Term Development Plans. This gave added strength, support and commitment to the program and helped Gol stakeholders justify and acquire the necessary budget allocations in future years. This implies that future long-term strategic programs should similarly aim for high-level institutionalisation of programs within relevant national development plans or their equivalent.

1. Introduction

The purpose of this document is to present key findings of an End of Program Review (EPR) into the Provincial Road Improvement and Maintenance (PRIM) Program. PRIM was a nine year (2013–2022) program which combined AUD 38 million of grants with AUD 24.6 million of technical assistance. The main intent of the program was to improve the quality of Indonesia’s sub-national road network by incentivising Local Governments (LGs) to improve approaches to road maintenance through using a performance-based grant mechanism. The pilot program was implemented in stages in the province of Nusa Tenggara Barat (NTB), and the districts, West Lombok Kabupaten³ (WLK) and Kabupaten Probolinggo.

PRIM’s ‘End-of-Program Outcomes’ (EOPOs) were:

- **EOPO1:** Improve the capacity and systems to manage quality road maintenance;
- **EOPO2:** Improve the financing and delivery of local road maintenance;
- **EOPO3:** Provide evidence for a replicable model that could cover all 500-plus local governments nationally with funding from GoI’s grant scheme.

PRIM aimed to demonstrate that performance-based granting mechanisms are an efficient and effective way for Indonesia’s central government to finance sub-national infrastructure development and increase the quality and useable life of its infrastructure. PRIM’s non-grant (Technical Assistance – TA) elements comprising: (a) program implementation support to central and local governments, and (b) verification and technical assessment support, were delivered through the Australia-Indonesia Partnership for Infrastructure (KIAT) Facility⁴ in partnership with the Indonesian Ministry of Public Works and Housing (MPWH) Centre for Facilitation of Regional Infrastructure⁵ (PFID), thereby strengthening GoI capacity both centrally and locally.

This EPR was conducted over a 2 month period from December 2022 – January 2023 by a team of 3 independent consultants individually contracted by KIAT. The intent of this EPR is to document and present key findings and results against defined criteria to support both KIAT and DFAT reporting requirements. This EPR has been undertaken through a desktop review of previous reports, data and information, and is not a new evaluation of the program⁶. The findings and guidance detailed in the report also provide a foundation and evidence-base for the design of future investments in the road and infrastructure sectors both within Indonesia and more broadly across the region.

Descriptions of the Scope of this Review, and the Methodology adopted are included in **Annexes A and B** of this report. The original Terms of Reference and the Evaluation Matrix developed as part of the Evaluation Plan are included as **Annexes C and D**.

2. Key Findings

2.1 Aspect 1: The Evolution of PRIM

KEQ 1: What were the key ways in which PRIM evolved from design to completion?

³ ‘Kabupaten’ is District in Bahasa Indonesia, a geographical sub-region within a province but with its own local government and with responsibility as the highway authority for designated parts of the road network.

⁴ The PRIM program was started in 2013 under the predecessor facility to KIAT, the Indonesia Infrastructure Initiative, IndII.

⁵ PFID (Pusat Fasilitasi Infrastruktur Daerah) took over national government responsibility for the program in 2019 from the MPWH’s Directorate General Highways, DGH.

⁶ As described in the Section 2.6 (Monitoring and Evaluation), there has not been a standard M&E framework applied throughout the various stages of PRIM and therefore there have been some challenges for the EPR team in retrieving consistent and structured time-bound data across the full 9 year program. The report attempts to describe evidence available from the document review but notes where evidence to support arguments is poor or missing.

Figure 1 below outlines the key stages and milestones describing the story of PRIM, from its early inception and commencement in 2013, through to its conclusion at the end of 2022. As shown in the figure, the program has been through 4 distinct stages: (i) an inception and design stage (2010-12); (ii) an initial 3 year Stage 1 (2013-15) which piloted the program in NTB Province thus informing future stages; (iii) a 3 year Stage 2 (2016-18) which focused on establishing local government self-sufficiency and which also expanded the program to West Lombok Kabupaten (WLK), and (iv) a final Stage 3 (2019-22) which ran in parallel with Gol's own replicated program, Program Hibah Jalan Daerah (PHJD) to continue as a demonstrator of good practice, and during which, various program elements, especially Gender Equality, Disability and Social Inclusion (GEDSI), were significantly strengthened.

Stage 3 also included the extension of PRIM to a third local government, Kabupaten Probolinggo, initially planned as a 3 year intervention (2019-21) but later extended to the end of 2022, the final third year of PRIM in WLK (2019), and some minor road safety and Road Traffic and Transport Forum (RTTF) support in NTB (2019). In parallel to PRIM, DFAT also supported Gol's PHJD program during Stage 3.

The inception and design of PRIM recognised that previous efforts to raise the standard of subnational road provision across Indonesia did not adequately incentivise on-going maintenance. The PRIM design targeted this gap by applying the hibah mechanism, introducing (i) a performance-based grant; (ii) increased public oversight and scrutiny; and (iii) capacity development and technical support.

Stage 1 in NTB successfully changed attitudes but this did not translate into changed practices to the extent required. The 2015 M&E Study found that attitudes to maintenance had changed in local government, but implementation still relied heavily on DFAT-funded TA. The conditional grant model was working but had not yet translated into significant improvement in the quality of maintenance works. There was also scope for strengthening the levels and widening public engagement. The approach was not mature enough to consider Gol replication at this Stage.

Stage 2 was redesigned to address Stage 1 lessons and resulted in the design of a Gol-funded conditional granting program that replicates PRIM elements. The revised design shifted accountability to the local government (DPU/PPK) and gradually reduced the role of DFAT-funded TA to capacity building and sample checks. A range of program adjustments increased supervision consultant accountability for better enforcement of technical standards. A bespoke, simplified asset management tool (PKRMS) was developed during Stage 2. The PRIM model was tested at district level with the program expanded to West Lombok Kabupaten. Good performance during Stage 2 led to Gol considering and designing, with DFAT support, its own conditional granting program – Program Hibah Jalan Daerah (PHJD).

Stage 3 provided a backdrop for Gol's PHJD program which ran in parallel to PRIM from 2019 onwards. With the PRIM programs in NTB and WLK being completed in 2019, DFAT agreed to a further 3-year PRIM program in Kabupaten Probolinggo (KP), thus providing a backdrop of good practice to continue to support Gol's PHJD implementation.

Annex E of this report provides a more detailed description of each of the stages of PRIM.

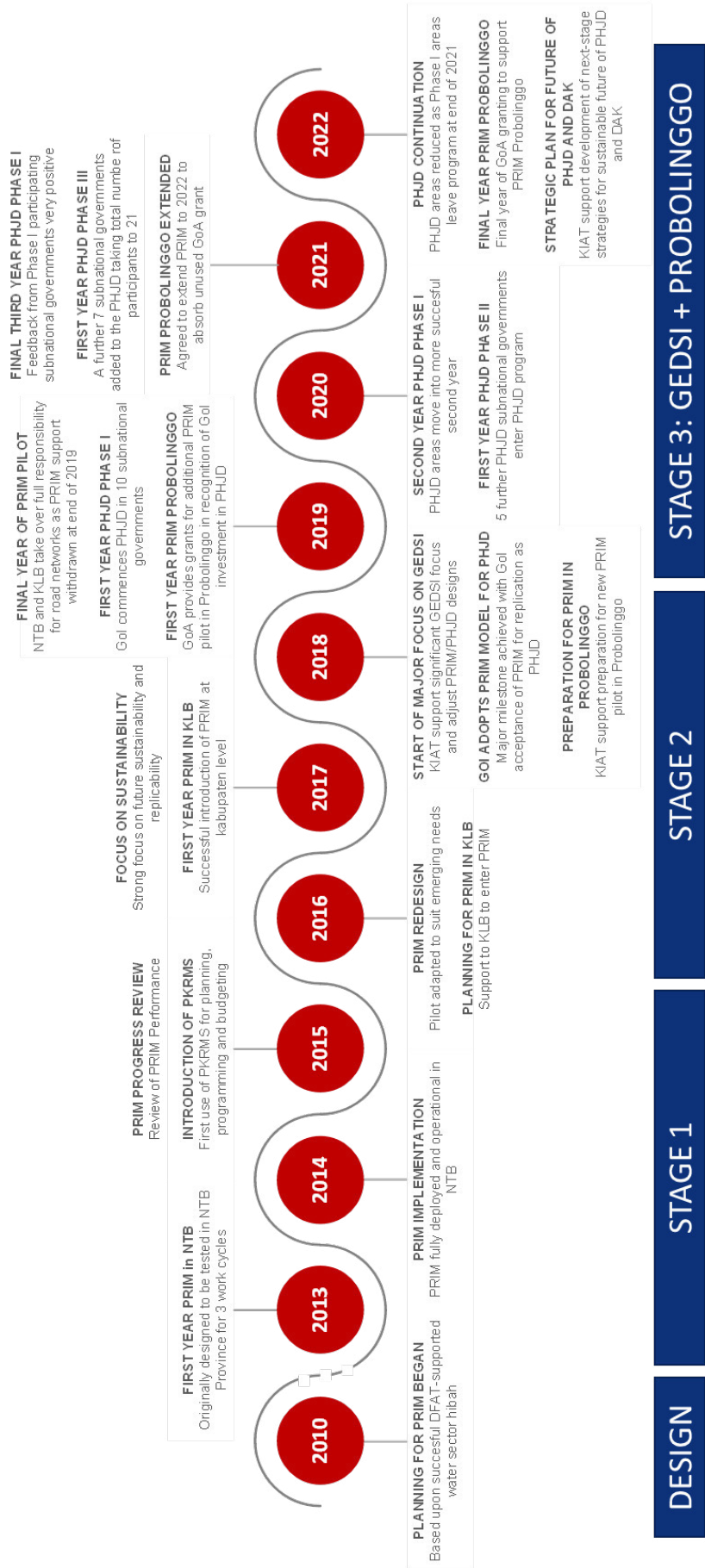


Figure 1: The Evolution of PRIM

2.2 Aspect 2: Effectiveness

2.2.1 EOPO1: Capacity and Systems

KEQ 2: How effective was PRIM in contributing to the achievement of EOPO1: improvements in capacity and systems to manage quality road maintenance?

The innovative PRIM model was designed to demonstrate the sustainable improvement of the management, planning, design and delivery of subnational roads leading to improved outcomes for users and communities, and better value for money for Gol. Its design was therefore different to previous subnational road sector programs in that it aimed to increase capacity and embed new methods of working on a more sustainable basis by institutionalising these new approaches and systems within participant local governments⁷ and leave behind the necessary capacity to use these systems. Although the two aspects of capacity and systems are inseparable as systems cannot function without capacity, this section reviews each separately in the interests of ease of reporting evidence.

Individual Capacity Development

A key part of the PRIM program, and the follow-on PHJD program, has been the significant individual capacity development effort which covered a wide range of both technical and non-technical subject areas. Over the course of PRIM, the list of training modules has grown considerably. **Annex F** provides various summary tables listing the array of training provided during the course of the program, noting that training in Stage 3 (2019-22) was provided in parallel with training to Gol's PHJD program. This is significant, because it demonstrates that training modules developed for PRIM have become institutionalized through their adoption for the Gol funded program. The tables in **Annex F** demonstrate the wide range of training topics covered and how these expanded over time. In addition to training, during Stages 1 and 2 of PRIM, the PIUC stationed in Mataram, Lombok, provided significant on-the-job training and mentoring, but this did not continue in Probolinggo in Stage 3 because of the reduced TA resources in the field⁸. Training courses until the end of 2016 tended to emphasise technical aspects and did not give sufficient attention to trying to change behaviours or cover cross-cutting issues. This started to change from 2017 onwards with the introduction of non-technical courses such as GEDSI.

During the last 3 years of PRIM in NTB and WLK (2017-19), annual Training Plans (TP) were agreed with LGs based upon needs assessments⁹. The demand-driven TP is now a required verification output listed in the PMM. According to the PRIM ACR (2017-19) the training program (2017-19) was very well received with 46 different training events benefiting 1,731 participants (1,289 male and 442, female). Figure 2 below illustrates the training provided in NTB and WLK during the period 2017-19.

⁷ In reality this meant that the local government were often required to pass local regulations or make other written commitments to formally adopt and allocate budget to many of the aspects of PRIM, such as the use of PKRMS, the establishment of the PIU and RMMT, and the RTTF. However, a word of caution is required here because most Indonesian local regulations are written to be in force up to an end date which often coincides with the local election cycle, after which their validity and funding ceases. The latest PMM

⁸ During Stage 3, Kabupaten Probolinggo was provided with the same local level of resources as PHJD LGs. The PIC provided a national PRIM coordinator in Kabupaten Probolinggo from August 2019 to the end of January 2023.

⁹ PRIM ACR 2017-19: Following agreement of an annual Training Plan/Program with DPUPR, a specific PRIM-PIUC training programme is developed in an annual workshop and agreed between the LG and the PIUC to deliver all the technical skills that are necessary for the works ahead.

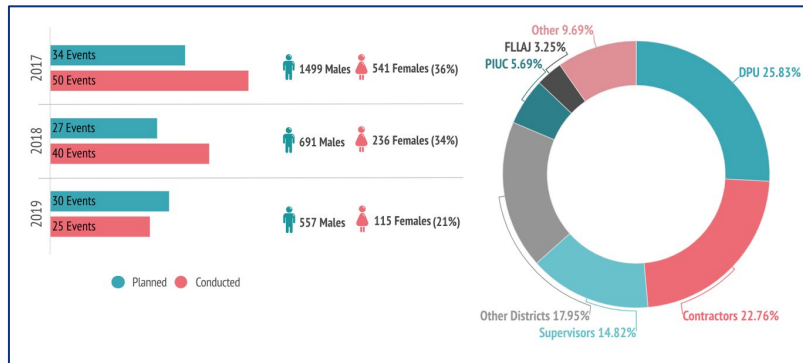


Figure 2: Training Events Conducted by Gender and Institution¹⁰

Also included in **Annex F** is the list of modules and socialization events carried out during Stage 3 (2019-22) in Kabupaten Probolinggo and PHJD local governments. The PRIM/PHJD PIC provided a comprehensive schedule of training to PHJD regions (and PRIM) throughout the 4 years of implementation, with a total of 61 training courses and workshops delivered to 11,145 people (8,351 men, 2,794 women and 168 people with disabilities).

There was no assessment of baseline of individual capacity undertaken prior to PRIM, but this was because most early training was focused on areas which were completely new to NTB staff, these being innovative approaches introduced through PRIM (such as Reference Unit Costs, PRIM Technical Assessments, Road Safety and PKRMS). The 6th Peer Review Report in 2016 noted that during Stage 1, the PIUC had struggled to keep up with the amount of training required, but noted the difficulties caused by replacing the first PIUC consultant. The 2015 PRIM M&E Report states that ‘although the program had produced significant changes to the way in which these activities [management of roadworks] are managed, there remains a gap between the planned and realised quality of routine maintenance works’. This could be an indicator of sub-optimal capacity development. However, the 6th Peer Review also noted that an insufficient number of technical staff were available for training¹¹, which was having a significant impact on NTB’s ability to deliver the program. Thus, early efforts to improve capacity during Stage 1 did not achieve the expected results.

During Stage 2 and into 2019, more formal assessments of training effectiveness were undertaken, with this culminating in an Assessment Report on Training Effectiveness completed in June 2019. This reported that the training and capacity development programme had been a significant contributor to the overall success of the application of the PRIM model in NTB and KLB. The training programme has been well received by most participants and the evidence suggested that the training had contributed in many ways to individual learning and the sharing of new ideas and concepts. Further, the report concluded that there was strong demand for on-going training especially for differing modalities of support including the use of alternative teaching methods, field-based demonstrations and mentoring, and a preferred focus to consider more practical guidance. By the end of 2019, the PRIM ACR noted that ‘NTB and KLB are promoting development of FLLAJ and PRIM best practices across Indonesia by providing training to other LGs’, a significant turnaround from the situation 3 years prior to this in 2016.

During Stage 3, Kabupaten Probolinggo demonstrated strong individual capacity development over the 4-year program. For example, an assessment of PKRMS capacity by the PIC¹² found that participants in training transitioned from ‘intermediate’ classification in 2019 to ‘advanced’ during 2020 and into ‘expert’ level in 2021. In 2022, PRIM Probolinggo continued participating in PKRMS training events. 13 persons from Probolinggo participated in online PKRMS Workshop (March 2022), and 2 participated in PKRMS Training in Denpasar (Sep 2022). One person was also trained in the PKRMS Training of Trainer (TOT) course in Surabaya (Sep 2022) and achieved the BPSDM Trainer certificate. During this stage, the PIC implemented several measures to track feedback and effectiveness of the training provided. This included participant feedback forms and, in late 2020, introduced pre- and post-tests and post-training follow-up surveys. A summary of pre and post test results, provided in **Annex**

¹⁰ Source: PRIM (NTB & WLK) Activity Completion Report 2017-19

¹¹ Also reported in PIUC Report D15 Milestone- WISN and Minimum Staffing Needs, Priorities and Competences (2018)

¹² from the PHJD/PRIM PIC December 2022 Activity Completion Report.

F, demonstrates that capacity improved for each training event, with the average pre-test score of 6.13 (out of 10) rising to 8.23 after training.

Systems

The PRIM model introduced a large number of innovative approaches, the detailed reporting of which is beyond the scope of this high-level End of Program Review Report, but the 3 core 'systems' which underpin the PRIM model were:

- the introduction and use of a new road asset management tool, PKRMS, which was developed as part of the PRIM program to improve the planning, programming and budgeting of road maintenance works by undertaking a rational analysis of the road network based upon traffic and road condition data, thus replacing previous ad-hoc methods of road works selection;
- increasing budgets spent on routine and periodic maintenance to increase the longevity of road assets after initial construction, thus moving funding away from asset improvement or creation to asset preservation, and
- the use of a strengthened model for the Road Traffic and Transportation Forum (RTTF) so that public scrutiny and engagement was significantly improved through public consultations and public representation on the forum.

An evaluation of whether these key practices were still being followed in NTB and WLK was undertaken in September 2022 by the PHJD/PRIM PIC. This review concluded that, despite NTB and WLK managing their road programs without any significant external technical or financial support for almost three years, both demonstrated a reasonable level of commitment to continued compliance with these three key PRIM practices. The interviews undertaken with both NTB and WLK as part of that evaluation also demonstrated increased confidence, capacity and maturity in managing their road networks effectively, often by improving processes beyond the requirements of PRIM, but sometimes discontinuing practices which they no longer believed were useful¹³. In relation to the 3 key 'systems' listed above:

- PKRMS was found to be used more widely than under PRIM because it was now being used to plan road work interventions across the whole local government road network¹⁴ and both LGs had developed good capacity with staff having attained accreditation as PKRMS trainers/users. Both DPU NTB and WLK planning engineers claimed to have benefited greatly from PKRMS use, as it has provided objective data and outputs which enabled them to make informed decisions. The reliability of the data collected and analysed by PKRMS strongly supported the formal request for budget allocations from DPU to the Local Parliament;
- both local governments were still allocating a large proportion of their available roads budget to routine maintenance compared to pre-PRIM levels. NTB was providing routine maintenance over a sustained period though its multi-year long segment contracts (see Table 1 below), and WLK was providing a significant proportion of its budget to routine maintenance but delivered through smaller contract packages. Post-PRIM, NTB was providing routine maintenance similar to PRIM levels (2017-19) whilst WLK was providing much more than during PRIM (see Table 2 below);
- budgets for the RTTF had been maintained by both local governments, although at lower levels than had generally been provided during PRIM (which were higher because of the funds available through the PRIM institutional incentive grant). However, NTB provided an annual average of Rp. 333.7 million (AUD 31k) during the period 2020-2022 and NTB an average of Rp. 169 million (AUD 15.8k) which were very similar to the 2017 budgets allocated during PRIM. Both RTTFs were still operating, except that RTTF meetings were no longer being held on a monthly basis, project data was not being kept up to date on the RTTF websites and both were holding less public consultations for road projects. However, both NTB and WLK

¹³ For example, both LGs were not using the e-catalogue system to procure routine maintenance because they had found that they could more effectively deliver routine maintenance requirements through long-segment contracts or through swakelola (in-house teams).

¹⁴ Under PRIM, PKRMS was only used to analyse specific sections of the network. KIAT have now made changes to PKRMS to allow its outputs to be used for funding applications through other Gol systems, such as DAK.

reported that post-COVID budget constraints had impacted their ability to fund and operate their RTTFs effectively.

Table 1: NTB - Lengths of Road Receiving Routine Maintenance through Long Segment Contracts

Year	2017	2018	2019	2020	2021	2022
Routine Maintenance Road Link Lengths (km)	538.85	291.17	440.60	*	465.49	465.49

*data for 2020 is unclear as long segment contracts mostly started in Dec 2022. Cost data unavailable as RM incorporated in LS Contracts

Table 2: WLK - Annual Routine Maintenance Budgets

Year	2017	2018	2019	2020	2021	2022
Routine Maintenance Expenditure (Rp bn)	4.57	5.71	2.88	30.6	10.2	12.0

The adoption of systems in Kabupaten Probolinggo was a very different story to that in NTB and WLK. Rather than the gradual evolution that occurred in NTB and WLK, Probolinggo was expected to implement all the PRIM PMM requirements from the outset, including the use of PKRMS, giving priority to maintenance in budgeting, and using the strengthened RTTF model. During 2022, Kabupaten Probolinggo continued to use PKRMS for the planning, programming and budgeting of their road work interventions for 2023 (i.e. for post-PRIM works) and during 2022 were allocating increased budgets to routine maintenance and to the operation of the RTTF. However, they were still receiving TA through PRIM and additional financial support through PRIM's institutional incentive grant mechanism. A further follow-up study will be required to determine if these systems continue to be used in 2023 and beyond in Probolinggo after the PRIM assistance has stopped.

Overview of Performance

Ultimately, the performance of each local government in terms of the success of its capacity and systems can be measured through the overall condition of their road networks, measured in Indonesia by the percentage of the road network in either good or fair condition (known as percentage 'mantap'). As shown in Figure 3 below, despite a dip in network condition in NTB during the COVID-19 pandemic, both NTB and WLK have now improved the condition of their road networks to their highest levels¹⁵, an impressive achievement in view of them both having received no external technical support since the end of 2019. Figure 3 also shows that the shorter intervention in Kabupaten Probolinggo has also resulted in a noticeable increase in network stability. However, it would be useful to continue monitoring network condition further into the future in all three LGs to determine the extent to which the improvement continues¹⁶.

¹⁵ In 2021 reaching 84% in NTB and 72% in WLK compared to pre-PRIM figures of around 68% in NTB and 56% in WLK.

¹⁶ A rehabilitated or resurfaced asphaltic pavement should have a design life of around 10 years, so it would be useful to continue monitoring overall network condition and PRIM sections for at least 10 years.

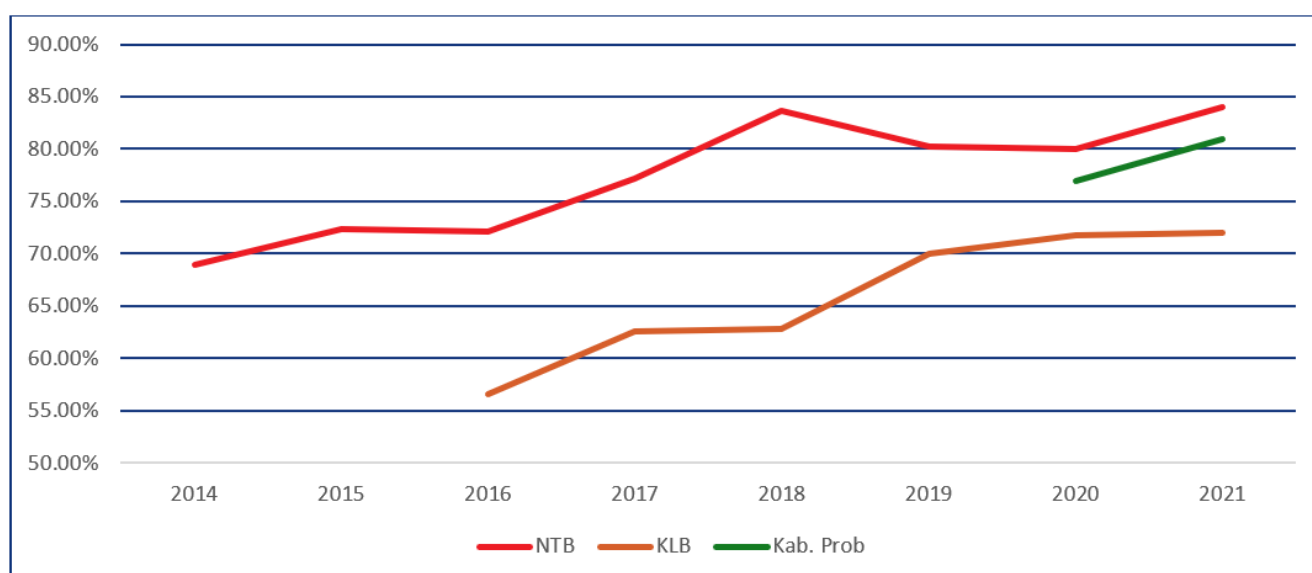


Figure 3: Road Stability Index - NTB, WLK and Kabupaten Probolinggo

In addition to network condition, another overarching indicator of overall capacity and effective use of systems is the average annual reimbursement score achieved by each of the local governments during PRIM. Table 3 below summarises the results each year.

Table 3: Reimbursement Scores at PRIM Verifications & Technical Assessments

Year	2014	2015 & 2016	2017	2018	2019	2020	2021	2022
NTB	100%	83.58%	100%	100%	100%			
WLK			100%	100%	100%			
Probolinggo					90.85%	90%	67%	62.9%

Note: results extracted from PRIM ACR 2019, PRIM ACR 2022, and PRIM PMC Status Report June 2015

The lower reimbursement scores in Kabupaten Probolinggo in 2021 were caused by budget reallocations in early 2021 due to COVID-19 and village elections which resulted in delayed procurement and subsequent delays to work packages which were therefore incomplete at the time of scheduled technical assessments¹⁷. In 2022, there were further delays to procurement, from unrealistic tender requirements which local contractors were unable to meet, and landslides which affected works commencement and progress. These issues were further compounded by disruptions from leadership changes at the Bupati level in 2021 and the Head of Public Works being in July 2021. It is fair to say that a significant number of key risks to the program eventuated in 2021, thus underlining the need for a robust risk and contingency plan.

During 2021, KIAT supported the development of a 'PHJD Sustainability Study' which, through a series of national and local government interviews developed a future strategy for the PHJD program. The strategy agreed with GoI included the wider mainstreaming of both PKRMS¹⁸ and the strengthened RTTF model. This shows that the key

¹⁷ Kabupaten Probolinggo indicated in January 2021 that they would not be able to spend the full PRIM grant in 2021. In January 2021, Bupati Probolinggo wrote to DJPK (MoF) indicating that there will be unspent PRIM grant of IDR 10.7 billion in 2021. In February 2021, an internal memo from Assisten Sekda to Sekda quoted the budget allocation for COVID and village elections as reasons for this underspend. In March 2021, the Bupati requested DJPK (MoF) to extend the PRIM grant until 2022 copying in the Australian Embassy.

¹⁸ PKRMS is now mandated for the planning, programming and budgeting of all subnational road works through DGH 'Surat Edaran' dated December 2021, which sets a 5-year target for full implementation in all local governments. MPWH are developing a Ministerial Regulation confirming the use of PKRMS which is expected to be issued in early 2023.

systems and practices developed through PRIM are now being actively considered for adoption as standard practice.

