

Country Report for Indonesia

**Joint Evaluation of the Trust Fund for Environmentally
and Socially Sustainable Development (TFESSD)**

Evaluation report 2/2008



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Abbreviations

Term	Meaning
CAS	Country Assistance Strategy
CBO	Community Based Organisations
CD	Country Director
CDD	Community Driven Development
CfP	Call for Proposals
ESSD	Environmentally and Socially Sustainable Development
GDP	Gross Domestic Product
HDI	Human Development Index
IMF	International Monetary Fund
MDGs	Millennium Development Goals
NGO	Non-governmental Organisations
PROPER	Program for Pollution Control Evaluation and Rating
PRSP	Poverty Reduction Strategy Paper
SD	Social Development
SM	Sector Manager
TF	Trust Fund
TFESSD	Trust Fund for Environmentally and Socially Sustainable Development
TM	Task Manager
TTL	Task Team Leader
UN	United Nations
WB	World Bank
WDR	World Development Report

Executive Summary

This report presents the findings and conclusions of the TFESSD evaluation case study on Indonesia. The case study seeks to assess the influence of trust fund supported projects in Indonesia on World Bank products and country level policies and projects.

The country visit took place from 3-7 September, 2007 and was carried out by a team consisting of Niels Eilshov Olesen, team leader and Caroline Hartoft-Nielsen, consultant.

Stakeholders from eight out of a total of nine TFESSD funded projects in Indonesia were available for meetings. However, the team encountered some limitations that to some extent limited what could be derived from the case country study: three projects had only commenced recently whereby only relevance of the projects could be assessed; other projects had terminated several years ago, whereby it was not possible to meet with the involved local counterparts and stakeholders; and some projects had no local counterparts. Hence, five projects were subject to in-depth review with the possibility of triangulating findings and conclusions with different information sources. On these projects, the evaluation team interviewed TTLs and focal persons at the Country Office in Jakarta, government officials, donors, beneficiaries and consultants involved in the projects.

It is the overall conclusion of the evaluation team that the five TFESSD supported projects subject to in-depth review during the field mission have been relevant to the recipient organisations in Indonesia, to intended beneficiaries, and to the World Bank country office and that there are indications that they will achieve a satisfactory degree of goal fulfilment. There are also examples of influence from the TFESSD projects on World Bank operations in the country and on the government development programmes they link into. This is in particular the case with regard to the rather comprehensive Community Driven Development (CDD) project portfolio supported by the TFESSD in Indonesia. The CDD portfolio has among other things demonstrated the value of the CDD approach in supporting Bank priorities related to governance, decentralisation and empowerment which has been taken up by the Bank and it has influenced the way in which Indonesia addresses poverty reduction by informing decision making.

Influence from the TFESSD supported CDD portfolio in Indonesia is also traced on general World Bank strategies and operations; although this contribution should be seen as complementary to TFESSD supported CDD initiatives elsewhere and complementary to World Bank CDD initiatives.

The Indonesia TFESSD project portfolio conforms to the general objectives of the TFESSD; most projects have acted as a catalyst in the sense of setting the stage for future operations and many projects can be seen as innovative - in the broad understanding of the term as proposed in the FY07 and 08 CfP - in promoting new thinking and practice, e.g. by piloting initiatives and leveraging additional funding. Multi-sectoral aspects are also induced by integrating environment and social development issues into poverty reduction and social protection.

The majority of the TTLs commended the TFESSD for being an effective tool to leverage other funds, and for allowing for blue-sky-thinking; the latter being an essential feature as it allows for exploration of opportunities that may succeed or fail - which might not have been possible in the absence of the TFESSD.

1 Introduction

The Norwegian and Finish Governments have initiated an evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD) - a multi-donor trust fund that provides grant resources for World Bank projects aimed at mainstreaming the environmental and social dimensions of sustainable development into overall Bank work.

The objective of the evaluation is to look into the influence of the TFESSD on World Bank policies and procedures in the areas of environment, social development, poverty and social protection. Based on this evaluation, ways to improve the trust fund and its governance is suggested.

As a step in reaching the objective, three case country visits have been conducted to countries in which TFESSD has supported several interventions; these are Ethiopia, Zambia and Indonesia.

This report reports on the findings from Indonesia. COWI AS, a Danish private limited company, has been contracted to undertake the evaluation.

The country visit took place from 3-7 September and was carried out by a team consisting of Niels Eilschow Olesen, team leader and Caroline Hartoft-Nielsen, consultant.

1.1 Objectives of the country case study

The country visit to Indonesia was carried out in order to assess country influence and level of feed-back into Bank lending activities and/or changed Bank policies and procedures.

The country case study contributes findings for the purpose of qualifying the answer to the overall objective of the Evaluation, i.e.:

- to judge the value and contribution of the Fund in improving the way the Bank works with environment, poverty reduction, and social development; and
- to suggest ways to improve the Fund and its governance.

1.2 Methodology

The evaluation team looked at selected country specific projects to assess if these influenced Indonesia in any way and, also important for this evaluation, if country specific projects have been fed back into Bank lending activities and/or changed Bank policies and procedures.

Prior to the mission, the country team collected relevant Bank and country documents for review, such as the country CAS, the PRSP, Bank strategies related to the four trust fund windows. An internet screening of the Bank's homepage and other relevant sites was carried out to build the necessary background knowledge of the country context in which the Bank and the TFESSD is operating. After the mission, further analysis of the documentation was made.

The team conducted semi-structured interviews with World Bank Country Office TTLs and focal persons, government officials, beneficiaries and consultants involved in the projects funded by the TFESSD in Indonesia, and had meetings with the embassies of Finland and Norway (see Appendix 1). The team did not meet with the Country Director as he had just arrived in the country and was not up-to-date with TFESSD projects.

A standard study guide was used to conduct the interviews in Indonesia (Appendix 4 of the main report). In cases where the interviewees had no knowledge of the TFESSD the

evaluation team focused on the relevance of the project and the country context at the time when the project was executed, and possible indirect influence at country level.

Stakeholders from eight out of the total of nine TFESSD projects in Indonesia were available for meetings with the evaluation team. However, for only five projects it was possible to meet with local counterparts. This report is mainly based on the five projects (see Section 3.3 below).

During the mission, the country team was able to conduct a one-day field visit in relation to the project Support to Mainstreaming Disability at the World Bank. The purpose of the visit was to establish an understanding of the needs for an inclusive education approach at primary schools in the country.

The findings of the mission were discussed and validated with Bank and government counterparts throughout the week. Furthermore, influence of TFESSD projects especially on World Bank operations in the country and on the government development programmes they link into is well documented in TF products, i.e. evaluation reports, impact studies and cost-effectiveness analyses, which have also been discussed and validated with stakeholders.

Before departing from Indonesia, the evaluation team debriefed with the donors and with the Trust Fund Manager in charge with the coordination of the TFESSD.

1.3 Limitations

The evaluation deals with possible direct and indirect influences of the Trust Fund projects at country level. This raises the issue of how to establish clear relations between causes and effects. However, monitoring and evaluation instruments are used in a limited manner in the Trust Fund administration of projects. Thus, the cause-effect relation was assessed through tracing evidence among primary stakeholders as well as searching for evidence in Bank documents and work processes and in national documentation in the countries selected for case study. During the case country visit, the evaluation team was faced with some challenges. These are summarised below.

In some cases it proved difficult to set up meetings with stakeholders - in particular with non-Bank stakeholders, as:

- The planning of the mission started late due to a late approval of the country case studies. Consequently, some counterparts were not available for meetings due to other obligations.
- Government counterparts change frequently, particular when TFESSD projects were conducted three elections ago. In projects that had been terminated several years ago it was difficult to identify relevant stakeholders, as counterparts were no longer holding their positions from when they were involved in the project.
- It turned out to be a challenge to convey the message to WB staff responsible for setting up meetings, that the Evaluation team was not looking for direct attribution between the TFESSD projects and country development, but more the often indirect influence which is traceable among the multiple sources of influence.
- Only five out of nine country projects had a local counterpart (C.f. table 2-1 for an overview of TFESSD supported projects in Indonesia); three projects were of a newer date and had not started co-operation with local counterparts; and one project, carried out mainly inside the Bank, did not have counterparts. Hence, only five projects were subject to in-depth review with the possibility of triangulating findings and conclusions with different information sources.

With regard to the newly initiated projects, no documentation of the projects was available (this was the case for all three projects dealing with natural disasters: Safety nets for natural disasters; Responding to natural disasters through a CDD approach, and Study on the Tsunami Aftermath & Recovery (STAR));

Most respondents outside the Country Office found it difficult to separate the projects funded by the TFESSD from the larger programmatic contexts in which many of the projects are implemented.

