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Independent Evaluation

**Indonesia**

**Realizing minimum living standards for disadvantaged communities through peace building and village based economic development**

**UNIDO Project Number: TF/INS/08/004**



UNITED NATIONS  
INDUSTRIAL DEVELOPMENT ORGANIZATION



# **UNIDO EVALUATION GROUP**

## **Independent Project Evaluation**

# **Indonesia**

**Realizing minimum living standards for disadvantaged communities through peace building and village based economic development**

**(UNIDO Project Number: TF/INS/08/004)**



**UNITED NATIONS INDUSTRIAL DEVELOPMENT ORGANIZATION**

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*Cover photos shows female Muslim and Christian beneficiaries of a food processing productivity group in Suli village*

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## Abbreviations and acronyms

BAPPEDA	Badan Perencana Pembangunan Daerah (Regional body for planning and development, Republic of Indonesia)
BAPPENAS	Badan Perencanaan Pembangunan Nasional (National Development Planning Agency, Republic of Indonesia)
BARISTAND	Badan Riset dan Standarisasi (Research and Standardisation Agency)
BDS	Business Development Services
CTA	Chief Technical Advisor
DAC	Development Assistance Committee
FGDs	Focus group discussions
GOI	Government of Indonesia
GOJ	Government of Japan
HDI	Human Development Index
IDP	Internally Displaced Person
ILO	International Labour Organization
LED	Local Economic Development
LER	Local Economic Recovery
PM	Project Manager
MDGs	Millennium Development Goals
MFI	Micro Finance Institution
MOFA	Ministry of Foreign Affairs of the Government of Japan
MOI	Ministry of Industry
MOMT	Ministry of Manpower & Transmigration
MPG	Malaku Provincial Government
MSME	Micro Small and Medium Enterprises
MTC	Maluku Technology Centre
NPC	National Project Coordinator
OSH	Occupational Safety and Health
PCA	Peace and Conflict Assessment
PIRT	Pangan Industri Rumah Tangga <sup>1</sup>
PMT	Project Management Team
PSC	Project Steering Committee
ToR	Terms of Reference

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<sup>1</sup> Literally means a certification for products of household industry.

