Learning
FROM
PRACTICE

A CASE STUDY OF THE MULTI-ACTOR **SUMBA ICONIC ISLAND** INITIATIVE

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LEARNING FROM PRACTICE: **MULTI-ACTOR INITIATIVES**

In July 2012, Hivos decided to reflect on its experience in engaging with multi-actor initiatives, which are collaborative approaches to addressing complex problems. Hivos wished to learn from practice, and to draw out the implications of these lessons for its future course. At the core of this exercise has been the preparation of case studies of five multi-actor initiatives. The case studies have consciously been chosen to cover the range in terms of geography, thematic focus and role(s) of Hivos. The four other case studies are: Malawi Campaign against Child Marriage, Rural Value Chain Programme (Western Highlands of Guatemala), Stop Child Labour Campaign (multi-country), and Sustainable Management and Autonomous Governance of the Indigenous Territory of Monte Verde (Bolivia). The purpose of the case studies is to illuminate and examine Hivos' engagement with multi-actor initiatives by capturing and analyzing the unfolding process, and drawing out the lessons learnt. In doing so, specific attention has been paid to the roles played by Hivos and other actors over time, the challenges and dilemmas encountered, and the creative solutions and innovations generated.

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EXECUTIVE SUMMARY

In order to learn from previous experiences, Hivos is examining its role(s) and performance in various multi-actor initiatives. This case study recounts the experiences of the Sumba Iconic Island multi-actor initiative established by Hivos in 2009. This ambitious initiative aims to achieve 100% renewable energy for over half a million people on a poor and remote island in Indonesia. The 'Iconic Island' seeks to stimulate awareness and debate on issues of renewable energy access and climate change. It is both a platform to profile the broader work of Hivos in this field and a showcase for a high profile campaign and advocacy in the Netherlands, Indonesia and beyond.

This case study seeks to demonstrate how the multi-actor Iconic Island initiative evolved. It examines the different stakeholders, detailing their roles and perspectives on the initiative. It also details a number of significant achievements during the multi-actor initiative's formative years, including:

- commitments from government, civil society and the private sector to work together towards the goal of 100% renewable energy on Sumba;
- the establishment of a strong evidence base for the planning of renewable energy interventions on Sumba;
- the mobilization of new actors to secure funding and implement renewable energy interventions on Sumba;
- the evolution of new structures to coordinate work and planning and a monitoring and evaluation system;
- significant progress in linking and communicating the relevance of the Iconic Island Initiative to wider audiences in the Netherlands and Indonesia;

While stakeholders generally had very positive views of the multi-actor approach and felt that it had already fostered much greater openness and cooperation, the case study notes some challenges that have arisen in the course of Sumba Iconic Island multi-actor initiative: Because Indonesia is such a large country with a vast territory, the costs of working in remote areas are high, as are the costs for local policy interventions. However, Hivos has been able to mobilize others with the power of ideas rather than the influence of funds. Hivos has achieved this through the content of its ideas, by connecting people and by supporting relevant research.

Among the key lessons learnt from this multi-actor initiative are:

- the multi-actor approach requires a different mindset and new style of working: Hivos needs to go beyond traditional grant making and partnership approaches;
- a multi-actor approach calls for a commitment to an intensive, long-term engagement in which specific results are often loosely defined and success far from guaranteed. Focus must shift away from channeling funds and achieving shorter-term results on the ground to placing priority on bringing diverse actors together and developing relationships;
- the study has underlined the importance of positioning. As the initiator of the multi-actor engagement, it was essential for Hivos to establish its legitimacy and credibility to play a lead role in the process. Existing networks, presence and profile in the field of renewable energy were important supporting factors;

INTRODUCTION

A multi-actor initiative[1] is undertaken by several actors with complementary strengths, with the aim of creating joint impact to address complex problems. A successful multi-actor initiative is one where the joint impact is greater than the impact culminating from individual efforts, and contributes to systemic change.

To identify lessons learnt from its role(s) in various multi-actor initiatives and to formulate implications for its future direction and strategy, Hivos has prepared case studies of five multi-actor initiatives in which it was involved. These case studies assess:

- what the value of each of the assumed roles was;
- what Hivos has contributed in different roles;
- what these multi-actor initiatives have brought to Hivos over time.

A. Origins

The Sumba Iconic Island initiative is a bold multi-actor intervention that seeks to serve the energy needs of over half a million people on the remote Indonesian island of Sumba through 100% renewable energy sources. Conceived in 2009 by the new Hivos Climate Energy and Development Coordinator in the Netherlands, the initiative began as a "vague ambition of Hivos to do something on energy and climate change," but has since become a hugely ambitious undertaking. Designed as a showcase for the Hivos 100% Sustainable campaign, the Iconic Island initiative set out to prove that the call for a global conversion to renewable energy was more than just a dream.

The decision to focus on a small island in the global South was provocative, eye-catching and inspirational. The initiative adopted a bold goal of 100% renewable energy within ten years[2] and positioned a small island in the developing world at the forefront of a campaign intended to inspire interest and raise public awareness on renewable energy, climate change and energy access. It aimed to demonstrate a replicable model to policymakers and development practitioners, showcasing renewable energy as a solution to the problem of energy access in small and mid-sized islands in the developing world. At a time of widespread scepticism about development aid in the Netherlands, it would also raise the profile of Hivos and development assistance more generally. In order to do these things, the initiative would have to demonstrate real results in Sumba, the setting for the initiative. This island in the eastern part of Indonesia is home to about 650,000 people, most of them subsistence farmers with very limited access to energy. In 2009, only about a quarter of the population was served by electricity from the grid, supplied

1 "A Multi Actor Initiative (MAI) is a large scale programme in which actors from different spheres (i.e. civil society, private sector, government) come together to address a common problem. The initiators of the MAI have agreed on a common goal, results and strategy to reach these, based on a careful analysis of the problem to be addressed. Other actors involved do not necessarily (explicitly) subscribe fully to the analysis and strategy, but they have expressed an interest to contribute to certain aspects of the Initiative. To reach the goal, the actors depend on each other's activities and results and therefore a coordination structure has to be in place. Initiators and other actors can be (existing or new) CSO partners, but also commercial parties, governmental bodies or others (e.g. media)." Hivos/TEC Memo 11.15 dated 28 April 2011, entitled 'Format Concept Note Proposal MAI'.

2 The timeframe for the initiative was later amended to 2025, in order to align with the planning of the Indonesian Ministry of Energy and Mineral Resources, and in particular with the Indonesian government's Visi 25/25, which envisioned a 25% share for renewables in the energy mix by 2025.

by diesel generators. Serving the energy needs of the island from 100% renewable sources would require an amazing turnaround.

B. The island

Sumba is one of the four largest islands in Nusa Tenggara Timur province in eastern Indonesia. The majority of its 650,000 people are concentrated in the fertile western part of the island. Most of them are subsistence farmers and poverty is widespread. In 2008 per capita incomes were only 50% of the national average.[3]

Energy access on Sumba

People on Sumba have very limited access to energy. Only two small grids powered by diesel generators irregularly supply about a quarter of the population with electricity. Fuel must be transported to the island, resulting in high energy production costs and unreliable supply. Most people have no access to electricity and around two thirds of the population depends on expensive and polluting kerosene for lighting and firewood for cooking. However, Sumba has abundant renewable energy resources. Its rivers have excellent potential for hydro power. Wind energy resources are virtually unlimited. It also has large potential for the generation of energy from biomass, including biofuels and biogas.

Although a number of Solar Home Systems (SHS) had been distributed by local and national governments to provide small amounts of power to households in off grid areas, a lack of maintenance and after-sales services meant that many of these systems ceased to function.

C. The vision

The idea for the Iconic Island originated in the Netherlands in mid-2009. It was intended to be an eye-catching showcase for Hivos' work on energy access and its 100% Sustainable campaign. The 'Iconic Island' would bring this campaign vividly to life by linking it to a concrete initiative to show that the energy needs of people on small and mid-sized islands could be served by renewable sources. In addition to demonstrating a replicable model for energy access initiatives in island settings and working with all involved stakeholders, it would provide a focus for public awareness raising and education on climate change, renewable energy, energy access and poverty.

Exploratory phase

Indonesia was a relatively straightforward choice as the setting for the initiative. Hivos had a long history of supporting programs and partners in the country, and its Regional Office Southeast Asia (ROSEA) is based in Jakarta. Its portfolio in Indonesia included an active energy program, including biogas and micro hydro. Indonesia also boasted no shortage of islands from which to choose. A scoping study, completed in December 2009, narrowed down the choice to two islands: Buru and Sumba.

