



Submission Snapshot

Date Submitted

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Reference No.

GPSA-QS8Z

1.1 Project Title

Strengthening CSO Capacity to Improve Access and Quality of Jampersal Service Delivery

1.3 Project Overview

Recipient/Executing organization name: PATTIRO

Address of the recipient organization: Jl. Intan No.81 Cilandak Barat, Jakarta Selatan, Indonesia 12430

Country in which applicant CSO is a legal entity: Indonesia

Mentee(s) organization(s) name(s):

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Project start date: 15-Jul-2013

Project end date: 15-Dec-2016

Project geographic scope: National level

Total project cost: US\$ 997.419.39

Additional financing sources:

Section 2: Project Objectives

2.1 Project Objectives

The project's core objective is to improve access and service quality of National Childbirth Assistance (Jaminan Persalinan/Jampersal) in pilot areas by using ICT system and strengthening CSO and women's role to disseminate and monitor the implementation of the program. Currently, national data shows that the budget realization of Jampersal was only 50% of the total Rp. 1,5 trillion in 2012 and in some districts the budget realization was very low. In term of the quality of service delivery, some problems were identified, such as complexity of financial

mechanism and delayed payment that worked as disinsentive instrument for service provider to provide good quality of Jampersal service delivery

Our project will use ICT system (SMS, facebook, twitter) to disseminate information on Jampersal to grassroots women both directly to grassroots women and through CSO to increase the number of pregnant women to reach Jampersal. To improve the quality of service delivery, the program will develop complaint handling mechanism by using ICT system (call center/sms center, facebook, twitter) that would allow CSOs but more importantly grassroots women to monitor and send in their feedbacks regarding the quality of Jampersal delivery through their mobile phone. The inputs will encourage the service provider to overcome the weaknesses of their service delivery and improve their performance that could be indicated no case in which Jampersal patient is refused by service provider or the delivered service standard as good as service deliver to non-Jampersal patient.

The system that enables Jampersal to reach more grassroots pregnant women and improve service delivery should be scaled up to the national level by providing knowledge sharing events and products to persuade other districts or Ministry of Health replicate the project result and furthermore it can be replicated on a similar national project, such as PNPM Generasi.

2.2 Focus Area

Social accountability initiative or program; CSO Institutional strengthening; Capacity-building and technical assistance

2.3 GPSA Pillars of Governance

Transparency; Representation and voice; Accountability; Learning for improved results [required]

2.4 Project Goals and CSO's Mission

Our vision is to be the center of excellence for better decentralization with three focus areas, including public service delivery improvement, public policy reform and public finance management. Outcome and strategic program in public service delivery improvement as follows:

Outcomes:

1. Demand Side: Community in the project areas is able to monitor the performance of public agency (including the government) and to contribute in improving the quality of public service.
2. Supply Side: Public agency in the project areas is able to provide services according to public needs.

Strategic Programs:

1. Demand Side: Increasing the capacity of public service users in order to improve the quality of public service.
2. Supply Side: Improving public service model that is oriented to fulfillment of public needs.

To reach the above outcomes, we are implementing the programs as follows:

- I. Strengthening CSO Roles in Local Budgeting Process: intended to increase the capacity of local CSO to participate in planning, budgeting and monitoring so that local budget can be pro-poor and gender-responsive. Citizen Report Card will be used as evidence-based advocacy tools. CSO coalition will take a constructive engagement with the local government and the local parliament.

II. Community Access to Information: aims to increase CSO capacity in accessing public information in order to accelerate public service delivery improvement. On the demand side, we provide capacity building to the Community Centre (CC). In supply side, we focus on strengthening government officials (namely PPID) to produce public information and providing technical assistance to Provincial Information Committee to fulfill its role as mandated by the Freedom Information Law. Both program 1 and 2 are implemented in 20 regencies in 5 provinces in Indonesia (East Java, East Nusa Tenggara, West Nusa Tenggara, Papua and West Papua). a cooperation between Pattiro and Australia Indonesia Partnership for Decentralization (AIPD) since 2012 until 2015.

III. Involvement in Open Government Partnership (OGP Indonesia as Core Team Member and as a Secretariat for FOINI (Freedom of Information Network Initiative). Activities to support Pattiro's effort in facilitating CSO network nationally in OGP and FOINI will have the backing of Ford Foundation (in the process of contract preparation).