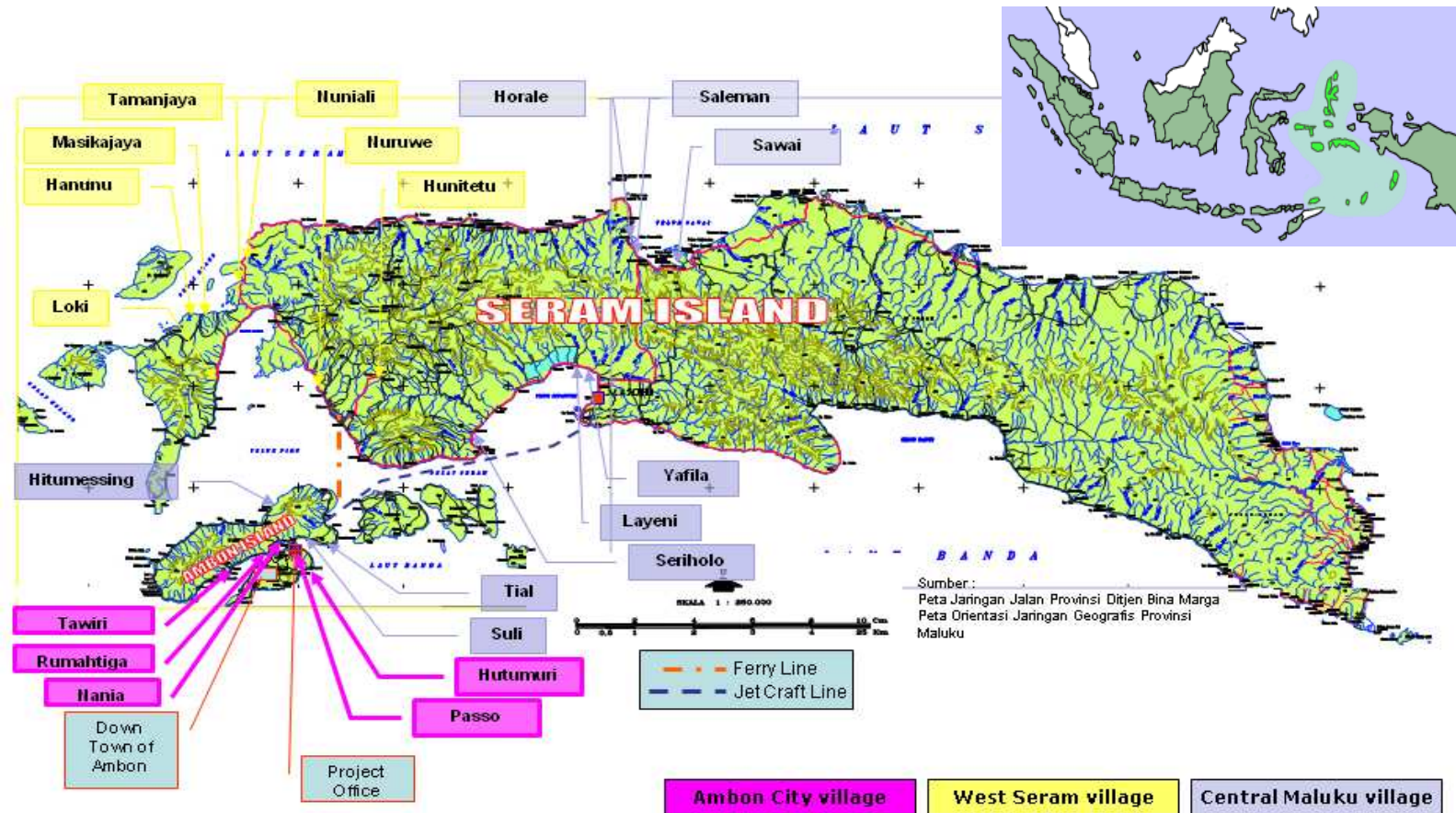
ToT	Training of Trainers
TPA	Technical Project Advisor
TPO	Technical Project Officer
UNIDO	United Nations Industrial Development Organization
UNTFHS	United Nations Trust Fund for Human Security
UR	UNIDO Representative
USD	United States Dollars
VEC	Vocational Education Centre
VET	Vocational Education Training
VPG	Village Productivity Group
WIND	Work Improvement in Neighbourhood Development
WISE	Work Improvement in Small Enterprises
WISH	Work Improvement in Safe Homes

## Glossary of evaluation related terms<sup>2</sup>

Term	Definition
Baseline	The situation, prior to an intervention, against which progress can be measured.
Conclusions	Conclusions point out the factors of success and failure of the evaluated intervention, with special attention paid to the intended and unintended results and impacts, and more generally to any other strength or weakness. A conclusion draws on data collection and analyses undertaken, through a transparent chain of arguments.
Effect	Intended or unintended change due directly to an intervention.
Effectiveness	The extent to which the development intervention's objectives were achieved, or are expected to be achieved, taking into account their relative importance.
Efficiency	A measure of how economically inputs (through activities) are converted into outputs.
Impact	Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended.
Indicator	Quantitative or qualitative factor or variable that provides a simple and reliable means to measure achievement, to reflect the changes connected to an intervention, or to help assess the performance of a development actor.
Lessons learned	Generalisations based on evaluation experiences with projects, programmes, or policies that abstract from the specific circumstances to broader situations. Frequently, lessons highlight strengths or weaknesses in preparation, design, and implementation that affect performance, outcome, and impact.
Outcomes	The likely or achieved short-term and medium-term effects of an intervention's outputs. Related terms: result, outputs, impacts, effect.
Outputs	The products, capital goods and services that result from a development intervention; may also include changes resulting from the intervention that is relevant to the achievement of outcomes.
Recommendations	Proposals aimed at enhancing the effectiveness, quality, or efficiency of a development intervention; at redesigning the objectives; and/or at the reallocation of resources. Recommendations are linked to conclusions.
Relevance	The extent to which the objectives of a development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partner and donors' policies. Note: Retrospectively, the question of relevance often becomes a question as to whether the objectives of an intervention or its design are still appropriate given changed circumstances.
Results	The output, outcome or impact) of a development intervention. Related terms: outcome, effect, impacts.
Sustainability	The continuation of benefits from a development intervention after major development assistance has been completed. The probability of continued long-term benefits. The resilience to risk of the net benefit flows over time.

