

Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by Indonesia office: March, 2014

Country Name	The Project for Institutional Support for Food Security
Indonesia	

I. Project Outline

Project Cost	282 million yen	
Project Period	March 2005 – February 2008	
Implementing Agency	Agency for Food Security (AFS), Ministry of Agriculture	
Cooperation Agency in Japan	Ministry of Agriculture, Forest and Fisheries	
Related Projects (if any)	<p>Japan's cooperation:</p> <ul style="list-style-type: none"> The Follow-up Activities for the Food Supply and Demand Policy Simulation Model Activity (March 2 to March 10, 2010) <p>Other donors' cooperation:</p> <ul style="list-style-type: none"> FAO: National Program for Food Security (2004-2005), Special Program for Food Security (2001-2005) WFP: Food Insecurity Atlas (2003) IFAD: Participatory Integrated Development in Rain-fed Area (2001-2004) USAID: Macro Policies for Food Security (July 1999-July 2004) 	
Background	<p>Indonesia, with the population of over 200 million, aimed to achieve self-sufficiency of food, especially by producing rice. In 2001, AFS was established in the Ministry of Agriculture for the purpose of preparation, implementation and coordination of the food security policies, and research on food security in the nation. In the same time, National Food Security Council (NFSC), chaired by the President of Indonesia and comprised of members from 15 government authorities including the Ministry of Agriculture was established. The NFSC aimed at formulation of national food security policies, and coordination of relevant actions of the ministries. The AFS acted as the secretariat of NFSC. However, because of the complicated structure of the related government organizations, Agency for Food Procurement (BULOG) and other ministries/agencies had their different own policies apart from AFS. In addition, due to insufficient capability of data collection and analytical work on food demand/supply, effective policy making and implementation based on objective data/information was far beyond realization.</p>	
Inputs	Japanese Side	Indonesia Side
	<ol style="list-style-type: none"> Experts: 3 for Long term, 7 for Short term Trainees Received in Japan: 29 persons Equipment: network servers and software, etc. Local Cost: cost for training, workshops and seminars Others: cost for local consultants 	<ol style="list-style-type: none"> Personnel assigned: 14 persons from AFS Local Cost Land and Facilities: 3 offices for Japanese experts and local consultants with utilities in both central and provincial AFS
Project Objectives	Overall goal Policies on food security are effectively planned.	
	Project Objective(s) Institutional capacity in establishing food security is strengthened.	
	Output(s) <ul style="list-style-type: none"> Food supply and demand policy simulation model is developed and utilized. Food Security Management Information System with Web bases is improved and operated. Ability in food security policy planning is enhanced. Stakeholder perception on Food Security is improved. Methodology and mechanism for monitoring survey of food security is improved. 	

II. Result of the Evaluation

Summary of the Evaluation
<p>AFS, as an agency to prepare, implement and coordinate food security policies and conduct research on food security, was facing a need to enhance its capacity of data collection and analytical work on food demand/supply and policy making based on such data.</p> <p>This project achieved to some extent the development of the three tools for AFS's food security administration and training for AFS staff on use of those tools and food security planning, for the project purpose of strengthening institutional capacity in food security, and part of the tools have been modified and used after project completion. However, the food supply and demand policy simulation model has rarely been used due to factors such as their too complicated and</p>

difficult-to-use nature. Accordingly, the project partially contributed to more effective planning of food security policies of the overall goal. As for sustainability, while there was no major problem in terms of the implementing agency's system to support Indonesia's food security in general, several problems have been observed in terms of policy background and the technical and financial aspects for this particular project as the implementing agency has little intention to use the model developed under this project.

For relevance, the project has been relevant with Indonesia's development policy, development needs as well as Japan's ODA policy. For efficiency, both the project cost and project period were within the plan.

In light of the above, this project is evaluated to be satisfactory.

1 Relevance

This project has been highly relevant with Indonesia's development policy "food security" and "establishment of the food security system" as set in the Indonesian Agricultural Development Plans (2000-2004 and 2005-2009), development needs for further comprehensive and high-integrity food security operation tool to promote food security, as well as Japan's ODA policy to improve food security and nutrition status as set in the JICA's country-specific development plan toward Indonesia (2001), at the times of both ex-ante evaluation and project completion. Therefore, relevance of this project is high.