2.2.2 EOPO2: Financing and Delivery

KEQ 3: How effective was PRIM in contributing to the achievement of EOPO2: improvements in the financing and delivery of local road maintenance?

During the 2021 interviews with PRIM and PHJD subnational governments (as part of the PHJD Sustainability Study), the consensus was that performance-based granting, together with its inbuilt verification and technical assessment mechanism, was a key factor in incentivising improved delivery of local road maintenance. Under the mechanism, local governments only received reimbursement for pre-financed works if works met defined input and output criteria¹⁹ in terms of works planning, design and construction.

Financing

PRIM's approach aimed to encourage local governments to view their road networks as a valuable asset and to move towards a road asset management mindset. This meant increasing the focus on preventive maintenance, where routine and periodic maintenance are prioritised in the investment mix whilst rehabilitation and new construction take a less prominent role. The rationale for this is that it is more economical, in terms of preserving overall asset value, to first ensure that roads already maintainable remain in a maintainable state instead of spending scarce funds on the more costly road upgrades or creating of new roads. Allowing roads in a maintainable state to fall into an unmaintainable category is economically undesirable because of the significantly larger rehabilitation costs of bringing the road back to as-new condition²⁰.

As part of this philosophy, it was necessary to prioritise routine maintenance which is essential to extend the longevity of roads, and which, before PRIM, was typically not prioritised by most local governments. A measure of improved priority given to road maintenance was the amount of budget allocated to routine maintenance. Early results during 2013 in NTB showed only limited amounts of low-quality routine maintenance undertaken through *swakelola*²¹. There was a marked improvement over 2014-2019²² with NTB providing sufficient budget to maintain an average of 66 per cent of its road network. In WLK, budgets allocated during PRIM were sufficient to maintain an average of around 24 per cent of its road network. As reported in Section 2.2.1, routine maintenance levels in NTB and WLK were equivalent to or greater than during PRIM. In Kabupaten Probolinggo, most of the works undertaken through PRIM were routine maintenance, with a total length of 393 km of roads maintained out of its road network of around 2,713 km.

Delivery

Delivery of road maintenance works was strengthened under PRIM through a number of important inbuilt mechanisms which resulted in improved project designs and improved quality of construction, which include:

- improved road designs through local feedback received through public consultations facilitated by the RTTF, noting that prior to PRIM, designs were undertaken hurriedly, often during the year of implementation without efforts to determine the needs of local communities – the public consultations held under PRIM for every project were a new way of working for NTB²³;

¹⁹ Output criteria were defined in detail in the annually updated Program Management Manual, with the number of verification output criteria for NTB increasing from 22 per year during the Stage 1 period (2013-15) to 62 output criteria during 2018 – see **Annex G**. In Kabupaten Probolinggo the number of output indicators increased to 115 by 2022.

²⁰ this means moving away from the usual 'worst first' approach to selection of road work interventions, and experience in NTB and WLK demonstrated that it is quite difficult for many in local government to initially understand this. Using a network asset value indicator and mindset would definitely help increase understanding further.

²¹ From findings in the 1st Peer Review Report, December 2013. 'Swakelola' are in-house direct-labour teams.

²² i.e. sufficient budget to maintain around 980 km of its 1,484km road network – PRIM Activity Completion Report 2019.

²³ Typically such improvements might include safe pedestrian crossing points, footpaths and improved drainage to alleviate known areas of flooding. The very first PRIM project, P1, in NTB, provides a good example, where an urban section of about 4 km passed by a market with lots of activity. It was essential to coordinate the improvement of the road and market carefully and involve all pertinent agencies and the local community to prepare the necessary

- increased budget, tightened contracts, widened regional supervision contracts (to attract stronger supervision consultants), and increased training applied to supervision consultant appointments from 2017 onwards²⁴, with them being formally empowered through delegated responsibilities and emboldened to adopt a more professional, independent approach to enforcement of quality standards²⁵, and be held to account if standards were not met²⁶;
- formal Verifications and Technical Assessments, which changed attitudes towards the approval of works based on pre-agreed standards and requirements²⁷.

Table 4 shows the total lengths of road links which received maintenance during the PRIM program drawn from contract data available. It is not possible to further disaggregate this data into lengths of road assigned to each type of maintenance because often a combination of routine maintenance, backlog and minor works, periodic maintenance and rehabilitation were bundled together into single 'long-segment' contract.

Table 4: Lengths of Road Links which received Maintenance under PRIM

Year	2014/15	2016	2017	2018	2019	2020	2021	2022	Totals
NTB	2,443	1,116	760	297.61	444.60				5,061.21
WLK			246	340	326.57				912.57
Kab. Prob.					124.84	86.32	84.62	97.20	392.98
PRIM TOTALS	2,443	1,116	1,006	637.61	896.01	86.32	84.62	97.20	6,366.76

National government support for delivery of road maintenance using PRIM principles remains strong. During 2021, and more recent late 2022 meetings, Gol expressed the view that PHJD provided significant benefits over other subnational road financing and delivery models. The MoF regarded PHJD as a strong performer among Indonesia's 'hibah'²⁸ programs. Bappenas, MPWH and MoHA remain positive about the overall performance of PHJD and its potential continuation into the foreseeable future. PHJD performance in delivery was mostly attributed to: 3 year planning cycles and higher quality works leading to noticeable improvements in road corridor condition; performance-based granting including independent verifications and technical assessments; increased public participation including women, people with disability and vulnerable groups; increased horizontal and vertical government²⁹ communication and collaboration; increased public and private sector capacity; and a strengthening of governance arrangements, together with increased transparency³⁰.

environmental studies and design documentation. Consequently, the design of this section took a relatively long time and NTB PIU decided to: (a) separate this section from P1 and designate it as P5, and (b) delay its implementation until Stage 2 of PRIM (July 2015-2018) but complete the design in Stage 1.

²⁴ As reported in 7th Peer Review Report, Jan 2017, although detailed information on supervision budgets was unavailable to the EPR team in the review documentation.

²⁵ With support, and indeed pressure, from Government Project Managers (PPKs) who now understood that high quality was required to receive reimbursement.

²⁶ These requirements were included in PMM Amendment No. 4

²⁷ National Gol agencies, specifically MoF, PFID and Bappenas, noted in 2021 discussions, that PRIM's verification and technical assessment mechanism provided a much-strengthened approach to compliance – if works did not meet specifications, they were not approved, unlike previous typical behaviours where lines between compliance and non-compliance were often blurred. This was regarded by all three agencies as a significant cultural change. The quote from PFID was "no means no".

²⁸ 'Hibah' is Bahasa Indonesia for 'grant'.

²⁹ Horizontal collaboration means that between local government departments involved in PRIM, typically including DPU (and Bina Marga within DPU), Dishub, Bappeda, BPKAD and SEKDA. Vertical collaboration meaning the relationship between local and national government, in PRIM's case between the LG and PFID within MPWH.

³⁰ Based upon national government interviews and meetings as part of the 2021 PHJD Sustainability Study.

2.2.3 EOPO3: Replicability

KEQ 4: How effective was PRIM in contributing to the achievement of EOPO3: the provision of evidence for a replicable model that could cover all 500-plus local governments nationally with funding from Gol's hibah (grant) scheme?

PRIM was a pilot project, designed and implemented specifically to demonstrate that the principles of performance-based granting and increased accountability underpinned by strong capacity development could improve subnational road sector performance³¹.

The objective, as agreed with relevant Gol agencies from the outset, was to use the pilot PRIM program to allow Gol national-level road sector agencies to advocate for the replication of a similar approach funded by Gol, which could later expand across all local governments. EOPO3 encapsulates the core purpose of PRIM, and is therefore the most important of the three end of program outcomes.

Based primarily on the visible and documented success of the PRIM program through the verification and technical assessment process (see scores in Table 3), Gol included references to the PRIM model and its potential expansion in the National Medium Term Development Plan (RPJMN) for 2015-19, and by 2016 began to show considerable interest in developing a replicated program similar to PRIM. Other confidence and performance factors also contributed to Gol's strong support for replication at that time, with NTB stating that 'PKRMS is helping inform DPU, BAPPEDA, Parliament, RTTF, and providing greater confidence in the broader public'³². Major socialisation presentations were hosted by Bappenas across national government and to provincial governments, and DGH hosted further socialisation events in NTB Province for other provincial governments. PRIM had started to instigate significant multi-agency policy dialogue at the national level. During this period some institutional and structural challenges emerged from the transition of DFAT's infrastructure facility from IndII to KIAT³³, and the transition of national government ownership of the subnational roads program from the Directorate General Highways (DGH) to the Regional Infrastructure Facilitation Office (Pusat Fasilitas Infrastruktur Daerah, PFID) which occurred in February 2019³⁴.

During this period of Gol consideration for the replication of PRIM using government budget, DFAT and KIAT played an important advocacy role in leveraging the successful demonstration of the PRIM pilot. DFAT engaged with GOI policy makers on the merits of a nationwide rollout of a program adopting the principles demonstrated through PRIM. To further secure the budget allocation for PHJD, DFAT committed to the provision of ongoing technical assistance in the order of AUD 8 million per year for a replicated program through KIAT for the first 3 years of implementation (2019-2021) of a nationally funded (ABPN) Hibah program (PHJD).

In October 2018, the Indonesian National Parliament approved a 2019 annual budget of IDR 500 billion (around AUD50 million) to establish and roll out a new sub-national road maintenance program based upon PRIM principles. The key difference being that under the new program, participant local governments would receive a reimbursement of up to 100 per cent of the deemed cost of physical works compared to up to 40 per cent available through PRIM. In a speech on 12 December 2018, the MoF Director General of Fiscal Balance noted that a key reason to allocate IDR 500 billion for PHJD was the grant disbursement performance of the PRIM Pilot Program, which had consistently achieved more than 95 per cent disbursements of funds. This was confirmation that after just 5 years of implementation, PRIM had been effective in demonstrating a viable approach to incentivising improved subnational road sector performance through a performance-based granting mechanism. The new program was called Program Hibah Jalan Daerah (PHJD) and grants started being disbursed in 2019. KIAT provided

³¹ See 2013 original PRIM Design Document, p4 "The National Development Planning Agency (Bappenas), Ministry of Finance (MoF) and DGH all wish to expand PRIM"

³² 7th Peer Review Report, Jan 2017, p27

³³ and more importantly a significant change of personnel and due to a change in facility consultant from SMEC to Cardno.

³⁴ Whether PFID or DGH is the right 'home' for subnational roads programs continues to be debated amongst national government entities today, but there is a growing consensus that at least the ownership of the technical elements of subnational roads programs should revert to DGH because of their stronger technical capacity and access to larger operational budgets.

a package of technical assistance to support the early preparation and establishment of PHJD. The PHJD model was again supported through references in the RPJMN for 2020-24.

The PHJD program has now been running for 4 years (2019-2022) and has involved 22 local governments. The current tranche of PHJD is mandated until the end of 2023. GoI are currently considering, with DFAT/KIAT support, how to continue supporting GOI with any reforms of the subnational road sector beyond this. In 2021, the PHJD Sustainability Strategy showed that national government favoured a strategy which included a significant expansion of PHJD so that it would become the main vehicle for national government support of the subnational road sector³⁵, perhaps even gradually replacing Dana Alokasi Khusus (DAK). However, in 2022 attitudes in national government have changed significantly³⁶ due to the passage of State Laws UU 1/2022 (Financial Relationship between National and Local Governments) and UU 2/2022 (Roads)³⁷ in early 2022. The favoured option now appears to be to introduce PRIM-style performance-based incentive mechanisms into DAK but to maintain PHJD as a program to support national priorities (usually improving accessibility and connectivity to various types of region, such as tourist zones or potentially food security zones), and to test innovative approaches and techniques on a smaller scale before mainstreaming³⁸.

The PHJD PMM provides strong evidence of the adoption of PRIM GEDSI requirements into PHJD. GEDSI output requirements that are included in the latest PHJD PMM (Amendment 10, December 2020) include:

- the requirements to implement PPRG (gender responsive planning and budgeting);
- quotas of at least 30 per cent representation of women and at least 1 person with disability in the RTTF membership, and
- the requirement to involve people with disability to audit works to ensure accessibility requirements are considered.

One specific element of PRIM that is being adopted for national use in its own right is PKRMS. In December 2021, DGH issued a Surat Edaran (Circular Letter) which mandates the use of PKRMS for all subnational road maintenance planning, programming and budgeting within 5 years, thus expanding beyond the initial PRIM and PHJD use. This has recently been further endorsed by PKRMS guidelines being issued under a Ministerial Circular Letter on 13 January 2023. This is a significant achievement for a tool that was developed as an integral part of the PRIM program. GoI's support for the wider use of PKRMS has been encouraged considerably by KIAT's ongoing improvement of the PKRMS tool in recent years (2019-2022) through the PRIM/PHJD PIC. Some of the many software improvements include: fixes in line with user feedback, acceptance of multiple input survey data formats (thus reducing survey costs for LGs), incorporation of a climate-hazard identification tool, addition of bridge inventory and survey information, expansion of menu of pavement design solutions, use of tablets for survey data collection³⁹.

Other elements of PRIM which GoI wish to mainstream more widely⁴⁰ are: (i) the use of the strengthened RTTF model which strengthens coordination across local government agencies, improves public engagement and scrutiny, strengthens gender equality and social inclusion and increases transparency, and (ii) providing wider access to the capacity development resources developed for PRIM and PHJD.

2.2.4 Other Significant Outcomes – Effectiveness

The COVID-19 pandemic caused significant disruption to the subnational road sector throughout Indonesia with both national and local government infrastructure budgets being reallocated to deal with the pandemic. However,

³⁵ As reported in KIAT's 2021 PHJD Sustainability Study.

³⁶ Jan 2023 PIC Report D59 - Report on PHJD Expansion and DAK Improvement

³⁷ The first two state laws of 2022 have dramatically changed the legal framework within which the subnational road sector operates. These two laws allow the national government to make sweeping changes to fiscal transfer mechanisms by introducing conditionality based upon performance, whilst increasing national government oversight and control over subnational roads and increasing subnational government accountability. The emergence of these laws paves the way for significant expansion of the PRIM approach.

³⁸ As reported in KIAT's Jan 2023 PIC Report D59 - Report on PHJD Expansion and DAK Improvement, which was developed through interviews with Bappenas, MoF, DGH and PFID. It should be noted that generally the initial discussions were held at Echelon III level and that there is considerable further discussion required in the near future at Echelon I and II levels to convert these initial ideas and thinking to firm committed strategies. However, the discussions were positive and emerging strategies were generally consistent across national agencies.

³⁹ As reported in Dec 2022 Updated PRIM/PHJD Activity Completion Report

⁴⁰ As reported in KIAT's 2021 Sustainability Study

both the PRIM and PHJD programs remained surprisingly resilient to pandemic impacts as demonstrated by the generally high reimbursement scores achieved. In 2020, PRIM in Kabupaten Probolinggo achieved a 90 per cent reimbursement score, whilst PHJD Phases 1 and 2 achieved an average of 87 per cent⁴¹. The program was sustained through the COVID-19 pandemic by moving all capacity development and verifications online. The results achieved demonstrate that these program delivery adjustments were effective, and building on this experience, it may be useful to redesign the verification process incorporating an electronic document submission system in the future.

2.3 Aspect 3: Relevance

2.3.1 Appropriateness of Modality

KEQ 5: To what extent was the modality employed by PRIM (performance-based grants provided through a Direct Funding Agreement plus separate technical assistance provided through IndII/KIAT) appropriate for achieving the main outcomes of the program?

The innovative design of the PRIM pilot used a '3 legged' approach to achieve its goals, these being:

- the use of performance-based grants with disbursements released following independent verification of defined technical and non-technical (institutional) performance outputs:
- increased public oversight of, engagement with, and scrutiny of, road works planning, design and implementation, and
- a strong and comprehensive program of capacity development and technical support, which included the provision of a technical support team.

The first of these was supported through a direct funding agreement whilst the technical assistance elements were supported through technical assistance grants delivered through DFAT's infrastructure facilities, IndII, then from mid-2017 onwards, KIAT. Although this created 2 different funding streams from a DFAT administrative perspective (i.e. within DFAT's project management system requiring separate reporting), the reality within the program implementation teams, the recipient local governments and national government agencies was that both funding streams were seen, and treated, very much as a combined, integrated program⁴².

National and participant subnational government views⁴³ are that each of the supporting 'legs' provided a vital role in the achievement of program success and that future replication efforts should continue to include all three. This feedback suggests that if PRIM had been designed with any one of the 'legs' missing it would not have been as effective. Various forms of evidence supports the importance of the interplay between the three 'legs'. For example, KIAT's 2019 Assessment Report on Training Effectiveness found that the training and capacity development program had been a significant contributor to the overall success of the application of the PRIM model in NTB and WLK (also see Section 2.2.1, Capacity).

Another specific element of PRIM's design which attracted particular recognition and praise from Bappenas and PFID during the 2021 interviews was the use of the additional 10 per cent institutional incentive grant which was awarded if pre-defined institutional outputs were achieved. This encouraged institutional and governance reform, but more importantly also provided funds for essential non-physical activities such as the RTTF, public consultations, road condition surveys, improved detailed engineering designs and strengthened supervision, which prior to PRIM were traditionally underfunded and therefore either ignored or not carried out effectively.

2.3.2 Alignment to Government of Indonesia Priorities

PRIM was well aligned with GoI priorities, interests and needs. Subnational roads make up around 91 per cent of all Indonesian roads and carry over 50 per cent of all vehicle-km and 82 per cent of passenger-km. In 2010, prior

⁴¹ Noting that average PHJD scores were negatively impacted by two low-performing LGs: Kabupaten Tana Toraja (52%) and Kabupaten Toraja Utara (44%)

⁴² For example, much of the PIUC effort was in supporting NTB and WLK in understanding and preparing for the verifications and technical assessments required to trigger grant disbursements. Also all PIUC and PIC standard reporting included grant reimbursement results.

⁴³ As reported in the 2021 PHJD Sustainability Study (national agencies interviewed were Bappenas, MPWH, MoHA and MoF).

to PRIM, only 63 per cent of provincial roads were in a stable ('mantap') condition. Improving the condition of subnational road networks has long been a key objective of government infrastructure planning to support Indonesia's economic growth and encourage regional investment. Indonesia's National Medium Term Development Plan (RPJMN) 2015-2019 specifically mentioned PRIM as a model to be followed for conditional national government grants to improve the quality of sub-national roads, and RPJMN 2020-24 specifically noted the need to expand the PHJD program further, thus underlining Gol's national level commitment and support of the PRIM performance-based model⁴⁴.

In NTB, prior to PRIM, the subnational road network was in very poor condition (around 49 per cent stable). To address this, the Provincial Government showed strong interest in joining the PRIM program as demonstrated by the Governor and Provincial Parliament authorisation for multi-year funding which was required as a pre-requisite to support PRIM implementation⁴⁵. The 2022 Post-PRIM Evaluation reported continued commitment to the core principles of PRIM (focus on quality and routine maintenance) with both NTB and WLK Governments continuing to use many PRIM components with strong capacity, independence and a newfound confidence and maturity in decision-making. The principles of PRIM therefore continue to be relevant and useful to the subnational governments that were involved in the program.

As stated earlier in paragraph 2.2.3, of particular importance in 2022 has been the emergence of 2 new State Laws (UU 1/2022 and UU 2/2022). Whilst PRIM makes no claim to influencing the content of these two laws, they are in alignment with the principles of PRIM by allowing the introduction of performance-based conditionality to inter-government fiscal transfers. They also require increased national government oversight and control over subnational roads and increased subnational government accountability. The emergence of these laws sets the platform for easier expansion of the principles of the PRIM approach. The detailed application of UU 1/2022 and UU 2/2022 are to be determined in a series of supporting regulations which are currently under development by Gol, and therefore, at this stage, the precise details of how resulting reforms can be used to further mainstream PRIM principles remains to be seen, and the future design of subnational road sector reform will continue to require careful, long-term policy dialogue.

In another area of policy alignment and demonstrated commitment, PRIM supported the introduction of various GEDSI initiatives by working closely in alignment with MPWH's Gender Mainstreaming Secretariat. PRIM has encouraged LGs to take meaningful actions towards inclusive planning and road maintenance, and this has been mirrored in the inclusion of gender equality and disability inclusion requirements in the Program Management Manual from 2018 onwards. The data on increased participation and representation of women and people with disability (see Section 2.5) as well as local regulations issued (such as related to Gender Responsive Planning and Budgeting or PPRG, RTTF membership, Gender Equality, Disability and Social Inclusion) provide further evidence of LG commitment to values of gender equality and disability inclusion, and to meeting the PMM requirements. KIAT's Hibah Review reported that PRIM had successfully leveraged funding and regulatory commitment to GEDSI from participating LGs, and the continued post-PRIM engagement between the LG and HWDI in NTB, which resulted in the provision of a disabled-accessible bus, is further evidence of ongoing commitment by NTB to disability inclusion.

2.3.3 Alignment with DFAT Development Policies (and KIAT End of Facility Outcomes)

Although not originally designed as such, PRIM was instrumental, through its replication into PHJD, in supporting Gol's response to the COVID-19 pandemic by supporting specific areas likely to contribute to economic recovery through tourism, in alignment with DFAT's Indonesia COVID-19 Development Response Plan⁴⁶.

Gender equality and the empowerment of women and girls is a key objective of Australia's development program. Section 2.5.1. of the report describes how PRIM has contributed to this policy agenda by using the subnational

⁴⁴ The first tranche of PHJD, which runs from 2019 to 2023, is targeted at supporting nationally-important tourism sector development priorities – one of the key priority areas listed in RPJMN 2020-24.

⁴⁵ See Original PRIM Design Document 2013

⁴⁶ Which states that "Australia's infrastructure programs support Indonesia's important growth-enabling infrastructure agenda. We are helping the Indonesian Government to prioritise its infrastructure spend to deliver the most productivity enhancing outcomes while boosting employment in areas hard hit by the pandemic".

road sector as a platform for strengthened approaches. Also reported in Section 2.5, PRIM from the outset, has through the RTTF, incorporated significant civil society engagement.

Although PRIM commenced prior to the start of KIAT, it is useful to reflect on the contribution of PRIM, and the subsequent PHJD program, to achieving KIAT's End-of-Facility Outcomes. The alignment with KIAT's 4 End of Facility Outcomes is described in more detail in **Annex H**.

2.3.4 Response to External Developments and Learning

As described in Section 2.1, the design of PRIM was adjusted during its evolution to remain relevant in response to the changing policy framework and lessons learned during implementation⁴⁷. Key DFAT/IndII/KIAT responses which resulted in changes to the program included:

- the major program review held at the end of Stage 1 in 2015 and the resulting 2016 redesign which included increased focus on quality of physical works;
- the focus on GEDSI elements which were introduced in 2018 as a result of KIAT's stronger focus on gender equality and strong support by the MPWH PUG (Gender) Secretariat;
- the program adjustments made in response to the COVID-19 pandemic which included moving all training sessions online and undertaking verifications and technical assessments remotely by requesting and reviewing evidence requested from participant LGs;
- the 2017 expansion of PRIM to include West Lombok Kabupaten in response to need to test PRIM model at district level in readiness for PHJD, and
- Government of Australia's agreement to support a three-year PRIM program in Kabupaten Probolinggo (2019-21) in parallel to the roll-out of PHJD to act as continued demonstration of good practice, thus leveraging Gol's funding of the PHJD program.

2.4 Aspect 4: Efficiency

2.4.1 Program Investment Value

KEQ 6: To what extent was the total cost of the program (comprising GOA grant funds, GOI budget allocations, and GOA-funded TA costs) justified by the number of kilometres of road maintained under PRIM and the other main outcomes of the program? How does the cost of road maintenance under PRIM compare to relevant benchmarks?

Table 5 below summarises the total Government of Australia (GoA) investment in PRIM through the program's mix of grant funds and DFAT-supported technical assistance which was delivered through its 2 infrastructure facilities, IndII and then KIAT.

These figures do not include GoA support of PHJD, nor do they include the cost of program leadership, oversight, management and technical direction provided directly by IndII and KIAT staff, which has been important over the program duration. The table also indicates approximate subnational government investment in the PRIM program calculated as 60 per cent of physical works values.

Table 5. PRIM Program Cost Overview

Government of Australia Investment	AUD (millions)
PRIM Technical Assistance ¹	23.40
PRIM Technical Assistance ²	1.20
NTB Total Grant (including institutional incentive) 2013-2019 ¹	24.48
WLK Total Grant (including institutional incentive) 2017-2019 ¹	6.63
Kab. Probolinggo Total Grant (including institutional incentive) 2019-2022 ¹	6.21 ⁵
Government of Australia Total	61.92

⁴⁷ An updated Program Management Manual (PMM) was issued each year to reflect these changes.

Government of Indonesia Investment	AUD (millions)
NTB 60% Contribution ³	33.76
WLK 60% Contribution	9.14
Probolinggo 60% Contribution	9.54
Government of Indonesia Totals⁴	52.44
TOTAL PRIM Investment	114.36

1. Taken from PRIM Disbursement 2014-2022
2. Taken from KIAT PRIM-PHJD Activity Completion Report 2019-2022 - TA cost is an estimate based on the number of LGs supported by PIC and VTASC
3. Approximation only – estimated as 60% of physical works value, assuming institutional incentive is 10% of physical works grant.
4. Gol costs do not include an assessment of APBD budgets allocated to non-physical works during PRIM, such as contributions to surveys, RTTF costs, etc. although these would be fairly insignificant because these costs were generally covered by the GoA institutional incentive.
5. As of 30 December 2022 the remaining grant in the Special Account is AUD 671,944.22

Of particular relevance to assessments of efficiency are:

- KIAT’s ‘Review of Benefits of PRIM Approach (2019)’ which benchmarks the performance and value of PRIM by comparing NTB data with a selected peer group of local governments (Jawa Tengah, Bali and Surabaya)⁴⁸ and also compares PRIM works with non-PRIM works within NTB, and
- KIAT’s ‘Comparative Analysis between PRIM and Non-PRIM Construction Quality Performance Report (2017)’.

The first report tests the hypothesis that the ‘PRIM approach results in networks in better condition’. Figure 4 below shows that over the period 2015 to 2018, the network condition in NTB improved at a much faster rate than networks in Bali, Surabaya and Jawa Tengah. This result was achieved despite the overall costs of road maintenance per kilometre being on a par with Bali and Surabaya but much less than Jawa Tengah.

The report then compared the performance of those parts of the NTB road network which were managed under PRIM to those sections which were outside the PRIM program. The results, shown in Figure 5 show that road network condition (as measured by Road Stability Index) improved in the PRIM sections of the NTB road network but deteriorated elsewhere.

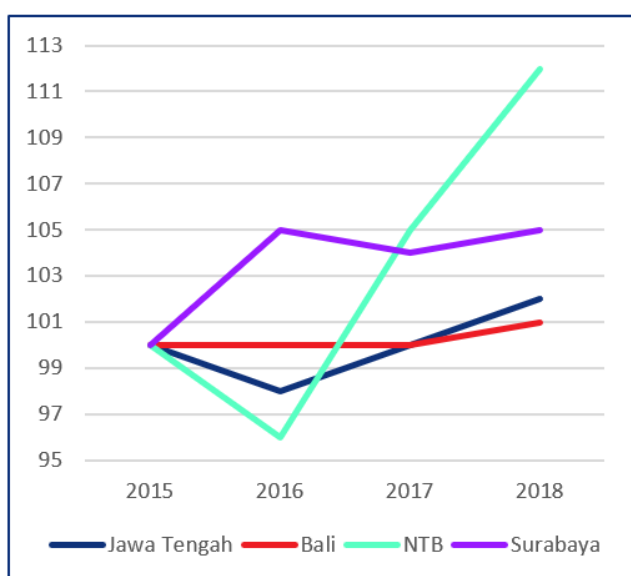


Figure 4: Relative Changes in Network Condition between NTB and Peer LGs (2015=100)

⁴⁸ The report is based upon road condition data obtained from PKRMS and road condition and cost data from Gol’s Provincial and District/City Road Database Management System (Sistem Pengelolaan Database Jalan Provinsi Dan Kabupaten/Kota, or SIPDJD).