Hivos commissioned Winrock International, a US-based technical assistance NGO with a long-established presence in Indonesia, to conduct an in-depth assessment of the two candidate islands. Winrock clearly identified that Sumba had 'the upper hand', due to its abundance of renewable energy sources and accessibility from Jakarta. Yet, given that the island had a population four times larger than that of Buru, it was also clear that Sumba would be an ambitious choice.

Engagement phase

Local stakeholders in Sumba were visited at the early stage of the program; they expressed their enthusiasm for the concept. However, the main initial engagement was with the national government. These early conversations with the Ministry for Energy and Mineral Resources greatly benefited from the existing Hivos program, staff and network in Indonesia.

Members of the Ministry quickly understood and supported the approach, seeing it as well aligned to their objectives. Although it was not until early 2013 that the Ministry

3 BPS, District in Figures, 2009.

eventually signed an MoU on the initiative, the commitment of officials within the Ministry was manifested from early on, and played an important role in securing local participation. The Sumba Iconic Island initiative was informally launched in November 2010 at the 15th annual Netherlands-Indonesia Joint Energy Working Group meeting in Amsterdam. Attended by members of the Indonesian Ministry of Energy and Mineral Resources, this bilateral group provides a forum for government, private sector and other stakeholders to discuss cooperation in the field of energy and other renewable energy programs. Hivos saw its participation as an opportunity to raise the profile of its activities with the Indonesian government, donors and private sector agencies.

Door-to-door in Sumba

Official support from local governments, also seen as crucial, was achieved in a remarkably short period of time. The Hivos coordinator made visits to Sumba in October 2010 and January 2011. During these first tours to meet local authorities and state electricity company PLN, representatives from Hivos, "knocked on their door one by one," explaining the purpose of the initiative and seeking support. They received a warm welcome from local leaders, who supported the promotion of renewable energy to address energy needs on Sumba. The initiative was very relevant to their goal of increasing the low rate of rural electrification and they welcomed external support to achieve it. The endorsement of the Ministry also played a useful supporting role in securing local support. Local expressions of support were rapidly solidified into an MoU with provincial and district authorities, local legislative heads, and state electricity company PLN.

Moving to action

In parallel with its efforts to sign up local authorities, Hivos commissioned studies on options for on- and off-grid renewable energy development. These were conducted by institutions and individuals with recognized expertise in the field and were aimed at generating evidence and scenarios for the planning of renewable energy instal-


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lations under the initiative. A study by DNV KEMA Energy & Sustainability on grid-connected electricity generation was among the most influential reports. A global energy consultancy headquartered in the Netherlands, KEMA is recognized for its expertise in electricity generation, and was the first Dutch company to get involved in the initiative. Its early 2011 study verified the feasibility of a 100% renewable electricity supply and identified various scenarios for hydro, wind, solar and biofuel power generation. Many stakeholders felt that this report played an important part in making the ambitious '100% renewable' goal seem plausible.

D. Early implementation (2011)

There was a strong feeling that Hivos needed to demonstrate its commitment to results. In this regard, the initiative benefited greatly from the existing Hivos program and networks in Indonesia and in particular from its micro hydro and biogas programs, which the initiative was partly designed to profile.

The IBEKA micro hydro pilot

The first showcase project was a micro hydro initiative by national NGO IBEKA in the village of Mbaku Hau in Kamanggih, East Sumba. An existing partner, who had already worked with Hivos to develop a micro hydro plant for over 3000 households in Central Java, IBEKA focuses on the development of renewable energy installations that are owned and operated by rural communities. IBEKA had a long association with the targeted community. Since 1999, its activities in the village included the development of a solar-powered drinking water pump and the establishment of a cooperative to manage the facility. Hivos signed a contract with IBEKA for the micro hydro project in late 2010. Progress was rapid and the 37 KWH micro hydro facility, which is owned, operated and maintained by a local cooperative, became fully operational in December, supplying electricity to over a hundred households. Since their energy demands accounted for less than half of the available power, IBEKA began to consider options for feeding in electricity to the nearby PLN grid, a goal that was achieved in late 2013.

The BIRU biogas program

Scaling up the Hivos-SNV Domestic Biogas Program, known as BIRU, to Sumba was an obvious move for Hivos. Funded by the Royal Netherlands Embassy, BIRU aims to develop a market-based domestic biogas sector for livestock farmers. BIRU was developed in consultation with the Indonesian Ministry of Energy and Mineral Resources (MEMR). A study in February 2011 by the SNV Senior Biogas Advisor identified the feasibility of a small market in Sumba for around 7000 domestic biogas plants. Strong local government buy-in and the clear need for cooking and lighting energy in Sumba were positive supporting factors.

E. Networking with potential donors and investors (2011-2012)

Throughout 2011 and 2012, Hivos invested significant efforts in networking with potential donors and investors. Activities included the development of a concept note for the investor forum at the June 2011 Asian Development Bank (ADB) Clean Energy Conference in Manila. Although this pitch did not directly result in funding, it did generate interest from donors such as the Global Sustainable Electricity Partnership (GSEP). At the same conference, contact with the future ADB Energy Specialist for Indonesia was deepened. Early in 2012, Nagata Bisma Shakti, a subsidiary of large Indonesian firm PT Sewatama, signed an MoU with Hivos to develop a wind power feasibility study and pilot project, becoming the first Indonesian private sector investor to join the initiative.

ADB on board

Hivos maintained contact with the ADB and, in 2012, ADB's representative expressed interest in a deeper engagement. Subsequent discussions between officials from the Ministry of Energy and Mineral Resources and ADB resulted in a request to provide technical assistance to Sumba Iconic Island. In July 2012, ADB representatives conducted a fact-finding mission and held discussions with key stakeholders in the initiative. Consequently, they developed a program to support the Ministry of Energy and Mineral Resources, PLN, the regional Nusa Tenggara Timur government and the local governments of Sumba to design and manage rural energy access programs using renewable energy resources as part of the Sumba Iconic Island initiative.

Other potential partners and donors

Throughout 2012, Hivos staff continued to conduct a large number of meetings with potential donors. Notable among these was Village Infrastructure Angels, a young UK social enterprise with a mission to make solar energy widely affordable through long-term loans to develop local sustainable energy businesses. Hivos commissioned the company to conduct studies on the potential for developing local solar charging and service stations, with a view to establishing a pilot project.

F. Governance and planning (early-late 2012)

From the outset, Hivos created a platform to ensure that views and inputs of all stakeholders were elicited and taken into account. At these stakeholder meetings, formal and informal discussions took place. In 2012, discussions on governance and coordination took place in parallel to those on the development of a roadmap for the initiative. A formal governance structure for the Iconic Island initiative was drawn up with government counterparts and agreed to by all major stakeholders during meetings in Sumba in March 2012 and Bali in May 2012. Key outcomes included national and local government adoption of responsibility for steering the program and the appointment of Hivos to manage a national secret-ariat to coordinate the initiative. The establishment of thematic working groups was also proposed in order to help integrate planning on different aspects of the initiative (see fig. 1 below).

G. The campaign (2012)

The Iconic Island campaign was central to the concept for the multi-actor initiative. The initiative set out not only to prove that 100% Sustainable was possible, but also to generate public awareness in the Netherlands and Indonesia on renewable

energy, climate change and energy access. It also sought to profile Hivos experience in this field.

The campaign used creative means to raise public awareness and, in particular, to involve young people. The campaign really got going in 2012 with the public launch in Dutch newspaper Trouw. Hivos organized challenges with other institutions to highlight the initiative, including a photography competition in Columbus travel magazine. The winner would go on a trip to Sumba. 2012 also saw the launch of the first Sumba Expedition. Targeting young people in the Netherlands, the expedition was promoted through a Facebook campaign. People competed for places by uploading a photo, video or story to explain why they should be selected. The expedition aimed to make people think about energy access. Following an enthusiastic response, in June the five-member expedition embarked on a 10-day trip to Sumba. Since then, the expedition has been expanded to include Indonesian participants.

