

## Summary

### 1. Outline of the Project

Country: Republic of Indonesia

Project Title: Community Development by the Participation of Civic Society

Issue/Sector: Governance

Cooperation Scheme: Technology Cooperation Project

Division in Charge: JICA Indonesia Office

Total cost (as of the time of evaluation): 295.78 million Japanese yen

Period of Cooperation:

(R/D): December 22, 2003

Period of Cooperation: Three years (January 2004–December 2006)

Partner Country's Implementing Organization:

1) Authority in charge: National Development Planning Agency (Badan Perencanaan Pembangunan Nasional - BAPPENAS)

2) Implementing organization: BAPPENAS, State Secretariat (Sekretariat Negara - SETNEG), Local governments (ten eastern provinces), Local NGOs (ten eastern provinces)

Supporting Organization in Japan: SOMNEED, i-i-network, Shaplaneer many other groups

Related Cooperation: None

### 1-1 Background of the Project

In the Republic of Indonesia (hereinafter "Indonesia"), as a result of its rapid democratization since the collapse of the Suharto administration in 1998, the country's style and method of development have been changing from the traditional central government-led top-down style to a decentralized style emphasizing local initiatives, subsequently leading to bottom-up development with resident participation as its core element. Participation by NGOs and citizens' groups in development projects implemented by governmental administration has increased significantly.

However, governments do not have sufficient human resources and ability to promote the participation and strengthening of NGOs and citizens' groups, and systematic cooperation and networking between governments and NGOs/citizens' groups are underdeveloped. As a result of the many years of top-down development, neither the central nor the local governments have built an adequately trusting relationship with one another, and governments do not understand the citizens'

activities and needs. Furthermore, due to decentralization, conditions and information pertaining to local districts have not been reported by local governments to the central government, and few of the circumstances and needs of local citizens' groups have been appropriately reflected in the policies, projects, and programs of the central government.

Based on the situation described above, the assistance in regards to the promotion of cooperation among (central and local) governments, NGOs, and citizens with a view to promoting community development was requested by Indonesian government, and "The Project of Community Development by the Participation of Civic Society" was implemented for a three-year term of cooperation from January 2004 to December 2006.

## 1-2 Project Overview (PDM)

### (1) Overall Goal

Policy and projects/programs related to community development are formulated and implemented by way of a participation-type method.

### (2) Project Purpose

The purpose of this project is to improve cooperation among (central and local) governments, NGOs, and communities with a view to empowering communities.

### (3) Project Output

1. Participation-type approach for the community development by (central and local) governments, NGOs, and communities has been improved.

2. Successful examples of community development projects in the target area are to be accumulated and disseminated.

3. Pilot activity for community empowerment by local initiative is to be commenced.

### (4) Project Inputs (as of this evaluation)

Japanese side:

Long-term experts	Two persons (54.5 man-months)
Short-term experts (total)	23 persons (26.75 man-months)
No. of trainees received in Japan	19 persons (3 courses)
Training in Indonesia	16 persons
Equipment brought along	3.766 million yen
Local cost	47.259 million yen

Indonesian Side:

C.P. arrangement	6 persons
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C.P. budget 3.759 million yen

Office facilities

## 2. Evaluation Team Overview

Members of the evaluation team

Number of team members four

(1) Leader/Supervisor: Nobuhiko Hanazato, Deputy Resident Representative, JICA Indonesia Office

(2) Community Development: Toyokazu Nakata,\* Institute of Participatory Development

(3) Evaluation planning: Hiroaki Yamanishi, JICA Indonesia Office

(4) Evaluation analysis: Harumi Iida, Global Link Management Inc.

Evaluation Period

From Sunday 16th to Saturday 29th of July, 2006

(\* Mr. Nakata: June 20 to July 21, 2006)

Evaluation type: Ex-ante evaluation

## 3. Overview of Evaluation Results

### 3-1 Achievements

Upon the commencement of this project, training and seminars/workshops within Indonesia and training in Japan were implemented for the administrative officials of local governments and NGO staff of the ten provinces in question. Through the implementation of this training, the deepening of understanding in regards to the community development promoted through this project and the improvement of knowledge pertaining to participation-type development have been widely achieved on the part of the administrative officials of the central government such as the BAPPENAS and SETNEG (State Secretariat) officials, the administrative officials of provincial and regency governments of ten target provinces, and the NGO staff. In addition, ten of the Good Practice Case Studies have been completed and another three will be completed in 2006.

#### (1) Output Achievements

Achievement of Output 1 to 3

Output 1

#### (Output 1)

Participation-type approach for the community development led by (central and local) governments, NGOs, and communities is improved.

