conducted by Indonesia Office: March 2						
Country Name						
Republic of Indon	esia Area					
I. Project Outline						
Background	While the Mamminasata Metropolitan Area in South Sulawesi Province had been the largest urban area in eastern Indonesia and played a role of leading the economy of the region, the urban environment in the Area became worsened due to unregulated urbanization accompanying with population increase and expansion of economic activities. General spatial plans (GSP) and detailed spatial plans (DSP) had been prepared separately by each city and district in the Area without proper coordination, which led to a progress of sprawl and uncoordinated land development. Under such situation, the South Sulawesi provincial government formulated the Mamminasata Spatial Plan in 2003 and established Mamminasata Metropolitan Development Cooperation Board (MMDCB). Related to the Spatial Plan, the Japanese government provided a support through "the study on implementation of integrated spatial plan for the Mamminasata Metropolitan Area" (2005-2006). As a result of these efforts, a framework for development of the Area was gradually developed, however, various issues remained including the lack of procedures and capabilities to coordinate among the spatial plan for the Mamminasata Metropolitan Area and spatial plans prepared by each city and/or district in the Area and to coordinate among these stakeholders when implementing interregional projects. Therefore, capacity development of MMDCB was required to solve these issues.					
Objectives of the Project	<ul> <li>Through formulating procedures/tools of urban development management, developing training implementation system and enhancing the coordination capacity of the Technical Implementation Unit for Mamminasata (UPTD MM)/MMDCB<sup>1</sup>, the project aimed at developing the system of urban development management in Mamminasata Metropolitan Area, thereby contributing to realizing a balance between conservation and cultivation. The project objectives set forth are as follows:         <ol> <li>Overall Goal: Balance between conservation function and cultivation function in Mamminasata Metropolitan Area is realized.</li> <li>Project Purpose: The system of urban development management in Mamminasata Metropolitan Area is developed.</li> </ol> </li> </ul>					
Activities of the Project	<ol> <li>Project Purpose: The system of urban development management in Mamminasata Metropolitan Area is developed.</li> <li>Project site: Mamminasata Metropolitan Area (Makassar City, a part of Maros District, a part of Gowa District, and the entire Takalar District), South Sulawesi Province</li> <li>Main activities: (1) Formulate procedures for preparing GSP/DSP for strategic areas and urban development permission, data management system, coordination mechanisms of interregional projects; (2) Develop a manual for preparing GSP/DSP, spatial utilization control, project management, data management, and training implementation; (3) Prepare training curriculum/syllabus and conduct district/city level trial trainings; and (4) Conduct lectures on project management and urban development planning for UPTD MM/MMDCB and case studies for learning proper coordination among districts/city, province and central government and for developing DSP for interregional areas.</li> <li>Inputs (to carry out above activities) Japanese Side</li> <li>Experts: 8 persons</li> <li>Staff allocated: 47-51 persons</li> <li>Trainees received in Japan: 13 persons</li> <li>Local cost (5,531 million Rupiah in total as a budget printer and copying machine, etc.)</li> <li>Overseas activities cost (for local consultant, trainings, travel expense and public relations etc.)</li> </ol>					
Ex-Ante	2008         Project         April 2009 to February 2012         Project Cost         282 million yen					
Evaluation Implementing Agency	2008       Period       Period       Period       202 minor year         Executing agency: Directorate General of Spatial Planning of Ministry of Public Works       Implementing agencies: (1) Mamminasata Metropolitan Development Cooperation Board (MMDCB), (2) Technical Implementation Unit for Mamminasata (UPTD MM) of Directorate General of Spatial Planning of Ministry of Public Works, (3) South Sulawesi Province and local government organizations composing the Mamminasata Metropolitan Area (Makasar Municipality, Maros District, Gowa District, Takalar District)					

#### **II. Result of the Evaluation**

1 Relevance

Cooperation Agency in Japan

<Consistency with the Development Policy of Indonesia at the time of ex-ante and project completion>

