

Country Name	Sulawesi Capacity Development Project
Republic of Indonesia	

I. Project Outline

Background	<p>Since 1999, Indonesian political system had been decentralized. Enactment of Laws No. 25 and No. 32 of 2004 regarding development planning system and regional autonomy respectively indicated that national development planning should be implemented by central, provincial, and district/city governments based on the roles and functions as prescribed in the aforesaid laws. In the above decentralization policy, the provincial governments were expected to play a role as a coordinator and intermediate policy channel in a new bottom-up policy process to district/city governments. While maintaining consistency with national development plan was required for provincial governments. For district/city governments, on the other hand, their role was to execute bottom-up regional development planning and implementation reflecting communities' needs. However, the capacity of local governments in preparation and implementation of development plans was not sufficient. Under such circumstances, 6 provincial governments of Sulawesi requested to JICA to support them to promote regional development based on local governments' initiative in 6 provinces in Sulawesi.</p>												
Objectives of the Project	<p>Through trainings on regional development planning for policy makers, local government staffs and community facilitators*, supporting pilot activities and establishment of dissemination mechanism of the project outcomes, the project aimed at strengthening capacity of stakeholders for regional development in Sulawesi and development of mechanisms** of collaboration among stakeholders, thereby contributing to promotion of regional development in Sulawesi with local initiative under the collaboration of stakeholders.</p> <ol style="list-style-type: none"> Overall Goal: Regional developments in Sulawesi with local initiative under the collaboration of stakeholders are promoted. Project Purpose: The capacity of stakeholders for regional development in Sulawesi is strengthened and the mechanisms of collaboration among stakeholders are developed. <p>(Note) **"Community facilitators" are trained by the project in order to facilitate participatory planning for regional development with local initiative. ***"Mechanism" means a process of provision and utilization of resources for regional development based on discussion and coordination among stakeholders.</p>												
Activities of the project	<ol style="list-style-type: none"> Project Sites: 29 districts/cities in 6 provinces in Sulawesi (South Sulawesi, Southeast Sulawesi, West Sulawesi, Central Sulawesi, Gorontalo, North Sulawesi) Main activities: 1) training on regional development planning for policy makers, staff in planning section of local governments and community facilitators, 2) supporting pilot activities by collaboration among stakeholders, 3) sharing experience of good practices, 4) establishment of dissemination mechanism of the project outcomes, etc. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Indonesian Side</td> </tr> <tr> <td>1. Experts: 11 persons (Long-term expert: 4 persons, short-term expert: 7)</td> <td>1. Counterpart personnel: 24 persons</td> </tr> <tr> <td>2. Trainees received: 59 persons</td> <td>2. Land and facilities: Project office</td> </tr> <tr> <td>3. Equipment: 6 vehicles</td> <td>3. Local cost: Allocation of counterpart personnel</td> </tr> </table> 					Japanese Side	Indonesian Side	1. Experts: 11 persons (Long-term expert: 4 persons, short-term expert: 7)	1. Counterpart personnel: 24 persons	2. Trainees received: 59 persons	2. Land and facilities: Project office	3. Equipment: 6 vehicles	3. Local cost: Allocation of counterpart personnel
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Ex-Ante Evaluation	2007	Project Period	September, 2007 – September, 2012 (Extension period: September, 2010-September, 2012)	Project Cost	(Ex-ante) 380 million yen (Actual) 690 million yen								
Implementing Agency	Ministry of Home Affairs (Center for Management of Overseas Cooperation) BAPPENAS (National Development Planning Board), Directorate of Regional Development) BAPPEDA (Regional Development Planning Board) in 6 Provinces in Sulawesi												
Cooperation Agency in Japan	Nihon Fukushi University												

II. Result of the Evaluation

1 Relevance
<p><Consistency with the Development Policy of Indonesia at the time of ex-ante evaluation and project completion></p> <p>The project was consistent with the Indonesia's development policy of "the Mid-Term National Development Plan (RPJMN 2005-2009) (RPJMN 2010-2014)" prioritizing reduction of regional disparities and involvement of communities in development process for inclusive and equitable development.</p> <p><Consistency with the Development Needs of Indonesia at the time of ex-ante evaluation and project completion ></p> <p>The project was consistent with the Indonesia's development needs of district governments for bottom up development planning and implementation reflecting communities' needs under the decentralized system which had not changed from the time of ex-ante evaluation and to the project completion.</p> <p><Consistency with Japan's ODA Policy at the time of ex-ante evaluation></p>

The project was consistent with the Japan's Country Assistance Program for Indonesia (November 2004), prioritizing development of democratic and equitable society, as one of the 3 pillars.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

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

The Project Purpose was achieved by the project completion. Seven districts/cities (Wakatobi, Takalar, Pohuwato, Parigi Moutong, Palu City, Mamuju, and North Minahasa) developed the collaboration mechanisms. Namely, more cases than the target value of 6 were developed. Takalar and Wakatobi instituted the Regent Decree in February 2011 and February 2012, respectively. Based on the implementation of pilot activities, training module for capacity development composed of 21 materials including a textbook of institutionalization of the collaboration mechanisms, was developed.