<sup>2</sup> Based on a glossary prepared by OECD's DAC working party aid evaluation, May 2002

Map 1: Locations of the Maluku Pelagandong Projec



**Locations of Project Villages in Ambon and Seram Island  
 UNIDO-ILO Maluku Pelagandong Project**

# Executive Summary

## Background

An independent final evaluation has been conducted on the Project “Realizing minimum living standards for disadvantaged communities through peace building and village based economic development”. The project is referred to as the Maluku Pelagandong Project in Indonesia, meaning cooperation and brotherhood. The project was funded through a USD 2.1m grant provided by the Government of Japan (GOJ) under the United Nations Trust Fund for Human Security (UNTFHS). The three-year project signed and approved in February 2009 was jointly implemented by UNIDO as the lead agency and the ILO as a cooperating agency in partnership with the Maluku Provincial Government (MPG) and the Ministry of Industry (MOI) and the Ministry of Manpower and Transmigration (MOMT).

The evaluation team consisted of two independent consultants, Mr. Mohamad Rum Ali (National Project Evaluator) and Mr. Andrew Young (International Project Evaluator), and the evaluation field mission took place between November and December 2012. The main findings of the independent evaluation are outlined below.

The overall goal of the project was to assist the MPG address the complex and multi-faceted problems related to the building of a stable peace situation in the aftermath of ethnic conflict in three selected districts of Maluku province; Ambon city, Central Maluku and West Seram. Intended outcomes of the project were to develop peace building through creating productive economic activities leading to a reduction of poverty and social and economic inequality. Direct beneficiaries included around 3,000 beneficiaries from 21 villages selected among conflicted affected populations, internally displaced persons (IDPs) and their host communities.

The project focused on four components:

1. Village organization and empowerment;
2. Sustainable livelihood development through education and technology transfer;
3. Peace building and conflict management; and
4. Improving overall living and occupational safety and health conditions.

The main purpose of the final evaluation is to contribute both to future UNIDO cooperation with the Government of Indonesia (GOI) and UNIDO's institutional learning in short-term, post-crisis interventions, especially regarding partnership approaches with other UN agencies. The independent final evaluation has been

undertaken in line within the Technical Cooperation Guidelines of UNIDO, which mandates the independent evaluation of all projects over a €1 million threshold. This evaluation also contributes to a wider thematic evaluation of UNIDO's interventions due to its relevance to the post-crisis theme. The thematic evaluation was approved by the UNIDO Executive Board as part of the Evaluation Group's 2012—13 Work Plan.

The evaluation spanned the life of the project from its commencement in 2009 to the end of the project, which included a ten-month period of no cost extension until December 2012. The evaluation determined as systematically and objectively as possible the relevance, efficiency, achievements (outputs, prospects for achieving expected outcomes and impact) and sustainability of the project. The evaluation covered all specific geographic areas covered by the project and took full account of previous evaluations, specifically the 2010 thematic evaluation on UNIDO's post-crisis interventions and the 2009 independent evaluation of Indonesia's Country Services Framework.

All project stakeholders were consulted in Vienna and Geneva and in the field as part of the evaluation exercise, and their comments and feedback were sought as part of the report finalisation process. Direct beneficiaries of the project were an essential part of the evaluation and data was gathered directly from the project beneficiaries from villages selected equally across Ambon, Central Maluku and West Seram. Quantitative data was gathered by the use of a questionnaire and questions were asked on all four components of the project to include contributions from both UNIDO and the ILO. Detailed focus group discussions (FGD) were held in 13 of the 21 potential villages involving about 200 beneficiaries selected equally across training course, religion and gender.