Ministry of Land, Infrastructure, Transport and Tourism

Nippon Koei Co., Ltd.; KRI International Corporation

The project was consistent with Indonesia's development policy on 'redressing regional disparity' as set forth in "National Medium Term Development Plan (RPJMN) (2005-2009)" and "RPJMN (2010-2014)" at the time of both ex-ante evaluation and project completion. As South Sulawesi Province is located in eastern Indonesia, which was underdeveloped, this project was to contribute to redressing the regional disparity by enabling the Mamminasata Metropolitan Area to function as a leading force of the regional economy. Also, in the new law of spatial plan (Law No. 26/2007) all regions are required to formulate or revise their spatial plans.

<sup>&</sup>lt;sup>1</sup> The South Sulawesi Province established UPTD MM under Agency of Spatial Planning and Settlement of South Sulawesi Province (the secretariat of MMDCB) in 2009 and strengthened the project management system in terms of budget, human resources and authority.

<Consistency with the Development Needs of Indonesia at the time of ex-ante and project completion>

The Mamminasata Metropolitan Area was one of eight national strategic regions in Indonesia in terms of spatial management at the time of both ex-ante evaluation and project completion. To achieve balanced urbanization in the Area required a revision of existing GSP and DSP of each city and district in the Area based on the new spatial planning laws. Thus, this project was consistent with the local needs. <Consistency with Japan's ODA Policy at the time of ex-ante evaluation>

The project was consistent with Japan's ODA policy, as stated in "the Country Assistance Program for Indonesia (2004)", which prioritized 'creation of a democratic and fair society'. 'Poverty reduction' was regarded important for 'creation of a democratic and fair society', and this project was consistent with the aim, as it was to support eastern Indonesia where poverty rate was high.

<Evaluation Result> In light of the above, the relevance of the project is high

2 Effectiveness/Impact

<Status of Achievement for Project Purpose at the time of Project Completion>

The Project Purpose was mostly achieved by the time of project completion, as all indicators showed good performance while two of them could not be fully verified in a strict sense due to absence of the target value. Job description of UPTD MM was defined, and UPTD MM/MMDCB applied the mandate of the Presidential Regulation No.55/2011 on spatial plan of the Mamminasata Metropolitan Area (enacted in September 2011) with allocation of the provincial budget (Indicators 1 to 3). Staff of UPTD MM/MMDCB who participated in the Training of Trainers (TOT) (18 persons) conducted trainings on spatial management, etc., for city/district officials (20 to 37 persons in each city/district) or acted as advisors. Although there are no target numbers set in the plan, it can be considered, based on the number of staff from each organization (e.g. 12 out of the 18 persons who completed the TOT were from UPTD MM), that sufficient number of staff were trained (Indicators 4 and 6). Various urban development management tools (six manuals and database) as well as some priority project coordination tools (meetings, etc.) were also developed (Indicators 5 and 7).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The continuation status of project effects is partial. UPTD MM/MMDCB have kept applying the mandate of the above-mentioned Presidential Regulation, especially socialization/coordination meetings, seminars and checking of spatial utilization, both before and after the launch of the new government in October 2014. Most urban development management tools and priority project coordination tools developed under the project have continuously been utilized. Sufficient amount of budget within the mandate regulated by the Governor Regulation No. 82/2009 has been allocated to UPTD MM. Trainings were continued after project completion by the Working Unit for Mamminasata Metropolitan Area (SNVT MM) established by the Ministry of Public Works in March 2011, but the dissolution of SNVT MM as part of the organizational restructuring in 2014 made it difficult to secure training budget. Since training is not clearly included in the duties of UPTD/MMDCB and the draft Governor Decree related to development management for district/city officials is not conducted systematically at present. Nevertheless, staff of UPTD MM/MMDCB conduct presentations as instructors or resource persons on occasions of related trainings provided by other departments. Although many of those who attended trainings under the project have been rotated to other offices and/or have retired, the head of UPTD MM has not changed since during project implementation up to the present time, continuously playing an important role as a coordinator among the central, provincial and local governments.