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

The project effects have been continued since the project completion. After the project completion, fourteen new cases of the collaboration mechanisms were developed in the target 6 provinces. Several lessons learned identified through collaboration mechanism were confirmed by the field survey of the ex-post evaluation in despite of no documentation. In particular, the importance of function of the Community Facilitators (CFs) introduced by the project in the planning process has been recognized among the target sites. For example, because of the advanced knowledge and skills possessed by the CFs, the local governments in several districts such as Pohuwatu, Wakatobi, Mamuju, and Takalar have been partnering the CFs to assist the pre-Musrenbang and Musrenbang process at the village level¹. A week before each Musrenbang, CFs provide guidance and awareness to the communities to explore and convey information about the potential, problems and needs based on the facts found in the village. CFs also verify the activities proposed by the community to ensure conformity with the facts found in the villages. CFs facilitate Musrenbang to proceed smoothly, efficiently and effectively. Such a process also creates positive impacts on the plans to be better catered to the needs of local communities.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. By the time of ex-post evaluation, 12 programs were implemented under collaboration among the stakeholders in the target provinces. For example, the Waste Management Program was implemented in Bunaken Island of North Sulawesi Province, won the Millennium Development Goal (MDG) Award by the government of Indonesia in 2013.

<Other Impacts at the time of Ex-post Evaluation>

Some positive impacts by the project have been observed at the time of the ex-post evaluation. CFs and the master facilitators (trainers for CFs) have trained new CFs in all the 6 targeted provinces and have cooperated with various parties such as universities, government, international donors and so on. Also, some CFs were recruited by government institutions and NGOs and have disseminated the approach of the project (the Capacity Development Project (CDP) approach). In addition, the project contributed not only to capacity development of stakeholders but also to enhancement of their confidence in problem solving and their commitment. Furthermore, a foundation entitled the "Community Initiative for Transformation (COMMIT)", a resource bank of master facilitators established by the project, provides services not only for 29 districts and cities in Sulawesi but also for outside of the country, including Afghanistan, Bhutan and Myanmar. No negative impact was observed.

<Evaluation Result>

In light of the above, the project achieved the Project Purpose and the Overall Goal. In addition, the project contributed to enhancement of confidence in problem solving and commitment among the stakeholders and the CDP approach has been disseminated by CFs. Therefore, the effectiveness/impact of the project is high.

Achievement of project purpose and overall goal

Aim	Indicators	Results
(Project Purpose) The capacity of stakeholders for regional development in Sulawesi is strengthened and the mechanisms of collaboration among stakeholders are developed.	(Indicator 1) Six (6) cases of mechanisms of collaboration among stakeholders are developed in the target area through implementation of project activities. (At least three (3) cases of the mechanisms of collaboration among stakeholders, which can be replicated/introduced for the entire district levels are established and documented. In other three (3) cases, lessons learned on the process and outcome of the established collaboration mechanisms through pilot activities are drawn and documented.)	<u>Status of the achievement: Achieved</u> (Project Completion) <ul style="list-style-type: none"> ● 7 districts/cities developed the collaboration mechanisms. ● 2 of them (Takalar district and Wakatobi district) instituted the Regent Decree in February 2011 and February 2012, respectively. ● Through implementation of pilot activities, capacity development module for the collaboration mechanism composed of 21 materials was developed. (Ex-post Evaluation) Continued <ul style="list-style-type: none"> ● 14 new cases of the collaboration mechanisms established were documented and disseminated among the CDP stakeholders. <ul style="list-style-type: none"> ➢ North Sulawesi: 3 cases ➢ Gorontalo: 3 cases ➢ Southeast Sulawesi: 2 cases ➢ West Sulawesi: 2 cases ➢ Central Sulawesi: 2 cases ➢ South Sulawesi: 2 cases

¹ Musrenbang (Musyawarah Perencanaan Pembangunan) is originally a concept to create democracy in planning through local participatory. Musrenbang briefly defined as a forum at a community or a village level, for every actor and stakeholder to formulate the development program. Pre-Musrenbang is a preparatory process before actual Musrenbang, including identification of needs of communities, dissemination of Musrenbang process to community people, and so on.