We believe there is a need to have best practices on how the community takes an active role in monitoring the performance of service provider in the effort to improve public service which we hope can be achieved through the proposed project.

2.5 Project's Beneficiaries

2.5.1 Project's main direct beneficiaries: The project's main direct beneficiaries are Jampersal stakeholders in pilot areas, including:

1. Jampersal beneficiaries (pregnant women);
2. CSOs at the district level;
3. Midwives and doctors; these are service providers from the Jampersal project;
4. Administrators of the Jampersal project in Local Health Offices.

2.5.2 Project's indirect beneficiaries: The project indirect beneficiaries are:

1. National CSOs such as women's faith-based organizations (namely Aisyiyah, Muslimat NU and others) that have members around Indonesia;
2. National government or sectoral ministries that have similar project;
3. CSOs at the district level located not in the pilot project areas;
4. Other local government in Indonesia.

As national project, Jampersal is implemented in 491 districts throughout Indonesia.

Section 3: Project Description

3.1 Sectors of Focus

Public sector – State Reform:

Transparency/ Access to Information: National, District/Local

Budget Accountability: National, District/Local

Sector Reform:

Health and nutrition: National, District/Local

Social protection: National

3.2 Project Strategy

3.2.1 Governance and/or development issues: Jampersal is a central government project to lower maternal mortality rate in Indonesia to accelerate achieving MDGs target. In implementing the project, it is faced with many obstacles (such as low level of budget realization) that imply the project achievement. By project intervention, it is expected that Jampersal implementation to be more effective so that Jampersal's social accountability improved and it is proven by a higher rate of budget realization, increasing number of beneficiaries and a better quality of service.

At the beginning of the project, it will be implemented in three regencies as pilot areas with following criteria: low Jampersal budget realization, high maternal mortality rate and CSOs have strong network and good relationship with the local government.

Project strategy includes intervention on the demand-side and the supply-side. Intervention on the demand side is done by forming and strengthening CSO at the district level to take up role in monitoring and giving feedback to improve Jampersal implementation by using ICT. On the supply side, intervention is done by providing training and technical assistance for service providers so that they can provide high quality service delivery.

3.2.2 Strategy for building multi-stakeholder support: Strategy for building multi-stakeholder support which will be implemented in the project covers three things:

(i) Coalition-building at district level: potential members at this level are CSO that has many members and can reach out to remote areas (e.g, Aisyiyah, Muslimat NU, others). The purpose of coalition-building is to form a pressure group to increase the coverage of Jampersal project and to ensure that service provider is giving a service at a standard that has been agreed upon.

(ii) Use of network: utilize the network of coalition members at the district level to reach out to potential beneficiaries, including pregnant mothers from poor family in the village that do not know about Jampersal project so that it will increase the number of Jampersal beneficiaries.

(iii) Strategic coordination of local and national civil society monitoring interventions: in the form of monitoring results done by civil society at the district level that will be summarized and wrapped up as feedback for the central government in the form of data and information of project implementation at the district level (achievement, obstacles, challenges) and recommendation on project improvement.

3.2.3 Strategy of constructive engagement: Constructive engagement will be conducted at two levels:

(i) Municipal government; (ii) Central government, especially with the Ministry of Health.

At the project implementation preparation phase, engagement will focus on explaining project design and the benefit it offers to support government's work performance. Expected output: commitment to support this project from local and central government.

In the first year, engagement will be focused on getting needed data and also getting government involvement in social audit implementation to increase government's sense of belonging of this project.

In the second year where the focus will be on monitoring Jampersal service delivery, engagement will be focused o

getting support and positive responses from feedback from CSO network. In the third year, the project will be focus on wrapping up results and and project lesson-learned so that engagement will be focused on getting the central government commitment to institutionalize the project result.

Constructive engagement is conducted in few methods: hearing at the beginning of the project, updating project progress regularly in formal and informal ways; inviting central government officials as a resource person in local level activities; policy dialogue meeting at district level.