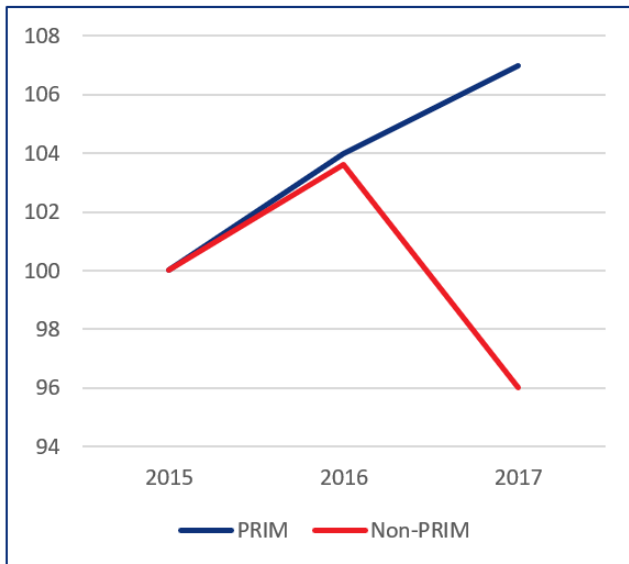


Figure 5: Relative Changes in Network Condition between NTB PRIM and non-PRIM roads (2015=100)

Based on this analysis it was concluded that NTB was performing better than the chosen LG peer group, and that the PRIM approach contributes to this as the PRIM sub-network within NTB performed better than the non-PRIM sub-network⁴⁹. When performance was analysed alongside average road maintenance costs across the peer group⁵⁰, it was evident that NTB was outperforming the peer group in terms of value-for-money and given the extent of the PRIM project in NTB, that PRIM is a significant contributor to this improvement in performance and efficiency.

Furthermore, the second report makes a comparative analysis of construction quality of a number of PRIM and non-PRIM construction projects in the NTB regions of Bima-Dompu, Sumbawa and Lombok. In all three regions there was a significant difference in construction quality between non-PRIM and PRIM projects. The quality ranking of non-PRIM projects was approximately 8 to 9 per cent lower than PRIM projects. The exception to this was in Sumbawa where non-PRIM quality ranking was 18 per cent lower than PRIM⁵¹. These results would suggest that the longevity of roads created through PRIM is likely to outperform non-PRIM roads, thus adding further evidence that the PRIM approach provides improved value for money compared to previous approaches.

It is also evident from the feedback received from national and subnational governments during 2021 and 2022 studies that value for money is considered by Gol to be further enhanced through:

- improved detailed engineering designs including full designs (not “simplified” designs⁵²) thus providing more appropriate technical solutions based on surveys of actual road corridor conditions;
- much improved consideration of GEDSI issues during design, especially consideration of local access, pedestrian and road safety features, thus providing better solutions for road users and communities;
- improved procurement practices which drive improved value through selection of competent contractors;
- improved supervision of construction leading to improved construction quality and longer asset life, and
- improved focus on road safety thus reducing potential road accidents.

⁴⁹ The report noted some caution in results should be exercised due to issues surrounding data quality, but this would not affect the overall report conclusion that PRIM was having a positive impact, but might have affected the degree of impact that PRIM was having.

⁵⁰ From the PRIM Approach Benefits Report, NTB was spending an average over three years of IDR 361 million per km on road maintenance compared to IDR 305 million per km in Bali, IDR 338 million per km in Surabaya and IDR 633 million per km in Jawa Tengah.

⁵¹ The lower quality scores were generally related to strengths and thickness of road materials which are important for road longevity.

⁵² The use of ‘simplified designs’ in the Indonesian road sector is a throwback to the era prior to decentralisation. They were an attempt to speed up road delivery from planning through to construction so that works could be completed within specified multilateral bank loan periods.

2.4.2 Time and Resources

The original Design Document for PRIM in 2013, estimated that the total cost of TA for the period 2013 to 2018 based upon support to NTB only would be in the region of AUD 15.3million. This is clearly very different to the reported final TA expenditure of AUD 24.6 million. However, the final cost of PRIM TA included the following elements, none of which were envisaged as part of the original design, and all of which have been added incrementally to the program:

- the development, implementation and continued improvement of PKRMS;
- the development and delivery of a wider set of capacity development modules than had originally been envisaged;
- the introduction of an increased number of institutional and governance output criteria in successive iterations of the Program Management Manual, with resulting increases in verification effort;
- the introduction of a number of GEDSI initiatives during 2018/19;
- technical support of socialisation efforts for PRIM elements such as the strengthened RTTF and PKRMS;
- strengthened approach to M&E under KIAT;
- an extension of the PRIM program in NTB to the end of 2019;
- the extension of the program to West Lombok Kabupaten, with preparation commencing in 2016 and the program running from 2017 to 2019;
- preparation for the extension of PRIM to Kabupaten Probolinggo, and
- significant assistance and support to the national government during policy dialogue and preparation leading to the replicated PHJD program.

Based on these significant additional elements of work, it is unsurprising that the overall cost of TA provided through PRIM increased proportionally, and the final cost appears reasonable compared to the original estimate given the additional scope, duration and coverage of the program. It should also be noted that a large proportion of these TA costs were used in development of new systems (such as PKRMS) and preparation of supporting training material and are therefore non-recurring investment costs⁵³.

From 2019 onwards, support for PRIM in Kabupaten Probolinggo was delivered in parallel with DFAT/KIAT support of PHJD, with a single PIC and a VTASC appointed to cover both programs, therefore providing efficiencies of scale and good collaboration and sharing of information between the two programs.

2.4.3 Leverage

PRIM always had an inbuilt mechanism for leveraging GoI funding because all physical works were fully pre-financed by the local government and subject to only up to 40 per cent reimbursement, thus requiring from 60 per cent or higher of the cost of works to be funded through local government budget (APBD) even if full reimbursement was achieved.

A feature of PRIM is that the participating local government is required to pre-finance the cost of physical works before receiving reimbursement in stages throughout the year through the PRIM granting mechanism⁵⁴. Therefore, initial leverage can be viewed as the full cost of pre-financing since this needs to be allocated from local government budget (APBD) before receiving later reimbursement.

⁵³ It may be possible for KIAT/DFAT to develop a more detailed breakdown of actual costs against each additional scope area from financial records, but this information is not available to the EPR Study Team.

⁵⁴ In order to ease the burden of pre-financing, the PRIM/PHJD grant is released in tranches. Until 2018, in NTB and WLK, a two tranche model was used where one tranche was issued in July each year after the first verification, typically in June based on the progress of the works, and a final tranche was issued in December following final verification in November. From 2019 onwards, in PRIM Probolinggo, WLK and PHJD regions, the number of tranches was increased to three to ease the burden of pre-financing. In this model, the first tranche is in the order of 15 per cent of the total works value and typically issued in April/May, following a procurement verification in March/April. The LG used this tranche to make advance payment or cover the funding gap if advance payments to contractors had already been made. The second and third tranches followed the NTB/WLK model. This staged arrangement meant that the burden of pre-financing was minimised. It is worth noting that DAK also uses a similar staged disbursement model and therefore also requires a degree of pre-financing by LGs.

Table 5 included details of both GoA’s and Gol’s investment in PRIM across NTB, WLK and Kabupaten Probolinggo. This data is further developed below to demonstrate the relative investments of Gol in comparison to GoA. Figure 6 shows the size of Gol’s pre-finance investment and Figure 7 shows the net investment after receipt of the PRIM reimbursement.

Another important element of leverage was the encouragement of a more preventative mindset. This meant increasing the priority given to preventive maintenance by increasing routine and periodic maintenance in the investment mix while reducing investments in rehabilitation and new construction. Table 6 shows the dramatic change in budget proportions allocated to improvement/rehabilitation and periodic maintenance in NTB before and during PRIM.

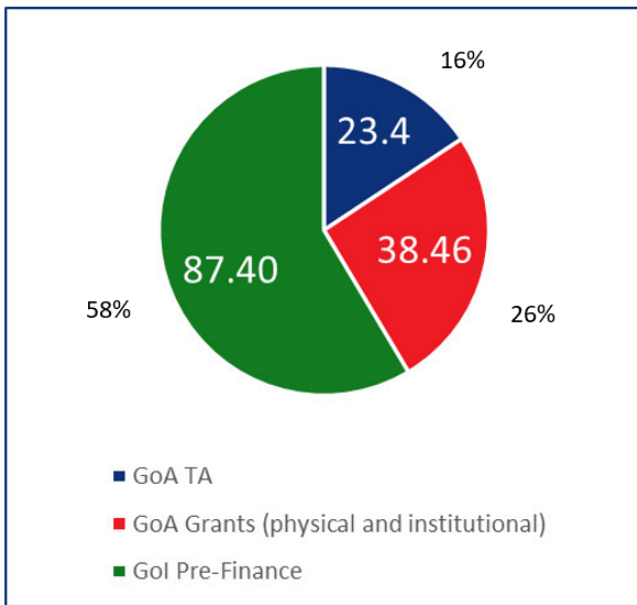


Figure 6: Gol Pre-Finance Investment vs GoA Investment (AUD millions)

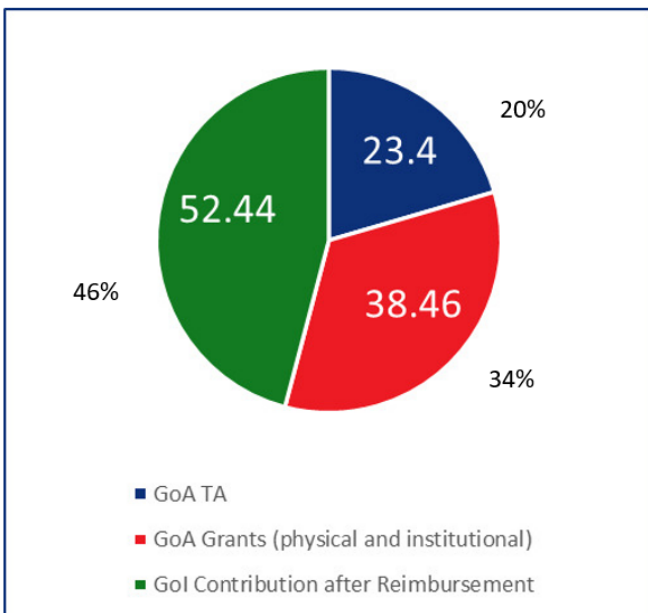


Figure 7: Gol Investment after Reimbursement vs GoA Investment (AUD millions)

PRIM’s major area of leverage was in being a successful pilot program which resulted in a Gol-funded replicated program, PHJD. As reported in Table 22 of the December 2022 PHJD/PRIM Activity Completion Report, the total Gol investment in PHJD, including grants, Program Management Unit and Technical Assistance, over the period 2019-2023 will total around IDR 2,855 billion (AUD 285 million), thus far outweighing the GoA investment in PRIM of around AUD 62 million.

As explained earlier in this report, the legal framework for the subnational road sector has changed significantly during 2022 through UU 1/2022 and UU 2/2022, and recent discussions with GoI indicate that it is very likely that PRIM principles, especially performance-based granting, will be mainstreamed through the gradual reform of DAK. Although the timeframe for such reform is unclear, it is envisaged, that at some point in the future, mainstreaming will eventually have an impact on performance and value for money across the full DAK subnational road program which is typically worth around IDR 12 trillion (AUD 1.1 billion) per year⁵⁵.

Table 6: NTB Percentage Road Maintenance Budget Mix – Pre-PRIM versus PRIM

Year	Improvement/ Rehabilitation %	Periodic Maintenance %
Pre-PRIM 2012	93	7
Pre-PRIM 2013	99	1
PRIM (2014-2017)	38	62

2.5 Aspect 5: Gender Equality and Disability Inclusion

2.5.1 Gender Equality

KEQ 7: To what extent have the results of gender analysis been used to inform PRIM implementation including to identify and address risks and benefits for women and girls?

There is good evidence that PRIM increasingly involved and empowered women including in decision-making processes, however overall numbers of women contracted to works remained small. The representation of women in RTTF membership doubled in PRIM WLK and PRIM NTB (from 15 per cent and 12 per cent in 2017 to 25 per cent and 22 per cent in 2019 respectively) and slightly increased in PRIM Probolinggo (from 24 per cent in 2019 to 29 per cent by end 2022).

Women's participation in RTTF meetings also increased in all PRIM locations from around 20 per cent (in 2017 for NTB and WLK and in 2019 for Probolinggo) to 26.21 per cent in NTB and 23 per cent in Probolinggo. The most significant increase was in WLK to 31.9 per cent by 2019. This may be due to the support for women's engagement under partnerships with IWAPI (Ikatan Wanita Pengusaha Indonesia/Association of Indonesian Women Entrepreneurs) and SWE (Society of Women Engineers) as well as the revised WLK SOPs prepared in 2019 to address the identified lack of women's involvement. Further, PRIM's introduction of the PPRG process facilitated the LG in Probolinggo to analyse the barriers to gender equality (and disability inclusion) and to allocate budget for specific activities to address these (e.g. FGDs to develop a local regulation in Probolinggo to promote involvement of women and people with disability in local road maintenance).

There is evidence that women were increasingly contracted to works although numbers remained small. In Indonesia, as in other parts of the world, the infrastructure sector remains male dominated and seen as men's work. PRIM 2019 data in NTB and WLK showed an increase in the proportion of female workers, especially for more qualified roles, such as contractors and supervisors (from 7 per cent for contractors and 12 per cent for supervisors in 2018 to 18 per cent for both in 2019). KIAT provided significant technical support to encourage improvements for more women to take up contracts on works such as technical inputs to contract clauses related to equal pay and equal work and support to LG to socialise work opportunities to communities. KIAT supported the establishment of an NTB branch of SWE that carried out advocacy, awareness raising and supported women to take up construction sector work. KIAT also awarded a grant to IWAPI that mainly provided training for women sub-contractors to support their involvement in PRIM works. The post evaluation of PRIM in NTB and WLK (2020-2022) showed that women remained involved in construction works post PRIM. The proportion of female supervisors was sustained at the same level as PRIM (20 per cent from 2020-2022). However, the proportion of

⁵⁵ Recent budgets (2020-22) allocated to DAK have been impacted by the COVID-19 pandemic. The DAK budget allocated to roads (jalan) in 2023 has returned to Rp. 12,617,759,056,000 (AUD 1.2 billion) distributed amongst 388 local governments - see page 38 here: <https://dipk.kemenkeu.go.id/wp-content/uploads/2022/09/Rincian-DAK-Fisik-TA-2023.pdf>

female as workers and contractors significantly declined to 3 per cent and 2.4 per cent respectively. This may be partly explained by the lack of public consultations held in NTB and WLK for all road works contracts post PRIM, that were held under PRIM to socialise work opportunities.

In comparison, the overall proportion of women involved in works (as engineers, operators, field works and administration) in PRIM Probolinggo was lower compared to NTB and WLK and fluctuated. While the proportion of women in works increased slightly (from 5.8 per cent in Dec 2019 to 8.5 per cent in December 2021)⁵⁶, in November 2022, no women were involved in works (PRIM PIC Monthly Snapshot, November 2022). In addition to challenges of social and cultural norms and perceptions that construction work is men's work, the small proportion of women in contracted works in Probolinggo was likely influenced by the lower levels of KIAT TA on the ground⁵⁷. PRIM Probolinggo closely mirrored PHJD levels of TA compared to NTB and WLK. There was also less engagement with women's groups and associations in Probolinggo to connect women to work opportunities compared to NTB and WLK.

KEQ 8: To what extent did PRIM involve and empower women including in the program's decision-making processes?

There is some evidence that women were empowered in decision-making where requests from women in RTTF meetings in Probolinggo were addressed by the RTTF (e.g. improved street lighting, repairs to crossings, and improved road signage) (PHJD PIC ACR, 2021 pg. 62).

Commonly, women who attended and influenced RTTF meetings were RTTF members (GEDSI Study 2021). Given RTTF members were selected by the LG, they were likely to be well networked and/or involved in other representative roles including NGO staff (KIAT GEDSI Study, 2021). PRIM evidenced female RTTF members proactively reaching out to non-member women to encourage their involvement or seek their inputs to share in RTTF meetings (GEDSI Study 2021). These strategies to engage female non-members highlight the important role female RTTF members can play in promoting inclusive local road maintenance.

PRIM results related to women's participation, empowerment and influence over decision-making were the result of revisions to PRIM PMM requirements that increased the level of GEDSI-related ambition. The results were also due to LGs resourcing and implementing their PMM-required Gender Equality, Disability and Social Inclusion Action Plan (GAP)⁵⁸. Results were most significant following KIAT's gender and inclusion review in 2017 that identified opportunities to strengthen GEDSI⁵⁹. By December 2020, the PMM (PMM Amendment 10 for PRIM and PMM Amendment 4 for PHJD) had evolved to include specific requirements, quotas and templates to support LG implementation of GEDSI requirements, specifically: a letter of commitment to GEDSI to be issued by the Head of District/Province⁶⁰, and LG resourcing and implementation of a GAP. Under PRIM Probolinggo this also included a quota of at least 30 per cent of women participating in monthly RTTF meetings and represented in RTTF membership; gender responsive planning and budgeting (PPRG), and clauses included in contracts for construction work to promote equal work and pay for women (and people with disability). PRIM effectively incentivised LGs and contractors to pay attention to the involvement of women by linking certain GEDSI requirements to the verification process for reimbursement. A small portion of the 5 per cent reimbursement payment for governance

⁵⁶ Data sources: PRIM 8th PR Report August 2017, PRIM ACR 2019, PIC Progress Report Aug-Dec 2019, PHJD/PRIM ACR 2021 and PIC Monthly Snapshot October 2022

⁵⁷ GEDSI support to PRIM/PHJD post 2019 was delivered from Jakarta with one consultant supporting all PHJD Phase I regions and therefore relied more on local PIC Coordinators that had limitations to their capacity

⁵⁸ There are four types of activities the GAP requires to be carried out: 1) communication and socialisation activities of the RTTF to encourage broad engagement; 2) strengthening the capacity of the RTTF to engage women and people with disability; 3) activities to enable women and people with disabilities to take up work on construction packages; and 4) efforts to improve consideration of gender equality and disability inclusion in contracts for works

⁵⁹ Aligned with KIAT's terminology, PRIM NTB and WLK used the term 'GESI' (Gender Equality and Social Inclusion) where disability inclusion was considered part of social inclusion. In 2019 KIAT expanded the term to include Civil Society Engagement (this became GESI-CSE). During PRIM Probolinggo, it was again revised to Gender Equality, Disability and Social Inclusion (GEDSI) to explicitly reference a focus on disability inclusion. Civil society engagement (CSE) was seen as a strategy or way of working to promote GEDSI, rather than part of GEDSI.

⁶⁰ Signed by the NTB Governor in 2018, the Bupati WLK 2019 and the Bupati Probolinggo in 2020.

achievements was allocated to LG performance in fulfilling their GAP activities⁶¹. A summary table of requirements is provided in **Annex I**.

PRIM's PMM requirements informed iterations to the PHJD PMM evidencing PRIM's influence in improving requirements to address GEDSI in PHJD. These requirements were increasingly employed by LGs in PHJD regions. KIAT facilitated this integration into PHJD by sharing PRIM evidence and learning and providing technical support to guide revisions and improvements to the PMM on gender equality (and disability inclusion).

Towards the end of PRIM, KIAT piloted, in Probolinggo, a new Activity, Gender Equality and Social Inclusion in Infrastructure (GESIT), that partnered with one CSO (Muslimat NU) and one DPO (PERTUNI) to improve community engagement in PHJD. This model of encouraging partnerships between CSO/DPOs and LG for more inclusive infrastructure was based on learning from PRIM NTB and WLK. Early results show strengthened engagement between CSOs/DPOs and LG to increase participation of women and people with disability in PHJD including for the implementation of the PPRG pilot. This CSO/DPO engagement reflects results achieved in PRIM NTB and WLK and was a significant achievement for KIAT in their technical support to LG.

KIAT provided relevant and strong technical support at central and local levels to support these achievements. Specifically at the central level, KIAT provided: TA to draft Amendments to the PMM to define GEDSI requirements and templates to support their implementation (this support was also provided to amend PHJD's PMM and successfully influenced the integration of PRIM GEDSI requirements into PHJD's PMM); TA to support design, review and refine the PPRG model, develop a PPRG pocketbook and train central and local government in the approach; and TA to draft 13 SOPs for the SEGESI Toolkit, later simplified to 3 SOPs. At the local level, KIAT: facilitated partnerships with CSOs/DPOs (IWAPI, SWE, GESIT); worked with LG to develop and implement GAPs, and supported the drafting of local regulations such as those on the PPRG, commitment to GEDSI and RTTF membership.

2.5.2 Disability Inclusion

KEQ 9: To what extent did PRIM identify and address barriers to the inclusion and opportunities for participation of people with disability to enable them to benefit from the program?

There is strong evidence that PRIM implementation was increasingly informed by the barriers and opportunities for people with disability in local road maintenance. The PMM strengthened its disability inclusion requirements over time.

As mentioned above, in relation to the gender equality requirements, PRIM's increased ambition to promote disability inclusion influenced subsequent amendments to PHJD's PMM. This was guided by technical support and sharing of practice and evidence provided by KIAT. The required GAP activities and letter of commitment from Heads of Districts/Province (in PRIM's PMM Amendment 10) included reference to the involvement of people with disability and meeting accessibility standards for road maintenance. The RTTF membership from 2020 onwards was required to include at least one member with a disability and ensure their involvement in RTTF meetings. As with the gender equality requirements, certain disability inclusion requirements were linked to the reimbursement mechanism and effectively incentivised LGs to identify and address barriers for the inclusion of people with disability in designing subnational road maintenance projects.

There is good evidence that people with disability and/or DPOs engaged in most aspects of PRIM (design, implementation, monitoring) albeit in small numbers. RTTFs in all 3 PRIM locations met the PMM requirements to include at least one member with disability. In Probolinggo, the RTTF had increased the number of members with disability to 3 in 2022 (1 visually impaired, 1 physically disabled and 1 hearing impaired⁶²). There is evidence that all locations made efforts to ensure the participation of people with disability in RTTF meetings. For example, in NTB, the RTTF provided a government car to pick up people with disability and bring them to the RTTF meetings. In WLK, the LG was supported by KIAT to map 2,425 people with disability identifying their needs and potential to

⁶¹ Within the governance category local governments needed to provide capacity building or training support to deliver GAP activities and/or the gender responsive planning and budgeting pilot (PPRG) for those regions involved in the PPRG.

⁶² PHJD Progress Report Jan-Jun 2022 pg.39

engage in works. In 2021, the attendance of people with disability in RTTF Probolinggo meetings was higher (from 0 to 9) than other PHJD Phase I regions (GEDSI Study 2021, pg.25) although these numbers fluctuated and in October 2022 participation had dropped to 3 men⁶³. In 2018 in NTB, PRIM recorded 90 people with disability attending PRIM communication and socialisation meetings (up from 0 the year before)⁶⁴.

Although numbers of people with disability involved in the program remained small, PRIM (and later PHJD) had started from a low base. There was no/limited involvement of people with disability in local road maintenance and LG had weak capacity and networks to identify and effectively reach people with disability. Further evidencing this, KIAT's GEDSI Study (2021) surfaced challenges reported by people with disability to effectively engage in RTTF meetings. People with disability reported that they lacked the confidence to speak up, and/or the meeting venue was not always accessible preventing their attendance (lack of ramps, accessible toilets etc). Considering these challenges, the PRIM results that showed increased involvement of people with disability indicate emerging LG awareness of the importance of disability inclusion and efforts made to engage people with disability.

Key to PRIM's approach was the engagement with DPOs promoting 'nothing about us without us'. KIAT's grant to HWDI in NTB (Himpunan Wanita Disabilitas Indonesia / Association of Indonesian Women with Disability) facilitated people with disability to carry out a range of activities raising awareness of LG, training government, and increasing involvement of people with disability in road maintenance processes. Most significantly, HWDI carried out non-technical accessibility audits of road segments in NTB and WLK and presented findings to LG successfully advocating for improved accessibility. In NTB, the engagement between LG and HWDI has sustained beyond KIAT's support with the launching of a disability accessible bus in 2021. The NTB model of engaging a DPO was replicated in PRIM Probolinggo in 2022 with KIAT's piloting of GESIT alongside PRIM. Under GESIT, PERTUNI (Persatuan Tuna Netra Indonesia) a DPO for people with impaired vision, is working in partnership with the LG and the RTTF promoting disability inclusion in local road maintenance, including non-technical accessibility audits of road segments. At the time of the EPR, GESIT had been underway for 6 months. Early results of increased engagement with LG on policy and road accessibility are promising.

There is adequate evidence that people with disability were engaged through contracted packets of works, however numbers remained small. For example, PRIM Probolinggo recorded an increase from 0 in 2019 to 9 (6 m 3 f) people with disability contracted to work by the end of 2021. Although a small number, this was higher than other PHJD Phase I regions⁶⁵. As PRIM evolved, KIAT raised concerns about engaging people with disability in field work maintenance given safeguard risks and workplace safety. Responding to this, PRIM demonstrated a more productive and valued role for people with disability with their shift to facilitating DPOs to carry out non-technical accessibility audits on road segments. This was coupled with successful advocacy to LG to share findings. This practice encouraged PFID's shift under PHJD from a focus on measuring the number of people with disability employed on works, to a more appropriate strengths-based approach seeking their technical inputs that improves accessibility of roads maintained. At the time of this review, proposed amendments to the PRIM/PHJD PMM include a new requirement for DPOs/people with disability to be consulted in PHJD designs through non-technical audits. The EPR concludes that this is a more appropriate standard for measuring the extent of disability inclusion within the program, compared to counting the number of people with disability contracted to works.

At the central level, responding to LG's need for guidance on inclusive processes and technical designs for accessible roads, KIAT supported PFID to develop a Disability Inclusion Manual for PHJD locations. The manual outlined steps to involve people with disability in all stages (design, implementation, monitoring) of road development and maintenance, with technical designs that meet accessibility standards in line with the principles and objectives of UU 2/2022. This manual was finalised and translated in late 2022 and is ready to be used in the field. It has been based on learning from HWDI's non-technical accessibility audits of roads in PRIM NTB, and they were consulted during its drafting.

There is strong evidence that PRIM gathered disability-disaggregated data from 2018 onwards. In NTB and WLK this was facilitated initially under the grant to HWDI, that gathered and reported on activity data where people

⁶³ Recorded in RTTF Probolinggo attendance list for October 2022

⁶⁴ Note, this number was recorded across 8 meetings and so it is possible the same people attended multiple meetings, meaning the actual number of individuals involved is much lower.

⁶⁵ This requirement was introduced in 2020, so only PRIM Probolinggo reported on the involvement of people with disability.

with disability were involved in RTTF meetings, public consultations, PRIM socialisations and trainings. In Probolinggo, the LG was required to gather disability-disaggregated data on RTTF meeting attendance and membership as part of the verification mechanism. For the most part, disability data was not gathered by disability type or disaggregated by gender. However, the effort made by LG to gather disability-disaggregated data is positive given their weak capacity in data gathering and management, and awareness about disability inclusion. KIAT provided significant support to review data and work with PRIM Probolinggo to improve reporting.