<p>(Overall goal) Regional developments in Sulawesi with local initiative under the collaboration of stakeholders are promoted.</p>	<p>(Indicator 1) Number of regional development programs/projects planned and implemented under stakeholders' collaboration.</p>	<p><u>Status of achievement: Achieved.</u> (Ex-post Evaluation)</p> <ul style="list-style-type: none"> ● 12 programs were implemented under stakeholders' collaboration. <ul style="list-style-type: none"> ➤ SMART² Movement of Village Building in North Mamuju Regency ➤ Land improvements activities after landslides in Petapa Village, Parigi Moutong District of Central Sulawesi Province ➤ Klabat Lestari Program (program of environment conservation for Mt. Klabat) in Northern Minahasa ➤ A CF took an initiative to empower young people around the mines in Gunung Pani to institute and conduct awareness to the miners who allegedly damaged the environment in Pohuwatu District, Gorontalo Province ➤ Assistance to the Commission for Child Protection ➤ Preservation of mangrove ➤ Monitoring and evaluation of programs of social economy ➤ Waste Management Program in Bunaken Island, North Sulawesi Province ➤ Motika indigenous forest restoration ➤ Cacao industry development program, a collaboration among the Burung Indonesia, Gorontalo State University, the University of Gajah Mada, village authorities and the district government (BAPPEDA, Agricultural Extension Department, Animal Husbandry Department and the Department of Industry) ➤ Curriculum preparation for Local Environmental Program, collaboration among Burung Indonesia,³ BAPPEDA, Chairman of BP Das Randangan (Management center of water catchment area of Randangan), Chairman of Community mangrove conservation group, Education Department of Pohuwatu, BKSDA (Office of Conservation and Natural Resources Agency of Pohuwatu) and Forestry Department of Pohuwatu ➤ Prevention of coastal erosion in Sombano Village of Kaledupa Island
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Source : Terminal Evaluation Report (2102), Interviews and questionnaire survey for Ex-Post Evaluation (2016)

3 Efficiency

The project period and the project cost significantly exceeded the plan (ratio against the plan: 167% and 182%, respectively). The project period was extended since the terminal evaluation conducted in July 2010 pointed out the necessity of additional project period to achieve the Project Purpose, to organize human resources in order to sustain technical support provided by the project and to prepare for dissemination of the CDP approach to other areas than Sulawesi. As a result, additional activities were implemented with the additional inputs and the additional inputs produced additional outputs such as more master facilitators trained (from 13 to 58), more organizations established or strengthened through pilot activities (from 20 to 54), establishment of COMMIT and so on. The additional project period and cost were appropriate for producing the additional outputs to some extent. Therefore, efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

The regional autonomy policy gives freedom to the provinces and districts/cities in creativity and innovation for regional development, including development of the capacity of stakeholders through education, training and study visits to other countries. (The Law No. 25 Year 2004 on the National Development Planning System and the Act No. 23 of 2014 on local governments).

Also, each provincial government stipulated the laws to establish collaboration mechanisms introduced by the project. There are following examples: a) the Gorontalo Province Governor Regulation No. 30 Year 2013 on the "Establishment of Organization and Procedure of Technical Implementation Unit of Development Agency of the Province of Gorontalo" for establishment of organization which is responsible for coordinating, facilitating, monitoring and evaluation of development cooperation with international, national, regional and local partners in Gorontalo Province, b) the Takalar Regent Regulation No. 05 Year 2011 on the collaboration mechanism for community development movement of coastal and small islands (GERBANG P2K) aiming at encouraging self-reliance of local communities to accelerate poverty alleviation in coastal areas and small islands, and c) the Wakatobi Regent Regulation No. 1 Year 2012 on collaboration mechanisms and systems of Regional Development Planning based on local community initiatives.

<Institutional Aspect>

[Provincial Level]

Only in Gorontalo, the provincial government formed the Technical Implementation Unit of Development Agency (UPTB) with the same function as the Provincial Implementation Committee (PIC). It was established through the Governor Regulation No. 30 Year 2013 on the Organization and Management of the Technical Implementation Unit of Development Agency (UPTB Kerjasama). The Head of UPTB is a former member of PIC and alumni of Training on Participatory Local Social Development in Japan with sufficient capacity as planner. UPTB is under the coordination of the Provincial BAPPEDA including its budget. Activities that have been implemented from 2013 to 2017 include (1) support for international development cooperation for international partner agencies/ donors, (2) development of regional cooperation plans. UPTB has 8 staffs but the number of staffs has not been sufficient because the posts of the Chairman, administration officer, head of development and training section, head of facilities and infrastructure section have not been filled yet.