Dutch sponsors

Also in 2012, Hivos developed agreements with two Dutch sponsors for publicity and donations. The first, Sawadee Travel, is a tour operator recognized for its strong focus on sustainability and its support for tangible projects in developing countries. In addition

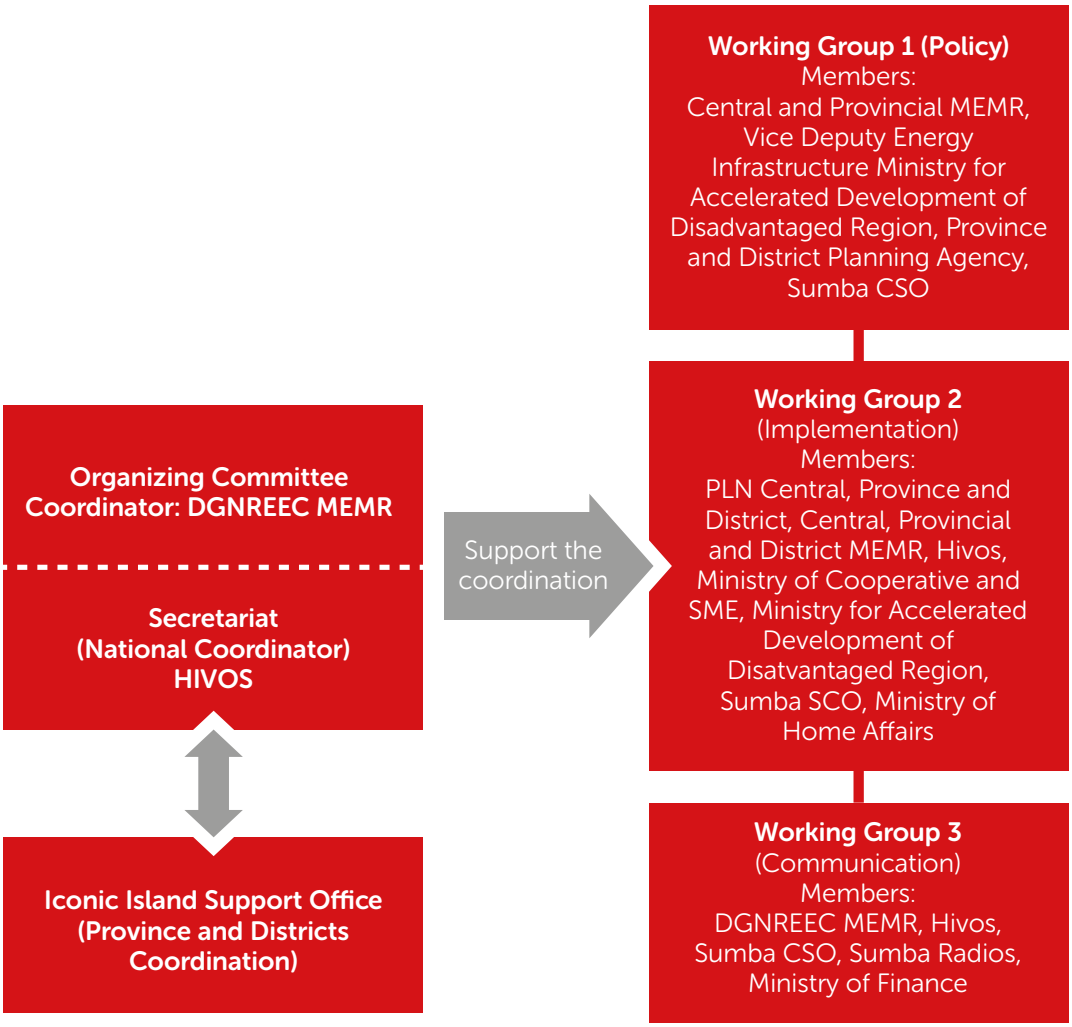

Figure 1: Governance structure

to providing a modest up-front donation, Sawadee agreed to ask its customers to make small donations and would supplement these if they did. The funds would be used to support the construction of biogas plants for smallholder farmers in Sumba. Sawadee also selected and funded travel for one member of the Sumba expedition.

The second important sponsorship deal was with popular Dutch band BlØf. The band, well known for its international collaborations and its Umoja Fund provides support for renewable energy and development projects to improve the lives of people at the grassroots in developing countries. The band agreed to seek small donations from its supporters to support a community-based hydroelectric project, and to provide publicity for the Iconic Island initiative during concerts and on its website.

H. Moving to scale (2013)

The initiative moved to scale in terms of partnership in the course of 2013. A decree signed in April 2013 by the Ministry of Energy and Mineral Resources provided a formal basis for coordination by the national and local governments and Hivos. Although the lack of a written agreement between Hivos and the Ministry had not held back the initiative, the MoU signed in February 2013 laid the groundwork for more formal collaboration. Hivos would be responsible for supporting day-to-day coordination of the initiative, in consultation with officials from the Ministry. Given the increased workload that this would involve, Hivos recruited a liaison officer – its third staff member for the initiative in Indonesia.

Funding

Another major development in 2013 was the initiation of the Asian Development Bank's 'Scaling up Renewable Energy Access in Eastern Indonesia' program. With an initial investment of USD 1 million, the program would provide technical support for the Iconic Island initiative. Over the course of the year, ADB secured more funding, mobilizing in total around USD 2.5 million from its own and other donor resources for its program.

Changes in Dutch development policy led to a decline of Dutch government funding; however, in 2013 the Norwegian Embassy stepped in contributing around USD 1 million to support the ADB program and around USD 800,000 for Hivos, to enable it to host the secretariat for the initiative and to support renewable energy projects on the ground. Meanwhile, Hivos and Winrock continued to work together throughout the year to network and develop funding proposals for other donors.

Research

In April 2013, Castlerock Consulting was selected to provide the bulk of technical assistance under the ADB program. It rapidly began to mobilize consultants to conduct studies and provide inputs for the planning of the initiative. There was some criticism that these activities duplicated existing research, but by October 2013 results had begun to provide useful inputs to discussions on planning, particularly for grid extension and interconnection.

Hivos also continued to develop the evidence base for interventions including commissioning an inventory of the renewable energy situation in Sumba's 44 sub-districts. A socio-economic and gender baseline by research agency JRI was also published in 2013, based on research conducted in the previous year. Together, these studies provided insights into the needs and views of local communities.

In 2013, Hivos also commissioned UK social enterprise Village Infrastructure Angels to study options for developing small entrepreneurial green energy services to serve local community needs.

Planning and coordination

Planning and coordination continued to intensify in 2013. The bi-annual stakeholder meetings and working group meetings were well attended and progress was made in developing a roadmap and coordination structure for the initiative. However, tensions emerged as some participants, including from Hivos, felt that the ADB program was applying a top down approach instead of working through the agreed stakeholder

process. Some also criticized the ADB and Castlerock for disregarding previous research resulting a failure to recognize the role of Hivos in initiating the Iconic Island process. ADB and Castlerock, in turn, expressed irritation at a repeated insistence on recognition of Hivos role. This led to heated exchanges in meetings and over email. Other issues included the need for more effective coordination between local governments. One proposed solution was a formal local coordination mechanism, although it was recognized that this would take time to develop.

Campaign

In the Netherlands, and now also in Indonesia, the public campaign continued to raise awareness about renewable energy, poverty and climate change. During 2013, Hivos invited Indonesian and other foreign media to cover the initiative. The coverage reinforced the role of Hivos, and the commitment of government and PLN to the initiative. 2013 was also the second year of the 'Sumba Expedition.' Hivos estimated that over two million people in the Netherlands had been reached through the campaign and other publications in the media.

STAKEHOLDER ROLES AND PERSPECTIVES

National government

At the national level, Hivos' initial approach was to officials in the Ministry of Energy and Mineral Resources (MEMR) Directorate General for New and Renewable Energy, and Energy Conservation (DGNREEC) and to national planning agency BAPPENAS. MEMR counterparts were quick to accept and endorse the initiative, later writing to local authorities and state electricity company PLN to request their support. Their interventions helped to support the signing of an MoU with local stakeholders and were critical to securing the participation of PLN.

MEMR recognized that the Iconic Island initiative was well aligned to national government policies and regulations on renewable energy, climate change, reduction of fossil fuel use and emissions, and rural electrification. Also important were the relationships that Hivos and its partners had already developed with national government officials. The strong acceptance of the Hivos-SNV biogas program among key individuals in the DGNREEC Bioenergy Directorate also played a quite important role.

Hivos anticipates that the development of good cooperation with its national govern-ment counterparts will take time. Broadening participation to include others from within and outside the Ministry is necessary in order to address issues that go beyond the remit of Hivos' initial counterparts. While this has started to occur, some of the newer national government participants do not yet well understand the initiative or its mode of operating, and do not yet have a clear sense of their potential role in it.

In line with increasing demand, Hivos is working with other stakeholders to develop structures for coordination, and to mobilize greater resources for coordination and staffing. The initiative also faces critical issues related to the policy and regulatory environment, including, for example, in relation to feed in tariffs for wind power, or the licensing of renewable energy projects. Such issues are core to the development of renewable energy in Indonesia, and the initiative seeks to highlight the need to address them.

Provincial government

The Nusa Tenggara Timur provincial government was quick to come on board following discussions with Hivos. The provincial Energy and Mining Agency (Distamben) is the agency most intensively involved in the initiative at this level. Its members have been involved from the outset, and have supported coordination with district offices and PLN. Members of Distamben see the Iconic Island initiative as well aligned with their goal of supporting rural electrification and complementing their own activities. Senior members of Distamben have bought into the Iconic Island vision for renewable energy. This was not without its challenges. It was not always easy working with people from different agencies and backgrounds, and patience and diplomacy were required.

