

MAKMUE GAMPONG KAREUNA DAME
SUPPORT TO CONFLICT AFFECTED COMMUNITIES

EXTERNAL EVALUATION JUNE 2009

ACEH, INDONESIA

EXTERNAL EVALUATION TEAM

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External Evaluation Report of:

Canadian International Development Agency's
Support to Conflicted Affected Communities Project
or
Makmue Gampong Kareuna Dame



A project implemented by
International Organization for Migration
from January 2007 to June 2009
in Aceh, Indonesia,

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1. INTRODUCTION

CIDA's Support to Conflict Affected Communities Project was a response to the end of armed conflict between the Indonesian state and the separatist *Gerakan Aceh Merdeka* (GAM) or Free Aceh Movement, which unfolded across most parts of Aceh from 1976 to 2005. In 2007 BRA estimated that 33,000 people had been killed during the 29 years of conflict. Thousands more, many of whom were non-armed civilians, were left physically and/or mentally scarred. IOM's 2007 joint survey with Harvard Medical School revealed that many people continue to suffer from conflict-related trauma. Many others were displaced or suffered material losses.

The conflict ended in August 2005 when GAM and Indonesian Government representatives signed a Memorandum of Understanding (MoU) after 5 rounds of negotiations in Helsinki Finland. The MoU, which established power-sharing agreements between Aceh and Jakarta, called for GAM to be demobilized and its members to be reintegrated into society. It also saw the release of all GAM members detained or imprisoned by Indonesia. A special body, BRA, was established to oversee the reintegration and compensation of former GAM fighter's as well as conflict victims. Indonesia's KDP program was also established in Aceh to assist conflict-affected communities with village development projects. Many international agencies also felt the need to further assist post-conflict communities, especially in areas with a high density of conflict and/or former GAM combatants and amnestied prisoners. By 2007 CIDA, EU, JICA, UNDP and US Aid, had all commenced funding community development projects targeting conflict-affected communities. The implementation of CIDA's Project, which became commonly known by its Acehnese name *Makmue Gampong Kereuna Dame* (MGKD, literally Village Prosperity due to Peace), commenced in January 2007. CIDA-MGKD was implemented by IOM, Banda Aceh working in partnership with the Indonesian government via PNPM Mandiri (formally KDP). During the course of MGKD IOM field staff monitored activities, reporting to the Project Management Team in Banda Aceh. IOM also carried out several internal evaluation assessments (based on FGDs and interviews carried out in sample villages). CIDA also monitored project developments through a private consultancy group.

With the advent of the end of the Project in March 2009, IOM called for an external evaluation of the project to be carried out. The External Evaluation commenced its work to evaluate the CIDA-MGKD project in late April 2009. Its work was concluded in early June 2009. The Evaluation carried out was wide ranging making a broad assessment of all of the inputs fed into the project, as well as the outcomes and outputs recorded, especially in the 40 villages visited by the Evaluation Team.

This report is the result of an extensive evaluation process carried out over six weeks by a team of external evaluators from late April to early June 2009. The aim of the evaluation was to both quantitatively and qualitatively assess the relevance, efficiency, affectivity, impact and/or sustainability of the inputs provided by stakeholders and the findings ascertained from discussions with beneficiaries and stakeholders, as well as the pertinence of external factors influencing the MGKD process. The Report is also the result of a participatory process, benefiting from the insights, time and energy of numerous individuals. The evaluators wish to thank all those in Aceh Barat Daya, Aceh Jaya, Aceh Selatan, Aceh Timur, Aceh Selatan, Aceh Utara, Banda Aceh, Beirun and Jakarta who contributed so graciously with information and critical insights. Special thanks go to Tamara Soukotta, Andre Taufan, Dede Riyadi, and Meutia for their tireless work conducting focus group discussions (FGD) and interviews across Aceh as well as Paul Greening and the MGKD project management team in Banda Aceh for their generous support with providing documentation and logistical assistance, as well as their experiences during the MGKD process. The Team hopes that the Report will be of benefit all those who were a part of making MGKD happen, those who will continue to strengthen community development in Aceh in the future and to others working in post-conflict communities in Aceh and beyond.

2. EXECUTIVE SUMMARY

It is almost four years since the signing of the Helsinki peace agreement that brought an end to almost 30 years of conflict in Aceh. The consolidation of this peace is a long and continuous process that will require various interventions from provincial, national and international actors. The MGKD Project was one of the first large interventions to deal with conflicted effected communities.

During the duration of the project the men and women of almost 400 communities benefited directly from this intervention. Many other communities felt the in-direct benefits of MGKD's assistance. Furthermore, the experience and capacity of MGKD's main partner, PNPM, was enhanced through a collaborative effort to facilitate and implement the financial grants provided to each community. PNPM is now in an improved condition to continue its bottom-up community development activities across Aceh.

This Report is the result of a six-week external evaluation carried out as the project was coming to an end in the middle of 2009. The findings, lessons learned and recommendations are the result of Focus Discussion Groups and intensive interviews held in 40 of MGKD's 396 target villages. 25 of the evaluated villages received assistance in Phase 1 of the project and the other 15 received assistance in Phase 2. The Evaluation Team also interviewed the key stakeholders of the project and carried out a desktop analysis of project reports, documents and tools.

Main Findings:

1. MGKD was a success, effectively providing immediate peace dividends to strengthen and stimulate socio-economic development through enhanced community infrastructure and income generation for many community members in conflict affected communities.
2. MGKD assisted the reintegration of former combatants and amnestied prisoners into communities by strengthening the social cohesion of villages through community development projects.
3. MGKD strengthened the role of women in communities, increasing their participation and giving them an equal voice in village planning as well as empowering them to implement their own projects and work alongside men.
4. In some villages the democratic processes, social integration, and economic conditions were all strengthened. In the majority of villages MGKD impact strengthened one of the above indicators more than the others.
5. The strongest contribution to the strengthening of social cohesion was the impact of democratic practices and principles on community project participation, community project planning, implementation and village management. While economic peace-dividends were found in almost all of the 40 villages evaluated, the level of enhancement in this aspect was generally not as significant as the impact of democratic principles and social integration.
6. The weakest element of MGKD was the quality of environmental issues considered and addressed during the physical project selection and planning stages. The Team found that only a limited number of environmental issues were addressed by the negative list and that the capacity of field-staff to facilitate more nuanced environmental appraisals of projects was also very limited. The use of a negative list did however provide some basic environmental knowledge to beneficiaries and ensured these issues were discussed and the project 'do no harm policy' was adhered to.

7. The main obstacles that prevented even higher levels of efficiency and affectivity from being achieved was the low capacity of field-staff (especially Village Facilitators) to facilitate and creatively contribute to project implementation, time restrictions for the implementation of each phase of the project, the limited grant available to each village, and the ambitious number of target villages, especially in Phase 1. The ambitious number of target villages and limited project grant available to each village put an institutional strain on human resource mobilization; the limited time duration of each community project did not allow for in-depth physical project selection, planning and maximum participation. Note that not all of these obstacles were present in all villages. Some minor internal finance problems (late in Phase 2) also put institutional strain on the PMT.
8. Moreover in some villages poor external conditions also formed obstacles to even higher levels of enhancement being achieved. For example, the low capacity of beneficiaries to affectively contribute to their village projects, changes in village leadership, entrenched gender stereotypes, gender inequality and shifting demographics paused difficult and in some cases, unavoidable barriers for IOM.
9. The Team found that the same project and external obstacles were apparent in both phases of the project. However, the low performing villages were found to be in Phase 1, in particularly in the Tsunami effected villages in Aceh Jaya, where IOM staff retention and performance inefficiencies decreased the affectivity of projects. At the same time some external factors also played a role in lowering the level of impact in Aceh Jaya. Some low TA performance indicators were also apparent in some villages in the Phase 1 district of Bireuen.
10. The most effective additional activity was the Women's Leadership Training carried out in 12 Villages in Phase 2.
11. While it is too early to judge the medium and long-term prospects for sustainability MGKD did lay the foundations for the sustainability of democratic practices and stakeholder institutions future endeavours. The prospect of sustainability of physical projects depends on the level of motivation and commitment in each village, as well as favourable external conditions.

Lessons Learned:

1. **TIMELINESS:** From the outset MGKD was both a quick impact project and a community development project. The former demands limited time while the latter demands extended time. A tension between these two differing time demands limited the level of enhancements that could be achieved to those related to a quick impact project. Despite its limited duration, MGKD did however make a substantial contribution to strengthening social cohesion, participation and democratic planning.
2. **QUANTITY vs. QUALITY:** With the project's time restrictions as a backdrop the number of target villages was also very ambitious. Subsequently there was also a tension between quantity and quality throughout the project. The prospect of higher levels of efficiency and affectivity may have been enhanced if the total amount of money, coupled with an extended time period, had been spread across fewer villages. Such a scenario would have allowed for IOM's inputs to be maximized on all levels – staffing, training, facilitation, monitoring, evaluation etc.

3. **OBJECTIVE LIMITATION:** The prioritization of objectives in post-conflict development is also important. To achieve maximum results or desired outputs, the number of project objectives could have been limited i.e. we cannot cover all cross cutting issues affectively if insufficient resources are not provided. For example, the project afforded more time and resources (inputs) towards gender equity than it did to environmental awareness. Thus the outcomes and impact of these respective activities were related to the amount of inputs allocated.
4. **EFFICIENCY:** One of the main ingredients to a successful social project is the effective and consistent mobilization of human resources. As is the case in many post-conflict cases it proved difficult to mobilize a full complement of competent, committed and motivated staff. While staff consistency was to be found in the ever-present project manager and the Project Management Team there was a high turnover of TA's in Phase 1. Subsequently there were some shortfalls in facilitation and implementation.

Future Recommendations

1. IOM should continue to encourage the monitoring and further strengthening of impacts and sustainability of MGKD physical projects and practices. This can be achieved by supplying accurate and precise data of the successes, failings, opportunities and challenges in each of the 396 villages to key stakeholders such as other IOM peace building projects, district and sub-district authorities, PNPM and other international and local organizations that are concerned with the same locations or issues.
2. IOM and CIDA should consider establishing a follow-up project to further enhance the potentially sustainable aspects of MGKD. Such a project would consist of a small team of technical assistants whose objective would be to transfer the knowledge gained from the 396 villages to key stakeholders and to collaborate with PNPM and local government in the initial planning and implementation stages of its new community projects. The project could also make follow-up visits to MGKD villages to further strengthen their participation in new PNPM projects.
3. IOM and CIDA should consider an extension of women's leadership training in MGKD and other villages and/or developing further women only projects in villages incorporating leadership and other skills training needed to enhance the livelihood project they choose.
4. In order to facilitate the needs of the community, PNPM should intensify training, increase material benefits and encourage its field-staff to be more creative in their future facilitation of community projects. They should also make gender training standard for all facilitators and staff.
5. CIDA should exercise caution when programming its two main cross cutting issues of gender and environment in future post-conflict projects. These issues should only be inserted if they are directly relevant to the projects main objectives and if the necessary human and financial resources are available.

3. ACRONYMS AND GLOSSARY

<i>Balai</i>	Hall or Community Building
CIDA	Canadian International Development Agency
<i>Desa</i>	Village
<i>Dusun</i>	Sub-village
GAM	<i>Gerakan Aceh Merdeka</i> (or Free Aceh Movement)
<i>Geuchik</i>	Village Chief
<i>Gotong Royong</i>	Collective community work
FD	<i>Facilitator Desa</i> (or Village Facilitator)
FGD	Focus Group Discussion
FK	Facilitator <i>Kecamatan</i> (or Sub-district Facilitator – PNPM Staff)
IOM	International Organization for Migration
<i>Kabupaten</i>	Administrational District
<i>Kecamatan</i>	Administrational Sub-District
KM	Kecamatan Managemen (district level PNPM)
PL	<i>Pendamping Lokal</i> (Local Mentor – PNPM staff)
PMT	Project Management Team
MGKD	<i>Makmue Gampong Kareuna Dame</i> (Village prosperity through peace)
<i>Musyawaharah</i>	Community Meeting
<i>Pelaminan</i>	Elaborate decoration used for cultural ceremonies in private homes
*PNPM	Program Nasional Pemberdayaan Masyarakat
<i>Sekdes</i>	Village Secretary
TA	Technical Assistant (PNPM volunteer in village)
<i>Teratak</i>	Tent or canopy assembled for social and cultural events and festivities
UNDP	United Nations Development Program

*PNPM-Mandiri Daerah Tertinggal is an Indonesian Government initiative tasked with facilitating community development projects in marginalized villages. It was formerly known as the Kecamatan Development Project.

4. PROJECT AND EVALUATION OBJECTIVES

The respective objectives of the MGKD Project and the External Evaluation, as objectives as given in the TOR were:

MGKD Project Objectives

- 1) To provide an immediate peace dividend to strengthen and stimulate socio-economic development for all in conflict affected communities. These improved socio-economic conditions shall be achieved by enhanced community infrastructure and income generation.
- 2) Through the project process, assist the smooth reintegration of former combatants and amnestied prisoners into communities. This strengthened social cohesion shall be achieved through the promotion of community development projects and collective decision-making process.

MGKD Expected Outcomes

- 1) Strengthened social cohesion, through the promotion of community development projects and collective decision-making processes.
- 2) Improved socio-economic conditions for women and men through enhanced environmentally sustainable community, infrastructure and income generation projects.

MGKD Overall Expected Results

- a) Conflict affected community participation in planning is enhanced and is gender equitable.
- b) Small scale community projects as well as specific women's projects are completed in 396 villages.
- c) Environmental issues are considered and addressed during project planning at the village level.

External Evaluation Objectives

Evaluate the overall performance and achievements of the project to date, in line with its objectives and project purposes. In particular, the evaluation will consider the relevance, performance, and outputs of the project implementation and make some recommendations for similar projects in the future:

Relevance: Evaluate the pertinence of project objectives and purposes, in relation to the expected impact of the project, target groups, indirect and direct beneficiaries;

Performance: Evaluate the project's effectiveness (to what extent has the project produced its desired results); evaluation of project efficiency (to what degree have resources been optimized during the project implementation and has the project achieved a satisfactory level of cost-effectiveness); timeliness (appropriateness of activities' planning);

Outputs & Outcomes: Evaluate the project impact and potential for sustainability of physical projects, project management systems and the democratic planning and management processes/principles. Assess if these democratic systems are being taken up by government entities. The evaluation will pay particular attention to the overall impact of the project on and its contribution to the consolidation of the peace in the conflict-affected province.