In other 5 target provinces, no organization to undertake the function of PIC has been officially formed. Although almost all members of PICs were promoted to other positions, they are still active in planning and implementation of development projects/ programs by

² SMART stands for "Sejahtera, Mandiri, and Bermartabat (ekonomi kerakyatan)" or in English "Prosperity (welfare), Independent, and Dignity (based on people power economy). This is an initiative in North Mamuju Regency to alleviate disparity of development among villages/ regions.

³ National NGO called Wildlife Association

replicating the CDP approach. The provincial BAPPEDAs have regarded the Regulation on Village Facilitation (3/2015) by the Ministry of Villages as provision of substitutes for CFs, thus for sustaining the CDP impacts. This regulation includes facilitation and assistance for villages in improving the capacity, effectiveness and accountability of village governance and development by promoting community initiatives, public awareness and participatory rural development.

[Training]

Trainings for stakeholders on the CDP approach have been conducted in cooperation with local governments to support collaboration mechanisms for regional development in accordance with the decentralization policy in Indonesia. There are 34 master facilitators and 302 training instructors in total in the 6 target provinces. They have continuously delivered trainings on request basis.

[Community Facilitator]

In 2014, the Village Law (UU Desa No.6/ 2014) was enacted, which gave villages political autonomy. Since the fiscal year 2015, the Village Fund was set up and has been allocated in total amount of Rp. 21 trillion to all villages with the aim to accelerate development of villages by financing governance and implementation of development projects. The Ministry of Villages also assigned the Village Facilitators to assist community development especially with effective use of the Village Fund. Due to the assignment of the Village Facilitators, their roles and responsibilities overlapped with CFs are no longer the domain of CFs in many villages. However, CFs still act as facilitators through a variety of national and regional programs in collaboration with universities, district, provincial and central government bodies including training in participatory planning and assisting government staff in development projects. They are still applying and spreading the CDP approach to be continuously implemented.

[COMMIT]

COMMIT with 73 members has supported governmental and non-governmental capacity building in the form of training in CDP approach. For the partners from central, provincial, and district government agencies in implementing “Strategy on replication and sustainability”, COMMIT provides; a) resource persons/ facilitators for training including training for new resource persons or facilitators; b) quality control for training implementation; c) supervision and assistance in implementation of “Strategy on replication and sustainability”; d) partners for central and provincial governments in replicating CDP approach. For other potential partners such as donor agencies, NGOs, CSR of private companies, it provides a) Training/ Seminar/ Workshop (Design, implementation, M&E); b) Planning designing and programming M&E; c) Study and documentation of “Good Practices”; d) Publication of lessons learned for community development.

<Technical Aspect>

In terms of provincial level, the staffs of UPTB of Gorontalo do not have sufficient level of skills and knowledge about the CDP approach since most of them except the Head of UPTB were not trained through the project activities. The training participants in CDP delivered by the project as well as master facilitators and CFs have been playing an active role in assisting communities and training more CFs with the CDP module, especially in Wakatobi, Pohuwatu, Parigi Moutong, Palu, North Minahasa, Selayar, Mamuju, and Polman. By accumulating more hands-on experiences, their capacity has been further strengthened after the end of the project. The members of COMMIT have sufficient technical skills and knowledge and carried out capacity building and consultancy services for 8 provinces and the training activities in Afghanistan, Bhutan and Myanmar as well as collaboration with other JICA’s projects.

<Financial Aspect>

There is no data available for budget of UPTB and COMMIT. Since UPTB of Gorontalo is one of the agencies under the administration of BAPPEDA Gorontalo, the budget allocation for its operation is provided by BAPPEDA Gorontalo using the national budget (APBD) earmarked for UPTB. The funds for their activities are also given ad hoc basis.

In terms of budget for training related to the CDP approach, it depends on local governments. Some provincial and district governments, such as in Palu, Pohuwatu, Wakatobi, North Minahasa, Parigi Moutong and Selayar, have been funding organization of training for more facilitators and government officials. Some others are also currently planning to hold training to have more CFs like Gorontalo.

COMMIT carried out its activities based on requests. Funding sources are varied among local government, NGOs and Development Partners including JICA.