In light of the above limitations, the evaluation team concludes that the evidence base for some of the individual trust funded project findings was too limited to draw firm conclusions. However, for other projects the evaluation team succeeded in obtaining substantial information on projects from different sources in order to triangulate and substantiate the assessment (i.e. Support to mainstreaming of Disability at the World Bank; Review of CDD Impacts in East Asia and Pacific Region, Campaign to Improve Participation of Women in CDD Programs in Indonesia; and Indonesia Local Level Institutions: A Dynamic Perspective on Social Capital in Community and Household Welfare).

Nevertheless, when taken together as a whole, there are sufficient indications of both recorded and likely relevance, effectiveness and influence for the evaluation team to advance some well-founded observations.

2 Background

2.1 Country context

Indonesia is the world's largest archipelago consisting of over thirteen thousand islands. Around six thousand of the islands are inhabited. The country stretches over a total surface area of 2 million square kilometres. The country is endowed with abundant natural resources and one of the earth's greatest assemblages of biological diversity.

Indonesia's approximately 245.5 million people make it the world's fourth-most populous nation and home to the world's largest Muslim population¹. Indonesia includes numerous related but distinct cultural and linguistic groups, many of which are ethnically Malay. The economy is largely based on agriculture, manufacturing and mining, although growth in these sectors is slowing down. Other sectors, such as electricity, gas and drinking water, construction, trade, hotel and restaurant and transport are expected to post an increasing contribution².

The fall of the Suharto Government in 1998 provided the impetus for the transformation of Indonesia's political system from an autocratic, centralised state to a democratic, decentralised state. The first elections in the post-Suharto period were held for the national, provincial, and sub-provincial parliaments in 1999. In 2004 the president and vice-president were directly elected for the first time.

The current administration led by Mr Yudhoyono emphasises the need to increase economic growth and investment and to create jobs. The administration's other stated priority is to stamp out corruption, which significantly raises producers' costs and deters investments.

While recent and rapid political change under "Reformasi" and decentralization may have provided opportunities for long-term development that embraces these goals, they have also generated an environment of political uncertainty, weak law enforcement, insecurity over property rights, and increased local conflict. Increasing investments, particularly in infrastructure is critical to Indonesia's long term growth prospects.

Indonesia has struggled to overcome the Asian financial crisis, and still grapples with persistent poverty and unemployment, inadequate infrastructure, endemic corruption, a fragile banking sector, a poor investment climate, and unequal resource distribution among regions.

Before the crisis, the Indonesian economy was considered to be among the best performing East Asian economies. Annual economic growth in the early 1990s was typically around 7 or 8%, and per capita income rose from 810 in 1992 to 1,240 in 1996. In 1998, per capita income had fallen to 500 and growth in real GDP fallen to -13,1 in 1998.

The country continues the reconstruction process from the December 2004 tsunami and from an earthquake in central Java in May 2006 that caused over \$3 billion in damage and losses. Declining oil production and lack of new exploration investment turned Indonesia into a net oil importer in 2004. The cost of subsidizing domestic fuel placed increasing strain on the budget in 2005, and combined with indecisive monetary policy, contributed to a run on the currency, prompting the government to enact a 126% average fuel price hike in October 2005. The resulting inflation and interest rate hikes dampened growth through mid-2006, while large increases in rice prices pushed millions more people under the national poverty line. Economic reformers introduced three policy packages in 2006 to improve the investment

1 In 2004, the population was 220,1 mio. people of which approx. 28,6 mio. were under the age of 15, UNDP Human Development Report 2006.
2 http://www.kbri-bangkok.com/about_indonesia/economy_trade_01.html

climate, infrastructure, and the financial sector, but translating them into reality has not been easy³.

Economic growth in 2005 was the highest in 8 years, reaching 5,7 per year, and it is not until 2005, that per capita income reached its pre-crisis level of 1,250. Annual real GDP growth is expected to average 6.3% in 2008⁴.

Significant progress has been made in rebuilding Aceh after the 2004 tsunami, and the province now shows more economic activity than before the disaster. Unfortunately, Indonesia suffered new disasters in 2006 and early 2007 including a major earthquake near Yogyakarta, an industrial accident in Sidoarjo, East Java that created a “mud volcano,” a tsunami in South Java, and major flooding in Jakarta, all of which caused additional damages in the billions of dollars. Donors are assisting Indonesia with its disaster mitigation and early warning efforts.

In physical and biological resources, Indonesia is a wealthy country. It is a world leader in mineral exports, its rainforests account for more than 50 percent of the tropical forests in Southeast Asia and more than 10 percent of the world’s total, it has unique and extensive biodiversity resources, and its fisheries are some of the world’s most productive and threatened. Indonesia, confronts a huge challenge in using and managing the vast natural resources in a manner that is optimal for the economy, equitable for the population, and sustainable for future generations.

Indonesia’s economic recovery from the financial crisis makes it a *blend* country meaning that it is eligible for both IDA grants and IBRD loans. It also means that it is no longer subject to compulsory PRSP requirement. Still, Indonesia prepared an Interim PRSP (2003) and a draft PRSP was submitted May 2004 to the Poverty Reduction Committee⁵.

The Poverty Reduction Strategy Paper (PRSP), 2003 has been taken as the National Poverty Reduction Strategy Document (SNPK). The SNPK has been integrated in the Medium Term Development Plan 2004 – 2009 that has been made as Law No. 25/2004. For the implementation of the SNPK, the government has developed a National Program on People’s Empowerment (known as PNPM) that sets out the details of operational plans for poverty reduction through promoting capacities of the local communities and providing funds for development. PNPM to certain extent overlaps with the World Bank supported project called Kecamatan Development Program (KDP – Sub-District Development Program), or also known as the community-driven development concept of the World Bank.

Indonesia also prepared its own poverty analysis under the Poverty Analysis Program, INDOPOV. The Indopov program resulted in the document: Making the New Indonesia Work for the Poor (Nov. 2006) which includes recommendations for policy and practice changes that will accelerate poverty reduction efforts in Indonesia.

Current issues include: alleviating poverty, preventing terrorism, consolidating democracy after four decades of authoritarianism, implementing financial sector reforms, stemming corruption, holding the military and police accountable for human rights violations, and controlling avian influenza.

2.1.1 Socio-economic context

The Asian financial economic crisis occurring in 1997 produced significant macroeconomic impact on growth, GDP/capita, poverty, and unemployment in Indonesia. Undoubtedly, the poor are the worst hit by the prolonged impact of the economic crisis.

According to the latest National Human Development Report for Indonesia (2004), economic and social progress in Indonesia is traceable. It shows how Indonesia has continued its faltering recovery from financial collapse in 1997 that triggered a whole series of upheavals -

3 Indonesia economic profile, 2007 http://www.indexmundi.com/Indonesia/economy_profile.html

4 <http://siteresources.worldbank.org/INTEAPHALFYEARLYUPDATE/Resources/550192-1175629375615/EAP-Update-April2007-keyindicators.pdf> and http://www.dbresearch.de/servlet/reweb2.ReWEB?&rwdspl=0&rwsite=CIB_INTERNET_EN-PROD&rwnode=CIB_INTERNET_EN-PROD%24RSNN00000000019946&show=all

5 The Draft National PRSP was provided to the Evaluation Team by the Indonesian Ministry of Planning (the Ministry responsible for the PRSP) during the mission to Indonesia. The status of the final PRSP is unknown to the Evaluation team.

economic, social and political. This has been reflected in the country's human development index (HDI) which fell between 1996 and 1999 and then rose again in 2002. The average HDI value for Indonesia in 2002 is 66, though this masks a considerable variation across the country - ranging from 76 in East Jakarta to 47 in the district of Jayawijaya in Papua.

The increase in the HDI corresponds to improvements in most social indicators. E.g. adult literacy continues to rise in response to the increase in school enrolment: in 2002, 90% of the population aged 15 or over could read and write; another example is the infant mortality rate that continues to come down; child malnutrition has also declined.

Improvements in the HDI have been accompanied by reductions in poverty. Between 1999 and 2002 the proportion of people living in income poverty fell from 23% to 18%. However, this headcount poverty rate disguises the fact that there is considerable movement in and out of poverty: between one-third and one-half of the population can fall below the poverty line.

Between 1999 and 2002, the Human Poverty Index registered an improvement from 25,2% to 22,7%. Indonesia's level of income poverty may have fallen back to its pre-crisis level, but the rate is still high and the fact that it has not fallen further is partly because economic growth has been slow. Indonesia is the only crisis-hit country in Asia not to have bounced back to its previous level of growth. As a result job opportunities have become scarcer resulting in unemployment in 2002 at 9.1%.^{6,7}

2.2 Bank country programme/operations (environmental, poverty and social contexts)

The World Bank has maintained an active presence in Indonesia since 1967 to support broad-based economic development with an emphasis on poverty reduction.⁸ Since then, the Bank has financed 280 development projects and programs worth approximately US\$25 billion, in all sectors of the economy. By the 1990s, the Bank's annual lending to Indonesia had reached US\$1 billion. Loans supporting the development of energy, industry, agriculture, and infrastructure dominated the first 20 years of lending.