Provincial authorities made it clear that Hivos needed to show concrete results. At the same time, as one official put it, they believed that the initiative had already succeeded in "making something from nothing" in a remarkably short time. Results could be seen in the island's greatly

increased rate of electrification, which local officials boast has increased from 20% to almost 60% in less than five years. This increase is largely due to PLN distribution of over 30,000 units of their SEHEN household solar systems, which provide small amounts of power to households, primarily for lighting.

In the main, provincial officials have been supportive counterparts, and have played a particularly important role in facilitating local coordination. However, expectations on the role and contributions of different levels of government in the initiative were perhaps too vague and this could be a source of tension. One issue was the limited financial support that the provincial government was able to provide. The province has limited fiscal capacity, certainly far below that of PLN or the national or even district governments.

Local governments

District governments hold significant responsibility for planning and implementing local development in Indonesia, and the district governments of Sumba play key roles in the Iconic Island initiative. Hivos believes it is essential that local governments drive the initiative in order to ensure that it is locally owned and based on the aspirations of people in Sumba. As one observer noted, "in the end it is the local government that will be there forever, and the future of the initiative will depend on them."

District government leaders committed quickly to the Iconic Island initiative and there is good representation from district officials in routine coordination meetings, which are usually attended by officials from local Planning Agencies and Mining and Energy departments. The warm welcome for local leaders during early Hivos 'roadshows' in Sumba at the end of 2010 and beginning of 2011 seems to have been based on a genuine desire to address the major energy access problems in their areas. Some local stakeholders also noted that the initiative was particularly welcome given the relative scarcity of donors interested in the region. A few district government representatives have been notably engaged and enthusiastic, including the head of the relatively new Southwest Sumba district, who was keen to make his mark and had already campaigned on the issue of rural electrification. A number of other officials, including the head of the Central Sumba Energy and Mining Department, were also proactive in pushing for the development of renewable energy projects in their areas. Others became more convinced after they saw concrete results, such as a biogas installation built at the house of one local parliament head, or the micro hydro facility at Kamanggih, which was visited by the head of East Sumba district.

But many also commented on the relative passivity of district governments, with the verbal support of district leaders not yet translated into proactive engagement. Although happy to join meetings, local authorities have not yet seized on the opportunity to drive the agenda – for example, by actively developing the roadmap or allocating significant own-funding to energy access programs. The frequent rotation of local officials contributes to this problem. As old actors move on and fresh ones take their place, efforts are needed to educate and inform them about the initiative. Local informants also noted that intra- and inter-district cooperation is always a challenge as 'sectoral ego' gets in the way of collaboration. One sign of this was that all of those involved in projects on the ground complained of difficulties coordinating with various different local agencies to secure permits. Even within individual agencies there were problems of what one participant called 'disconnect' between departmental bosses who attended meetings and their staff who did not and were not kept informed.

Many stakeholders also identified challenges related to the limited understanding of local actors – officials as well as communities – about renewable energy. As one noted, solar photovoltaic (PV) is not a difficult concept for local actors to grasp, since the technology is present in the target areas. But wind, biomass and hydro power are unfamiliar. Indeed, when the roadmap was first presented to local officials, it was felt necessary to print posters that graphically illustrated the technologies involved. Hivos staff and

others emphasized that it will take time to build understanding and trust in renewable energy technologies, and cite the introduction of showcase projects as a key strategy for doing so. However, local officials and PLN staff also noted that the initiative had made a promising start, generating new inter-agency and inter-district dialogue on energy access. The next step is to develop formal local coordination mechanisms and to widen the scope of local government involvement beyond just one or two agencies.

State Electricity Company, PLN

As the agency that bears the major responsibility for the supply of electricity in Sumba, PLN is a key actor in this multi-actor initiative. From the outset, it was recognized that the active engagement and commitment of PLN to the development of renewable energy resources on Sumba would be a critical factor for success. To this end, several meetings were held early on with PLN officials in Jakarta to discuss the initiative.

Although Hivos initially found it challenging to communicate the concept of an open-ended multi-stakeholder engagement to senior PLN staff, approaches from Hivos and the Ministry were able to secure the presence of PLN from the initial stages. PLN has adopted commitments and actions that are well aligned to the aims of the Iconic Island initiative. It has committed to transition from fossil fuel to renewable energy sources to power the grid on Sumba. This has resulted in much-trumpeted plans to switch off the diesel generators on the island in 2015. To this end, PLN has sponsored the development of renewable energy facilities, primarily hydro power plants. The agency also aims to dramatically increase electrification rates on Sumba through grid interconnection and extension, and through large-scale distribution of 'Super Low-cost Energy' (SEHEN) household solar PV systems. The initiative has helped to push PLN's commitment to these plans and to reinforce pressure to deliver results.

PLN's participation needed approval from its headquarters. This proved to be "a real headache" to achieve. According to one participant in early discussions with PLN, managers were only interested in concrete proposals, not in an open-ended dialogue. A Hivos participant noted that "[PLN] were not so impressed at the beginning. They have a lot of power and money and we did not bring that to the table. So why should they engage?"

In order to overcome these initial challenges, Hivos requested support from its counterparts in the Ministry of Energy and Mineral Resources, the political master and regulator of the state electricity company. The situation changed fast, with national and regional branches of PLN rapidly approving and participating in coordination of the initiative. However, even then it still took time to move from "paper support to real engagement."

The national policy context within which it operates undoubtedly had a bearing on PLN's readiness to engage with the Iconic Island initiative. National policies now require PLN to reduce its dependence on oil, and increase the share of new and renewable energy in the energy mix to 25% by 2025. In addition, Indonesia's National Energy Management Blueprint includes the ambitious target of 90% rural electrification by 2020.

At the local level, where the organization's ambitious targets must be translated into concrete action, PLN staff identified two key drivers for their interest in energy access and renewables. First, diesel power generation is costly and switching to local renewable energy sources stands to generate significant savings. Second, the local branch felt pressure to dramatically increase the low electrification ratio on the island. By 2011, when it signed the local MoU for the SII initiative, PLN was already planning an ambitious scale up of renewable energy, grid extension and interconnection and widespread dissemination of SEHEN household solar systems.

Although the participation of PLN was secured fairly quickly, and despite the quite strong alignment of the initiative with its own goals and targets, there were some difficulties in engaging with PLN. For example, the Hivos coordinator initially found it difficult to have a realistic discussion with senior PLN managers about the promotion

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of renewable energy in Sumba. Many stakeholders, including those within PLN, noted that PLN's planning is driven largely by its own imperatives. PLN, which is among the largest state owned utility companies in the world, is hierarchical and driven by external targets. It is under strong political pressure to deliver these. The relatively closed nature of PLN made it difficult for others to assess the extent to which the initiative had influenced its decision-making. Nevertheless, according to local staff, PLN welcomed the fact that the initiative had raised the profile of renewable energy, improved coordination within and between PLN and local government agencies and brought in external assistance.

A. Civil society in Sumba

Hivos has sought to engage with local civil society since the early days of the Iconic Island initiative. On their first scouting miss-ions, Hivos staff visited several civil society organizations including Yayasan Stimulan, a local NGO that focuses on energy, and others working with communities to support access to water and other local development activities. The Hivos coordinator also engaged with a long-time Dutch biofuels researcher and former development worker Jacqueline Vel, who has long-term involvement and in-depth contacts with civil society on Sumba. Members of local NGOs, media and the West Timor-based Universitas Nusa Cendana (UNDANA) have been active participants, supported by Hivos funding. In addition, Hivos has worked with local media to publicize the initiative and developed partnerships with local NGOs to implement projects.

Local NGO partners

The Hivos-SNV BIRU biogas program has been an important channel for involving NGOs in Sumba in activities on the ground. Since 2011, Hivos has partnered with three NGOs – Yayasan Sosial Donders, Yayasan Alam Lestari, Yayasan Sumba Sejahtera (YSS) – for the construction and maintenance of biogas digesters for livestock farming households. In 2013, Hivos also provided a grant to YSS to develop a small solar PV water-pumping project in East Sumba. Its role was primarily to support community mobilization and negotiations, a process critical to the success of the project. Winrock provided the technical support for the solar installation and design of the irrigation works.

Hivos also engaged a consultant from Yayasan Stimulan to study use and maintenance of district-funded Solar Home Systems and PLN SEHEN systems. The objective was to gain insight into the operational side of the systems but also to provide Yayasan Stimulan the opportunity to engage and further build their capacities.