## **Main Findings**

Concerning project identification and development, the Maluku Pelagandong Project was complex and ambitious, as the root causes of the conflict in Maluku were compound and many different reasons were given as to their cause. To attempt to contribute to both peace building and poverty reduction, the project therefore adopted an integrated approach to the multisectoral difficulties faced by the MPG in providing rehabilitation and stabilisation to beneficiary communities. While the principle focus was on meeting the needs of short to mid-term income generation for beneficiaries, support was also provided to a range of local government and community based vocational, educational and development initiatives to build sustainable peace. This included local economic development (LED), local economic recovery (LER), cultural festivals, conflict management training, Occupational Safety and Health (OSH) and micro-finance institute (MFI) development.

The Logical Framework was poorly designed and limited the evaluability of the project, especially with regard to outputs. Initial coordination between the implementing agencies was also reportedly poor.

Conflict sensitivity analysis, including stakeholder and target group analysis or risk analysis, was not undertaken in the project formulation or prior to the commencement of project activities. Although the ILO conducted conflict assessments in the selected target villages early in project implementation, a more detailed preliminary peace and conflict analysis would better enable identification of the root cause of crisis, together with their most sustainable post-crisis response. Ultimately however, the creation of village productivity groups (VPGs) lay at the core of the project, and the collaborative way in which these groups were created and trained involving both 'sides' of the conflict assured specific attention to conflict sensitivity and the application of 'do no harm' principles.

A thorough analysis of the potential role of product markets and the private sector during project formulation would have enhanced the productivity of particular products and supported sustainability due to the limited financial resources available to the public sector, especially in the informal sector.

The relevance of the project was high. It was clearly in line with the MPG's development strategy to provide support to potential industries and small and medium enterprises, and relevant to the needs of target beneficiaries in particular. It was in line with UNIDO's thematic priorities at a global and country level, particularly with the reduction of poverty through productive activities. It was in line with UNIDO's Country Programme outcomes of creating new jobs, promoting wealth creation, increasing the participation of marginalised populations and increasing the integration of women in economic activities. The project was also in line with the ILO's priority on post crisis job-creation and the development of livelihood opportunities.

During implementation, the ILO adapted to the requirements of the Maluku Pelagandong project to intervene in specific communities by shifting the original focus of the project on LED more towards a Local Economic Recovery (LER) approach. LER was considered more appropriate due to its focus on IDPs and factors of vulnerability, an early recovery focus, and 'emergency' employment and income generation. The project also made tentative steps towards a decent work framework with a focus on OSH for the informal sector and a focus on improving access to potential capital for MFI.

Prioritisation of local procurement over international suppliers also supported the project's relevance to LER.

The project was relevant to the donor as activities were implemented in line with their criteria and requirements for a multi-sectoral approach with a focus on both empowerment and prevention. Involvement of the donor in project evaluations also enhanced the donors understanding and lessons learned from project implementation.

With regard to project management and coordination, though the Technical Project Advisor (TPA) and the last National Project Coordinator (NPC) were effective, there was initially poor communication between the partner agencies' NPCs. This had a detrimental impact on some project deliverables and was reported as one reason for the need for the no cost extension. Overall project management also seems unnecessarily complex and management was not fully devolved. Although the Provincial Government had a proactive role in project management through the Project Advisory Committee (PAC), some local government officials at the district level also cited concerns relating to poor coordination and a lack of information.

Despite lacking clear indications of which activity was to be implemented by each agency, the project objectives and components focussed on the areas of comparative advantage for both UNIDO and the ILO. The project not only focussed on Track A emergency employment style interventions, but also Track B recovery and empowerment type interventions. UNIDO was well positioned to provide comprehensive grass roots training directly implementing the most basic of private sector approaches, while the ILO through its tripartite approach was well positioned to work with local government, to support a basic process of LER and peace building.

