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Japan International Cooperation Agency

Ex-Post Evaluation Study on Regional Development Policies for Local Governments



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Final Report



PT. INDOKOEI INTERNATIONAL
Engineering and Management Consultant

FINAL REPORT

EX-POST EVALUATION STUDY ON REGIONAL DEVELOPMENT POLICIES FOR LOCAL GOVERNMENTS

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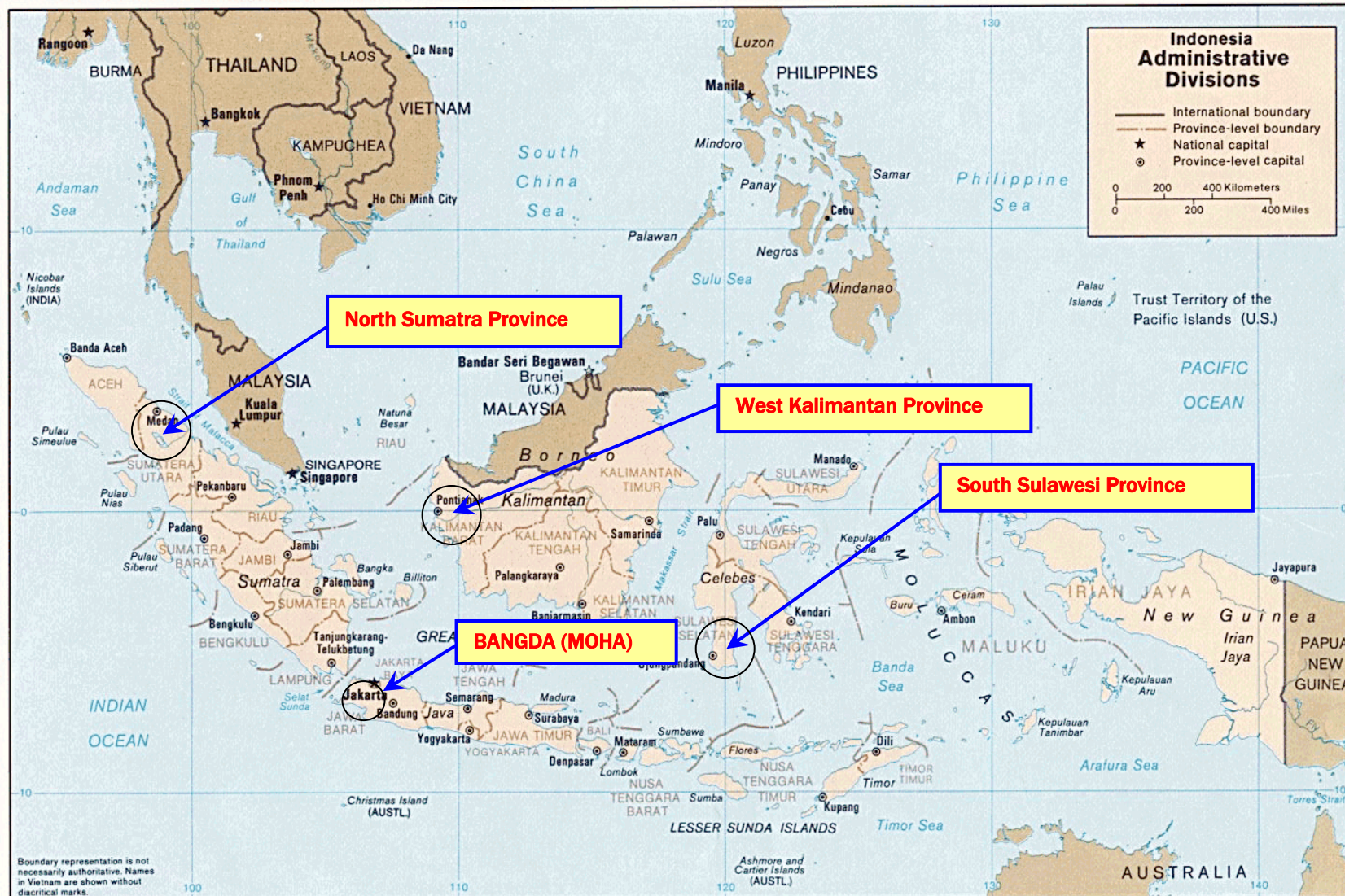
THIRD PARTY REVIEW BY EXTERNAL EXPERTS

GLOSSARIES / ABBREVIATIONS

AFTA	ASEAN Free Trade Area
BANGDA	<i>Pembangunan Daerah</i> / Regional Development (part of Central Government)
BAPPEDA	<i>Badan Perencanaan Pembangunan Daerah</i> / Regional Development Planning Agency
BIMP-EAGA	Brunei, Indonesia, Malaysia, Philippines East ASEAN Growth Area
Bokashi	Organic fertilizer
BPA	<i>Balai Pesuteraan Alam</i> / Natural Silk Center
BPM	<i>Badan Pemberdayaan Masyarakat</i> / Community Empowerment Agency
BPSDMA	<i>Badan Pengembangan Sumber Daya Manusia dan Aparatur</i> / Human Resources and Apparatus Development Agency
CDRMD	Capacity Development for Management of Regional Development
DIKLAT	<i>Pendidikan dan Pelatihan</i> / Training and Education
DPRD	<i>Dewan Perwakilan Rakyat Daerah</i> / Regional Legislative Assembly
<i>GERBANG EMAS</i>	<i>Gerakan Pengembangan Ekonomi Masyarakat</i> . It is the development programs of South Sulawesi Provincial Government in democracy economic sector, especially for agricultural society, by empowering the local resources optimally.
FY	Fiscal Year
INALUM	PT. Indonesia Asahan Aluminium
JFY	Japanese Fiscal Year
JICA	Japan International Cooperation Agency
KUAT	<i>Kawasan Usaha Agribisnis Terpadu</i> . The Integrated Agribusiness Area (an organic farming at West Kalimantan Province)
LTMP	Lake Toba Master Plan
MOU	Memorandum of Understanding

MOHA	Ministry of Home Affairs
NGO	Non Government Organization
OVOP	One Village One Product
PRA	Participative Rural Appraisal
RDPLG	Regional Development Policies for Local Governments
Regency	<i>Kabupaten</i>
SINGBEBAS	<i>Singkawang-Bengkayang-Sambas</i> (development area which focused on organic agriculture in West Kalimantan Province)
SISDUK	<i>Sistem Dukungan untuk Pembangunan Partisipatoris / Supporting System for Participatory Development</i>
Sub-Regency	<i>Kecamatan</i>
Wahana Wisata Lingkungan	An NGO which conducted the Study for Regional Development Promotion through the Development of Silk Commodities in South Sulawesi Province

LOCATION MAP



Summary

1. Outline of the Project	
Country: Indonesia	Project Title: Regional Development Policies for Local Government
Issue/Sector: Regional Development Management	Cooperation Scheme: Technical Cooperation
Division in charge: Social Development	Total Cost: 372,911,000 Yen
Period of Cooperation: 8 th April 2001 ~ 31 st March 2005	Partner Country's Implementing Organization: Ministry of Home Affairs
	Supporting Organization in Japan: None
	Related Cooperation: Human Resource Development for Local Governance Project
	Related Cooperation Scheme: Technical Cooperation
<p>1-1. Background of the Project</p> <p>In 1998, with the beginning of the “<i>Reformasi</i>” era to reform the old system, the Government of Indonesia changed its policy of local public administration from central control towards regional autonomy. The legal framework for this decentralization, namely Law No. 22/ 1999 on Regional Governments, was enacted in 1999 and then officially implemented in January 2001. Under these laws, the power of the central governments was greatly developed to local governments and also more than two million personnel were transferred to these regions. Especially, in the field of regional development policy and management, a top-down and centralized approach has been transformed to a bottom-up one, which makes good use of each local character and is based on the local initiative. Accordingly, local governments have been required to formulate, implement and manage its regional development policy, system and programs/ projects. Under these circumstances, JICA implementing a technical cooperation for the Regional Development Policies for Local Governments (RDPLG) based on the request from Government of Indonesia in 2001-2004. The project, together with another technical cooperation for “Human Resources Development for Local Governments (HRDLG)”, formed the “Program of Capacity Development for Local Governance”. The period of the cooperation of the Project was extended from 7th April 2004 to 31st April 2005 by signing the Minutes of Meeting on 27th February 2004.</p>	
<p>1-2. Project Overview</p> <p>(1) Overall Goal</p> <p>Capacity of local governance is improved in Central Government (BANGDA) and Selected Provincial Governments.</p> <p>(2) Project Purpose</p> <p>Capacity of local government in the management of regional development is improved in order to support regional autonomy in Central Government (BANGDA) and Selected Provincial Governments.</p> <p>(3) Outputs</p> <ol style="list-style-type: none"> a) Regional development plan is formulated and implemented based on the principal of democracy and local initiatives. b) Human resources of local governments in the field of regional development are developed. c) Inter-regional cooperation in terms of regional development among province/city/district is promoted. d) Local stakeholders such as universities, NGOs, private sector, and community organization, etc. are properly participated in regional development process. e) Regional development programs/projects are formulated and implemented with local initiatives. <p>(4) Inputs (at the time of Project Termination)</p> <p>Inputs from Japanese Side</p> <ol style="list-style-type: none"> (1) Long term experts (6 persons for FY 2001 & 2002 and 4 persons for FY 2003 & 2004) (2) Short term experts (2 persons per each FY except in FY 2003: 4 persons) (3) Counterpart training: 11 counterparts were trained in Japan 	

- (4) Country-focused training: 56 participants were trained in Japan
- (5) Field activity expenses: Rp. 4,289,008,000 for FY 2003 and 2004
- (6) Others such as office equipment and computers to support Project offices as well as the vehicles for operational in Central Office and Local Project Offices.

Inputs from Indonesian Side

- (1) Counterparts: 12 persons in FY 2002 and 16 persons in FY 2003 & 2004
- (2) Equipment: Office furniture for Project Offices
- (3) Office Space and Facilities: Provided by Government of Indonesia
- (4) Local Sharing Cost: Rp. 308,942,000
- (5) Others: Participants expenditures for travel and daily allowance

(5) Project Performance

- 1) The inputs from the Project have resulted to the formulation of the Master Plans in the 3 selected provinces of North Sumatera, South Sulawesi and West Kalimantan and develop the models as the good practices cases to be compiled into the textbooks and disseminated in nation wide. The compilation of the textbooks has been done at the end of the Project implementation period. Further with support from Capacity Development for Management of Regional Development (CDMRD) Project of BANGDA, the textbooks are used in formulating the best practices manuals to implement the Local Government. The manuals are used as the instrument for socialization of the regional autonomy to all Local Governments nationwide.
- 2) In North Sumatera Province, Lake Toba Master Plan initiated by the Project promoted the integrated development and conservation plans in Lake Toba with the PRA models. The pilot project to promote the organic agriculture and establishment of agro-tourism area were included in the activities in formulating the Lake Toba Master Plan, have been implemented during the project implementation period. The commitment to conduct the conservation program by using 25% of the annual fee from PT. INALUM until FY 2013 has been agreed among the regencies surrounding Lake Toba. The conservation program is still being conducted until present since termination of the project. The orange program has strengthened the farmer groups' capacity in management.
- 3) In South Sulawesi province, the orange program has brought the impact on the empowerment of farmers groups and the idea to establish five promoting areas. At the beginning of the termination of the project, the local government still put the priority on the improvement of Malangke orange as the promoting commodity. But, due to the unstable and low price of the orange, at present around 75% of the orange farms have been changed into maize farm. As for the sericulture and silk industry development, the sustainability of the project is still kept since it is included in the GERBANG EMAS program. The project has impacted to the improvement of the farmer groups capacity through facilitating the NGO and Natural Silk Center to support the enhancement of local farmers capacity. At present, the facilitating assistance is still sustained, followed by other donor.
- 4) In West Kalimantan Province, the orange program has brought the idea of the Regent to establish the citrus centre on May 2006 in Sambas Regency as the research and information center for the technology innovation of orange product. At present, the citrus center has promoted the diversification of orange into small packaging orange juice. On the other hand, the Inland Development Plan has brought the idea to make the Feasibility Study to construct Tayan Bridge which will be the connection bridge within the inland areas in West Kalimantan Province. The SINGBEBAS Master Plan also has brought the idea to develop the Integrated Agribusiness Area (KUAT) in West Kalimantan Province. Although the SINGBEBAS programs has not been implemented yet due to no written commitments among the three regencies during the implementation period and no facilitators to coordinate the three regencies after termination of the project, the BAPPEDA has prepared the detailed design of 12 KUAT in West Kalimantan Province and has implemented 4 KUAT up to present.
- 5) Inter-regional cooperation for the three provinces for orange program has not been implemented. Since there is no follow up coordination from BANGDA after termination of the project, it is difficult to realize such inter-provincial cooperation. The Law regarding the procedures to conduct regional cooperation (Law No. 50/2007) finally has been enacted on 22 August 2007. As other inter-regional cooperation established after the issuance of this Law, the establishment of five promoting areas in South Sulawesi provinces was inspired by the orange program.

(6) Terminal Evaluation Study

A terminal evaluation study had been conducted on 28 November to 17th December 2004. The Study concluded that in terms of the achievement of outputs, the Project outputs were achieved from limited to the great extent. The project output a) was mostly achieved because in West Kalimantan and North Sumatera, the master plans were formulated and the local governments showed a strong commitment to their implementation, and in South Sulawesi the study reflected to the Provincial program that called GERBANG EMAS (Community Economic Development Program). The output b) was achieved in a great extent because the key persons of local governments deeply understand the importance of communication with local stakeholders and participatory development and the Project has compiled the regional development best practices cases textbooks in Indonesia. The output c) was achieved to some extent because at the time of evaluation, the inter-regional cooperation was being spreaded among local stakeholders including universities, NGOs and farmers. The output d) was mostly achieved because the local stakeholders were properly involved in the process of regional development planning. The output e) was achieved to a limited extent because the number of programs/projects that formulated with local initiatives was limited at the time of terminal evaluation due to requiring a considerable time.

(7) Recommendations by Terminal Evaluation Study & The Follow up Conditions

< Before the end of the Project: By March 31st, 2005 >

- 1) The Japanese experts and the Indonesian counterparts need to complete compilation of the Textbook. At the central level, before the project terminates, the Japanese expert team, the Indonesian counterparts and JICA Indonesia should discuss and agree upon a way to utilize the Textbook for the better regional development in Indonesia.

This recommendation has been conducted by BANGDA and JICA Experts. The textbook have been distributed to the regional offices and BANGDA have conducted socialization of the best practices cases to some regions.

- 2) In all three provinces, the Japanese experts and the Indonesian counterparts should continue to implement the pilot projects with a view to making them into models until the project terminates. And before the end of the Project, the Japanese expert team, Indonesian counterparts and JICA Indonesia should discuss and agree upon the necessary measures to be taken after the project to develop these projects into models, refine them and disseminate them.

For North Sumatera Province, BAPPEDA and JICA Expert had implemented 2 PRA facilitator trainings; 2 PRA model in 2 villages and the implementation of organic agriculture pilot project and agro tourism in those 2 villages in Karo Regency and Dairi Regency at the end of 2004. BAPPEDA also had taken an initiative to make 2 facilitators training by using provincial budget and initiated the agreements between the regencies around Lake Toba to disseminate PRA models in their own district.

For South Sulawesi Province, the Study on Formation of the Sericulture and Silk Industry Promotion proposed a way of inter-regency cooperation in the industry, which was determined to be incorporated in the GERBANG EMAS program. The inter-regency cooperation between the cocoon and weaving produce regencies has been established by the farmers initiatives based on the farmer actual needs and this inter-regency cooperation is still conducted until present.