Although the achievement of the Overall Goal is in progress toward 2030, the target year of the Mamminasata Metropolitan spatial plan, the degree of achievement was judged to have been partially achieved by the time of ex-post evaluation, as it is not possible to determine that the Indicators 2, 3 and 4 have been fully achieved due of lack of target values or other benchmarks. All of the four districts/city in the Mamminasata Metropolitan Area have legalized their spatial plans (100 percent has been completed). There are 11 programs in all of which prioritized projects are being planned and/or implemented in accordance with the spatial plans in the Mamminasata Metropolitan Area but some are facing budget constraints. Also, DSPs or similar urban-related plans have been formulated in all four districts/city. The ratio of Green Open Space in the Mamminasata Metropolitan Area is expected to increase if the Center Point of Indonesia (CPI) project<sup>2</sup> that is ongoing in Macassar Municipality complete, however it is approximately 15 percent at the time of ex-post evaluation, and it is uncertain whether it will reach 30 percent by 2030, the target year.

<Evaluation Result> The targets set in indicators for the Project Purpose were mostly achieved, and project effects have been partially maintained after project completion. The degree of achievement of the Overall Goal is partial at the time of ex-post evaluation, due to lack of target values or benchmarks. Therefore, effectiveness and impact of the project are fair.

#### 3 Efficiency

Both the project cost and the project period were within the plan (the ratio against the plan is 94% and 97% respectively). Therefore efficiency of the project is high.

#### 4 Sustainability

<Policy Aspect>

The new RPJMN (2015-2019) shows the Mamminasata Metropolitan Area as one of national strategic area. It describes the development policy of the Area for increasing quality and quantity of spatial planning and realization orderly utilization and control of land use. At the provincial level, the Governor Decree No. 17/2013 provides rules on permission of spatial planning for provincial strategic area, while the draft Governor Decree related to development management of the Mamminasata Metropolitan Area was not legalized as mentioned above.

<Institutional Aspect>

At the time of ex-post evaluation, major responsibilities of UPTD MM and MMDCB remain unchanged (i.e., UPTD for providing information necessary for monitoring urban development in the Mamminasata Metropolitan Area, issuing principle permit upon proposals from districts/city for large scale development, and participating in MMDCB meetings etc.; MMDCB for providing coordination service and technical consultation, and monitoring urban development in the Mamminasata Metropolitan Area etc). However, as MMDCB is a kind of committee, practical work is undertaken by UPTD MM<sup>3</sup>. 11 permanent staff are assigned in UPTD MM, which is sufficient in a

<sup>&</sup>lt;sup>2</sup> The Center Point of Indonesia project is a huge land reclamation project in the Losari coastal area.

<sup>&</sup>lt;sup>3</sup> During the implementation stage of this project, technical and administrative works of MMDCB were carried out by external experts called "resource persons." At the time of ex-post evaluation, there are no resource persons hired for MMDCB but only members (representatives from related organizations)

sense that they can implement their coordination-related tasks, while it is insufficient for other tasks such as systematic training.

According to the respective districts/city, although the number of staff in Makassar Municipality, Maros District, Gowa District and Takalar District is limited, they are capable of checking the validity of draft spatial plans formulated or revised by consultants. Therefore, no particular problem is seen in this respect.

# <Technical Aspect>

In UPTD MM, among 12 staff who attended TOT during the project, five staff work in UPTD MM at the time of ex-post evaluation (two staff have already retired and five staff have moved to other divisions/sections). According to UPTD MM, the current skill level of staff in UPTD MM is not sufficient, particularly to check the contents of spatial plans prepared by districts/city, to take appropriate measures for the use of land (through zoning regulation, permit, incentives and disincentives and sanctions), and to apply the GIS technology on spatial management etc.