5. PROJECT DESCRIPTION

MGKD's main objective was to establish community development projects to provide an immediate peace dividend to strengthen and stimulate the socio-economic development of all men and women in conflict affected communities, in turn assisting the smooth reintegration of former combatants and amnestied prisoners into communities.

MGKD supported the rehabilitation of community services and basic infrastructures through the provision of small-scale community development projects and livelihood support based on needs identified by communities. As former GAM combatants and released prisoners had recently returned home, it was urgent to put in place a system that ensured that the absorbing communities immediately saw, and simultaneously, benefited from the reintegration process and prevented hostile reactions from communities and victims of the conflict. This approach aimed to bring equal benefits to absorbing and conflict affected communities by providing direct, community rehabilitation assistance to villages.

CIDA provided a small grant of 73 million Indonesian Rupiah (IDR) to each of the 396 selected villages. The funds were used to fund democratically planned and implemented social cultural and/or income generation projects that included a broad selection of men and women, including former GAM combatants, amnestied GAM prisoners, and those victimized, displaced or affected by the conflict. A minimum of 25 million of the 73 million grants had to be allocated for a women's only project. The remainder was to be used for an inclusive community project. In Phase 2 additional funds were made available to each participating village.

MGKD was implemented by IOM Indonesia through its Banda Aceh office. IOM established a Project Management Team (PMT) led by a Project Manager (PM) based in Banda Aceh and hired technical assistants (TA) to support the implementation of the project. All TA were based at the district level and were responsible for overseeing the implementation in designated villages in a specified geographical area. In order to have a permanent presence in each village IOM worked in partnership with a government community development body known as KDP. Part way through the MGKD process KDP was transformed into a new organization known as PNPM Mandiri (referred to below as PNPM). Prior to the implementation of the CIDA project KDP/PNPM already had a presence in villages, as well as at sub-district and district level.

MGKD was divided into two phases. During Phase 1, which ran from January 2007 till March 2008, projects were implemented in 255 villages in seven districts (Aceh Daya Barat, Aceh Jaya, Aceh Selatan, Aceh Tamiang, Aceh Timur, Aceh Utara, and Bireuen). During Phase 2, which ran from April 2008 till March 2009, 47 projects were implemented in three districts (Aceh Selatan, Aceh Timur and Aceh Utara), i.e. a total of 141 villages for the second phase. For Phase 1 the villages were identified and selected by IOM staff via base line data on numbers of former combatants, amnestied prisoners, and those displaced by conflict. In Phase 2 the selection criteria changed with the level of conflict being the main criteria for selection. Here, the final selection was a collective decision made at district level meetings by government officials and representatives of civil society. The final three months from April to June 2009 were for project demobilization.

Men and women in each village democratically identified, elected, planned, managed, monitored and maintained their own projects. In order to do this all villages received support throughout project implementation via the organization of socialization and capacity-building activities. In each village one male and female PNPM village facilitator (FD), elected by the community assisted the whole process. TA, as well as other PNPM field staff based at the sub-district and district levels provided further facilitation and technical support for FDs and beneficiaries.

Beneficiaries identified their own needs and democratically elected their own projects in

inclusive village meetings (or *musyawarah*) that were facilitated by PNPM village facilitators (FD) and where possible IOM staff. Villages elected management and maintenance teams, including a minimum of one woman per team, to oversee the implementation of projects. Village teams prepared their own proposals including financial costs, which were verified by PNPM and IOM staff before approval was given to commence. The Teams sourced, purchased and/or constructed their own project assets, with maintenance input from FDs, TAs and other field staff. MGKD made efforts that all selected projects were environmentally friendly by providing a negative questionnaire that had to be completed before project approval was granted.

MGKD also implemented additional activities to boost social cohesion and build the capacity of field-staff and beneficiaries. In both phases peace concerts were held in selected villages. In Phase 2 additional activities included an environmental awareness campaign, environmental training for field staff, an additional grant of IDR 16,125,000 per village, a pilot project for selected women's groups in 12 villages and additional funds for villages that suffered flood damage during the implementation of the village projects.

6. EVALUATION METHODOLOGY

In line with the objectives of the external evaluation and the suggested methodology described in the TOR (Appendix A) the evaluation team's methodology consisted of the following activities: a review of the project related documents; FGDs and in-depth interviews with beneficiaries; in-depth interviews with stakeholders; quantitative & qualitative assessment of both phases and all stages of the projects from village selection to project closure to measuring the levels of efficiency and effectiveness of the projects inputs and results.

The evaluation team consisted of a team leader, a team coordinator and 3 evaluators. All 5 members had interview and data collection skills, monitoring and evaluation experience, knowledge of project management and implementation in post-conflict communities, and had knowledge and experience from previous assignments in Aceh. The 3 evaluators originated from different areas of Aceh, enabling them to understand the different dialects found in the field. The team coordinator, from Indonesia, had four years of work experience in Aceh and a good understanding of Acehnese. The team leader from the UK had ten years of experience working in the region and speaks fluent Indonesian. All five members took part in the Focus Group Discussions (FGD) and interviews carried out in the field and the tabulation of quantitative and qualitative findings. The team leader and coordinator carried out the bulk of the data analysis and report writing, with initial input from the 3 field evaluators.

The first week of the Team's work was spent analyzing all of the project related documents provided by the PMT in Banda Aceh. These documents included working documents, progress updates & reports, publications, training curricula, grant contract documents & internal monitoring and evaluation reports and materials; During this period the Team also interviewed the PMT, devised an evaluation questionnaire (see Appendix D) and made appointments and logistical arrangements for the field visits.

The second and third weeks of the evaluation were spent visiting target beneficiaries in 40 villages. This was approximately 10% of the total of 396 MGKD villages. The criteria considered for selecting these villages was: an even distribution of Phase 1 and Phase 2 villages (25 from Phase 1 and 15 from Phase 2); the inclusion of rural, semi-rural and villages close to main population hubs; the inclusion of some phase villages that had received women's leadership training; and possible time and logistical constraints that could have prevented the Team from meeting the expected target of 40 villages. On average the Team visited four villages per day, with at least two team members visiting each village. Team members also spent time interviewing IOM technical assistants (TA) in three of the six districts visited. The rest of the time was spent traveling between target villages, planning for the coming days activities (confirming appointments and availability of appointees) and making initial tabulations of findings.

The Team made advance appointments in all villages usually with a key village leader or one of the resident FDs. The average number of beneficiaries attending the FGD was thirteen (13). In some villages as many as thirty (30) people attended the FGD, in several villages attendance was only four (4) or five (5) people. In these villages the Team chose to hold separate interviews with all present. Due to its tight schedule the Team was unable to negate unseen circumstances (e.g. communal gatherings or festivities) that compromised the number of attendees.

The beneficiaries who participated in the FGDs included men, women, community leaders, project implementation team members, and, where possible, former combatants, amnestied prisoners and conflict victims living in the village. In many villages a separate FGD and/or interviews with women beneficiaries were held. FDs also participated in FGDs. The Team also took time to separately interview FDs.

The questionnaire used as a guide for the evaluation team during FGDs in the evaluated villages consisted of 35 questions across 6 sections. Some of the questions offered multiple-choice answers to participants and others were designed to ascertain participant's opinions on more than one factor. The physical questionnaire also contained possible answers that could be used by the evaluators to stimulate discussions amongst participants. Taking into consideration the limited education of many beneficiaries the evaluators used simple and comprehensible language, which whenever necessary was reinforced with explanations that would easily enable as many participants as possible to answer. Space was also provided on the questionnaire to separate answers given by men and women, so that different gender findings could be easily tabulated.

The first section of the questionnaire was aimed at measuring the quality and quantity of inputs and assistance provided by FDs and TAs in each village during the implementation of physical projects in each village. Section 2 focused on the outcomes and potential for sustainability of physical projects. Section 3 focused on the democratic participation of men and women, transparency, freedom of expression, and decision-making mechanisms used. Section 4 and 5 focused on social interaction and security perceptions in the villages. The final section focused on environmental issues addressed.

The total number of in-depth interviews conducted in each of the evaluated villages partly depended on the quality of answers ascertained from the FGDs. In villages where the level and quality of participation during FGDs was low the Team spent extra time conducting separate interviews so that the overall quality of findings from each village was balanced. In villages where the Team felt that the quality of findings from FGDs was high interviews were limited to key people like the Village Head, implementation team members, former combatants and FDs. The same questionnaire was used as a guide during interviews but additional questions aimed at ascertaining participant's personal insights and experiences. Additional questions were tailored towards the specific role of the interviewee or FD's role during the process.

The tabulation of quantitative data ascertained from FGDs and field interviews was compiled in both paper and electronic form. Subsequently average percentages for all forty villages, as well as for men, women and both phases of the project were derived from applicable questions. Once compiled the data was crosschecked together by the whole Team. Firstly both sets of results were crosschecked against each other for mathematical consistency. They were then crosschecked a second time against the data on completed questionnaires and accompanying notes made in the field by each evaluator.

Qualitative data was also derived from the completed questionnaires. Each evaluator made notes at the end of each day commenting on the specific strengths and weaknesses of the inputs, outcomes and external conditions in each villages visited. At this stage evaluators also highlighted poignant comments made by individual beneficiaries and FDs. On return to Banda Aceh the evaluators compiled the data for each village highlighting commonly occurring strengths and weaknesses as well as high and low performing villages.

On return from the field the Team carried out further interviews with key stakeholders including PNPM management, CIDA staff, and the PMT. The findings from these interviews were then measured against the findings ascertained from beneficiaries and the prevalent external conditions to draw final conclusions. On presentation of its initial findings the Team gained further valuable inputs from the PMT, which were included in the final draft of this report.

7. FINDINGS

This chapter outlines the Evaluation Team's findings from the analysis of data gathered through FGDs, interviews and project documents. Issues addressed include the quantity and quality of inputs provided; the outputs and outcomes of the project; the achievement of the project's purposes and objectives; the sustainability of the key results and the potential for institutionalization of the approaches and processes introduced at the village level; and the differences between phase one and phase two of the project. The chapter commences with findings on the external contributions that helped and hindered the project.

7.1 External Contributions

This section describes the key external conditions and dynamics that influenced the inputs, outputs and outcomes of the MGKD project in target villages.

Local Capacity and Cohesion

Across the 40 villages visited a variety of pre-existing, degrees of education and informal capacity to comprehend and implement the physical projects were observed. As the selection of MGKD villages was wisely based on a broad-criteria of conflict severity the level of pre-existing human development was not a selection factor. The level of human development was an external condition that did however play a role in determining the level of impact that a village could achieve.

Pre-existing levels of social cohesion also played a role in determining the outcome of physical projects. For example in Payo Nan Gadang, Aceh Selatan, the village already had two bathing ponds, one for men and one for women that were also functioned as places for in-formal discussions about village planning. According to the *Geuchik* and women in the village many good ideas started from small discussions at the ponds. The village motto, engraved on the village gateway was: "*desaku tanggung jawabku*" ("my village, my responsibility"). In such village it was easier for projects to take-root. In other villages a lot more time and attention was required for a project to be successful.

Another local determinant to MGKD output was the capacity of village FDs, who were selected by the local population. Most FDs were elected because the community trusted them, not necessarily because they had the highest capacity of the candidates. As can be expected in all post-conflict societies FDs capacity to comprehend the objectives of MGKD, the broad dynamics of community development and to creatively facilitate meetings was limited. However, a high level of motivation and enthusiasm from the majority of FDs provided a fine basis for MGKD and future PNPM project facilitation.

District Disparities

During the evaluation the Team found that there were various external factors, which resulted in community disparities across the seven MGKD districts. Subsequently, differing levels of enthusiasm, understanding and impacts were observed.

In the two districts on the West Coast – Aceh Jaya, Aceh Barat Daya – where the 2004 Tsunami had devastated coastal communities the MGKD village's priority was Tsunami recovery and not conflict recovery. In these communities the population were used to dealing with organisations offering Tsunami aid assistance and did not really see the difference between conflict recovery (peace) projects and disaster (tsunami) recovery projects. The level of conflict and number of former combatants in these areas was also lower than other areas, with interviewees often

struggling to remember the names and numbers of former combatants. While they were still grateful for the assistance these communities seemed less appreciative and motivated than other villages not affected by the Tsunami who had received little to no support from other organizations prior to MGKD's arrival.

Contrastingly, MGKD communities not affected by the Tsunami, in Bireuen, Aceh Utara, and Aceh Timur on the East Coast, along with Aceh Selatan on the West Coast, were on the whole more enthusiastic about IOM's peace building assistance. On the one hand aid assistance was a rare opportunity not to be missed and on the other hand the level of conflict and pro-GAM militancy in these districts was higher than in the Tsunami-hit areas covered by MGKD. This resulted in a greater appreciation for conflict recovery initiatives that was evident in people's collective spirit and a wide variation of creative and collective projects. (Unfortunately the capacity of technical assistance offered in Aceh Jaya in the initial stages of Phase 1 also had an adverse effect on the level of impact in several villages.)

The Team also observed that different levels of conflict involvement had occurred across the Project's districts. A higher level of conflict was found in the East Coast districts, where the greater number of politically militant GAM membership were from. With a greater number of former GAM combatants found and no pre-occupation with tsunami recovery in these areas the levels of involvement and memory of conflict ran deeper than on the West Coast. While the level of conflict in the Kluet Valley area of Aceh Selatan also recorded a high level of conflict many of the communities did not have many former combatants, reportedly because the combatants in the Valley had predominantly consisted of GAM from other districts. However, despite not being direct involved in the conflict, these victim communities had painful memories of conflict and an immediate need and appreciation for peace building assistance. The Team also visited villages that had no remaining former combatants in their villages. One village reported that former combatants had once lived in the village but had returned to their home villages since the establishment of peace. Others reported that their village had not been subject to conflict but were located close to an area where armed conflict between GAM and the Indonesian military had regularly occurred.