For West Kalimantan Province, NGO and University supported by JICA has conducted the study to promote the organic farming by using mix farming method. In FY 2006, Provincial Government funded the implementation of mix farming model between the cultivation of paddy, fish pond and cattle breeding in Sagatani Sub-Regency of Singkawang Regency. But, the pilot project recommended by the SINGBEBAS Master Plan in the three related regencies has not been implemented yet.

<After the project: From April 1st, 2005 >

- 1) BANGDA should take necessary actions to continue disseminating regional models to other provinces through the good practice modules and the Textbook. It is also recommendable to try to integrate such good practices into the policy of the central government.

As the follow up program, BANGDA in cooperation with JICA expert has conducted the Capacity Development for Management of Regional Development (CDMRD) which was implemented in May 2005 until March 2007, to improve the capacity on the management of regional development as the efforts to support the implementation of the Regional Autonomy, by issuing 3 manual textbooks: 1) Development of Local Economy; 2) Innovation on the Government Implementation; and 3) People Empowerment, that extracted from best practice cases textbooks. These manual are expected to be used as the reference for the Central Government staff to implement the participatory and coordinative bureaucracy attitude in regional development management.

- 2) As for West Kalimantan Province, since the SINGBEBAS Area Development and Inland Development plans have already been formulated, the provincial government recommended to implement these plans in cooperation with the central government and other related organizations.

The SINGBEBAS Master Plan has been socialized through workshop in February 2005 to all concerned stakeholders and its implementation focused on organic farming for the Integrated Agribusiness Area (KUAT). BAPPEDA of related Regency/City had prepared the detail design of 12 KUAT. Four of the twelve plans have been implemented. To ensure the success of the implementation of KUAT, board of management of each KUAT has been appointed in FY 2007.

The master plan concept for Inland Development is referred by Provincial Government to construct Tayan Bridge as a stimulant for other program and activities for regional development in Inland areas of West Kalimantan Province.

- 3) In North Sumatera Province, since participatory approach for regional development applied the pilot project of regional development with concept on organic agriculture is considered to be highly sustainable, the provincial government is recommended to continue to take initiatives to implement it.

Based on the prioritized plans mentioned in Lake Toba Master Plan, BAPPEDA of North Sumatera Province in cooperation with JICA Expert had implemented 2 PRA facilitator trainings in 2004; implementation of PRA in 2 model villages and the implementation of organic agriculture pilot project and agro tourism in those 2 villages model in Karo Regency and Dairi Regency. The second PRA for facilitator training has been implemented in December 2004 by using local budget. BAPPEDA of North Sumatera Province also has initiated to establish an agreement between all regency governments surrounding Lake Toba Catchment Area by using their own budget.

- 4) Concerning South Sulawesi, it is important that the provincial and related regency governments succeed in the Orange Project and the Sericulture and Silk Industry Project, so that these projects can be developed into models of regional development and disseminated.

The Orange Project in North Luwu Regency of South Sulawesi Province was resulted the empowerment and enhancement of farmers groups. At the beginning after termination of the project, North Luwu Government paid attention to orange commodity (Malangke orange) as one prioritize commodity. Although at present, the orange farms in North Luwu Regency, of South Sulawesi Province, have been changed gradually into maize farms (orange planting area is reducing from 19,437 ha in 2002 into 5,547 ha in 2007 due to low price of orange), but the spirit of farmer groups empowered by the Project still used to improve the agriculture sector in this area.

Formulation of inter-stakeholder development promotion plan based on participatory and inter-regional cooperation (Enrekang-Soppeng-Sidrap-Wajo Regencies) approaches for natural silk development implemented by the RDPLG Project are used as a reference for Natural Silk Center and NGOs concerned for silk industry development in South Sulawesi Province.

- 5) The Team considers it important to promote inter-regional cooperation in terms of the optimal utilization of resources and knowledge. In this regard, BANGDA and the three provinces are expected to lead the Inter-Provincial Cooperation in the Orange Industry to successful result, in order to apply such

experience to other commodities.

Before termination of the Project, the three provinces of North Sumatera, South Sulawesi and West Kalimantan facilitated by BANGDA and JICA Expert have made the concept of the MoU. However up to the moment this study is conducted, inter-regional cooperation between the three provinces above has not been realized yet.

(8) Evaluation Team

Member of Evaluation Team: JICA Indonesia Office

Consigned to :

- Mr. Besar Hatmaya - Team Leader/Lead Evaluator
- Ms. Uzaimah - Co-Team Leader
- Ms. Nani Susanti - Development Planning Specialist
- Mr. Ari Fernando – Senior Evaluation Expert

(9) Period of Evaluation : 10th December 2007 ~ 9th February 2008

3. Results of Evaluation

3-1. Summary of Evaluation Results

(1) Impact

The overall goal of the Project: ‘the Capacity of local governance is improved in Central Government (BANGDA) and selected provincial governments’ have been achieved. The Project has given the positive contribution in the development of human resources in BANGDA and the selected provinces. Through the continuous efforts from the dispatched Japanese Experts, BANGDA and Local Governments have formulated the modules for the trainings to enhance the human resources in regional development management. BAPPEDA of each province supported by BANGDA and the Japanese Experts had formulated three regional development plans based on the local initiatives by involving the local stakeholders such as Universities, NGO, private sector and community organization during the implementation period.

The Project initiated the formulation of Lake Toba Master Plan in North Sumatera Province, the basic concept of SINGBEBAS Master Plan (Singkawang-Bengkayang-Sambas) in West Kalimantan Province, and formulation of study for promoting regional development through the improvement of Silk Industry in South Sulawesi Province. Other activities such as workshop, seminars, and training related to regional development have been conducted in Indonesia and Japan. Therefore, in general all the activities conducted in this project had given positive contributions for the improvement of central government and local government capacity in the management of regional development in supporting local autonomy.

BANGDA, Local Government and local stakeholders including Universities and NGOs recognized the importance of regional development management. As the unexpected positive impact of the Project, the bottom up mechanism applied for the regional development management has accelerated the establishment of NGOs and farmers groups at the regional level, even from the village level. The local stakeholders also played the monitoring role for the implementation of the regional development plan. The RDPLG Project indirectly has improved the capacity of the NGOs involved in this project. For example, NGO in South Sulawesi (Wahana Wisata Lingkungan) which conducted the Study for Regional Development Promotion through the Development of Silk Commodities in South Sulawesi is appointed to assist other donors including Local Government in empowering the local farmers.

In West Kalimantan Province, the potency of some regencies involved in SINGBEBAS Master Plan has triggered a proposal to establish the new province separated from West Kalimantan Province. Those three regencies have the strong beliefs that the SINGBEBAS Master Plan will lead them to improve their regions. The Regent of Sambas Regency of West Kalimantan province who participated in the orange program, after termination of the project constructed the citrus centre on May 2006 in the 2.6 ha of land included the agro clinic facility with the vision to make Sambas as the national citrus development centre. The function of the citrus centre is the research and information centre on the citrus technology innovation. At present the citrus centre has made the diversification of orange into the small packaging orange juice, which also impacted to the improvement of the economy of the farmers.

No unexpected negative impacts have been brought by the project to BANGDA and the selected 3 Provincial Governments.

(2) Sustainability

Institutional

The RDPLG Project has improved the capacity of the local government staffs that trained by the Project and hence improved the capability of institutions in managing the regional development. The skill and knowledge gained from the Project were used as the reference to develop other plan, policies and strategies.

There is no significant organization change of BANGDA and BAPPEDA of each Province since the terminal evaluation study. Although the dissemination of the knowledge and skill gained from the Project was not conducted formally, the staffs who participated in the trainings were given the good contributions to the development of their regional plans by creating some new concept of regional development plan.

Financial

MOHA and Local Government have allocated some budget for the capacity building related to the regional autonomy management and implementation of some of the master plans programs after termination of the Project. JICA also has continued supporting this project by implementing the Capacity Development for Management of Regional Development (CDMRD) Project in cooperation with BANGDA to disseminate the manual best practices on the regional management to all provinces and Capacity Development in South Sulawesi.

Technical

The modules applied in the training/workshops/seminars were adopted based on the actual requirements on the implementing period, although for some ex-trainees, the modules given by the Project were the common modules which have been studied before. However, in terms of theoretical aspect, the ex-trainee can fully understand the skills and knowledge gained in the project.

The introduction of Japan's experience on regional autonomy to the participants had contributed to the improvement of administrative capacity of BANGDA and Local Governments. Those experiences have brought the broader concept to develop the regional economy by strengthening the local commodities and resources.

3-2. Factors that have promoted project

(1) Impact

The issuance of legal framework on decentralization such as Law No. 32/2004, Law No. 33/2004 and Law No. 25/2004 concerning National Development Planning required the capacity strengthening for regional development management. Based on these Laws, each Local Government has the obligation to develop their regional economy by promoting their local commodities. Allocation of regional budget shall be calculated based on the potency, condition and needs of each Local Government and financed by regional income. Therefore, challenge and competition between the Local Governments due to the decentralization and globalization required the Local Government to improve their capacity which is relevant in promoting the achievement of the project overall goal. In general all the activities conducted in this project had given positive contributions for the improvement of central government and local government capacity in the management of regional development.

Technical and financial Supports from JICA Experts, BANGDA and Local Government in formulating the master plans and implementing the pilot projects by involving the local stakeholders such as NGOs and Universities were also essential for promoting the impact of the project. For example support from JICA to involve the NGO in strengthening the silk farmers capacity has interested other donor such to participate in the capacity building of the local stakeholders.

Other factor that promoted the Project was the issuance of Government Regulation No. 50 Year 2007 concerning the Procedures for Inter-Regional Cooperation Implementation. The regulation had promoted the formulation of five promoting areas in South Sulawesi Province. The inter-regional cooperation to promote regional development can be realized under the coordination of the Governor as stipulated in the Regulation.

(2) Sustainability

JICA, BANGDA and the selected Local Governments have secured several budgets to support the RDPLG pilot projects and to develop the human resources. For example in North Sumatera, JICA supported financing the formulation of master plan and 1st PRA and pilot project, meanwhile BAPPEDA conducted 2nd PRA facilitators training by using their local budget. In West Kalimantan, JICA supported the formulation of SINGBEBAS Master Plan and Inland Development Plan and Local Government allocated budget to implement the mix farming and to promote the orange development, the Local Government has established the citrus center. In South Sulawesi, JICA supported financing the Study on Formation of the Sericulture and Silk Industry, and the inter-cooperation between the three selected provinces and Local Government has allocated budget to support the farmers in promoting the Malangke orange in orange program.

3-3. Factors that have inhibited project**(1) Impact**

The main factor that inhibited the implementation of the proposed programs in the SINGBEBAS Master Plans in West Kalimantan is the mutation and succession of the Regent which impacted to the change of prioritized plans and strategies. No written commitment (MoU) resulted to the stagnation of the program implementation.

The inter-regional cooperation among the three provinces for orange program also has not being implemented yet due to the MoU between the three provinces has not been issued. It still needed the coordination from Central Government such as BANGDA to manage the coordination between the three provinces.

Other factor that inhibited the project was the change of land use of the orange farm in North Luwu Regency of South Sulawesi Province. At the beginning after termination of the project, North Luwu Government paid attention to orange commodity (Malangke orange) as one prioritize commodity. At present, the orange farms in North Luwu have been changed gradually into maize farm, reducing from 19,437 ha in 2002 into 5,547 ha in 2007 due to low price of orange.

(2) Sustainability

Limitation of Local Governments' budget is one of the inhibited factors to disseminate the skill and knowledge gained by the Project and to implement the pilot projects and program proposed in the Master Plans.

For promoting the organic farming such as orange program in North Sumatera and West Kalimantan and development of one village one product, facilitating from Central and Local Government in marketing, financial access and technology innovation are essential.

For silk industry in South Sulawesi Province, Local government should make a good coordination on the import policies of silk yarn. Because the cheap import synthetic yarn from China has attacked the growth of the domestic silk yarn industry in Soppeng and Enrekang Regencies.

Some mutation and retirement of BANGDA, BAPPEDA staffs and Regent also affected the constraint in the aspect of sustainability. For instance, formulation of the inter-regional development council and forum are delayed until present due to the change of some local government top management in West Kalimantan Province.

3-4 Conclusions

- 1) The RDPLG has improved the capacity of BANGDA and three selected provinces of North Sumatera, West Kalimantan and South Sulawesi Province in some extent. The recommendations by the terminal evaluation study mostly were implemented and executed properly by the counterpart and JICA.
- 2) Some positive impacts have been brought about by the project besides what were originally intended such as the acceleration of the NGOs and farmers groups establishment at the regional level, even at the village level. The Project indirectly has improved the capacity of the NGOs involved in this project. For example, NGO in South Sulawesi (Wahana Wisata Lingkungan) which conducted the Study for Regional Development Promotion through the Development of Silk Commodities in South Sulawesi is appointed to assist other donors including Local Government in empowering the local farmers. In West Kalimantan, the potency of some regencies shown by SINGBEBAS Master Plan has triggered a proposal to establish the new province separated from West Kalimantan Province. Those three regencies have the strong beliefs that the SINGBEBAS Master Plan will lead them to improve their regions. And after termination of the project, a citrus centre with total 2.6 ha area included the agro clinic facility on

May 2006 was established by Regent of Sambas with the vision to make Sambas as the national citrus development centre. No unexpected negative impacts have been brought by the project to BANGDA and the selected 3 Provincial Governments.

- 3) The project has improved the capacity of the implementing agency. BANGDA and BAPPEDA staffs that have been trained in Japan during the implementation of Project have got experiences and knowledge on how to implement the regional development. In Central Office, participants from Directorate of Urban of BANGDA conducted the workshops to improve the regional management such as to formulate the concept on the urban service standard on 11 to 12 December 2007. In the selected 3 provinces, the participants proposed some plans based on their experience in Japan.
- 4) The external factors that influenced the achievement of the project overall goal are the issuance of the legal framework such as Law No. 32/2004, Law No. 33/2004 and Law No. 25/2004 which become the spirit for local government to implement the decentralization and to improve their capacity in managing their development. Recently, the issuance of Government Regulation No. 50/2007 also given a new spirit to conduct a regional cooperation under coordination of Ministry of Home Affairs (BANGDA) or Governor or Regent/Mayor.
- 5) Some factors that inhibited the achievement of the project were the mutation and succession of Head of Regency or City which reflected to the change of the prioritized plans and strategies, lack of coordination from BANGDA to implement the inter-regional cooperation and change of the land use of orange farm into maize farm due to no control from Local Government on the orange price
- 6) Technical and financial Supports from JICA Experts, BANGDA and Local Government were essential to achieve the overall goal of the Project and for sustaining the project achievements.

3-5 Recommendations

(1) For Central Government

- It is recommended that BANGDA continues facilitating and coordinating regional development plan and also facilitating inter region cooperation among the provinces which has been proposed by the Project
- It is recommended that BANGDA continues facilitating formulation of rules and mechanism to disseminate the indispensable knowledge gained in the Project within the local government staff.

(2) For Local Governments

- As some of the trained staff moved to other division/organization after the regional autonomy began, it is difficult to maintain the transferred skill and knowledge if it is not supported by the Local Government institutionally. It is recommended that Local Government makes continuous efforts to consolidate and disseminate indispensable skill and knowledge gained in the Project.
- For North Sumatera and West Kalimantan Provinces, to enhance the inter-regional cooperation between orange farmers in some orange producing Regencies such as in Karo and Dairi Regencies of North Sumatera and Sambas Regency in West Kalimantan, BAPPEDA and Local Governments needs to facilitate and coordinate them in the area of marketing including export market.
- For West Kalimantan Province, it is recommended that the establishment of Inter-Regional Development Council and legalization of the SINGBEBAS Development Forum as the key factor for the success implementation of SINGBEBAS Master Plan.
- For South Sulawesi Province, the establishment of an integrated facilitating board or forum such as from BAPPEDA, Agriculture Office, Industrial and Trade office to support the farmers in creating the new product innovation; to improve the quality; to facilitate to the financial sources and market access will give greater impact.

