



Term of Reference: BANGGA Papua Process Evaluation

BACKGROUND

In 2017 the Indonesian province of Papua launched an inclusive child grant for all native Papuan children under the age of four. The program, called BANGGA Papua, is currently being implemented in three pilot districts, with plans to scale up across the province by 2021. The Provincial Government of Papua (PGP) developed the program with technical assistance from Australian Government funded programs, MAHKOTA and KOMPAK¹. The province funds BANGGA Papua through its special autonomy funds (OTSUS). Papua province has the highest rates of poverty and lowest child development in Indonesia. Furthermore, national social protection programs have limited coverage in Papua and experience significant implementation challenges. In response, the PGP launched BANGGA Papua, with the overall goal of achieving its commitment to delivering a 'Generasi Emas,' or golden generation, of Papuans. The design and implementation of BANGGA Papua, in light of its geographic constraints, limited infrastructure and political complexities, is instructive not only for Indonesia as an innovative example of inclusive social protection, but also to other countries implementing social protection programs in remote and challenging contexts.

BANGGA Papua provides mothers 200,000 IDR (~14 USD) per month for each of their eligible children. The first transfers were made in late 2018 and reached 16,000 mothers and 20,000 children in the three pilot districts. The next transfer in these districts is scheduled for July 2021. The first expansion to new districts may take place in late 2019 or early 2020. Beneficiary payments are delivered through bank accounts opened by Bank Papua in the names of the mothers or female guardians. Beneficiaries may withdraw cash at program payment distribution points organized on transfer days, or at any other time through Bank Papua branches.

Given that a lengthy preparatory phase and two payments will have been completed by July 2019, there is keen interest among provincial and national government stakeholders to understand the effectiveness of the BANGGA Papua business processes; deviations from (and appropriateness of) the original program design; and how beneficiary households and local communities are experiencing the program to date.

With Australian Government support, MAHKOTA and KOMPAK are commissioning a BANGGA Papua process evaluation to provide robust evidence on these issues.

PURPOSE

The purpose of this Terms of Reference (ToR) is to provide a basis for recruiting a qualified team to conduct the BANGGA Papua process evaluation. The ToR sets out the approach to the process evaluation as well as key questions to be answered; the scope of work; the positions, core competencies, and specific tasks required for the team; and key deliverables and timeline.

¹ KOMPAK implements governance programs at the sub-national level (including Papua) and has been a long-term adviser to the Papuan provincial government. MAHKOTA works with the GoI at the national level to help strengthen Indonesia's social protection system. The two programs collaborate to provide high quality technical assistance to the PGP with the design and implementation of BANGGA Papua.