Given the timeframe of the intervention, the project's efficiency is assessed as fair. Efficiency of the project was enhanced by building on methodologies and institutional relationships previously established between the MPG, UNIDO and ILO during the Rural Economic Development projects implemented between 2005—2009. Regarding administrative overheads the project was also cost effective with a combined overhead (8.9 per cent) that was lower than that which would have been applied had either agency solely implemented the project.

However, the project was implemented over a longer period than planned and the ten-month extension would indicate not only an unrealistic timeframe during the formulation stage, but also difficulties during implementation. Efficiency was impeded by the large number of beneficiaries and products selected with finalisation of product selection sometimes taking more than a year.

Training of trainers (ToT) from the MPG was an efficient use of resources, while training of beneficiaries was relatively low cost and beneficiaries, once trained, were reportedly sharing equipment and experience in their community. Training also resulted in the actual production of marketable goods. Project efficiency was enhanced through an emphasis on mainly local procurement, which was faster and



therefore more efficient. The role of the private sector was, however, limited in the project.

The Maluku Pelagandong project was implemented over a period of just under four years. Given the number of beneficiaries, the number of products supported, the relatively isolated and widespread location of the projects, coupled with the extensive training in a wide range of community peace building and development initiatives, the effectiveness of the intervention is assessed as high. With respect to the intended outcomes of the project, beneficiaries have reportedly improved skills and in all cases, products were reported to have improved in quality and incomes were increased. Project beneficiaries and partners all indicated that the project had contributed to the peace building process and the MPG awareness of the importance of conflict management, aggro-commodity potentials, SMEs, value chain development, MFI, LER and OSH.

The project has achieved the majority of its outputs. The project trained 3,041 beneficiaries (27 per cent female) in a wide range of horticultural and agro-processing technical skills and 3,161 beneficiaries (35 per cent female) in a range of non-technical skills such as peace building and entrepreneurship. The project did not, however, train an equal number of women as men in either the technical or the non-technical courses. This was due mainly to the selection of traditionally male orientated vocations such as seaweed, cacao, and vegetable production in Seram Island for project support.

Training has been provided to VPGs that focused on value added products such as nutmeg juice, pineapple juice, cassava chips, banana chips, spinach chips, sago cakes and cookies, sugar and organic vegetable production, the collection of seaweed, the cultivation of copra, cacao, wet sago, vegetable, resin, cajuput oil and virgin coconut oil. Basic equipment necessary for training has been distributed to the VPGs in the form of income generating 'toolkits' and start-up capital was provided. To the extent possible, the project used local procurement in order to ensure greater project effectiveness in supporting local economic recovery.

In terms of advocacy, good use has been made of local print media; videos and a series of high quality project brochures have been developed.

The project has had a positive impact with a reported increase by about half of the beneficiaries' incomes in the range of 26 to 75 per cent across the project's various skills training areas. Additional income was also being used to access essential social services, particularly education. In the short to medium term, the project has had a positive impact through the provision of technical training and OSH to geographically disperse rural individuals and their communities and the empowering of community based VPGs.

The project has empowered women and local communities. This was evident in the identification of needs for new value addition by the beneficiaries and the enhanced role and activity of women in microfinance.

The sustainability of the project has been helped by the strong involvement and partnership of the MPG that has confirmed it will continue many of the project's activities although on a reduced scale.

The main obstacles reported by the beneficiaries were market access, the quality of packaging, the price of raw materials and the low prices received for products sold. VPGs also indicated a desire for additional 'bulk' processing equipment and the desire for training to help them diversify the types of product they could produce from sago, for example.

Due to the range of commodities selected, value chain development has only been achieved at the most basic level. Food processing, horticulture and agricultural activities coupled with non-farm crafts skills have been developed at the most basic level and beneficiaries are now requesting support further up the value chain.

The success of the Maluku Pelagandong project and the joint agency partnership has led to the development of a project to upscale the seaweed sector in Maluku. It is anticipated that the proposed joint UNIDO-ILO project to develop the seaweed industry will contribute to sustaining the results achieved in the Maluku Pelagandong project by monitoring the commitments of the government for follow up, especially microfinance, and provide direct support to selected VPGs especially in the related marine sector.