<Evaluation Result>

In light of the above, there are slight problems observed from the institutional, technical and financial aspects of the implementing agencies. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

The project achieved the Project Purpose and the Overall Goal for promotion of regional development under the collaboration mechanisms introduced by the project through the capacity development of stakeholders. As for sustainability, although UPTB was organized as a successor of PIC after the project completion only in Gorontalo, the CDP approach has been sustained and disseminated by the former PIC members and CFs as well as COMMIT. However, neither the number nor the technical level of staffs for UPTB Gorontalo has been sufficient yet. On the other hand, a number of the ex-members of PIC, the community facilitators and the COMMIT members have been playing an active role in assisting the communities and delivering trainings for the government officers and facilitators in order to promote regional development under the collaboration mechanisms introduced by the project. As for efficiency, the project period and cost exceeded the plan.

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

III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

1. The importance of collaboration mechanism in development planning has been realized by communities in the 29 target districts/ municipalities of the project. There is a need to accelerate dissemination of the CDP approach to other districts/ municipalities so that other areas can enjoy quality planning and shared prosperity, for which, the central and provincial governments have a responsibility and are required to act quickly by sharing the experiences based on the CDP approach at their meetings where government staffs of all the provinces/ districts gather, developing a brochure on the principles and benefits of CDP approach, and publicizing good practices of CDP approach on their websites, etc.

2. Institutionalization of the collaboration mechanisms at higher levels is recommended for accelerating dissemination of the CDP approach (village regulations, which were formulated through the CDP approach and should be reflected in upper level governance, should be upgraded to district regulations, district regulations to provincial governor regulations, and so on). Advocacy to this effect needs to be carried out by members of former PICs, CFs, master facilitators, COMMIT, and training participants of the project.
3. BAPPEDA, as official development planning entity at the provincial and district levels, should document all the processes of collaboration mechanisms that have been implemented. This documentation can be a useful reference of good practices and lessons learned for all stakeholders as guidance and PR tools for all planners in Indonesia as well as other countries. It can also serve to strengthen accountability to the public to ensure the quality of good planning. Such documentation can be shared on the websites of BAPPEDA, COMMIT, and/ or relevant ministries such as Ministry of Villages and Ministry of Home Affairs.
4. In order to promote effective use of the Village Funds, the CDP approach should be integrated into the training for Village Facilitators and consultants hired by the Ministry of Villages. Provincial BAPPEDAs should work together with COMMIT to promote the integration. At the district level, BAPPEDA should facilitate communication between CFs and Village Facilitators so as to exchange experiences and upgrade skills and knowledge, as already been carried out in Pohuwatu.

Lessons learned for JICA:

- Wakatobi has been recognized by all those engaged in the project as the most successful case. The project impacts have been highly sustainable since the CFs are officially positioned as part of the Musrenbang process and still are actively involved in community development planning. It was because the then-Bupati (district head) was selected and trained as master facilitator. Key players of project implementation should include influential persons in different capacities (political, traditional, cultural, religious leaders) in order for successful implementation and stronger sustainability of the projects. For project's stakeholders, it would be ideal if influential persons can be identified and involved from the detailed planning survey stage. However, as and when new influential ones are identified, the project team should make efforts to involve them as part of the key project players in consultation with JICA.
- The project team accelerated their efforts to advocate for legislation of the collaboration mechanisms or the CDP approach during the project period by drawing lessons from the experiences through implementation of the pilot activities. As a result, during the project period, 2 Regent Decrees were instituted in Takalar and Wakatobi. The two districts have continued to collaborate with CFs in community development projects until now. Integration of advocacy to institutionalize project outcomes into the project activities and indicators to verify such effects is crucial in securing sustainability of project effects.
- Out of the 6 target provinces, only 1 province set up a successor organization for PIC. Even the only province could not provide budget nor sufficiently staffed the successor organization. Setting up of a new organization is generally quite complicated, could become political and time-consuming task for governments. The establishment of a new organization for the sole purpose of sustaining a particular project's outcomes is challenging for the government in terms of financing, recruiting and retaining capable personnel. Projects should make use of existing organization structure to manage, supervise and promote its activities so that the same modality can continue without creating new challenges for those tasks even after the project completion.



Successfully revived 'sleeping' land by the Land Improvement Activities after the landslides in Petapa Village, Parigi Moutong District of Central Sulawesi Province



A plant pot made by local people using recycled materials after trained by the Waste Management Program in Bunaken Island, North Sulawesi Province