Following the financial crisis, the Bank reduced the level of annual lending averaging US\$460 million and increased focus on investment in education, health, environment, social development and governance at all levels. In 2007, lending is again targeted to pass 1 billion dollar as the country continues to show strong economic growth and meets the "high case" triggers for lending in the Country Assistance Strategy (CAS).

In addition to its lending program, the Bank has one of the largest grant programs of any other country office with more than US\$1 billion in 133 trust funds, the largest of which is the US\$650 million Multi-Donor Fund for Reconstruction of Aceh and Nias.

In recent years, President Yudhoyono's push for more democracy, decentralization and the anti-corruption agenda has made governance the main theme of the World Bank's support for achieving the growth and development goals.

As part of this process, a range of community driven development (CDD) programs stretching across 40,000 villages in the country is providing village level infrastructure, employment, capacity building and reconstruction support. Efforts to deepen institutional reform in governance, transparency and support for local governments are mainstreamed across all sectors of Bank work (Cf. Text box 1).

In 2007 a community empowerment programme for poverty reduction (PNPM) was implemented through the Kecamatan Development Program (KDP) (Re. above) and the Urban Poverty Project (UPP). In 2008, all on-going projects will be integrated into the Government's National Program for Community Empowerment (PNPM). In 2009, all sub-districts in Indonesia will be covered by PNPM.

6 http://hdr.undp.org/hdr2006/statistics/countries/data_sheets/cty_ds_IDN.html; http://www.dbresearch.de/servlet/reweb2.ReWEB?&rwdspl=0&rwsite=CIB_INTERNET_EN-PROD&rwnode=CIB_INTERNET_EN-PROD%24RSNN000000000019946&show=all; <http://siteresources.worldbank.org/INTEAPHALFYEARLYUPDATE/Resources/550192-1175629375615/EAP-Update-April2007-kevincators.pdf>

7 According to the Index Mundi, the unemployment rate for 2006 is estimated at 12,5%.

8 This section builds on the World Bank Indonesia website <http://web.worldbank.org/WBSITE/EXTERNAL/COUNTRIES/EASTASIAPACIFICEXT/INDONESIAEXTN/0,,menuPK:287081~pagePK:141132~piPK:141107~theSitePK:226309,00.html>

Text box 1: Definition of Community Driven Development

Community Driven Development (CDD)

CDD - broadly defined - is an approach that gives control over planning decisions and investment resources to community groups and local governments. CDD programs operate on the principles of local empowerment, participatory governance, demand-responsiveness, administrative autonomy, greater downward accountability, and enhanced local capacity. Experience has shown that given clear rules of the game, access to information and appropriate capacity and financial support, poor men and women can effectively organize in order to identify community priorities and address local problems, by working in partnership with local governments and other supportive institutions.

Poor and marginalized people have often been viewed as the target of poverty reduction efforts. CDD approaches turn this perception on its head, and treat poor people and their institutions as assets and partners in the search for sustainable solutions to development challenges.

Source: The World Bank

The Bank's assistance to Indonesia is governed by its Country Assistance Strategy (CAS) for 2003 - 2007 and the CAS Progress Report 2004-2008⁹ which focus lending and grant activities on two areas that limits poverty reduction: (i) a weak investment climate; and (ii) low quality service delivery to the poor. Both of these areas have root in governance, which is the underlying focus of the CAS. A third area of activity, disaster risk management, was added in the CAS Progress Report FY2004-2008 in view of the large reconstruction program the Bank is administering in disaster hit areas.

The CAS has four business platforms for supporting the Government's development agenda in Indonesia. These are also influenced by the massive decentralization which called for a new approach to the delivery of development assistance. The business platforms are: (i) the Community Driven Development (CDD) Platform; (ii) the Local Services Platform; (iii) the Public Utility Platform; and (iv) the National Lending Platform

Overall, during the CAS period of FY04-FY08, about 25 percent of the annual lending is expected to go for CDD programs; 40 percent for local services; 15 percent for utilities and 20 percent for the national lending platform.

It is worth noting that the TFESSD project portfolio is in line with the CAS focus. This will be further discussed in section 3.1.1.

The World Bank country office in Jakarta is relatively large as it employs more than 100 staff¹⁰.

In order to ensure that all operations are carried out in a sustainable manner, the Bank country office has recently installed a Sustainable Development Manager who is responsible for ensuring that all sectors operate within an overall sustainability framework.

According to the World Bank country brief, the Bank has currently 26 active projects in Indonesia worth USD 2.6 billion, 10 Multi-donor Fund Aceh-Nias grants projects and three reconstruction projects in Java¹¹. The four currently active TFESSD projects are not included in the 26 projects referred to in the country brief.

2.3 Overview of in-country TFESSD projects

The list below provides an overview of TFESSD supported projects in Indonesia (projects in bold have been subjected to in-depth analysis):

⁹ In 2006, the World Bank Board of Directors approved a one year extension with additional features to the existing Country Assistance Strategy (CAS) for Indonesia. This would correspond to Indonesia's scheduled graduation from IDA access at the end of FY08.

¹⁰ Trust Fund Coordinator at the World Bank country office in Indonesia.

¹¹ <http://web.worldbank.org/external/default/main?menuPK=287104&pagePK=141143&piPK=141103&theSitePK=226309>

Table 2-1 Overview of TFESSD funded projects in Indonesia

TF-number	Title	Year from - to	Status	Grant amount USD*	Disbursed and committed*	Window	Typology	Multi-country vs. single country
TF051845	Review of CDD Impacts in East Asia and Pacific Region.	2003-2006	Closed	*508,000	*489,958	Social development	Regional Macro	Multi
TF054126	Campaign to Improve Participation of Women in CDD Programs in Indonesia.	2005-2007	Closed	425,000	321, 781	Social development	Country Macro	Single
TF024402	Indonesia Local Level Institutions: A Dynamic Perspective on Social Capital in Community and Household Welfare.	2000-2001	Closed	223, 377	223,377	Social development	Country Macro	Single
TF052629	Mapping the relationships between poor rural community and forest land/land use changes in Indonesia	2004-2005	Closed	105,606	61,578	Environment	Country sector	Single
TF051929	Technical Assistance for the PROPER Program in Indonesia.	2003-2003	Closed	103,000	103,000	Environment	Country sector	Single
TF057436	Study of the Tsunami Aftermath & Recovery (STAR).	2007-2009	On-going	150,000	75,000	Environment	Regional Macro	Single
TF053963	Support to Mainstreaming of Disability at the World Bank	2005-2008	On-going	*617,000	*357,000	Social protection	Global Macro	Multi
TF057400	Safety nets for natural disasters.	2007-2008	On-going	*60,000	-	Social protection	Global Macro	Multi
TF057304	Responding to natural disasters through a community driven development (CDD) approach.	2007-	On-going	*100,000	*79,750	Social protection	Global Macro	Multi
				*2,291,983	*1,721,444			

Source: TFESSD donor reporting as of 31 January 2007

* Grant amounts and disbursements and commitments figures for multi-country p- do not reflect Indonesia only.

The above table provides a comprehensive overview of the projects funded by the TFESSD in Indonesia.

Indonesia constitutes the 3rd largest recipient of single and multi country support in the EAP region. However, it is the second largest if measured in terms of single country support; the country has received US\$ 1,006,947. Indonesia has received TFESSD support since 2003. A

total of 9 separate projects have been initiated and the project portfolio consists of five completed projects as well as four ongoing projects of which three have been ongoing for less than a year. Five projects were approved in or prior to FY04; one project was approved in FY2005 and three were approved in FY07.

Country projects cover three of four TFESSD windows, including the social protection window. The poverty window is not represented in the portfolio.

Window	Number of projects
Environment	3
Poverty	0
Social Development	3
Social Protection	3

In line with increasing TFESSD demand for cross-country projects, at least five projects in the country portfolio are regional or global, i.e. they have a regional or global learning potential. Four projects are country specific which means that the learning reach of the projects is limited to Indonesia.

The majority of projects relate to projects addressing macro issues, i.e. more general socio-economic conditions, such as poverty, societal barriers to inclusion of vulnerable and at-risk groups, issues relating to post-conflict settings, etc. The 2 remaining projects address issues related to specific sectors, e.g. the environment or social sectors.

Typology	Number of projects
Global macro	3
Global sector	-
Regional macro	2
Regional sector	-
Country macro	2
Country sector	2

The portfolio includes four projects in which a Community Driven Development (CDD) approach has been/is applied. At least two of these relate directly to the Indonesian Government KDP program and other CDD projects now cooperating under the platform umbrella of the CAS (2004).