Local Politics

A further external factor that affected the impact and sustainability of MGKD projects in some villages visited by the Team were unpredictable shifts in local leadership. As is the norm in all village activities across Aceh the *Geuchik* (village head) and *Sekdes* (village secretary) often played a key roll in determining the direction of the MGKD Project. Pro-active village leaders often eased the facilitation of the project, where as less active or less democratic leaders meant a more challenging environment for FDs and TAs to operate in. In several villages a change in village leadership after the completion of a Phase 1 project meant that the prospect of sustainability of the physical project was diminished. Likewise the selection of village based FDs were also subject to local political currents. This sometimes led to the appointment of a new or politically connected facilitator.

Other Village Projects

In general MGKD was the only conflict recovery project to have been established in the villages selected for the external evaluation. Many of the villagers who were proved to be former combatants or conflict victims had received individual compensation from BRA but few, if any, had been part of a collective peace building project. As mentioned above, many villagers in Tsunami hit areas had already received recovery assistance, and some others had already begun a process of application and/or selection for the government's PNPM development assistance.

Consolidation of Peace

External factors, namely the signing and implementation of the Memorandum of Understanding (MoU) between GAM and the Indonesian Government in August 2005, were also the main reason for re-establishment of peace in the villages. Since then other external contributions (e.g. demobilization, compensation for victims and ex-combatants, and the Tsunami) have since acted to consolidate peace in villages. As a later section on this issue will explain most villagers did not see them selves as being actors in the peace process, instead equating the post-conflict period as a chance to expand their social and economic horizons.

7.2 Stakeholder Inputs

This section of the evaluation assesses the quality of the inputs provided by IOM and PNPM and the relationships amongst and between key MGKD stakeholders and beneficiaries. Further comments on inputs and relationships are found further down the report.

Technical Support & Project Management

While time and money restrained the quantity and quality of inputs the Team found that the inputs provided through IOM's technical support and project management was creative and highly efficient. Technical inputs were delivered via a wide selection of training manuals, workshops, implementation strategies and tools, monitoring and evaluation exercises, as well as administrative and financial management. IOM's management team also benefited from consistently maintaining good relations with other key stakeholders in the process. Indeed it is rare to find projects where the main responsible people of the project (IOM, PNPM and CIDA) stayed on board for the duration of the project. This single factor allowed for mutual trust and good informal coordination to grow between donor and implementers. While other comments on technical input can be found in the rest of this section, two structural findings are addressed below.

The ambitious number of target villages and beneficiaries – i.e. completed physical projects in 396 villages in two years – shifted the management emphasis towards quantity and away from quality. While the Team found that both quantity and above satisfactory levels of quality were ascertained in most villages the main arbitrator of these targets (the project manager) had to direct a lot of his energies towards the former. In the early part of Phase 1 the Project Manager was also constrained by time, as he also had to manage a separate MGKD project funded by another donor as well as staff retention problems (see 'IOM Technical Assistance' below). In Phase 1, 255 CIDA villages and a further 95 UNDP-MGKD villages had to be managed. In Phase 2 there were only 141 CIDA villages.

Throughout the greater part of the project, the management team kept within the approved budget. Toward the end of project internal structural barriers sometimes prevented the smooth execution of financing. As the project, was overseen by IOM's finance department there were some different interpretations and discrepancies in understanding the amount of financial resources available. Subsequently there were some miscalculations and overspending. Although this institutional inefficiency did not disrupt the project's implementation it did mean that MGKD's management team had to afford too much time to operational issues. This valuable time at the end of the project would have been more effectively spent on the projects demobilization process. Finally currency fluctuations and differing exchange rates between CAD, USD and IRD, made planning and budgeting very difficult.

Training & Resource Materials

Prior to commencing their work in the target villages all field staff received training from IOM project staff and partner organizations (NGOs).

In Phase 1 training for FD, FK and PLs was limited to one day. This included training on technical facilitation, standard operating procedures (SOP - principles, mechanisms, procedures and responsibility), and basic gender concepts focused on improving women's participation and reducing discrimination. Environmental issues relating to the use of PNPM's Negative List were also part of the course. Most PNPM staff and volunteers had previously received PNPM training on facilitation. Some of the PNPM staff were new recruits, hired concurrent to the commencement of the MGKD project.

In Phase 2 training for FDs was increased to 3 days. One-day was designated to the MGKD SOP, one day for gender basic training and a third day for other issues including the negative list. In March 2008 TAs received 4 days of Phase 2 pre-implementation training. This included project socialization, technical facilitation, SOP training including finance management, and basic gender training. Two additional five-day capacity building workshops were held in July 2008 and January 2009 in Medan.

The Evaluation Team found that both time and resources limited both the quantity and quality of pre-implementation training given to FDs. This was not necessarily a bad thing as the capacity of FDs and other field staff to learn more than they did in the time available was also limited, i.e. the Team found that there was a glass ceiling to the level of performance that could be expected. Thus an extended training period would not necessarily of led to improved performance.

For most of MGKD's direct service providers, the project was an introductory first step into a new process and culture of democratic service delivery. Under such demanding circumstances the enthusiasm, willingness to learn, and personal pride of FDs allowed them to perform admirably. The limited capacity of these inexperienced men and women also goes a long way to explaining the consistent results found by the Team during the two phases of the project.

Key resource materials and tools, which impacted on the projects outputs, included the use of a negative and example lists in the selection of physical projects by MGKD communities, MGKD notice boards placed in villages and project maintenance guidelines. During the training field staff also received materials like a project flow chart, the project SOP, and gender guidelines to guide them through the process. Field staff also received example forms to assist villages to complete project proposals, financial management, construction and maintenance. The pertinence of some of these tools is reviewed in the other findings sections below.

Internal and External Monitoring

During the project IOM staff carried out several monitoring and evaluation exercises. The first exercise carried out in November 2007, was entitled 'Monitoring of Project Progress and Impact of CIDA-MGKD'. This evaluation was based on FGDs carried out in 22% of Phase 1 villages. It was carried out after the disbursement of the first 75% of grants. The second exercise carried out in early 2008 was entitled 'Village Focus Group Discussions: MGKD Phase 2 Pre-implementation Report'. This report was based on FGD questionnaires in 18 villages in three Phase 2 target districts. IOM district field officers conducted the FGDs along with a self-evaluation pie assessment. The aim of this exercise was to survey the existing social dynamics of village communities, including levels of social interaction, community norms and beneficiary expectations for MGKD. The third exercise carried out six months after the completion of Phase 1 in March 2008 was entitled, 'Evaluation Report: MGKD-CIDA Phase 1'. This report, based on a multiple-choice questionnaire, assessed the impacts of MGKD, the level of beneficiary's satisfaction, and the sustainability of democratic practices introduced by the project. The

questionnaire was used by project TAs to interview 260 beneficiaries.

All of the above exercises were focused on monitoring the quality of MGKD outputs ascertained from beneficiaries. While the findings provided a good snap-shot of beneficiaries perceptions about the outputs of the project the three monitoring exercises paid little if any attention to the quality of internal inputs, like staff training modules, resource materials, and the technical assistance provided. An opportunity was also missed to further build PNPM staff's capacity, by involving one or two of their staff in the design and execution of these assessments. PNPM's involvement could have been guaranteed if it had been part of the original agreement.

In addition all field staff had clear lines and mechanisms for reporting to the project management team (PMT) in Banda Aceh. FDs sent monthly reports from their village to the FK who then attached his own monthly report and forwarded to the responsible TA (a copy was also sent to PNPM's Management Consultant (KM) at the district level). Each TA would then compile their own monthly overview, attach it to the other compiled reports and sent to the PMT in Banda Aceh. The PMT also received daily monitoring reports from their field-visits to villages. Each TA would summarize their daily reports and send on a weekly basis to Banda Aceh. The PMT analyzed these compiled reports monitoring the progress and problems in each village. The PMT addressed the needs of each village, assisting the TAs to resolve major problems on a case per case basis. The PMT also had good telecommunications with field staff and made regular visits to the field.

During pre-implementation training for Phase 2, the PMT facilitated a reflection process about Phase 1 for TAs and other stakeholders. This reflection process contributed to the identification of common problems and lessons learned during the first phase of the project. Also during the duration of the project a private consultancy company that was contracted by CIDA to monitor all of their Aceh projects monitored MGKD three times a year.

CIDA informed the Team that throughout the project both IOM and CIDA monitoring of the project produced integrated feedback. The results of IOM's FGDs and internal evaluation with target villages combined with the results of CIDA's own monitoring to produce a set of lessons learned that were well received and acted upon by the project management.

The Team found that the combination of IOM and CIDA's monitoring and evaluation efforts produced various lessons learned that were acted on during the project in order to stimulate greater impact and affectivity. The main strength of this process was that two of the key stakeholders were involved providing a balance that allowed both stakeholders respective interests to be included in revised programming. The constant presence of PMT staff also enabled a great amount of institutional knowledge about the project to be retained and used in the final analysis for Phase 2 implementation.

There was one weakness with the PMT's monitoring efforts. This was the absence of a formal or systematic mechanism to gather and analyze the weekly and monthly data sent from the field. Such a mechanism would have enabled key performance indicators and problems from across the project to have been identified and fed into the lessons learned at the end of Phase One. This was not to say that the informal knowledge management mechanisms used by PMT were not effective, but that a formal mechanism to compile and store global data would have added a more robust quality to the information at hand. Instead the information at hand was limited to data of each village.

A further evaluation weakness was the absence of a formal coordination mechanism (e.g. a Project Steering Committee) involving representatives of all key stakeholders (CIDA, IOM and PNPM) and representatives of field staff throughout the process. A Project Steering Committee was established in Phase 1 but only met once. Although not part of the work plan, a Phase 2 Steering Committee including IOM and CIDA (but not PNPM) met regularly and was said to be

effective allowing the results of the various monitoring activities to be shared and evaluated collectively. The continual presence of the Committee throughout the process, with representation from all stakeholders, might have enhanced this affectivity further.

IOM Technical Assistance

This section raises general findings about the capacity and performance of technical inputs provided by IOM staff in the target villages (mainly Technical Assistants or TAs).

TAs had a high level of presence in target villages. Many beneficiaries said that the TA always visited the villages, some said they visited quite often and some said seldom. In the vast majority of cases TA's were always on hand at key junctures during the MGKD process (socialization, project selection, proposal writing, project implementation etc) or when called upon. In many cases they were present for 3 or 4 days at a time to facilitate these key activities. There were some Phase 1 villages where beneficiaries interviewed could not recall IOM working on the MGKD program in their village. For example in Mon Mata, Aceh Jaya women who attended the evaluation FGD said that they had no idea that IOM once worked in their village. From what could be ascertained this unique case was partially down to a low level of technical assistance matched with problematic local politics and a recent change of local village leadership.

In general the TAs interviewed by the Team were enthusiastic about their role but a high level of quality assistance was sometimes compromised by the capacity and/or commitment of TAs. At times some of the TAs level of understanding of the project and commitment to learn appeared limited especially on issues of environment, gender equity and democratic process (see particular cases later in the report). TAs (and FDs) influence during the choice of village project and the use of a project example list (see below) appeared to lead villages towards specific projects/activities (e.g. *pelaminan and teratak*). While there was a definite correlation between some of the items on the list and the high frequency that they were chosen by communities (especially by women) many beneficiaries testified that they chose these items as no other project allowed them to choose them and that the acquisition of such items enabled the number of important social and cultural interactions to increase. A few beneficiaries did testify that their choice was influenced by the list.

TAs noted that their capacity to assist was often restricted by time, logistics and IOM travel and security procedures. During Phase 1 TAs were responsible for an average of 24 villages each. In Phase 2 the average total fell to 10 villages per TA. Given the proximity of many villages to the project office in the district it was not always possible for TAs to visit each village every week, especially during Phase 1. A high turnover of TAs during Phase 1 also proved to be a disruptive but difficult to avoid influence, as is the case in most post-conflict situations. At this time there were many development sector jobs available in Aceh so many staff were always open to taking up a different job. Due the high demand for labour at this time most of the highly qualified Acehnese had already obtained employment leaving an unpredictable quality of perspective employees in the labour pool or were reluctant to be located in certain areas. This was particularly apparent in the Tsunami devastated areas of Aceh Jaya (Phase 1), where most of the staff retention problems occurred. IOM's travel authorization process and a ban of motorbikes during Phase 1 often frustrated staff, as they could not always reach some villages by car.

In the villages visited there was an obvious disparity of capacity amongst beneficiary villages. Subsequently TAs and the PMT spent more time with these low capacity beneficiaries. The evaluation team found that if time and logistics had been more favourable further resources could have been shifted to the underperforming villages.

PNPM Relationship to MGKD

PNPM Mandiri Daerah Tertinggal's (National Program of People's Empowerment, Disadvantaged Areas, or PNPM) involvement in MGKD was fundamental to the successful facilitation and implementation of the project's objectives. Together IOM and PNPM provided the bulk of services and input into the project. Two PNPM volunteers (Village Facilitators or FD) elected in each village formed the main stakeholder/beneficiary interface of the project. IOM's Technical Assistants relationship and coordination with FD's and the PNPM staff (FK & KM) at the Sub-district level was also key to smooth facilitation and implementation. In Banda Aceh the relationship between IOM and PNPM management was also crucial. Moreover, the potential for project sustainability will also depend on the continuing good work of PNPM in target and other villages in Aceh.

Throughout the duration of the project, PNPM's relationship with IOM's project management team was very good. Neither party reported any serious problems. Indeed the relationship, which gained enormously from the number of former PNPM staff who were deliberately hired by IOM, proved to be open and flexible with both parties able to exchange information and ideas, as well as resolve issues through either their formal or informal channels.

Operational Relationship between IOM & PNPM

The continuing presence of, and mutual respect between IOM's Project Manager and PNPM's Aceh Head throughout the MGKD process undoubtedly had a positive impact on the operational relationship and the project inputs provided. The Team also observed that in the majority of villages PNPM FD's enjoyed and appreciated the assistance of IOM's TA's, with high levels of coordination and information exchange about the physical projects development. PNPM's head said that the weakest link in the operational relationship was between TAs and FKs. He reported that while there were no big problems between them, the frequency of meetings was insufficient and often mutually restricted by time and other commitments. PNPM also noted that the level of assistance from FKs to FDs needed to be improved in the future. PNPM is currently recruiting more staff so that there will be one assistant FK for every five villages in Aceh (see section on sustainability at the end of this report).