3.2.4 Communications and outreach strategy: To communicate this project to a wider audience, recommended strategic communication is as follows:

I. Project Branding, aims to introduce the project to stakeholder through few activities:

(i) Draft of project profile; (ii) Dissemination of project profile through multiple media such as printed media (leaflet), organization website, or social media (facebook and twitter).

II. Dissemination of Project Result, aims to communicate project result through: (i) Develop good practices in the form of film and manual (bilingual); (ii) Dissemination project result in the form of knowledge sharing events, film distribution and manual either directly or uploaded to organization website.

Activities related to communication strategy are part of knowledge and learning activities.

During project implementation, media will be utilized in pilot locations to reach wider audience in the following activities:

- Campaigning Jampersal using printed media (leaflets, posters), radio, sms, website and social media (facebook and twitter);
- Monitoring Jampersal using: (i) Web-based independent reporting application to enable CSO in the regency-level to provide report to central government of Jampersal implementation in its areas through national NGO; (ii) ICT to support complaint handling mechanism (call center, SMS center or SMS gateway that will be selected depending on local conditions).

3.2.5 Social accountability mechanisms or tools: Specific tools would be used in the project are social audit and user-based survey that will be conducted in 3 pilot project regencies.

Social audit will be implemented in the first year of the project with around 200 beneficiaries or potential beneficiaries to participate in it. It aims to get an overview of Jampersal project, particularly from the beneficiaries' (pregnant women) and potential beneficiaries' (pregnant women who are not yet Jampersal users) point of view on few aspects such as: service coverage, service access and service quality. Social audit will result in feedback from the beneficiaries regarding their problems in accessing Jampersal service to Local Health Offices as Jampersal administrator.

Predicted result from social audit is that many potential beneficiaries have not yet utilized Jampersal because of very little information about Jampersal. Because of that, it is important to campaign about Jampersal by CSO network or by the local government so that potential beneficiaries are aware of Jampersal and utilize it so. The positive changes of this effort are indicated by increasing the number of Jampersal beneficiaries and the amount of its budget realization.

User-based survey will be implemented in the second year of the project to get the evicence whether Jampersal

provider gives a quality service to its beneficiaries. User-based survey is conducted with 200 participants in each pilot area. Predicted result from the survey is that there are Jampersal providers giving sub-standard service that is causing beneficiaries reluctant to continue to participate in Jampersal project. If these sub-standard services are widespread among providers, it will result in declining interest from the public to participate in Jampersal project and thus, the purpose of Jampersal project will not be achieved. User-based survey result will give feedback to local government about the need to monitor how Jampersal service is given and to provide complaint mechanism so that they can receive report and rectify sub-standard services.

Social audit and user-based survey tools are used as an effort to increase CSO network's capacity to conduct evidence-based advocacy so that it has a strong argument during policy dialogue with the local government (as Jampersal administrator). It is also to encourage local government to follow up recommendation from the CSO to improve Jampersal project to be socially accountable by focusing on its service coverage and quality. Therefore, social audit and user-based survey will positively contribute to the achievement of project outcomes.

3.3 Social Accountability Tools

Transparency and Access to Information: Develop information and communications materials to make public information accessible to targeted audiences, Submission of requests for access to public information, Develop online database to display public information in accessible, understandable formats

Voice and Representation: Develop civic application to display public information and engage citizens or targeted audiences through the use of ICT tools (e.g. crowd-sourcing, SMS), Capacity-building of CSOs, CSO networks and/or targeted citizen groups

Accountability: Independent budget monitoring (including budget expenditures tracking, budget process monitoring), Design and implement community scorecards to assess service delivery (availability of inputs, service quality), Design and implement social audits of public policy/public program implementation, community-based monitoring of public works' execution, Design and implementation of complaints handling or grievance redress mechanism

3.4 Summary of Project Components

3.4.1 Project summary: There are three components, namely: demand side, supply side and knowledge and learning.

Component 1: Demand Side.

The component aims to increase CSO network's capacity in voicing out, representing and giving feedback of Jampersal service. Activities will be implemented in 3 regencies of pilot project. It consists of 3 main activities:

1. Forming CSO network to monitor Jampersal service delivery.
2. Implementation of Jampersal social audit. Its purpose is to get an overview of Jampersal implementation, from the beneficiaries side, as a basis to conduct engagement with the Health department as Jampersal administrator.
3. Monitoring of Jampersal service by the CSO network using ICT
4. Engagement to supply side to give feedback of social audit and user-based survey results to local government.