The Indonesia TFESSD portfolio includes one of the four multi-country disability projects currently registered in the TFESSD database.

In three projects of recent origin (FY07), Indonesia is used as a case country in global studies to improve the Bank's response to emergency situations. One of these applies a CDD approach (also mentioned above).

The overview table shows that of the USD 2,291,983 that has been granted to TFESSD projects that include work in Indonesia, USD 1,721,444 (or 75%) had been disbursed and committed by January 2007. Although the disbursement and commitment ratio is rather high, the fact that the budget amounts indicated in the overview table include funds to be spent in other countries (for global and regional projects), the real level of spending in Indonesia is less than USD 1.7 million. Moreover, as some of these projects go back several years, the annual level of spending by the TFESSD in Indonesia is rather insignificant compared with the regular lending activities of the World Bank.

TF051845 Review of CDD impacts in East Asia and Pacific Region

The objective of this TFESSD project was to systematically gather evidence regarding CDD program impacts and their contributions to development. The assessment tested core social

development hypotheses about linkages between better governance, empowering the poor, and successful poverty reduction.

The project was carried out in two stages: The first stage did a systematic review of CDD project monitoring and evaluation systems in order to assess whether enough reliable data is being gathered to allow independent researchers to draw conclusions about program impacts. The second stage carried out three activities: i) an assessment of the effectiveness of CDD projects as measured by their own objectives of reaching the poor, improving governance, and investing money productively; ii) a comparison of CDD projects against sectoral and other more traditional forms of service delivery; iii) the testing of a number of hypotheses about ways that CDD contributes to development.

The project also produced results under three headings:

1) Contribution to EAP CDD Flagship – The evaluation work feed directly into the EAP region's CDD Flagship which was underway for FY06 (Monitoring CDD Impact for East Asia CDD Flagship: TF055543). The project contributed to the formulation of the Flagship conceptualization, design and discussions within the region regarding the Flagship's future directions. The CDD database of evaluations and projects developed under this TF project were used and updated for the Flagship.

2) CDD Evaluations in Indonesia – This TF project funded a KDP economic impact study. The methodology developed under this TF was used for the follow-on study. Evidence from the KDP and the follow-on study fed into the Government's overall planning for a national budget special allocation CDD program, 2006 (PNPM).

3) CDD Evaluations in Indonesia, Philippines and Cambodia –

The TFESSD project undertook four evaluations of CDD projects: two in Indonesia, one in the Philippines and one in Cambodia.

The project was organised as a research partnership. Funds were provided by the TFESSD, Bank funds to cover staff costs and counterpart country funds to cover costs of surveys and studies. A DEC team¹² worked with country teams and task managers in the selected countries to conduct the assessment as well as with the SDV anchor to conceptualise the evaluation flagship. In addition, government counterparts were involved and cooperated with the implementation teams. Several consultants were hired for undertaking the evaluation.

TF054126 Campaign to improve Participation of Women in CDD Programs in Indonesia

This project aimed to empower women and marginalised groups to participate more fully in development activities.

Responding to a general problem in CDD projects, that women and other marginalised groups are not fully integrated in public meetings and forums but mere passive observers, project activities were focused on increasing the quality of women's involvement in KDP activities via KDP facilitators, women microfinance programs and women leadership trainings conducted by NGOs. According to the Bank, activities under this project benefited more than 1,500 persons of which more than 2/3 were women. Lessons learned and best practices identified were introduced in other CDD projects in the region. The project was carried out in Indonesia and Cambodia. This assessment only concerns Indonesia.

All planned activities have been completed. In Indonesia, the project conducted 14 activities in 11 provinces, 13 districts, 27 kecamatan, and 147 villages.

The implementation team consisted of World Bank staff constituting part of a CDD platform and project teams in Indonesia, of NGOs and local consultants with expertise in community organisation, training and IEC. Local KDP facilitators were involved to suggest activities and to do training in the villages.

¹² The Development Economics Vice Presidency (DEC) is the research and development arm of the World Bank. DEC seeks to increase understanding of development policies and programs by providing intellectual leadership and analytical services to the Bank and the development community.

The project involved World Bank staff from different sectors. The project was anchored in the Social Development Sector. The Urban Sector and the Agriculture and Rural Development Sector through their respective CDD projects, and the PREM Gender and Development Department were also involved in the project.

TF024402 Indonesia Local Level Institutions: A dynamic Perspective on Social Capital in Community and Household Welfare

The objective of this project was to carry out a quantitative and qualitative follow up study of a previous study under the same name, to review the changes in social capital, forms of local governance and the resiliency of local institutions in the face of both the positive and negative shocks experienced by rural Indonesia in the post-Suharto era. The study comprised 16 villages.

Besides the planned overview report, within country dissemination workshops and case studies on governance, natural resource management and land policy, the project in addition, produced a jointly authorised statistical study, and an Indonesia-International co-authored paper.

The project was completed according to plan except from one household survey where the sample size was adjusted due to natural disasters and a UN fieldwork prohibition on fieldwork.

According to the TTL, the study has had a major impact on Bank policy dialogue with the Government of Indonesia in that it provided some important information about social change in village Indonesia; and the outcome of the project provided the basis for two KDP projects which together involved over 20,000 villages.

TF052629 Mapping the relationship between poor rural community and forest land/land use changes in Indonesia

The overall objective of the project was to mainstream forestry policy into the strategic level of poverty reduction initiatives in Indonesia. The project mapped the location of the poor in order to test the hypothesis that the poor are cutting down the forest. The result of the exercise was the rejection of the hypothesis.

The project achieved its objective and planned outputs. The project formulated an analytical framework to establish the correlations between poverty and forestry, and to apply poverty-forest nexus findings in land-planning, resource access and social forestry policy to identify implementation priorities and their delivery mechanisms. The project generated and strengthened the knowledgebase regarding the dynamics of poverty-forestry links in Indonesia. The findings fed into a national forestry position paper.

The Bank hosts and administers the project developed database in order to ensure adequate maintenance.

Initiation of the project was delayed 3 months due to delayed release of TFESSD funds. This did however, not result in a corresponding change of deadline. The project was finalised according to schedule.

The project was mainly carried out by Bank staff. The project integrated natural resource management and poverty issues. Collection of data demanded close cooperation and coordination between the Environmental and Social Development Sector Unit and the PREM colleagues managing the INDOPOV programme. At the beginning, this cooperation was complex due to different working procedures and cultures, however, during the process, conflicts were solved and the project contributed to improved collaboration and coordination and identification of new areas for future cooperation.

TF051929 Technical Assistance for the PROPER Program in Indonesia

In 1995 to 1997, the Bank (DEC) in cooperation with the Government of Indonesia designed and piloted a public environmental reporting initiative, the Program for Pollution Control, Evaluation and Rating (PROPER), to reduce industrial water contamination. According to the project proposal available in the TFESSD data base, Indonesia was the first developing

country to introduce a public environmental reporting initiative. However, the economic crisis in 1998, followed by changes in government and government structures, halted the project before it could achieve full-scale operation.

The primary objectives of this TFESSD project were to restart the PROPER project and make it fully operational in the newly-decentralised government structure; and to facilitate the more widespread, cross-regional uptake of the approach.

According to the TTL the project progressed largely according to schedule. Project initiation was delayed 4 months from intended upstart due to a problem of unreleased funding from TFESSD management; the project was finalised one month later than originally scheduled.

Planned project outputs were produced: i.e i) a report explaining the rating methodology, the evaluation process and the tools applied for generating environmental ratings; ii) a computerised system for data collection, storage and quality control, iii) a computerised environmental rating system; iv) a manual and training in the system; and v) a dissemination package to promote the PROPER approach in other regional and national contexts. The result of the project was a restored and updated system, adopted to a decentralised environment and to other concerns than only water.

According to the TTL, the TFESSD project was *instrumental* for the revival of the PROPER and hence a success, because it allowed for hiring the necessary local consultancy capacity to revive and adopt the programme which would not have been possible with Bank money; and the grant managed to leverage an additional funds grant of USD 700.000 from ASEAN necessary in order to make the system fully operational.

The project was carried out in close cooperation with the Ministry of Environment as well as with regional environmental management agencies. The implementing Bank team consisted in staff from DEC, the Environment and Social Development Sector Department, as well as from South Asia Sector units.

TF057436 Study of the Tsunami Aftermath & Recovery (STAR)

This project has not yet initiated and has hence not been assessed.

TF053963 Support to mainstreaming disability at the World Bank

The objective of the project is to expand the World Bank's and developing countries' capacity to mainstream disability into development projects, programs, policies and activities and thus work towards poverty reduction. This objective should be reached through analytical studies and capacity grants. The project consists of 6 studies: four country studies and two general studies¹³.