PNPM Facilitation

Presence: Each village elected two FDs (one male, one female) to facilitate the MGKD process. Most FD's were elected, as the community trusted them. The majority of FDs lived in the village so were on hand to facilitate the project. However, the presence of FDs varied. Some were always involved, while others were often or seldom involved (always means every day). In some villages the influence, capacity or commitment of one FD was higher than the other FD. Female FDs were often found to be more effective than their male colleagues.

Capacity & Commitment: Most FDs were new recruits elected by their own village. Many had only a minimal level of education and/or formal work experience. For most it was their first experience of working with an outside development partner so as expected low levels of capacity to understand and facilitate the MGKD were found. High levels of assistance were often compromised by this mixed capacity. However most FDs were enthusiastic and committed to their role despite the voluntary nature and limited stipend to cover operational costs. Several did however appear to be lacking in enthusiasm and a little lazy, possibly due to the lack of material reward for their efforts. Others also had other work and responsibilities to attend to.

The capacity of FD varied from one place to the other. In some villages the FDs were highly motivated, bold and capable (e.g. woman FD in Seuneubok Barat and Padang Meuria), while at the same time there were FDs who considered themselves smarter than the people e.g. a male FD in Lhok Kuyun, Bireuen, who told evaluation team not to ask questions to women who were

standing observing from outside the place of the FGD, telling the evaluators “*Jangan tanya sama ibu-ibu itu, mereka tidak tahu apa-apa soal program MGKD, IQ mereka rendah*” (“Don’t ask those women, they don’t know anything about the MGKD program, as they have a low IQ”).

Another FD in Alue Peunawa, Aceh Barat Daya, failed to recall the presence of IOM asking the evaluation team, “What is IOM? Where is it from? What kind of organization is it? Is it some kind of food, or what?” Those present (including the FD) acknowledged that they knew there was support for their village, and usually the FD and UPK are the ones who understand about the support, but still the FD did not really understand what the purpose of the support was.

Finally, some FDs appeared to be stigmatized by their social status, which unfortunately detracted from their level of influence amongst their community. For example, during the evaluation FGDs some FDs were reluctant to express their feelings in front of community leaders and peers. They were far more expressive when interviewed in private. In two villages visited the communities chose to rotate one or both of their FDs. This was done either as a result of a change of village leadership or as an egalitarian way of spreading capacity. Such rotations could have served to either increase or decrease affectivity.

Beneficiaries Relationship to MGKD

MGKD stakeholders enjoyed cordial relations with the project’s beneficiaries. Beneficiaries met by the Team were very grateful for MGKD’s assistance and the majority reported that there had been no problems with the project’s implementation. Regular visits from technical assistants and project staff along with training for village-based FDs boosted these relationships.

Donors Relationship to MGKD

CIDA reported that their working relationship with both IOM and PNPM was very good throughout the project’s duration. They did not report any problems with IOM’s implementation of MGKD.

CIDA had high praise for IOM’s management of the project. In addition to the agreed progress reports CIDA received additional information of interest about the project which they thought went ‘above and beyond’ the norm and helped to keep the donor interested and engaged in the project.

By way of example CIDA reported a high level of entries from MGKD community members in the MGKD villages in their annual essay competition “How did CIDA project help your life?” CIDA perceived this to be a sign of IOM’s strong presence and MGKD’s positive impact in target villages. They also noted added that as a partner, IOM project staff had always been engaged and involved in CIDA’s programming activities (e.g. exit strategy workshop).

CIDA were well aware of IOM’s staffing retention problems during MGKD Phase 1, but were pleased that the problems were resolved over a short period of time. They acknowledged that it was difficult to manage and maintain staff in post-conflict environments.

CIDA staff in Canada took the lead on the financial administration of the MGKD account. CIDA explained that there had been no finance or administrative irregularities during the course of the project but there were several occasions where they had to wait for IOM’s claims. Indeed CIDA contributed CAD 2 million additional funds to the project as they had observed that the project had been producing positive impacts that were being delivered on time.

CIDA also noted that IOM had a complicated internal financial management system, which was not easy for CIDA to understand (see section on Technical Support and Project Management above). While the system caused some headaches for the smooth administration of the project CIDA noted that these problems were beyond the control of MGKD’s Project Manager.

CIDA saw that PNPM was key to both the implementation and future sustainability of MGKD’s democratic processes and physical projects. They noted that PNPM FDs and FKs had been very happy with the additional experience that they had gained through their involvement with MGKD. During their field visits CIDA staff were also impressed with the coordination between FDs, FKs and TAs. CIDA was also impressed with the innovative products like films and articles that IOM produced to promote MGKD

7.3 Democratic Process

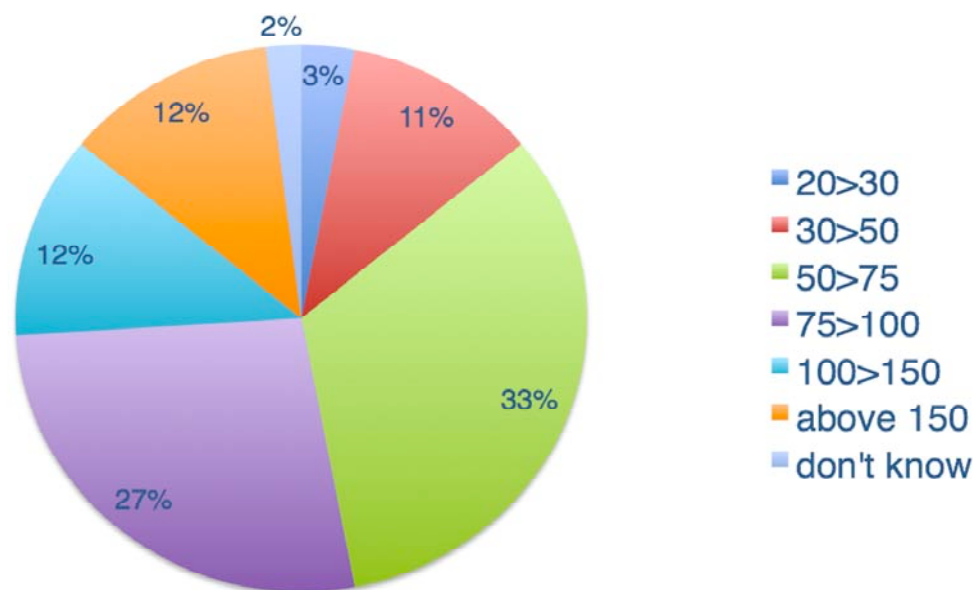
One of the cornerstones of MGKD was the insistence of the use of democratic management and process at every stage of the village physical projects. This bottom-up method is also part of PNPM’s strategy when organizing villages for community development projects. The democratic process introduced in MGKD was one of the most successful aspects of the project.

Participation

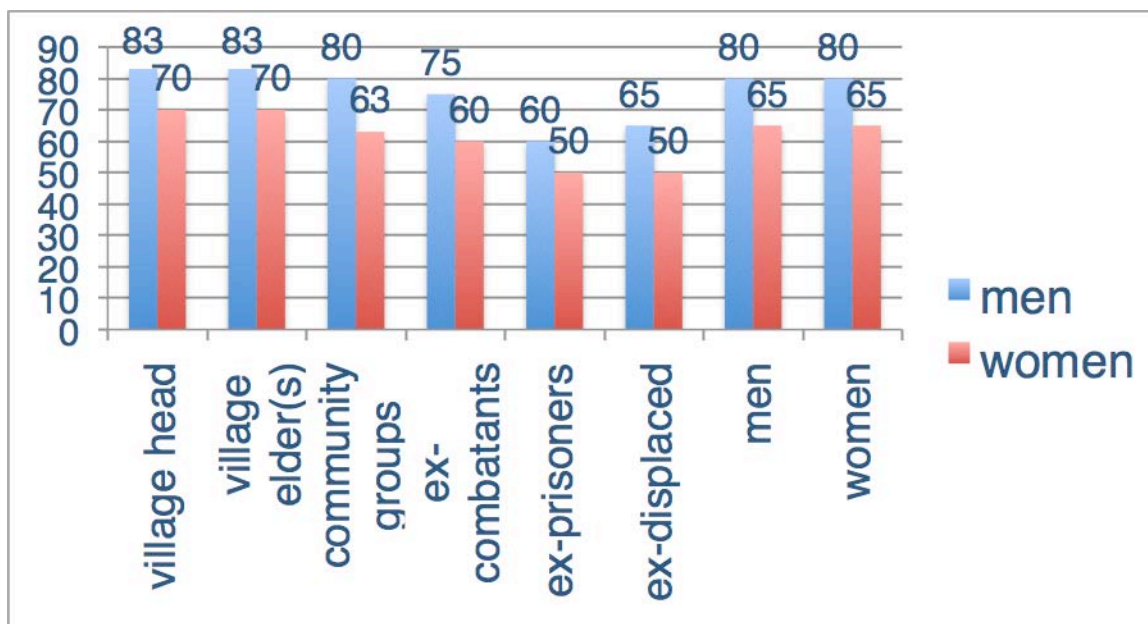
In most villages the MGKD selection meeting (*musyawarah*) was attended by large numbers of the community. The pie chart below shows that 84% of respondents said that at least 50 people attended the MGKD *musyawarah*. 24% said that at least 100 people attended. Note that on average there are between 120 and 150 households in a village. Larger villages held sub-village (*dusun*) meetings before gathering for a village MGKD *musyawarah*.

The Team found that 63% of villagers said that these figures were a general increase of participation from pre-MGKD *musyawarah*. 36% said there had been no increase in attendance. 0% said that participation had decreased. Asked on *musyawarah* attendance prior to MGKD beneficiaries answered that: 19% always attend, 41% often attend, 8% sometimes attend, 19% hardly ever attend, 3% never attend. 38% of women said that the participation of women had increased during the MGKD project.

Participation: musyawarah attendance



Besides an increase in attendance a wide selection of community members were found to be regularly involved in MGKD *musyawarah* (see table below). 83% of beneficiaries said that the village head and village elders were always present in MGKD *musyawarah*. 80% said that both men and women were present. 75% of men said that former combatants were present and 60% said that amnestied political prisoners were present. Note that in some Phase 2 villages there were no former combatants or amnestied prisoners as this not a requirement for Phase 1. The reason why there was a 10% average dip in women’s answers to most of these questions was due to a lack of knowledge and awareness of MGKD activities on behalf of some of those attending the evaluation FGDs.

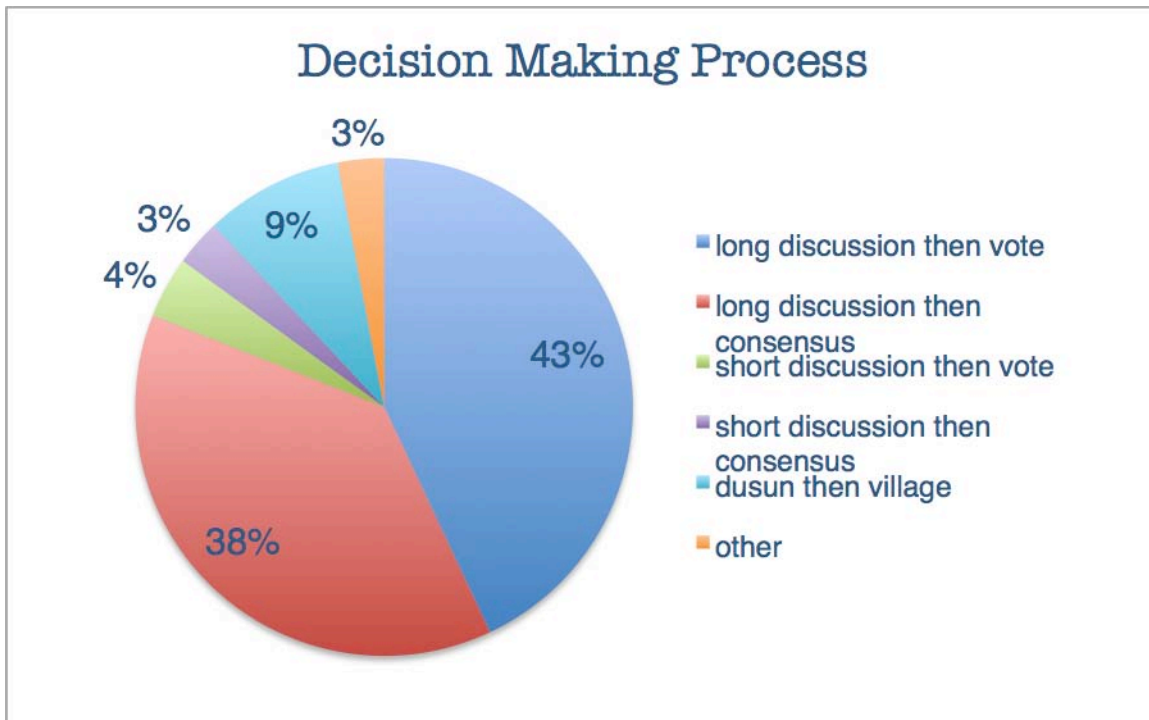


Decision Making

The democratic decision making process introduced by MGKD was one of the most popular and effective outcomes of the project.

By and large the process involved long discussions in village meetings followed by either an open or secret vote or a consensus decision over the choice of the physical project. So far this democratic system has proved sustainable with 80% of beneficiaries stating that village decisions continue to be made in open meetings. In many villages this is a new phenomena. In villages where *musyawarah* decisions pre-existed MGKD the phenomena was reinforced and strengthened. Gadang in Aceh Selatan had its own pre-existing mechanism of voting. Here they used open voting (a show of raised hands) for general and non-sensitive issues, and secret voting (ballot boxes) for sensitive issues.

Most villages involved everybody in the decision making process. However, there were a few cases where the village head (*Geuchik*) made the decision (e.g. in Batee Roo, Aceh Jaya). Another villager added that the village leaders made the decision then informed the population. There were also a couple of cases where a sub-village (*dusun*) was not aware of the project or involved in the process causing some jealousy and reducing social cohesion.



In general MGKD improved women’s democratic participation in village affairs and decision-making and also empowered them to design, implement and maintain their own projects. These opportunities built women’s confidence to potentially make greater contributions on a more equitable basis with men in the future.

In some villages male village leaders were openly appreciative of MGKDs assistance to their wives and village women acknowledging that the empowerment of women was an important contribution to village prosperity. But in some villages there was a shortfall of women’s participation in the decision making process for community projects. In these cases key males, who had a misconception that the community grant was for men, as women already had their own grant, sidelined women. This misconception was sometimes reflected in the type of project chosen by the community, like sporting facilities, which were used solely by men, Some women did take comfort that such facilities provided a place for their children to play.