Many of those who attended city/district trainings under the project in Makassar Municipality, Maros District, Gowa District and Takalar District have also been rotated to other offices and some have retired. Staffs in city/districts are capable of checking the validity of draft spatial plans formulated or revised by consultants, while there is an issue of training of junior staff members.

There is no plan to improve skill level of staff in UPTD MM/MMDCB, or no training on urban development management for district/city officials has been conducted since the dissolution of SNVT MM in 2014. <Financial Aspect>

No budget has been allocated to MMDCB after project completion, and the amount of budget allocated to UPTD MM has not been sufficient to fully continue the activities introduced under this project such as training (training is not clearly included in the duties of UPTD MM/MMDCB). As for budget allocated to Makassar Municipality, Maros District, Gowa District and Takalar District, although there were some comments that budget are limited, they have own resources for spatial planning and prepare spatial plan.

<Evaluation Result> While no major problems have been observed in the policy aspect, issues have been observed in the institutional, technical and financial aspects especially with UPTD MM and MMDCB. Therefore, sustainability of effects of the project is fair.

5 Summary of the Evaluation

For the Project Purpose, the targets were mostly achieved, showing the improvement of institutional and technical capacity of UPTD MM/MMDCB for Mamminasata Metropolitan development management. After project completion, UPTD MM/MMDCB continued to coordinate the city's and districts' urban development management, but systematic training has not continued as UPTD MM/MMDCB are unable to request budget for training, which is not clearly defined as their duties. The degree of achievement of the Overall Goal is partial at the time of ex-post evaluation: spatial planning and implementation have progressed in all targeted city/districts, while the level of achievement of some indicators could not be fully verified due of lack of target values or other benchmarks. In terms of sustainability, there are challenges in the institutional, technical and financial aspects due to the limited jurisdiction of UPTD MM/MMDCB.

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

# III. Recommendations & Lessons Learned

# <Recommendations for Implementing Agency>

MMDCB is recommended to promote enactment of the Governor Decree related to development management of the Mamminasata Metropolitan Area with support from UPTD MM. Also, it is recommended to consider a systematic holding of internal training or study sessions before the retirement of the staff members who were trained under this project, so that they can transfer their knowledge and know-hows on use of tools such as manuals to junior staff members.

#### <Lessons Learned for JICA>

When planning TOT in a technical cooperation project, its necessity and effectiveness should be examined with sufficient clarifications of the roles of the target organizations and the objectives of the training. As it is difficult to establish a new system or institution from scratch, it is better to consider the assistance that makes effective use of the existing system and institution and coordinates with the partner government's existing programs. According to circumstances, it might be important to establish an internal training system in which each organization can transfer the learned techniques to new staff members.