## **Main recommendations**

Recommendations are based upon findings of the independent final evaluation and relate to any future livelihood projects and particularly multi-agency initiatives in Indonesia.

The following recommendations are made to UNIDO in relation to any future project phase.

- Any similar project/programme should pay more attention during the design phase to conduct a fully fledged logical framework approach, including inter alia, stakeholder analysis, problem analysis, realistic project objective identification together with relevant and measurable performance indicators.

- Conduct a more extensive analysis of market potential of products and raw materials access with a narrower range of products. This would enhance the potential for greater value addition and marketing of products.
- Involve women and the private sector more proactively in project formulation and the selection of products and value chains.
- Risk analysis and conflict sensitivity should be included in project formulation and undertaken prior to project implementation.

The following recommendations are made jointly to UNIDO and the ILO and relate to the implementation of future joint projects.

- Fully clarify the value added and the roles and responsibilities of the individual agencies, especially with regards to specific activities and outcomes. This must include concrete outcomes that specifically address the expected synergies and benefit from combining the expertise of partner organizations.
- As far as practical, devolve management of projects to the field where they are being implemented.
- Continue to collaborate with the MOI and the MOMT and provide training in LER and LED in identified future livelihood projects. Further clarify a role of the lower tiers of local government in both management and coordination.

The following recommendations are made jointly to UNIDO/ILO and the GOI.

- Where practical provide small-scale follow up support to the Maluku Pelagandong project beneficiaries in future identified livelihood projects. This should include monitoring of the MPGs continued commitment to Pelagandong, especially microfinance.
- Integrate livelihood project activities in existing UN or governmental national Livelihood Committees to disseminate methodologies and lessons learned.

## **Lessons learned**

- In a complex peace-building context like Maluku, UNIDO's and ILO's joint focus on income generation and equitable development across religious, ethnic and administrative boundaries contributed to conflict reduction as the generation of income and trading has the potential to transcend community divisions. Detailed peace and conflict analysis would, however, better enable identification of the root cause of crisis, together with their most sustainable post-crisis response.
- Regarding product selection and development, implementation with a focus on strong community participation of beneficiaries encourages national

ownership, but spreading the range of vocational skills training areas too widely with limited project resources can detract from (or poses an additional risk to) the fullest development of the value chain.

- Involvement of the donor in project evaluations enhances the donors understanding and lessons learned from project implementation.



# 1.

## Introduction and background

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### 1.1. Introduction

This report constitutes the findings of an independent final evaluation on the project “*Realizing minimum living standards for disadvantaged communities through peace building and village based economic development*”, known locally as the Maluku Pelagandong project. The evaluation was mandated by UNIDO Technical Cooperation Guidelines that require all projects with a total budget of €1,000,000 or more to be evaluated. The evaluation was undertaken between November and December 2012.

Following ethnic conflict in Maluku Province, the Maluku Pelagandong project was designed to assist the MPG contribute to poverty reduction and the peace building process in Maluku Province. The broad goal of the project was to contribute to poverty reduction and the peace building process through the development of sustainable livelihoods and economic activities in 21 selected communities by providing training to around 3,000 beneficiaries in sustainable local livelihoods. Although the project was due to end on the 14 February 2012 the ten-month extension until 14 December 2012 was allowed to finalise outstanding project activities.

The Maluku Pelagandong project was funded by a USD 2.1 million contribution from the Government of Japan, and implemented by UNIDO as the lead agency with the ILO as a cooperating agency and was implemented over a period of three years and ten months. The main Government counterparts were the MPG, specifically BAPPEDA (the regional government planning agency), the MOI and the MOMT. To contribute to the projects goal of poverty reduction and peace building the project focussed on four main components and associated objectives. These were as follows:

### **Component 1: Village organization and empowerment**

- 1.1. Beneficiaries and stakeholders participate actively in project planning and monitoring (UNIDO and ILO).
- 1.2. Beneficiaries organise themselves in economically oriented village groups and organizations (UNIDO).