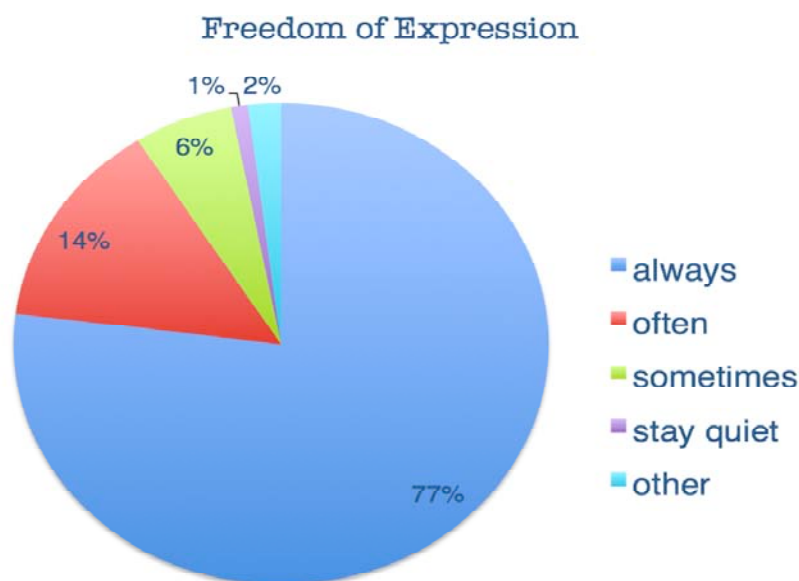
The daytime agenda for most MGKD activities sometimes sidelined beneficiaries who had other priorities to attend to during the day. Traditionally *musyawarah* are held in the early evening and MGKD’s break from this norm sometimes detracted from increased participation. Other beneficiaries said that they were often unable to participate in MGKD activities, which clashed with their seasonal agricultural activities (planting, harvest etc.). IOM’s decision to predominantly hold daytime *musyawarah* was taken to negate the predominantly male dominated evening *musyawarah*.



Freedom of Expression

Beneficiaries were very satisfied with the levels of freedom of expression during the MGKD process. 77% of beneficiaries said that they are always free to speak in village meetings, even if their opinion is against the norm. 14% they often speak and 6% said that they sometimes speak (see chart below).

91% of women said that they were always consulted in MGKD meetings. However, only 65% of women said that they spoke in meetings. 9% said they hardly ever spoke and 12% said that they were shy or too lazy to talk. Women were more confident when not in the presence of men and thus often preferred to relay their opinions via other women who enjoyed higher social status or were more confident. The fact that MGKD's process was new to women (and men) also prevented some women from speaking openly. The Team found that during the FGDs pre-existing gender norms and stereotypes were to be found in most villages. This usually meant that most open meetings were gendered in favour of men. However, on several occasions women upheld contradictory positions against male leaders in the village, without any sign of fear of repercussions. In other villages men dominated the early discussions but were overtaken by women, who grew more confident as the FGD continued.



Another minor barrier to democratic participation and freedom of expression resulted from a lack of information or poor understanding about the process among less educated members of the community, who made few contributions to discussions.

Transparency and Accountability

The Team found that the most efficient and effective aspect of the MGKD process was transparency and accountability with both beneficiaries and stakeholders receiving dividends. 22% of beneficiaries in Phase 1 and 30% in Phase 2 said that it was the thing that they had learnt most from the project. A further 18% said that it was the aspect that they most liked about the project. 74% said that the finance and accounting process was very transparent and accountable. Only 1% said the process not clear. 81% of Phase 1 beneficiaries said that the finance and management process was always clear. The percentage rose to 87% in Phase 2.

Transparency and accountability was seen as a new 'culture' by beneficiaries, which enhanced both democracy and social cohesion. Accountable practice was applied to the project selection,

planning, accounting and decision making components of the project. The prospect of sustainability bodes well for the future. However one village went against the grain, showing very little knowledge of the Phase 1 process. Those interviewed were even unaware that MGKD was an IOM project.

7.4 Physical Projects

The main activity of the MGKD Project was the establishment of infrastructure or social cultural projects and activities (Physical Projects) in 396 villages across seven districts in Aceh. In MGKD Phase 1, physical projects were established in 255 villages in the seven districts, spread across 31 sub-districts. In MGKD Phase 2, physical projects were established in a further 141 villages in three of the previous districts, spread across 23 sub-districts. Each selected village was awarded a grant of 73 million Indonesian Rupiah in which at least 25 million was earmarked for a project/activity to be selected, managed, and maintained by women (Women's Project). The remainder of the grant was to be used for a project/activity to be selected and implemented by both men and women in the village (Community Project). The community often decided to grant more than 25 million to women's projects.

This section notes the findings from the three main stages of the physical projects. These stages were: 1) the democratic election of projects; 2) project implementation (purchasing, construction and maintenance) and; 3) the social and economic activities resulting from the projects. The section commences with the findings about the quantity and quality of democratic policies and practices pursued during the process. The other sections focus on the three stages of the project cycle and the final part assesses the contrasting inputs and outputs from Phase 1 and Phase 2 of the project.

7.5 Physical Project Election

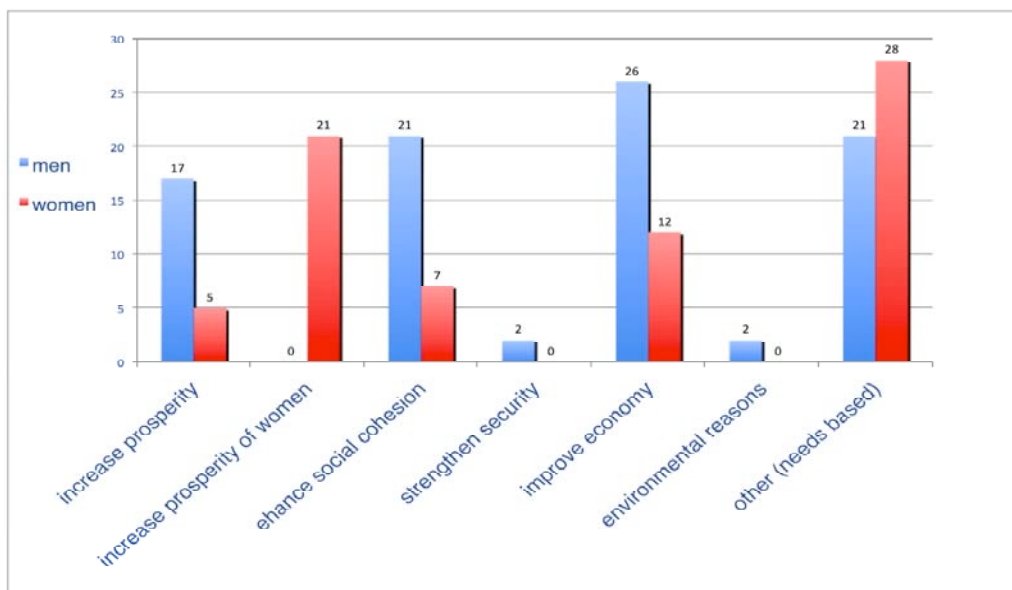
The election of community and women's projects in the 396 target villages was a crucial initial step that partially determined the trajectory of social and economic outcomes as well as the pertinence of the democratic policies pursued during the implementation of the MGKD project. The outcomes of this democratic process consisted of a wide variety of physical projects some of which were orientated towards stimulating the village economy, others towards improving the village's social cohesion or security. Some projects were orientated towards stimulating more than one of the above. The largest variety of physical projects was to be found across the community projects. The women's projects were more restricted and uniform. The selection of projects was also important as it determined the level of participation at the implementation stage and the types and numbers of possible community benefits once the physical attributes of the project were in place.

Socialisation

Prior to the process of project identification and selection IOM carried out a socialization process informing villagers about the objectives and intended process and outcomes of MGKD. On the whole the Team found that an adequate level of socialization had taken place with high levels of visibility recorded.

As can be seen in the following table the Team found that villagers had different perceptions as to what they wanted to ascertain from MGKD. When asked why they chose the project the largest number of respondents said their choice was needs based (i.e. to generally increase prosperity). A large number of both men and women equated their choice with their economic needs. Over 20% of women saw the MGKD project was a gender equity opportunity. A large

number of both men and women realized that their chosen projects were an opportunity to strengthen social cohesion.



When the Team probed deeper concerning the reasons for selecting projects it became aware that many beneficiaries' capacity to understand MGKD objectives was limited and many just saw it as a 'project' to build their prosperity and not as a peace building exercise. However, in several cases beneficiaries demonstrated a clear understanding of MGKD's peace building intentions and directed their project accordingly (e.g. Malaka in Aceh Selatan).

Resource Materials

Outcomes of the physical project selection process depended partially on the creativity and assistance provided by FDs and the TA. In the hope of stimulating some creative ideas for project selection IOM made an **Example List** that was supplied to TAs and FDs. In Phase 1 the document listed examples of 26 types of project that were suitable for consideration. In Phase 2 the list was extended to include a further 8 creative considerations that were chosen by villages in Phase 1. The idea was that the village meeting facilitator(s) kept the list to themselves while offering a few suggestions to stimulate the *musyawarah* discussion. However, the Evaluation Team considered that the use of the list, along side time and financial considerations, may have played a partial role in orientating some communities, and especially women, towards specific projects e.g. kitchen equipment, *pelaminan* and *teratak*. The Team also found that in one Phase 1 district, Bireuen, the whole list was often shown to all those present at the *musyawarah*. The list may have prevented beneficiaries from considering other options, as one woman in Tanjong Bungong, Bireuen, said, "*kalau pilih di luar daftar payah lolosnya gak?*" ("If the choice was outside the list would it have been approved?")

Here the TA and FD should have been on hand to assist the communities to realize which of their needs could have been accommodated by MGKD and to creatively explain the possible social, economic, environmental and gender contentions of their proposed choices. Their role was not to guide the discussion in the direction of specific options.

A further resource tool that was used during the selection process was the **Negative List**, adopted from PNPM. The list, applied by way of a set of questions posed to communities about their preferred project selection, brought certain restrictions to the physical projects selection.

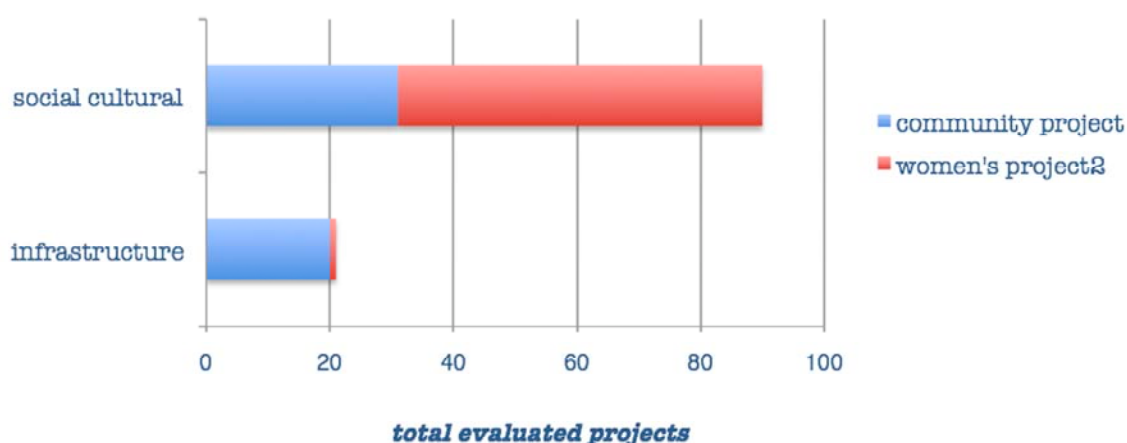
For example, activities that supported police, military or political activities, the construction of government or religious buildings or activities, or child labour, were all forbidden.

Most of the questions posed to communities asked if aspects of the selected project were environmentally unfriendly. Indeed the projects main environmental input was the avoidance of unfriendly practices determined through the **Negative List** questionnaire. While this exercise was well meaning it only stressed what communities could not do. It did not necessarily ascertain the environmental problems and needs of the community. Deeper environmental considerations and facilitation were beyond the capacity of FDs and TAs and also beyond the scope of the project.

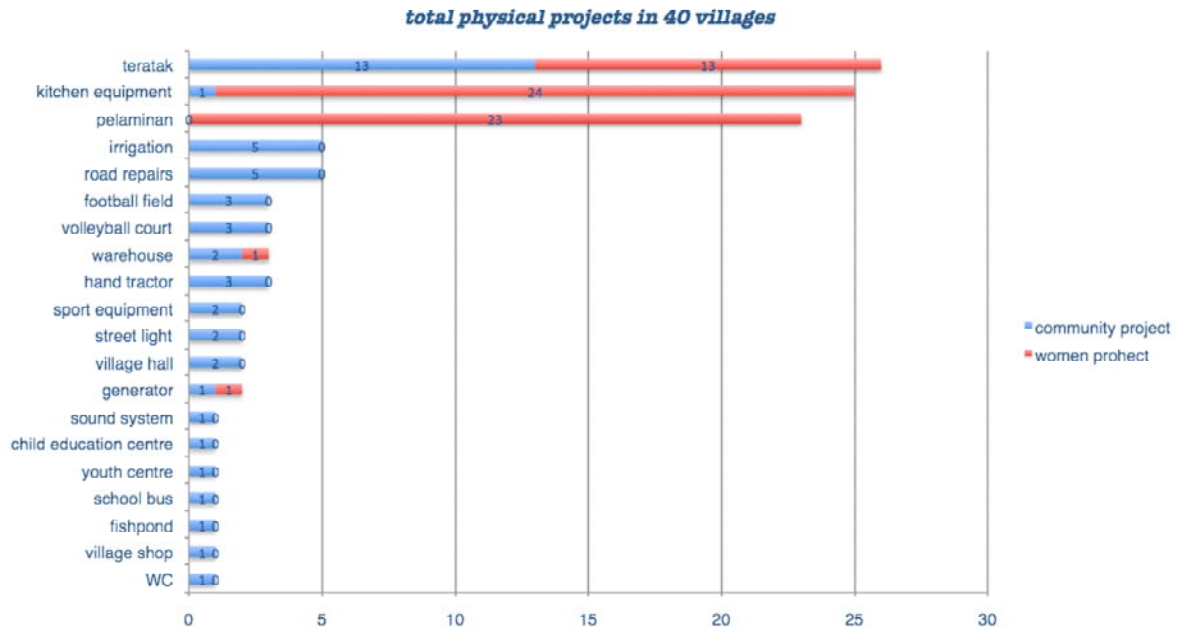
7.6 Elected Physical Projects

This findings section describes the nature of the physical projects elected by the communities in the MGKD *musyawarah*. The following three tables show different breakdowns of projects elected by MGKD villages. In most villages the community or women chose more than one project/activity each raising the total number of projects beyond the total number of community and women’s groups.