2.6 Aspect 6: Monitoring and Evaluation

KEQ 10: To what extent has PRIM (through an M&E system or otherwise) produced relevant, timely, and credible information to assess the program's performance and identify areas for improvement?

This section assesses the quality of the monitoring and evaluation under the program, including whether it was sufficiently fit for purpose, and whether information produced was used in management decision-making and learning that contributed to the achievement of desired outcomes.

PRIM's M&E is a story of evolution based on careful review and reflection and alignment to the changing needs of the program and the information and data needs of key audiences and stakeholders. Given the pilot nature of PRIM, M&E was critical during implementation to review and validate approaches and to propose adjustments in approach based on evidence, results and stakeholder feedback. Overall the M&E for PRIM was increasingly fit-for purpose and evolved in a manner that reflected changes in overall strategic direction, the political and social context, and the emergence of new priorities. Additional commentary is provided in the following sections.

2.6.1 The Evolution of PRIM M&E

M&E played a central role in PRIM operations from the outset. The original design document placed a high priority on the M&E system that would focus on *governance arrangements, contractor performance and completion of physical works*. As a result, the initial results framework placed a strong emphasis on physical works and associated assessments to support the verification process and subsequent grant disbursements. The initial results framework established a basis for the collection of routine data and information, primarily for physical works. Output reporting was prioritised with a focus on contractor compliance and scopes of work completed. Institutional strengthening outcomes were primarily limited to an organisational assessment and training.

PRIM implemented an impact study utilising a Randomised Control Trial (RCT) approach in 2013-2014. While ambitious in scope and high-cost compared to alternative methodologies, the study expected to rigorously test the PRIM approach. Unfortunately, the study was commissioned too early in the implementation period as the data was not sufficiently complete to determine impacts with statistical significance. The study was appropriate in its intent but designed and trialled at the wrong time. The study did not proceed beyond the design and trial phase. It was also deemed too expensive given the limitations of the data.

An additional external element of PRIM M&E was the inclusion of a peer review mechanism. The peer review mechanism was led by an external international consultant and commenced in April 2013. The purpose of the reviews were to provide an external assessment and verification of results and to provide a series of recommendations to strengthen implementation and management arrangements. All reviews were undertaken by the same consultant to ensure consistency and continuity. Peer reviews included visits to the local governments (NTB and WLK), extensive interviews with PRIM counterparts and TA staff, and field visits to inspect works. The reviews typically reported on latest progress towards achieving physical works, institutional aspects, safeguards and sustainability aspects; and noting emerging problems and issues throughout. Each report ended with a recommended set of actions for the continued improvement of the PRIM program. Reviews were completed on a semi-annual basis (although these dates could vary at times) through until April 2019.

A key feature of the PRIM M&E was the many and various reviews/studies that were undertaken from 2013-2022 (including the peer review missions mentioned above). The purpose of these reviews/studies was to provide robust evidence in addition to ongoing monitoring through various six-monthly and annual reports. A complete list of relevant studies from 2013-2022 is included as **Annex J**.

In the period 2015-2017, the PRIM M&E was internalised within the M&E team for the Indonesia Infrastructure Initiative (IndII). There is limited evidence of detailed and robust M&E in this period. The Peer Review Report No. 4 (Mar 2015) indicated that M&E during this period was often behind schedule and did not provide timely, adequate, or credible information. However, it is noted that IndII did prepare a 2015 M&E Report which *informed DFATs decisions around extending into Phase 2*, so the M&E function likely had a significant impact on the subsequent direction of PRIM.

In 2017, PRIM revised its M&E framework to strengthen its approach to M&E. Peer Review Report No. 9 (Dec 2017) reviewed the framework and concluded that it was *“well thought out and suitable”*. The 2017 revisions focused on developing KEQs aligned to expected results. However, there were no defined targets or expected results, as these were expected to be developed subsequently as part of the further operationalisation of the framework. The revised framework also proposed a number of key evaluation studies to provide additional evidence of change.

Further refinements were made in March 2018 with the inclusion of a results framework with defined targets and results that were discussed and agreed with the PIUC⁶⁶ and LG counterparts. The revised results framework was applied through until the PRIM ACR in December 2019 and provided solid evidence, when combined with proposed studies, to inform overall progress and achievement.

At the time of the 2019 ACR, PRIM M&E arrangements transitioned into the broader PHJD MEL approach developed and implemented under the PHJD PIC. This included a number of key evaluation studies that were implemented under PHJD. There were some challenges with some studies given the need to ‘separate out’ PRIM Probolinggo as a separate component compared to other PHJD implementation sites.

2.6.2 Application of Performance Information

KEQ 11: To what extent has PRIM demonstrated the use of performance information to support management decision-making and learning?

This section explores the extent to which PRIM demonstrated the use of performance information to support management decision-making and learning.

As indicated in 2.6.1, M&E for PRIM has evolved in response to the information needs and priorities of IndII/KIAT, DFAT and GoI counterparts at the central and sub-national level. Information provided through iterations of the M&E system over the past nine years and ratified by Peer Review reports suggests that information and data generated through PRIM has been utilised and applied by IndII/KIAT and DFAT. The peer review process was an important component of the overall M&E system as it provided regular and routine assessment and verification of reportable results.

The collection of a mix of data covering physical works and institutional support combined with targeted evaluative studies enabled a broader reach of information and data to support decision-making. Data on road maintenance, grant disbursements and compliance (verification) provided a structured approach to support decision-making. The assessment of capacity development needs helped prioritise the type and scope of training to be delivered during PRIM and was reviewed regularly to prioritise training into the long-term. A capacity assessment report prepared under PRIM demonstrated a high degree of effectiveness but also questioned the ability of some training events and learning to continue into the longer-term.

Baseline information was collected and often updated on an as-needs basis. Given the long duration of the implementation period, it is important to consider changing baselines. Initial assessments were completed for roads and institutional work (e.g. organisational assessments). However there could have been a more rigorous approach to baseline collection with information clearly articulated and shared as a basis for comparison, including quantitative economic analysis relevant to local socio-economic changes. Reporting, particularly in the 2017-2019 period made a concerted effort to focus on comparison work but information and data prior to this period was

⁶⁶ In NTB and WLK, LGs established Program Implementation Units (PIU). DFAT funded TA was in the form of Program Implementation Unit Consultants (PIUC) which were embedded with these PIUs. In PHJD and PRIM Probolinggo, a standard Program Implementation Consultant (PIC) nomenclature was used. The PIC was based centrally in Jakarta.

limited and tended to result from the gap in M&E work in the period 2015-2017. At the completion of 2019, PRIM M&E was combined and merged with PHJD M&E to maintain consistency in approach and application.

The PRIM ACR in 2019 and the PRIM/PHJD ACR in 2021 (and updated in 2022) does make useful reference to information and data to demonstrate progress and change but assumptions need to be made to determine the impact of institutional change in both the approach to road maintenance and also to work practices over a long period. Anecdotal evidence does exist to demonstrate positive changes in institutional practices to road maintenance and performance and application of improved knowledge through training. Information provided through the ACRs and targeted studies and reviews through PRIM and PHJD has helped KIAT and DFAT make informed decisions around future investments and the transition to PHJD. Subsequent reviews and studies of hibah programs generally have drawn on the information provided through PRIM/PHJD.

Performance in terms of construction quality was mostly evaluated as part of the formal technical assessments required to calculate reimbursement levels. These evaluations were based upon examination of laboratory test results and undertaking field inspections to check physical characteristics and workmanship during the year of implementation. In hindsight, it may have been useful to demonstrate that these higher quality works result in longer asset life by revisiting the condition of these sections of road at regular intervals after the year of construction and compare the results to a relevant set of non-PRIM road works undertaken at a similar time. It is still not too late to undertake such an evaluation⁶⁷.

2.6.3 M&E Resource Allocation

This section explores the total resources allocated to M&E during PRIM and considers whether this was considered sufficient to meet DFAT's, Gol's, and the program management team's needs.

International standards for M&E (e.g. USAID, MCC) often suggest a 3-7 per cent budget allocation for M&E as a good standard of practice but this often has caveats attached for pilot programs that may require more intensive resource allocations to M&E. DFAT's M&E standards also refer to having adequate and appropriate resources for M&E. The budget for M&E on PRIM/PHJD has not been tracked but anecdotal evidence suggests it was within the 3-7 per cent range outlined above.

The evidence suggests that PRIM might have benefited from a fully designated M&E support team. The initial RCT model described earlier, using an objective, non-partisan research organisation⁶⁸ was ambitious and resulted in a very expensive one-off study which did not produce meaningful results. However a longer-term system was not put in place to capture important monitoring and routine data. The internalisation of M&E within the IndII team was a means to minimise costs but was not implemented according to DFAT's M&E standards given capacity constraints and the lack of a formalised M&E Plan. Since 2017, which coincided with the facility transfer from IndII to KIAT, M&E resourcing was improved, and designated specialist teams were employed to support both the collection of routine information and the completion of larger evaluation studies. Elements of the M&E approach developed under IndII, specifically the regular Peer Reviews undertaken by an independent sector specialist were useful and continued into KIAT. The integration of PRIM M&E into the broader PHJD MEL approach also ensured a high degree of consistency and continuity as existing metrics could continue to be tracked and reported against.

In thinking about options for the future of M&E in similar programs, careful planning and budgeting is required from the outset to define exactly what is required in terms of information and data and to structure possible approaches that are costed and resourced. This type of early M&E planning will ensure budgets are adequate and have a high chance of success in delivering purposeful information to support decision-making. They will also result in the provision of consistently measured performance data so that trends in performance information are identified compared to relevant baselines⁶⁹.

⁶⁷ This point is raised because in a recent 2022 meeting with MoF, the point was made that Gol are always told that PRIM results in higher quality roads than using non-PRIM delivery mechanisms, but other than the check on initial quality immediately after construction, there is little evidence which demonstrates the deemed long-term impacts which are often reported.

⁶⁸ NORC at the University of Chicago.

⁶⁹ Footnote 53 above is a good example of this. If a program objective was to create road pavements which have a longer asset life, the collection of data to demonstrate this point could have been included in a long-term M&E Plan from the outset.

2.7 Aspect 7: Sustainability

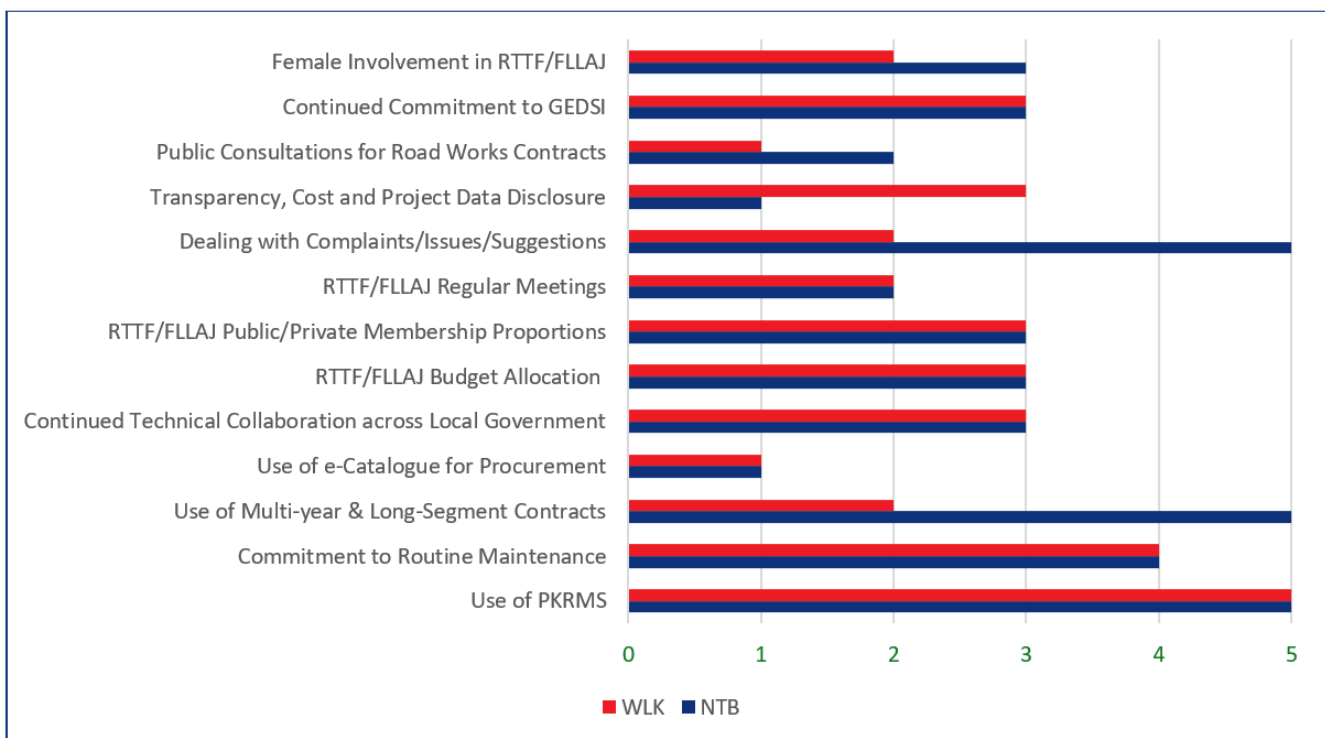
This section comments on the prospects for lasting benefits from the program, covering both the continuation of benefits in the participating LGs, as well as the scale up of the PRIM model to PHJD and/or other sub-national road programs by GoI.

2.7.1 Participating Local Governments – PRIM

KEQ 12: How likely is it that participating LGs will continue to effectively apply improved roads management practices applied under PRIM?

In September 2022, KIAT, through the PHJD Program Implementation Consultant (PIC), undertook an evaluation of performance of both NTB and WLK to assess the extent to which PRIM approaches, notably PKRMS, RTTF, e-catalogue procurement, long segment contracts, focus on routine maintenance works, and focus on GEDSI, were still be used almost three years after closure of the PRIM program by both local governments.

The study used a series of key evaluation questions and data collection requests to various local government officials and RTTF representatives in both NTB and WLK to capture information on the extent to which key PRIM practices were still being applied three years after PRIM formally ended in those LGs. The summary overview tables which are extracted from the evaluation report are included in **Annex K**. The results, summarised in Figure 8 below, showed that both NTB and KLB are continuing to demonstrate a reasonable level of commitment to compliance with PRIM practices in late 2022.



1 = no longer used; 2 = used < PRIM; 3 = used as PRIM; 4 = used > PRIM; 5 = process advanced beyond PRIM

Figure 8: Summary of NTB and WLK Post-PRIM Performance (2022)

The interviews with both NTB and WLK also demonstrated confidence, capacity and maturity to manage their road networks effectively, often by improving processes beyond the requirements of PRIM. Notable examples of areas where continued improvement of approaches beyond PRIM were:

- NTB and KLB’s use of PKRMS for the planning, programming and budgeting of all road maintenance works and the continued commitment to training in PKRMS, and

- NTB's use of multi-year long-segment contracts which now also included bridge works, made possible by making good use of COVID-19 recovery loans available through PT SMI⁷⁰.

There were also examples where both NTB and KLB have demonstrated the confidence to drop or put on hold certain elements from the PRIM model because they have found them to be unnecessary given alternative arrangements that have been put in place. Examples include:

- disbanding the formal TP3J/RMMT, but replacing the collaboration function through the RTTF/FLLAJ and a technical team within PUPR, and
- the use of e-Catalogue for the procurement of routine maintenance – in NTB's case procuring all routine maintenance through long-segment contracts (which they prefer due to the resulting long length of corridor improvement), and in WLK's case having to adapt their procurement approach to suit their temporary fiscal situation during the COVID-19 pandemic and making more use of existing swakelola teams.

However, the evaluation uncovered two areas of concern, where practices which are generally highly regarded as key elements of the PRIM model, are no longer being used, these being:

- NTB's failure to continue with the same level of transparency as was achieved during PRIM, by not publishing contract data for road works on the RTTF/FLLAJ website, and
- Both NTB and KLB's failure to hold public consultations for all road works contracts, although both stated this was due to budgetary constraints and they intended to reintroduce these in the future.

Ultimately, the performance of each of the subnational governments can be measured through the overall condition of their road networks. This was shown earlier in Figure 8.

2.7.2 National Government Replication of the PRIM Model

KEQ 13: How likely is the national government to apply (elements of) the PRIM model, either as a national-level program or incorporated into elements of support to LGs?

Much of sustainability evidence in terms of scaling up the PRIM model to PHJD and other subnational road programs has already been presented in Section 2.2.3 on replicability, so is not repeated again in detail in this section. However, key points to note are:

- PKRMS has already been mandated by DGH for use in all subnational road works planning, programing and budgeting, and it a Ministerial Circular Letter which further endorses PKRMS was issued on 13 January 2023. A later ministerial decree will follow as part of the regulations required to support UU 2/2022;
- all key national agencies involved in PRIM are also keen to support the wider mainstreaming of the strengthened RTTF model, and providing wider access to the capacity development resources developed through PRIM/PHJD;
- that in the light of new laws UU 1/2022 and 2/2022, latest national government thinking⁷¹ is that various PRIM principles will be embedded into DAK mechanisms through:
 - i. introducing performance-based granting to DAK fiscal transfers;
 - ii. introducing improved central monitoring of road network performance against defined minimum performance standards, and;
 - iii. increasing public scrutiny by giving the public the right to redress should minimum performance standards and service standards not be met.

Although a general strategic direction for the subnational road sector is emerging which will build on PRIM, PHJD and the new State Laws, the replication of PRIM principles will continue to be a complex process and patience,

⁷⁰ PT Sarana Multi Infrastruktur (Persero) (PT SMI) is the Special Mission Vehicle (SMV) under the Ministry of Finance which is engaged in financing and preparing infrastructure projects. PT SMI's objective is to act as a catalyst for accelerating Indonesia's infrastructure development through innovative, unique and flexible financing products.

⁷¹ As noted in discussions with MoF, Bappenas, DGH and PFID in 2022 as part of the development of the PHJD/DAK Subnational Road Strategy.

coupled with significant time and resources, will continue to be required. Lessons learnt to date during the design and support of PHJD include:

- policy/strategic engagement with Gol in PRIM sustainability and replication was complex and took longer than expected from the early discussions and presentations held in 2016 right through to Gol approval of the budget for PHJD in 2018 in readiness for roll-out in 2019 (i.e. around 3 years of relatively continuous policy dialogue and program design before PHJD emerged as a Gol-funded program);
- turning policy dialogue into detailed and implementable programs is a significant challenge as it requires understanding the differing views and perspectives of the individuals and agencies involved in each program – ultimately, for the road sector, design consensus is required across MoF, Bappenas, MoHA and MPWH at decision-making Echelon 1 or 2 level. DFAT funded significant technical assistance during the PHJD design period, and this TA also provided an important role as the facilitator and leader of discussions to create consensus on the way forward⁷²;
- unforeseen changes in direction and approach are common within Gol due to changes in Gol ownership of programs (for instance the 2019 transfer of PHJD responsibility from DGH to PFID) and the regular change of personnel in leadership positions⁷³, and
- it is important to work with Gol stakeholders, especially Bappenas, as early as possible, to support GOI efforts to embed PRIM principles in strategic policy direction under the National Medium-Term (5 year) Development Plan⁷⁴.

Although not the focus of this End of Program Review Report, it is very likely that Gol will seek GoA support for the proposed adjustments to DAK to take on board PRIM principles in line with UU 1/2022 and UU 2/2022.

2.7.3 Other Sustainability Commentary and Challenges

Whilst the major milestone of Gol replication has been achieved, there are some important lessons to be learned from feedback received on program sustainability issues⁷⁵:

- feedback from many local governments is that the Program Management Manual for PHJD (which mirrors the PRIM PMM) has become too complicated⁷⁶. Most issues relate to the complex reimbursement calculation mechanism⁷⁷ and the very large number of outputs which are checked during the three stages of verification/technical assessment held each year. The program's current design therefore requires significant effort on the part of LGs to prepare for verifications and the Gol resources required for verifications and technical assessments are also considerable;
- to support further replication, it is now appropriate to adjust all capacity development modules and resources so that they are available online as on-demand modules. This will require significant effort in creating on demand video tutorials and e-learning modules which makes it easy for users to learn anytime, anywhere, with few, if any, restrictions. This will likely involve the creation of a learning portal with learning resources courses delivered through a Learning Management System⁷⁸;

⁷² It is worth noting that during national Gol interviews and meetings held in 2021 (PHJD Sustainability Study) and 2022 (PHJD/DAK Future Strategy) many national government agencies expressed gratitude for DFAT support in providing critical knowledge leadership and facilitation during PRIM replication.

⁷³ For instance, during 2022, PRIM/PHJD witnessed the loss of Pak Dede Gunawan to the subnational road sector when he transferred from PFID to the Toll Road Authority (BPJT). Pak Dede was a leading proponent of the PRIM approach through his involvement and leadership in both DGH and then PFID over many years, and his transfer represented a significant loss of Gol knowledge and experience in the subnational road sector. There are many similar examples of loss of institutional knowledge caused by staff transfers and promotions.

⁷⁴ Indonesia's National Medium Term Development Plan (RPJMN) 2015-2019 specifically mentioned PRIM as a model to be followed for performance-based national government grants to improve the quality of sub-national roads, and RPJMN 2020-24 specifically noted the need to expand the PHJD program further.

⁷⁵ Mostly through 2022 interviews with both national and subnational Gol agencies as part of the development of the 2022 Subnational Road Future Strategy.

⁷⁶ It is worth noting that the addition of the many output criteria was undertaken in good faith to encourage compliance with many innovative processes, in alignment with the principle of using PRIM/PHJD as a 'test-bed' or 'laboratory' for new methods of working. However, PFID, other national government agencies and participating subnational governments now believe that the PHJD/PRIM PMM has become too complicated, especially for use by local governments with limited capacity and wish to pursue the creation of a simpler model to ease replication efforts.

⁷⁷ To avoid price collusion, the calculations of reimbursement are on the basis of the deemed cost of works which are calculated using standard 'reference unit costs' (RUCs) rather than the actual contracted cost of works.

⁷⁸ A learning management system (LMS) is a software application for the administration, documentation, tracking, reporting, automation, and delivery of educational courses, training programs, materials or learning and development programs.

- the capacity of each local government (both human and financial) has been found to vary significantly across the participating PHJD LGs, resulting in a large variation in results. It has therefore been suggested that PHJD's 'one-size-fits-all' standardised approach, which requires all participating LGs to achieve defined reform targets against a fixed three-year program, needs to be adjusted to take into account the different capacities available in each LG. Although a preparation year has always been a part of the start-up process for both PRIM and PHJD, GoI may wish to explore the benefits and constraints of formalising this as a foundation year to create a 4 year program which includes a first-year foundation.

2.8 Aspect 8: Risks and Safeguards

2.8.1 Risk Management

KEQ 14: To what extent did PRIM effectively identify and actively manage key risks related to the achievement of the main outcomes of the program? What, if any, risks will continue after the program ends?

The approach to risks and safeguard management throughout PRIM has varied as the program has transitioned through its various stages.

Collaborative governance structures were put in place to actively manage emerging issues and potential risks, and to share resulting management actions.

The Implementing Agency (IA) was the provincial or kabupaten government, through the regional development planning agency, Bappeda. The LG PIU was established by decree of the Governor/Bupati, with the Public Works Agency (DPU) a key member. In NTB and WLK, the PIU and DPU was supported by the PIUC, funded by DFAT, to assist in institutional strengthening and training. The Executing Agency (EA) was originally DGH, but later transferred to PFID. Within the LG a collaborative TP3J technical team was established across the various LG agencies. The RTTF also carried out a significant cross-agency collaboration role. A 'Tim Teknis' (TT) was established by decree of the DG (DGH).

In the early years of implementation many of the risk management approaches had not been formalised with risk registers and associated risk management/mitigation plans. During this period, risk reporting occurred through a range of reporting methods (such as Interim Progress Reports, M&E Reports, Status Reports, etc.) but these were not collated into a central formal program risk management register. One such method, and probably the most useful throughout the program, was the independent Peer Review process which was presented and discussed earlier in the M&E section. Risk registers and reporting did improve over time and during implementation under KIAT comprehensive risk registers for the Facility were established and maintained, including key risks identified for individual programs such as PRIM.

After the transfer to KIAT, NTB and WLK risks were reported in the Activity Completion Report 2017-19 as a summary table of key risks, impacts and mitigation actions for PRIM, and usefully expanded this with a further table of potential risks which might emerge during PHJD. During PRIM in Probolinggo, both the PHJD/PRIM PIC and the VTASC actively maintained a comprehensive risk register. The final versions were included in Annex 8 of the 2022 Activity Completion Report. In overall terms, looking at the overall delivery of PRIM, it is evident that risks were managed well through the day-to-day involvement of senior technical staff who had the foresight to foresee risk and take actions to deal with those risks. However, from the outset in NTB and WLK, there was not a single risk management register or management plan that was consistently reviewed and updated. This changed for Kabupaten Probolinggo with both the PIC and VTASC maintaining updated risk registers. Examples of the key risks that were actively managed through PRIM included:

- the high risk that insufficient LG pre-financing would be provided. This was mitigated by undertaking network analysis which takes into account available budgets (using PKRMS) and requiring Governors and Bupatis to issue a provincial regulations with annual budgets committed to PRIM for the program length⁷⁹;

⁷⁹ For example, the Governor of NTB issued a regulation committing to annual budgets for the period 2014-2018.

- risks that major works will be preferred to routine maintenance resulting in funds being wasted and road conditions worsening - PKRMS deals with this risk by prioritising routine and periodic (i.e. preventative) maintenance;
- risks relating to the technical approval of works for reimbursement. PRIM ensured the integrity of verification by selecting independent reviewers outside the main delivery teams (VTASC);
- the high risk of slippage in the PRIM timetable, especially in the early years. PRIM therefore included significant TA support to expedite implementation through direct support across many program areas;
- risk of sub-standard quality of construction/maintenance works. PRIM therefore included multi-level supervision and verification and the ultimate sanction of withholding reimbursement, and
- lack of LG capacity - dealt with through a comprehensive capacity development program of both technical and non-technical elements.

2.8.2 Safeguards Management

Section 6.1 and 6.2 of the PRIM PMM (December 2020 version) requires compliance with Indonesian environmental and social requirements (Amdal/UKL-UPL/DELH/DPLH) in accordance with Law 32/2009 concerning Environmental Protection and Management and Minister of Environment Regulation No. 16/2012. Generally up until PRIM, road maintenance contracts were not subject to environmental or social impact assessments or safeguarding. There is evidence that compliance with environmental and social safeguards was further strengthened during PRIM by supervision consultants enforcing environmental clauses contained in construction contracts.

PRIM also included strengthened project design mechanisms which took into consideration environmental and social issues, including road safety, as part of the detailed engineering designs (DED). Study/design teams now include specialists in these areas and are producing environmental and social documents (UKL/UPL) as part of their contracted DED responsibilities. Designs also include input from communities through public consultation on key issues such as road safety issues, especially for pedestrians, areas prone to flooding, etc. These requirements are included in the latest version of the PMM for PRIM and PHJD⁸⁰.

As discussed in Section 2.5, the PRIM PMM also contained specific requirements in relation to gender equality, handling persons with disabilities, child protection and civil society engagement to ensure alignment with both GoI and DFAT policies.

2.9 Aspect 9: Lessons Learned and Conclusions

KEQ 15: What are the key lessons learned from the program that are relevant to DFAT and GoI for designing and managing similar programs in the future?