Component 2: Supply Side

The component aims to strengthening service provider's capacity in order to able to implement Jampersal technical guidance that is published by the Ministry of Health and able to providing high quality service to Jampersal beneficiaries and willing to implement complaint handling mechanism. Target from the capacity building covers two groups: (i) service provider: midwives, doctors, clinics, hospitals; (ii) Jampersal administrators (staffs from the Local Health Office).

There are 3 main activities that will be held in the component:

1. Training for Jampersal technical guidance and continued with technical assistance to service provider.
2. Training on customer satisfaction and complaint handling mechanism and continued by technical assistance to service provider in the form of serial discussion.
3. Developing complaint handling mechanism of Jampersal service delivery.

Component 3: Knowledge and Learning

The component aims to build knowledge from project implementation in the form of explicit knowledge to be shared to national and international stakeholders and to be replicated either in the form of replication of Jampersal monitoring in other areas or replication of national project similar to Jampersal. Project lesson learned is expected to be used by Ministry of Health as a source to improve future Jampersal design. The component consists of 4 main activities (3 activities are related to the creation of project's knowledge product and 1 activity related to monitoring). Activities mentioned are:

1. Learning workshop: a discussion of why and how from the M&E data and follow up discussion of sharing ideas and experiences with the help of ICT that will be implemented once every six months.
2. Explicit knowledge produced in the form of: lesson learned report, manual of how to monitor central government project and film with the theme of "social accountability of Jampersal project" .
3. Sharing knowledge events in which targeted participants are national stakeholder that has the potential to do replication.
4. Monitoring and evaluation activities that cover: baseline survey, monitoring and coaching: to monitor project implementation progress in 3 pilot areas, to discuss with local team to identify outcomes, obstacles and find solution to ensure outputs and outcomes could be achieved, evaluation summit: to evaluate project outcomes by stakeholder participation, to be done in the third year, independent evaluation, external review.

3.4.2 Summary of lessons learned: The relevant lesson learned from previous experiences in this project are:

- Dialogue between beneficiaries and service provider is important to reduce misunderstanding between the two. Service provider is quite enthusiastic because it can decrease social unrest and the community sees this as a chance to give feedback. Complaint handling mechanism is important as a communication medium between them.
- ICT is useful to create an easier communication between the community and service provider. ICT usage must be optimized to accelerate service delivery improvement.
- Changes happen because of a combination between technical skills as well as political skills. Technical skills are competency on the issue that is become the focus of changes, while political skills are the ability to map actors or stakeholders and convince them to be more pro to changes. Both complement each other and important to be used in parallel way.

- There is always champion actor in the government that responds positively to changes. The use of political economy approach in mapping the actors and their interest will make collaboration between these champion actor much more achievable.
- It is important to do evidence-based advocacy. Equipped with proofs, advocacy will be more focus, stakeholder will understand better of the changes expected and changes outcomes are measurable.

3.4.3 Alternatives considered: There are three alternatives intervention considered in the design of the project:

1. Intervention focused to create social accountability good practice, with the option in Jampersal by strengthening CSO network with the help of ICT. Pros: (i) directly improve Jampersal service delivery in pilot areas; (ii) higher chances to be replicated by other local government or CSO since Jampersal is a national project; (iii) good sustainability opportunity in pilot areas (because there are CSO network to assist) or adoption of project result by the central government referring to the benefit of the project; (iv) chances to be replicated by other similar national project, particularly project that is using Dekon/ TP mechanism that have similar problems. Cons: there are chances that the organization is labeled as “government NGO” because it is supporting government project and can be seen as not independent anymore.
2. Intervention focused to create social accountability good practice for local government project. Pros: success rate is high because of a specific focus. Cons: project is specific in certain areas, therefore interest to replicate it is not as high as interest to replicate national project.
3. Intervention to continue subsidized fertilizer issue and rice for the poor (raskin) issue that have been intervened in previous project (SIAP II), emphasizing on the sectoral intervention to resolve existing problems. Pros: (i) continuing the previous project. Cons: it needs bigger effort to create social accountability because of complex problems.