3-6 Lesson Learned

- Although the regional development master plan based on the local commodity through the participatory approach have been established, it seems that in order to implement plans mentioned in those master plans it has to be followed by the integrated consistent efforts by the Local Government. The changes of the Head of BAPPEDA or Regent/Mayor resulted in the interruption of the committed plans. Therefore, the issuance of agreement or MoU to ensure the consistent efforts from Local Government needs to be facilitated.
- In formulating the future project design, clear mechanism for disseminating the project benefits should be considered. Furthermore establishing strong coordination between BANGDA and Local

Government for monitoring the impacts, problem encountered and getting feedback for the improvement of the project should be considered.

Chapter 1

Outline of the Evaluation Study

1.1 Project Background

In 1998, with the beginning of the “*Reformasi*” era to reform the old system, the Government of Indonesia changed its policy of local public administration from central control towards regional autonomy. The legal framework for this decentralization, namely Law No. 22/ 1999 on Regional Governments, was enacted in 1999 and then officially implemented in January 2001.

Under these laws, the power of the central governments was greatly developed to local governments and also more than two million personnel were transferred to these regions. The local governments now have to train and prepare these human resources to a standard high enough to meet its greater needs and take on its expanded functions. Especially, in the field of regional development policy and management, a top-down and centralized approach has been transformed to a bottom-up one, which makes good use of each local character and is based on the local initiative. Accordingly, local governments have been required to formulate, implement and manage its regional development policy, system and programs/ projects.

Under the circumstances, the Government of Indonesia requested to the Government of Japan a technical cooperation for the Regional Development Policies for Local Governments. Both sides discussed and signed the Minutes of Meeting on 30th March 2001 and initiated the technical cooperation for “the Regional Development Policies for Local Governments (hereinafter referred to as RDPLG)” on 8th April 2001. The project, together with another technical cooperation for “Human Resources Development for Local Governments”, formed the “Program of Capacity Development for Local Governance” based on the Minutes of Meeting signed on 27th September 2001. The period of the cooperation of RDPLG was extended from 7th April 2004 to 31st April 2005 by signing the Minutes of Meeting on 27th February 2004.

JICA Indonesia Office calls for an ex-post evaluation of its project. The results contribute to better-informed decision-making based on the lessons learned, and promote greater accountability, and will be shared by stakeholders.

1.2 Project Overview

The application of regional autonomy which was started in 2001, began with the uncertainty and un-readiness of the most Local Governments in Indonesia. The drastical change from *top-down* to *bottom-up* concept has realized all of the stakeholders as well as the communities on the limited capacity of the Local Government staffs to make the community participatory based master plans or strategic plans and to implement those plans into the governance system. And also the un-readiness of the community to involve and give participatory initiatives as an input to be formulated as the master plans or strategic plans.

1.2.1 Project Purposes and Outputs

The project purpose is: Capacity of local government in the management of regional development is improved in order to support regional autonomy in Central Government (BANGDA) and Selected Provincial Governments.

There were five expected outputs by the project:

1. Regional development plan is formulated and implemented based on the principal of democracy and local initiatives.
2. Human resources of local governments in the field of regional development are developed.
3. Inter-regional cooperation in terms of regional development among province/city/district is promoted.
4. Local stakeholders such as universities, NGOs, private sector, and community organization, etc. are properly participated in regional development process.
5. Regional development programs/projects are formulated and implemented with local initiatives.

In order to achieve the outputs and the Project purposes, JICA experts advised on development plans/policies/strategies and steps necessary for empowering the central and local governments in terms of regional development with local initiatives, by conducting a considerable number of seminars, workshop, training courses or basic studies with the Counterparts. During the project implementation period, around eighty trainings courses and 3,000 trainees from BANGDA, Local Governments and local stakeholders such as Universities, Farmers Association, Business Sectors, and NGOs participated in the training courses (including seminars and workshops in collaboration with Human Resources Development for Local Governance Project). BANGDA, BAPPEDA of each Province and JICA also had promoted the inter-

regional cooperation and participatory development frameworks, and proposed projects/programs.

1.2.2 Project Activities

1. Training Course in Japan :

- 3 Counterpart Training Courses on the Promotion, Coordination and Monitoring of Regional Development: dispatching 11 participants (4 persons in FY 2002, 4 participants in FY 2003 and 3 participants in FY 2004) from MOHA, BAPPEDA North Sumatera, BAPPEDA South Sulawesi and BAPPEDA West Kalimantan.
- 4 Country-focused Training Courses on Capacity Building of Regional Development Management: dispatching 56 participants (10 persons for FY 2001, 15 persons for FY 2002, 15 persons for FY 2003 and 16 persons in FY 2004).

2. Some trainings, seminars and workshops were conducted to develop human resources of Local Governments:

Table 1.1. Trainings, Seminars, Workshop Conducted in Indonesia during JFY 2003 & 2004.

No.	Subject	Date	Place	No. of Days	No. of Participants
All Regions					
1.	Workshop on Promotion of Regional Development Management through Inter-Provincial Cooperation	Oct. 2004	Malanke (S. Sulawesi)	2	42
		Oct. 2004	Sambas (W. Kalimantan)	2	42
		Jan. 2005	Karo (N. Sumatera)	3	42
2.	Workshop on Regional Development Best Practices – An Introduction of Locality and One Village One Commodity Concept	Jan. 2004	Pontianak	4	128
		Jan. 2004	Makassar	2	99
		Jan. 2004	Medan	3	103
		Feb. 2004	Jakarta	1	50
3.	Workshop on Regional Development Management (the Expected Manner of Regional Development Management under Decentralization)	Feb. 2004	Jakarta	3	97
		Feb. 2004	Pontianak	3	127
4.	Workshop on the Change of Management and Communication Distribution between the Central and Provincial Governments	Jan. to Feb. 2005	Medan, Pontianak, Makassar	4 x 3	30 x 3
5.	Workshop on regional	Jan. 2005	Jakarta	3	150

	Development Management Finalization				
West Kalimantan					
6.	Seminar of Study on Human Resources Development in Inland Area	Oct. 2003	Pontianak	1	115
North Sumatera					
7.	Seminar on Regional Development Master Plan in the Area of Lake Toba	Oct. 2003	Desa Silalahi, Kab. Dairi	1	50
8.	Workshop on Regional Development Master Plan in the Area of Lake Toba	May 2004	Medan	1	100
Sulawesi					
9.	Workshop on Strengthening Orange Farmer Institutions in North Luwu	Dec. 2003	N. Luwu	1	82
10.	Exchange Workshop on Orange Development between West Kalimantan and South Sulawesi	Dec. 2003	Sambas	2	50
11.	Workshop on Inter-Regional Cooperation	Dec. 2003	Makassar	2	34
12.	Seminar on Study on Sericulture and Silk Industry in South Sulawesi Province	Mar. 2004	Makassar	1	49
13.	Seminar on Regional Development Promotion through Special Commodity Development	Oct. 2004	Makassar	1	55
The Total number					1,505

3. Regional Development Programs/Projects had been formulated and implemented with local initiatives. Some studies had been designated for Project Model Formation:

- West Kalimantan : Study on SINGBEBAS (Singkawang-Bengkayang and Sambas) Development Area which focused on organic agriculture
- South Sulawesi : Study on Formation of Sericulture and Silk Industry Promotion Plan
- North Sumatera : Study on Orange in Karo and Dairi

4. The Project has compiled the Textbook on “Regional Development and Good Practices in Indonesia”, which consisted of 8 series of books:

Textbook 1 : Participatory Development Concept and Inter-Regional Cooperation – An Approach of Regional development in Indonesia;

Textbook 2 :Regional Development in Japan – Experiences that can be Applied in the Developing Countries;

Textbook 3 :One Village One Product (OVOP) – An Effort for Regional Revitalization in Japan;

Textbook 4 :Best Practice Cases – Compilation of the Successful of Development Practices; consisted of 20 series of best practice cases in Indonesia.

Textbook 5 :Regional Development by Localogy Concept;

Textbook 6 :Participatory Approach in Regional Development Plan;

Textbook 7 :Supporting System for Participatory Development (SISDUK) (An Experience of Takalar District Development);

Textbook 8 :How JICA Supported Promotion of Regional Development in West Kalimantan.

1.3 Objective of the Study

This ex-post evaluation study aims:

- to verify the important issues relating to the project impact and sustainability observed three (3) years later after the project completion
- to propose recommendations to Indonesian counterpart as well as JICA and also suggest lessons learned in an attempt to effectively and efficiently implement similar project in the future.

1.4 Scope of the Work

To achieve the objective of the study mentioned above, the study shall cover the following activities:

- Collecting and reviewing the documents relating to the project;
- Identifying the major questions and key information for the evaluation study;
- Collecting necessary data that required for the evaluation analysis;
- Conducting field observation, field investigation and key informant interviews on the project site;
- Analyzing the collected data and results of interviews;
- Drafting report and formulate lessons-learned and recommendation.

1.5 Constraints of the Study

The followings are constraints that the Evaluation Team faced:

- 1). Some of staffs who were trained by the Project in the three Provincial BAPPEDA Offices have been transferred to other section or have been retired. Therefore they can not be interviewed upon.
- 2) As implementation of the regional autonomy was new in Indonesia, there are no benchmark parameters on the initial capacity of local government on the implementation of regional autonomy.

1.6 Evaluation Team

(1) JICA Indonesia Office (Consigned to PT Indokoei)

(2) Mr. Besar Hatmaya as the Team Leader/Lead Evaluator, PT Indokoei

Ms. Uzaimah as the Co-Team Leader, PT Indokoei

Ms. Nani Susanti as the Development Planning Specialist, PT Indokoei

Mr. Ari Fernando as the Senior Evaluation Expert, additional Team members, PT Indokoei

1.7 Study Period

The study is carried out from 10th of December 2007 to 9th of February 2008. The team conducted site visit to three provinces, South Sumatera, South Sulawesi and West Kalimantan Provinces simultaneously on 13th to 20th January 2008.

Chapter 2

Methodology

2.1 Evaluation Questions

The Study Team first analyzes the important issues relating to the impact and sustainability of the project after 3 years of the project completion.

The evaluation will seek the answers to the following main evaluation questions:

(Impact)

- 1) To what extent has the project's overall goal been achieved since the project termination?
- 2) What positive and negative impacts have been brought about by the project besides what were originally intended?
- 3) Has the project contributed to the improved institutional capacity of the implementing agency?
- 4) Are there any external factors that influenced the achievement of the project overall goal?

(Sustainability)

- 1) Is the project counterpart organization maintaining the benefits brought as a result of achieving project purpose and overall goals?
- 2) How likely are the project outcomes to be maintained?
- 3) What are the factors that contributed/inhibit the sustainability of the project outcomes: such as appropriateness of project planning and the knowledge transferred, and external factors?

(Relating to Recommendations by Terminal Evaluation Study)

- 1) Were the recommendations by terminal evaluation study implemented and executed properly by the counterpart and JICA?
- 2) Were the above recommendations appropriate from the viewpoints of clear goal settings, time frame, feasibility and responsibility?

- 3) What are the possible causes underlying success and/or failures of realization of recommendation?

2.2 Methodology

The Ex-post Evaluation is undertaken for the purpose of making a value judgment based on the achievement of results, by adopting two criteria (Impact and Sustainability).

i) Impact

Criteria for considering the effects of the project with an eye on the longer term effects including direct or indirect, positive or negative, intended or unintended.

ii) Sustainability

Criteria for considering whether produced effects continue after the termination of the assistance.

The evaluation is carried out by visiting and interviewing some ex-counterparts and ex-trainees from the Center for Management of Overseas Cooperation as well as Directorate General of Regional Development (BANGDA), Ministry of Home Affairs in Jakarta. Project stakeholders in South Sulawesi, North Sumatera and West Kalimantan were consulted.

The following references were used in evaluating the project:

- (1) The Minutes of Discussions between The Japanese Final Evaluation Team and The Authorities Concerned of the Republic of Indonesia on Japanese Technical Cooperation for Regional Development Policies for Local Government signed on 19th September 2003 and Mid-Term Evaluation Report;
- (2) The Minutes of Discussions between The Japanese Final Evaluation Team and The Authorities Concerned of the Republic of Indonesia on Japanese Technical Cooperation for Regional Development Policies for Local Government signed on 17th December 2004 and Terminal Evaluation Report;
- (3) Documents such as the Textbooks on Regional Development and Good Practices in Indonesia and some Study Reports concerned;
- (4) The questionnaire applied to Indonesian counterparts and other parties concerned;
- (5) The personal interview or group interview results to the Indonesian counterparts and other parties concerned such as Universities, NGO and farmers group;

The means of verification mentioned in the attached evaluation grid is developed to verify indicators, by preparing questionnaire for interviewing key beneficiaries and officials involved in the project and data collection, documentations and reports related to the project implementation.

The evaluation of impact and sustainability of the RDPLG Project is made based on the following framework:

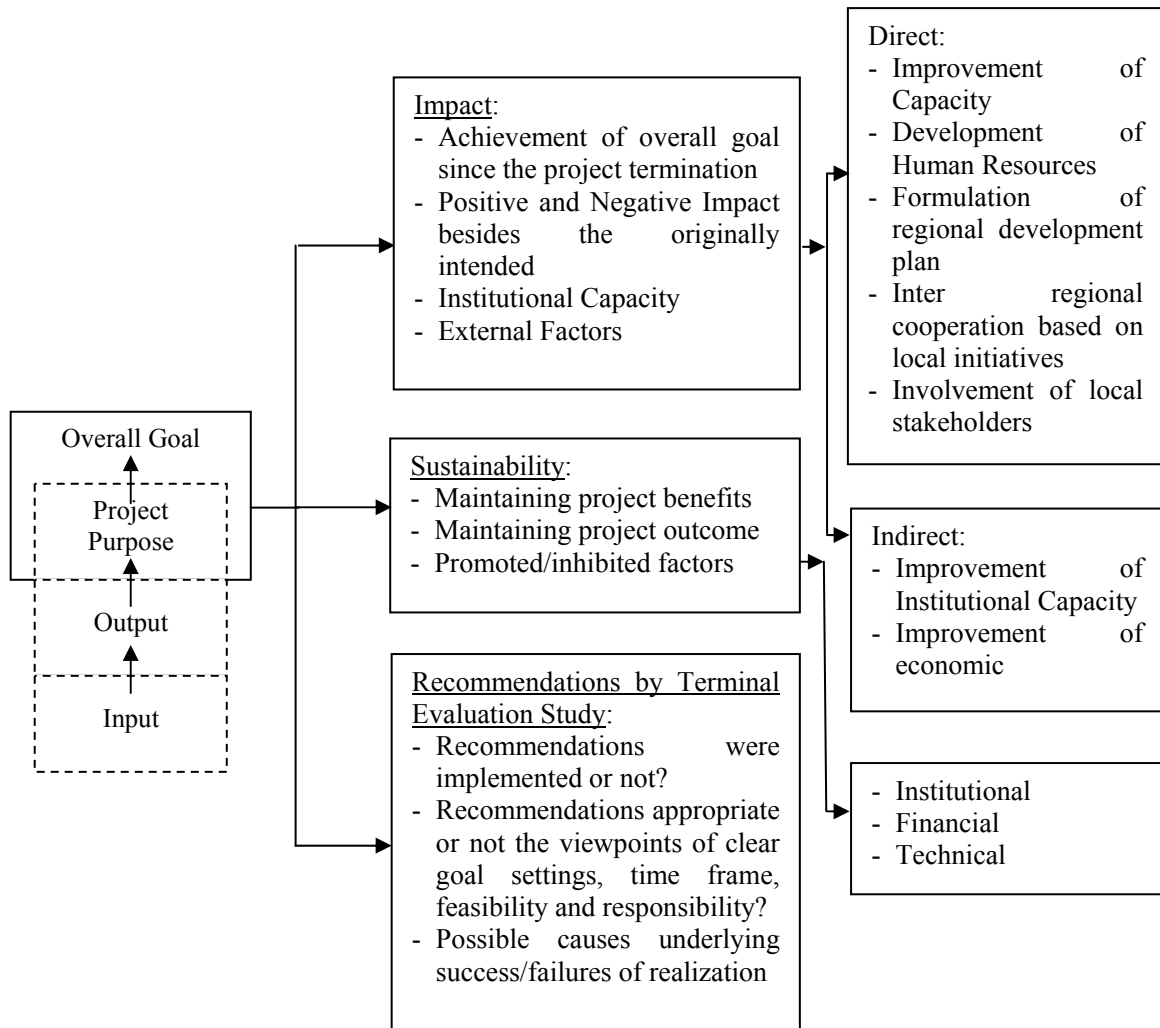


Figure 2.1. The Ex-Post evaluation Framework

2.3 Schedule of the Study

The study is conducted with the following interview and site visit schedule:

Table 2.1. Interview and Site Visit Schedule

Date		Schedule
Dec 12	Wed	• Courtesy call & meeting with Ms. Zuchriaty (MOHA)
Dec 18	Tue	• Courtesy call & meeting with Mr. Nuryanto (MOHA)
Dec 28	Fri	• Courtesy call & meeting with Mr. Tavip Rubiyanto (MOHA)
Jan 3	Thu	• Courtesy call & meeting with Mr. Lukman Nul Hakim (MOHA)
Jan 13	Sun	• Departure to 3 Provinces

Jan. 14	Mon	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Meeting with Bappeda (Ms. Hasni Anggaraini & Mr. Hasmirizal Lubis) • Meeting with University of North Sumatera (Mr. Bakri Soeyono) <p>South Sulawesi:</p> <ul style="list-style-type: none"> • Meeting with related institutions at Bappeda (Ms. Indah Siradju, Ms. A. Rahmi. B, Mr. Firmansyah, Mr Bustamin Betta, Mr. M. Kasim Alwi, Ms. Bulkish, Mr. A. Muh. Arifin, Mr. Muhlis, Ms. Layla Azis H) • Meeting with JICA experts in South Sulawesi (Mr. Sakuma and Mr. Minagawa) <p>West Kalimantan:</p> <ul style="list-style-type: none"> • Courtesy call & meeting with Bappeda West Kalimantan Team (Mrs. Urai Idawati and Mr. Noverly Nuzuluddin) • Interview with YSDK NGO (Marcell D. Lodo) • Interview with Dian Tama NGO (Tambuk Bow)
Jan. 15	Tue	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Visiting Dinas Agriculture of Karo Regency • Interview with Mr. Segal Tarigan (Ex-Trainee Farmers for Inter-Regional Cooperation) <p>South Sulawesi:</p> <ul style="list-style-type: none"> • Meeting with Community Empowerment Agency (BPM), (Mr. Aziz) • Meeting with Law Bureau and Admnsitration of Bappeda (Mr. Yusran) <p>West Kalimantan:</p> <ul style="list-style-type: none"> • Courtesy call and meeting with Agriculture Faculty Tanjung Pura University (Mr Radian/Dean and Mr Sutarman/Vice Dean) • Interview with Vice Rector Tanjung Pura University (Mr Saeri Sagiman) • Interview with SINGBEBAS Master Plan Team Leader (Mr. Dadan Kusnandar)
Jan. 16	Wed	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Meeting with Bappeda staffs (Ex-trainees) • Meeting with University of North Sumatera (LP3M/Mr. Bakri Soeyono) <p>South Sulawesi:</p> <ul style="list-style-type: none"> • Meeting with Natural Silk-culture Center (BPA), (Mr. Jhon, Ms. Bertha Sampe, Mr. Sarjussin, Mr. Husin, Mr. Fauzi) • Meeting with NGOs, Mr. Ismu Iskandar (YAS), Mr. Yudha Yunus (WWL) <p>West Kalimantan:</p> <ul style="list-style-type: none"> • Courtesy call and meeting with Head of Agribusiness agency city of Singkawang (Mr Cipta Raharja) • Visiting to location of Organic Farming in Sagatani, Singkawang City • Interview with Agriculture Instructor of Sambas Regency (Mr. Muhadi) • Visiting Citrus Center at Tebas Distric, Sambas
Jan. 17	Thu	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Meeting with Lake Toba Master Plan Section in Bappeda (Mr. Panusunan Harahap) • Meeting with University of North Sumatera (Mr. Yushak) <p>South Sulawesi:</p> <ul style="list-style-type: none"> • Meeting with PKSMP of University of Hasanudin (Ms. Bulkhis) • Meeting with Human Resources and Apparatus Development Center / BPSDMA (Mr. Imron Gose) • Data collection on NGOs <p>West Kalimantan:</p>

		<ul style="list-style-type: none"> • Interview with Director PT. Kimia Sari (Mr. Budi Kurniawan) • Interview with Director PT. Trio Constant Mandiri (Mr. FX. Asali) • Visiting CV. Maju Makmur • Interview with Tayan Project Pre Feasibility Team Leader (Mr Gusti Zulkifli)
Jan. 18	Fri	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Closing meeting with Bappeda North Sumatera (Ms. Hasni Anggraini) <p>South Sulawesi:</p> <ul style="list-style-type: none"> • Meeting with PKSMP of University of Hasanudin (Mr. Darmawan Salman) <p>West Kalimantan:</p> <ul style="list-style-type: none"> • Closing meeting with Head of West Kalimantan Bappeda (Mr. Fathan A. Rasyid) •
Jan 19	Sat	<p>North Sumatera:</p> <ul style="list-style-type: none"> • Interview with NGO Kebun Jeruk (Mr. Vincent W. Munthe)
Jan 20 ~ Feb 9		Reconfirmation of some data at Central Government, analysis and drafting final report.

Chapter 3

Ex-Post Project Performances

3.1. Performances of Project Purposes

The Regional Development Policies for Local Government (RDPLG) project has been implemented successfully in terms of achieving the project purposes, i.e. the improvement of the capacity of local government in the management of regional development to support regional autonomy in Central Government (BANGDA) and Selected Provincial Governments. The legal framework on Regional Autonomy which was a new system for Government of Indonesia i.e. Law No. 22/1999 on Regional Governments, was enacted in 1999 and then officially implemented in January 2001. Under this situation, the local governments are required to strengthen their capacity for regional development management. Therefore, the RDPLG Project which was implemented in April 2001 – April 2005, through dispatching Japanese Experts, the workshops, seminars and trainings (counterpart training and country-focused training in Japan) have the important roles to improve the capacity of the regional government to support the regional autonomy.

The legal framework on regional autonomy has been renewed in 2004. The Law No. 22/1999 was amended into Law No. 32/2004 and Law No. 25/1999 was amended into Law No. 32/2004. The Law concerning the National Development Planning System which is called as SPPN also enacted in October 2004, required the improvement of the capacity building of the local government. It means that the RDPLG Project purpose was in line with national policies.

A collaboration with the Human Resource Development for Local Governance Project have been done such as conducting joint training course and compiling the best practice cases for the best practices textbook on the regional development also were given broader concept on the best practices to implement the better regional plan.

3.2. Achievement Related to Overall Goal

The overall goal of the project is the capacity of the local governance is improved in Central Government (BANGDA) and Selected Provincial Governments. The skill and knowledge gained by the project were very useful and used as the reference for BANGDA or Local Governments to develop the new plans/policies/strategies or the new necessary steps based on the local initiatives.

Through the workshops, seminars and trainings, the capability of the human resources in the Local Government has been improved. In particular, the counterpart training and country-focused training in Japan have given the broader concepts and perceptions of the

participants on how the regional development were being implemented in Japan because the training included the field survey and some good practices of regional development. For example for One Village One Product (OVOP) program, after coming back from Japan, the ex-trainees in North Sumatera Province together with the Japanese Experts conducted socialization to implement the OVOP. The socialization programs were success; local farmers were intended to participate in the program. However it needed to implement one pilot project until the success of the OVOP to ensure the community about the importance of OVOP in regional development. Due to limitation of budget of local government in North Sumatera, the pilot project has not been implemented. In South Sulawesi Province, OVOP concept actually had been existed and established before the Project by initiatives of farmers groups in Enrekang-Soppeng-Sidrap-Wajo Regencies for the silk industry development. After the training, the Local Government has more concerns to improve the farmer groups' capacity based on their OVOP concept.

For regional development plan training in Japan, the re-planting/re-forestation movement in Japan has given the idea for North Sumatera Province to allocate the budget from annual fee of PT. Indonesia Asahan Alumunium (INALUM) for the environmental program for the regencies around Lake Toba. In West Kalimantan province, the ex-trainee created the concept to establish the micro-hydro power electrified village due to the electricity crisis in West Kalimantan. Now, the concept is still under the discussion in the Regional Legislative Assembly (DPRD).

3.3. Follow-up of the Recommendations by Terminal Evaluation Study

Some recommendations have been provided by the Japanese Terminal Evaluation Study as the following:

Table 3.1. Follow-up of the Recommendations by Terminal Evaluation Study

No.	Recommendation by Terminal Evaluation	Follow-up Condition
I.	Before the end of the Project: By March 31st, 2005	
1)	The Japanese experts and the Indonesian counterparts need to complete compilation of the Textbook. At the central level, before the project terminates, the Japanese expert team, the Indonesian counterparts and JICA Indonesia should discuss and agree upon a way to utilize the Textbook for the better regional development in Indonesia.	BANGDA and JICA Experts for RDPLG Project have completed the compilation of the Textbook (list of the books as attached) within the implementation period. The textbook have been distributed to the regional offices and BANGDA have conducted socialization of the best practices cases to some regions. However, it needs more efforts from Local Government to disseminate or socialize the best practices from the provincial level to

		regency (kabupaten) or sub-regency (kecamatan).
2)	In all three provinces, the Japanese experts and the Indonesian counterparts should continue to implement the pilot projects with a view to making them into models until the project terminates. And before the end of the Project, the Japanese expert team, Indonesian counterparts and JICA Indonesia should discuss and agree upon the necessary measures to be taken after the project to develop these projects into models, refine them and disseminate them.	<p>For North Sumatera Province, BAPPEDA and JICA Expert had implemented 2 PRA facilitator trainings; 2 PRA model in 2 villages and the implementation of organic agriculture pilot project and agro tourism in those 2 villages in Karo Regency and Dairi Regency at the end of 2004. BAPPEDA also had taken an initiative to make 2 facilitators training by using provincial budget and initiated the agreements between the regencies around Lake Toba to disseminate PRA models in their own district.</p> <p>For South Sulawesi Province, the Study on Formation of the Sericulture and Silk Industry Promotion proposed a way of inter-regency cooperation in the industry, which was determined to be incorporated in the <i>GERBANG EMAS</i> program. The inter-regency cooperation between the cocoon and weaving produce regencies has been established by the farmers initiatives based on the farmer actual needs and this inter-regency cooperation is still conducted until present.</p> <p>For West Kalimantan Province, NGO and University supported by JICA has conducted the study to promote the organic farming by using mix farming method. In FY 2006, Provincial Government funded the implementation of mix farming model between the cultivation of paddy, fish pond and cattle breeding in Sagatani Sub-Regency of Singkawang Regency. But, the pilot project recommended by the SINGBEBAS Master Plan in the three related regencies has not been implemented yet.</p>
II.	After the Project: From April 1st, 2005	
1)	BANGDA should take necessary actions to continue disseminating regional models to other provinces through the good practice modules and the	As the follow up program, BANGDA in cooperation with JICA expert has conducted the Capacity Development for Management of Regional

	Textbook. It is also recommendable to try to integrate such good practices into the policy of the central government.	Development (CDMRD) which was implemented in May 2005 until March 2007, to improve the capacity on the management of regional development as the efforts to support the implementation of the Regional Autonomy, by issuing 3 manual textbooks: 1) Development of Local Economy; 2) Innovation on the Government Implementation; and 3) People Empowerment. These textbooks are the synthesis of all activities which are categorized as the best practice cases. These textbooks are expected to be used as the reference for the Central Government staff to implement the facilitating role to the Local Government, to give the positive contribution in realizing more participatory and coordinative bureaucracy attitude in regional development management.
2)	As for West Kalimantan Province, since the SINGBEBAS Area Development and Inland Development plans have already been formulated, the provincial government recommended to implement these plans in cooperation with the central government and other related organizations.	The SINGBEBAS Master Plan has been socialized through workshop in February 2005 to all concerned stakeholders and its implementation focused on organic farming for the Integrated Agribusiness Area (KUAT). BAPPEDA of related Regency/City had prepared the detail design of 12 KUAT. Four out of twelve plans have been implemented. To ensure the success of the implementation of KUAT, board of management of each KUAT has been appointed in FY 2007. The master plan concept for Inland Development is referred by Provincial Government to construct Tayan Bridge as a stimulant for other program and activities for regional development in Inland areas of West Kalimantan Province.
3)	In North Sumatera Province, since participatory approach for regional development applied the pilot project of regional development with concept on organic agriculture is considered to be highly sustainable, the provincial government is recommended to continue	In 2004, Based on the prioritized plans mentioned in Lake Toba Master Plan, BAPPEDA of North Sumatera Province in cooperation with JICA Expert had implemented 2 PRA facilitator trainings; implementation of PRA in 2 model villages and the implementation of

	to take initiatives to implement it.	organic agriculture pilot project and agro tourism in those 2 villages model in Karo Regency and Dairi Regency. In December 2004, BAPPEDA of North Sumatera has implemented the second PRA facilitator training by using local budget and facilitated the produce of organic fertilizer (bokashi) by the local farmers. BAPPEDA of North Sumatera Province had initiated the agreement between all regency governments surrounding Lake Toba Catchment Area to implement PRA in FY 2005 by using their own budget. However, the realization of PRA in other regencies surrounding Lake Toba Catchment Area has not been implemented yet due to budget limitation.
4)	Concerning South Sulawesi, it is important that the provincial and related regency governments succeed in the Orange Project and the Sericulture and Silk Industry Project, so that these projects can be developed into models of regional development and disseminated.	<p>The Orange Project in North Luwu Regency of South Sulawesi Province was resulted the empowerment and enhancement of farmers groups. At the beginning after termination of the project, North Luwu Government paid attention to orange commodity (Malangke orange) as one prioritize commodity. Although at present, the orange farms in North Luwu Regency, of South Sulawesi Province, have been changed gradually into maize farms (orange planting area is reducing from 19,437 ha in 2002 into 5,547 ha in 2007 due to low price of orange), but the spirit of farmer groups empowered by the Project still used to improve the agriculture sector in this area.</p> <p>Formulation of inter-stakeholder development promotion plan based on participatory and inter-regional cooperation (Enrekang-Soppeng-Sidrap-Wajo Regencies) approaches for natural silk development implemented by the RDPLG Project are used as a reference for Natural Silk Center and NGOs concerned for silk industry development in South Sulawesi Province.</p>
5)	The Team considers it important to promote inter-regional cooperation in terms of the optimal utilization of	Before termination of the Project, the three provinces of North Sumatera, South Sulawesi and West Kalimantan

	resources and knowledge. In this regard, BANGDA and the three provinces are expected to lead the Inter-Provincial Cooperation in the Orange Industry to successful result, in order to apply such experience to other commodities.	facilitated by BANGDA and JICA Expert have made the concept of the MoU. However up to the moment this study is conducted, inter-regional cooperation between the three provinces above has not been realized yet.
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Chapter 4

Evaluation Results

4.1. Impacts of The Project

4.1.1. Achievement of Expected Impacts

(a) Achievement of the Overall Goal

The overall goal of RDPLG Project: ‘the Capacity of local governance is improved in Central Government (BANGDA) and selected provincial governments’ have been achieved. The Project has given the positive contribution in the development of human resources in BANGDA and the selected provinces. Through the continuous efforts from the dispatched Japanese Experts, BANGDA and Local Governments have formulated the modules for the trainings to enhance the human resources in regional development management. BAPPEDA of each province supported by BANGDA and the Japanese Experts had formulated three regional development plans based on the local initiatives by involving the local stakeholders such as Universities, NGO, private sector and community organization during the implementation period.