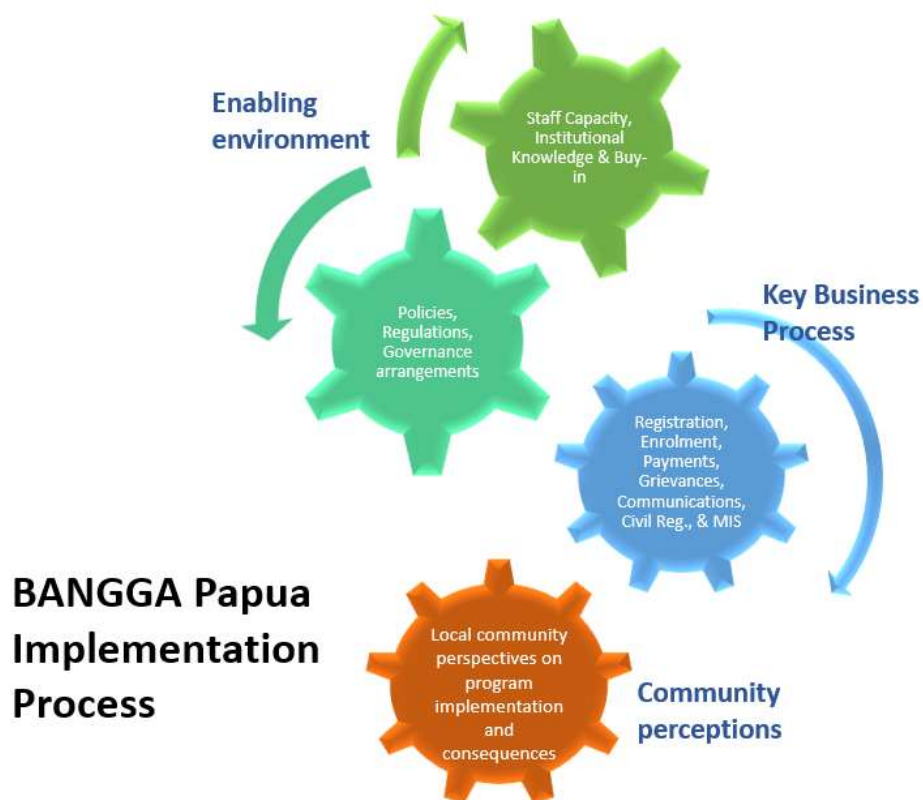
APPROACH AND KEY QUESTIONS

3.1 Approach

The process evaluation team will be required to assess three domains of program implementation (see Figure 1):

- The enabling environment (policies, regulations, governance arrangements, institutional buy-in, staff capacity and knowledge);
- Key business processes (registration, enrolment, payments, grievances, communications and management information systems); and
- The quality of implementation, as well as the intended and unintended consequences of the program experienced the community level

Figure 1: BANGGA Papua implementation process



The team is expected to provide a comprehensive understanding of program implementation to date and develop key recommendations. The evaluation will be practical rather than academic in nature and will inform the Papuan Provincial Government on how to improve the program's implementation in preparation for scale up.



The team will refer to the BANGGA Papua Operations Manual and Program Design document as a starting point to gauge how closely the Papuan province has implemented program processes, deviations from the design where applicable, and how such deviations affected program implementation. The team will also refer to existing M&E reports and MIS data to understand how the program has been implemented to date, as well as early impacts of cash to local communities.

Specifically, the process evaluation team will be required to:

- Provide a descriptive analysis of BANGGA Papua’s enabling environment, including its political economy as well as relevant policies, regulations, governance arrangements.
- Assess each of BANGGA Papua’s key business processes and provide recommendations for how they can be improved for scale-up
- Analyse how BANGGA Papua has been implemented at a community level and gather insights into how the program is affecting beneficiary and non-beneficiary families.
- Apply this analysis in order to explain:
 - how the provincial and district governments have implemented the program and the factors that influenced this implementation
 - the distinctions in implementation across the three pilot districts
 - implementation challenges faced and how they were addressed;
 - implementation successes and how they can be replicated;
 - intended and unintended consequences of program implementation; and
 - recommendations for strengthening program implementation as the program moves from pilot to scale out.

The methodology utilized will be qualitative and include in-depth interviews with key national government officials (e.g. BAPPENAS and Ministry of Home Affairs); provincial and district secretariats; development partner staff engaged in BANGGA Papua; focus group discussions with beneficiaries and other community level actors.

The research team will also be required to review all project materials such as the program design document, operations manual and standard operating procedures (SOPs), PowerPoint presentations, the management information system, and all monitoring reports.

3.2 Key research questions

The process evaluation will seek to understand some of the key questions as outlined in Table 1, although specific indicators and research questions will be established by the research team.

Table 2: key processes and research questions

Program design and preparedness	<ul style="list-style-type: none"> • Was the program appropriately designed? • Were the correct districts selected? • Did the gov’t receive adequate capacity building on program implementation and regulatory support from partners?
Funding and institutional arrangements	<ul style="list-style-type: none"> • Did the gov’t allocate enough funds for the program? • Did they establish the right institutional structures and allocate the right people for the right jobs? • Did these structures function as intended?