Therefore, first alternative is selected because the benefit far outweighs the cost.

Section 4: Project Implementation

4.1 Capacity Building

Despite University of Pennsylvania has awarded our organization a top thirty think tank in Transparency and Good Governance category in 2012 and 2013, we realize that we need a capacity building in the area of policy analysis, particularly related with fiscal decentralization issue and monitoring and evaluation system.

Because of that, through this project we propose capacity building plan as follows:

1. Training Fiscal Decentralization: this training is important to support technical competencies in the project we proposed because the focus of intervention is national project implemented locally. Training participants are project team, organization staffs and selected members from PATTIRO's network;
2. Training Monitoring and Evaluation System: this training is important to improve our staffs' M&E capacity to ensure the quality of projects we implemented. Training participants are project team, organization staffs, and selected members from PATTIRO's network.
3. International Workshop/Course in Public Finance: training is useful to improve our technical knowledge and network to support related project.

Regarding Training (1) and (2), we propose the World Bank Institute as the provider for the training.

4.2 Role of Partners

Applicant of this proposal is PATTIRO. In implementing the project, PATTIRO will recruit project implementation team and consultant.

Project implementation team consists of:

1. National project team, which consists of:

- i. Project Director;
- ii. Project Manager;
- iii. Civil Society Specialist;
- iv. Government Engagement Specialist;
- v. Monitoring Evaluation & Knowledge Management Specialist;
- vi. Finance Manager;
- vii. Project Assistant.

For job description detail, please refer to project team template.

2. Local project team, which consist of: Local Coordinator, Civil Society Officer and Admin&Finance Officer

3. Consultant recruited will cover:

(i) Consulting firm, that include:

- a. IT company: to develop web-based independent reporting application;
- b. Production house: to produce film.

(ii) Individual Consultant:

- a. External reviewer;
- b. Manual writer;
- c. Independent evaluator.

4.3 Monitoring, Evaluation and Learning

4.4.1 Monitoring: M&E system will use result-based management approach. It will be tightly related with Knowledge and Learning strategy to maximize dissemination of lesson learnt. M&E system has two purposes:

- i. Accountability: providing evidence-based mechanism that is able to support evaluation process of the project to achieve its targeted outcome;
- ii. Shared knowledge/lesson-learnt: to highlight and to disseminate multiple lessons learnt of the project to national and international stakeholders, to improve the project or to be replicated.

Logical flow of the project is as follows: multiple inputs for the project will result in various key products such as knowledge, skills and a better partnership between CSO and the government. Moreover, changes will happen as

long as key stakeholders can sustain the use of these key products. Expected changes are improvement in Jampersal management so that potential beneficiaries can access Jampersal service and can get good quality service. If these changes took place, then it can be said that there is a social accountability improvement from the Jampersal project.

To monitor the progress and result evaluation according to project logic, there are two approaches that can be used, which is:

- i. Multiple level of Performance Monitoring Framework (PMF);
- ii. Evaluation study.

Combination from these two approaches are expected to be sufficient in monitoring and giving information of positive changes affected by the project, particularly about Jampersal service improvement. Besides that, the project also used Jampersal secondary data produced by the local government. Systematic monitoring will be done at multiple phases of the project (beginning, during and at the end of project implementation). Explanations regarding monitoring at the beginning and end of the project can refer to section 1.4.2. regarding evaluation.

Systematic monitoring to measure project progress is done by utilizing PMF approach. Methods used are:

- i. Data collecting: done locally by project implementation team and submitted a monthly report;
- ii. Data analysis: done by project team in Jakarta and lead by Monitoring Evaluation & Knowledge Management Specialist;
- iii. External review: only to review social audit report and user-based survey report.

Monitoring of project progress will be supplemented by coaching the local implementation team to identify outcomes, obstacles and form solutions so that all project output and outcomes can be achieved. Coaching methods used are direct coaching (program team to monitor directly to pilot project locations) or ICT-based coaching (coaching using ICT) such as Skype meeting, email or phone.

From a financial perspective, funds needed for monitoring and coaching activities, hiring external reviewer, and organizing learning workshop, while ICT-based coaching will only need a minimal cost allocation for it. Total funds required is 5 % from the project value. External support is needed to hire external reviewer to ensure the quality of social audit report and user-based survey report.