To date, local NGO activities have been relatively small scale and Hivos is still seeking a workable 'format' for local NGO participation and for supporting the development of civil society, which is still weak in Sumba. Nevertheless, these activities have already played an important role in securing the active involvement of local NGOs in the planning and coordination of the initiative.

Local media

Hivos invited two radio stations to attend the stakeholder meetings: Max FM (formerly Radio Netherlands) from Waingapu, and Radio Fox Mundo, a more commercial radio station in Tambolaka. Both have covered the initiative on their stations and since the beginning of 2013, two journalists from these stations have been contracted by Hivos as 'local reporters', writing stories on Sumba every month for the Hivos Facebook site.

Local university

Representatives from local university UNDANA have played an active role in stakeholder meetings. Members of the university have also expressed enthusiasm for assisting and monitoring studies. Discussions are ongoing about the role that members of the university might play in the initiative.

Communities and community groups

Widespread community engagement has not been a focus in the early years of the initiative. There have, however, been a number of initial efforts to engage with communities and community based organizations, including through consultations on renewable energy in 44 sub-districts, and in the course of planning and implementing showcase projects. Until now, the major communi-

ty-based partner has been a cooperative in Kamanggih, the site of the first IBEKA micro hydro installation. Established with the support of IBEKA over a decade ago, it played an active role in the construction and operation of this micro hydro plant. This facility is an important showcase for the initiative, providing an appealing example of the relevance and opportunities for renewable energy on the island.

B. National/ international NGO partners

Winrock International and Institut Bisnis dan Ekonomi Kerakyatan (IBEKA) have been the most important NGO partners in the initiative to date. Their activities have included research, implementation of showcase projects, provision of technical assistance, and participation in coordination and planning. The two partner agencies have also brought their own resources and networks to the initiative, and have actively sought to mobilize other sources of funding for renewable energy interventions.

Another important source of support for the initiative has been Fabby Tumiwa, the Executive Director of the Institute for Essential Services Reform (IESR), an Indonesian NGO with a focus on research and advocacy on the energy sector. Well-known for his work in Indonesia, and a long-time contact of the program coordinator, he has often been hired to facilitate and chair meetings and provide guidance on liaising with the various stakeholders from government.

C. Private sector investors

Nagata Bisma Shakti was the first, and is so far the only private sector investor in the Iconic Island initiative. A subsidiary of Sewatama, a member of the Trakindo Group that offers products and services to the power, oil and mining industries, Nagata is a pioneer company investing in renewable energy development in Indonesia. It is currently working with Hivos and Winrock to develop a pilot wind turbine to supply electricity to the grid. Hivos and Sewatama have signed an MOU for this project.

Although Nagata Bisma Shakti was motivated by hopes of developing profitable business opportunities, this venture was risky and involved significant upfront costs. Even in the best-case scenario, the most costly element – the wind power pilot – would be a loss maker. The company also anticipated many difficulties, including over permits, and with national policy on a feed in tariff for wind power, which was not seen as sufficient to make wind power generation commercially viable.

But Nagata Bisma Shakti was prepared to accept risks in order to develop its expertise and profile in this area. The planned wind turbine installation, which would be capable of generating approximately 500 KW, would be the largest of its kind in Indonesia, and would help the firm to develop a profile in this area and create experience in dealing with local procedures and working with PLN. Meanwhile, the commitment of Hivos to provide support, together with the fact that the project built on existing research and stakeholder coordination for the initiative, were critical to its decision to invest.
There have been other expressions of interest, particularly from investors interested in the development of biofuels on Sumba. These included the Singapore-listed multinational Wilmar, which was interested in growing sugar cane crops for the production of bio-ethanol. These have been deliberately kept at arm's length due to concerns about the social sustainability of large-scale cultivation schemes for the production of biofuels.

D. Donor organisations

The Asian Development Bank (ADB)

Hivos was especially keen to get this big donor to support the approach being taken in Sumba. From ADB's perspective, the Sumba Iconic Island concept was a good fit with its strategic priorities in Indonesia. The rationale for ADB was to develop a model energy access program that could be scaled up. The fact that officials from the Ministry of Energy and Mineral Resources had asked ADB to get involved was a key factor in its decision to participate. ADB was the first major player to commit to the initiative's 100% renewable

energy goal, and could potentially mobilize significant resources for implementation in Sumba and scale up elsewhere.

But it did not take long for problems to emerge. Hivos representatives were concerned about the poor recognition of Hivos' role in the establishment and coordination of the initiative in ADB's reporting. An apparent duplication of research in the early days of the new program was also seen as indicative of a dismissive attitude towards what had already been achieved. This led to a number of exchanges in which Hivos insisted on more recognition of its role.

Other stakeholders shared a concern that the ADB program took a top-down 'master plan' approach that they felt might undermine local ownership. The relatively short timeframe on which the ADB program operated was relevant to the differences in perspective and priorities. For the ADB, the initiative would have to show rapid results at some scale within as little as two years. Its consultant saw the development of an integrated plan as a prerequisite, and was assertive in pushing for the rapid development of a comprehensive 'least cost' plan. Despite these differences, a number of stakeholders, including from Hivos, noted that the ADB program had added value to the initiative.

Corporate Social Responsibility (CSR) funding[4]

Hivos has been able to attract CSR funding from Indonesian bank BNI to help private partners and communities develop biogas and micro hydro projects on Sumba. In 2011, the Hivos private sector team made a systematic approach to Dutch companies to identify prospects for CSR funding. But they found it difficult to mobilize CSR funding at this time, as companies had cut their budgets due to the financial crisis or were linking CSR spending more strategically to their own interests. Although most companies were enthusiastic about Sumba, offers of support were not very substantial. The private sector team has since re-focused on developing partnerships with the private sector rather than pursuing CSR funding.

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E. Netherlands campaign partners

As previously mentioned, Hivos has developed agreements with two important campaign partners in the Netherlands – tour operator Sawadee Travel and band BlØf. These relationships play an important role in generating publicity and creating public interest in the Iconic Island initiative and the issues that it raises. This includes in particular the Sumba Expedition, which these organizations have helped to publicize. The tie-ins with Sawadee and BlØf also generate modest donations for micro hydro and biogas projects. An earlier cooperation with Greenchoice, a Dutch energy company that sells electricity from renewable sources, also mobilized resources for joint promotion and an advertising campaign against coal power plants in the Netherlands.

F. Achievements

On the face of it, the initiative hardly seemed destined for success. It had a goal that many, if not most of those involved, did not think could be achieved. It started out fuelled mainly by ambition and optimism, with little systematic basis in research or planning, no pre-defined projects or outputs and no implementation plan. It had only very modest resources on which to draw, with very limited funding for staff or interventions on the ground. And it represented a new departure – both a new way of working and a reversal of existing practice – for most of the stakeholders involved.

For Hivos, the initiative involved adopting a role and style of working that was unfamiliar. Although it included elements such as grant making and partnership that are common in Hivos programs, the initiative was unusual in that it originated from within Hivos and not out of discussions with partners. Hivos also placed itself at the forefront, seeking to lead, coordinate and stamp its name on the public campaign. At the same time, Hivos would not be the major conduit for funding and sought instead to mobilize funds from government, the private sector and donors that would dwarf those managed by Hivos itself.

It is still too early to judge whether the approach will meet its highly ambitious target. However, quick wins by several projects on the ground, successful engagement of government, donors and other actors, and acceptance of the overall goal by the Indonesian Ministry of Energy and Mineral Resources are early indicators of success. The initiative has also succeeded in mobil-izing significant funding commitments from donor, private sector and government agencies, and these look set to scale up in the coming years. While the approach will take time, the inputs required from Hivos have been quite modest and are certainly dwarfed by the potential returns.

By October 2013, just three years after Sumba was identified as the setting for the Iconic Island initiative, some remarkable progress had already been achieved:

- national and local governments and state electricity company PLN signed MoUs committing to the initiative and its goal of 100% renewable energy for Sumba. A national coordination structure was established and Hivos was appointed to manage the secretariat for the initiative.

- a diverse set of stakeholders was collaborating on the development of renewable energy interventions on Sumba, including national and local government agencies, local, national and international NGOs, local media, PLN, donor agencies including ADB, the Dutch and Norwegian governments, embassies and Indonesian company Nagata Bisma Shakti.

- 'Sumba Iconic Island' has become a recognized brand for activities to promote renewable energy in Sumba. Organizations like PLN now refer to their activities as part of the initiative.

- a large number of studies by national and international experts on the renewable energy potential in Sumba have validated the concept and fed into the development of pilot projects and a roadmap for a 100% renewable energy Sumba by 2025.