In term of skill and knowledge, at present the Local Governments are capable of implementing the bottom up regional development plan. After termination of the Project, some of the new proposed plans have been promoted by the Local Government by using the local participatory approach.

4.1.2. Causality Between the Projects and the Impacts

During the project many activities have been conducted. The Project initiated the formulation of Lake Toba Master Plan in North Sumatera Province, the basic concept of SINGBEBAS Master Plan (Singkawang-Bengkayang-Sambas) in West Kalimantan Province, and formulation of study for promoting regional development through the improvement of Silk Industry in South Sulawesi Province. Other activities such as workshop, seminars, and training related to regional development have been conducted in Indonesia and Japan. Therefore, in general all the activities conducted in this project had given positive contributions for the improvement of central government and local government capacity in the management of regional development in supporting local autonomy.

North Sumatera

The RDPLG Project has advices to the formulation of the Lake Toba Master Plan (LTMP) which has been established by the Study on the Integrated Regional Development and Environmental Conservation Management in the Catchment of Lake Toba which also supported by JICA in March 2003 until February 2004. The master plan was made with the participatory approach, by establishing the Coordination Board of Conservation on Lake Toba Eco-System, which was comprised of the provincial government and government of 5 regencies surrounding Lake Toba area and other concerned institutions. The master plan is composed of nine main programs. One of the nine main programs which still being conducted is the forest conservation and land rehabilitation, terracing, natural regeneration acceleration and seedling grower support sub-program by the surrounding regencies of Lake Toba and financed by the annual fee of PT. Indonesia Asahan Aluminium (INALUM). The conservation program will be conducting until FY 2013.

As the results of the training of “One Village One Product” in Japan, some socialization had been made to some Regencies in North Sumatera such as Orange Product in Karo Regency and *Nila* Freshwater Fish in Langkat Regency. However, due to the different culture of Indonesia and Japan, the concept of One Village One Product is not easy to be implemented fully. It needs some real evidences to the communities to improve their trust on the necessity to realize the One Village One Product concept. Therefore, the implementation of the pilot project is the main keys to enhance the awareness and trust of the community on it. The Local government also has to establish the supporting institutions to support the promotion, marketing and financial sources of the product from each village as well as to support the promotion of the product to other regencies or cities.

A pilot project on the agro tourism development has been implemented by the Lake Toba Master Plan in Dairy and Karo Regency. Some intensive activities have been conducted such as implementation of PRA to support organic agriculture to promote the eco-tourism development. The endogenous development approaches were conducted by putting the investment orientation to the construction of tourism facilities around the agriculture resources and providing the healthy food. At the beginning, the agro tourism pilot project has given the good impact to the vegetable and fruits farmers in Dairi and Karo Regency. The local economy has been improved by this sector. However, the price of the vegetable and fruits in the agro tourism area were not well controlled and the fraud on price to the consumers later given the negative impacts for the farmers. The agro tourism development became stagnant at present.

As for the inter-regional cooperation, basically the skills of management and development of organic farms which were strengthened by the Project to the farmers have been fully understood and developed by the farmers. The farmers are very interested to implement and develop the organic farms concept. However, the market and financial support to

implement and improve the farmers' skill should be facilitated by the Local and Central Government to enhance their capability.

West Kalimantan

The RDPLG Project in West Kalimantan has facilitated to formulate the SINGBEBAS Master Plan which focused-on organic farming promotion. SINGBEBAS Master Plan is used as the reference for each local stakeholder that involved in preparing the regional development plan.

The formulation of SINGBEBAS Development Plan as the modern agribusiness-based growth center to welcome AFTA/BIMP-EAGA trend (Agropolitan SINGBEBAS) with the prospective development through the variety & high quality of agribusiness & agro-industries such as rice paddy, corn, vegetables, orange, rubber, oil palm, pepper, cocoa, coffee, tropical fruits, poultry, livestock, aquaculture (fish and prawn culture), agro-eco tourism and modernized and business centre has motivated BAPPEDA of West Kalimantan to formulate an Integrated Agribusiness Area (KUAT) Master Plan for FY 2005-2010.

The main activities of KUAT will be implemented in FY 2006-2010, covering 12 KUAT development plans. Four (4) out of twelve (12) plans have been implemented, i.e.

- KUAT KAKAP BANGKIT in Sungai Kakap Sub-Regency of Pontianak Regency (55,257 ha of paddy and coconut farm),
- KUAT SANGGUAU-LEDO KOMPLEK in Sanggau Ledo Sub-Regency of Bengkayang Regency (36,000 ha of maize farm),
- KUAT SINGKAWANG AGRO KOMPLEKS in Sengkawang Selatan Sub-Regency of Sengkawang City (9,450 ha of maize farm)
- KUAT KOTA BARU KOMPLEK in Tanah Pinoh Sub-Regency of Melawi Regency (350 ha of rubber and palm oil plantation).

The Local Government of West Kalimantan Province has established the financial scheme to strengthen the farmers/farmer groups in the implementation KUAT program. The joint operational cooperation with local partners such as private sector and Local Enterprises will be facilitated by Local Government for the smooth implementation of KUAT program. To ensure the success of KUAT implementation, Local Government has established the board of management of each KUAT by using local budget.

Other concept created by the ex-trainees based on the knowledge gained during the training in Japan is to establish the micro-hydro electrification villages as the problem solving for the electricity crisis in West Kalimantan Province. The proposal is still under the discussions with DPRD (Regional Legislative Assembly).

South Sulawesi

The RDPLG Project has contributed a lesson on how to formulate proposals from the community-based into a regional development plan. This lesson reflected to the capability

to formulate and develop the regional development plan based on the local initiatives and regional autonomy spirit.

Other advantage of the Project on the orange program in North Luwu Regency has strengthened the capacity of the farmer groups and inspiring the local government to enhance farmer groups through the revitalization program prioritized on the Malangke orange commodities. Enhancement of orange farmers' group in North Luwu was implemented during the project implementation with the close coordination among related stakeholder such as local government (Agriculture Office, NGO and University).

In terms of regional development among three provinces (South Sulawesi, North Sumatera and West Kalimantan), the orange program has brought idea for the Province to develop the similar cooperation through development of promoting area in South Sulawesi Province. There are five (5) promoting areas in South Sulawesi, i.e. Palopo, Bone, Bulukumba, Makassar and Pare-Pare and its surrounding areas. The first implementation of promoting area is the Bulukumba Regency and its surrounding area in which the provincial office played the role as a mediator for signing the cooperation agreement which is declared as the MoU. The second proposed promoting area is Palopo Regency and its surrounding area.

Other inter-regional cooperation has been established between the silk industry farmers from the upstream to the downstream process is located in Wajo Regency. The farmers have applied one village one product mechanism for producing the silk, started from the silk-worm farmers at the upstream village until the woven farmers in the downstream village. However, for better silk industry development in the future and to compete the global market, it needs to establish an integrated board or forum such as from BAPPEDA, Agriculture Office, Industrial and Trade Office to support the farmers in creating the product innovation, improve the quality and facilitate to financial sources and market access.

4.1.3. Unexpected Positive/Negative Impacts

BANGDA, Local Government and local stakeholders including Universities and NGOs recognized the importance of regional development management. As the unexpected positive impact of the Project, the bottom up mechanism applied for the regional development management has accelerated the establishment of NGOs and farmers groups at the regional level, even from the village level. The local stakeholders also played the monitoring role for the implementation of the regional development plan. The RDPLG Project indirectly has improved the capacity of the NGOs involved in this project. For example, NGO in South Sulawesi (Wahana Wisata Lingkungan) which conducted the Study for Regional Development Promotion through the Development of Silk Commodities in South Sulawesi is appointed to assist other donors including Local Government in empowering the local farmers.

In West Kalimantan Province, the potency of some regencies involved in SINGBEBAS Master Plan has triggered a proposal to establish the new province separated from West Kalimantan Province. Those three regencies have the strong beliefs that the SINGBEBAS Master Plan will lead them to improve their regions.

The Regent of Sambas Regency of West Kalimantan province who participated in the orange program, after termination of the project constructed the citrus centre on May 2006 in the 2.6 ha of land included the agro clinic facility with the vision to make Sambas as the national citrus development centre. The function of the citrus centre is the research and information centre on the citrus technology innovation. At present the citrus centre has made the diversification of orange into the small packaging orange juice, which also impacted to the improvement of the economy of the farmers.

No unexpected negative impacts have been brought by the project to BANGDA and the selected 3 Provincial Governments.

4.2. Sustainability of the Project

In this section, sustainability of the project is analyzed in terms of technical aspect, organizational/human resource aspect and financial aspects.

4.2.1. Technical Aspect

The modules applied in the training/workshops/seminars were adopted based on the actual requirements on the implementing period, although for some ex-trainees, the modules given by the Project were the common modules which have been studied before. However, the ex-trainee fully understood the skills and knowledge gained in the project.

The introduction of Japan's experience on regional autonomy to the participants had contributed to the improvement of administrative capacity of BANGDA and Local Governments. Those experiences have brought the broader concept to develop the regional economy by strengthening the local commodities and resources.

The equipments supplied by the RDPLG Project were mostly the office equipment which used in the project site office previously. In general, most of the equipment such as computer, laptop, camera, etc. has been broken due to its lifetime, but some of them such as desk, filing cabinet and vehicles are still in good condition are still being used until present.

4.2.2. Organizational/Human Resources Aspect

The RDPLG Project has improved the capacity of the local government staffs that were trained by the Project and hence improved the capability of institutions in managing the

regional development. The skill and knowledge gained from the Project were used as the reference to develop other plan, policies and strategies.

There have been no significant organization changes of BANGDA and BAPPEDA of each Province since the terminal evaluation study. Some succession and retirement of BANGDA and BAPPEDA staffs is the small constraint in the aspect of sustainability, since there is no formal mechanism to disseminate the skill and knowledge gained. However, in general the training, seminars and workshops provided by the RDPLG Project has given the good contribution to the improvement of local government capacity and development of human resources. Although the dissemination of the knowledge and skill gained from the Project was not conducted formally, the staffs who participated in the trainings were given the good contributions to the development of their regional plans by creating some new concept of regional development plan.

Some participants of the Project from Directorate of Urban, BANGDA, based on their experience during the training in Japan have conducted the workshops to improve the regional management, such as the workshop conducted on 11 to 12 December 2007 to formulate the concept on the urban service standard by involving various institutions such as BAPPENAS, Ministry of Public Works, University and other concerned institutions.

4.2.3. Financial Aspects

MOHA and Local Government have allocated some budget for the capacity building of the Local Government for the regional development after termination of the Project for the central and local government capacity building, although the available budget were limited. For example, based on Government Regulation No. 79 Year 2005 concerning Supervision and Monitoring to Implement Regional Government and Regulation of Minister of Home Affairs No. 13 Year 2006 concerning the Technical Guidelines in Regional Financial Management, Central Government has allocated some budget to facilitate some trainings to enhance the capacity of local governments. For example, through Badan Diklat of MOHA, the training on the Transformation of Regional Government Policies to Improve the Public Services has been implemented in 19-21 June 2006. Some workshops also have been financed by national budget to strengthen the implementation of public services in regional government. For instance the Workshop to Formulate the Concept for Urban Service Standard has been held on 11 to 12 December 2007 by Directorate of Urban, BANGDA.

In South Sulawesi Province, the financial sustainability on the sericulture and silk farmers at present is supported by the Government of New Zealand through the facilitating programs with the NGO, natural silk centre and the financial access for the farmers. Meanwhile JICA in cooperation with Provincial BAPPEDAs also still continue assist in Capacity Development for all provinces in Sulawesi Island.

For human resources development, Human Resources and Apparatus Development Agency (BPSDMA) of South Sulawesi Province also had allocated their budget to train the local

government staffs to enhance their human resources. In FY 2005, total of 875 local staffs had been trained by using local budget. And in FY 2007, around 1,143 of local staffs were trained in BPSDMA of South Sulawesi Province to support the implementation of regional autonomy.

In North Sumatera Province, BAPPEDA of North Sumatera Province has ensured to allocate the budget to 7 regencies surrounding Lake Toba until FY 2013, to ensure the implementation of conservation program of Lake Toba. The budget comes from the annual fee from PT. INALUM. The PRA pilot project in Dairi and Karo Regencies implemented by 'The Study on Integrated Regional Development and Environmental Conservation Management in the Area of Lake Toba' to promote the organic agriculture have encourage BAPPEDA of North Sumatera Province to conduct 2 facilitator trainings at the end of the Project. Those PRA pilot project supported by JICA and BAPPEDA of North Sumatera has encouraged two other regencies surrounding Lake Toba proposed to implement PRA model including the pilot project to BAPPEDA of North Sumatera.

In West Kalimantan Province, the Provincial Government has allocated budget to implement the pilot project for mix farming in Sagatani Sub-Regency of Singkawang Regency in FY 2006. The result of the pilot project will be evaluated in this year. Other financial support has been allocated in the implementation of Integrated Agribusiness Area (KUAT). Local Government has allocated budget to implement 12 KUAT plans. And to ensure the success of the implementation of 12 KUAT, each management board of each KUAT has been appointed by using the local budget.

For strengthening the orange program in West Kalimantan, to empower and facilitate the farmer, the Government of Sambas Regency has established the citrus centre as the research and information centre for the citrus development with the vision to make Sambas as the national citrus development centre. This citrus centre is under the Agriculture Office.

4.3. Analysis of Factor that Have Promoted Project

4.3.1. Impacts

BANGDA, BAPPEDA and local stakeholders fully understood on the necessity to make the regional plan based on the local initiatives. The awareness of the importance of the local stakeholder participations in the regional development process increased day by day. The Law No. 24/ 2004 concerning the National Development Planning System has encouraged the local stakeholders to participate in formulating the regional and national development plan. Many NGOs are established at the present to be involved in the regional development. The participatory approach has created sense of belonging of the community. The Presidential Instruction No. 5/2004 concerning the Acceleration of Anti Corruption also given the implication that all stakeholders has the responsibility to implement and monitor the clean and anti corruption public services, regional and national action plan.

Therefore, the role, function and same perception of local stakeholders in the regional development are very important.

The implementation of regional autonomy system has encouraged each local government to develop their economy based on the local commodities. The challenge and competition between the Local Governments due to the autonomy system and globalization required the Local Government to change their way of thinking and paradigm. Each Local Government has realized that by promoting their local commodities, their regional economy can grow. Therefore, the concept of regional master plan which more focused on the promotion of the local commodities in the 3 selected provinces is appropriate with that paradigm and become one of the factors that promoted the Project.

The issuance of legal framework on decentralization such as Law No. 32/2004, Law No. 33/2004 and Law No. 25/2004 concerning National Development Planning required the capacity strengthening for regional development management. Based on these Laws, each Local Government has the obligation to develop their regional economy by promoting their local commodities. Allocation of regional budget shall be calculated based on the potency, condition and needs of each Local Government and financed by regional income. Therefore, challenge and competition between the Local Governments due to the decentralization and globalization required the Local Government to improve their capacity which is relevant in promoting the achievement of the project overall goal. In general all the activities conducted in this project had given positive contributions for the improvement of central government and local government capacity in the management of regional development.

Technical and financial Supports from JICA Experts, BANGDA and Local Government in formulating the master plans and implementing the pilot projects by involving the local stakeholders such as NGOs and Universities were also essential for promoting the impact of the project. For example support from JICA to involve the NGO in strengthening the silk farmers capacity has interested other donor such to participate in the capacity building of the local stakeholders.