The first table outlines the type of projects selected. There was a lot more variety in the projects elected collectively by the men and women of the Community (in blue) consisting of 20 infrastructure and 31 social cultural projects. Note that the limited funds available for women, limited the range of projects they could choose, thus almost all of the 60 Women’s Projects observed (in red) were social and cultural assets.



The second table (below) shows the kind of project selected across the 40 evaluated villages. The community projects highlighted in blue show a creative selection of various different projects some of which were focused on increasing agricultural yields (e.g. irrigation and hand tractors), others focused on providing alternative forms of income generation (fishpond) or improving transportation means (e.g. roads and street lights), and others focused on increasing community interaction by providing better sporting facilities or community event equipment (generators or *teratak*).



The third table (below) highlights the percentage of each type of project chosen in the 111 projects elected in 40 evaluation villages (blue column), in the 628 projects chosen in 255 villages of Phase 1 (red column) and in the 478 projects chosen in the 141 Phase 2 villages. The data for the red and blue columns was gathered from the project management team's files.

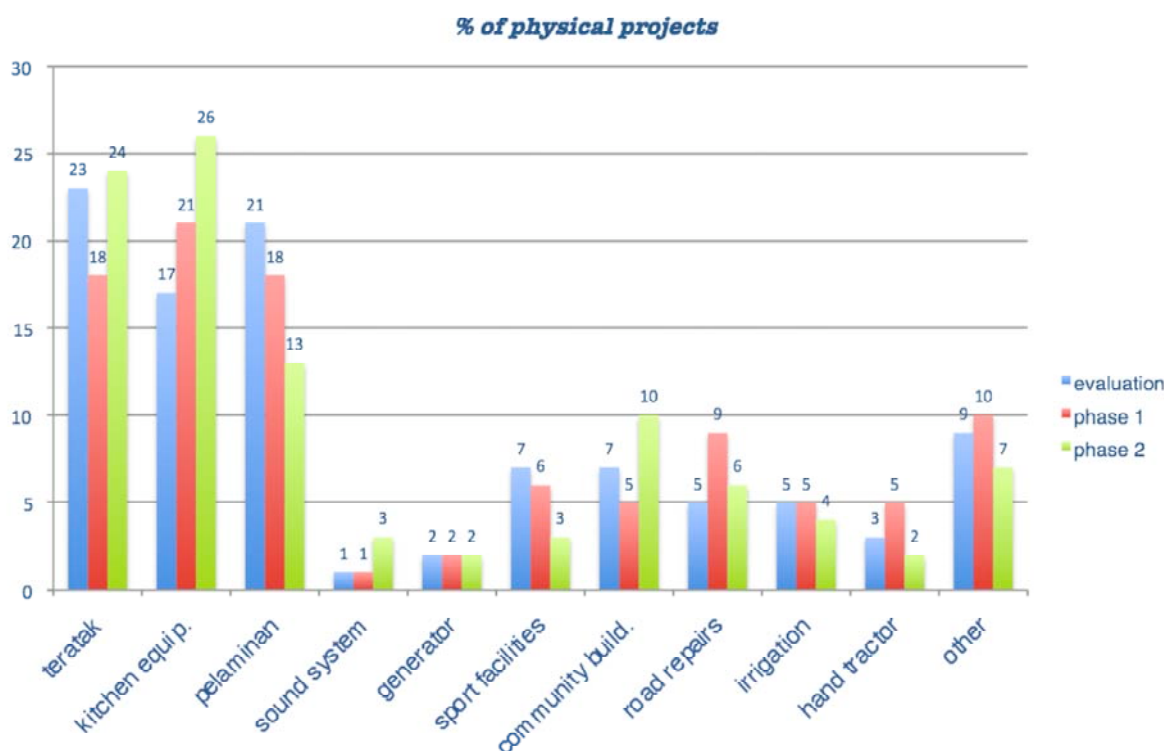


The above photos show an MGKD pelaminan decoration ready for a circumcision celebration (left) and a MGKD teratak tent erected for a community meeting (right).

As can be seen in the table a combination of *Teratak*, kitchen equipment and *pelaminan* made up 61% of all evaluation projects, 57% of all Phase 1 projects, and 63% of all Phase 2 projects. While *teratak* were chose by both community and women's groups. Women's groups chose almost all of the kitchen equipment and pelaminan. Joint community groups elected a much wider range of projects like sporting facilities, road, irrigation channels, hand tractors and generators.

Teratak were the most popular physical project chosen. Of the 40 villages visited 13 communities and 13 women's groups opted for a *teratak*, a total of 23%. This high total was consistent across both phases of the project with 18% of Phase 1 and 24% of Phase 2 villages also opting for a *teratak*. Kitchen equipment was the most popular choice of women with 24 women's groups or 17% electing this option across the 40 evaluated groups. This was below average for the whole project with 21% and 26% making the same choice in Phase 1 and Phase

2 respectively. The third most popular choice in both the evaluated projects and MGKD as a whole was *pelaminan* or decorations used for social and cultural events (21% of the evaluated women’s groups, 18% from Phase 1 and 13% in Phase 2).



In the women specific projects beneficiaries chose limited range of non-labour intensive social-cultural projects. This uniform election of projects highlighted the Teams feeling that women’s choice of project was partly influenced by the Example List. An alternative theory is that these projects, which were a fair reflection of women’s gendered role in society, meant that the project’s activities would empower women to control the projects, as men would be reluctant to get involved in non-masculine pursuits like cooking or preparing for social events by putting up *pelaminan* commonly used for wedding and circumcision celebrations. Indeed 21% of women said they chose their project, as it would empower them to be more active in community life and lower their normal burden. Some participants also said that MGKD was the only project that allowed them to purchase such assets. Moreover, most women were very pleased with the new facilities that they had received and the social and economic opportunities that the new equipment created.

7.7 Physical Project Implementation

Once communities had elected their physical projects the implementation process commenced.

Proposals, Purchase or Construction

The first step in implementation was the writing of a proposal that was verified by field staff before the final approval by the PMT. An example template of a project proposal provided through the TA effectively assisted communities to submit their own proposals, as did the personal assistance of FDs and TAs who were on-hand to assist villagers with this task. 45% of respondents (many of whom were FDs) said that they were now capable of writing their own proposal (43% not very capable).

Beneficiaries were also satisfied with the financial process used to release allocated funds to beneficiaries. Funds were released at the sub-district level to a MGKD bank account. Withdrawals were signed by 3-members of the PNP team. Up to 75% of funds were released at first and once the communities had accounted for the money spent they were able to access the rest of the funds. On receipt of 75% beneficiaries commenced implementing their proposals, with some commencing prior to the funds being released.

From an implementation perspective two kinds of project were selected. The first were projects which required the sourcing, purchase, and inspection of ready to use equipment like *pelaminan*, kitchen materials, *teratak*, hand tractors, sporting equipment, sound systems and generators. The second were infrastructure projects, which needed more extensive planning before construction could commence. These labour intensive projects included road repairs, the rehabilitation or construction of sporting facilities, and the construction of community buildings. The Team found that labour intensive projects created a greater sense of community ownership and responsibility than the ready to use equipment. This community energy bodes well for the sustainability of these physical projects.

The majority of villages chose ready-to-use equipment. This choice of project affected the amount of community time and democratic participation required to implement the project. With the level of participation in the implementation, maintenance and management of these popular ready-to-use projects was usually limited to only several beneficiaries. However, this shortfall was usually accounted for through transparent and accountable practices and through the communal benefits of the project.

Voluntary Contributions

44% of beneficiaries said that voluntary labour was contributed towards the implementation of the project. 11% said voluntary material contributions, in the form of raw materials, land or cash, were made. 30% said no voluntary contributions were made in their village.

The limited amount of material contributions made to projects reflected the low economic situation in the communities. In cases where material contributions were made they were largely individual contributions that resulted in a strengthening of the projects prospects for enhanced impact and sustainability. Labour contributions were common and widespread. They served to strengthen the sense of ownership and prospects for sustainability.

In Phase 1 many beneficiaries thought that contributions were just in the form of money and not labour. As a lesson learned in Phase 2 it was stressed that labour and use of equipment were also viable voluntary contributions.

Project Maintenance



86% of beneficiaries said that the project maintenance team was still active in their village. In the villages that had purchased ready-to-use equipment maintenance was a simple task of

inspecting the equipment after usage and storing in a safe place. Infrastructure projects demanded more regular communal maintenance coordinated by the maintenance team. The photo of an assembled *teratak* shown above was purchased in Phase 1 by Batee Roo village, Aceh Jaya. The holes found in the canopy illustrate the importance of project maintenance for physical project sustainability. The maintenance team responsible said that they were planning to fix the holes.

There were several cases where men were maintaining women's projects. One example was in Rambong Lop, where the men were managing the women's *teratak*. The women claimed they now have no idea about how much rental money is being made and where the money goes.

Transparency & Accountability

One important aspect that featured heavily in the projects management and implementation was transparency and accountability. In the majority of cases everybody in the village, including those who did not participate in meetings, could access the information or decisions made in a meeting. There were different ways to communicate the results of meetings to the whole community (via a MGKD notice board or in other village establishments like a coffee shop, announcements from the Mosque, or by referring directly to a member of the maintenance team). Often financial reports were shared and included as part of the agenda of other community meetings. The amount of money that entered the village account (or petty cash) from renting out equipment was also relayed to the people. In one isolated case where suspicion of misused money arose (e.g. Babah Krueng in Bireuen), villagers raised the possibility that part of the MGKD money had gone into somebody's pocket. Here, the villagers thought that this had happened, due to the inadequate control of field staff. In the two cases of non-completion (Mon Mata) or non-continuation (Seuneubok Padang) there was suspicion of possible malpractice by local leaders. The capacity and commitment of TA and FD also comes into question in these cases.

Once the projects materials were ready for use, traditional blessing ceremonies were held. These ceremonies gave local legitimacy to the project and also installed a greater sense of community responsibility into the project related activities to follow. At the same time the project was handed over from the implementation team to the village authorities. The implementation teams were questioned about the project and were required to give justification for what had been bought, the costs, materials etc and costs etc.

7.8 Physical Project Activities and Impact

Each type of physical project produced a different level of impact, with different levels of opportunity and benefit for men and women across the respective community. This section of the report looks at community and women's activities that have taken place since the physical projects were established in the target villages, as well as the opportunities and challenges that arose in ascertaining social and economic benefits from the activities.

In the vast majority of cases villages have successfully implemented their projects and continue to benefit from them either socially, economically and/or both. The problems raised by beneficiaries about the projects were technical (17%), financial – grant too small (9%), time restricted (6%) and lack of participation (6%). The majority of villages reported no problems at all.

The sustainability of these physical projects (which is addressed in the final section of the report) will partly depend on the level of commitment to maintenance over time. In some villages the sense of ownership and commitment was more engrained than other places. The short duration of the projects reduced the amount of attention to process that would have

increased the prospect of sustainability. Sustainability will also depend on external conditions like local politics and continuing support for bottom-up community development.

As shown in the tables in the Section on Project Election the most popular choice of project, were *teratak*, kitchen equipment and *pelaminan*. The first part of this section focuses on the outcomes of these three choices. The rest of this section looks at other types of physical projects evaluated by the Team. Most of the examples included below highlight successful MGKD communities. A few other examples highlight problematic projects.

Kitchen Equipment, Pelaminan and Teratak

As already noted kitchen equipment, *pelaminan* and *teratak* were by far the most popular projects across the 396 MGKD villages, especially for women only projects. While the popularity of these three items raised questions about the role of the Example List and the creativity of FDs, TAs and communities during the selection process they also provided opportunity for communities to increase the level of social and cultural interaction while also raising additional income for the community.

Photos: an Aceh style pelaminan assembled for a wedding (left) and new kitchen equipment (right).



In many cases the availability of kitchen equipment, traditional decorations (*pelaminan*) and an erectable tent (*teratak*) to host guests meant that more members of the community could afford to host marriage, circumcision, and other social and cultural events and celebrations, often inviting relatives and friends from other villages. At these events people could gather and socialize freely building levels of solidarity and trust, i.e. increasing social cohesion.

Prior to receiving this equipment the majority of the population was unable to afford the high asking price to rent large amounts of equipment from private suppliers. In the evaluated villages this equipment was rented out at a discount price to members of the village who wanted to hold a social or cultural event. Rental charges for poorer members of the community or for funerals were often waived. The maintenance teams entrusted with looking after and managing the equipment also sought to rent the equipment out to people from surrounding villages, at a higher price.

While the average amount accumulated from renting such equipment was not enough to start other enterprising activities it was generally enough to sustain the maintenance of the equipment and pay a small fee to a few people who transported the equipment to and from the location and assembled it once on sight. Any left over money was usually donated to the village account or petty cash.

A shortcoming of electing such equipment was that the management and up-keep usually only involved a small team of people. Subsequently a wide sense of community ownership did not develop as it did with more labour-intensive projects. The community's general economic and social benefits from renting event equipment came when they wanted to host or attend an

event. For the rest of the time the equipment remained under lock and key in a community warehouse or a designated person's house. Another shortcoming which villages informed the Team of was that the MGKD grant was not enough to buy a full set of kitchen or *pelaminan* equipment. This meant that event hosts sometimes had to rent out more equipment from an alternative source. Incomplete sets of equipment also made it more difficult to rent the equipment outside the village. In some of these cases the shortfall was caused as the community chose to purchase more than just the *pelaminan* equipment leaving a minimum amount was available for each purchase.