(Current conditions)

By way of this project, training (training in Indonesia and in Japan, technology exchanges in third countries, seminars, etc.) pertaining to community empowerment has been implemented for administrative officials from the central government and the provincial and regency governments in the target provinces, as well as the staff of Indonesian NGOs. Through these training sessions, the understanding of community development promoted by the project and the improvement of knowledge on participation-type development have been deepened considerably on the part of administrative officials from central government organs such as BAPPENAS and SETNEG, the administrative officials of provincial and regency governments of the ten target provinces, and NGO staff. As the result, seven training participants have been selected as “Master Facilitators” who have mastered community empowerment along the lines advocated by the project and are able to serve as practitioners. Furthermore, another three have been selected as candidates.

#### Output 2

(Output 2)

Successful examples of community development in target areas are being accumulated and disseminated.

(Current conditions)

With Good Practice Case Studies (hereinafter GPCS), research plans were formulated upon the commencement of the project's activities and studies have been smoothly implemented. A study pertaining to a total of ten cases - five in 2004 and 2005 respectively - has been completed. A study on a further three cases is in progress in 2006, and 13 in total are scheduled to be completed by the end of the project. At the time of this final evaluation, reports in English and in Bahasa Indonesia for all the GPCSs, with the exception of the three cases in progress in 2006, have been completed. On the other hand, consideration is necessary in order to use study result in improving community empowerment in a concrete manner.

#### Output 3

(Output 3)

Pilot activity for community empowerment by local initiative is being initiated.

(Current conditions)

At present, eight pilot activities are being conducted, mainly under the initiative of the master facilitators in the regions in question, and together with the monitoring of these activities, the necessary technical and monetary support is being provided as a part of the project. For this evaluation in particular, research on impact has been conducted in the communities in question regarding the activities aimed at implementing community empowerment. As a result, it has been confirmed that a significant degree of empowerment has been established in the target communities.

## (2) Project Purpose Achievement (Forecast)

At present, the administrative officials of the local governments and the NGO staff in the target area who participated in the training in Indonesia are making various efforts in regards to community development by using the knowledge and technology that they gained through their training. Among these, below are three examples of such efforts that aim to establish cooperation between local governments and NGOs aimed at community development as pilot activities by master facilitators.

Table: Examples of initiatives aimed at establishing cooperation between local governments and NGOs in promoting community development

Province	Implementing group	Name	Content
Southeast Sulawesi	BAPPEDA (Badan Perencanaan Pembangunan Daerah - Regional Development Planning Board) in the province and local NGO	Formulation of "GO-NGO Partnership Guideline" <sup>1</sup>	Formulation of guidelines for the establishment of government, NGOs, and provincial community partnership
East Nusa Tenggara	Provincial BAPPEDA and local NGO	"Friend Forum" Organization	Facilitation of cooperative activities between provincial government and NGOs, implementation of GPCS within the province and independent establishment of

<sup>1</sup> From "Guidelines for the Implementation of PKPM in Southeast Sulawesi/2005 - 2006" (translated by JICA Indonesia Office), which was submitted to the project office by personnel related to the provincial BAPPEDA of Southeast Sulawesi and to the NGOs. For the details of the guidelines, please refer to the mid-term evaluation report for this project.

			provincial secretariat for the project, etc.
East Nusa Tenggara	Village Development Dept. of the regency of East Lombok	GPCS on 119 villages	Village Development Dept. of regency government the needs through the implementation of GPCS on 119 villages in 20 subdistricts that is conducted with NGO's support, and connects such needs with provincial projects.

Aside from these examples, the groundwork for all pilot activities includes the solicitation of cooperation among important local government personnel, NGOs, communities, etc.. Various examples of community development projects are expected to be accumulated, which this project aims, through future project activities by way of various community development efforts on the part of the training participants and the district GPCSs. It is expected, as a result, that a collaborative relationship between the central government, local governments, and civic society groups including NGOs will be established and be improved by the time of the project's completion.

On the other hand, the manner in which one amasses the achievements of the current three different outputs, namely the "improvement of the participation-type development method," the "implementation of pilot activities," and the "practice of GPCS" should be determined.

### 3-2 Summary of Evaluation Results

#### (1) Relevance

The purposes of this project are to develop the abilities of local provincial and regency governments, of which the roles and responsibilities as development practitioners have increased in the Indonesia today wherein power is being decentralized to local jurisdictions, and those of NGOs, which are expected to support local governments and assume the role of promoter for community empowerment, and to improve the cooperative relationship between the two parties. These purposes concur with the needs of the central government of Indonesia and with those of the local governments and NGOs in the target region. Assistance with governance is also a priority policy area in Japan's assistance to Indonesia (assistance and project implementation plans for the countries in question). Therefore, the relevance of this

project is high.