4 An extensive case study of the Iconic Island initiative in relation to CSR policy in Indonesia, and the structuring of relationships in the initiative more generally, can be found in the book 'CSR in Indonesia', referenced in the bibliography.


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- on the ground, by late 2013:
  - o Indonesian NGO IBEKA, with support from Hivos, installed a 37kW micro hydro plant in East Sumba serving over 100 households. Surplus power will be sold to PLN. IBEKA also began work on a 13kW micro hydro plant in the same area and mobilized funding for 100 small village-based wind turbines with a total capacity of 50kW.
  - o Hivos, in partnership with three local NGOs, established over 150 domestic biogas installations by late 2013, including with support from Indonesian bank BNI and donations from the Netherlands public.
  - o the first small solar pumping project for irrigation was installed in Central Sumba by local NGO YSS, supported by Winrock and funded by Hivos. Donor and local government funding was secured to extend and replicate this work.
  - o PT Nagata Bisma Shakti, a subsidiary of major Indonesia company, Sewatama, committed to invest in a pilot 500kW wind power facility with technical assistance from NGO Winrock International, contracted by Hivos.
  - o PLN began to support the development of new renewable energy facilities that by 2015 would supply sufficient power to replace Sumba's diesel generators when generating at peak capacity.
  - o PLN and local governments ramped up distribution of their Super Extra Low-cost Energy (SEHEN) household solar systems, distributing over 30,000 units in Sumba by late 2013.
- Netherlands sponsors Sawadee Travel and rock band BlØf signed up to provide publicity and seek donations for the Iconic Island campaign. This reached over 2 million people in the Netherlands. In its second year the 'Sumba expedition' was also opened to the Indonesian public. The initiative also generated other very substantial media coverage of Hivos' work on energy.

LESSONS ON MULTI-STAKEHOLDER ENGAGEMENT

This section identifies some of the main factors that distinguish Hivos engagement in the Iconic Island initiative and which have played an important role in the evolution of the multi-actor engagement.

A. Attract with an inspiring vision and bold branding

The 'branding' of the Iconic Island initiative has been a key factor in generating interest and mobilizing stakeholders at all levels. Selecting an island as the setting for the initiative played an important role as an island provides a small and contained stage for a dramatic intervention, which acts not only as a showcase for the Netherlands public, but also for the Indonesian government, development organizations, businesses and donors.

Behind the brand was the vision for 100% renewable energy. Even though many of the main stakeholders doubt that this goal can be achieved, they agree that the brave vision has been important in generating attention. A vision of 60% or 70% would just not have the same resonance. The bold, eye-catching and inspirational nature of the initiative stems from its origins as a showcase for the Hivos energy program and its advocacy and public campaign on renewable energy in the Netherlands. Here, traditional and social media, campaign events and competitions, and tie-ins with progressive sponsors have been used to raise public awareness. The competition and publicity for the Sumba expedition have made a significant contribution to the campaign. Small public donations sought by sponsors also help to link people in the Netherlands to activities in Sumba, giving a face to abstract issues of renewable energy, climate change and poverty.

The same factors played a role in arousing interest among development practitioners and researchers, and in mobilizing political, financial and technical support from national and local authorities, donors, businesses and NGOs. The initiative has proven remarkably successful in rallying these stakeholders. Government authorities, donors and others now routinely refer to their activities in Sumba under the rubric of the Iconic Island.

B. Invest in networking and stakeholder liaison

The Iconic Island initiative has been marked by an intensive ongoing investment in networking and liaison with a wide variety of local, national and international stakeholders. These include government agencies, donors, NGOs, private sector investors, expert consultants and technical support agencies, media, CSR funding providers and Netherlands-based sponsors and partners.

The multi-actor approach was essential if Hivos was to go beyond grant making and mobilize support for funding, policies and influence from other quarters. Involving local stakeholders in designing and implementing solutions was also crucial in order to build local ownership of the initiative.

From the start, Hivos invested considerable resources to conduct face-to-face meetings with national, provincial and district authorities, and representatives of state electricity company PLN. Much time and effort were also spent investigating the possibilities for collaboration with potential

implementing agencies, including international, national and local NGOs, and private sector investors. Persistent efforts have also been made to network with donors and potential CSR funding partners.

C. Build on local knowledge, presence and profile

Indonesia was selected for the initiative due to the existing Hivos presence in the country. As a result, the initiative was able to benefit from Hivos' existing profile, networks, knowledge and staff, and experience with micro hydro and biogas. Without these, it would not have got off the ground as quickly, if at all. While national government officials undoubtedly bought into the Iconic Island initiative due to its perceived merits and alignment to national policies, Hivos' existing profile and networks helped to bolster its credibility and open doors for Hivos. During the early stages, the initiative benefited from close working relationships that had been established with officials from the Ministry of Energy and Mineral Resources. The initiative also built on exist-ing relationships with partners like IBEKA, who has implemented high profile showcase projects in Sumba. They have also played important roles in conducting studies and planning and coordination of the initiative. The Hivos-SNV BIRU biogas program has also helped to secure the participation of local NGOs in activities on the ground.

Existing Hivos staff in Indonesia also made useful contributions, but in the beginning not to the extent envisaged. While members of the in-country Green Entrepreneurship program initially provided useful support for networking and visits, they had difficulty engaging with the unfamiliar approach of the multi-actor initiative. Subsequent staffing arrangements have ensured that there is now much stronger local coordination. The manager of the Hivos-SNV biogas program has also played an important supporting role throughout, assisting with networking, providing inputs and developing funding proposals.

D. Develop a strong evidence base for interventions

Hivos invested time and resources in the development of a solid evidence base for interventions in Sumba, commissioning a series of studies by national and international experts about the situation for renewable energy in Sumba. These played an important role in providing credibility, giving strategic direction and ensuring that 'showcase' interventions are based on proper assessment of feasibility. Initial scoping and data gathering studies lent credibility to the initiative and guided decisions in the early days; notably, Winrock's study on the renewable energy potential on Sumba and Buru islands and its later baseline study on Sumba.

Pre-feasibility studies provided strong strategic inputs for the development of renewable energy projects. These included the on- and off-grid studies by KEMA and Ritter respectively. In addition, two sector-specific studies, on hydro power generation and biofuels, have played an important role in guiding interventions. These studies helped convince many stakeholders that the ambitious initiative was backed by solid research and was more than wishful thinking. For example, the decision of PT Nagata Bisma Shakti to invest in wind power and conduct a study on hydro pumped storage was stimulated by the results of the Winrock, KEMA and Entec studies. Hivos also insisted that showcase projects should be based on studies that demonstrated technical feasibility and social, economic and environmental sustainability. The Hivos team did not want Sumba to become a testing ground. As one representative put it, "we adopted the principle of only funding tried and tested interventions."

E. Establish an appropriate normative basis for collaboration

Two early engagements by Hivos with national and local authorities were critical in securing legitimacy for the Iconic Island initiative and establishing a strong normative basis for cooperation. At this time, goodwill commitments were just as important as signed agreements. From early on, Hivos sought the backing of officials from the


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Ministry of Energy and Mineral Resources, national planning agency BAPPENAS and local authorities. As noted, senior officials from the Ministry played a crucial role in securing the participation PLN and endorsing the decision of local governments to participate.

Hivos rapidly established an MoU with provincial and district governments and PLN. This was a very significant document for local stakeholders. The local MoU was the only case in the early days of the initiative – outside of normal bi-lateral or partnership arrangements for projects and studies – in which Hivos sought to establish more than a 'goodwill' basis for stakeholder participation. It was only later, when the time came to establish formal structures for planning and implementation, that Hivos sought formal backing from the Ministry in the form of an MoU and official decree. Hivos felt that, where possible, those involved in the initiative should regulate relationships among themselves. Formal agreements have only been sought when they made a clear contribution to the legitimacy and governance of the initiative.

F. Allow time for governance and planning to evolve

A hallmark of the Iconic Island initiative has been its "slow and steady" approach to stakeholder engagement and planning. The focus of the initiative on a long-term goal and Hivos' commitment to a lengthy engagement both helped make this possible, removing pressure to front-load planning and secure large upfront commitments of resources, providing space for different stakeholders to identify roles and ways of working together. A deliberate advantage of starting with only the very broad '100% renewable' vision was that it left room for different stakeholders to define their roles and contributions.

Reliance on an overarching vision rather than a master plan provided space for different stakeholders to work out how they might incorporate and build on their existing interests, plans and activities under the umbrella of the initiative. While Hivos was quick to develop an evidence base and to establish showcase activities, it was only about two years into the initiative before all

those involved began to put serious efforts into developing a road map. Governance and coordination were allowed to evolve step by step.