Other factor that promoted the Project was the issuance of Government Regulation No. 50 Year 2007 concerning the Procedures for Inter-Regional Cooperation Implementation. The regulation had promoted the formulation of five promoting areas in South Sulawesi Province and the issuance of MoU of Bulukumba Regency promoting area and its surrounding area. The inter-regional cooperation to promote regional development can be realized under the coordination of the Governor as stipulated in the Regulation.

4.3.2. Sustainability

The necessity to enhance the local resources to improve local economy and to compete with other region in the decentralization and the global era is one of the promoted factors that enhance the sustainability of the Project. Therefore the Local Governments have

secured several budgets to support the RDPLG pilot projects and to develop the human resources. However, as the implementation of the overall programs of all Master Plans needs a lot of budget, only a few of the programs have been implemented at present.

North Sumatera

Surrounding regencies of Lake Toba and local stakeholders used The Lake Toba Master Plan as the reference to implement the conservation program to manage their regional development. As has been formulated in Lake Toba Master Plan, Provincial Government has allocated budget for the conservation programs under 7 regencies surrounding Lake Toba. The budget was allocated from the annual fee from PT. INALUM and will be continue until FY 2013.

West Kalimantan

SINGBEBAS and Inland Development Plan have been used as the reference for conducting the provincial and regency's development plan, although the implementations of the programs have not been implemented yet.

The awareness of Provincial Government to promote the local commodity and the organic farming in strengthening their regional economy has promoted to the sustainability of the Project. The local government has adopted the SINGBEBAS Plan into 12 Integrated Agribusiness Area (KUAT) Plans and has allocated local budget to make the detailed designed of all KUAT. The Local Government also has established the board of management of each KUAT to ensure the good implementation of KUAT.

Establishment of citrus centre in Sambas Regency has enhanced the orange farmers to develop and to promote the innovation of their product. The sustainability of the orange farmers can be strengthened by the supervision of the citrus centre.

South Sulawesi

The RDPLG Project enhanced the silk industry development in South Sulawesi Provinces through the support of one of the GERBANG EMAS programs. The commitment of South Sulawesi Province to implement GERBANG EMAS Program is one of the promoting factors for the sustainability of the Project. Other promoting factor is that the inter-regency cooperation between the cocoon and weaving farmers in South Sulawesi Province has been established based on the silk production chain requirement. This inter-regency cooperation will be sustained if the demand on the silk production is still existed.

The report on silk promotion study supported by RDPLG project is used as the reference for Natural Silk Center (BPA: Balai Pesuteraan Alam) under Forestry Services Office to analyze the condition of the silk production area. This report also encourage the New Zealand Government to provide NGO assistance for empowering the woman silk weaving farmers in three (3) villages of Allupang, Ceppaga and Bocco, Takalala Sub-Regency, Wajo Regency through revolving fund.

Provincial Government through The Community Empowerment Agency (BPM) and BPSDMA has allocated local budget every year to provide the training to improve the capacity of human resources of local government.

4.4. Analysis of Factor that Have Inhibited Project

4.4.1. Impact

One of the main factors that inhibited the implementation of the proposed programs in the SINGBEBAS Master Plans in West Kalimantan is the change of the Regent which impacted to the change of prioritized plans and strategies.

The SINGBEBAS Master Plan recommended the establishment of Inter-Regional Development Council and SINGBEBAS Development Forum for the efficient development and empowerment management capacity. However, change of local government staff and head of regency/city become one of constraints to establish and implement programs mentioned in the SINGBEBAS Master Plan.

The inter-regional cooperation among the three provinces for orange program also has not being implemented yet due to the MoU between the three provinces has never been issued. It still needed the coordination from Central Government such as BANGDA to manage the coordination between the three provinces.

Other factor that inhibited the project was the change of land use of the orange farm in North Luwu Regency of South Sulawesi Province. At the beginning after termination of the project, North Luwu Government paid attention to orange commodity (Malangke orange) as one prioritize commodity. At present, the orange farms in North Luwu have been changed gradually into maize farm, reducing from 19,437 ha in 2002 into 5,547 ha in 2007 due to low price of orange.

4.4.2. Sustainability

North Sumatera

The limitation of budget of North Sumatera Province has become constraints to implement programs mentioned in Lake Toba Master Plan.

Other inhibited factors that affected to the sustainability of the knowledge are that there is no mechanism or budget to conduct the similar training for disseminating the skill and knowledge gained. However, the indirect knowledge transfer is still conducted by the trained staff during implementing their daily works.

West Kalimantan

Limitation of the local budget and change of the Regent are the constraint to implement and sustain the planned programs in the Master Plan after termination of the project.

South Sulawesi

The main constraint to the development of the orange, cocoon and the silk yarn farmers is that there is no supporting facilitators from Local Government in the marketing, financial and technology innovation. The individual business management has caused the unstable price of those commodities. The limited market accesses in that area also have caused the low price of the product. The mechanism to determine the price is always managed by the investor who provides the capital to provide their raw production material.

Other significant constraint for the silk industry development in South Sulawesi Province is the entrance of the imported yarn in the market and the low quality of the local yarn. The price of the imported yarn from China is cheaper than the local yarn. Recently, the needs on the plain silk is increase from Jawa, meanwhile the local yarn can not fulfill to produce the plain silk and the quality of the imported yarn can cover that requirements. Without any supervision and interferes from the Local Government to improve the technology and innovation for the farmers and regulate the import and marketing policy, it will be difficult for this industry to compete and sustain in the future moreover to compete in the global market. Therefore, Local Government (BAPPEDA and related institutions) has to facilitate the establishment of an integrated board or other facilities to support the farmers in product innovation, improve the quality and support in financial and marketing access.

4.5. Conclusions

- 1) The RDPLG has improved the capacity of BANGDA and three selected provinces of North Sumatera, West Kalimantan and South Sulawesi Province in some extent. The recommendations by the terminal evaluation study mostly were implemented and executed properly by the counterpart and JICA.
- 2) Some positive impacts have been brought about by the project besides what were originally intended such as the acceleration of the NGOs and farmers groups establishment at the regional level, even at the village level. The Project indirectly has improved the capacity of the NGOs involved in this project. For example, NGO in South Sulawesi (Wahana Wisata Lingkungan) which conducted the Study for Regional Development Promotion through the Development of Silk Commodities in South Sulawesi is appointed to assist other donors including Local Government in empowering the local farmers. In West Kalimantan, the potency of some regencies shown by SINGBEBAS Master Plan has triggered a proposal to establish the new province separated from West Kalimantan Province. Those three regencies have the strong beliefs that the SINGBEBAS Master Plan will lead them to

improve their regions. And after termination of the project, a citrus centre with total 2.6 ha area included the agro clinic facility on May 2006 was established by Regent of Sambas with the vision to make Sambas as the national citrus development centre. No unexpected negative impacts have been brought by the project to BANGDA and the selected 3 Provincial Governments.

- 3) The project has improved the capacity of the implementing agency. BANGDA and BAPPEDA staffs that have been trained in Japan during the implementation of Project have got experiences and knowledge on how to implement the regional development. In Central Office, participants from Directorate of Urban of BANGDA conducted the workshops to improve the regional management such as to formulate the concept on the urban service standard on 11 to 12 December 2007. In the selected 3 provinces, the participants proposed some plans based on their experience in Japan.
- 4) The external factors that influenced the achievement of the project overall goal are the issuance of the legal framework such as Law No. 32/2004, Law No. 33/2004 and Law No. 25/2004 which become the spirit for local government to implement the decentralization and to improve their capacity in managing their development. Recently, the issuance of Government Regulation No. 50/2007 also given a new spirit to conduct a regional cooperation under coordination of Ministry of Home Affairs (BANGDA) or Governor or Regent/Mayor.
- 5) Some factors that inhibited the achievement of the project were the mutation and succession of Head of Regency or City which reflected to the change of the prioritized plans and strategies, lack of coordination from BANGDA to implement the inter-regional cooperation and change of the land use of orange farm into maize farm due to no control from Local Government on the orange price
- 6) Technical and financial Supports from JICA Experts, BANGDA and Local Government were essential to achieve the overall goal of the Project and for sustaining the project achievements.

Chapter 5

Recommendation and Lessons Learned

5.1. Recommendation to Counterpart

5.1.1. Recommendation to Central Government

- 1) It is recommended that BANGDA continues facilitating and coordinating regional development plan and also facilitating inter region cooperation among the provinces which has been proposed by the Project
- 2) It is recommended that BANGDA provides facilitating on formulation of rules and mechanism to disseminate the indispensable knowledge gained in the Project within the local government staff.

5.1.2. Recommendations to Local Government

- 1) As some of the trained staff moved to other division/organization after the regional autonomy began, it is difficult to maintain the transferred skill and knowledge if it is not supported by the Local Government institutionally. It is recommended that Local Government makes continuous efforts to consolidate and disseminate indispensable skill and knowledge gained in the Project.
- 2) For North Sumatera and West Kalimantan Provinces, to enhance the inter-regional cooperation between orange farmers in some orange producing Regencies such as in Karo and Dairi Regencies of North Sumatera and Sambas Regency in West Kalimantan, BAPPEDA and Local Governments needs to facilitate and coordinate them in the area of marketing including export market.
- 3) For West Kalimantan Province, it is recommended that the establishment of Inter-Regional Development Council and legalization of the SINGBEBAS Development Forum as the key factor for the success implementation of SINGBEBAS Master Plan.
- 4) For South Sulawesi Province, the establishment of an integrated facilitating board or forum such as from BAPPEDA, Agriculture Office, Industrial and Trade office to support the farmers in creating the new product innovation; to improve the quality; to facilitate to the financial sources and market access will give greater impact.

5.2.2. Lessons Learned for JICA and Counterpart

- 1) Although the regional development master plan based on the local commodity through the participatory approach have been established, it seems that in order to implement plans mentioned in those master plans it has to be followed by the integrated consistent efforts by the Local Government. The changes of the Head of BAPPEDA or Regent/Mayor resulted in the interruption of the committed plans. Therefore, the issuance of agreement or MoU to ensure the consistent efforts from Local Government needs to be facilitated.

- 2) In formulating the future project design, clear mechanism for disseminating the project benefits should be considered. Furthermore establishing strong coordination between BANGDA and Local Government for monitoring the impacts, problem encountered and getting feedback for the improvement of the project should be considered.

ATTACHMENT-1

PROJECT DESIGN MATRIX FOR EVALUATION (PDME)

<p>developed.</p> <p>3. Inter-regional cooperation in terms of regional development among province/city/district is promote</p> <p>4. Local stakeholders such as universities, NGOs, private sector, and community organization, etc are properly participated in regional development process.</p> <p>5. Regional development programs /projects are formulated and implemented with local initiatives.</p>	<p>2.2 Number of dispatched experts for the purpose of technical transfer under Japan's ODA scheme.</p> <p>2.3 Number of dispatched trainees to various training programs in Japan under ODA scheme.</p> <p>2.4 Number of policy-oriented advices on promoting human resources development in local governments</p> <p>3.1 Number of event frequency and participants of various training and advocatory seminars & workshops</p> <p>3.2 Number of formulation cases for inter-regional cooperation network linkage</p> <p>4.1 Number of event frequency and participants of various training and advocatory seminars & workshops</p> <p>4.2 Number of formulation cases such as regional development councils or similar participatory development framework with stakeholders.</p> <p>4.3 Number of cases on policy advice for institutionalization for promoting participatory development framework</p> <p>5.1 Number of sector developments study designated for project formation</p> <p>5.2 Number of proposed projects and programs applicable to Japan's ODA scheme</p> <p>5.3 Number of realized projects and programs</p>	<p>Trainees, Participants Reports on Training courses, Workshops and Seminars Record of the Project</p> <p>Interview with C/Ps and JICA experts Questionnaires and interviews with Trainees, Participants Reports on Training courses, Workshops and Seminars Record of the Project</p> <p>Interview with C/Ps and JICA experts Questionnaires and interviews with Trainees, Participants Reports on Training courses, Workshops and Seminars Record of the Project</p> <p>Interview with C/Ps and JICA experts Record of the Project Study Reports Proposals on the projects/programs</p>	
Inputs			

<p>((Activities))</p> <p>1.1 Policy advice on issues of regional development based on analysis of current move of regional development</p> <p>1.2 Policy advice on management scheme related to issues for promoting regional development under regional autonomy</p> <p>1.3 Policy advice on the existing regional development plans, policies and strategies including master plans and sector development plans</p> <p>1.4 Policy advice on formulating regional development plans, policies, and strategies including master plans and sector development plans</p> <p>1.5 Policy advice on development of budget evaluation guidelines for local governments (mainly in Jakarta)</p> <p>1.6 Policy advice to central and provincial governments for mobilizing ODA related policies to promote regional development</p> <p>1.7 Assistance and guidance to conduct studies and workshops regarding total management process of regional development</p> <p>1.8 Support to promoting framework for participatory regional development based on research activities and assistance in workshops and seminars</p> <p>1.9 Support to regional development planning through projects formation available from Japan's ODA scheme such as PBIS and any other scheme.</p>	<p>Indonesian Side</p> <p>1. Deployment of counterpart personnel and assistant staff</p> <p>1) Counterparts</p> <p>2) Assistant staff</p> <p>2. Office space and facilities</p> <p>3. Running budget necessary for project</p>	<p>Japanese Side</p> <p>1. Dispatch of experts</p> <p>1) Long-term experts</p> <p>2) Short-term experts</p> <p>2. Counterpart training in Japan</p> <p>3. Equipment portable equipment</p> <p>4. Field activity expenses</p>	<p>Pre-Condition</p> <p>Central and local governments cooperate with the project and Communities cooperate with the project</p>
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<p>2.1 Support to training and advocatory activities by provision of seminars and workshops based on the best practice case findings for introduction</p> <p>2.2 Support to formulate training program in collaboration with Human Resources Development Project</p> <p>2.3 Provision of access opportunity to various training scheme available from Japan's ODA Scheme such as Country Training Program, Regional Development Program, and Counterpart Training Program</p> <p>2.4 Provision of access opportunity to any other seminars, workshops and studies regarding regional development</p> <p>3.1 Policy advice on promoting inter-regional cooperation and network linkage among stakeholders</p> <p>3.2 Policy advice to develop participatory development framework and inter-regional cooperation guidelines</p> <p>3.3 Support to enlightenment activities in the form of seminars, workshop or studies.</p> <p>4.1 Assistance and guidance to conduct studies and workshops to introduce best practices cases in Indonesia and from Japan.</p> <p>4.2 Assistance to facilitating activities for mobilization stakeholders and promoting inter-stakeholders cooperation.</p>			
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<p>4.3 Support to promotion of regional/ community development council by stakeholders.</p> <p>4.4 Support to collaboration with CEP (Community Empowerment Program)</p> <p>5.1 Support to undertaking the sectoral development study in line with specific support project formation.</p> <p>5.2 Support activity to formation of project/program under Japan's ODA scheme.</p>			
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ATTACHMENT-2
EVALUATION GRID

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Sub Questions				
IMPACT	1. To what extent the project overall goal has been achieved since the time of terminal evaluation?	1-1. To what degree the capacity of the institutional in the management of regional development has been improved after completion of the project? Fully improved or partially improved? 1-2. Are there any other additional plans, vision, strategies or guidelines were issued after completion of the project? 1-3. What kind of plans, visions, strategies or guidelines were established after completion of the project?	Compare the newly obtained information with the previous reports	<ul style="list-style-type: none"> - Number of improved regional plans, visions, strategies or guidelines to support regional autonomy - Number of trainees - Number of training activities - Cases of inter-regional cooperation - Cases of participation of local stakeholders in regional development process - Number of regional development program / project formulated and implemented by local initiative. 	Agencies which sent trainees such as: <ul style="list-style-type: none"> - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan 	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature / Document Review