## (2) Effectiveness

At the time of this evaluation, three outputs of this project are ready to be produced. In particular, human resources including the master facilitators who have been fostered as a result of the training provided through this project are putting their own pilot projects into practice in the target provinces, and the effectiveness of the concepts and approaches of community empowerment promoted through this project focused have started to appear. As for this project, its effectiveness has been evaluated on the basis of verification of the meaning of its concept and approach, in addition to verification of the degree to which the project's purpose has been achieved on the basis of its concepts and approach. On the other hand, it has also been pointed out that manner in which the three outputs will be synergistically materialized at the time of project's completion is still unclear.

## (3) Efficiency

Input by both the Japanese and Indonesian sides are being effectively used so as to ensure the smooth implementation of the project's activities and the achievement of output. Also, in the administration of the project, the relationship between the Japanese experts and their Indonesian counterparts/local experts is positive and it is resulting in the smooth implementation of activities. For these reasons, the project's activities are leading to output without any problem, and the efficiency of this project is high in terms of its implementation.

On the contrary, it has been pointed out in regards to the project implementation system that strategic management and administration have been on the whole insufficient due to a lack of communication among the organizations related to the project (project, JICA headquarters, JICA Indonesia Office, Indonesian government, etc.).

## (4) Impact

The positive effects and influences of this project were confirmed in this final evaluation in relation to the pilot activities related to the project, including the election in southeast Sulawesi to the position of regency governor of a person who underwent the training program in Indonesia and the improvement in the relationship between local government and community in the GPCS target regions and pilot activities. No particular negative effects or influences have been found. Regarding the achievement of

the overall goal, from the formulation of the cooperative framework among the local governments involved (provincial and regency governments), NGOs, and communities to the concrete implementation of the community development policy and programs are examined in the pilot activities, and there is every reason to expect that these goals will be realized through the implemented policies and programs in the future. On the other hand, measures for reflecting project outcomes in regards to policies and programs have not yet been clarified at present at the central government level.

#### (5) Sustainability

It has been confirmed that the situation regarding sustainability has not changed in any fundamental way since the time of the mid-term evaluation. In other words, the NGO staff and a portion of the local government personnel who attended the training in Indonesia have absorbed the approach to community empowerment introduced by the project, and they have reached the level where they are able to practice it on their own, and as such it is apparent that these techniques will be carried on in the future. Contrastingly, due to the fact that the outcome remains at the individual level and has been little influence at the organizational and system levels, the extent of the ripple effect within the target provinces has not been ascertained. As for the central government, BAPPENAS, which is the counterpart organization, has not clarified the measures by which the project outcome is to be reflected.

#### (6) Factors Contributing to or Impeding the Production of Effect

##### (Contributing Factors)

##### (1) Concepts and approaches of the project that concur with on-site needs

The concept on which the project focuses, namely the “bottom-up promotion of community development by way of regional initiatives,” and the approach to realize this concept were favorably accepted by the administrative officials who have become accustomed to the traditional top-down system of local administration as well as by the members of NGOs that served as a sort of subcontractor to the donor project, and the following point was raised at the time of the mid-term evaluation.

This project fostered human resources for the role of facilitator by assigning facilitators to serve as practitioners of community development with a view to establishing community empowerment. As a result, the efforts that aimed at cooperation in community development between local governments and NGOs have been achieved through the pilot activities. This success stands in stark contrast to the facilitators in the village development projects implemented by other donors, who

merely arrange development fund expenditures on a community level and give priority to functionality.

(2) Implementation of activities emphasizing regional initiatives

The placing of great value on the part of the project activity implementation policy on the sharing of information with and gaining a consensus among the concerned people in the ten target provinces through seminars and workshops and to have implemented the activities in a form conducive to the promotion of regional initiatives has resulted in a great sense of project ownership on the part of the Indonesian side, especially among the regional personnel concerned.

(Impeding Factors)

(1) Relationship between output categories and project targets

The project expected that the synergic effects of the three outputs, namely Output 1, "improvement of participation-type approach," Output 2, "implementation of GPCS," and Output 3, "support for pilot activities," would assure that the project targets are achieved. In actual fact, however, Output 2, spiral training (training method to step up to the next stage before finishing one stage while doing the rest on OJT) in the GPCS implementation process and the results of the study have not been used directly for community empowerment to a satisfactory extent, although Output 1 and 3 have achieved direct connection through the fostering of trainees and support for the activities. Therefore, consideration is necessary in order to practically use the GPCS results for other outputs.