Lessons have been documented at selected stages throughout the implementation of PRIM. The intention of learning events was to provide guidance and feedback to stakeholders on what had been learned at all levels and to suggest strategies and actions to replicate the positive or mitigate the negative impacts.

The lessons provide invaluable insights into what has worked well and what could, with the benefit of hindsight, have been improved. Lessons learned sessions were formally introduced in 2017 alongside the revisions made to the M&E framework. This involved working with the PIC team, LG counterparts and KIAT at various stages. The following Key Lessons are intended to be useful for both the continued roll-out of the PRIM model, or PRIM elements, in Indonesia, but are also relevant to the design and management of future DFAT programs of a similar nature.

⁸⁰ Section 6.1.1 of the PMM states "Every road handling activity (periodic maintenance, rehabilitation, and road improvement) requires environmental documents (Amdal/ UKL-UPL/ DELH/DPLH) referring to Law no. 32/2009 on Environmental Protection and Management, Government Regulation 78 No. 22 of 2021 concerning the Implementation of Environmental Protection and Management and Regulation of the Minister of Environment and Forestry No. 4 of 2021 concerning the List of Businesses and/or Activities Required to Have an Environmental Impact Analysis, Environmental Management Efforts and Environmental Monitoring Efforts or a Statement of Ability to Manage and Monitor the Environment. The implementation of road handling tender activities begins after the availability of environmental documents, environmental approvals and environmental permits/government approvals from the authorized agencies have been issued".

2.9.1 Key Lesson 1: program designs should be based upon a root cause analysis

The original design of PRIM identified that the root cause of subnational road problems was the lack of incentives for effective governance. There was previously no mechanism for holding road agencies to account for their performance in managing the road network efficiently and in accordance with needs-based plans based on good practice. There was no requirement to set the priorities which produced better outcomes and no system for verifying delivery against value-for-money, nor sanction if not achieved. The PRIM model was innovative in addressing these fundamental sector-wide issues following a rigorous analysis of root causes. In moving forward, it is important to ensure that *hibah* type programs address specific issues and relevant institutional support is provided to strengthen transparency and accountability.

2.9.2 Key Lesson 2: the long-term pilot program led to replication

PRIM has demonstrated that the use of pilot projects or programs which are well implemented over a sustained period, together with strong and continual counterpart collaboration, and clear reporting of benefits and results, can influence national policy dialogue and lead to lasting sector reform. DFAT's and GOI's long-term commitment to the pilot and its eventual replication, supplemented by significant patience, was key to success. It was important to maintain regular high-level strategic policy dialogue throughout the various stages of the evolution of PRIM with key national government counterparts. This resulted in the PRIM/PHJD model being supported in the National Medium Term Development Plans (RPJMN) for both 2015-19 and 2020-24. Keeping this policy dialogue focused on a clearly defined end point for the program was important in focusing mindsets on change. However, it is important to recognise that with flexible and evolving support that is responsive to emerging needs and priorities, the assessment of change and impact is a challenge for M&E. The end-point vision for PRIM created an understanding of what success will look like and helped to set the conditions required to achieve these outcomes. In summary, it is important to note that pilot projects aimed at replication require long-term commitment, patience and advocacy. [See Section 2.7.2 for more on challenges with sustainability.]

2.9.3 Key Lesson 3: performance-based granting encourages improved performance and changed behaviours

Based upon the PRIM experience, incentivising improved performance through performance-based granting works well. Whilst there is recognition in this report that this needs to be supported with increased scrutiny and oversight, and a strong and comprehensive program of technical support and capacity development, there is widespread agreement across GOI that it is the performance-based granting mechanism which fundamentally changed behaviours, and ultimately, results. KIAT and DFAT should look to maintain its support of program interventions which promote a performance-based approach.

2.9.4 Key Lesson 4: non-technical project ancillary costs are a good investment and improve overall value-for-money

This is a lesson that is more relevant for GOI than for GoA⁸¹, but PRIM has demonstrated that increasing budgets (and where appropriate strengthening contracts and scope definition) for surveys, planning, preparation, design and construction supervision services adds significant value. These relatively small incremental investments result in a step-change which can impact the overall quality of physical works by influencing various elements of the broader financing and delivery system. This includes planning leading to the rational selection of projects, improved design quality, better safeguarding, and overall improved constructed quality of projects. This message, while simple, is an important one, particularly for GOI agencies who have to justify the need for these 'additional costs' through Indonesia's complex procurement and contracting system.

2.9.5 Key Lesson 5: high-level understanding and commitment is essential for program success

All LGs involved in PRIM demonstrated the highest-level commitment to the PRIM program through Governor or Bupati support. They also demonstrated their understanding of the program's key principles and mechanisms, especially the reimbursement mechanism. However, evidence is emerging from recent KIAT evaluations of PHJD participant LGs, that in situations where this high-level commitment and understanding of the program is lacking,

⁸¹ Because GOI agencies often challenge these 'additional costs' because their value is not well understood.

program performance is often adversely affected. Therefore, future roll-outs of replicated programs need to include effective high-level dialogue to build trust, understanding and commitment to the program, especially at subnational level if relevant to the program. This dialogue should continue throughout the program, especially if a change of leadership occurs, and also inform the design of possible new interventions. The additional advocacy work by DFAT and KIAT were critical to the successful adoption and rollout of PHJD

2.9.6 Key Lesson 6: formal institutionalisation of approaches and practices is required for sustainability

One design feature of PRIM which sets it apart from many previous donor interventions in the subnational road sector is that all newly introduced innovative practices were established from the outset as new ways of working which replace existing business-as-usual methods, and which, wherever possible, become mandated by local, or sometimes, national-level regulation. There was generally no sense in PRIM (or PHJD) that newly introduced practices would be dropped after the closure of the PRIM program (i.e. new methods of working were not packaged as 'program-specific' but presented as the 'new normal' to be adopted beyond the PRIM program). Strong capacity development was therefore provided to change existing approaches and practices in a more lasting way. Coupling technical programs with soft interventions e.g. road safety/GEDSI, community engagement can also increase buy-in and effectiveness. At the highest level, the PRIM approach was institutionalised by being part of RPJMN. This gave added strength, support and commitment to the program and helped GoI stakeholders justify and acquire the necessary budget allocations in future years. Future long-term strategic programs should similarly aim for high-level institutionalisation of programs within relevant national development plans.

2.9.7 Key Lesson 7: sustaining GEDSI initiatives and processes is challenging and requires long-term commitment, adopting strategies that can be feasibly integrated into regular processes

In general, PRIM was slow to make progress in GEDSI due to weak government capacity to address GEDSI and a lack of GEDSI incentives. Progress was only made following KIAT's increased TA from 2018 onwards and more comprehensive strategies such as the CSO/DPO partnerships and the integration of specific requirements into the PMM (for both PRIM and PHJD) to incentivise attention to GEDSI. Despite linking outputs to the reimbursement mechanism, there have been some challenges in transitioning the GEDSI requirements in the PMM from PRIM to PHJD regions. There were also challenges in PRIM Probolinggo to achieving the same level of GEDSI results as was achieved in NTB and WLK. This was primarily due to the decreasing amount of TA offered under the government funded program (and to some extent in Probolinggo), in comparison to PRIM NTB and WLK (Hibah Review 2021, page 19). Furthermore, the PPRG approach championed by MPWH Gender Secretariat piloted in PRIM Probolinggo is notably more technically involved compared to the GAPs initially introduced under PRIM in NTB and WLK. In Probolinggo, the LG reported low levels of awareness and commitment to gender responsive planning and budgeting, and a downward trend in the number of OPDs preparing PPRG statements over the last 3 years (PPRG Probolinggo GAP and Budget Statement, 2022). Sustaining the approach may be challenging given capacities and the intensity of the approach. Opportunities to simplify the processes and requirements and to ensure integration into regular district and provincial planning and budgeting processes is essential.

2.9.8 Key Lesson 8: disability inclusion strategies need to be strengths-based and assessed based on the quality of engagement for people with disability

PRIM engaged people with disability by drawing on their experience and expertise in carrying out non-technical accessibility audits of road segments. This improved the accessibility of PRIM roads and encouraged engagement between people with disability and LG on accessibility. Certain safeguards and safety risks for people with disability contracted to PRIM works became increasingly apparent as PRIM evolved. KIAT learning showed that engaging people with disability in roles that draw on their experience and expertise reduced risk and was more appropriate. This was also a more appropriate measure of performance related to disability inclusion compared to counting the number of people with disability contracted to works.

2.9.9 Key Lesson 9: an agreed Monitoring and Evaluation framework (and team) should be established at program start-up and maintained throughout

M&E has been essential to the iterative development of the PRIM model as it has provided learning and direction at key stages in the program, leading to model adjustments, enhancements and redesign. However, there has been

a lack of consistency of the M&E approach throughout the long PRIM program period of 9 years. A more consistent approach and stable M&E team working to an agreed M&E framework with sufficient budget allocated from the outset may have provided a better and more compelling set of performance results. Despite this lesson, it is noted that long-term pilot programs do present challenges for M&E as new and emerging priorities tend to evolve over time. This often requires regular reviews and revisions to M&E metrics and associated studies to assess change and impact. The PRIM M&E Framework demonstrated progress towards achieving End of Program Outcomes. The technical monitoring and evaluation efforts should also include an assessment of long-term impacts - in the case of PRIM, no data has been collected or analysed which proves that long-term road condition and asset life are improved through focusing on better construction quality.

2.9.10 Key Lesson 10: ongoing program reform can lead to program complexity which constrains practical replication

Much feedback from GoI suggests that the Program Management Manual (PMM) has become too complicated for practical national replication. There are two key issues: (i) the number of output indicators has grown considerably and therefore requires significant auditee and auditor resources and budget, and (ii) the reimbursement mechanism using Reference Unit Costs is too complicated, especially for administration by non-technical staff in lower capacity LGs⁸². To support further replication, work is now required on the PMM to cut down the number of output criteria, simplify the reimbursement mechanism and create a non-technical version. Lessons learnt through the COVID-19 pandemic also suggest adopting an online process for document verifications may be more efficient and is easier for LGs to implement.

⁸² The PHJD LGs of Lumajang, Humbang Hasundutan and Simalungun all received low reimbursements because of a lack of understanding of the PMM and especially the reimbursement mechanism.

Annex A - Scope of End of Program Review

Purpose

The main purpose of this EPR was to provide a summative and formative assessment of the PRIM program across various dimensions. The summative assessment is intended primarily to compile relevant and credible information and to identify to what extent the pilot approach was successful. The formative assessment will identify key lessons learned and provide suggested guidance and recommendations for future interventions.

This EPR also supports the preparation of the DFAT Final Investment Monitoring Report (FIMR) for PRIM. As such, the Key Evaluation Questions (KEQs) are aligned to the eight FIMR quality criteria: effectiveness; efficiency; gender equality; disability; relevance; monitoring and evaluation; sustainability; and risk and safeguards.

Audiences

The primary audience of this EPR is KIAT (the Transport Directorate and the Performance and Communications Unit) and the DFAT Infrastructure Team. The secondary audiences will be DFAT Canberra and teams designing and delivering similar DFAT-supported programs in Indonesia and in other countries.

Key Evaluation Questions (KEQs)

The fundamental questions to be addressed were whether PRIM's three EOPOs had been met, and therefore to what extent the PRIM pilot program can be considered successful. The EPR team compiled, synthesised and analysed information related to the KEQs outlined in the list below. A complete Terms of Reference (ToR) for the EPR is included as Annex 1 and a broader Evaluation Matrix, which includes additional primary and secondary questions under each evaluation aspect, is included as Annex 2.

Primary KEQs included:

1. Evolution of PRIM – What were the key ways in which PRIM evolved from design to completion?
2. Effectiveness* - How effective was PRIM in contributing to the achievement of **EOPO1**: improvements in capacity and systems to manage quality road maintenance? How effective was PRIM in contributing to the achievement of **EOPO1**: improvements in capacity and systems to manage quality road maintenance? How effective was PRIM in contributing to the achievement of **EOPO2**: improvements in the financing and delivery of local road maintenance? How effective was PRIM in contributing to the achievement of **EOPO3**: the provision of evidence for a replicable model that could cover all 500-plus local governments nationally with funding from GOI's hibah (grant) scheme?
3. Relevance*- To what extent was the modality employed by PRIM (performance-based grants provided through a Direct Funding Agreement plus separate technical assistance provided through IndII/KIAT) appropriate for achieving the main outcomes of the program?
4. Efficiency – Did the investment in PRIM make efficient use of Australia's and our partners' time and resources to achieve outputs and expected outcomes?
5. Gender Equality and Disability – To what extent have the results of gender analysis been used to inform PRIM strategy to appropriately identify and address (e.g., in terms of M&E: sex-disaggregated data collection, analysis, and follow-up action) the potential for differential risks and benefits for women and girls? **(contributes evidence to FIMR Gender Q1, G2 and Q4)**. To what extent did PRIM involve and empower women, including in decision making processes, in relevant aspects of the program? **(contributes to GQ3)**. To what extent did PRIM appropriately identify and address barriers to disability inclusion and consider the potential for people with disability to benefit equally from the program (e.g. in terms of M&E: disability-disaggregated data collection, analysis, and follow-up action)? **(contributes to DQ2)**.

6. Monitoring and Evaluation – To what extent has PRIM (through an M&E system or otherwise) produced relevant, timely, and credible information to assess the program’s performance and identify areas for improvement? To what extent has PRIM demonstrated the use of performance information to support management decision-making and learning?
7. Sustainability – How likely is it that participating LGs will continue to effectively apply improved roads management practices applied under PRIM? How likely is the national government to apply (elements of) the PRIM model, either as a national-level program or incorporated into elements of support to LGs?
8. Risks and Safeguards – To what extent did PRIM effectively identify and actively manage key risks related to the achievement of the main outcomes of the program? What, if any, risks will continue after the program ends?
9. Lessons Learned – What are the key lessons learned from the program that are relevant to DFAT and GoI for designing and managing similar programs in the future?

Based upon the success of PRIM, from 2019 onwards, GoI operated, with DFAT support, their own GoI-funded subnational program, Program Hibah Jalan Daerah (PHJD), which was designed and delivered based upon PRIM principles and lessons learned. This EPR does not report on detailed outputs or outcomes from the PHJD program, which is still ongoing, but does reflect on the success or otherwise of PHJD up to December 2022 in supporting answers to KEQs number 4, 12 and 13 covering effectiveness (EOPO3) and sustainability.

Annex B - Methodology

Overview

The EPR was completed over four phases. The phases included: (i) development and agreement of a review plan; (ii) a desktop review of available documentation, (iii) verification and supplementary data collection and analysis; and (iv) final analysis and reporting.

The review team met regularly during the data collection phase to share observations and insights and to review contributions to key findings against respective KEQs. Initial findings were presented to KIAT and DFAT and feedback received. Interviews with stakeholders were initially considered but the review team concluded that there was sufficient information, data and personal experience available to draw upon to identify, analyse, and present a strong set of findings.

Limitations

All evaluations and reviews face limitations. Specific limitations for this review included:

- **Time and resources:** The initial limitation was that there was a considerable amount of documentation to review and synthesise and that additional interviews were required. The review team minimised this by drawing upon personal experiences and quickly scheduling approaches to maximise time available for analysis. Previous experience in PRIM implementation and management also minimised any risk or limitation.
- **Holiday Periods:** Analysis and report preparation occurred in the lead up to the Christmas and New Year period with key deliverables due within the traditional break. The tight timeframes and turnarounds placed some pressure on scheduling of work. The review team minimised this through careful allocation of tasks and relevant check-ins and updates to progress work.
- **Data Limitations:** Although lots of good quality data is available in previous reports for NTB and WLK, there is less data availability for PRIM in Probolinggo⁸³. Also, the program in Probolinggo will remain operational until 31 December 2022. KIAT assisted the review team in finding required data and information for Kabupaten Probolinggo.

⁸³ It is noted that an updated Activity Completion report for PRIM Probolinggo (and PHJD) is being prepared in parallel with this EPR and a draft version was made available to the EPR team during the preparation of this report.

Annex C – EPR Terms of Reference

Terms of Reference

End of Program Review – Provincial Road Improvement & Maintenance (PRIM)

Program Background

The Kemitraan Indonesia Australia untuk Infrastruktur (KIAT) is a 10-year facility supported by the Australian Government and implemented by Cardno. KIAT's overarching GoAI is to support 'sustainable and inclusive economic growth through improved access to infrastructure for all people'. To support this GoAI, KIAT works with the Government of Indonesia (GOI), Government of Australia (GOA), the private sector, Multilateral Development Banks (MDBs) and other development partners, as well as civil society to help achieve the following outcomes:

1. Improved GOI policy and regulatory framework for infrastructure development.
2. High quality projects prepared and financed by GOI, the private sector and / or MDBs.
3. High quality infrastructure delivery, management, and maintenance by GOI.
4. Infrastructure policies, design and delivery are more inclusive for women and people with disabilities

The initial focus of KIAT is on the following areas: Water and Sanitation; Transport; Gender Equality, Disability, and Social Inclusion (GEDSI); and Infrastructure Funding and Financing.

KIAT is the successor program for the Indonesia Infrastructure Initiative (IndII), which was funded by GOA from 2008-2017.

Provincial Road Improvement & Maintenance (PRIM) Program

Improving infrastructure is a priority for the GOI and GOA. The Provincial Road Improvement & Maintenance (PRIM) program is a 9-year (2013 to 2022), AUD38 million grant program designed to improve the quality of Indonesia's sub-national road network by incentivising local governments to maintain roads. PRIM's End-of-Program Outcomes (EOs) are:

- EO1: Improve the capacity and systems to manage quality road maintenance
- EO2: Improve the financing and delivery of local road maintenance
- EO3: Provide evidence for a replicable model that could cover all 500-plus local governments nationally with funding from GOI's grant scheme

PRIM aims to demonstrate that performance-based mechanisms using GOI systems are an efficient and effective way for the central government to finance sub-national infrastructure development and increase the quality and life of its infrastructure. PRIM's non-grant (Technical Assistance – TA) elements, comprising (a) program implementation support to central and local governments and (b) verification and technical assessment support, are delivered through the Australia-Indonesia Partnership for Infrastructure (KIAT) Facility in partnership with the Indonesian Ministry of Public Works and Housing (MPWH)'s Regional Infrastructure Facilitation Centre (PFID), thereby strengthening GOI capacity both centrally and locally.

For the purposes of this review, PRIM should be considered to include both the Australian grant funds and the non-grant Technical Assistance component.

The PRIM model has three main pillars: performance-based grant payments, an independent verification system and a public accountability mechanism. Grants for performance-based payments for road maintenance are allocated from the central government. Participating Local Governments (Provincial and District) pre-finance and undertake road maintenance and subject to independent verification that works have met agreed performance measures (both technical and governance related), the Local Government are reimbursed up to 40 per cent of the costs from PRIM. The verification is led by PFID and supported by KIAT-funded technical assistance.

A key to the successful implementation of PRIM has been the oversight function of its Road Traffic and Transport Forums (RTTFs). RTTFs comprise multi-stakeholder representatives including women and people with disabilities. RTTFs encourage accountability and transparency from authorities through stakeholder meetings and

complaint handling mechanisms (including SMS, mobile and web-based applications) to respond to community and road user issues .

PRIM was initially designed as a 5 year programme (2013-18). The initial pilot in Nusa Tenggara Barat (NTB) Province generated strong interest from GOI to replicate the model across more regions. PRIM expanded to NTB's district road network in West Lombok for three years (2017-2019).

In 2018, GOA agreed to extend PRIM to a tourism-related district in East Java (Probolinggo District) from 2019-2021, if GOI committed to scale up the program. GOI allocated a total of AUD 282 million for a new program based on the PRIM model, called Program Hibah Jalan Daerah (PHJD) from 2019 to 2023, to improve road maintenance across 22 new locations (9 provinces and 13 districts) aligned with priority tourism destination areas. In addition to these commitments GOI has allocated IDR 94 billion (A\$9.4 million) for the period of 2019-21 as co-funding to PRIM in Probolinggo District. PRIM in Probolinggo District was extended until December 2022, due to an underspend of the grant allocation in 2021.

Purpose of the Review

The main purpose of this PRIM End of Program Review (EPR) is:

To provide a summative assessment of the PRIM program across various dimensions. This summative assessment is intended primarily to compile relevant and credible information and to identify lessons as the basis for the preparation of the DFAT Final Investment Monitoring Report (FIMR) for PRIM.

The PRIM FIMR will review and build on various pre-existing documentation about PRIM to summarise the overall performance of the program and to identify relevant lessons learned over its lifetime as well as the level of achievement against its intended outcomes. The FIMR will cover 8 quality criteria: effectiveness; efficiency; gender equality; disability; relevance; monitoring and evaluation; sustainability; and risk and safeguards. The EPR is expected to compile and assess information against each of these criteria in a way that supports the preparation and validation of the FIMR.

Audience

The primary audience of the EPR is KIAT (the Transport Directorate and the Performance Unit) and the DFAT Infrastructure Team.

Secondary audiences for the review include DFAT Canberra and similar DFAT programs in other countries. The final report will be published on the DFAT website as per DFAT Aid Evaluation Policy. .

Review Scope and Key Questions

The EPR is expected to compile and synthesise information related to several aspects⁸⁴ of the program, as outlined below. For each aspect, indicative 'key questions' are provided, with priority questions indicated accordingly [denoted PRIORITY] for additional depth or focus⁸⁵. The list of key questions and their relative priority, as well as the main sources of information used to answer them, are expected to be finalised as part of the review plan developed and agreed during the initial phase of the review. Subject to agreement as part of the review plan, the review should also assess the strength of available evidence against the key questions, in line with DFAT FIMR guidance.

Aspect 1: Evolution of PRIM

The review should briefly summarise the history of PRIM, including how the program evolved over time and any key developments in the operating context.

The key question proposed for this aspect is:

1. [PRIORITY] What are the key ways in which PRIM evolved from design to completion?

Aspect 2: Effectiveness:

The review should assess the overall effectiveness of PRIM in delivering its intended outcomes (EOIOs) to program implementation, as well as identify any other significant outcomes to which the program contributed in a meaningful way.

This aspect should be a major focus of the review.

The key questions proposed for this aspect are:

⁸⁴ Aspects are drawn directly from the FIMR ratings matrix.

⁸⁵ The consultant will refer to the FIMR Rating Matrix to further develop evaluation questions for each criteria.

2. To what extent have PRIM's objectives (or 'End of Program Outcomes') been adequately defined, realistic, and measurable?
3. [PRIORITY] How effective was PRIM in contributing to the achievement of EO1: improvements in capacity and systems⁸⁶ to manage quality road maintenance?
4. [PRIORITY] How effective was PRIM in contributing to the achievement of EO2: improvements in the financing and delivery of local road maintenance?
5. [PRIORITY] How effective was PRIM in contributing to the achievement of EO3: the provision of evidence for a replicable model that could cover all 500-plus local governments nationally with funding from Gol's hibah (grant) scheme?
6. Have other significant outcomes to respond to a changed operating context been realised with significant contributions from PRIM? If yes, what are these and what are the main ways that PRIM has contributed to them or implementation of the COVID-19 Development Response Plan?
7. What is the level of satisfaction about PRIM from key stakeholders at the national level and in participating subnational governments?
8. In what ways has PRIM engaged in policy dialogue or partnership with key national stakeholders to drive the development agenda and support the achievement of PRIM intended outcomes, either directly or indirectly? How effective has this been?

Aspect 3: Relevance:

The review should briefly assess the relevance of the program in terms of the appropriateness of the modality employed to Australia's policy priorities and national interest, and the ways in which the program displayed flexibility in adapting over time.

The key questions proposed for this aspect are:

9. [PRIORITY] To what extent was the modality employed by PRIM (performance-based grants provided through a Direct Funding Agreement plus separate technical assistance provided through IndII/KIAT) appropriate for achieving the main outcomes of the program?
10. To what extent have PRIM's objectives (or 'End of Program Outcomes') been closely aligned with and/or contribute to the GOI development priorities and needs in Central and Local Governments level?
11. To what extent did PRIM adapt appropriately in response to key external developments and learning?

Aspect 4: Efficiency:

The review should assess the efficiency of the program, particularly in terms of the use of GOA (grant and technical assistance) and GOI resources.

The key questions proposed for this aspect are:

12. To what extent did PRIM effectively leverage⁸⁷ GOI funding for sub-national road network routine maintenance?
13. [PRIORITY] To what extent was the total cost of the program (comprising GOA grant funds, GOI budget allocations, and GOA-funded TA costs) justified by the number of kilometres of road maintained under PRIM and the other main outcomes of the program (see questions 3-5 above)? How does the cost of road maintenance under PRIM compare to relevant benchmarks?
14. To what extent has the program applied value for money principles in the program implementation?
15. To what extent were effective governance and management arrangements in place over the life of PRIM?
16. To what extent was PRIM harmonised or aligned with other donors or GOI systems and other donor (where appropriate)?

⁸⁶ This covers various aspects including i) planning, budgeting and programming; ii) design, procurement, contracting and contract management; iii) scrutiny and oversight by stakeholders and the community.

⁸⁷ As part of addressing this question, the review will be expected to apply a definition of 'leverage' that is appropriate to the specific context of PRIM.

Aspect 5: Gender Equality and Disability:

The review should assess the extent to which issues related to (a) gender equality and (b) disability were appropriately and effectively considered within the design and implementation of the program.⁸⁸

The key questions proposed for Gender Equality aspect are:

17. [PRIORITY] To what extent have the results of gender analysis been used to inform PRIM strategy to appropriately identify and address (e.g. in terms of M&E: sex-disaggregated data collection, analysis, and follow-up action) the potential for differential risks and benefits for women and girls?
18. [PRIORITY] To what extent did PRIM appropriately involve and empower women including in decision making process in relevant aspects of the program?
19. How effective were PRIM's efforts (e.g., requirements to develop gender action plans and PPRG in Kabupaten Probolinggo) to encourage LGs to take meaningful action related to inclusive planning and delivery of road routine maintenance?
20. To what extent has the GEDSI aspect of the program been applied during the scale up of PRIM (to PHJD)?

The key questions proposed for Disability aspect are:

21. [PRIORITY] To what extent did PRIM appropriately identify and address barriers to inclusion (e.g. the active role of PRIM program) and consider (e.g. in terms of M&E: disability-disaggregated data collection, analysis, and follow-up action) the potential for people with disabilities to benefit equally from the program?
22. To what extent did PRIM appropriately involve and engage with people with disabilities (PwD) and disabled people's organisations (DPOs) in relevant aspects of the program? Did this engagement sufficiently reflect the diverse needs and perspectives of people with disabilities?

Aspect 6: Monitoring and Evaluation

The review should briefly assess the quality of the monitoring and evaluation efforts under the program, including whether these were sufficiently fit for purpose and whether information produced was used in management decision-making and learning that contributed to the achievement of desired outcomes.

The key questions proposed for this aspect is:

23. To what extent has PRIM (through an M&E system or otherwise) produced relevant, timely, and credible information to assess the program's performance and identify areas for improvement?
24. To what extent has PRIM demonstrated the use of performance information to support management decision-making and learning?
25. What was the total (approximate) resource allocation for M&E? Was this considered sufficient to meet DFAT's, GOI's, and program management's needs?
26. To what extent were baseline conditions of and practices related to road maintenance documented as part of the program? Were these appropriate to assess the overall success of the program?

Aspect 7: Sustainability

The review should assess the prospects for lasting benefits from the program, covering both the continuation of benefits in participating LGs, as well as the scale up of PRIM model to PHJD and/or other sub-national road program by GOI.