G. A clear vision on roles and ownership

A clear vision on roles and ownership played an important role guiding the strategy for stakeholder engagement and the way in which the multi-actor process was structured.

For Hivos, it was local stakeholders, and particularly those on Sumba, who should drive the agenda. For this reason, Hivos sought to involve local governments and civil society in planning and coordination, provided support for community-based interventions, and partnered with local NGOs to implement biogas, micro hydro and solar irrigation projects. It also commissioned socio-economic and gender studies to complement the many technical studies and ensure that the wider needs of communities were not left out.

The initiative also recognized the mandate and responsibilities of national and provincial government and PLN. These stakeholders were among the first to be consulted, are actively involved in coordination and play key roles in governance and planning. National NGOs like IBEKA and businesses like Nagata Bisma Shakti are also seen as important voices in the process.

Hivos was keen to avoid a 'master plan' approach, seeking first to ensure that local authorities and people had time to come to terms with, add their approaches and take ownership of the initiative. It also helped to determine which stakeholders might best be kept at arm's length. This was a particular issue with biofuels investors. The 'Plants for Power' report underlined the concern that large scale cultivation schemes to produce feedstock for energy generation have potentially negative effects for local people. This was one reason why Hivos avoided bringing a number of interested foreign investors into the process.

Although local ownership is seen as essential, Hivos recognizes that it will take time to develop the knowledge and capacities of local stakeholders – in particular district officials, civil society and community organizations. In the meantime, it seeks to ensure that the principle of local ownership is followed as it implements a strategy of gradual handover to national and local governments and PLN.

H. Gain credibility through high-impact showcase projects

Hivos recognized that in order to be seen as a credible actor it would have to show concrete results on the ground within a relatively short space of time. Consequently, Hivos set about establishing showcase projects in Sumba as rapidly as possible. These showcases would also demonstrate the credibility of the Iconic Island concept, add momentum to the initiative and enliven the campaign. They helped to show local stakeholders, who had a limited grasp on renewable energy technologies, the ways in which they could serve energy needs on Sumba. They also had the effect of stimulating the participation of local, national and international stakeholders in planning and coordination, and generated concrete results and stories for the Iconic Island campaign.

Biogas and the micro hydro projects have done much to position Hivos as a serious player, despite the somewhat limited potential for these technologies to serve energy needs on Sumba. These projects were the first to produce tangible results, which could be profiled to direct stakeholders and in the Netherlands campaign. They also brought local NGOs on board as implementers, and local media first became actively involved through covering these projects.

Other important showcase projects supported by Hivos include the community-based micro hydro facility developed by IBEKA, a solar PV water pumping project for irrigation developed by local NGO YSS and supported by Winrock, and the Nagata Bisma Shakti wind power pilot, conducted with technical assistance from Winrock. These interventions profiled different tech-

nologies and promoted the participation of various partners, and helped to demonstrate progress on the ground.

Hivos continues to face high expectations, however, and some noted that so far it had only succeeded in establishing 'small projects'. But such criticisms miss the point. The primary purpose of Hivos in Sumba is not to shoulder responsibility for implementation, but to mobilize and bring together other agencies capable of planning, funding and implementing projects on the island, and to profile useful approaches. Those most closely involved in the initiative are enthusiastic about what they see as a new and useful approach, and value the role of Hivos in coordinating and pushing the process forward. Promoting this change in mindset is perhaps one of the key challenges for a multi-stakeholder approach.

I. A few staff can achieve a lot

One lesson to emerge from the way in which the initiative was staffed is just how much can be achieved by a very limited number of staff. Staffing has been minimal, particularly during the first three years of the initiative. During this time, only two staff members from Hivos – the Netherlands-based coordinator and a Jakarta-based program officer – were officially assigned to work on Sumba, and then only half time or less. Other staff worked flexibly within the scope of their existing duties. Communication and External Relations staff in the Hivos head office also played an instrumental role in supporting outreach and communication in the Netherlands. The minimal staffing arrangements ensured that Hivos stayed focused on stakeholder mobilization and coordination.

Another lesson was the importance of having "the right people in the right place." Not all staff can easily adopt the different mindset required to engage in a multi-actor approach, with its focus on mobilizing other stakeholders and funding sources rather than on traditional grant-making activities. As noted above, members of the in-country Green Entrepreneurship team only began to engage well with this different approach after some time and after changes in the office.

A final lesson was that increases in staffing should be predicated on stakeholder demand. Only in mid- to late-2013 was the staff of the initiative significantly increased from its very low early base, with the hiring of a field coordinator in Sumba and a national liaison officer in Jakarta[5]. By this point, there was a clear need for full-time staff to manage coordination and networking at the local and national levels.

J. Long term commitment

Both the 100% Sustainable campaign and the Iconic Island initiative are long-term endeavours that require a substantial commitment. From the start, Hivos envisaged that it would take at least ten years to reach the ambitious goal of 100% renewable energy in Sumba. Public communications from Hivos reflect its seriousness about the Iconic Island initiative. It has written extensively about the subject on its website, invited Dutch and Indonesian media to cover the initiative and sought publicity through its Sumba expedition and tie-ins with Dutch sponsors. Hivos has shown that it is prepared to stake its reputation on its success.

This commitment was particularly important in light of the fact that the initiative would take time to show results at scale. Pressure to achieve rapid results and go public even before key stakeholders had committed was managed by clearly addressing expectations internally. Meanwhile, evidence of strong external support from government, donors and others, and high profile coverage of showcase projects and campaign initiatives also helped to create a secure feeling around progress.

5 In 2014, it is expected that these will be joined by a Jakarta-based communications officer, who will work 50% of the time on the campaign and media relations in Indonesia.

The long-term commitment of Hivos to the Iconic Island initiative has been a pre-requisite for the engagement. If Hivos had not recognised that the process would take time, and made continuous efforts to generate and communicate momentum to internal as well as to external stakeholders, it would have been difficult to ensure this long-term support.

K. Persevere in engagement with big donors

Interesting ADB in Sumba Iconic Island was a big coup and the entry of ADB marked the beginning of a relationship that has had its difficult moments but has also gradually deepened and moved towards mutual appreciation. Along the way, several lessons have been learned: Firstly, the importance of understanding the agenda and internal logic of the donor. This is crucial to comprehend and even anticipate positions taken and decisions made by the donor. For instance, ADB has to follow certain procedures and fulfill certain criteria to get funding. ADB funds technical assistance and cannot give grants. ADB has a top-down, hierarchical approach to decision-making and its own panel of experts and its own criteria for recognizing expertise. These realities have determined the manner in which ADB approached Sumba Iconic Island, and explains, for instance, why ADB commissioned its own inception study and why it emphasizes the role of government agencies rather than of Hivos.

It has been possible to ensure that Hivos' role in Sumba Iconic Island has been seen and acknowledged because Hivos has sufficient budget allocation for and expertise in communication. The importance of having a well thought out communication strategy and resourcing it adequately cannot be over-emphasized.

CONCLUSIONS

The Iconic Island initiative is a highly ambitious multi-actor intervention that was initiated by Hivos with the aim of creating change at multiple levels. The initiative is recognized as a relatively new and interesting departure for Hivos. The main takeaway from this study is that multi-actor approach taken in the Iconic Island initiative involved a new mindset and a new style of working.

The initiative positioned Hivos as a catalyst and facilitator. For this, Hivos avoided creating a blueprint for change or advocating for specific technologies or financing models. Instead, it sought to mobilize government, private sector and civil society actors to commit to change while leaving them the space to identify plans and determine roles that were aligned to their own agendas and working methods.

With this approach, the focus has been on facilitating policy change and promoting transparency and collaboration much more than on implementation on the ground. The Iconic Island initiative is based on the assumption that ensuring local ownership of its ambitious goal and changing the priorities of governments and the private sector will deliver change on the ground. Transparency and openness are essential. The initiative aims to create an environment that fosters collaboration, transparency and accountability. The initiative has begun to open up decision making to civil society, which can begin to play an active and critical role in shaping plans and demanding that commitments are followed through.

It is too early to judge whether it will be possible to fulfill the ambitious goal of 100% renewable energy for Sumba by following a multi-actor initiative approach. The approach takes time and calls for a long-term commitment. However, the quick wins by several energy projects, successful engagement of important actors, and the acceptance of the overall objective by the Indonesian Ministry of Energy and Mineral Resources are early indicators of success.