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Sub Questions				
IMPACT	2. What positive and negative impacts has the project resulted in besides what were originally intended?	2-1. How much the functions of the implementing agency improved? 2-2. What are the positive effects of the project resulted in besides what were originally intended? 2-3. What are the negative effects of the project resulted in besides what were originally intended?	Describe the result of discussion with the implementing agencies.	- Level of satisfaction of the concerned agencies	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan	- Interview - Questionnaire survey - Literature / Document Review
	3. Among the positive changes made, has the project contributed to the improved institutional capacity of the implementing agency?	3-1. Are the trained staff sufficient to implement their services/works to achieve the target goal? 3-2. Are the implementing agency implement any similar courses in their institution to disseminate and introduce the new development plans or strategies produced by the project? 3-3. Are there any additional budgets to strengthen the agency?	Analyze the present information with the Terminal Evaluation Report	- Level of service improvement - Number of other training activities - Change in Implementing Agency	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan	- Interview - Questionnaire survey

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Sub Questions				
IMPACT	4. What negative changes have been brought to the beneficiaries? Has the target negatively contributed to the promotion of environmental and social development; in particular in the sector of capacity development of human resources and private institutions?	4-1. What are the negative changes brought by the project for the implementing agency?	Analyze the present information with the Terminal Evaluation Report	<ul style="list-style-type: none"> - Level of service improvement - Number of other training activities - Change in Implementing Agency 	Agencies which sent trainees such as: <ul style="list-style-type: none"> - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan 	<ul style="list-style-type: none"> - Interview - Questionnaire survey
	5. Are there any external factors that influenced the achievement of the project overall goal?	5-1. Are there any changes (development) in the local government's policy that affect to the project's goal? 5-2. What events after the project completion influence the project's goals?	Describe the result of discussion with related agencies	<ul style="list-style-type: none"> - Budget allocation - Government or Local Government Policy 	Agencies which sent trainees such as: <ul style="list-style-type: none"> - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan 	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature / Document Review

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Evaluation Questions				
SUSTAINABILITY	1. Is the project organization capable of maintaining the benefits accrued as a result of achieving the project purpose and overall goals?	1-1. Is the knowledge gained still applicable? 1-2. Will policies and institutions be maintained for sustaining of project effects? 1-3. Is there any other donors involved for sustaining the overall goal after the Project termination? 1-4. Are the equipment provided fully utilized at present? 1-5. Does budget for maintaining the equipment available and enough?	Compare the newly obtained information with the Terminal Evaluation Report	<ul style="list-style-type: none"> - Number of personnel - Number of dissemination training - Number and condition of the equipments and vehicles provided during the implementation period 	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature / Document Review
	2. How likely are the project outcomes to be maintained?	2-1. Is the knowledge transfer by the Project still valid? 2-2. Can you keep up with the technology changes? 2-3 Will the Central and Regional Governments and concerned organizations made necessary arrangement on budgets and operation to utilize project effects?	Acceptance of the agencies sent trainees	<ul style="list-style-type: none"> - Number of training courses - Activities conducted under the support - Annual budget 	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature / Document Review

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Sub Questions				
SUSTAINABILITY	3. What are the factors that contribute/inhibit the sustainability of the project outcomes; such as appropriateness of project planning and knowledge dissemination; and external factors?	3-1. Is there any organization change in your institution? 3-2. What are the external obstacles to maintain the sustainability of the knowledge gained? 3-3. Will Central Government and regional governments as well as the concerned organizations maintain the knowledge dissemination?	Describe the significant changes and enquire its reason	<ul style="list-style-type: none"> - Policy and structural change - The use of technology or knowledge gained 	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature / Document Review
RELATING RECOMMENDATIONS BY TERMINAL EVALUATION STUDY		C-1. Were the recommendations by Terminal Evaluation Study implemented and executed by the Government of Indonesia and JICA?	Confirm whether the recommendations were executed or not?	Information on follow up action taken by GOI and JICA	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan - JICA Expert	<ul style="list-style-type: none"> - Interview - Questionnaire survey - Literature/ Document Review

Evaluation Grid

Criteria	Evaluation Questions		Achievement Criteria/Measures	Data Needed	Data Source	Data Collection Methods
	Main Questions	Sub Questions				
RELATING RECOMMENDATIONS BY TERMINAL EVALUATION STUDY		C-2. Were the recommendations by Terminal Evaluation Study appropriate from the viewpoints of clear goal settings, time frame, feasibility and responsibility?	Confirm the appropriateness	Information on follow up action taken by GOI and JICA	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan - JICA Expert	- Interview - Questionnaire survey - Literature/ Document Review
		C-3. What are the possible causes underlying success and/or failures of realization of the recommendation?	Confirm and analyses the possible causes	- Information on follow up action taken by GOI and JICA	Agencies which sent trainees such as: - MOHA - BAPPEDA South Sulawesi - BAPPEDA North Sumatera - BAPPEDA West Kalimantan - JICA Expert	- Interview - Questionnaire survey - Literature/ Document Review

ATTACHMENT 3

RESULTS OF EX-POST EVALUATION STUDY

RESULTS OF THE EX-POST EVALUATION STUDY

I. NORTH SUMATERA

1. Impact

<p>To what extent has the project's overall goal been achieved since the project termination?</p>	<p>The project's overall goal i.e. the improvement of Local Government's capacity has been achieved in partial extent. At present, the capacity Local Governments have been improved at some extent in regional development compared to the initial stage of the project and the decentralization implementation.</p>
<p>What positive and negative impacts have been brought about by the project besides what were originally intended?</p>	<p>The Local Government of Regency around Lake Toba Catchment Area proposed to get the facilitators training to BAPPEDA to apply the PRA models. No negative impacts have been brought by the project.</p>
<p>Has the project contributed to the improved institutional capacity of the implementing agency?</p>	<p>Yes, the project has given the positive contribution to the improved institutional capacity of the implementing agency. The training to Japan and in Indonesia has given the broader concept on how to manage the regional development.</p>
<p>Are there any external factors that influenced the achievement of the project overall goal?</p>	<p>Yes, there are, such as the follow up supports from the Regencies surrounded Lake Toba Catchment Area to implement the Lake Toba Master Plan are very essential.</p>
<p>2. Sustainability</p>	
<p>Is the project counterpart organization maintaining the benefits brought as a result of achieving project purpose and overall goals?</p>	<p>No big change in the organization structure itself in BAPPEDA of North Sumatera, except some replacement or the succession of the personnel. In total 6 persons from provincial BAPPEDA have been trained by the project to Japan. Two of them have been transferred to Serdang Bedagai Regency, the newly established regency in North Sumatera. Most of BAPPEDA's staffs that were trained by the Project have been promoted into the higher position. Indirectly, the knowledge gained by the project have improved the capacity of the concerned staff and hence improving the capacity of the institution in implementing</p>

	<p>regional development management. Although after the training, there was no official mechanism to disseminate the skill and knowledge to other staff, but informally, they transfer their knowledge through some discussions or during they were doing their daily works. BAPPEDA also still allocates the budget to improve the capability of local government staff in implementing regional development management.</p>
<p>How likely are the project outcomes to be maintained?</p>	<p>The project outcome to formulate the regional development plan has been achieved through the establishment of Lake Toba Master Plan. It is still used as the references for the surrounded regencies of Lake Toba in preparing their strategic plans and action plans. The skill and knowledge gained during the training in Japan such as introducing one village one product concept have got the positive responses from the society. However, it needs to implement the pilot project to get the trust from the community on the importance to apply one village one product concept.</p>
<p>What are the factors that contributed/inhibit the sustainability of the project outcomes: such as appropriateness of project planning and the knowledge transferred, and external factors?</p>	<p>Contributing factors:</p> <ul style="list-style-type: none"> - Agreement between the surrounded regencies to implement the conservation program in the Lake Toba catchment area. And the budget from annual fee of PT. INALUM is used to implement the conservation program mentioned in Lake Toba Master Plan until FY 2013. - Awareness to involve local stakeholders to participate in regional development management is increasing. <p>Inhibiting factors:</p> <ul style="list-style-type: none"> - Lack of budget to implement the whole programs in Lake Toba Master Plan - Lack of coordination from BANGDA to facilitate the inter-provincial cooperation between the three

	provinces in the orange program.
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3. Relating to Recommendations by Terminal Evaluation Study

Were the recommendations by terminal evaluation study implemented and executed properly by the counterpart and JICA?	Yes, the recommendations by terminal evaluation study to implement pilot project has been executed. BAPPEDA and JICA Expert had implemented 2 PRA facilitator trainings; 2 PRA model in 2 villages and the implementation of organic agriculture pilot project and agro tourism in those 2 villages in Karo Regency and Dairi Regency at the end of 2004. BAPPEDA also had taken an initiative to make 2 facilitators training by using provincial budget and initiated the agreements between the regencies around Lake Toba to disseminate PRA models in their own district.
Were the above recommendations appropriate from the viewpoints of clear goal settings, time frame, feasibility and responsibility?	Yes, the recommendations were appropriate from the viewpoints of the clear setting goal, timeframe, feasibility and responsibility due to the recommendations were the proposed activity in the master plan.
What are the possible causes underlying success and/or failures of realization of recommendation?	The recommendations were success to realize because there were supporting budget from JICA and BAPPEDA of North Sumatera to implement the organic agriculture pilot project and agro tourism in those 2 villages in Karo Regency and Dairi Regency. Meanwhile the realization of inter-provincial cooperation between the three provinces of North Sumatera, South Sulawesi and West Kalimantan were failure due to no further coordination from BANGDA to facilitate or coordinate until the issuance of MoU.

II. SOUTH SULAWESI

1. Impact

To what extent has the project's overall goal been achieved since the project termination?	The project's overall goal i.e. the improvement of the capacity of Local Government has been achieved. At
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	<p>present, many strategic and action plans have been made based on the involvement of local stakeholders in South Sulawesi province. It means that the capacity of Local Government to apply bottom up mechanism have been improved.</p>
<p>What positive and negative impacts have been brought about by the project besides what were originally intended?</p>	<p>The positive impacts:</p> <ul style="list-style-type: none"> - The orange program has brought the impact on the empowerment of farmers groups and the idea to establish five promoting areas. - The sericulture and silk industry development project has impacted to the improvement of the farmer groups capacity through facilitating the NGO and Natural Silk Center to support the enhancement of local farmers capacity. At present, the facilitating assistance is still sustained, followed by other donor. <p>No negative impacts have been brought by the project.</p>
<p>Has the project contributed to the improved institutional capacity of the implementing agency?</p>	<p>Yes, the project has given the positive contribution to the improved institutional capacity of the implementing agency. The training to Japan and in Indonesia has given the broader concept on how to manage the regional development. One sample concept created by the ex-trainees based on the knowledge gained during the training in Japan is to establish the micro-hydro electrification villages as the problem solving for the electricity crisis in West Kalimantan Province. The proposal is still under the discussions with DPRD (Regional Legislative Assembly).</p>

2. Sustainability

<p>Is the project counterpart organization maintaining the benefits brought as a result of achieving project purpose and overall goals?</p>	<p>There is no big change in the organization structure of the Provincial BAPPEDA. The ex-trainees from BAPPEDA disseminated their skill and knowledge gained during the project implementation through some internal discussions or proposing some activities based on the lesson-learned in the project.</p>
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How likely are the project outcomes to be maintained?	The project outcome to formulate the regional development plan such as the Sericulture and Silk Development Plan. It is still used as the references for the regencies and related stakeholders for promoting the silk industry in South Sulawesi.
What are the factors that contributed/inhibit the sustainability of the project outcomes: such as appropriateness of project planning and the knowledge transferred, and external factors?	<p>Contributing factors:</p> <ul style="list-style-type: none"> - Strong commitment from Provincial Government to develop sericulture and silk industry in South Sulawesi as one of the promoting commodities as mentioned in the Gerbang Emas Plans. - Financial support from New Zealand Government to continue support the facilitation of silk farmers groups. - Awareness to involve local stakeholders to participate in regional development management is increasing. - The Law No. 50/2007 concerning the procedures to implement the inter-regional cooperation has been established. And hence created the idea to establish five promoting areas in South Sulawesi. <p>Inhibiting factors:</p> <ul style="list-style-type: none"> - Lack of budget to implement the whole programs in the Gerbang Emas plans - For the orange program, since around of 75% of the orange farm has been changed into maize farm at present, it needs a lot of efforts to realize the inter-provincial cooperation recommended in the orange program.

3. Relating to Recommendations by Terminal Evaluation Study

Were the recommendations by terminal evaluation study implemented and executed properly by the counterpart and JICA?	The Study on Formation of the Sericulture and Silk Industry Promotion proposed a way of inter-regency cooperation in the industry, which was determined to be incorporated in the <i>GERBANG EMAS</i>
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	program. The inter-regency cooperation between the cocoon and weaving produce regencies has been established by the farmers initiatives based on the farmer actual needs and this inter-regency cooperation is still conducted until present.
Were the above recommendations appropriate from the viewpoints of clear goal settings, time frame, feasibility and responsibility?	Yes, the recommendations were appropriate from the viewpoints of the clear setting goal, timeframe, feasibility and responsibility.
What are the possible causes underlying success and/or failures of realization of recommendation?	The recommendations were success to realize because there were supporting budget from North Luwu regency to implement the supporting activities such as comparative study and training to empower the orange farmers.

II. WEST KALIMANTAN

1. Impact

To what extent has the project's overall goal been achieved since the project termination?	The project's overall goal i.e. the improvement of the capacity of Local Government has been achieved. The project has formulated SINGBEBAS Master Plan and Inland Development Plan.
What positive and negative impacts have been brought about by the project besides what were originally intended?	The positive impacts: <ul style="list-style-type: none"> - SINGBEBAS master plan is used as the reference to establish Integrated Agribusiness Area (KUAT) Master Plan which oriented to the empowerment of local commodity. - The Inland Development Plan also used as the reference to develop the inland areas in West Kalimantan Province. No negative impacts have been brought by the project.
Has the project contributed to the improved institutional capacity of the implementing agency?	Yes, the project has given the positive contribution to the improved institutional capacity of the implementing agency. The training to Japan and in Indonesia has given the broader concept on how to manage the regional development.
Are there any external factors that	Yes, there are, such as:

influenced the achievement of the project overall goal?	- Provincial Government is still intended to realize the SINGBEBAS Master Plan and Inland Development Plan.
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2. Sustainability

Is the project counterpart organization maintaining the benefits brought as a result of achieving project purpose and overall goals?	There is no big change in the organization structure of the Provincial BAPPEDA. The ex-trainees from BAPPEDA disseminated their skill and knowledge gained during the project implementation through some internal discussions or proposing some activities based on the lesson-learned in the project.
How likely are the project outcomes to be maintained?	The project outcome to formulate the regional development plan such as the Sericulture and Silk Development Plan. It is still used as the references for the regencies and related stakeholders for promoting the silk industry in South Sulawesi.
What are the factors that contributed/inhibit the sustainability of the project outcomes: such as appropriateness of project planning and the knowledge transferred, and external factors?	<p>Contributing factors:</p> <ul style="list-style-type: none"> - Strong commitment from Provincial Government to develop the regencies in West Kalimantan based on its promoting agriculture commodity. - Financial support from Provincial government to implement the mix-farming model in Sagatani Village of Singkawang Regency. - Awareness to involve local stakeholders to participate in regional development management is increasing. - <p>Inhibiting factors:</p> <ul style="list-style-type: none"> - Succession and change of the Regent in concerned regencies, affected to the delayed on the establishment of the - For the orange program, since around of 75% of the orange farm has been changed into maize farm at present, it needs a lot of efforts to realize the inter-provincial cooperation recommended in the orange program.