(2) Nonexistence of local organizational network

At the beginning of the project, an administrative official and an NGO staff member were appointed in each province as contact persons in the expectation that they would transmit information related to the project activities and conduct coordination with the concerned people within the province. However, as the project progressed, the relationship between the contact persons and the project has become estranged and their function has become a merely nominal one. Nevertheless, no alternative steps have been taken.

(3) Utilization of project outcomes within central government policy

The reality of the "Community Development Planning Committee" enacted for the purpose of utilizing project outcomes in central government policymaking has not

been confirmed, and the Joint Coordinating Council (JCC) has not even once held a meeting. Therefore, central government involvement in the project is itself weak and the responsibility of the central government therein is still unclear.

(4) Lack of approach to organization level

Participation on the part of the target provinces in the training and the GPCs implemented by the project is essentially based on the initiative of the individual personnel. In addition, a high degree of motivation on the part of individuals is emphasized in regards to participation in these activities. Because of the difficulties inherent in attending consecutive training sessions due to other engagements and a low level of incentive to participate in such sessions, the level of participation by administrative officials of local governments has dramatically decreased since the beginning of the project. As a result, activities have become disproportionately dominated by NGO members, and as such the inability of local administrators to disseminate project concepts and approaches in the target provinces is becoming a problem.

(5) Nonexistence of training modules and methods in Indonesia

The project secretariat has documented each training session held thus far in Indonesia in video form and has also collected reports thereon. However, these materials are nothing more than the records of implementation, and the usage of third parties has not been taken into consideration. The training has not been modularized in its entirety. Thus, methods for disseminating the project's approaches have not been established within the current rubric. Therefore, there is a concern that when local personnel disseminate knowledge and technology gained through the training within their region, the knowledge and experience of the person determines the level of training. In addition, it has become difficult to disseminate knowledge and technology efficiently to individuals and groups who have participated in region-specific training, such as the case mentioned above, when they wish to newly participate in the project.

(6) Nonexistence of the definition of master facilitator

The title of master facilitator has been given to seven excellent training participants and their activities are being supported as pilot activities at present. However, individual levels of technological expertise still vary. Also, in regards to the qualifications of three candidates for master facilitator status, no substantial agreement has been reached within the project. There are no objective criteria for

personnel who have grasped the concepts and approaches of the project at a high level in a manner in which said evaluation can be presented to a third party.

### 3-3 Conclusion, Recommendations, and Lessons Learned

#### (1) Conclusion

The introduction of the concepts and approaches to community empowerment in Indonesia put forward by this project can be said to have been revolutionary in its promotion of bottom-up community development in the area of regional human resource development in the target provinces. It is necessary for all of the communities, NGOs, and local governments as well as the central government to be able use this approach even upon the project's completion.

On the other hand, the project at present does not have the methodology to implement this approach. It is believed that community development in Indonesia will advance further upon the establishment of methodology and the dissemination of project outcomes.

#### (2) Recommendations

Just prior to the project completion, the following recommendations were made so as to ensure that the project's activities achieve results.

1) Analysis of the project from a comprehensive viewpoint is necessary in order to see how each activity has lead to its outcome and how it interacts with other activities. Particularly in the case of monitoring of the activities of the regional people in question, it is important to analyze what factors have affected the relationship between the activities and the results thereof, instead of simply documenting the results for the sake of record keeping. Furthermore, all people associated with the project need to share the result of their analyses with one another together with the outcomes thereof upon the completion of the project.

2) The project needs to clarify its own criteria of the abilities required for the master facilitators certified as part of the project. At present, the activity implementation ability of individual facilitators is not necessarily consistent. Narrowing the gaps between individuals and setting a certain standard for qualifications will deepen faith in the project on the part of the people concerned.

3) The establishment of a methodology for the project's approach and the preparation of curriculum and teaching materials for use by third parties are important aspects of this project. Records of training sessions in Indonesia and GPCSs have been made in the form of reports and visual materials. However, these materials are difficult for people

not related to the activities in question to understand. Therefore, it is necessary to consider how to convert these into practical teaching materials so that outsiders can utilize the experience of the project.

4) The project needs to provide the central and local government and NGO personnel concerned with the opportunity to share not only experiences accumulated through past activities and the results thereof but also methodology related to the implementation of the project approaches in question.

5) The Indonesian government needs, when necessary, to lend its support upon the communication and diffusion of project results to other concerned people. In addition, it is necessary to examine the use of project output when implementing the “National Development Planning System (SPPN), Law No. 25/2004” that emphasizes democratization and bottom-up decision-making in Indonesia.

### (3) Lessons Learned

In terms of lessons for future projects of this sort, it can be concluded that the lack of communication among the concerned people had an effect on the efficiency of the project. Not only is it necessary to incorporate a system within the project to promote smooth communication at the target region and central government levels, it is also vital that its functions be thoroughly utilized.