Manuals prepared by the Project



Center Point of Indonesia located in Losari Beach, Makassar

Spatial Plan Structure of Makassar City

Attachment

# Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results				
(Project Purpose)	1. UPTD MM/MMDCB are actively	Status of achievement: Achieved (continued)				
The system of urban	applying the mandate of Presidential	(Project Completion) Based on the Presidential Regulation No.55/2011 on spatial plan				
development	Regulation on Spatial Plan for	of the Mamminasata Metropolitan Area enacted in September 2011, development				
management in	Mamminasata Metropolitan Area and					
Mamminasata	other related policies (both in	assessment of all GSPs and processed development permissions.				
Metropolitan Area is	provincial government level and	(Ex-post Evaluation) The Governor Decree No. 17/2013 on permission of spatial				
developed.	central government level).	planning for provincial strategic area was enacted, and UPTD MM/MMDCB have				
_		checked all spatial utilization proposed by districts and city for areas larger than 1 ha				
		for housing and larger than 25 ha for agricultural use.				
	2. Job description of UPTD MM is	Status of achievement: Achieved (partially continued)				
	more clear and focused.	(Project Completion) Roles and responsibilities including job description of relevant				
		organizations including UPTD MM are stated in the draft Governor Decree related to				
		development management of the Mamminasata Metropolitan Area.				
		(Ex-post Evaluation) The jobs authorized to UPTD MM are based on Governor				
		Regulation No. 82/2009, but the decree related to development management of the				
		Mamminasata Metropolitan Area was not legalized, except the Governor Decree				
		No.17/2013.				
	3. Operational budget of UPTD	Status of achievement: Achieved (partially continued)				
	MM/MMDCB is allocated.	(Project Completion) The provincial budget allocated to UPTD MM covered the				
		activities of UPTD MM/MMDCB. Also, the central government allocated necessary				
		budget for training by its branch organizations (SNVT) established in 2011 for smooth				
		implementation of national programs in the Mamminasata Metropolitan Area.				
		(Ex-post Evaluation) Around Rp. 1 billion is allocated to UPTD MM every year for				
		socialization/coordination meetings. Budget for training and hiring external human				
		resources was allocated to SNVT MM by 2014, but since the dissolution of SNVT MM				
		due to the organizational restructuring of the Ministry of Public Works, such a budget				
		has not been available.				
	4. Training on urban development	Status of achievement: Achieved (partially continued)				
	management for district/city officials	(Project Completion) Those participated in TOT (staff of UPTD MM/MMDCB)				
	is conducted systematically by	conducted trainings on spatial management, spatial planning, regulations, and project				
	trainers of UPTD MM/MMDCB.	management etc., and participated in city/district trainings as advisors (for urban				
		development methods and database management etc.) and in human resource				
		development trainings conducted by SNVT MM as resource persons (for spatial				
		planning and regulations etc.).				
		(Ex-post Evaluation) The Governor Regulation No. 82/2009 does not clearly provide				

			data of and the	Latining Alexand 1	an lation at a CC	
	<ol> <li>Types of urban development management tools (manuals, database</li> </ol>	I played an active ro ted by SNVT MM. on urban developme of systematically. No as instructors or res ent provided by oth s on certain topics ro al utilization and spa Achieved (partially				
	system).	<ul> <li>management, spatial utilization control, training program and database management and database were developed under the project. In addition, the Government Reformanagement (No.15/2010) and the Presidential Regulation on spatial the Mamminasata Metropolitan Area (No. 55/2011) were enacted in relation to project.</li> <li>(Ex-post Evaluation) Of the six manuals, all except for the manual on training phave been utilized since project completion. The manual on training program is currently used but kept in the office so that it is available at any time.</li> </ul>				
	6. Number of trained UPTD MM/MMDCB and city/districts officials.	Status of achievement: Mostly achieved (partially continued) (Project Completion) The number of staff who completed four-weeks TOT was 18 in total. Among them, the majority was staff of UPTD MM and MMDCB. In addition, trial training was conducted in city/districts in which trainers from UPTD MM and MMDCB played a role as trainers. The number of city/district staff who participated in the trial training was 33 in Takalar District, 37 in Maros District, 35 in Gowa District and 20 in Makassar City. (Ex-post Evaluation) Many of those who attended TOT and city/district trainings have been rotated to other offices and some have retired. However, the remaining staff members still utilize what they learned from the training under this project in their jobs. For example, the staff members of UPTD MM still play an important coordinating role in implementation of spatial plans in the Mamminasata Metropolitan Area as well as act as resource persons in related seminars and trainings. Also, the current governor of Maros District participated in the training of this project in his former position, and thus				
	understands the spatial planning of the Mamminasata Metropolitan Area. How there is an issue of training of junior staff who did not participate in such training.           Types of priority project         Status of achievement: Achieved (continued)					
	coordination tools.	(Project Completion) MMDCB regular meetings, coordination meetings per project monitoring sheet were developed as project coordination tools under the project, all which were utilized for project coordination. (Ex-post Evaluation) MMDCB regular meetings, although not conducted on a regul basis, are still held, coordination meetings per project are still held intensively since some projects have been in the construction stage, and monitoring sheet is practicall used during monitoring and evaluation especially by those who are involved in project (local staffs who work in Office of Spatial Planning and Settlement of South Sulawa Province, staffs of UPTD MM and resources persons).				
(Overall Goal) Balance between conservation function and cultivation function in Mamminasata Metropolitan Area is realized.	1. Number of formulated/revised spatial plans of municipality and districts based on the new law of spatial plan (Law No. 26/2007) and Mamminasata metropolitan spatial plan.	Status of achievement: Achieved(Ex-post Evaluation) All of the four districts/city in the Mamminasata MetropolitanArea have legalized their spatial plans (100 percent has been completed), which meansall four spatial plans were formulated/revised. In accordance with the Law No.26/2007, all regions are required to formulate or revise their spatial plans, and among524 regions (33 provinces, 398 districts and 93 cities) in total in Indonesia, 422 regions(80.53 percent) have legalized their spatial plans. Thus, the achievement level in theMamminasata Metropolitan Area is higher than the national achievement level.				
		Level of Government	Total Number	Already Legalized Spatial Plans	Percentage	
		Provinces	33	26	78.79	
		Districts	398	316	79.40	
		Cities	93 524	80	86.02	
	2. Number of urban development	Total Status of achievement:		422	80.53	
	<u>^</u>	Status of achievement: Partially achieved (Ex-post Evaluation) There are 11 programs in all of which prioritized projects are being planned and/or implemented in the Mamminasata Metropolitan Area toward the target year of 2030 ((1) road networks, (2) water supply, (3) waste water treatment, (4) drainage, (5) regional solid waste, (6) New Town, (7) university center, (8) Center Point of Indonesia, (9) Go Green, (10) industrial estate and (11) maritime development). On the other hand, the implementation of some projects are facing challenges due to				