ANNEX 1: ANNOTATED TIMELINE 2009-2013

		COORDINATION	STUDIES	IMPLEMENTATION	CAMPAIGN
2009	Q1 - Q4	Hivos NL adopts 100% Renewable Energy policy; commits to long-term support for an "Iconic Island"	Hivos "Iconic Island Preliminary Scoping Report" identifies various candidate islands in Indonesia (Dec)	Pre-existing activities - Small scale SHS distribution by district, national gov't - PLN plans to develop R.E (esp. hydro) facilities - IBEKA R.E. projects in Sumba since 1999, also an existing Hivos partner - Hivos–SNV start biogas program in Indonesia	
2010	Q1	Hivos seeks support of the Indonesian Ministry of Energy and Mineral Resources (MEMR)			
	Q2				
	Q3	First visit of Hivos coordinator to Sumba, meeting District Heads (Oct)	Winrock assessment indicates that Sumba is well suited to be the "Iconic Island" (Aug)		
	Q4	SII Initiative launched inAmsterdamduringIndo-NL Joint Energy Working Group meeting (Nov)		Contract with Indonesian NGO partner IBEKA for micro hydro on Sumba	Iconic Island initiative announced on the Hivos website
		MEMR sends letter to local authorities asking them to support SII (Dec)			First version of the Sumba brochure published
2011	Q1	1st meeting with PLN head office in Jakarta – Hivos and Winrock	'Scoping Mission on Off Grid Electrification' report by Ritter identifies solar PV and hydro options (Feb)	NGO IBEKA begins Micro Hydro Project in East Sumba with Hivos funding (Jan)	

		COORDINATION	STUDIES	IMPLEMENTATION	CAMPAIGN
		Hivos staff tour Sumba, meets local authorities, electricity co. PLN (Jan)	Hivos/SNV Domestic Biogas Program study identifies feasibility of biogas in Sumba (Feb)		
		Launch in Sumba: MOU with 4 districts, Governor and provincial head of PLN (31 March 2011)			
	Q2	Selected stakeholder meeting in Yogyakarta to explore potential roles in the initiative (April)	KEMA 'Grid connected electricity generation report' confirms feasibility, provides various scenarios (April)	Hivos-SNV Domestic Biogas Programme starts in Sumba; partly supported by CSR funds from bank BNI (June)	Sumba launched in Dutch newspaper Trouw with full two page interview (April)
		ADB Clean Energy Conference in Manila: present SII at investor forum, and make contact with CSR funder GSEP and future representative of ADB Indonesia (June)	Winrock baseline on 'Fuel Independent Renewable Energy Iconic Island' (June)		
	Q3	Hivos and Winrock visit PLN East Indonesia director and staff (Sept)	First biofuels report by Winrock identifies technical options		Sumba picture contest for Dutch audience (Oneworld and Columbus Magazine)
	Q4	Indonesian bank BNI confirms it will provide CSR funding for biogas activities in Sumba.	Entec initial site assessment on Small Scale Hydro Power for Grid Connection (Dec)	Inauguration of IBEKA 37 kWH community micro hydro installation in East Sumba (Nov)	
		Sumba visit by Hivos staff to discuss progress (Nov)			
2012	**Q1**	Hivos, PT Nagata Bisma Shakti MoU on wind pilot and hydro pumped storage study (Feb)			Agreement with Sawadee to support Sumba, Hivos SII on Sawadee website (Jan)
		1st stakeholder meeting to develop Road map and Coordination structure, Sumba Barat Daya (16 March 2012)			

		COORDINATION	STUDIES	IMPLEMENTATION	CAMPAIGN
	Q2	2nd stakeholder meeting in Bali. Agree roadmap and stakeholder structure (6 May 2012)	Second biofuels report 'Plants for Power' by Vel, warns to avoid large land schemes (April)	Nagata Bisma Shakti and Winrock begin 500kw wind turbine pilot for grid connection in East Sumba	1st Sumba expedition for 5 people from NL. Their experience on the island is documented for the campaign
		2nd visit to Clean Energy Conference: meet ADB, GSEP and Village Infrastructure Angels (June)			Broad coverage of SII in NL media: eg. Koffietijd, Viva, Telefgraaf, full page articles in Trouw, Energie+
	Q3	ADB fact finding trip to NTT to develop technical assistance program (July)			
	Q4	3rd stakeholder meeting, 18-19 October 2012, Kupang. Determine WG members & action plans.	Report on management of SEHEN and other Solar Home Systems by local NGO consultant Stephanus	IBEKA starts survey for installation of 100 wind turbines in 3 locations totalling 50 kW, using its own funding sources	Sumba part of the 10:10 energy saving campaign in NL, with billboards and week-long energy saving drive on Texel island
				PLN signs LoI with G.E. Indonesia to develop 1mW woodchip biomass gasification plant	
				In 2012, PLN completes 2 new micro hydro facilities totaling 1.4MW; work starts on many new plants by PLN and IPPs	
2013	Q1	ADB USD 1 million grant for technical assistance to SII comes into effect (Jan)	JRI Research Socio-Economic-Gender Baseline, based on fieldwork in 2012 (Feb)	Contract with local NGO YSS for solar pumping irrigation in Central Sumba; Winrock hired to give technical support	Hivos and Dutch band BLØF agreement on publicity and donations to the SII (January)
		Hivos MOU with Ministry of Energy and Mineral Resources (MEMR DGNREEC) on SII (Feb)			
		4th stakeholder meeting 14-15 February 2013, Jakarta. A key topic is the SII Road Map (Feb)			

	COORDINATION	STUDIES	IMPLEMENTATION	CAMPAIGN
	National conference after plenary meeting profiles the initiative to a range of GoI agencies (Feb)			
	National Ministry (MEMR DGNREEC) decree on coordination structure for the initiative (March)			
Q2	ADB selects Castlerock Consulting to provide technical assistance (April)	Village Infrastructure Angels report on village electrification options (June)		Public campaigns to select 5 people from NL and 2 from Indonesia for 2nd Sumba expedition. (April–June)
	Hivos and ADB sign letter of cooperation (10 May 2013)	FACT Foundation desk study on opportunities for waste to energy in Sumba		Broad interest and media coverage of SII in NL and Indonesia (including Tempo TV, Al Jazeera)
	ADB meeting in Kupang marks the launch of its program (May)			Sumba part of the BlØf Concert at Sea festival, which has over 50,000 visitors (June)
Q3		Castlerock inception report detailing its program (Aug)		2nd Sumba expedition for 5 people from NL, 2 from Indonesia (Aug)
				Crowd funding action for solar panels for school on Sumba (Sept)
Q4	5th stakeholder meeting in Kupang. Issues include local coordination, ADB/ Castlerock studies. (Oct)		YSS and Winrock complete work on water pumping for irrigation project in East Sumba, benefits over 40 farmers	
	Norwegian Embassy grants Hivos nearly USD 1 millon for SII program and secretariat; USD 1 million to ADB (Dec)		IBEKA begins work on an additional micro hydro facility in East Sumba, supported by Hivos with funds from BlØf and BNI	
			PLN and investors continue work on R.E. plants for grid connection to generate an additional 8.5MW by 2015	

ANNEX 2: INFORMANT INTERVIEWS

NAME	INSTITUTION	TITLE
Eco Matser	Hivos	Coordinator, Climate, Energy and Development
Sandra Winarsa	Hivos	Programme Officer Green Entrepreneurship/ Sustainable Energy
Adi Lagur	Hivos	Iconic Island Field Coordinator
Robert de Groot	Hivos	Program Manager, Indonesia Domestic Biogas Program
Bernard Castermans	Winrock International	Country Representative
Sapto Nugroho	Yayasan Institut Bisnis dan Ekonomi Kerakyatan (IBEKA)	Managing Director
Pradeep Tharakan	Asian Development Bank	Energy Specialist (Climate Change), Indonesia Resident Mission
Michael Crosetti	Castlerock Consulting	Director
Fabby Tumiwa	Institute for Essential Services Reform (IESR)	Executive Director
Budiman Saragih	MEMR, New and Renewable Energy and Energy Conservation	Section Head of Analysis and Evaluation, Bioenergy
Budi Utama	Distamben (Mining and Energy Agency), NTT Prov.	Head of Section for Electricity and Energy Conservation
Sulaiman	PLN, Sumba	Deputy Head, Sumba branch
Umbu Katanga	Mining and Energy Agency (Distamben), Central Sumba district	Head of Agency
Christian Priatmoko	PT Sumberdaya Sewatama, Nagata Bisma Shakti	Project Coordinator, Business Development
Petrus	Yayasan Sumba Sejahtera	Vice-Director, YSS
Februarian Hau Dima	Yayasan Alam Lestari	Director
Heinrich Dengi	MaxFM	Owner, MaxFM
Frans Likadja	Universitas Nusa Cendana (UNDANA)	Lecturer in Electrical Engineering, Science and Technique Faculty
Umbu Hinggu Panjanji	Kemanggi Cooperative	Cooperative Head

ANNEX 3: SELECT BIBLIOGRAPHY

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© Hivos, November 2015
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