2 Effectiveness/Impact

This project somehow achieved the project purpose of strengthening institutional capacity in food security by the time of project completion, as it developed three tools for AFS's food security administration, (i) food supply and demand policy simulation model, (ii) food security management information system, and (iii) food supply and demand monitoring system, and trained AFS staff on use of those tools and on food security planning. After the project completion, AFS has been using part of those tools with some modification based on needs and data availability. Regarding (i), although the training provided by this project improved capacity of the trainees at individual level, the model is no longer used and AFS has developed a new system instead. According to the implementing agency, difficulties in data collection (the model required huge amount of data collection and input, which was not completed by the end of the project) and complicated operation of the model were reasons for not using the model in the end. As for (ii), AFS still running the system developed by the project with the modification and up-grading by AFS's own effort and they utilized the system for collection of food availability, distribution and consumption data. Further, as to (iii), a monitoring format developed by the food supply and demand monitoring system has been utilized with modification in monitoring activities which are regular tasks for AFS staffs.

With respect to the overall goal, policies on food security have become planned more effectively since NFSC's policy formulation was conducted based on the data collected by AFS who applied part of the systems as mentioned above. Regarding AFS's contribution to effective policy planning, AFS collects weekly and monthly rice prices at each village, prefecture, state level and they submit these data to Ministry of Agriculture and Economic Adjustment Minister. These data are important sources for policy makers to decide on the implementation of price interventions. Further, AFS collected the data of rice consumption and yields at provincial and state level and created analysis report based on these data. This report is utilized by NFSC on forming import policies for rice.

In this way, the project purpose was partially achieved and sustained to some extent, and the overall goal set by its target indicator was achieved. However, contributions of this project to such improvement are limited to providing data, and the model and systems introduced by the project were not fully used after the completion of the project. Therefore, effectiveness/impact of this project is fair.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) Institutional capacity in establishing food security is strengthened.	Proposed policies related to the project on food security are drafted in AFS ¹	(Project Completion) The project developed 3 tools and capacity of AFS staff were strengthened through training. (Ex-post Evaluation) AFS is using a model that it developed after project completion (not the one developed under this project), but using part of the project-developed tools with some modification.
(Overall goal) Policies on food security are effectively planned.	Policies on food security are proposed.	(Ex-post Evaluation) NSFC has proposed policies with support from AFS. The contribution of this project is AFC's providing data to support NSFC to form food security policies.

Sources : Terminal Evaluation Report, Interviews with counterparts

3 Efficiency

The project cost and the project period were within the plan (ratio against the plan: 94% and 100%), Therefore, efficiency of this project is high.

4 Sustainability

AFS, the implementing agency, has no major problem in its policy background as well as institutional, technical and financial aspects of planning and implementing food security policies in general: the food security policy of the new Food Law (2012) of the government of Indonesia and the role of AFS have not been changed even though there was some organizational reforms, and AFS developed and operates the current food security administration system with allocation of

¹ The terminal evaluation questioned the appropriateness of this indicator that was set in the planning stage, and alternatively used the development of tools for AFS's food security administration and capacity building on those tools. The ex-post evaluation followed this idea and checked if the capacity building based on such tools has been practiced /institutionalized.

budget, though not sufficient in general, to support provincial and district governments.

However, concerning sustainability of this particular project, there are several issues. In the policy background, the use of the model developed by this project has not fully gained policy support. In the technical aspect, most of ex-counterpart personnel have still remained in AFS and execute their duty in AFS with general planning capacity which was improved partly by the project implementation. However, while they could modify and use part of the management information system and monitoring format, difficulties in data collection and in operation of the models were observed. Further, there is no training related to the utilization of the systems developed by the project. In the financial aspect, whole budget for AFS is mostly secured, but specific budget for enhancing the project effect (e.g. reintroduction of the model developed by the project) or the system training is not allocated.

Therefore, sustainability of effectiveness of this project is fair.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency

None

Lessons learned for JICA

- In the project that introduced a highly technical model, difficulties in data collection and in operation of the models were observed as the personnel in charge are not capable of operating and updating the project models/systems. Therefore, the appropriateness of the technical level required for the counterpart side after the project completion should be carefully considered in the planning stage, and the assignment of experts or other inputs from the Japanese side should be sufficient to that required level.
- Based on the fact that the whole set of the model or part of systems introduced by the project were not utilized after the project completion, implementing agency and JICA should prepare workable and attainable exit strategy during the project period and if necessary both sides should agree upon post-project plan as a mutual commitment to the project for strengthening project sustainability.