The chosen women appointed to administer the kitchen and *pelaminan* equipment were empowered a great deal but the some of the women's group who elected to buy a *teratak* with their grant sometimes found that the administration and maintenance of the heavy and bulky equipment often fell into the hands of men.

Other Community Facilities

Physical projects selected by the whole community were allocated the largest part of the total village grant. These additional funds and the involvement of men allowed for a lot more variety than those selected by women. Such projects included community facilities like youth centers, sound systems, school buses, children's education centers, village shops, and warehouses.

The village of Jarommah Mee in Bireuen elected to buy a second hand pick-up vehicle to use as a school bus. Whilst enabling many of the children to travel to school the bus also doubled as a lorry to take the seasonal harvest to market, as well as an ambulance to take sick people and women in child labour to the local health centre or hospital. This multi-functional vehicle, which only charged a small fee to cover fuel and maintenance costs, was found to be useful for many members of the community. It also saved income for members of the community who paid minimal transport costs.

In Jenggot Seungko in Bireuen, villages elected to construct a public latrine in order to prevent people from urinating in the local river. This was a good example of environmental considerations built into a projects planning.



In Malaka, Aceh Selatan villages elected to construct a two-storey youth centre (see photo on left above). The ground floor was used as a meeting place to socialize and organize youth events for men and women and a village football team. The upstairs, built thanks to a donation of wood from the village secretary, was a sleeping quarter used on a nightly basis by young men from the village. Even though this project had little if any participation from women the village head was very pleased that it had increased the collective activities of the youth and reduced his fears that the youth would be tempted into negative social activities, in a village seriously effected by the conflict. Other village leaders expressed similar concerns about youth when referring to their village's choice of sporting facilities (see below). As the youth centre was constructed with voluntary labour and some voluntary materials the youth saved part of the

grant to buy a *teratak*, which they rent to other members of the community. They also took pride in maintaining and managing the centre.

In the neighbouring village of Mersak, a Children's Education Centre was constructed (see photo on right above) on private land donated to the community. The small centre is used in the afternoons to educate children when they have returned from their morning classes in the State school. In the evening the building is frequently used by adults for village meetings.

Seuneubok Padang village in Aceh Jaya constructed a village kiosk with the plan to open a photocopy shop in the future. However, the community informed the Team that as they don't have the capital to start the business, they have yet to use it as a kiosk. The community once used the building to hold women's and youth meetings. It is currently used as a warehouse. The Team asked the people about the possibility to use the kiosk to sell small things like handicrafts or food, but the people said that they want a more credible business that meets the needs of the people, such as a photocopy shop.

Sporting Facilities & Equipment

Another popular choice for communities was the construction or rehabilitation of football or volleyball facilities. For many (male) community members having new sporting facilities was a matter of village pride, which would allow them to compete in, or even host inter-local competitions. Such events were scarce throughout the era of conflict. One beneficiary pointed out that having good sporting facilities also encouraged more youth to regularly play sport in the late afternoons instead of racing motorbikes or other mischievous behaviour.

Sporting facilities built with voluntary labour also evoked a sense of ownership and pride in those who used it. For example the football field in Pante Geulima, Aceh Selatan has realized very successful social and (to a lesser extent) economic impacts. The standard of the facilities are now high enough to attract sub-district level competitions to the field, which usually draw a sizeable crowd, and an opportunity for the community to sell food and drink to participants and spectators. On regular afternoons the field acts as a social meeting place for the youth and other members of the community, who come to watch the game.

Photo: A new volleyball court (left) and a disused football field (right)



While most villages with sporting facilities visited by the Team felt positive impacts from the project one village was problematic. In Mon Mata in Aceh Jaya, the football field that should have been established during Phase 1 in 2008 was not being used (see photo above right). The villages that attended the FGD said that there had been problems with the village leadership in the past and the situation had only begun to improve at the beginning of 2009. There had also been performance problems with the original TA responsible for this area. However, the community was not aware that IOM once worked in the village and they thought that the grant for the field and the *pelaminan* was from another aid organization (note this was a village that received more than average amounts of assistance as it was hit hard by the Tsunami). They

added the unfinished football field could not be used as there were sharp stones and rocks on the field that might hurt their children. The villagers are trying to cover the field with sand.

Infrastructure and Agricultural Projects

Most physical projects like road repairs, hand tractors, and irrigation repairs generated additional income for the community. When the economic benefit of the project was felt a stronger sense of ownership and in turn a collective sense of responsibility to maintain the assets was found.



Photos: An MGKD road under construction (let) and a new hand tractor (right)

In Tanjong Bungong village in Bireuen farmers are saving money, as they only have to pay for the maintenance and fuel whenever they need to use the community hand tractor. They also have the option of paying these costs after the harvest. Those elected to operate and maintain the tractor also benefit from the project.

Road maintenance and repair were popular choices for many villages (5% of the evaluated villages, 9% of Phase 1 villages and 6% of Phase 2 villages). While a repaired road gave communities greater mobility to access markets, attend school or go to work some beneficiaries, like those in Jarommah Baroe, Bireuen said that the road also made them feel secure. Two other communities, who as part of their grant purchased some streetlights, noted the same psychological effect.



A further example of a creative project was a river barge built in Alue Peunawa, Aceh Barat Daya (see photo below right). This simple but useful project met a very important need of the community. As a result of being able to cross the river the people now have better economic conditions as they can access the market to sell their harvests. As the barge is very important to them, a strong sense of ownership has evolved, with many members of the community contributing money towards its maintenance.

One other project worthy of note for generating high levels of both social and economic impact was a collection of fishponds constructed in Glanggang Gampong in Bireuen (see photo above right). With high levels of community participation throughout the construction of the huge ponds a strong sense of community ownership and pride was found. The ponds, which were home to a variety of freshwater fish, generated additional income for many members of the community. The ponds also attracted people from neighboring villages, who also benefitted both socially and economically. The only negative aspect of the project was the clearing of large amounts of bamboo trees to make way for the pond. People who participated in the FGD said that they had seen the Example List, but they decided to go for the fishpond as another village had already chosen a (school bus) project not on the List. So they saw no reason not to build fishponds.

7.9 Phase 1 & 2 Comparison

There were many differences in the implementation of the two separate phases of MGKD including a different village selection processes, different TA-to-village ratios, different amounts of FD and TA training. Moreover, in Phase 2 more additional activities like environmental training for field staff, an environmental awareness campaign, and a pilot project for selected women's groups were held. Phase 2 villages also received additional funds to boost their projects. The decision to have a second phase was a result of the donor's satisfaction with Phase 1. The initial plan for Phase 2 was to cover 124 villages but the total was increased to 141 villages after additional funds were available after a reallocation of resources by the PMT. This section summarizes the additional or different activities carried out in Phase 2 and the contribution they made to the overall performance of the project.

In general the Team found few quantitative differences between the two phases. For example:

- 91% of beneficiaries in both phases said that women were consulted during *musyawarah*.
- 61% of Phase 1 beneficiaries and 69% of Phase 2 beneficiaries said that the number of participants that attended MGKD *musyawarah* had increased since before the project.
- 80% of Phase 1 beneficiaries and 88% of Phase 2 beneficiaries said that the community issues were currently resolved by a *musyawarah*.
- 89% of Phase 1 and 90% of Phase 2 beneficiaries said that the project maintenance team is still active.
- 81% of beneficiaries in Phase 1 said that the financial mechanisms used during MGKD were very clear. The percentage rose to 87% in Phase 2.
- The number of creative and successful economic and social projects observed in Phase 1 was the same as in Phase 2.
- The application and capacity of FDs was also very similar in both Phase 1 and 2.

As these quantitative results show significant performance gains were made in most villages in both phases. The Team found that the main obstacles that prevented significant increases in the level of project performance (efficiency and affectivity) in the second phase were largely the same obstacles encountered in the first phase. Namely: the low capacity of field-staff (especially FDs) to facilitate and creatively contribute to project implementation; the limited grant available to each village; the limited time duration of each community project did not allow for in-depth physical project selection, planning and maximum participation. Moreover in some villages poor external conditions also formed obstacles to even higher levels of enhancement being achieved. For example, the low capacity of beneficiaries to affectively contribute to their village projects, changes in village leadership, entrenched gender stereotypes, gender inequality and shifting demographics paused difficult and in some cases, unavoidable barriers for IOM.

As is apparent in the sections on physical projects, the Team also found that the few low performing villages evaluated were in Phase 1, in particularly in the Tsunami affected villages in Aceh Jaya. Here IOM had staff retention and performance inefficiencies, which decreased the affectivity of projects. At the same time some external factors also played a role in lowering the level of impact in Aceh Jaya. Some low TA performance indicators were also apparent in some villages in the Phase 1 district of Bireuen.

Village Selection

One of the first steps of the MGKD cycle in both phases was the selection of target villages. In Phase 1 the first step was to identify possible target villages that had a presence of former combatants and amnestied prisoners and/or persons formally displaced by conflict. To meet this criteria base line data from the World Bank's Conflict Intensity Index, an IOM supported psychosocial analysis made by Harvard University, and IOM-ICRS's list of former combatants and amnestied prisoners were used. At this stage villages that did not have a PNPM presence were not eligible for further consideration. Tsunami areas and villages that had already received a high level of aid were also discounted. TA's then carried out a verification assessment of the villages identified up to this point. Based on the TA's verification the number of possible villages was reduced and sent to Banda Aceh for a final decision made by the PMT. In addition, consideration was made to avoid the villages close to ongoing UNDP-MGKD villages.

In Phase 2 the selection process changed with the final selection being a collective decision made at district level meetings in which District Administrators, Sub-District Administrators, heads of local government departments and international and local NGOs all participated. Prior to this meeting a criteria that called for the presence of PNPM and ICRS projects and a high level of conflict based on the ICRS baseline survey was used to identify between 80 and 100 villages per district. The district level meetings then reduced the target villages to a final total of 41 per district.

While the Team welcomed a more participatory methodology of Phase 2 village selection, and especially the buy-in gained of stakeholders from local government and civil society, its own field findings did not suggest any major performance improvements due to this change.

During the course of its field visits the Team did consider that some of the original data compiled to identify conflict-affected communities could have changed over time. This consideration was entertained, as in some Phase 1 villages the numbers of ex-combatants found in evaluated villages were surprisingly low. Shifting social and economic dynamics may have caused some former GAM fighters to relocate to areas with greater economic and social prospects.

Women's Leadership Training

In Phase 2 additional funds were granted to conduct women's leadership training (WLT) in 12 selected villages (4 from each district). Due to time restrictions IOM wisely decided to target villages that already had established women's groups. Two women were chosen by the women's group to attend a training program given by a women's NGO in Banda Aceh. While the women chose fellow women representatives men from the village were also allowed input into the decision. On return to their community the women held weekly village meetings when they led discussions on a number of topics that they were introduced to at their training such as women and politics, maternal care and domestic violence. While doing this they were being coached by trainers from KPI.

From the 5 WLT villages visited by the Team it was apparent that the training was effective in increasing women's understanding of gender issues across various topics facilitated during the

meetings. The returning women also learned to better organize livelihood activities, and created action plans for future activities, passing on their training experience to members of their village groups. For example, the training enhanced the women's self-confidence to generate and lead wider participation of women from their own communities. The WLT groups also showed resourcefulness by saving snack subsidies for meetings to contribute towards the establishment of income generating activities (e.g. Seuneubok Barat, Aceh Timur where a sewing cooperative was formed and a micro credit cooperative in Pante Geulima, Aceh Selatan). Another good aspect of WLT was the intensive coaching/assistance provided by the facilitating NGO after the Banda Aceh training. These sessions further enforced the initial training and further motivated the village groups to strengthen their activities. The groups have also been linked to government departments to improve sustainability. The Team found that the WLT activities, although limited to selected villages, provided the most effective additional impact in Phase 2.

Additional Environmental Activities

During the latter part of Phase 2 environmental awareness posters, bags and other items were distributed in target villages in project villages. This limited campaign created visibility of some basic green issues. Environmental training was also given to PNPM field staff by a local NGO. The performance of the NGO was reportedly below par as they only sent junior staff to conduct the training. From what the Team could gather the trainings were very limited in content and form, focusing predominantly on illegal logging. A more general ecological training highlighting how common problems are interconnected would have been more effective in addressing wider environmental concerns of communities as apposed to focusing on one issue. While it was not a major MGKD objective the Team felt that the additional efforts to raise environmental awareness were limited, under-informed and contained little potential for sustainability. It may have been more productive to use these funds to strengthen a core element of the project.

Additional Training

As discussed in the section on project inputs PNPM field staff received two additional days of pre-implementation training. IOM TA's also received an in-depth pre-implementation training, which included a reflection on the performance in Phase 1. In addition TA's and other IOM staff also attended two further capacity building workshops during the course of Phase 2.

Other Additions

During Phase 2 favourable currency fluctuations allowed for an additional grant of IDR 16,125,000 to be donated to the 141 participating villages. As this grant was made part way through the process some villages decided to make additions to the existing projects while others submitted proposals for a new activity or project. Also during Phase 2, 15 villages that were badly affected by floods were granted additional recovery funds to assist them recommence their projects.

Another additional activity worthy of note was the Peace Concerts staged by IOM in project villages during both phases. In Phase 1 concerts were held in four villages per district. In Phase 2 concerts were held in 3 villages per district. The concerts included live music and comedy performances based around the central theme of peace. Phase 2 concerts also included the symbolic signing of a local peace pact by local leaders and members of the locally based security forces as well as the planting of a peace tree in the host village. While the Team did not cover these events in their evaluation by all accounts they served to strengthen the communities enthusiasm for the project while strengthening interaction between villagers and those who attended from outside.

8. CONCLUSIONS & LESSONS LEARNED

8.1 Consolidation of Peace

For many in the MGKD villages the conflict and ongoing efforts towards consolidation of peace were not issues of their making. They were issues for political people in Jakarta and Banda Aceh to deal with. Many saw themselves as victims of other people's conflict and welcomed the opportunity to get on with their lives. 98% of beneficiaries said that their village had been peaceful since 2005/6. 63% said that security is currently better than it was before the project but most were unsure of the future saying that they hoped peace would last, some of them adding that peace depended on the political elite (in Aceh and Jakarta) and on election results.

Many beneficiaries perceived MGKD to be a project to strengthen village prosperity. Very few related it directly to the consolidation of peace. For many, peace meant the improvement of social and economic conditions. For them one significant impact of the MoU was that they could now work properly for their livelihood and make free associations without the fear of violent retribution.