In Indonesia, the project focused on undertaking a baseline study regarding Education for Children with Disabilities and other Special/Individual Learning Needs in support of the Government of Indonesia to implement its inclusive Education Strategy.

The project is on-going and progresses according to plan. An interim report on "Baseline Study on Education for Children with Disabilities and with other Special / Individual Needs" was completed in December 2006 and presented to the Ministry of National Education. The draft final baseline report was submitted June 2007.

The outcome of the study is expected to inform the next national PRSP and CAS as well as the government debate and policy making within this area. The baseline study has already informed the Government strategy on inclusive education.

According to the TTL overseeing the entire TFESSD project, i.e. all six studies, the knowledge generated in Indonesia will be used in - and make more effective - the implementation of two World Bank lending projects: the Early Child Development

13 i) Quantitative Survey Development for Kenya; ii) Identifying entry points in investment lending project cycle to help Client Governments ensure a fair integration of disabilities concerns; iii) Yemen disability and poverty Study and Action plan; iv) Opportunities for including disability in WB projects: a toolkit for legal and operational staff; v) Colombia Bus Rapid Transportation System; and vi) Indonesia reaching disadvantaged children study.

Programme and the Bermutu-project¹⁴ in Indonesia. Furthermore, the TTL states that the TFESSD project and the two lending projects are critical for the Bank to move forward on this issue.

The World Bank cooperates closely with the Indonesian Ministry of National Education as well as with staff from various local governments to undertake the study. The project was carried out with the support from a Norwegian consultant as well as with some assistance from International Development Partners (IDP) Norway¹⁵.

World Bank staff involved in the project represents the Human Development Network, Social Protection, DEC, the World Bank Institute and regional disability working groups.

TF057400: Safety Nets for Natural Disasters

The objective of the project is to help countries and donors develop and implement appropriate safety nets interventions as part of a medium term response to natural disasters which follow the initial humanitarian response.

The project will be informed by a series of country case studies, i.a. Indonesia, South Africa and Pakistan.

The project has only recently been approved and has not yet started. However, the project is one of several TFESSD projects that seek to provide operational know-how on different aspects of Social Protection interventions pertinent to natural disasters. The planned output of the work will be used together with those of the other projects for the preparation of a toolkit that will help countries to develop appropriate range of response to the risk and the occurrence of natural disasters.

The work will mainly be carried out as a desk study. It is planned to take advantage of a unique set-up for fostering collaboration and interaction with other sectors and agencies that operate in the management of disasters. Cooperation is planned with DEC, country teams as well as with the Hazard Risk Management Team as well as with ODI.

TF057304 Responding to natural disasters through a community driven development (CDD)

The objective of the project is to improve disaster response capacity of client governments through increased preparedness of central agencies such as Social Funds (SF), strengthened community and local government mechanisms, and by incorporation inclusive prevention and recovery strategies that address the needs and special circumstances of the vulnerable.

Case studies on SF/CDD operations' response to disaster is planned to be carried out in Indonesia, Pakistan and Malawi.

The project will be jointly managed by the Social Development Department (Social Development Network) and the Social Protection Department (Human Development Network) and carried out in a close cooperation between the Social Funds team and the Community Driven Development team. Collaboration has also taken place with the WB Hazard Risk Management team, the ProVention Center and various thematic groups and external stakeholders in the development of a common framework for conducting the project, joint dissemination activities and the integration of gender and disability throughout the work program. A team of consultants specialising in Natural Disasters through Kyoto University has been hired to conduct field visits and to prepare a toolkit.

The main output will be a toolkit on community disaster preparedness for WB task teams, staff of central agencies such as SF/CDD operations and emergency relief and reconstruction authorities, local government officials, NGOs focusing on development and emergency relief.

¹⁴ The development objective of the Better Education through Reformed Management and Universal Teacher Upgrading Project (BERMUTU) in Indonesia is to contribute to the improvement of the overall quality and performance of teachers through enhancing teachers' knowledge of subject matter and pedagogical skills in the classroom.

¹⁵ IDP is registered in Norway and is a flexible network of resource persons with a minimum of administration and bureaucracy promoting and practicing good governance. The vision of IDP is the development of child-friendly, democratic, transparent, inclusive and tolerant society - embracing diversity, creativity and freedom of expression for every child, youth and adult regardless of gender, cultural, ethnic, religious and social background. Cf. <http://www.idp-europe.org/about/>

3 Assessment of TFESSD Influence

3.1 Relevance of TF projects

Relevance is defined as the extent to which projects are suited to the priorities and policies of the target group, recipient, and the donor.¹⁶ Relevance of the TFESSD projects is, therefore, assessed in relation to the Bank priorities, Indonesia's national priorities and TFESSD objectives.

3.1.1 Relevance related to World Bank priorities (CAS)

TFESSD projects are all in line with general Bank priorities and Bank focus areas as expressed in the CAS 2003 - 2007 and the CAS progress report 2004 - 2008. A few examples are provided below:

The TFESSD supported project, Mainstreaming Disability at the World Bank, supports one of the more recent key focus areas of the World Bank and the Indonesian CAS of empowering disabled people to become full participants in the economic and social life of their communities.

In the Bank, there is a growing interest on disability from regions and networks, and disability is increasingly being mainstreamed into Bank operations. During the last few years, the Bank's disability portfolio has become rather sizeable. From 2002 - 2006, 4% of all WB projects by number and 5% of new lending volume were projects with a disability component (USD 4,9 bn) and 6% of Economic sector work. In July 2004, 10% of projects in Europe and Central Asia had a Disability Component.¹⁷ In the Asian Pacific Region, a disability coordinator has been installed in every country office.

The CAS also commits to assisting Indonesia in attaining key MDGs in education and health - hereunder the enrolment rate at the jr. secondary school level and the completion rates at the primary and jr. secondary school levels.

An example from the environment window is the PROPER project which relates directly to three of the key Indonesia CAS thematic areas: improved governance, decentralisation, and sustainable use of natural resources (in this case, water). In the CAS 2003, the Bank states its support will be targeted to help build capacity within the new decentralised system, particularly in areas where Indonesia is lagging behind, such as the Government's Good Environment Programme - contributing to better and cleaner environment. The Bank will also help "...the Government expand its successful PROPER program to other geographic areas and other media"¹⁸.

The TFESSD supported CDD portfolio supports the Bank's efforts to deepen institutional reform in governance, transparency and the mainstreaming of support for local governments across Bank sector work. The Review of CDD Impacts in East Asia and Pacific Region further supported the Bank's corporate goals of improving the Bank's result focus.

As a result of recent scale of natural disaster related to emergencies, the WB and the Indonesian government have become increasingly focused on finding effective and efficient solutions for increasing project preparedness; and Disaster Risk Management has become a new CAS pillar in the CAS 2006.

¹⁶ DAC criteria for Evaluating Development Assistance.

¹⁷ World Bank: Disability at a glance: <http://web.worldbank.org/WBSITE/EXTERNAL/NEWS/0,,contentMDK:20264373~menuPK:34480~pagePK:34370~theSitePK:4607,00.html>

¹⁸ CAS, 2003.

At least two or three TFESSD projects of recent origin, Indonesia is used as a case country in global studies on how to improve the Bank's response to emergency situations related to the third pillar of the CAS 2006.

One example is the Responding to natural disasters through a community driven development approach which aims at improving the understanding of what happens with social funds when an emergency happens. According to the TTL, there is great interest in the topic from social fund and CDD task teams as well as external partners (e.g. social funds agencies, government staff and NGOs) and the work builds upon lessons learned from SF/CDD operations as well as NGOs that have responded to CDD and disaster operations.

Under this project, the Bank intends to provide upstream technical assistance to countries identified to be most prone to disasters, including highlighting issues related to disaster management in the country's PRSP and CAS documents. Products to be developed under the grant will provide guidance and support to WB task teams working on countries prone to disasters. In addition, addressing natural disasters through the Social Funds and CDD operations also fits under the Social Protection framework for disaster risk management as it explores how societies manage risks at the individual, household and community levels. The project also works with cross-cutting issues such as disability and gender.

Overall, the Indonesia TFESSD portfolio consists of analytical work that is feeding into country dialogue and CAS.

3.1.2 Relevance related to country priorities and demand

All TFESSD supported projects in Indonesia are in line with the country PRSP and Indonesia's own Poverty Analysis Program: Making the New Indonesia Work for the Poor (2006)¹⁹. The overarching objective of the Indonesia's Poverty Analysis Program is to identify what works and what does not in the fight against poverty, and to clarify options available to the government and NGOs in their efforts to raise living standards and the quality of life of the poor. Some of the priorities for poverty reduction which are in line with the TFESSD supported projects are to: invest in education with a focus on improving access of secondary schools and vocational training among the poor and improving the quality and efficiency of primary schools; scale up community-driven development (CDD) approaches to national level; complete development of a comprehensive social protection system that addresses the risk and vulnerability faced by the poor and near poor; and undertake capacity building initiatives to strengthen local government capacity to plan, budget and implement programs for poverty reduction.