The key questions proposed for this aspect are:

27. To what extent did KIAT and PRIM appropriately consider and address key issues related to the sustainability of the program?
28. [PRIORITY] How likely is it that participating LGs will continue to effectively apply improved roads management practices applied under PRIM (see questions 3 and 4 above)?

⁸⁸ While PRIM is not designated as an investment where Gender Equality was a "Principle/Significant Objective", the consultant are required to further develop evaluation questions to provide assessment on the six Gender sub-criteria in the FIMR as part of the development and finalisation of the review plan.

29. [PRIORITY] How likely is the national government to apply (elements of) the PRIM model, either as a national-level program or incorporated into elements of support to LGs (see question 5 above)?
30. What challenges exist or are anticipated related to the overall sustainability of the PRIM model?

Aspect 8: Risks and Safeguards

The review should briefly assess the extent to which key risks (especially to the achievement of desired outcomes) and safeguards were effectively identified and actively managed.

The key questions proposed for this aspect are:

31. To what extent did PRIM effectively identify and actively manage key risks related to the achievement of the main outcomes of the program (see questions 3-5 above)? What, if any, risks will continue after the program ends?
32. To what extent did PRIM effectively identify and actively manage key risks related to potential negative social or environmental impacts of the program?

Aspect 9: Lessons Learned

The review should identify various strategic lessons from PRIM, primarily for the purpose of assisting DFAT to identify and document 'what did we learn' as a key section of the FIMR. Lessons learned should be treated as 'cross-cutting', in the sense that they can be identified in reference to any of the other aspects of the review. The review team should agree with KIAT how lessons learned will be presented within the final report: whether as a 'standalone' section, or 'embedded' within each of the other aspects.

The key questions proposed for this aspect are:

33. What are the key lessons learned from the program that are relevant to future application or scale-up of the PRIM model?
34. What are the key lessons learned from the program that are relevant to DFAT for designing and managing similar programs in the future?

Key Activities

The EPR is expected to be implemented over 4 general phases, covering the following activities:

Phase 1: Development and Agreement of Review Plan

1. Initial online briefing provided by KIAT Performance Unit to the review team to highlight key priorities, key issues and expectations as well as provide access to relevant documentation.
2. Initial consultations with key stakeholders:
 - a. KIAT Transport Directorate
 - b. DFAT Infrastructure Unit and Quality and Risk Unit
 - c. PRIM Program Implementation Consultant (PIC) and Verification and Technical Assessment Support Consultant (VTASC)
3. Initial review of key documents
4. Development and finalisation of a review plan, consisting of finalised review questions, list of key documents and other sources of information, methods for data collection and analysis against the review questions, and a schedule.

Phase 2: Desktop Review

Extensive documentation exists about PRIM in the form of various reports, studies, and other documents. Phase 2 of the review will involve a desktop review of relevant documentation identified during Phase 1 (see Annex 1 for a list of key documents relevant to the review). This desktop review is expected to compile existing information against the agreed review questions. The desktop review should identify any information gaps and claims which are significantly unsubstantiated.

Key results of the desktop review, including any information gaps and claims, should be presented to and discussed with KIAT and DFAT as the basis for proceeding with Phase 3.

Phase 3: Verification and Supplemental Data Collection and Analysis

The activities under this phase will be agreed in the review plan, but are expected to cover at least:

5. Efforts to further verify information covered in the desktop review (as necessary) and/or collect and analyse supplemental data to fill any information gaps identified through this desktop review.

Verification and supplemental data collection is expected to occur primarily through online interviews and/or in-person interviews (subject to discussion with KIAT and COVID-19 protocols).

6. Compilation, presentation, and discussion of key findings against each of the FIMR criteria, potentially in two different sessions:
 - a. Internally to KIAT
 - b. With DFAT

Phase 4: Reporting

The key findings developed and presented in Phase 3 will be further elaborated in a full End of Program Review Report. The general structure of the Review Report (e.g. in the form of an annotated outline) should be agreed with KIAT and submitted as part of the Review Plan. The report should include summary sections against each of the FIMR sections identified above that adhere to word limits to be agreed

7. The drafting of a Review Report for comment by KIAT and DFAT.
8. Finalisation of the report based on KIAT and DFAT feedback.

The draft End of Program Review Report is expected to be submitted no later than **2 December 2022**.

The End of Program Review Report is expected to be finalised by **31 January 2023**.

Review Consultant and Specifications

KIAT intends to contract a team of two **independent consultants** to implement the review: an evaluation specialist, and a roads specialist. At least one of the two members of the review team are expected to have prior experience with the PRIM program.

The consultants must possess strong analytical skills, cross cultural communication and interpersonal skills and the ability to present information coherently and succinctly. The indicative qualifications, responsibilities, and working days of the consultants are outlined below.

KIAT will provide supplemental support to the consultant in relation to technical content (particularly on GEDSI) and coordination with key stakeholders for the duration of the review. Supplemental support will rely primarily on KIAT staff and advisers from the KIAT Transport Unit and KIAT GEDSI Unit that have a working knowledge of PRIM implementation. To maintain objectivity, the review will be managed by the KIAT Performance Unit, who will be responsible for quality control, for liaising with DFAT, and for managing comments on all deliverables.

Where required, KIAT will also consider the provision of additional resources to support the review (e.g. interpreter). The joint roles and roles and responsibilities of the evaluation team are provided below. The specific division of responsibilities will be agreed between the contracted specialists and the KIAT Performance Unit based on the availability and skillsets of the selected specialists:

- Develop the review plan, and ensure that all proposed questions and methods are appropriate to meet the aims of the review and methodologically sound.
- Develop or modify tools for desktop review, data collection and analysis.
- Perform analysis and synthesis of data in reference to the key questions.
- Responsible for the writing, consolidation, completion, and submission of all written deliverables and associated annexes in a timely manner, ensuring that these meets KIAT's quality requirements and standards.
- Ensure that consultations, meetings, and decision-making processes include representations of gender.
- Ensure that all relevant aspects of the review include consideration of gender equality and disability as key cross-cutting issues

Input days: up to 38 working days per specialist

Management & Coordination

This review consultant will report to the KIAT Deputy Director (Strategic Planning and Performance), with day-to-day support provided by the KIAT Performance Unit and KIAT Transport Directorate. KIAT Deputy Director (Strategic Planning and Performance) and the consultant may mutually agree periodic progress check-ins. KIAT will arrange and support all consultations and interviews to be conducted as part of the EPR.

Key Deliverables

Deliverables	Schedule
<p>1. Review Plan – articulating key review questions, methods to analyse data, a timeline linked to key processes, identification of key documents and other sources of data, and a proposed schedule for the review. The Review Plan should meet KIAT and DFAT standards, and will be submitted in draft form for review and input by KIAT and DFAT prior to finalisation (maximum 15 pages in English, excluding annexes). The first draft review plan should be submitted for KIAT and DFAT review and inputs by 28 October 2022.</p>	<p>By 10 November 2022 (Final Review Plan)</p>
<p>2. Summary of Initial Findings – the initial findings to be presented to KIAT and DFAT (maximum 5 pages or 30 PowerPoint slides in English, excluding any supplemental graphics).</p>	<p>By 8 December 2022</p>
<p>3. Initial Draft Report – including an Executive Summary (maximum 3 pages) that summarises findings of the review in line with the outline agreed as part of the review plan (maximum 25 pages in English, not including the executive summary or annexes).</p>	<p>By 16 December 2022</p>
<p>4. Final Report – incorporating any agreed changes to be submitted within 7 days of receipt of feedback. The Final Report should provide a succinct and clear presentation of key findings against all agreed review questions. The Report should meet KIAT and DFAT standards and be fit for publication (maximum 25 pages in English, not including the executive summary or annexes). Three rounds of revision is expected prior to finalisation of the report as per below schedule.</p>	<p>31 January 2023</p>

Timeline / Schedule

Recruitment, Contracting and Mobilisation	Deliverables	Input days per person	Timing
Identification and selection of specialists	-	-	19-30 September 2022
Contract negotiations and signing	-	-	3-14 October 2022
Commencement of assignment	-	-	17 October 2022

Phase 1	Deliverables	Input days per person	Timing
Initial Consultations with Primary Review Audiences	-	1	17-21 October 2022
Initial review of key documents	-	2	17-21 October 2022
Development of Review Plan	-	2	20-25 October 2022
First Draft Submission	-	-	26 October 2022
Review Process [KIAT-DFAT]	-	-	27 October-4 November 2022
Review Plan Finalisation	-	1	7-9 November 2022
Final Review Plan Submission	Final Plan	-	10 November 2022

Phase 2	Deliverables	Input days per person	Timing
Desk Review of Core Documentation	-	6	11-18 November 2022
Check-in on Main Findings from Desk Review [Presentation to KIAT and DFAT]	-	1	21 November 2022

Phase 3	Deliverables	Input days per person	Timing
Consultations for Verification and Supplemental Data Collection and Analysis	-	5	22 November-1 December 2022
Travel Days (international x2 and domestic x3) – TBC with KIAT	-	5	23 November-1 December 2022
Preparation and Finalisation of Initial Findings	Summary of Initial Findings	2	2-8 December 2022
Presentation of Initial Findings [to KIAT]	-	1	7 December 2022
Presentation of Initial Findings [to DFAT]	-		8 December 2022

Phase 4	Deliverables	Input days per person	Timing
Analysis and Report Drafting	-	5	8-15 December 2022
Initial Draft Submission	Draft Report	-	16 December 2022
Review Process [KIAT]	-	-	19-29 December 2022
Report Update	-	2	30 December 2022-5 January 2023
Updated Report Submission	-	-	6 January 2023
Review Process [DFAT]	-	-	10-16 January 2023
Meet with KIAT-DFAT	-	1	19 January 2023
Report Update	-	2	19-23 January 2023
Updated Report Submission	-	-	24 January 2023
Final Review Process [KIAT-DFAT]	-	-	25-29 January 2023
Finalisation and Submission of Review Report	Final Report	2	31 January 2023
TOTAL		38	

Selection Criteria

Review Team Leader/Road Specialist

- Proven expertise and experience (at least 10 years) in the designing, managing, and/or reviewing and evaluating roads construction or maintenance programs in developing countries. Experience with institutional capacity building and output and performance-based aid approaches is preferred.

- Strong understanding of DFAT strategies, requirements and standards on gender equality, women's empowerment, and disability inclusions.
- A postgraduate degree in civil engineering, public financial management, public policy, development studies, or other relevant discipline.
- Proven ability to communicate effectively with senior key personnel in government and development partners.
- English fluency, with excellent written and oral communications skills.
- Previous experience with DFAT programs or facilities strongly preferred.
- Previous work experience in Indonesia is preferred.
- Proficiency in Bahasa Indonesia is preferred.

Monitoring and Evaluation Specialist

- Proven expertise and experience (at least 15 years) in conducting review or evaluation of complex programs. Experience reviewing or evaluating infrastructure programs, particularly those using output and performance-based aid approaches, is preferred.
- A postgraduate degree in monitoring and evaluation, public financial management, public policy, development studies, or other relevant discipline
- Proven ability to build and maintain relationships with senior key personnel in government and development partners, and previous experience with DFAT programs or facilities strongly preferred
- Proven experience in management, capacity development and evaluation issues
- Previous experience with DFAT programs or facilities strongly preferred.
- Previous work experience in Indonesia is preferred.

Position details

Reports to: KIAT Deputy Director, Strategic Planning and Performance

Assignment: Open for international and Indonesian nationals

Duration: Up to 5 months

Commencement: October 2022

Location: Home-based, with possible travel to Indonesia subject to agreement with KIAT

Remuneration: ARF rates D4

Applications: CV and two referee names, position details and contact information

KIAT welcome and encourages applications from people of all backgrounds and abilities, LGBTQ+, women, mature age workers and people with different abilities.

Our Recruitment Policies

Amendments to the position's terms of reference may be made during the period of the engagement as required.

DT Global, LLC is an Equal Opportunity Employer. All qualified applicants will receive consideration for employment without regard to race, colour, religion, sex, sexual orientation, veteran status, gender identity, or national origin. DT Global, LLC prohibits discriminating against employees and job applicants who inquire about, discuss, or disclose the compensation of the employee or applicant or another employee or applicant. Our organisation is committed to child protection and safeguarding the welfare of children in the delivery of our international development programs. Recruitment and selection procedures reflect this commitment. We are committed to safety and the prevention of sexual abuse and harassment, child protection and bribery prevention. We want to engage with the right people to deliver our client programs. As part of our approach, you will be subjected to formal background screening, criminal record checks, employment verification, and periodic compliance checks. All our staff receive safety, compliance and safeguards training and are responsible for contributing to a safer working culture.

Due to the anticipated volume of applications, only shortlisted candidates will be contacted.

Relevant Documents

Core Documents

1. DFAT Rating Matrices for FIMR (2022)
2. DFAT Aid Investment Performance Reporting Good Practice Note (Dec 2020)
3. DFAT Monitoring & Evaluation Standards (Sep 2022)
4. PRIM Project Design Document (June 2013)
5. PRIM Monitoring and Evaluation Framework (November 2017)
6. 6th Peer Review Report (August 2016)
7. 7th Peer Review Report (January 2017)
8. 8th Peer Review Report (September 2017)
9. 9th Peer Review Report (March 2018)
10. 10th Peer Review Report (September 2018)
11. 11th Peer Review Report (April 2019)
12. DFAT Aid Quality Check – PRIM (2015)
13. DFAT Aid Quality Check – PRIM (2016)
14. DFAT Aid Quality Check – PRIM (2017)
15. DFAT Aid Quality Check – PRIM (2018)
16. DFAT Aid Quality Check – PRIM (2019)
17. DFAT Aid Quality Check – PRIM (2020)
18. DFAT Investment Monitoring Report – PRIM (2021)
19. DFAT Investment Monitoring Report – PRIM (2022)
20. PRIM PIUC Activity Completion Report (December 2019)
21. Program Hibah Jalan Daerah (PHJD) Activity Completion Report (January 2021, updated December 2022)
22. PHJD Costs & Benefits Study (December 2021)
23. PHJD Gender Equality, Disability and Social Inclusion (GEDSI) Study (January 2022)
24. Report on Post-program Monitoring in NTB and WLK (expected early October 2022)
25. KIAT Multi-Hibah Review (November 2021)
26. KIAT Monitoring & Evaluation Standards (Standard #6: Evaluation Plan, and Standard #4: Evaluation/Review Reports)

Additional Documents

1. Program Management Manual Amendment 10 (Bahasa Indonesia) (2021)
2. Program Management Manual 1
3. PRIM GESI Action Plan
4. PRIM GESI and CSE Review (December 2018)
5. Summary of PPRG Implementation in Probolinggo District
6. KIAT Performance Review Workbooks and Independent Reviewer Summaries for PRIM/PHJD (2019-2022)
7. PHJD PIC M&E Framework (2019)

			What are the key sources of evidence?																							
			PRIM Design		PRIM - WLK & NTB Performance/Review Documents							PRIM Docs	Post-PRIM Reviews		KIAT and DFAT Reviews			PRIM Probolinggo & PHJD Reports and Strategies						GEDSI Documentation		
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22		
			1	1	11	2	1	1	1	5	1	1	10	6	2	1	1	3	1	1	1	1	1	1		
			RH	RH	RH	TM	RH	TM	TM	RH	TM	RH	RH	RH	RH	RH	TM	RH	RH	RH	RH	FP	FP	FP		
			PRIM Design Document 2013	Nov 2015 PRIM Stage 2 Redesign	Peer Review Reports 1 to 11 (throughout PRIM)	PRIM-PIUC Annual Reports 2018, 2019	Review of the benefits of the PRIM Approach (Jan 2019)	PRIM Handover Report Jan 2019	PRIM PIUC Activity Completion Report 2017 - 2019	PRIM Versions, 2018, 2019, 2020, 2021, 2022	KIAT Multi-Hibah Review (Nov 2021)	REPORT ON POST-Program Monitoring in NTB and WLK (Nov 2022)	KIAT Performance Review Workbooks and Independent Review Summaries	DFAT Aid Quality Check 2015-2020	DFAT Investment Monitoring Report 2021, 2022	PHJD Activity Completion Report (Jan 2021, updated Dec 2022)	PRIM & PHJD Activity Completion Report Jan 2022	PIC-PHJD Snapshot Reports, 2020, 2021, 2022	PHJD Costs & Benefits Study (Dec 2021)	PHJD Sustainability Report 2021	PHJD Future Directions Study 2021	PHJD GEDSI Study (Jan 2022)	PRIM GESI and CSE Review (December 2018)	Summary of PPRG Implementation in Probolinggo District		
Topic Areas	Strategic/Primary Questions <i>What do we want to know overall?</i>	Specific/Secondary Questions <i>What do we want to know specifically?</i>																								
Aspect 3 - Relevance	5 To what extent was the modality employed by PRIM (performance-based grants provided through a Direct Funding Agreement plus separate technical assistance provided through IndII/KIAT) appropriate for achieving the main outcomes of the program? [PRIORITY]	5.1 How did this dual-pronged approach change commitment, attitudes and behaviours?				●	●	●	●	●		●	●	●	●	●	●						●			
		5.2 How did this dual-pronged approach result in changes to subnational government capacity and systems?				●	●	●	●	●		●	●	●	●	●	●	●						●		
		5.3 How did this dual-pronged approach contribute to improved financing and delivery of road maintenance?				●	●	●	●	●		●	●	●	●	●	●	●								
		5.4 How did this dual-pronged approach support replicability of PRIM?					●			●		●	●				●	●		●	●	●		●		
	6 To what extent have PRIM's objectives (or 'End of Program Outcomes') been closely aligned with and/or contribute to GoI development priorities and needs in Central and Local Government?	6.1 How has PRIM (and resulting PHJD) supported the achievement of RPJMN priorities?								●		●								●	●					
		6.2 How does PRIM align with and support latest subnational road legal framework [including State Laws UU 1/2022 (fiscal transfers to LGs) and UU 2/2022 (roads)]																		●	●					
	7 To what extent did PRIM adapt appropriately in response to key external developments and learning?	7.1 How did PRIM in Probolinggo respond to the COVID-19 pandemic?												●	●	●	●	●								
7.2 How did PRIM respond to the MoPW strengthened focus on GEDSI from 2018 onwards?				●	●	●	●	●					●	●	●	●	●					●	●	●		
7.3 Are there any other external events/developments that PRIM responded or adapted to?				●	●	●	●	●				●	●	●	●	●	●					●	●	●		
Aspect 4: Efficiency:	8 Did the investment in PRIM make efficient use of Australia's and our partners' time and resources to achieve outputs and expected outcomes? [PRIORITY]	8.1 To what extent was the total cost of the program (comprising GoA grants, GoA TA costs, GoI expenditure) justified by the no. of km of road maintained under PRIM			●	●	●	●	●			●	●	●	●	●	●	●								
		8.2 How does the cost of road maintenance under PRIM compare to relevant benchmarks?						●				●								●						
		8.3 Do other achieved outcomes of the program justify the cost of the program?			●	●	●	●	●			●		●	●	●	●	●	●				●	●	●	
		8.4 To what extent has the program applied value for money principles in the program implementation, including improved planning, programing and budgeting through PKRMS, improved procurement, longer asset life through high-quality construction?			●	●	●	●	●				●	●	●	●	●	●	●	●						
		8.5 To what extent did the strengthened governance and management arrangements in place through PRIM contribute to improved efficiency?			●	●	●	●	●				●	●	●	●	●	●	●	●						
		8.6 To what extent was PRIM harmonised or aligned with other donors or GoI systems to improve the value of the investment?	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
9 To what extent did PRIM effectively leverage GoI funding for sub-national road network routine maintenance?	9.1 How did PRIM budgets for road maintenance (especially routine maintenance) or lengths of road subject to routine maintenance compare to pre-PRIM levels?			●	●	●	●	●			●	●	●	●	●	●	●	●								
	9.2 How did PRIM support the the mandating of use of PKRMS nationally (which increases the focus on routine maintenance)?															●	●	●	●	●	●					

			What are the key sources of evidence?																						
			PRIM Design		PRIM - WLK & NTB Performance/Review Documents						PRIM Docs	Post-PRIM Reviews		KIAT and DFAT Reviews			PRIM Probolinggo & PHJD Reports and Strategies						GEDSI Documentation		
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Topic Areas	Strategic/Primary Questions <i>What do we want to know overall?</i>	Specific/Secondary Questions <i>What do we want to know specifically?</i>																							
Aspect 5: Gender Equality and Disability:	10 To what extent have the results of gender analysis been used to inform PRIM strategy to appropriately identify and address (e.g., in terms of M&E: sex-disaggregated data collection, analysis, and follow-up action) the potential for differential risks and benefits for women and girls? [contributes evidence to FIMR Gender Q1, G2 and Q4] [PRIORITY]	10.1 How has PRIM monitored, evaluated and analysed sex-disaggregated data, including related to risks?	●	●	●	●	●	●	●				●	●	●	●					●	●	●		
		10.2 How has PRIM used analysis during implementation, including to make program adjustments based on evidence?			●	●	●	●	●					●	●	●	●						●	●	●
	11 To what extent did PRIM involve and empower women including in decision making processes in relevant aspects of the program? [contributes to GQ3] [PRIORITY]	11.1 How has PRIM (through its PMM and GAP) and other initiatives considered gender equality in the PRIM program?	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●			●	●	●	●	●	
		11.2 How were women involved in PRIM activities and what were the benefits?			●	●	●	●	●	●		●	●	●	●	●	●						●	●	●
		11.3 To what extent did women influence decision making in PRIM, or example in RTTF meetings?			●	●	●	●	●	●		●	●	●	●	●	●						●	●	●
	12 How effective were PRIM's efforts to encourage LGs to take meaningful action related to inclusive planning and delivery of sub-national road routine maintenance? [contributes to FIMR GQ6]	12.1 How effective were the PMM GEDSI requirements, including the GAPS, in increasing LG attention and commitment to participation and involvement of women in PRIM activities?			●	●	●	●	●	●				●	●	●	●						●	●	●
		12.2 To what extent did the reimbursement mechanism and verification process related to GEDSI requirements, including related to GAPS, incentivise LG attention and commitment?			●	●	●	●	●	●		●		●	●	●	●						●	●	●
		12.3 How effective was the PPRG at encouraging greater attention and commitment to gender and disability inclusion in planning and budgeting for subnational road maintenance?			●	●	●	●	●	●				●	●	●	●						●	●	●
	13 To what extent did PRIM involve people with disabilities and/or disabled people's organisations (DPOs) in the planning, implementation and monitoring and evaluation of the program? (Contributes to FIMR DQ1)	13.1 How has PRIM (through its PMM and GAP) and other initiatives considered disability inclusion in the PRIM program?	●	●	●	●	●	●	●	●	●	●		●	●	●	●			●	●	●	●	●	
		13.2 How were people with disability involved in PRIM and what were the benefits?			●	●	●	●	●	●				●	●	●	●	●					●	●	●
13.3 To what extent were people with disability able to influence the program including related to decision-making?				●	●	●	●	●	●				●	●	●	●	●					●	●	●	
14 To what extent did PRIM identify and address barriers to the inclusion and opportunities for participation to enable them to benefit from the program? (Contributes to FIMR DQ2) [PRIORITY]	14.1 How did PRIM monitor, evaluate and analyse its performance in disability inclusion (involvement, benefits, barriers and opportunities)?			●	●	●	●	●	●				●	●	●	●						●	●	●	
	14.2 How was analysis used to improve the involvement of and benefits for people with disability?			●	●	●	●	●	●				●	●	●	●						●	●	●	
Aspect 6: Monitoring and Evaluation	15 To what extent has PRIM (through an M&E system or otherwise) produced relevant, timely, and credible information to assess the program's performance and identify areas for improvement? [PRIORITY]	15.1 To what extent have PRIM's objectives (or 'End of Program Outcomes') been adequately defined, realistic, and measurable?	●	●	●	●	●	●	●				●	●	●	●							●		
	16 To what extent has PRIM demonstrated the use of performance information to support management decision-making and learning?	16.1 What was the total (approximate) resource allocation for M&E? Was this considered sufficient to meet DFAT's, GOI's, and program management's needs?		●	●	●				●			●		●	●	●						●		
16.2 To what extent were baseline conditions of and practices related to road maintenance documented as part of the program? Were these appropriate to assess the overall success of the program?				●	●					●			●		●	●	●						●		

			What are the key sources of evidence?																						
			PRIM Design		PRIM - WLK & NTB Performance/Review Documents						PRIM Docs	Post-PRIM Reviews		KIAT and DFAT Reviews			PRIM Probolinggo & PHJD Reports and Strategies						GEDSI Documentation		
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Topic Areas	Strategic/Primary Questions <i>What do we want to know overall?</i>	Specific/Secondary Questions <i>What do we want to know specifically?</i>																							
Aspect 7: Sustainability	17 How likely is it that participating LGs will continue to effectively apply improved roads management practices applied under PRIM? [PRIORITY]	17.1 How are ex-PRIM/PHJD LGs applying planning, programming and budgeting? [refer to the Sep 2022 review of NTB and WLK and recent evaluations of PHJD Phase 1 LGs which left PHJD one year ago]																							
		17.2 How are ex-PRIM/PHJD LGs applying the focus on routine maintenance?																							
		17.3 How are ex-PRIM/PHJD LGs applying improved detailed designs and strengthened supervision leading to higher quality and longer asset life?																							
		17.4 How are ex-PRIM/PHJD LGs applying stakeholder engagement/public consultation?																							
	18 To what extent did Indli/KIAT and PRIM appropriately consider and address key issues related to the sustainability of the program?	18.1 How did key PRIM program reviews lead to more sustainable approaches?																							
		18.2 How did PRIM's design consider replicability and what was Indli/KIAT's role in encouraging Gol to introduce PHJD?																							
		18.3 What challenges exist or are anticipated related to the overall sustainability of the PRIM model? (consider capacity, program size, resources required, national government ownership)																							
19 How likely is it that the national government applies (elements of) the PRIM model, either as a national-level program or incorporated into elements of support to LGs? [PRIORITY]	19.1 What were/are the views of national government agencies in relation to continued subnational road sector reform? [Refer to 2021 discussions and 2022 discussions].																								
	19.2 To what extent have the GEDSI aspects of the program been applied during the scale up of PRIM to PHJD?																								
Aspect 8: Risks and Safeguards	20 To what extent did PRIM effectively identify and actively manage key risks related to the achievement of the main outcomes of the program? What, if any, risks will continue after the program ends? [PRIORITY]	20.1 How did PRIM manage the key risks to achieving EOPO1: improvements in capacity and systems to manage quality road maintenance? What risks will continue after PRIM?																							
		20.2 How did PRIM manage the key risks to achieving EOPO2: improvements in the financing and delivery of local road maintenance? What risks will continue after PRIM?																							
		20.3 How did PRIM manage the key risks to achieving EOPO3: the provision of evidence for a replicable model that could cover all 500-plus local governments nationally with funding from Gol's hibah (grant) scheme? What risks will continue after PRIM?																							
	21 To what extent did PRIM effectively identify and actively manage key risks related to potential negative social or environmental impacts of the program?	21.1 Were appropriate environmental approvals in place prior to undertaking works?																							
21.2 How were social impacts identified and risks mitigated?																									