MGKD's objectives were relevant to these needs with the overall impact and project contribution to the consolidation of peace in the conflict-affected villages measurable through the strength of its economic and social impacts.

By strengthening the social cohesion and improving the economic conditions of the people, MGKD increased the possibility of people rejecting further conflict. The democratic processes pursued allowed beneficiaries to feel that their views and input were valued, that they had a role to play in deciding the direction of their community's economic and social prosperity. The economic dividends of the physical projects, while only minimal, lightened the burden of some communities' daily struggle to make ends meet, and in many cases allowed them to host and/or attend social events that were scarce in the past. Improved social interactions increased the levels of responsibility, trust and solidarity within communities, strengthening the community's will to move on from the days of conflict.

Several village leaders said that they were happy that their village had decided to have projects that involved young men (and ex-combatants) as they shared concerns that many youth were vulnerable to involvement in anti-social activities. Others noted that the construction or repair roads or streetlights made the population feel safer.

Currently 93% of males and 60% of females said they feel safe going out at night. 40% said they have good relations with security forces. 76% said there is no longer intimidation. Village security posts were predominantly inactive but had been active during recent elections (under the orders of the police). In some villages visited the signs of trauma from past experiences with security forces was still apparent but only 2% said they avoid security forces.

A vast majority of beneficiaries said that their community relations were very good. A testimony perhaps that to their feeling that the conflict was not their business and now that it is finally over communities have been free to continue normal relations. 72% of beneficiaries felt that community relations were very good (21% said good or just normal) and 69% said that relations with neighbouring villages were very good (30% said good). Indeed many projects reached beyond the boundaries of their own village resulting in enhanced interaction with other villages (e.g. through renting village equipment or providing rehabilitated sporting facilities).

8.2 Achievement of Objectives

1. Immediate peace dividends to improve economic conditions

MGKD physical projects effectively provided immediate peace dividends to strengthen and stimulate economic development for men and women through community infrastructure and income generation projects. Although there was an economic 'peace dividend' felt in nearly all villages visited by the Team, not many physical projects resulted in dramatic economic improvement.

Depending on the type of physical project the economic dividends were gained through one or more of the following ways:

- a) An increase in some household incomes for limited payment received in exchange for labour during the construction of physical project;
- b) A limited increase in village or women's group income from small profits made from renting equipment (e.g. from *teratak*, *pelaminan*, kitchen equipment, hand tractors);
- c) A limited increase in several household incomes from limited payment received for maintaining and management of MGKD equipment (e.g. from *teratak*, *pelaminan* or kitchen equipment);
- d) An increase in several household incomes from operating MGKD equipment on a regular basis (e.g. from hand tractor, river barge, school bus);
- e) An increase in household incomes from improved agricultural harvests (e.g. from irrigation, fish pond, seed projects);
- f) A reduction of costs for households by renting equipment at a reduced rate or for free of charge (e.g. by renting *teratak*, *pelaminan* etc. for social cultural events or hand tractors for farming);
- g) A reduction of costs for households from improved transport facilities (e.g. road, school bus, river barge projects);
- h) An increase in income for limited households from selling goods at the site of MGKD project (e.g. refreshment seller at football field and volley ball court);
- i) An additional income for limited households from MGKD purchases of materials and equipment (usually went to merchants from outside the village).

The Team felt that the economic gains of rentable equipment were just enough to sustain to maintenance and operational costs of the equipment presuming that the equipment was consistently maintained and managed. On average women's projects that involved renting out equipment gained around 1 million rupiah per year.

The limited size of the MGKD grant also restricted the potential of economic benefits from the project. Several maintenance team members noted that the small grant available was not enough to buy a complete set of equipment, which decreased the prospect of renting to neighbouring villages.

2. Improved social cohesion and the assistance of the smooth reintegration of former combatants and amnestied prisoners into communities.

The strengthening of social cohesion was the main objective of the MGKD process. MGKD assisted the reintegration of former combatants and amnestied prisoners into communities by strengthening the social cohesion of communities through participatory development projects.

All aspects of the community projects – democratic participation & planning, economic empowerment, and gender equity - contributed to the strengthening of social cohesion.

All aspects contributing to social cohesion improved in some high performing villages. In the majority of villages some aspects were stronger than others. In a minority of villages there were shortfalls in one or more of the aspects. The rate of success depended on a combination of the application of internal inputs from PNPM and IOM field staff, the type of project selected, the timing of the project process and favourable social and political conditions. In order to identify the rates of success the Team measured the levels of social cohesion by way of various indicators, most of which were positive.

30% of Phase 1 beneficiaries and 25% of Phase 2 beneficiaries said that improved social cohesion was the most visible change they had felt in their villages as a result of MGKD. 14% of beneficiaries named social cohesion as the reason why they chose their project. In these cases the activities selected successfully enhanced interaction, trust and community solidarity as well as acting as a counter balance to prevent vulnerable youth from getting involved in anti-social behaviour.

The Team found that the strongest contribution to the strengthening of social cohesion across the target villages was the impact of democratic participation, planning, implementation and management. The transparent and accountable way that projects were chosen, maintained and managed was the most popular aspect of the process. Global participation, freedom of expression and the freedom to choose projects were also highly appreciated by most communities.

Infrastructure and social-cultural projects strengthened social cohesion in different ways, with the former being more labour intensive and participatory during implementation and the latter's levels of participation increasing once the facilities were put to use (e.g. sporting facilities, *pelaminan* and *teratak*). Other beneficiaries explained how security conscious projects contributed to the strengthening of social cohesion (e.g. infrastructure projects like roads and street lights psychologically improved the safety of the village environment).

The enhanced participation of women in community activities also enhanced the social cohesion of communities by decreasing the levels of discrimination against women and allowing women and men to participate equally in all aspects of the project cycle. The women only grants also lowered the burden of women's social and economic duties while empowering them with new opportunities and organizational skills.

The Team felt that social cohesion could have been strengthened even further if the selected projects had stimulated wider participation and a greater sense of ownership. While recognizing that the communities were free to choose the projects they wished the ready-to-use projects, which made up over 60% of all projects, were particularly low on participation. The limited economic gains from projects also detracted from the potential of heightening the levels of social cohesion. There were a couple of cases where poor levels of participation during the project had caused jealousy and friction between some community members.

In many villages visited the pre-existing levels of interaction were already high, with over 80% of both men and women participating in activities like *gotong royong*, sporting activities, faith and prayer groups, and micro-credit groups. Informal social interactions were also uniformly high with good levels of trust and solidarity between neighbours and friends. In villages where strong social cohesion pre-existed the arrival of the project, the addition of MGKD stimulated activities further strengthened social interaction and good relations within communities and with neighbouring villages.

8.3 Timeliness & Efficiency

TIMELINESS: From the outset MGKD was both a quick impact project and a community

development project. The former demands limited time while the latter demands extended time. A tension between these two differing time demands limited the level of enhancements that could be achieved to those related to a quick impact project. Despite its limited duration, MGKD did however make a substantial contribution to strengthening social cohesion, participation and democratic planning.

QUANTITY vs. QUALITY: With the project's time restrictions as a backdrop the number of target villages was also very ambitious. Subsequently there was also a tension between quantity and quality throughout the project. The prospect of higher levels of efficiency and affectivity may have been enhanced if the total amount of money, coupled with an extended time period, had been spread across fewer villages. Such a scenario would have allowed for IOM's inputs to be maximized on all levels – staffing, training, facilitation, monitoring, evaluation etc.

OBJECTIVE LIMITATION: The prioritization of objectives in post-conflict development is also important. To achieve maximum results or desired outputs, the number of project objectives could have been limited i.e. we cannot cover all cross cutting issues affectively if insufficient resources are not provided. For example, the project afforded more time and resources (inputs) towards gender equity than it did to environmental awareness. Thus the outcomes and impact of these respective activities were related to the amount of inputs allocated.

EFFICIENCY: One of the main ingredients to a successful social project is the effective and consistent mobilization of human resources. As is the case in many post-conflict cases it proved difficult to mobilize a full complement of competent, committed and motivated staff. While staff consistency was to be found in the ever-present project manager and the Project Management Team there was a high turnover of TA's in Phase 1. Subsequently there were some shortfalls in facilitation and implementation.

8.4 Sustainability & Institutionalization

MGKD laid firm foundations for the sustainability of physical projects, democratic practices, and institutional continuation. That is to say that there is a high potential for sustainability.

For the physical projects the fulfillment of this potential partially depends on the level of motivation and commitment of key players in each village and favourable external factors. In all but two of the 25 Phase 1 villages visited by the Team community projects have sustained themselves for a year without IOM support. All Phase 2 projects were also remained active. Although more difficult to measure, the potential for the sustainability of democratic management processes and principles is also very high. Finally IOM's working partnership with PNPM has strengthened the latter's capacity to implement its bottom-up community development projects in the future. The key potentials for each of these aspects are explained below:

At the end of the project from March to June 2009 IOM also carried out a series of activities to further boost MGKD's potential for sustainability. These activities included the production of video's and booklets, presentations to key stakeholders, and final monitoring activities.

1. Physical Projects

As a general rule a larger sense of ownership was apparent in labour intensive projects, which attracted broad participation and usage. Such projects like road repairs, irrigation improvements, hand tractors, a river barge and fishponds, were very efficient, profitable and potentially very sustainable as the direct and in-direct benefits were visible to both the host

community and neighbouring villages. The establishment of sporting facilities also stimulated high levels of daily usage, enthusiasm and voluntary maintenance from the users.

These projects prospect for physical sustainability appeared higher than social-cultural event projects (like *pelaminan* and *teratak*) that required only a hand full of people to implement and maintain. The sustainability of event equipment is more dependent upon the few members of the maintenance team's commitment to carry out its duties effectively over a sustained period of time. Extra efforts will be required to gain sufficient profits to go beyond maintaining and/or replacing equipment.

The continuing existence of maintenance and management teams in almost all of the villages visited by the Team bodes well for the continuity of physical community assets.

2. Democratic Process

The strongest aspect of MGKD was the impact of democratic policies and practices on community project planning, implementation and management. Democratic practices were welcomed in the majority of villages visited and provided community checks and balances over the management, accounting, maintenance and activities resulting from MGKD physical assets. Armed with these checks and balances beneficiaries are now in a position to contribute to the sustainability of MGKD related activities as well as contribute to future community development projects in their respective villages. These democratic processes, also increased social interactions, solidarity and trust amongst villages. In some cases the effects went one step further causing positive gender impacts into private households, with the heads of households (men) appreciating the empowered afforded to their wives through MGKD.

3. Management Practices

The village management capacity of most villages has also gained from MGKD, with a group consisting of village leaders, women, former-combatants and/or village facilitators now capable of democratically managing and implementing future projects. The elected facilitators, maintenance and management people now possess enhanced proposal writing, accounting, maintenance and organizational skills that although difficult to quantify should now be counted as additional community assets. In selective villages old, non-democratic practices still prevail, especially amongst male leaders, but their constituents have at least had a taste of bottom-up participation, which will continue to be institutionally reinforced by future government endeavors.

4. Institutionalization

From the outset of the project MGKD was conscious of a need to provide a sustainable platform for post-project continuation. The inclusion of PNPM best practices and staff within the projects planning and implementation was the cornerstone of this need.

The capacity of many PNPM-FDs to creatively facilitate their village's needs was undeniably limited but their motivation and the trust of the community allowed them to gain valuable experience for the future. While the Team did not come across any cases in their brief field-visits, PNPM staff reported that there are many recent cases where FDs have been elected as Village Chiefs, testament to their good work in organizing their community as an FD.

Despite the limited capacity and experience of many PNPM field staff the MGKD/PNPM synergy should be seen as an initial step crucial to both PNPM and local governments long-term capacity to implement democratic community development across the whole of Aceh. Indeed, as MGKD closes a new opportunity has arisen for PNPM and local government to commence implementation of such a task.

In mid 2009 PNPM in partnership with the provincial and local governments will implement a new project entitled *Bantuan Keuangan Peumakmue Gampong* (Financial Assistance for Village Prosperity or BKPG). Similar to MGKD this new project will see a grant of IDR 150 million given to each one of Aceh's 6000 plus villages. Two thirds of the grant is from Aceh's Provincial Government and a third from respective District Governments. Aware of the limited human resource capacity available to facilitate this project PNPM has already increased its staff so that there will be one assistant FK allocated for every five villages. This is possibly a lesson learned from MGKD process. BKPG's planning to date is to form a synergy between stakeholders so that villages can form one development plan, which the BKPG grant and assistance from other projects can be considered collectively.

Men and women in MGKD communities are now in a position to take full advantage of this new initiative to strengthen their existing projects or commence new projects. They will also have an opportunity to strengthen the democratic management practices introduced through MGKD.

The experience gained and improved capacity of IOM technical assistants and project staff throughout the MGKD process will also bring valuable contributions to their future endeavours in community development and project management.

9. RECOMMENDATIONS

1. IOM should continue to encourage the monitoring and further strengthening of impacts and sustainability of MGKD physical projects and practices. This can be achieved by supplying accurate and precise data of the successes, failings, opportunities and challenges in each of the 396 villages to key stakeholders such as other IOM peace building projects, district and sub-district authorities, PNPM and other international and local organizations that are concerned with the same locations or issues.
2. IOM and CIDA should consider establishing a follow-up project to further enhance the potentially sustainable aspects of MGKD. Such a project would consist of a small team of technical assistants whose objective would be to transfer the knowledge gained from the 396 villages to key stakeholders and to collaborate with PNPM and local government in the initial planning and implementation stages of its new community projects. The project could also make follow-up visits to MGKD villages to further strengthen their participation in new PNPM projects.
3. IOM and CIDA should consider an extension of women's leadership training in MGKD and other villages and/or developing further women only projects in villages incorporating leadership and other skills training needed to enhance the livelihood project they choose.
4. In order to facilitate the needs of the community, PNPM should intensify training, increase material benefits and encourage its field-staff to be more creative in their future facilitation of community projects. They should also make gender training standard for all facilitators and staff.
5. CIDA should exercise caution when programming its two main cross cutting issues of gender and environment in future post-conflict projects. These issues should only be inserted if they are directly relevant to the projects main objectives and if the necessary human and financial resources are available.