We believe that the methods proposed are sufficient enough to collect data needed to measure project's progress.

4.4.2 Evaluation: To measure program outcome, systematic monitoring at the beginning and at the end of the project will be done through several evaluation studies that cover:

- i. Thematic evaluation (baseline survey);
- ii. Evaluation summit;
- iii. Independent evaluation.

Baseline survey is done by internal source to learn the project's early condition, either from the demand side or the supply side. From the demand side, CSO mapping will be done in each pilot project location to study the interest, capacity and commitment involved in the project. From the supply side, baseline will focus on mapping Jampersal service provider, capacity identification and problems faced by the provider during Jampersal implementation. Data

collection method used is interview, FGD and workshop. Furthermore, few of the baseline data is secondary data, which is Jampersal budget realization data and the number of Jampersal beneficiaries in pilot project location.

Participative evaluation method is utilized to measure project outcomes from stakeholder involved. Activities such as evaluation workshop with participants from CSO network representatives, service providers, Local Health Offices, Ministry of Health, national CSO and Jampersal beneficiaries. This will be conducted at the end of the project and the result will complement independent evaluation result.

Independent evaluation done at the end of the project will measure project outcomes as a whole, comparing the beginning and the final conditions of the project. We believe that the three methods are sufficient to evaluate project's intermediate outcomes and final outcome.

Financial resources are needed to fund baseline survey activities, evaluation summit and independent evaluation. External support is also needed to hire independent evaluator for end evaluation and to collect data for endline survey. Evaluation activities budget will be included in the Knowledge and Learning component budget which amount to 3 % of project value.

4.4.3 Knowledge and Learning: We will use hybrid approach between tacit and explicit knowledge approach. Tacit knowledge assumes that the knowledge in and available to an organization will largely consist of tacit knowledge that remains in the heads of individuals in the organization. This approach believes that learning in an organization occurs when individuals come together under circumstances that encourage them to share their ideas and (hopefully) to develop new insights together that will lead to the creation of new knowledge. While the explicit knowledge approach holds that knowledge is something that can be explained by individuals. This approach assumes that the useful knowledge of individuals can be articulated and made explicit and then be disseminated through documents, drawings, standar operating procedures, manuals of best practice, etc.

Basically, organization is utilizing more of tacit knowledge approach, and through this project, we would like to combine explicit knowledge approach so that the knowledge from the project can be useful for the public. Tacit knowledge approach is used to build knowledge sharing culture with main characteristic of "no blame environment" that makes all project team members committed and enthusiastic to continuously sharing ideas, experiences and discuss how and why it happens through multiple communication channels such as mailing list, Skype meeting, or learning workshop once every six months.

Explicit knowledge approach is used by using data and information produced from monitoring and evaluation as the database and facts to be discussed in sharing ideas and experiences throughout the duration of the project. Via the combination of these two approach, the types of products produced are:

- i. Lesson learned report that will be wrapped up further to be policy brief for central government (bilingual);
- ii. Manual on how to monitor central government project (bilingual);
- iii. Film, social accountability improvement in Jampersal (bilingual).

These products will be disseminated to national and international stakeholders through various knowledge sharing events.

External supports needed are:

- i. Resource person for knowledge management in the workshop at the beginning of the project;

- ii. Production house that will produce film;
- iii. Manual writer that will assist the team in drafting the manual.

Total funds required for Knowledge and Learning component (in it consists of Monitoring and Evaluation activities) is 26 % of project value.

4.4 Sustainability

We expect that the project intervention will continue beyond project duration because it will positively contribute to its stakeholder if it is done continuously. Sustainability plan of the project is:

- Option to urge CSO to have a membership to grass root level: CSO is expected to assist and pressure the supply side to continue project intervention after project is completed;
 - To conduct a constructive engagement with central government to increase smart practice institutionalization for the next Jampersal project design;
 - To held knowledge sharing events (as part of the Knowledge and Learning component) to increase the chances for replication by national CSO or other local governments. For other regions interested to replicate it, the project has designed comparative study activities to pilot project areas and technical assistance which is planned to be implemented on the third year of the project.
-