		budget constraints.					
3		<ul> <li><u>Status of achievement: Partially achieved</u></li> <li>(Ex-post Evaluation) All cities/districts formulated urban related plans. In Makassar, 1</li> </ul>					
		DSPs are formulated in 2015. In Gowa, five DSPs and five RTBLs (building and					
	· · · ·	environment plan, an elaboration of DSP) have been formulated (one DSP in 2011, one					
r		•		o RTBLs in 2013 and 2014			
	-	in 2015). In Maros, nine	e DSPs have been forr	nulated. In Takalar, two D	SPs and three		
		RTBLs have been formulated. (Without the target figure and any other available					
		benchmarks, degree of achievement could not be fully verified)					
2	4. Green Open Space in line with	Status of achievement: Partially achieved					
£	guidelines.	(Ex-post Evaluation) In total area of the Mamminasata Metropolitan Area (2,475,710					
(	Target: 30% by year 2030)	ha), the ratio of Green Open Space is approximately 15.1 percent. The percentage is					
		expected to increase if the Center Point of Indonesia (CPI) project that is ongoing in					
		Makassar Municipality.					
		District/City	Area (ha)	Extent of Green Open Space (ha)	Percentage		
		Makassar	175,790	7,890	4.5		
		Gowa	681,480	146,860	21.6		
		Maros	1,061,440	157,620	14.8		
		Takalar	557,000	60,490	10.9		
		Total	2,475,710	372,860	15.1		

Source : Project Completion Report, Questionnaire survey to UPTD MM.

Note: While PDM of this project does not specify the target year for Overall Goal, the Completion Report states that the Overall Goal of this project is expected to be achieved to some extent in "17 years", indicating the target year will be 2030, which is the target year of the Mamminasata Metropolitan spatial plan. In this ex-post evaluation, the target year for Indicator 4 (Green Open Space) is set at year 2030, as the green open space is considered to be an indicator of the result of implementation of the Mamminasata Metropolitan spatial plan. The rest of the indicators are assessed based on the situation at the time of ex-post evaluation as they indicate the process of spatial planning and implementation. Indicator 2 for Overall Goal was interpreted as the number of urban development projects that are either planned or implemented.