Most of the projects have been executed in close cooperation with government authorities and/or other national stakeholders and it is the impression of the Evaluator that the results of the projects are appreciated by national stakeholders.

In projects such as the Mainstreaming of Disability at the World Bank, interviews with stakeholders at all government administrative levels confirmed that inclusive education is considered a major priority at the national, province, district and village levels and as an important means to poverty reduction.

The TFESSD funded baseline study on Inclusion of Children with disabilities or other specific/individual learning needs enjoys strong national ownership and fits well with Indonesia's efforts to achieve its Millennium Development Target of reaching nine year compulsory school enrolment for all. Fulfilment of the enrolment target rate at 98.1 percent is only possible with more focus on children with special needs.

The baseline study went into the further development of a national strategy to promote the government's Inclusive Education Agenda. At a stakeholder conference financed by the Government of the Netherlands in May 2007, 10 municipalities committed themselves to convert all primary schools within their jurisdiction into inclusive schools from year 2007. Today, approximately 10% of all schools are inclusive. One municipality is in the process of preparing a policy for inclusive education.

¹⁹ Making the New Indonesia Work for the Poor report is an output of the Indonesia Poverty Analysis Program (Indopov) - a multi-year poverty analysis program supported by the World Bank and the DFID Poverty Reduction Partnership Trust Fund. The program will provide the basis for the operationalisation of Indonesia's five year national development strategy and in planning actions to attain the Millennium Development Goals

Similarly, both projects assessed under the environment window are relevant in a country context as they support Indonesia's efforts to combat illegal and unsustainable exploitation of natural resources.

The PROPER Program fits well into the Minister's program to promote good environmental governance at district level. Relevance of this project is reflected in the fact that the project was restarted upon request from the GoI and the fact that although the initial project never reached full-scale operation and went dormant when the economic crisis hit South Asia, the implementing team in the Ministry of Environment continued to be in place and companies kept feeding information into the system. The fact that GoI has devoted 20 - 30 staff to operate the program also reflects ownership to the programme; although, central government interest may also owe to the capacity of the programme to oversee district performance in this area. However, although the program has gone country-wide, only 500 companies are currently participating.

The findings from the Poverty - forestry nexus project made it possible to disprove a long-standing hypothesis that there is a link between settlement of poor rural communities and forest/land-use changes in Indonesia (cutting down forest) and the information collected is contributing to include empirical evidence into the strategic level poverty reduction initiatives. The poverty-forestry nexus was included as one of the themes of the Indonesia Forestry Position Paper which was subjected to country wide consultations.

CDD interventions form an integral part of Indonesia's country strategies. The CDD projects supported under the TFESSD contribute in various ways to improve and mainstream government and Bank projects within this area.

Several of the projects are confirmed to be demand-driven, such as the PROPER Program and the Campaign to Improve Participation of Women in CDD programs in Indonesia. In the latter, the project applied a demand-driven methodology through focusing on activities proposed directly by KDP facilitators, NGOs, and women's groups around the country.

3.1.3 Relevance related to TFESSD objectives

The overall objective of the Trust Fund “*to act as a catalyst for the mainstreaming of environmental and social dimensions of sustainable development and for inclusion of these cross-cutting issues into the Bank's operations*”, is widely pursued in the individual TFESSD supported projects in Indonesia; and some “social-dimensions” are mainstreamed through the projects, in particular the CDD projects under the Social development window and the Mainstreaming of Disability at the World Bank have had a role as a catalyst in this regard. Mainstreaming of “environmental aspects” is less pronounced in the TFESSD projects already finalised. The three recently initiated projects addressing natural disaster management, however, witness an increased need and actual tendency in Bank' operations in Indonesia towards focusing on integrating social and environmental aspects related to natural disasters into socio-economic development. According to the TTLs for these projects, experience and products developed under these grants will provide guidance and support to WB task teams working on countries prone to disasters.

It is difficult to assess whether projects funded under the TFESSD fulfil the criteria of being innovative and catalytic. These criteria have usually not been supplemented with a clear definition against which it would be possible to establish a yardstick for measuring the extent to which projects have been innovative and catalytic. It was only in the FY07 Call for proposals that definitions were provided²⁰.

The TTLs were asked if they found that the projects they were managing were innovative and catalytic. Most TTLs found that they were. Innovation was understood in very broad terms among TTLs and could be related both to the topic addressed, the approach applied, and the setting in which the topic and/or approach was applied. Listening to the TTLs, most of the thematic issues addressed by the TFESSD projects in Indonesia are recently introduced or have only to a limited extent consolidated in the Indonesian country context and can hence be considered innovative. For instance, one TTL said: “with regard to disability, almost

²⁰ In the FY07 and 08 CfP, the criteria, *innovative and catalytic* were defined as, “*Setting the stage for future operations, clearly indicating the link-ages of the proposed project with, and value added over, ongoing or planned regular Bank analytical, program or project activities*”.

everything is new and innovative...” Another TTL said almost the same with regard to his project: “With regard to safety nets, many things are innovative”.

Most - if not all projects analysed in-depth - are by the Evaluation team assessed to be not consistently innovative but indeed catalytic in the sense of “*setting the stage for future operations*”, in that they have:

- Helped mainstream sustainable development approaches (CDD) by enabling its codification into operational policies;
- Concretised concepts through theoretical frameworks and indicators (e.g, the CDD projects and the Mainstreaming Disability at the World Bank project).
- Built content and consensus for CDD approaches and enabled their implementation by demonstrating results and evaluating impact.
- Resulted in collaboration across sectors and country teams.
- Contributed to capacity building of local stakeholders (e.g. confirmed by stakeholders interviewed in Bappenas who cooperates closely with World Bank staff involved in TFESSD supported as well as other CDD projects.
- Provided an opportunity to pilot ideas (e.g. the TFESSD supported CDD projects. the Mainstreaming of Disability at the World Bank, the PROPER project and the project, Mapping the relationships between poor rural community and forest land/land use changes in Indonesia), and/or they have.
- Generated additional funds.

In order to attain the overall objective of the TFESSD, TFESSD supported projects should be Multi-sectoral in nature, i.e. *interlinking themes relevant to social development, environment, poverty and/or social protection and including more than one network in the proposed activity.*²¹

All projects have obvious interfaces between various themes and sectors and it is the impression from interviews with Bank staff as well as progress reports that cooperation across sectoral and thematic units and networks in the Bank has taken place in the implementation of projects, for the most part.

E.g. cross-sectoral aspects have been maintained through integration of environment, social and poverty issues into sector planning (e.g. in the TFESSD projects, Poverty - Forestry nexus, PROPER, and Mainstreaming Disability at the World Bank). For instance, the Environmentally and Socially Sustainable Development (ESSD) Network and the Human Development Network (HDN) have cooperated in projects such as the Poverty - Forestry nexus project and the project, Responding to Natural Disasters through a CDD approach. The Development Economics Vice Presidency (DEC), the research and development arm of the World Bank, is often involved in projects and collaborates with country and/or regional World Bank offices. Thematic teams, such as the disability team, the Hazardous Risk Management team, and the CDD team are also involved when relevant. The three newly initiated projects on disaster management are also likely to be cross-sectoral in their implementation. Decentralisation, local governance strengthening, community participation, empowerment, and poverty reduction are other cross-cutting issues that have been addressed by many projects.

However, there is a varying degree of the nature of the cross-sectoral cooperation between Bank staff in the implementation of projects ranging from mere coordination in the collection of data (e.g. Mapping the relationship between Poor Rural Community and Forest Land/Land use Challenges, Safety Nets for Natural Disasters) to close and dynamic collaboration in actual implementation of projects (e.g. Campaign to Improve Participation of Women in CDD Programs in Indonesia and Review of CDD impacts in East Asia and Pacific Region).

According to one TTL, cross-sectoral cooperation can easily be argued in the proposals. Although linkages between themes and sectors are obvious this does not necessarily mean that cross-sector collaboration between Bank staff take place in the actual implementation of projects. As stated elsewhere in this report, there is a great focus on project selection in the CfP process among donors and TFESSD management; however, once projects have been

21 Open Call FY08 one page concept note; TFESSD homepage: <http://web.worldbank.org/WBSITE/EXTERNAL/EXTABOUTUS/ORGANIZATION/EXTESSDNETWORK/EXTUNITFESSD/0,,menuPK:1633800~pagePK:64168427~piPK:64168435~theSitePK:1633788,00.html>

approved and implementation is ongoing, project monitoring is limited. Hence, there is limited evidence of whether multi-sectoral cooperation between networks, sectors and thematic units have actually taken place.

