

# Terminal Evaluation

## Asia

### 1. Outline of the Project

**Country:**

Republic of Indonesia

**Project title:**

Project on Strengthening Sulawesi Rural Community Development to Support Poverty Alleviation Programs in Indonesia

**Issue/Sector:**

Poverty Alleviation

**Cooperation scheme:**

Project-type Technical Cooperation

**Division in charge:**

First Technical Cooperation Division, Social Development Cooperation Department

**Total cost:**

752 Million Yen

**Period of Cooperation** 1 March 1997 - 28 February 2002

**Partner Country's Implementing Organization:**

Directorate General of Community Empowerment, Ministry of Home Affairs (BPM), South Sulawesi Provincial BPM

**Supporting Organization in Japan:**

Ryukoku University  
Central Union of Agricultural Cooperatives

**Related Cooperation:**

Mini Project; "Policy and Implementation Support for the Development in East Indonesia"  
Dispatch of JOCV Team; "Implementation Support for Integrated Area Development in Baru District, South Sulawesi "

### 1-1 Background of the Project

Along with the development and economic growth of Indonesia, economic disparity between urban and rural area, as well as that between Java and other areas (particularly areas in the eastern part of Indonesia) became pronounced. The Government of Indonesia, announcing "Development Equity and Poverty Alleviation" in the Sixth Five Year National Development Plan and its resolve to tackle the poverty alleviation issue, requested the Government of Japan to provide Project-type Technical Cooperation aimed at human resources development and capacity building in planning and management of participatory rural development in the South Sulawesi Province.

### 1-2 Project Overview

The Project aimed to establish Participatory Local Social Development (PLSD) Models in Sulawesi Province, together with Directorate General of Community Empowerment, with the Ministry of Home Affairs (BPM) and BAPPENAS as the implemental agencies at the central government level and South Sulawesi Provincial BPM and Directorate General of rural Community Development (PMD), Takalar District as the implementation agencies at the local level. The Project activities are divided into three major components; 1) formulation of a Participatory Rural Development Support System, 2) formulation of a Rural Development Support System in Takalar District, and 3) establishment of PLSD Training Modules for South Sulawesi Province.

#### (1) Overall Goal

The Takalar model of participatory social development is applied and disseminated in Sulawesi.

#### (2) Project Purpose

A model of participatory social development (the Takalar model) to be applicable to South Sulawesi Province is developed.

### (3) Outputs

Participatory Rural Development.

- 1) Communities can carry out participatory rural development programs at the lab site villages.
- 2) Methods are completed for participatory rural development programs.
- 3) An administrative system (SISDUK) is developed to support participatory rural development in the Takalar District.
- 4) Training modules are completed on Participatory Local Social Development (PLSD) suitable for South Sulawesi Province.
- 5) Capabilities of organizers/implementers are built up for operation and management of PLSD training courses.
- 6) Basic policy environments are fostered to introduce participatory rural development models.

### (4) Inputs

Japanese side:

Long-term Experts	6	Equipment	27 Million Yen
Short-term Experts	45	Local Cost	98 Million Yen
Trainees received	27		

Indonesian side:

Counterparts	20		
Local Cost	1,300 Million Rupiah (18 Million Yen )		

## 2. Evaluation Team

**Members of Evaluation Team** Team Leader: Prof. Yoshio KAWAMURA, Vice president, Ryukoku University  
Project Management and Evaluation: Tomoyuki TADA, Deputy Director, First technical Cooperation Division, Social Development Cooperation Department, JICA  
Social Impact Survey: Hiroshi SATO, Institute of Developing Economies  
Evaluation on Rural Development: Yoshika HIRATA, Associate Expert, Office of Evaluation and Post Project Monitoring, Department of Planning and Evaluation, JICA  
Cooperation Planning: Toshihisa HASEGAWA, Social Development Cooperation Division, JICA  
Project Evaluation: Masahiro OTSUKA, Pacific Consultants International

**Period of Evaluation** 19 August 2001 - 7  
September 2001

**Type of Evaluation:**  
Terminal Evaluation

## 3. Results of Evaluation

### 3-1 Summary of Evaluation Results

#### (1) Relevance

While Indonesia established a series of regulations related to decentralization, which was underway in, the government sought ways way of participatory development, based on the willingness of the people. Along with the promotion of decentralization, BPM had been examining plans to enhance the capacities of the people and targeted communities that had been groomed to accept participatory rural development. Therefore, the Project, aiming to establish a model of participatory rural community development, has high Relevance, and the importance of the Project has increased since it was planned. The government of Japan has prioritized social considerations and participatory development as one of its aid policies, so the Project is in line with the aid policies of the government of Japan.

#### (2) Effectiveness

In the Takalar District, where participatory social development is regulated by Provincial Head order and a provincial council ordinance, detailed regulations will be established in the near future, which indicates that the Takalar Model is highly appropriate. With enhancement of the people's awareness, establishment of an administrative support system and spread of the

concept of the participatory approach among the persons concerned, the foundation of the participatory project model applicable to the province was established. The effectiveness of the Model has been recognized by counterparts as well as district officials, the Head of Takalar district, and councilmen. Other districts in South Sulawesi are interested in adopting the participatory social development Model. In view of the above, the Project Purpose will be achieved in the future.