			What are the key sources of evidence?																							
			PRIM Design		PRIM - WLK & NTB Performance/Review Documents							PRIM Docs	Post-PRIM Reviews		KIAT and DFAT Reviews			PRIM Probolingo & PHJD Reports and Strategies						GEDSI Documentation		
			1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22		
			1	1	11	2	1	1	1	5	1	1	10	6	2	1	1	3	1	1	1	1	1	1		
			RH	RH	RH	TM	RH	TM	TM	RH	TM	RH	RH	RH	RH	RH	TM	RH	RH	RH	FP	FP	FP			
			PRIM Design Document 2013	Nov 2015 PRIM Stage 2 Redesign	Peer Review Reports 1 to 11 (throughout PRIM)	PRIM-PIUC Annual Reports 2018, 2019	Review of the benefits of the PRIM Approach (Jan 2019)	PRIM Handover Report Jan 2019	PRIM PIUC Activity Completion Report 2017 - 2019	PRIM Versions, 2018, 2019, 2020, 2021, 2022	KIAT Multi-Hibah Review (Nov 2021)	Report on Post-Program Monitoring in NTB and WLK (Nov 2022)	KIAT Performance Review Workbooks and Independent Review Summary	DFAT Aid Quality Check 2015-2020	DFAT Investment Monitoring Report 2021, 2022	PHJD ACTIVITY Completion Report (Jan 2021, updated Dec 2022)	PRIM & PHJD Activity Completion Report Jan 2022	PIC-PHJD Snapshot Reports, 2020, 2021, 2022	PHJD Costs & Benefits Study (Dec 2021)	PHJD Sustainability Report 2021	PHJD Future Directions Study 2021	PHJD GEDSI Study (Jan 2022)	PRIM GESI and CSE Review (December 2018)	Summary of PPRG Implementation in Probolingo District		
Topic Areas	Strategic/Primary Questions <i>What do we want to know overall?</i>	Specific/Secondary Questions <i>What do we want to know specifically?</i>																								
Aspect 9: Lessons Learned	22	What are the key lessons learned from the program that are relevant to future application or scale-up of the PRIM model?																								
	23	What are the key lessons learned from the program that are relevant to DFAT for designing and managing similar programs in the future? [PRIORITY]	23.1	How important was M&E as a learning tool to shape program evolution?	●	●	●	●	●	●														●		
			23.2	How did the long-term commitment to the program contribute to the achievement of successful program outcomes?			●	●	●	●	●														●	●
			23.3	How important was it to obtain and maintain high-level counterpart commitment to PRIM?			●	●	●	●	●														●	●
			23.4	How important was the role played by wide-ranging capacity development to achieving program outcomes?			●	●	●	●	●		●	●	●	●	●	●	●	●				●	●	
			23.5	How important were the principles of leverage and replicability to achieving program outcomes?															●	●	●			●	●	●
			23.6	Were there any other key lessons learnt that are relevant for the design and management of future programs?	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●

Annex E – Description of the Stages of PRIM

The Inception and Design of PRIM

As noted in the PRIM Design Document⁸⁹, prior to 2013, the poor condition of provincial and district roads in Indonesia was the result of poor-quality construction and a lack of maintenance. Road works projects were not chosen using rational, needs-based criteria, and works were frequently poorly specified and supervised. Local government staff generally lacked capacity in road sector management and engineering. These problems stemmed fundamentally from a lack of incentive for effective governance, with road agencies not held to account for their performance in managing road networks efficiently or effectively. As a result⁹⁰ the Government of Indonesia (GoI) was getting very poor value from its subnational road investment⁹¹. Due to poor condition roads, the costs incurred by road users were much higher than they should be undermining GoI's social and economic development efforts⁹².

GoI, supported by many donors, had, for many years, tried to address these problems. Typically, the approach was through loan-funded interventions, supported by technical assistance (TA) and training, including planned and supervised rehabilitation projects, provision or upgrading of equipment, workshops and/or laboratories, and assistance to local consultants. Delivery has usually been through special-purpose project implementation units (PIUs) which require staff and budgets to be assigned for the project's duration. Monitoring has tended to concentrate on technical delivery, project impacts (mostly user cost and travel time savings, and improved safety), project management and staffing, and compliance with environmental and social safeguards. Pre-conditions for loan effectiveness or disbursement usually included government promises of subsequent maintenance yet experience consistently showed that improved road conditions and institutional performance were rarely sustained and the promised routine maintenance rarely materialised.

Previous efforts to raise the standard of road provision across Indonesia included AusAID's Eastern Indonesia National Road Improvement Project (EINRIP) which tackled the sustainability of Indonesian roads by raising standards of design and supervision and introducing rigorous safety, technical and financial audits to ensure that road improvements were delivered with longer-lasting initial quality. The program had a significant impact on raising awareness of the importance of instilling a focus on quality during road design and construction but did little to incentivise follow-on maintenance⁹³. The World Bank's Local Government and Decentralisation Project (LGDP) used the DAK (Dana Alokasi Khusus, or Special Allocation Grant) transfer mechanism to incentivise better local government performance in technical project delivery and financial management, with disbursements made conditional upon achieving agreed physical outputs, although these checks were on the existence of completed projects rather than their technical quality⁹⁴. However, LGDP demonstrated the willingness of local governments (LGs) to participate in a conditional program, even with a loan inducement equivalent to just 10 per cent of each LG's DAK allocation. These earlier initiatives did not carry any guarantee that roads, once improved, would remain

⁸⁹ available at: <https://www.dfat.gov.au/about-us/publications/Pages/provincial-road-improvement-maintenance-prim-design-doc>

⁹⁰ The construct-deteriorate-reconstruct cycle is a common feature of Indonesia's subnational road sector caused by substandard initial construction and inadequate maintenance which is needed to prolong useful asset life. The most-quoted reason for inadequate maintenance is insufficient budget, but the long-term cost of adopting a construct-deteriorate-reconstruct cycle is much higher than adopting a rational approach based upon good quality initial construction and regular maintenance.

⁹¹ A very good summary of the subnational road context prior to PRIM was provided in the World Bank's Road Sector Public Expenditure Review 2012, 'Investing in Indonesia's Roads: Improving Efficiency and Closing the Financing Gap' available here: <https://documents.worldbank.org/en/publication/documents-reports/documentdetail/366991468269399430> (produced with funding contribution by AusAID)

⁹² The World Bank's Road Sector Public Expenditure Review 2012 (Appendix 2) assessed the difference in Indonesian road user costs (fuel and vehicle operating costs) between a 'do minimum road maintenance scenario' and a 'minimized transport costs road maintenance scenario'. The report concluded that annual road user costs would be around US\$ 5,682 million more under a do-minimum scenario, thus underlining the significant negative economic impact of ignoring road maintenance. To put this in perspective, a typical annual budget allocated to subnational roads through DAK is around IDR 12 trillion (US\$ 800 million).

⁹³ EINRIP INDEPENDENT PROGRESS REVIEW FINAL REPORT 15 February 2012: In light of maintenance practices elsewhere on the national road system, it is unlikely, without a specific commitment from DGH, that EINRIP roads will receive the necessary levels of maintenance, particularly periodic maintenance, which is likely to be carried out too late.

⁹⁴ Today this remains the case - see PERPRES NO.7/2022 – JUKNIS DAK FISIK TA 2022 which requires reporting on physical outputs but does not require any assessment or reporting of the quality of those outputs.

in good condition through effective maintenance, and none incentivised sustainable network management in the interests of road users and the public.

These important lessons learned contributed significantly to the design of the PRIM model. The design of PRIM, however, was unique in targeting routine maintenance, which was usually neglected, but critical to network condition and asset longevity. PRIM's design was based upon three parallel modalities of: (i) a performance-based grant mechanism with disbursements linked to independently verified technical and institutional performance; (ii) increased public oversight and scrutiny, with increased public engagement in relation to road works planning, design and implementation, and with increased transparency of project details, procurement of contractors and project costs, and (iii) a strong capacity development and technical support program covering a wide range of technical and non-technical areas delivered primarily through a field-based technical assistance (TA) support team, the Project Implementation Consultant (PIUC)⁹⁵.

Stage 1 – Early Years Pilot

The 2015 M&E Study⁹⁶ during the final year of Stage 1 noted that the core messages of PRIM, of prioritising road maintenance activities, had generally been absorbed across many areas of road management from decision-making through to implementation. The study also concluded that the change in attitude had translated into some changes in local government implementation and practices, but that the process was far from complete, and still relied heavily upon support provided through DFAT-funded TA.

The 2015 review found that the key changes in implementation were principally occurring in the areas of planning, programming, budgeting and road safety. These changes were occurring as a result of the technical assistance and capacity building activities as well as the incentives from the output-based grant mechanism which drove compliance in these areas, thus demonstrating that the conditional granting model was working as intended. However, the review recognised that the program had not yet translated into significant improvement in the quality of maintenance works, especially routine maintenance, even though attitudes and understanding were improving, and this became a key focus for Stage 2 through greater enforcement of technical standards⁹⁷.

The study also found that the design and implementation of the Road Traffic and Transport Forum (RTTF) and the public consultations held for road projects were key success factors but that the RTTF design should be revisited to strengthen levels and widen methods of public engagement⁹⁸.

The most important finding from Stage 1 was that the program had not reached a level of maturity which could allow replication by GoI, because the levels of DFAT-funded TA were unsustainable, and the province had not yet managed to deliver high quality designs and physical works through strong contract compliance. Stage 2 of PRIM was seen as an opportunity to further refine the model for later GoI replication.

The delivery of Stage 1 was not without its difficulties. In 2014, a decision was made to replace the original PIUC engaged on PRIM because of poor performance. The poor performance of the PIUC significantly impacted the implementation of core elements of the PRIM program in the area of planning, programming and budgeting including a failure to make functional a PRMS⁹⁹ tool, which was therefore delayed until Stage 2.

Stage 2 – Program Consolidation

The resulting Stage 2 redesign included the following elements: high-level commitment to quality and contract compliance; a shift in accountability to Dinas Perkerjaan Umum (DPU) and in particular the Local Government Project Manager (PPK); the PIUC gradually withdrawing from direct intervention with the PIUC role shifting to

⁹⁵ This was true in NTB and WLK, but in Kabupaten Probolinggo only one PIC Coordinator was provided in Probolinggo and therefore much capacity development relied upon traditional training, some of which was delivered online during the COVID-19 pandemic.

⁹⁶ Produced by the IndII in-house M&E Team in April 2015.

⁹⁷ The substandard quality of physical works was also reported in Peer Review No. 5 (Nov 2015) which stated: "Similar to what was reported in the previous four reports by the PR, quality of works continues to be a problem."

⁹⁸ 2015 M&E Report: "The design and implementation of the RTTF are program factors which are affecting its success with respect to the GoAl of increased accountability to the public for the provision of road infrastructure and the performance of the road network. This area of the program should be revisited, particularly with consideration for the mediums through which the public are likely to engage with the government on roads issues".

⁹⁹ The PRMS tool was the Provincial Road Management System, a proposed tool for the improved planning, programming and budgeting of road maintenance works. It was later developed in Stage 2 and became PKRMS when it was expanded for kabupaten use.

capacity-building and sample checks; stronger contractual control of design and supervision contracts with corporate accountability for performance with penalties enforced; increased supervisor qualifications, training and higher fee rates; use of short-form FIDIC¹⁰⁰ conditions for works contracts; greater contract incentives for routine maintenance work items; contract compliance and full completion of designed works; strengthened external scrutiny, and an RTTF review of annual plans and budgets.

These various program adjustments resulted in a step-change in the number of criteria listed in the Program Management Manual (PMM) to be checked during verification and technical assessments. Annex E provides a table of the number of outputs checked each year throughout the program. It shows that in 2016, a total of 50 output points were checked compared to just 10 in 2015, thus incentivising compliance with a larger number of criteria within the redesigned model.

Stage 2 also saw the design and introduction of a bespoke, simplified asset management tool, PKRMS¹⁰¹, used for the planning, programming and budgeting of maintenance works based upon road condition survey and traffic data, thus replacing previous ad-hoc works selection methods.

The stage was also used to test replicability at district level by bringing West Lombok Kabupaten (WLK) into the program, with technical support starting in 2016 in readiness for grant reimbursement starting in 2017. The results were better than expected with WLK able to undertake road condition surveys and use PKRMS during 2016 to develop their 2017 works program.

This stage of the PRIM pilot was considered to be successful because it resulted in Gol considering and designing, with DFAT support, its own conditional granting program, PHJD, which commenced in 2019, thus starting the journey towards meeting the requirements of 'End-of-Program Outcome 3' in relation to the replicability of PRIM. More details of replication are provided in Section 2.7.2.

Stage 3 – GEDSI Focus, Kabupaten Probolinggo and Support for PHJD

PRIM was originally designed to run for a year period (2013-2018). However, with WLK entering the program in 2017 on a 3 year program, there was a need to extend the program for a further year to accommodate WLK's final year. During 2019, KIAT's support to NTB was limited to routine maintenance, road safety and RTTF strengthening which were undertaken to utilise unused grant from the previous year. Because of the increasing interest shown during 2016-18 by Gol to replicate elements of PRIM across more provinces through a new program, Program Hibah Jalan Daerah (PHJD), DFAT agreed to a further 3 year PRIM program in Kabupaten Probolinggo that could run in parallel with the PHJD program, thus providing a backdrop of good practice as a foundation for launching the new Gol-funded program¹⁰².

It is worth noting that throughout implementation, activities in Kabupaten Probolinggo were essentially identical to those in the parallel PHJD regions, with the same resourcing for technical assistance in Probolinggo as the PHJD regions¹⁰³. The primary difference between the 2 programs was the funding source for grant reimbursement, which for Probolinggo was the Government of Australia (GoA) rather than Gol, and the percentage of reimbursement received was up to 40 per cent of works value rather than the up to 100 per cent under PHJD. Therefore, the level of technical support for PRIM in Probolinggo was significantly different to that provided in NTB and WLK under the earlier phases of PRIM, where a large team of national and international specialists (PIUC) were based locally to support implementation.

The downsizing of team size was also partly because the PRIM PIUC in earlier years, which was based in NTB, was not only providing direct support to NTB and WLK, but was also developing tools and systems such as PKRMS.

¹⁰⁰ Created by the International Federation of Consulting Engineers (FIDIC), these contract agreements are considered to be the international standard and are widely used throughout the global infrastructure/engineering industry. Developed and refined over fifty years by industry experts, FIDIC contracts provide an internationally recognised foundation for any engineering or construction project, streamlining the contract management process and making it easier to work across borders. These contracts are trusted worldwide thanks to their balanced approach to roles, responsibilities, and risk management.

¹⁰¹ previously PRMS Provincial Road Management System but later 'K' added for 'Kabupaten'

¹⁰² DFAT letter of 15 November 2017 as a cover letter to the PRIM DFA stated: "The expansion of PRIM to a new Kabupaten (and payment of the associated grant funds of up to AUD 7 million) will be based on the inclusion of program APBN Hibah untuk Jalan Daerah 2018 inside the APBN-P 2018 in June 2018, or APBN Hibah untuk Jalan Daerah 2019 inside APBN 2019 in October 2018, by DPR-RI."

¹⁰³ A field-based PIC Coordinator was provided through the PHJD PIC from August 2019 through to the end of 2022.

That system development function gradually moved into system maintenance and with the close-down of the NTB-based team, the responsibility shifted to a new Program Implementation Consultant (PIC) team in Jakarta.

Despite the lower level of technical assistance provided, Kabupaten Probolinggo was able to sustain the program with the same level of support as PHJD. It is also worth noting that the number of trainings and topics of trainings offered to PRIM Probolinggo and PHJD regions far exceeded the topics of training offered to NTB and WLK although many of the modules were developed under the NTB-based PIUC.

Kabupaten Probolinggo failed to utilize all of its available grant by the end of 2021, and therefore it was agreed to extend the PRIM program until the end of December 2022.¹⁰⁴ ¹⁰⁵This 'End of Program Review' report therefore marks the end of DFAT's investment in PRIM and the formal closure of the PRIM program. DFAT support for subnational road sector reform is ongoing, as GoI continue to further mainstream lessons learned and reforms which have grown out of the successful PRIM pilot program. More details of replication are provided in Section 2.2.3.

During Stage 3, and in parallel to PRIM, KIAT also supported GoI with the implementation of PHJD by providing direct support to the 10 participating Phase 1 local governments and appointing a Program Implementation Consultant (PIC) and a Verification and Technical Assessment Support Consultant (VTASC) to support both PHJD and PRIM in Kabupaten Probolinggo in parallel.

During 2018 and 2019, coinciding with the stronger emphasis on gender equality in the design of the KIAT facility, compared to the predecessor IndII¹⁰⁶ facility, PRIM also strengthened a number of elements of the program model to improve gender equality and social inclusion outcomes (see Aspect 5 for more details). These innovative approaches were mostly transferred to GoI's PHJD program.

¹⁰⁴ The main reason for the failure to utilise 2021 grant was the lateness of procurement of works packages, but problems were further compounded in September 2021 when the Bupati of Kab. Probolinggo was arrested for alleged corruption by the Anti-Corruption Commission (KPK). To keep the local government running, an Acting Bupati was appointed, but with limited authority and significant disruption to local government performance. Also see Footnote 10.

¹⁰⁵ The case was also made to continue PRIM in 2022 to support the access road from Ngadisari to Seruni Point (the site of a new glass bridge tourist attraction).

¹⁰⁶ IndII was the DFAT-funded Indonesia Infrastructure Initiative, a facility providing support to GoI in the water/sanitation and transport sectors.

Annex F – PRIM (& PHJD) Training Records

2014 Workshops

No.	Description	Date Delivered	Target
1.	Reference Unit Cost	10 – 13 February 2014	DPU, PIUC
2.	PRIM Extension	14 April 2014	IndII, DPU, PIUC,PMC, DGH Jakarta
3.	Gender	25 June 2014	DPU, Contractors, PIUC, Supervision Consultants PMC
4.	Procurement	26 June 2014	Procurement committee (ULP)
5.	PRIM Technical Assessment	04 July 2014	IndII, DPU, PIUC Contractors, Supervision Consultants PMC
6.	Road Safety	25 September 2014	RTTF

2015 Training

No.	Description	Date Delivered	Target
1.	Compliance with Specification for Road maintenance	27 January 2015	DPU, contractor P1 & P3, supervision consultant of P1 & P3
2.	Compliance with Specification for road maintenance	2 February 2015	DPU, Balai Bima & Dompu, Contractors & Supervision Consultant for P 2, P 4 P10, P11 & P 12
3.	PRMS	25 August 2015	DPU NTB planning section staff
4.	PRMS 2.0	26 November 2015	DPU NTB planning section staff
5.	PRMS	29 – 30 April 2015	DPU
6.	Routine Maintenance and "Off- Carriageway" Minor Works	8 – 21 April 2015	DPU, Balai Lombok, Contractor & supervision consultant P1 & P3
7.	Routine Maintenance and "Off- Carriageway" Minor Works	25 – 29 May 2015	Balai Sumbawa
8.	Routine Maintenance and "Off- Carriageway" Minor Works	8 – 9 June 2015	Balai Bima
9.	Cold Mix Design	25 – 27 June 2015	Balai Sumbawa
10.	Road Routine Maintenance	31 August – 5 September 2015	All Public Work agencies in NTB

2015 Workshops

No.	Description	Date Delivered	Target
1.	RTTF SOP Dissemination	13 February 2015	RTTF working group members
2.	RTTF SOP discussion and draft of action plan for Road Safety in NTB	11 June 2015	RTTF Working Group Mmembers
3.	Design Workshop	29 September -2 October	DPU, design consultant, supervision consultant, RTTF, university
4.	RTTF Workshop	10 November 2015	RTTF Members
5.	RTTF Socialization in Bima	19 November 2015	RTTF city and district of Bima

6.	RTTF Socialization in Dompu	20 November 2015	RTTF Dompu district
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2016 Training

No.	Description	Date Delivered	Target
1.	Pre-Construction Meeting for Package in Lombok	22 – 23 April 2016	DPU, Contractor and supervision consultant
2.	Training Gender - Disability PRIM NTB	27 – 28 April 2016	DPU, Contractor and supervision consultant
3.	PRIM Construction Supervision Training	11 – 13 May 2016	DPU, Contractor and supervision consultant
4.	Pre-Construction Meeting for Package in Bima - Dompu	14 May 2016	DPU, Contractor and supervision consultant
5.	Construction Supervision Training of DAK in Lombok	8 – 9 June 2016	DPU, Contractor and supervision consultant
6.	Construction Supervision Training of DAK in Sumbawa – Bima	15 – 16 June 2016	DPU, Contractor and supervision consultant
7.	PRIM Planning and Design Workshop (Preparation for 2017 and beyond)	5 – 6 September 2016	DPU, design consultant
8.	Team Building of RMMT Workshop	19 – 20 September 2016	RMMT members
9.	Swakelola Intensif Training Batch 1	3 – 7 October 2016	Juru and Pengamat jalan at East Lombok
10.	Swakelola Intensif Training Batch 2	10 – 14 October 2016	Juru and Pengamat jalan at Central Lombok
11.	Swakelola Intensif Training Batch 3	17 – 21 October 2016	Juru and Pengamat jalan at West Lombok
12.	Swakelola Intensif Training Batch 4	14 – 18 November 2016	Juru and Pengamat jalan at North Lombok & Mataram
13.	Road Condition Survey for Balai Staffs at Sumbawa	6 – 8 December 2016	Juru and Pengamat Jalan at Balai Sumbawa
14.	Swakelola for PU West Lombok	6 – 9 December 2016	Juru and Pengamat jalan, planning section, maintenance section, development section at WLK-DPU
15.	Road Condition Survey for Balai Staffs at Sumbawa	10 – 12 December 2016	Juru and Pengamat Jalan at Balai Bima-Dompu
16.	PRMS Training	7 – 9 December 2016	DPU and consultant
17.	Road Condition Survey for Balai Staffs at Lombok	15 – 16 & 19 December 2016	Juru and pengamat Jalan at Balai Lombok, members of RRMT, Juru and staff of planning from WLK

2016 Workshops

No.	Description	Date Delivered	Target
1.	Design Workshop (half-day)	11 November 2016	DPU , Design consultant
2.	Work Plan Workshop at Bima	28 November 2016	DPU, contractor and supervision consultant

No.	Description	Date Delivered	Target
3.	Work Plan Workshop at Mataram	30 November 2016	DPU, contractor and supervision consultant
4.	Introduction meeting for human resource study for Bina Marga using WISN	5 December 2016	DPU and PIUC
5.	Design workshop	14 December 2016	DPU, design consultant
6.	Introduction meeting on Balai review	14 December 2016	Balai Staffs

2017 Workshops and Training

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyyy	No of Days	Female	Female	Male	Male
						No	%	No	%
1	Workshop on the result of Road Condition survey conducted by Balai (Lombok & Sumbawa & WLK)	Workshop	1/20/2017	1/21/2017	2	2	15%	11	85%
2	Procurement Training for ULP NTB and WLK and DPU NTB and WLK	Training	1/26/2017	1/27/2017	2	11	21%	41	79%
3	The first workshop on 2017 PRIM Swakelola Program of Balai and WLK	Workshop	30/1/2017	30/1/2017	1	1	7%	14	93%
4	PRMS National Training at Bandung	Training	2/1/2017	2/3/2017	3	9	23%	31	78%
5	the Second Workshop on reviewing 2017 PRIM Swakelola Program of Balai Lombok and Sumbawa and WLK	workshop	15/3/2017	15/3/2017	1	0	0%	15	100%
6	Workshop on PPK Capacity Building for DPU NTB and WLK	workshop	3/16/2017	3/17/2017	2	2	11%	16	89%

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyy	No of Days	Female	Female	Male	Male
7	PRMS Training fo Western part of Indonesia at Tangerang	Training	3/29/2017	3/31/2017	3	8	21%	30	79%
8	PRMS Training for central part of Indonesia at Bali	Training	4/3/2017	4/5/2017	3	6	20%	24	80%
9	PRMS Training for Eastern part of Indonesia at Bali	Training	4/6/2017	4/8/2017	3	19	68%	9	32%
10	Road Construction and supervision for Contractors and supervision of NTB PRIM packages 2017	Training	5/23/2017	5/25/2017	3	0	0%	40	100%
11	Road Construction and supervision for Contractors and supervision of DAK packages 2017	Training	5/24/2017	5/26/2017	3	0	0%	29	100%
12	KRMS Training for RTTF and Bappeda -WLK	Training	29/5/2017	29/5/2017	1	5	31%	11	69%
13	Road Construction and supervision for Contractors and supervision of WLK PRIM packages 2017	Training	6/6/2017	6/8/2017	3	3	7%	41	93%
14	One day workshop on strengthening Supervision construction	Workshop	19/7/2017	19/7/2017	1	1	6%	16	94%
15	PKRMS Training at Makasar	Training	8/1/2017	8/3/2017	3	8	17%	39	83%
16	On the job training KRMS- WLK	OJT	7/8/2017	7/8/2017	1	4	50%	4	50%
17	Road construction and supervision training for contractor and	Training	8/14/2017	8/16/2017	3	1	3%	29	97%

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyy	No of Days	Female	Female	Male	Male
	consultant supervision of DAK/DAU work package of WLK								
18	Road Construction and supervision training for contractor and supervision consultant of Province acceleration work packages of Sumbawa Batch	Training	8/15/2017	8/17/2017	3	0	0%	35	100%
19	Road Construction and supervision training for contractor and supervision consultant of Province acceleration work packages of Lombok Batch	Training	8/16/2017	8/18/2017	3	2	5%	38	95%
20	Training on Survey using TS 1	Training	8/21/2017	8/24/2017	4	6	33%	12	67%
21	Training on Road Drainage design	Training	8/28/2017	8/30/2017	3	9	50%	9	50%
22	Training on Slope stability	Training	9/4/2017	9/6/2017	3	10	48%	11	52%
23	On the job training KRMS-WLK	OJT	5/9/2017	5/9/2017	1	4	50%	4	50%
24	On the job training KRMS- WLK	OJT	7/9/2017	7/9/2017	1	4	50%	4	50%
25	Training on how to conduct Road Condition survey for Juru and pengamat jalan of Balai Lombok	Training	9/5/2017	9/6/2017	2	0	0%	47	100%
26	Training on survey using TS 2 -Advance	Training	9/11/2017	9/13/2017	3	6	23%	20	77%

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyyy	No of Days	Female	Female	Male	Male
27	Training on contract law	Training	9/18/2017	9/20/2017	3	4	17%	20	83%
28	Training and mentoring on Swakelola (Priorities and quality) - West Lombok Kabupaten	OJT	19/9/2017	19/9/2017	1	1	20%	4	80%
29	Training and mentoring on Swakelola (Priorities and quality) - Balai Lombok	OJT	20/9/2017	20/9/2017	1	0	0%	12	100%
30	Training and mentoring on Swakelola (Priorities and quality) - Sumbawa	OJT	9/25/2017	9/26/2017	2	1	6%	16	94%
31	On the job training KRMS-WLK	OJT	19/9/2017	19/9/2017	1	4	50%	4	50%
32	On the job training KRMS-WLK	OJT	22/9/2017	22/9/2017	1	4	50%	4	50%
33	Road Safety audit training	Training	09/25/2017	09/30/2017	6	7	26%	20	74%
34	Training and mentoring on Swakelola (Priorities and quality) - Bima	Training	28/9/2017	28/9/2017	1	0	0%	5	100%
35	Training on how to conduct Road Condition survey for Juru and pengamat jalan of WLK	Training	10/3/2017	10/4/2017	2	3	17%	15	83%
36	On the job training KRMS-WLK	OJT	10/3/2017	10/4/2017	2	4	50%	4	50%
37	Lecture on Road Safety at Mataram University	Lecture	10/4/2017	10/4/2017	1	55	55%	45	45%
38	Lecture on Road Safety At	Lecture	10/4/2017	10/4/2017	1	50	45%	60	55%