Socialization	<ul style="list-style-type: none"> • Was the program effectively communicated to relevant sub-district and village authorities and champions? To eligible beneficiaries? • Were the right messages delivered through the appropriate mediums?
Registration	<ul style="list-style-type: none"> • Did all eligible beneficiaries register for the program? What factors contributed to this outcome? • Did the gov't register beneficiaries as per the original design?
MIS and civil registration	<ul style="list-style-type: none"> • What was the process of beneficiary enrolment and civil registration? What were the strengths and weaknesses of the individual processes as well as their integration?
Payments	<ul style="list-style-type: none"> • Was BANK Papua the most suitable payment provider as per the Papuan context? • Were payment processes robust, and payment points adequately administered? • Was the division of labor between Bank Papua and government clear?
Grievances	<ul style="list-style-type: none"> • Do beneficiaries have an appropriate channel for filing grievances and appeals? Are they being utilized? • Is the government following up on grievances and appeals efficiently?
Gender and social inclusion	<ul style="list-style-type: none"> • Are gender and social inclusion aspects sufficiently considered and addressed through this program? How can this be improved?
Household and community level implementation and program consequences	<ul style="list-style-type: none"> • How has BANGGA Papua been implemented at a community level? What can be improved? • How have beneficiaries, non-beneficiaries, and other community actors experienced the program to date? • What are some of the changes that communities are starting to experience as a result of BANGGA Papua (intended and unintended?)

COMPOSITION OF THE TEAM AND CORE COMPETENCIES

The process evaluation research team should consist of:

- Governance/political economy specialist (up to 35 days) – BaKTI
- Research assistants – 6 persons (up to 15 days) – BaKTI



Core competencies for each position are described in Table 2.

Table 2: Requirements for each key position

Position	Key requirements
Governance/political economy specialist	At least 10 years' experience with: <ul style="list-style-type: none"> - Leading political economy at National and Provincial/District levels. - Institutional development at Province and District levels (Papua experience is a plus). - Designing instruments and conducting fieldwork at province and district levels - Proven track record of producing high quality written deliverables
Research assistants (6 persons)	At least 5 years' experience with: <ul style="list-style-type: none"> - Qualitative data collection and analysis (fieldwork experience in Papua is highly desirable) - Producing transcriptions of recorded interviews - Proficiency in both Bahasa and English is highly desirable

The terms of reference for each of the team members can be found in Annex 1

TIMELINE

Table 3: Evaluation timeline

Contracting of team members	August 2019
Preparatory work (home-based) and mobilisation of the team to Indonesia	September 2019
Fieldwork and analysis	September/October 2019
Draft report submission	November 2019
Final report submission	December 2019

REPORTING ARRANGEMENTS

The process evaluation team members will report to the Social Protection and Labour Markets Specialist from MAHKOTA as well as the Program Director within KOMPAK



GOVERNANCE AND POLITICAL ECONOMY SPECIALIST

Scope of work

As part of the BANGGA Papua process evaluation, provides technical expertise especially on Governance and political economy. This includes:

- Provide a descriptive analysis of BANGGA Papua enabling environment, including its political economy as well as relevant policies, regulations and governance arrangement of the program as well as Identifying challenges and risks of scaling-up the program to other districts and how to mitigate these risks
- Assess the staff capacity, institutional knowledge and buy in of the program and provide recommendation for how they can be improved for scale-up.
- Conducting meetings with relevant stakeholders, including key provincial and district secretariat members and implementing partners
- Support the Team Leader and other members on the evaluation and preparing the report.
- Contribute to key deliverables – including relevant sections of the process evaluation draft – as directed by the Team Leader
- Provide on-going advice to the team as required

Inputs

Task	Inputs
Reviewing documents	3 days
Designing research instruments	5 days
Field work (testing instruments and data collection)	10 days
Reviewing transcriptions	5 days
Producing written deliverable	10 days
Total	Up to 35 days

RESEARCH ASSISTANTS (2 persons per district; 6 in total)

Scope of work

The field researchers will conduct field level data collection for the household 'process of change'. This includes:

- Understanding and contributing to the interview and FGD questionnaires and guidelines developed by the Qualitative Research Analyst
- Conducting interviews and FGDs with beneficiaries, non-beneficiaries and other sub-district/village level actors
- Transcribing interviews and contributing to data analysis

Inputs

Task	Inputs
Training on survey instrument	2 day
Field data collection	6 days per person
Debriefing with team	1 day per person
Detailed notes and transcription	6 days per person)
Total	Up to 15 days