Following increased TFESSD demand for cross-country projects as documented in the annual request for proposals, at least five projects in the Indonesia country portfolio were regional or global in terms of countries covered potentially allowing for cross-country comparison and dialogue. Whereas some projects report on sharing of lessons learned, one TTL reports on weak coordination and exchange of information and experience between different sub-projects executed in different case countries under the same baby-trust fund. In that case, sub-projects are seen as stand-alone initiatives.

3.2 Effectiveness of the TF projects

Effectiveness is defined as the extent to which TFESSD project objectives set are achieved.

Assessment of results and outcomes of the projects is based on reports and stakeholder interviews carried out in Indonesia.

It is too early to assess tangible results and outcomes of recently initiated projects on disaster management. Of the five completed projects and the rather progressing project, Mainstreaming Disability at the World Bank, the evaluation team has enough information to assess effectiveness.

3.2.1 Results of TFESSD projects

Specific results are described under each project in section 2.3 above.

The types of results produced are:

- Analytical work (up-stream and down-stream)
- Strategic and policy dialogue/support
- Empirical evidence of impacts - catering for upscale of projects
- Innovative practise (tools and approaches) for future operations
- Development and refining of tools and concepts
- Consolidation of application of tools and concepts
- Capacity building in Bank and client context

In general objectives of the completed TFESSD projects were met and the Evaluation Team did not encounter any major changes to objectives listed in the proposals. Also, it is the impression that the project Mainstreaming Disability at the World Bank is progressing according to plan.

Project results have been positively received by and useful to stakeholders at national level.

3.2.2 Trust fund mechanisms

The majority of the TTLs interviewed had good knowledge of how the TFESSD mechanism is functioning and were able to discuss the mechanisms with the Evaluation team. Most TTLs were satisfied with how the Trust Fund mechanism is working.

However, while some TTLs seem to be very strategic in applying for funding through the TFESSD for catalytic or other purposes, the application of other TTLs had merely happened coincidentally - a matter of good timing. The notification for the Calls for Proposals (CfP) was circulated at the time the TTL was planning a new project.

At least two TTLs found that the TFESSD provide highly flexible, timely assistance. This flexibility is considered particularly important when the need arises to field time-sensitive studies such as baseline surveys, rapid evaluations, which are needed to inform government budgeting and programming processes.

Other positive features mentioned by several TTLs are that it is an effective tool to leverage other funds, it is untied, and it allows for blue-sky-thinking; the latter being an essential

feature as it allows for exploration of opportunities that may succeed or fail. In Indonesia, it has among others provided the opportunity to explore the possibilities of CDD.

However, it was also mentioned that the increasing requirements to projects to be multi-country, regional or global may be a hindrance to flexibility.

One TTL (backed by TTLs at HQs) found that the size of the grants made available by the TFESSD is too small: “It simply is not worth the effort applying for the money”. According to the TTL, this should also be seen in the light that i) the TFESSD is a relatively small trust fund of which 50% is earmarked for Africa; in some FYs additional earmarkings further limit the amount of money available for non-earmarked projects for TTLs to compete for; ii) the reporting requirements are quite comprehensive. This reduces the attractiveness of the Fund. According to the TTL, it should be considered to establish a bottom / upper amount limit for trust funds.

Some TTLs reported on problems related to the late release of funds compared to the project implementation plan as stated in their proposals. This makes planning of project implementation and availability of resources, such as local consultants, difficult. Also the non-alignment of TFESSD releasing of funds compared to Bank regular funding cycle turned out to be a challenge.

There is a mismatch between the effort put into the selection of projects compared to the level of supervision and monitoring once projects have been approved. TTLs report on limited progress monitoring once implementation is on-going. “TTLs seldom get any comments on their progress reports. Only when deadlines are superseded they “...get a gun to their head”, i.e. a threat that unspent money will be withdrawn. None of the projects executed in Indonesia used the log-frame from the proposal in order to report on progress.

It seems that there is an in-built culture of not reporting on failure and that TTLs have a critical professional self-examination ensuring quality of outcomes and results. It was discussed with one TTLs whether it is possible to be innovative when the Bank does not recognise that “not successful” is also a possibility; the answer was that information dissemination across projects is lacking.

According to the country office TF manager, the office has considerable amounts of TF resources and greatly favours country execution - mainly due to ownership issues. However, the focus and type of projects of the TFESSD, the TF manager recognised that it would not be feasible to make TFESSD country executed. The Evaluation team did not encounter any problem of lack of country commitment to the TFESSD projects in Indonesia. The TF manager recommended that it could improve the process if there was a type of country office “clearing house” that projects should go through replacing the one liner approval message from the country director, which all TFESSD requires. Note that the Indonesia is a big office with more than 100 staff.

3.3 Influence of TFESSD projects

TFESSD funding has been and still is relevant, and has provided important contributions in setting the stage for future operations in the Bank, in Indonesia and in other countries. The level and nature of influence varies. In general, influence can be traced from influence on Bank policies and operations to influence in Indonesia.

Most projects are relatively small, complementing other efforts and aimed at contributing to wider policy dialogue and development and ultimately practice. They are usually off-shoots of other projects and take place in parallel with similar projects. This makes it difficult to trace evidence on their isolated influence.

The Indonesia portfolio conforms to the general objectives of the TFESSD; most projects have acted as a catalyst and many projects can be seen as innovative - in the broad understanding of the term as proposed in the FY07 and 08 CfP - in promoting new thinking and practice, e.g. by piloting initiatives and leveraging additional funding. Multi-sectoral aspects are also induced by integrating environment and social development and protection issues into poverty reduction.

Some projects have had a strong influence in the Bank's policies.

This is in particular pronounced for the CDD project portfolio. For instance, the TFESSD grant for *Review of CDD Impacts in East Asia and Pacific Region* has been critical in building a body of empirical evidence surrounding CDD programming related to the KDP programme in Indonesia, EAP. The influence is manifested on several levels.

The impact study demonstrated the value of the CDD approach in supporting Bank priorities related to governance, decentralisation and empowerment and this message has been taken up by the World Bank.

The Bank has publicised the findings in its presentation to the Indonesian Government and results have fed into the development of the Bank's EAP flagship program in the region. Ten Bank projects are off-springs of the KDP programme.

CDD experience from Indonesia has also had influence on CDD operations outside Indonesia and the EAP. In Afghanistan Indonesian CDD experience has been an important source of inspiration for a nationwide Solidarity Program in which there is a significant governance aspect.

In addition, several methodological elements developed under the Impact Study and the *Campaign to improve participation of vulnerable groups* (M&E, economic impact assessment, training, etc.) have been integrated strategically into CDD project systems and procedures to improve quality and deepen the empowerment aspect in other WB CDD Projects. M&E survey tools and instruments may form a CDD toolkit to be learned from, used and adapted in other settings.

The baseline study in inclusive education provide important information and findings in combination with Bank lending for two projects (Early Child Development Programme and Bermutu). According to the TTL, the TFESSD grant make the loans perform better because of the information provided by the baseline.

The fact that many of the projects are cross-country and multi-sectoral constitutes a potential for sharing of lessons learned and best practices across countries and regions and between networks, country and regional teams, and thematic teams in the Bank. This has in some occasions had positive influence on collaboration and coordination practices within the Bank. For instance, a project such as the Poverty-forestry nexus has had an important influence on the collaboration and coordination between the Environment Department and the PREM colleagues who facilitates the PRSP preparation process.

Many projects funded under the TFESSD have fed directly into government policy making.

For instance, the GoI has adopted the CDD approach as one of the most important mechanisms for reducing poverty; it provides a much needed alternative to a control-oriented top-down approach of the former political regime. This is among others demonstrated in the launching of the national poverty program in 2006, PNPM, which is the main poverty alleviating program in the country and which builds on the KDP. Up to the launching of the new programme, study findings from the Review of CCD impacts project were often quoted by the President and senior government officials.

According to national stakeholders in the Ministry of Planning, BAPPENAS, TFESSD funded projects have contributed to a better understanding of basic village structures and processes based on social ground research and the CDD approach is attributed much of the recent positive socio-economic development in Indonesia. A person interviewed stated that "There seems to be a causal link between the conduction of the CDD Impact assessment study and the development of Indonesia".

Findings from the CDD impact evaluation funded by TFESSD have been used by government and the development community to inform future programming and correcting implementation problems and the approach has carried over into successor programmes and been replicated in other sectors, such as education and water.

Also, specific methods developed under the supported projects, e.g. the method for assessing economic impact assessment of CDD projects, have in many occasions been taken up by the GoI (through Bappenas, the Ministry of Planning) and applied in adopted versions to evaluate other CDD projects in Indonesia.