### (3) Efficiency

In the development of the Model, a number of efficient activities were observed, such as activities to minimize the input of human resources and costs and to establish a variety of development models through the self-reliant efforts of the people. As for the development of the supporting system, the Project utilized existing governmental and non-governmental organizations and resources, which contributed achievement of the outputs using small inputs. Regarding training, trainees are efficiently trained through OJT. The government of Indonesia managed to allocate budgets and human resources in spite of the economic crisis and changes in the financial administration brought on by decentralization. These efforts contributed to achievement of outputs. Based on these indicators, the Project was efficiently implemented.

### (4) Impact

Many positive impacts have been identified. Some are listed below.

- 1) Many villagers who experienced participatory development activities through this Project have become aware of the continuing and developing self-reliance activities, and tend to have a more positive attitude toward the improvement of their life.
- 2) Relevant local government agencies for agriculture, animal husbandry, forestry, fishery, education, public health, public works, the cottage industry, and others have focused their attention to the potential of villager groups organized in the project activities, and some of the agencies have started to support the groups.
- 3) People in other provinces have become more and more interested in the Project as a result of project activities being introduced to the public through the mass media.
- 4) Some of the people who were not involved in the project activities have started their own development activities.

### (5) Sustainability

The Takalar District has moved toward establishing a prefectural ordinance that provides administrative support for participatory social development. Also, with the enhancement of autonomy, the Takalar District can now budget for itself. Project training developed human resources relating to participatory development and administrative support. The Provincial Government is keenly interested in the participatory rural development model, and it is expected that project formulation and policy making will be carried forward with the necessary budget, supplies and human resources. Through project activities in the target villages, the necessary techniques, knowledge and information have been accumulated, and the ways of utilizing these resources efficiently have been acquired. The above-mentioned proactive points, indicators of sustainability, have been confirmed.

On the other hand, there are some concerns. As with a result of decentralization, the governmental ministries could no longer take the initiative as they had before in the introduction and promotion of the Model at the village level; hence, decision making became the responsibility of each District. For all of the target villages, the issue of sustainability including economic strength has been partially solved, even though details of the issues were not fully revealed.

## **3-2 Factors that promoted realization of effects**

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### (1) Factors concerning Planning

- 1) The Project is not aimed at transferring Japan's own techniques to the recipient country as is the case in the traditional approach, but rather to develop an administrative system for participatory rural development in line with the situation on the receiving side. The assignment of project leaders who understood the background of the Project and the conditions of the target area was instrumental in establishing a relationship of mutual trust with related organizations such as universities and NGOs and achieving the Project outputs.
- 2) In the planning stage, the Project was designed flexibly and free of the former framework constraints, which contributed to efficient implementation.

### (2) Factors concerning the Implementation Process

During the preparation period of the Project, the various surveys that were conducted made clear the conditions of the target areas, which promoted achievement of the outputs.

## **3-3 Factors that impeded realization of effects**

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### (1) Factors concerning Planning

Along with decentralization, the budget and mandate of the implementing organization changed dramatically at the central,

province and district levels, resulting in wide gaps between institutional authority and the authority of rural officers. Although decentralization is in line with the aims of the Project, the Project still faced difficulty in the arrangement of counterparts and adjustment of project activities.

## (2) Factors concerning the Implementation Process

As for the exchange of Long-term Experts, counterparts said that the dispatch of the second group of experts after the former group had returned home took too long. Therefore, the handover impeded Project progress. Some villagers in the target area also said that this factor resulted in a decline in the motivation of Project participants.

### **3-4 Conclusion**

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Although there were some difficulties in arranging project activities, the outputs of participatory rural development and the Project purpose were achieved in line with the decentralization and the policy of autonomy. The Project had administrative and social impacts especially in the target villages and target areas in the Takalar District. The relevance of Project is assured, which will lead to further development, and sustainability is expected.

### **3-5 Recommendations**

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- (1) The dispatch Field Officers (FO) is necessary for achievement of participatory rural development in Takalar. It is recommended that the Indonesian side take the initiative in the recruitment, management and financial arrangements of Field Officers (FO) by establishing the necessary organizations.
- (2) It is recommended that the three organizations (Provincial BPM, Hassanudin University and LML) concerned with the Training Modules cooperate closely for better coordination in upgrading and disseminating the modules.
- (3) It is recommended that possible and effective measures be taken by the Provincial Government of South Sulawesi Province for spreading the Takalar Model to other districts in the South Sulawesi Province.
- (4) It is recommended that the Indonesian side extend the Takalar Model nationwide to achieve the overall goal.
- (5) It is recommended to understand the extension status of the Project outcomes, and implement post evaluation by both the Japanese and Indonesian side so that appropriate measures can be taken.
- (6) The District Government of Takalar, which target villages, requested the Japanese side to consider additional cooperation to extend the Takalar Model. However, the Indonesian side is able to conduct extension on its own, and so the Project should be completed as planned. However, it is necessary to monitor the extension status and consider follow-up cooperation, if necessary.

### **3-6 Lessons Learned**

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- (1) It is necessary to consider the social preparation of the villagers when establishing an administration system, and to develop the necessary human resources for participatory rural development and poverty alleviation. As the implementing agencies will differ depending on the activities, the implementing structure of the Project as well as the extension system should be carefully examined.
- (2) It is extremely important for achievement of the Project purpose that the key person, such as the District Governor of Takalar, understand the meaning of the Project.
- (3) It is extremely important that "the System" which was accomplished through the Project be institutionalized in regulations in order to ensure sustainability.

### **3-7 Follow-up Situation**

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N/A