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyy	No of Days	Female	Female	Male	Male
	AlAzhar University								
39	Road survey using GPS and mapping road network and a map editing based on shp/ois	Training	05/10/2017	05/10/2017	1	4	44%	5	56%
40	Development general planning on midterm and long term road network (for WLK only)	Training	10/5/2017	10/5/2017	1	4	36%	7	64%
41	On the job training KRMS-WLK	OJT	10/9/2017	10/10/2017	2	4	50%	4	50%
42	Training on how to prepare " a conforming bid"	Training	10/24/2017	10/25/2017	2	6	32%	13	68%
43	Training on Road Safety Audit in design/DED	Training	10/30/2017	10/31/2017	2	6	32%	13	68%
44	Manual Pavement design Training	Training	11/7/2017	11/8/2017	2	8	31%	18	69%
45	Lecture on Pavement Manual at AlAzhar University	Lecture	09/11/2017	09/11/2017	1	25	22%	89	78%
46	Lecture on Pavement Manual At Mataram University	Lecture	10/11/2017	10/11/2017	1	51	63%	30	37%
47	Lecture on Pavement Manual at University of Technology Sumbawa	Lecture	15/11/2017	15/11/2017	1	33	28%	86	72%
48	Training on Procurement	Training	11/20/2017	11/21/2017	2	10	29%	25	71%
49	Training on how to conduct Road Condition survey for Juru	Training	11/21/2017	11/22/2017	2	0	0%	30	100%

No	Training Topics	Type of event	Start Date mm/dd/yy	End Date mm/dd/yyyy	No of Days	Female	Female	Male	Male
	and pengamat jalan balai Sumbawa , sumbawa areas								
50	Lecture on Introduction to Road Asset Management concept at Mataram University	Lecture	22/11/2017	22/11/2017	1	52	60%	35	40%
51	PKRMS Refreseher training and survey using tablet	Training	11/23/2017	11/24/2017	2	7	41%	10	59%
52	Training on how to conduct Road condition survey for jur and pengamat jalan of Balai Sumbawa-Bima- Dompu areas	Training	11/24/2017	11/25/2017	2	0	0%	40	100%
53	Unit cost analysis on road and bridge work using spesification 2010	Training	11/27/2017	11/27/2017	1	11	24%	34	76%
54	Implementation of routine and BMW such as cold mix, hot mix, overlay, patching, reconstruction work	Training	12/7/2017	12/8/2017	2	4	16%	21	84%
55	Training on circly pavement design software	Training	12/12/2017	12/13/2017	2	6	46%	7	54%
56	GESI Workshop	Workshop	14/12/2017	14/12/2017	1	26	65%	14	35%
57	Internal PIUC GESI Training	Training	12/15/2017	12/15/2017	1	3	23%	10	77%

2018 Workshops & Training

No	Training Topics	Date	No of Days	Male	% Male	Female	% Female
1	Follow up of Pavement Training using CIRCLY	16-01-18	1	6	55%	5	45%
2	Trial module of systemic issues with Internal PIUC ((module 2 & module 4)	18-01-18	1	7	78%	2	22%
3	Trial module of systemic issues with DPU NTB ((module 2 & module 4)	23-01-18	1	14	88%	2	13%
4	Trial module of systemic issues at WLK DPU (module 2 & module 4)	25-01-18	1	15	88%	2	12%
5	KRMS Training for Districts/cities DPU within NTB Province	26-28 February	3	23	88%	3	12%
6	Procurement training for ULP WLK	12-13 of March	2	7	58%	5	42%
7	Introduction to Road Construction Manager for IWAPI –NTB members .	26-30 March	5	0	0%	24	100%
8	GESI and CP Workshop for PIUC staffs	2-3 April	2	8	67%	4	33%
9	Refresher training on Bid Conformity	5-Apr-18	1	31	72%	12	28%
10	Workshop on reviewing the environment document (UPL/UKL) of 2018 PRIM work packages in KLB	6-Apr-18	1	8	67%	4	33%
11	GESI and CP Workshop for DPU WLK	9-10 of April	2	13	93%	1	7%
12	Transfer of knowledge from PIUC to TP3 J on Supervision of Road construction	16 April	1	41	98%	1	2%
13	GESI and CP Workshop for DPU NTB	18-19 Apr	2	9	53%	8	47%
14	GESI and CP Workshop for FLLAJ NTB	23-24 Apr	2	13	62%	8	38%
15	Systemic Issues trial training with university student and observer from Pusdiklat	26-04-18	1	12	86%	2	14%
16	Environment at Road construction Training	30-04-18	1	16	94%	1	6%
17	Road Construction and Supervision Training for 2018 Awardee PRIM/DAK/DAU at WLK (including GESI)	14-16 May	3	97	94%	6	6%
18	In house training on Training modules development.	21-22 May	2	3	50%	3	50%
19	KRMS follow-up training for DPUs within NTB	2018	3	23	77%	7	23%
20	Road material laboratory testing Training	16-19 July	4	22	92%	2	8%

No	Training Topics	Date	No of Days	Male	% Male	Female	% Female
21	On the job training for staking out drainage,Pavement- subgrade, sub base, base and overlay; unline drainage;hold point; camber control;ack fill and compaction; shoulder compaction) and traffic management	21-26 July	6	27	90%	3	10%
22	Training on Technical Assessment & verification- Transfer of knowledge from PMC to TP3J and FLLAJ	1-3 Aug	3	18	69%	8	31%
23	Bridge Design Training	12-15 Sep	4	26	68%	12	32%
24	Pavement Design at Expansive Soil	25-27 Sep	3	18	69%	8	31%
25	Training on Manual Pavement Design and Rigid Pavement	2-4 Oct	4	19	70%	8	30%
26	Road Geometric Training	9-11 Oct	3	15	63%	9	38%
27	Training on Manual Routine Maintenance for Pengamat and Juru Jalan of Bidang Bina Marga Dinas PU	12-10-18	1	10	100%	0	0%
28	Training of Trainer on Routine Maintenance for Mandor	16-10-18	1	19	100%	0	0%
29	Road Safety in design stage	17- 18 Oct	2	20	71%	8	29%
30	New Specification/ General Specification 2018	22-24 Oct	3	42	84%	8	16%
31	Bridge Retictification Design Workshop - impact of eartquake	25-10-18	1	6	86%	1	14%
32	Refresher Training on Road Condition Survey	26-10-18	1	7	64%	4	36%
33	Training on Routine maintenance for Mandor from DPD IWAPI NTB	6-7 Nov	2	0	0%	29	100%
34	Trial of FLLAJ Module Training at Central Lombok District	13-14 Nov	2	9	56%	7	44%
	First Aid 1	4-5 Dec	2	16	80%	4	20%
36	First Aid 2	6- 7 Dec	2	14	70%	6	30%
37	Bridge Inspection field training	5- 6 Dec	2	5	100%	0	0%
38	PKRMS Strengthening	10-14 Dec	5	20	63%	12	38%
39	FLLAJ at East Lombok	19-20 Dec	2	17	77%	5	23%
40	Bridge Inspection and Design Rectification workshop	19-20 Dec	2	15	88%	2	12%

2019 Training Program

The EPR could not locate training records for 2019 from the review documents. The table below is the Training Plan for 2019.

No.	Training Topics	Area	Target Participants	Estimated Days
1	GESI Mainstreaming	Cross Cutting	The awardee PRIM 2019 WLK Consultan supervision and contractor, & design consultant	2 d
2	FLLAJ and PRIM advance (new modules)	Cross Cutting	Kab Sumbawa & Kabupaten Probolinggo	2.5 d
3	Systemic Issues on Planning Programming and Budgeting (systemic issues modules)	PPB	Planning and development Units staffs of WLK DPU & NTB DPU	1d
4	Analisa Harga Satuan/Unit Cost - Spek 2018	PPB	PPK at Bina Marga WLK DPU & staff; ULP WLK, PPK at Bina Marga NTB DPU; PPK at Bina Marga at other	3d
5	Social & environment SEGESI Toolki - ToT & training	PPB	PIUC & KIAT staffs (ToT); DPU WLK , Environment unit at WLK Bappeda, Environemnt unit of DLH WLK, NTB DPU, contrator and supervision and design consultant	3d each
6	Waste Management and waterways clogging	PPB	DPU WLK , contractors, supervision, consultan design, DLH, community members at PRIM site	1 d
7	New Spek (dev 10)	PBB	PPK at Bina Marga WLK DPU & staff; ULP WLK, PPK at Bina Marga NTB DPU; PPK at Bina Marga at other district in NTB; PPK at Bina Marga DPU Probolinggo, ULP Probolinggo, contrators and supervision consultant	2d
8	PKRMS strengthening training for 9 districts	PPB	9 district within NTB	5d
9	BoQ Training (new modules)	PPB	Surveyor of Bina Marga WLK DPU; surveyor of Bina Marga Probolinggo DPU ; surveyor at Bina Marga NTB DPU	3d
10	RM for PPK/Manager (new modules)	PPB & Implementation	PPK for RM at at Bina Marga WLK DPU, PPK at Balai NTB, PPK for RM at Other district NTB & some university students	2d
11	MDP (Pavement Design Manual)	Survey & Design	Planning Unit of WLK DPU; NTB DPU, Planning unit of Probolinggo DPU; design consultant	2d
12	Road Geometric Design	Survey & Design	Planning Unit of WLK DPU; NTB DPU, Other district DPU in NTB, Planning unit of Probolinggo DPU; design consultant	2d

No.	Training Topics	Area	Target Participants	Estimated Days
13	Bridge Inspection	Survey & Design	Planning section, maintenance & development unit of WLK and NTB DPU; KLU DPU, East Lombok DPU & Central Lombok DPU	2d
14	E-Catalogue	Procurement	ULP and DPU province in East Java, Babel, NTT and South East Sulawesi	1d
15	Training on Routine Road Maintenance re Revised Swakelola Manual	Implementation	Juru and Pengamat Jalan of WLK DPU & Probolinggo DPU	1d
16	KQS & Pelormas	Implementation	PPK at Bina Marga WLK DPU , NTB DPU & Construction Supervision	1d
17	Systemic Issues on supervision of road construction	Implementation	PPKs at Bidang Bina WLK , the awardee 2019 PRIM WLK-GS & staffs and SE & staffs	1d
18	Road construction and supervision training	Implementation	The awardee 2019 PRIM WLK Contractor and consultant supervision , PPK and staffs	3d
19	Traffic Management & controller for Work sites (OJT)	Implementation	2019 PRIM WLK packages & Swakeloa WLK	5d
20	RM for Mandor (new modules)	Implementation	Mandor DPU WLK , IWAPI mandor, balai jalan lombok mandor	2d
21	Site survey on the job training for stake out (drainage, unline drainage; Pavement (subgrade,subbase, base, overlay); hold point, camber control, back fill & compaction, Shoulder compaction)	Implementation	Awardee contractor & supervision PRIM /DAU/DAK WLK	5d
22	First Aid	Cross Cutting	road construction wokers	1d
23	Laboratory testing (tanah, beton, asphalt) for the awardee 2019 PRM WLK supervision n contractor	Implementation	the Awardee 2019 PRIM WLK Contractor& supervision staffs, PPK Staffs of Bina Marga WLK DPU	5d
24	Quality Assurance for construction	Implementation	the awardee 2019 PRIM WLK Contracto & supervision, PPK & staffs	2d

2020-2022

The PHJD/PRIM PIC has provided a comprehensive schedule of training to PHJD regions and Kabupaten Probolinggo throughout the period 2020-2022, with a total of 61 training courses and workshops delivered to 10,988 people. Details are provided in the tables below.

Note: the following results apply to training events held across PRIM (Probolinggo) and PHJD local governments.

Source: PRIM/PHJD ACR December 2022

Event	Date	Average Pre-Test Score (out of 10)	Average Post-Test Score (out of 10)	Difference
Workshop PKRMS 2020	7-9 Sep 2020	7.75	9.32	1.58
Training in new MPWH procurement regulation no 14/2020	25-Sep-2020	5.08	8.6	3.52
Construction Contract Law	5-7 Oct 2020	4.19	8.85	4.66
Workshop GESI 2020	13-Oct-2020	6.89	8.83	1.95
Workshop Procurement 2020	12-13 Nov 2020	4.43	7.28	2.85
Training PKRMS	15-17 Feb 2021	6.98	8.49	1.51
TOT PKRMS	15-19 Mar 2021	7.55	8.56	1.01
Workshop GESI CSE	8-Jun-2021	7.64	8.65	1.01
Workshop Implementation Construction and Supervision PHJD/PRIM Batch 1	9-10 Jun 2021	6.35	8.41	2.06
Workshop Road Safety and Black spot	8-9 Jul 2021	5.84	8.11	2.27
Workshop Implementation Batch 2	3-4 Aug 2021	5.98	7.97	2.00
Training PKRMS	28-30 Sep 2021	6.66	8.34	1.68
Workshop DED	25-27 Oct 2021	4.46	8.03	3.57
Socialisation PPRG	28-Oct-2021	5.64	7.78	2.14
Workshop Procurement PHJD	29-30 Nov 2021	5.73	8.17	2.44
PHJD PMM socialisation to Phase II and Phase III regions	27-Jan-2022			
Socialisation of PKRMS to DGH central, PHJD Phase-II and III regions and all DAK region	29-31 March 2022	6.77	8.25	1.48
Construction Supervision and Implementation for Phase regions	24-25 May & 2 June 2022	4.86	7.62	2.76
PKRMS Training for internal DGH personnel in DGH central office	22-24 June 2022	6.5	7.79	1.29
PKRMS Training (Group 1) for 12 provinces in person and 126 Kabupaten	Bogor 27-29 June 2022	6.64	8.28	1.64
Training RUC, Technical Assessment and Verification Phase II and Phase III regions	11-12 July 2022	5.75	8.07	2.32
PKRMS Training for (Group 2) 6 provinces in person and 127 Kabupaten online	Denpasar 13-15 July 2022	6.64	8.1	1.46
PKRMS Training for (Group 3) 110 provinces in person and 110 Kabupaten online	Makassar, 25 -27 July 2022	5.58	7.78	2.20
ToT PKRMS in collaboration with BPSDM in Surabaya	5-9 September 2022			-
Training DED and PKRMS with PFID for the Region implementing DAK 2023	Denpasar, 12-16 Sep 2022	5.88	7.66	1.78
Workshop Preparation Verification III PHJD II, PHJD III, and PRIM	29-Sep 2022	7.21	8.63	1.42

Event	Date	Average Pre-Test Score (out of 10)	Average Post-Test Score (out of 10)	Difference
Workshop FLLAJ	9-10 November 2022			-
ToT PKRMS with BPSDM Medan	21-25 November 22			-
Training PUG & PPRG	29-30 November 22	6.28	8.56	2.28
Training PKRMS PFID-BPPSDM Batch I in Surabaya	28-30 November 22			-
Training PKRMS PFID-BPPSDM Batch II in Surabaya	30-2 November 22			-
Workshop DED for DAK and PHJD	5-6 December 22	4.83	7.92	3.09
Average Results across all courses		6.13	8.23	2.11

2019 – 2022 Breakdown of training participants:

Year	Number of Courses	Men	Women	Total	% Women	PWD Men	PWD Women	Total PWD
2019	3	189	40	229	17%	0	0	0
2020	22	2,377	768	3,145	24%	27	2	29
2021	18	3,130	1,180	4,310	27%	30	4	34
2022	18	2,473	829	3,302	25%	113	3	116
Totals	61	8,169	2,817	10,986	26%	170	9	179

Annex G – Program Management Manual Output Criteria

NTB	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
1 st of year	6	7	3	29	30	35	12			
2 nd of year			7	21	21	27				
3 rd of year										
Total in year	23	7	10	50	51	62	12*			

WLK	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
1 st of year					34	37	14			
2 nd of year					23	28	25			
3 rd of year							28			
Total					57	65	67			

Probolinggo	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022
1 st of year							20	35	40	44
2 nd of year							24	19	25	28
3 rd of year							29	34	55	43
Total							73	88	120	115

*2019 in NTB based on reduced program with no physical works.

Note: in the PRIM PMM some output indicators are made up of a number of sub-indicators. This table counts each sub-indicator separately, to demonstrate the increasing complexity of the PMM over time.

Annex H – PRIM Contribution to KIAT End-of-Facility Outcomes

- **EOFO1: Improved GOI policy and regulatory framework for infrastructure development.** KIAT's provision of technical advice and preparation of studies to strengthen the design of future subnational road programs links well with the achievement of EOFO1. The technical and capacity building support to develop and implement PKRMS is a key example where KIAT assistance has contributed to EOFO1 through the expected MPWH issuance of a Ministerial regulation mandating the use of PKRMS nationally. Furthermore, the KIAT studies on improving DAK and expanding PHJD as well strengthening the performance of weaker LGs in relation to their implementation of PHJD should lead to further improvements to GoI subnational road sector policies and regulations.
- **EOFO2: High quality projects prepared and financed by GoI, the private sector, and/or MDBs.** KIAT directly contributed to the achievement of EOFO2 by increasing the capacity of government stakeholders and engineers in high quality planning, design and management of road works, including aspects relating to gender equality and people with disabilities. In the latest tranches of PHJD, financing of PHJD grants and provision of the PIC and VTASC are entirely through GoI's national budget (APBN).
- **EOFO3: High quality infrastructure delivered, managed, and maintained by GoI.** KIAT's operational and technical support for PRIM directly contributes to the achievement of EOFO3 through higher quality physical works delivery. Furthermore, higher-quality maintenance works are likely to result from capacity development efforts and through standardised processes being adopted by local governments.
- **EOFO4: Infrastructure policies, design, and delivery are more inclusive for women and people with disabilities.** The design and mainstreaming of gender equality and disability approaches contributes to the achievement of EOFO4. This includes the provision of gender equality and disability training modules, which will result in improved understanding of the issues faced by women and people with disabilities. Preparation, socialisation, and implementation of SEGESI manuals, disability inclusion manuals, and the PPRG Pocket Book have the potential to directly influence the design and delivery of wider road maintenance works (e.g. detailed engineering designs, road maintenance contracts, etc.) and indirectly influence policies, making them more inclusive of women and people with disabilities.

Annex I: Gender Equality and Disability Inclusion Requirements in the PRIM PMM Amendment 10, Dec 2020

Objective related to GEDSI	Requirement or explanation in the PMM
<p>1. Inclusive RTTF Membership</p>	<p>Should comprise: 50 per cent provincial or district government and 50 per cent non-government (including academics, community/customary/religious leaders, representatives from women's groups, etc). It requires at least 30 per cent of representatives to be women and involve people with disabilities</p>
<p>2. Inclusive participation in RTTF meetings</p>	<p>The PMM encourages RTTFs to ensure public consultations on road maintenance to gain community acceptance and insights and to ensure that the monthly meetings include at least 30 per cent of women and at least one person with a disability in all meetings.</p>
<p>3. GEDSI specific activities are planned and implemented to strengthen PHJD performance related to GEDSI (detailed in an inter-agency GEDSI Action Plan, or GAP, attached in PMM Annex 17 with a monitoring tool in Annex 18)</p>	<p>The GAP is prepared annually aimed at ensuring that gender equality, disability, and social inclusion are mainstreamed into PHJD at all stages. There are four main activities local governments are required to carry out to implement their GAP:</p> <ol style="list-style-type: none"> 1. Communicate and socialise RTTF and ensure engagement of communities. 2. Strengthening the capacity of the RTTF (including its ability to engage women and people with disabilities and other vulnerable groups) 3. Activities that enable women and people with disabilities to take up roles in PHJD works; and 4. Making efforts to improve GEDSI considerations within contracts for PHJD works. <p>The PMM also refers to Presidential Instruction No. 9/2000 on Gender Mainstreaming with the overall objective being to ensure planning, implementation, and monitoring of road infrastructure maintenance considers GEDSI to ensure it is safe, secure, and accessible for all.</p>
<p>4. Women and people with disabilities can access job opportunities on construction projects.</p>	<p>Implementation of PHJD should:</p> <ul style="list-style-type: none"> - Provide equal opportunities for workers regardless of gender differences where this will be included in tender documents, contracts, and self-management and implemented. - Provide equal wages and salaries for workers regardless of gender differences for the same type of work and position.
<p>5. Ensuring roads under PHJD are accessible for all, especially people with disabilities</p>	<p>Activities the PMM outlines that can be carried out by PHJD regions include:</p> <ul style="list-style-type: none"> - Increased human resource capacity of road organizers related to the concept of universal design (a design that is accessible for all); - The implementation of design principles that are friendly to the needs of persons with disabilities refers to the provisions of the MPWH; - Capacity building training on design principles and design features of facilities for persons with disabilities for relevant stakeholders (Government, private sector, persons with disabilities, and the general public); - Monitoring implementation of PHJD works to ensure standard design applications are implemented.

Annex J – Summary of Monitoring and Evaluation reports undertaken during PRIM

No	Name of Review/Study	Completed by external or internal consultants
1	1st PR Report - Dec 2013.pdf	External
2	T252.05 DLV - Revised Evaluation Design Report for PRIM (27Mar14) Del 3	External
3	2nd PR Report - Apr 2014	External
4	T252.05 DLV - Report Summary PRIM EDR (NORC 6Jun14)	External
5	3rd PR Report - Nov 2014	External
6	4th PR Report - Mar 2015	External
7	5th PR Report - Nov 2015	External
8	PRIM ME Review Report - final 11 May	Internal
9	6th PR Report - Jun 2016	External
10	7th PR Report - Dec 2016	External
11	8th PR Report - Aug 2017	External
12	9th PR Report - Dec 2017	External
13	Comparison PRIM and Non PRIM Construction Quality Performance Report	External
14	GESI and CSE Review 2018	Internal
15	D13 FLLAJ Case Study Evaluation_v02	Internal
16	D18 PRIM-PIUC Most Significant Change v2	Internal
17	10th PR Report- Aug 2018	External
18	11th PR Report - Apr 2019	External
19	D28 Training Effectiveness_v2 20190427	Internal
20	PHJD_LG_Performance_Review_v1.0	External
21	PHJD Costs Benefits Study 2022	External
22	PHJD GEDSI Study 2022	External

Annex K – Summary of Post-PRIM Evaluation of NTB/WLK

Evaluation Areas

Below are the key areas of investigation (underlined) explored during the evaluation and their detailed investigative areas.

Planning, Programming and Budgeting

- Use of PKRMS for Planning, Programming and Budgeting
- Prioritization of Routine Maintenance

Procurement and Contracts

- Use of Multi-year Contracts and Use of Long-Segment Contracts
- Use of e-Catalogue for Procurement

Governance and Management

- Collaboration between Local Government Departments (through TP3J/RMMT)

RTTF/FLLAJ

- APBD Budget Allocations
- Public/Private Membership Proportions
- Regular Meetings
- Dealing with Public Complaints/Issues, Public Scrutiny
- Transparency – Cost and Project Data Disclosure
- Public Consultations for Road Works Contracts

Gender Equality, Disabilities and Social Inclusion

- Continued Commitment to GEDSI
- Female Involvement in RTTF

Overview of Key Results

The tables below provide a score for each evaluation area based upon the following scale:

3. practice no longer used
4. practice used, but less than during PRIM
5. practice used at a similar level to PRIM
6. practice used at a higher level than during PRIM
7. practice further improved beyond PRIM

Use of PKRMS - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB					ü	Scores '5' because PKRMS now used for whole NTB network beyond the requirements during PRIM and contributing to training of other provinces
KLB					ü	Also scores '5' because PKRMS now used for whole KLB road network beyond original PRIM requirements. Also has developed very good local capacity.

Commitment to Routine Maintenance - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	
NTB				ü		Scores '4' because NTB now provides routine maintenance over a sustained period though its significant multi-year long segment contracts, thus providing a year-round routine maintenance service.
KLB				ü		Also scores '4' because KLB is providing significant proportion of its budget to routine maintenance even during times of fiscal constraint, underlining the importance now attached to this activity.

Use of Multi-Year and Long-Segment Contracts - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comment
NTB					ü	Scores '5' because NTB have further improved the long segment model to include bridge works and have used loans to facilitate multi-year contracting.
KLB		ü				KLB only scores '2' because it is not using either long-segment or multi-year contracts, but this has been caused by its lack of access to sufficient budget due to COVID-19 impacts. It has not scored '1' because the belief is that it would use such models if it had the fiscal strength to do so.

Use of e-Catalogue for Procurement - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB	ü					NTB is scored only '1' because it does not use the e-Catalogue system at all and has not done so since the end of PRIM. However, they are effectively undertaking their routine maintenance using other modalities.
KLB	ü					KLB is a similar situation to NTB and therefore only scores '1'.

Continued Technical Collaboration across Local Government - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB			ü			NTB is scored as a '3' because although it has formally disbanded the PT3J/RMMT it is providing the same function through alternative institutional structures.
KLB			ü			KLB is a similar situation to NTB and therefore scores a '3'.

RTTF/FLLAJ Budget Allocation - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB			ü			NTB is scored as a '3' because it is maintaining budgets at 2017 PRIM levels and continues to operate a functioning RTTF/FLLAJ.
KLB			ü			KLB is a similar situation to NTB and therefore also scores a '3'.

RTTF/FLLAJ Public/Private Membership Proportions - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB			ü			NTB is scored as a '3' because it is maintaining membership ratios similar to those in place during PRIM in 2019.
KLB			ü			KLB is a similar situation to NTB and therefore also scores a '3'.

RTTF/FLLAJ Regular Meetings - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB		ü				NTB is scored as a '2' because although it is still holding RTTF/FLLAJ meetings, they are at a much reduced frequency compared to the monthly meetings held during PRIM.
KLB		ü				KLB is a similar situation to NTB and therefore also scores a '2'.

RTTF/FLLAJ – Dealing with Complaints/Issues/Suggestions - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB					ü	NTB is scored as a '5' because it has improved the approach since PRIM by: designing and rolling out the 'PelorMas' phone application, actively scanning the press for stories of reports relating to roads or transportation and continuing to actively monitor the closure of all issues raised.
KLB		ü				KLB scores only a '2' because it is not closing out complaints/issues/suggestions within a reasonable timeframe. This is a worse level of service than was provided under PRIM.

RTTF/FLLAJ – Transparency, Cost and Project Data Disclosure - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB	ü					NTB is scored as a '1' because it has not published any contract data through its website since the end of PRIM.
KLB			ü			Although KLB has demonstrated considerable commitment by becoming an accredited member of CoST, more recent evidence suggests that the RTTF/FLLAJ are failing to keep data up to date for 2022. Therefore, KLB have been awarded a score of '3' although this would have been a '5' if the information on the website was up-to-date.

RTTF/FLLAJ – Public Consultations - Summary

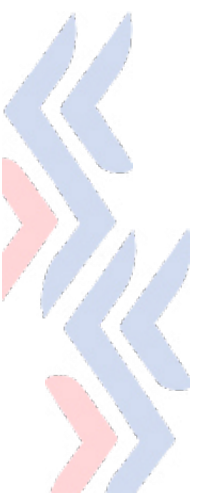
	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB		ü				NTB is scored as a '2' because it is continuing with some pre-constructpublic consultations, but not covering all contracts.
KLB	ü					KLB is scored as a '1' because it has not held any public consultations since 2020.

Continued Commitment to GEDSI - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB			ü			NTB is scored as a '3' because it continues to demonstrate commitment to GEDSI at a similar level to during PRIM.
KLB			ü			KLB is similarly scored as a '3'.

Female Involvement in RTTF/FLLAJ - Summary

	1. No longer used	2. Used less than PRIM	3. Used similar to PRIM	4. Used More than PRIM	5. Improved approach beyond PRIM	Comments
NTB			ü			NTB is scored as a '3' because it meets the PRIM threshold requirement of 30 per cent and is an improvement on the proportion achieved in 2019.
KLB		ü				KLB is scored as a '2' as it does not meet the 30 per cent threshold for female participation in the RTTF/FLLAJ.



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