Other TFESSD supported projects have also had direct influence on government policies and strategies. E.g. Mainstreaming Disability at the World Bank funded a baseline study on inclusive education, which went into the development of a national strategy to promote Inclusive Education. Likewise, the knowledgebase on the dynamics of the poor and their use of forest resources (under the project “Mapping the relationship between the Poor rural community and forest land/land use changes in Indonesia”), fed directly into and influenced policy dialogue and the Indonesian Poverty Assessment (INDOPOV).”

Projects carried out under the poverty window have also had influence at national level.

The knowledge and findings from the project on the Poverty - forestry nexus has provided important input to policy makers and forced political discussions to focus on what is actually the issue to be addressed in the poverty- forestry nexus and contributed useful input to the qualification of the INDOPOV. The project also developed and strengthened the policy dialogue between the Bank and Indonesia on this issue.

According to an evaluation of the effectiveness of the PROPER approach initiated in 2004 which analyses changes in emission concentrations, concludes that there was indeed a strong, positive response to the Programme. In particular among firms with poor environmental compliance records; these firms cut their emissions intensity by approximately a third.²² These actions will improve water quality and, in that way, contribute to cleaner water supply for the poor.

According to the TTL interviewed, the programme was a success. However, the success cannot be attributed the TFESSD grant alone. Additional funding of the programme was necessary to make it fully operational. The TFESSD grant was, however, instrumental for the success because it allowed for hiring the necessary local consultancy capacity to revive and adopt the programme which would not have been possible with Bank money and the grant managed to leverage the necessary additional funding in order to make the system fully operational.

The fact that only 500 industries are enrolled in the programme may limit the direct influence on water quality and hence in contributing improved services to the poor.

According to TTLs and national stakeholders interviewed TFESSD grants have also contributed significant indirect influence at country level. There are several examples where projects funded by TFESSD have been used as seed money for leveraging additional funding which would not otherwise be available. This is for instance the case with the projects: Mainstreaming Disability at the World Bank, the technical assistance project in support of the PROPER programme, and the LL2 Project.

The projects involve government counterparts in different ways catering for capacity building. For instance, there is close collaboration between the Planning Ministry, (BAPPENAS) and the WB staff working with CDD. Technical staff in BAPPENAS had almost daily contact with WB staff working with CDD on all kinds of issues, such as monitoring and evaluation at district level.

Also the Mainstreaming of Disability at the World Bank project had a close counterpart relationship with the Ministry of National Education as well as with district and municipality stakeholder which allowed for dialogue and local capacity building.

Other projects, such as the Poverty-forestry-nexus did not have a counterpart; the same will probably be the case in the recently approved project Study of the Tsunami Aftermath and Recovery (STAR) project.

²² Jorge García López, Thomas Sterne, and Shakeb Afsah. Public Disclosure of Industrial Pollution: The PROPER Approach for Indonesia? Discussion paper, October 2004.

4 Conclusions and Lessons Learned

- All projects are found to be relevant vis-à-vis Bank priorities and Bank focus areas as outlined in the CAS 2003 - 2007 and the CAS progress report 2004 - 2008.
- TFESSD projects are generally well implemented and relevant to the country context. All TFESSD supported projects in Indonesia are in line with the country PRSP and Indonesia's own Poverty Analysis Program and related document: Making the New Indonesia Work for the Poor (2006).
- Most of the projects have been executed in close cooperation with government authorities and/or other national stakeholders and it is the impression that the results of the projects are appreciated by national stakeholders. Cooperation with government authorities and/or other national stakeholders has catered for capacity building of national stakeholders.
- TFESSD funding is relevant and important. All projects have had influence; nevertheless, the level of influence varies. Most projects in Indonesia are relatively small, complementing other efforts and aimed at contributing to wider policy dialogue. They usually take place at the same time with other related projects, which makes it difficult to trace evidence on their isolated influence. However, the following findings are emphasised:
 - Some projects have had a direct influence on the Bank's policies and operations. For example, CDD experience from Indonesia has influenced CDD operations outside Indonesia and the EAP.
 - Projects using the CCD approach, the PROPER, the Poverty - Forestry Nexus and the Mainstreaming Disability at the World Bank feed into the CASs, the PRSP and the INDOPOV.
- The Indonesia portfolio conforms with the general objectives of the TFESSD;
 - Multi-sectoral aspects are maintained, however, cross-sectoral cooperation varies from mere coordination in collection of data to close collaboration in actual implementation. Examples of cross sectoral cooperation are:
 - Integration of environment and poverty issues into sector planning (Forestry - Poverty Nexus),
 - Community participation, natural disaster management, and poverty reduction.
 - Mainstreaming the social dimension of sustainable development is more pronounced than the environmental dimension. Projects addressing the social dimension are more aligned in the sense of supporting the same strategic direction, whereas the environmental dimension is addressed in more fragmented projects.
 - Projects are not consistently innovative but many can be seen as 'setting the stage for future operations' by introducing new perspectives, new findings, new approaches; refining and consolidating concepts
 - Most projects have catalysed new thinking through piloting initiatives, catalysing additional funding; The TTLs involved in the TFESSD projects found the fund relevant and important. It allowed them to work on cutting-edge projects within the World Bank.
- Still, the TFESSD does not cater for strategic planning of the project portfolio at the country level. Currently, applying for the funds is rather coincidental than strategic.
- Some TTLs report on delays in the release of funding making planning of implementation and availability of resources difficult
- Products or results of the projects are typically tools and approaches, analytical work related to poverty reduction as a phenomenon, input to development of WB sector strategies applicable for all WB operations, projects that aim at contributing to development thinking and knowledge sharing at a "global" level.

- Progress reporting give some cause for concern:
 - Substantial monitoring of project progress is insufficient - de facto there is no real monitoring and evaluation of individual projects; there is no consistent reporting against Logframe.
 - Window management have in the past only followed disbursements and "mechanic" reporting
 - There is a mismatch between the attention devoted to selection of projects compared to when projects are ongoing.
- Some cross-country TFESSD projects are composed of several sub-projects. There is *significant variation* in level of cross-fertilisation among sub-projects; some sub-projects are rather small stand-alone initiatives.
- Although Indonesia is one of the bigger countries in terms of TFESSD support granted to projects in the country, TFESSD granting to the country is relatively limited compared to the Bank budget at large going to Indonesia.

Appendix I: Stakeholders Interviewed

World Bank, Country office

TTL, Susan Wong, Senior Monitoring and Evaluation Specialist, World Bank, Jakarta

TTL, Scott Guggenheim, World Bank, Jakarta

TTL, Giovanna Dore, Environmental Specialist, Environment and Social Development Unit, EAP, World Bank, Washington.

Trust Fund Coordinator, Taufikurrahman, World Bank, Jakarta

Operations Officer, Rosfita Roesli, Education, World Bank, Jakarta

World Bank, Head Quarters

TTL, Daniel Mont, World Bank, Washington

TTL, Samantha De Silva, World Bank, Washington

TTL, Carlo del Ninno, World Bank, Washington

Mainstreaming disability at the World Bank

Inclusion Advisor, Budi Hermawan, Managing Contractor Program Management (MCPM) for the Australia-Indonesia Basic Education Program (BEP).

Sukabumi City

Mayor of Sukabumi, H. Muslikh Abdussyukur, Sukabumi City

District Assistance for Sukabumi City, Fifi Kusuma, Sukabumi City

Head of Regulation Office, Nicke, Sukabumi City

Head of Social Welfare Office, H. Deden, Sukabumi City

Public Relation Unit, K. Rahmadani, Sukabumi City

Social and Religion Unit, Udin, Sukabumi City

Head of General Affairs Unit, Hardi Harpan, Sukabumi City

Head of Education Authority Office of Sukabumi, H. Mulyono, Sukabumi City

Deputy Head of Education Authority, Dudi, Sukabumi City

Head of Primary Education Unit, Sanusi H, Sukabumi City

Head of Section in Primary Education Unit, Ayep Supriatna, Sukabumi City

Head of Cisarua Primary school, Hj. Rodiah, Sukabumi City

Directorate Special Education Management, Directorate General Management of Primary and Secondary Education, Ministry of National Education:

Director, Drg. Ekodjatmiko Soekarso

Staff of Sub-directorate Program, E. Kusetyorini

Staff of Sub-directorate Program, Ucu Suhermina

Staff of Sub-directorate Program, Edna Betty

Staff of Sub-directorate Students affairs, Purna Wardhani

Staff of Sub-directorate Institution, Suyatmi

Staff of Sub-directorate Learning and Curriculum, Rika Rismayati

Bappenas, National Development Planning Agency:

Head of Sub-Directorate for Program Development, Vivi Yulaswati, Directorate for Poverty Reduction.

Head of Sub-Directorate for Community Empowerment, Rudy S. Prawiradinata.

2007: Norwegian Embassy

First Secretary, Birgitte Hygen

Finnish Embassy

Second Secretary, Riitta-Liisa Gerlander

Trade and Development Officer, Ivan Alidjaja.

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