3. Relating to Recommendations by Terminal Evaluation Study

<p>Were the recommendations by terminal evaluation study implemented and executed properly by the counterpart and JICA?</p>	<p>NGO and University financed by JICA have conducted the study to promote the organic farming by using mix farming method. In FY 2006, Provincial Government financed the implementation of mix farming model between the cultivation of paddy, fish pond and cattle breeding in Sagatani Sub-Regency of Singkawang Regency. But, the implementation of the pilot project recommended by the SINGBEBAS Master Plan in the three related regencies has not been implemented yet.</p>
<p>Were the above recommendations appropriate from the viewpoints of clear goal settings, time frame, feasibility and responsibility?</p>	<p>Yes, the recommendations were appropriate from the viewpoints of the clear setting goal, timeframe, feasibility and responsibility.</p>
<p>What are the possible causes underlying success and/or failures of realization of recommendation?</p>	<p>The recommendations were not realized because the succession of the Mayor of Singkawang and no written agreement to establish the Development Forum and to implement the recommendations. Local Budget limitation also is one of the constraints.</p>

ATTACHMENT 4

LIST OF TEXTBOOKS COMPILED BY RDPLG PROJECT

LIST OF TEXTBOOKS COMPILED BY RDPLG PROJECT

No.	Title of Books
A. TEXTBOOKS	
1.	Participatory Development Concept and Inter-Regional Cooperation, "An Approach for Regional Development in Indonesia" <i>(Konsep Pembangunan Partisipatori dan Kerjasama Antar Daerah, "Suatu Pendekatan Pembangunan Daerah di Indonesia")</i>
2.	Regional Development in Japan, "Applicable Experiences for Developing Countries" <i>(Pembangunan Daerah di Jepang, "Pengalaman-pengalaman yang Dapat Diaplikasikan di Negara Berkembang")</i>
3.	OVOP (One Village One Product) Movement, "A Revitalization Effort in Japan" <i>(Gerakan One Village One Product (OVOP), "Suatu Upaya Revitalisasi Daerah di Jepang")</i>
4.	Best Practice Cases, "Compilation for Succeed Development Practices " <i>(Best Practice Cases, "Kompilasi Praktek-Praktek Pembangunan yang Dinilai Berhasil")</i>
5.	Regional Development through "Localogy" Concept Application <i>(Pembangunan Daerah Melalui Penerapan Konsep "Lokalogi")</i>
6.	Participatory Approach for Regional Development Planning <i>(Pendekatan Partisipatif dalam Perencanaan Pembangunan Daerah)</i>
7.	SISDUK: Supporting System for Participatory Development, "A Development Experience in Takalar District" <i>(SISDUK: Sistem Dukungan untuk Pembangunan Partisipatoris, "Suatu Pengalaman Pembangunan Kabupaten Takalar")</i>
8.	How JICA Supported Promotion of Regional Development in West Kalimantan
B. BEST PRACTICE MODULES	
1.	Barangan Banana: As Sweet as Its Taste <i>(Pisang Barangan Semanis Rasanya)</i>
2.	Restoration for Woven Cloth of Dayak Sintang <i>(Restorasi Tenun Ikat Dayak Sintang)</i>
3.	Alternative Crops for Peat Moss Area <i>(Tanaman Alternatif di Lahan Gambut)</i>
4.	Tradition within Textile Industry Competition <i>(Tradisi di Tengah Kompetisi Industri Tekstil)</i>
5.	Preserve the Tradition, Develop the Industry <i>(Lestarikan Tradisi, Kembangkan Industri)</i>
6.	Transform Wild Weed into Export Product <i>(Menyulap Rumput Liar Jadi Barang Ekspor)</i>
7.	Catch Profit through Management of Net-Embedded Basket-on-the-Stream <i>(Menjaring Untung Lewat Manajemen Keramba Jaring Tancap)</i>
8.	Preserve the Tradition, Improve the Economy <i>(Lestarikan Tradisi, Tingkatkan Ekonomi)</i>
9.	The Strength of Innovation-based Existence <i>(Kukuhnya Eksistensi Berbasis Inovasi)</i>
10.	Modify into Commodity <i>(Mengubah Menjadi Komoditi)</i>
11.	Sweet Potatoes Raised Class <i>(Ubi Jalar (Telo) Naik Kelas)</i>
12.	Local Products that Promoting the Region <i>(Produk Lokal yang Promosikan Daerah)</i>
13.	Mangrove Crap: A hot Topic <i>(Kepiting Bakau Yang Menjadi Buah Bibir)</i>
14.	Being Hunted for its Beauty <i>(Diburu Karena Indah)</i>

LIST OF TEXTBOOKS COMPILED BY RDPLG PROJECT

C. LOCAL ECONOMIC DEVELOPMENT	
15.	BDS-P Program:YSDK Funding Cooperation Unit (<i>Program BDS-P Unit Kerja Sama Permodalan YSDK</i>)
16.	Uncontrolled Exploration Reveals Disaster (<i>Eksplorasi Tak Terkontrol Berbuah Bencana</i>)
17.	Mutual Cooperation for “Securing” Urban People (<i>Gotong Royong “Selamatkan” Orang Kota</i>)
18.	Mix Farming for Developing Sambas (<i>Mix Farming Serujan Bangkitkan Sambas</i>)
19.	Kya Kya, Solution for Overcoming the Street Hawkers (<i>Asyiknya Kya-Kya, Solusi Atasi PKL</i>)
20.	Newcomer in Forest Management (<i>Wajah Baru Dalam Kelola Hutan</i>)
21.	Solidarity-based Economic-Education Improvement (<i>Bangkitkan Ekonomi-Pendidikan Berbasis Solidaritas</i>)
22.	Grameen Bank System, Way for Avoiding Illegal Usurer (<i>Berkelit dari Rentenir dengan Sistem Grameen Bank</i>)
23.	Innovation with Plus Facilities (<i>Inovasi Berfasilitas Plus</i>)
24.	Good Bye Illegal Usurer (<i>Selamat Tinggal Rentenir</i>)
25.	Chasing the Wave, Welcoming the Welfare (<i>Menghalau Ombak, Memetik Kemakmuran</i>)
26.	Shift the Market, Double the Profit (<i>Memindah Pasar Gandakan Untung</i>)
27.	Work for Own-Self (<i>Bekerja Untuk Diri Sendiri</i>)
28.	Empower the Society Economic, Save Borobudur (<i>Berdayakan Ekonomi Warga, Selamatkan Borobudur</i>)
D. BASIC/MINI INFRASTRUCTURES DEVELOPMENT	
29.	Jubelium 2000 Moment, Clean Water Supply (<i>Momen Jubileum 2000, Kucurkan Air Bersih</i>)
30.	From Sky to Healthy Living (<i>Dari Langit Menuju Sehat</i>)
31.	Constructing Road for Welfare (<i>Bangun Jalan Menuju Sejahtera</i>)
32.	Embank River, Three Times Harvesting (<i>Bendung Sungai, Panen Tiga Kali</i>)
33.	Mini-Hydropower for Improving Remote Village (<i>PLTA Mini Bangkitkan Desa Terpencil</i>)
34.	Cheap Electricity for Highland People (<i>Listrik Murah Untuk Orang Gunung</i>)
35.	Transform the River into Village Asset (<i>Menyulap Sungai Menjadi Aset Desa</i>)
36.	Collaboration of Provincial and Municipal Government for Performing One Vision (<i>Kolaborasi Pemprov-Pemkot Wujudkan Satu Visi</i>)
37.	My Spring, My Life (<i>Mata Airku, Hidupku</i>)
38.	“PLN” as Community Self-Empowerment Product (<i>“PLN” Hasil Swadaya Masyarakat</i>)
39.	Routine Mutual Cooperation Produces Village Road (<i>Gotong Royong Rutin, Berbuah Jalan Desa</i>)
E. INTER-REGIONAL COOPERATION	
40.	Triangle that Strengthen the Regional Autonomy (<i>Segitiga Yang Perkokoh Otonomi Daerah</i>)
41.	Develop Synergy through “Our Dreams” (<i>Membangun Sinergi Melalui “Mimpi Kita”</i>)

LIST OF TEXTBOOKS COMPILED BY RDPLG PROJECT

42.	Conflict does not always Unpleasant (<i>Konflik Tak Selamanya Pahit</i>)
43.	Uniqueness of Pawonsari, Covering Three Districts of Three Provinces (<i>Uniknya Pawonsari, Payungi Tiga Kabupaten dari Tiga Provinsi</i>)
F. PUBLIC SERVICE AND GOVERNMENT MANAGEMENT	
44.	Reduce Conflict through Participatory Planning (<i>Redam Konflik Lewat Perencanaan Partisipatif</i>)
45.	Sidoarjo, First Regency's Government that Obtained ISO 9001 (<i>Sidoarjo, Pemkab Pertama Raih ISO 9001</i>)
46.	Develop the Region, Unite All Stakeholders (<i>Bangun Daerah, Satukan Semua Pihak</i>)
47.	Fast Licensing, Satisfying the Community (<i>Perizinan Cepat, Masyarakat Puas</i>)
48.	One-Stop-Services, Smoothing the Investment (<i>Perizinan Satu Atap, Arus Investasi Lancar</i>)
49.	Persuade People to Talk (<i>Merayu Rakyat Untuk Bicara</i>)
50.	Preventive Measures to Avoid Project Bidding Mafia (<i>Jurus Penangkal Mafia Lelang Proyek</i>)

ATTACHMENT 5

PHOTOGRAPHS



Figure 1. Discussion with Head of Evaluation and Monitoring, Planning Section of BANGDA in Jakarta



Figure 2. Discussion with Related Institutions at BAPPEDA in South Sulawesi Province



Figure 3. Discussion with Related Institution at Citrus Centre in West Kalimantan Province



Figure 4. Discussion with BAPPEDA staffs in North Sumatera Province



Figure 5. Textbooks Compiled by the Project



Figure 6. One of The Equipment Procured by Project in BANGDA

**THIRD PARTY REVIEW BY
EXTERNAL EXPERTS**

Third Party Review by External Experts

Ex-Post Evaluation on Regional Development Policies for Local Governments

* This Third Party Review by External Experts is to examine the end-product (an evaluation report and a summary sheet) of ex-post evaluation of the above-mentioned project in light of its structure, verification procedure and overall consistency. It is to be noted that the review is not to question the validity of the evaluation results per se.

* On the leftmost column of each item, choose the rating from A as 'excellent', B as 'good', C as 'acceptable' and D as 'unacceptable'.

* When you choose D for an item, specify the reason in comment fields.

* For more details of viewpoints for each item, refer to the corresponding page of 'JICA Project Evaluation Guideline' which is indicated on the rightmost column of each item.

1 Evaluation Framework

Reference page No.
of 'JICA Project
Evaluation Guideline'

	(1) Time Frame of Evaluation Study	97
B	Necessary field survey activities such as data collection and discussion with counterparts are appropriately set within the time frame of the evaluation study. Time frame also contains preparations such as distribution of questionnaires, and are appropriate in terms of timing, length and schedule of the evaluation study.	
	(2) Study Team	107
B	Team members are assigned on a impartial basis, and are with balanced specialty.	
Comment		

2 Data Collection and Analysis

	(1) Evaluation Questions	51
A	Evaluation questions are in line with evaluation purposes and set properly in the evaluation grid. General questions as to the five evaluation criteria are narrowed down to more specific sub questions to identify necessary information/data to be collected.	
	(2) Data Collection	72
B	Data collection is conducted based on the evaluation grid, and is sufficient for obtaining answers for evaluation questions. Additional information are collected for unexpected and newly confronted questions during the process.	
	(3) Measurement of Results	61
B	Achievement level of overall goal is examined on the basis of appropriate indicators, being compared with targets.	
	(4) Examination of Causal Relationship	62
B	The causal relationships whether the effects for the beneficiaries resulted from the project is examined either in a qualitative or quantitative manner (i.e. Are the effects at the overall goal level caused by the project intervention?)	
Comment		

3 Evaluation Results

	(1) Impact	57, 85-86
A	Perspectives for evaluation of 'Impact' (e.g. achievement level of the overall goal, causal relationships between the outcome of the project and overall goal, ripple effects) are substantially covered. Grounds for judgment are clearly stated in a convincing manner.	
	(2) Sustainability	58, 85-

		86
B	Perspective for evaluation of 'Sustainability' (e.g. probability of activities to be continued and outcomes to be produced in terms of 1)policies and systems, 2) organizational and financial aspects, 3) technical aspects, 4) Society, Culture and environment and) are substantially covered. Grounds for judgment are clearly stated in a convincing manner.	
	(3) Factors Promoting Sustainability and Impact	85-86
B	Promoting factors on 'Impact' and 'Sustainability' are analyzed properly based on the information obtained through evaluation process.	
	(4) Factors Inhibiting Sustainability and Impact	85-86
B	Inhibiting factors on 'Impact' and 'Sustainability' are analyzed properly based on the information obtained through evaluation process.	
	(5) Recommendations	87-88
B	Recommendations are made thoroughly based on the information obtained through the process of data analysis and interpretation. Recommendations are specific and useful for feedbacks and follow-ups, preferably being prioritized with a time frame.	
	(6) Lessons Learned	87-88
B	Lessons learned are derived thoroughly based on the information obtained through the process of data analysis and interpretation. Lessons learned are convincing and useful for feedbacks, being generalized for wider applicability.	
Comment		

4 Structure of Report

	(1) Writing Manner	89,103
A	Logical structure and major points are clearly described in an easily understandable manner.	
	(2) Presentation of Primary Data and Utilization of Figures	89,103
C	Sufficient primary data such as on the target, contents and results of interviews and questionnaires are presented properly in the report. Figures and tables are utilized effectively to present statistics and analysis results.	
Comment		

5 Overall Review based on 'Criteria for Good Evaluation'

	(1) Usefulness	13-14
B	In light of the effective feedback to the decision-making of the organization, clear and useful evaluation results are obtained.	
	(2) Impartiality and Independence	13-14
B	Evaluation is impartially conducted in a neutral setting	
	(3) Credibility	13-14
B	In light of the specialties of evaluators, transparency of the evaluation process and appropriateness of the criterion of judgment, evaluation information are credible.	
	(4) Participation of Partner Countries	13-14
B	Partner countries' stakeholders participate actively in the process of evaluation, not just provide information.	
Comment		

5 Overall Comment

It is clear that the project was successful from the sound of capacity building, especially for the bottom up mechanism applied for the regional development management, and dissemination point of view. But, still need an extra work to implement the inter-regional cooperation among the three selected provinces. However, the sustainability of the project is likely sustainable, still promising for the future year.

Date March, 27th, 2008

Name of the Third Party Mangara Tambunan

Designation Managing Director

Name of the Institution Center for Economic
and Social Studies

Regional Development Policies for Local Governments

Comments

The purpose of this project that is to improve the local government capacity in the management of regional development in order to support regional autonomy in Central Government (BANGDA) and Selected Provincial Governments has been successfully implemented.

This report is excellent in mentioning both the positive and negative impact, as well as the sustainability of the project. The report clearly mentioned the overall goal of the project that most of the Selected Location came up with local initiative, but still need an extra work to implement the inter-regional cooperation among the three Selected Provinces.

Concerning to the significance of the project, it is clear that the project was successful from the sound of capacity building, especially for the bottom up mechanism applied for the regional development management, and dissemination aspects. The Project has developed the human resources of the selected Local Government, improved the institutional capacity and given the inspiration and broader knowledge on the regional autonomy management. It is also good approach, which the report explain the sustainability aspect from three, namely institutional, financial, and technical point of view. The promoting and inhibiting factors of sustainability of the project, for this part of the report is good.

For the found results, conclusions and recommendations are excellent, those part so reasonable and made based on the information obtained through the process of data analysis.

In general, based on research methodology and analysis, the evaluation result, and also the recommendation of the project, compared with evaluation grid from JICA, this report is reasonable and ranked B or “Good Evaluation Report”.

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Managing Director
Center for Economic and Social Studies