### **Component 2: Sustainable Livelihood development through education and technology transfer**

- 2.1. VPGs achieve higher value-addition by applying technology and craft skills (UNIDO).
- 2.2. Beneficiary groups access markets with improved and diversified products (UNIDO).
- 2.3. A Local Economic Development (LED) process permits local communities to identify and maximise their economic potential (ILO).

### **Component 3: Peace building and conflict management**

- 3.1. Communities have increased capacity to understand and manage conflict situations (ILO).
- 3.2. MPG and other institutions incorporate conflict prevention and resolution strategies and mechanisms as a crosscutting issue in all training activities (ILO).

### **Component 4: Overall living and occupational safety and health conditions**

- 4.1. Beneficiaries apply best working practices and utilise safer equipment (UNIDO & ILO).

In the long run, the project aimed to contribute to the achievement of the Millennium Development Goals (MDGs), MDG 1 (poverty alleviation), MDG 3 (gender equality and women empowerment), and MDG 8 (partnership for development).

## 1.2. Background

The Maluku Pelagandong project was to some extent a continuation of previous UNIDO projects in Maluku and ILO's educational and skills training programme in Maluku, Aceh and Papua. UNIDO had been working in Maluku Province since 2005 in order to build the capacity of the MPG in peace building, conflict resolution and short term economic recovery by promoting value addition and income generating activities in Ambon and Seram islands. The ILO had been supporting local economic development (LED) initiatives in Aceh and Papua. To improve livelihood skills of the youth in Maluku, the ILO had also implemented a project entitled 'Education and Skills Training for Youth Employment (EAST)' between 2007 and 2010<sup>3</sup>.

The project included a strong rural based agro-industry production and processing element that was built on the experiences of the previous UNIDO projects implemented since July 2005. During implementation, it was intended at least 3,000 beneficiaries (50 per cent women) would form at least 200 Village Productivity Groups (VPGs) and receive direct trainings and/or equipment. The project worked largely within the traditional and accepted clan structures and project activities were conducted directly at the village level. Technology transfer focussed on proven and locally available, maintainable and replaceable technology.

Direct beneficiaries of Pelagandong included IDPs and poor households in three target locations, further specified as at least 3,000 persons from areas that have suffered multiple human security issues such as conflict, the presence of IDPS, and low socio-economic standards in some of the poorer and most conflict affected areas of Indonesia. There was also a focus on youth and fifty per cent women.

Indirect beneficiaries included local facilitators of VPGs, management of cooperatives in the target locations, trainers and facilitators of local government and non-government organizations and relevant local officers within the counterpart ministries.

## Funds Mobilisation

In line with UNTFHS requirements for a multi-sectoral, integrated and partnership-based approach, the overall objective of the project was to assist the MPG in addressing the complex and multi-faceted problems related to the building of a stable peace situation in the aftermath of the ethnic conflict in Maluku Province. Intended outcomes of the project were to develop peace building through creating

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<sup>3</sup> ILO EAST was a four-year project, funded by the Government of the Netherlands and executed by ILO. It aimed to improve employability and capacity for entrepreneurship among young women and men through improved access to high-quality and relevant educational and training opportunities.



productive economic activities leading to a reduction of poverty and social and economic inequality.

The UNTFHS prioritises the promotion of multi-sectoral and inter-agency integration based on agency collaboration as well as the relevant comparative advantages of the applying organizations. Funding was provided under the UNTFHS to the Maluku Pelagandong project as the project was relevant to the criteria of the Trust fund, namely concrete and sustainable growth, implementing the protection and empowerment framework, promoting partnerships with local agencies and avoiding duplication with existing programmes of support. The project also adopted an integrated approach addressing a broad range of multispectral issues relating to human security, particularly livelihood stabilisation, income generation for disadvantaged groups and IDPs, civic education and OSH.

Funds were applied for the Maluku Pelagandong project by a joint submission from the UNIDO and ILO to the UNTFHS. After successful finalisation of negotiations with the UNTFHS, the Government of the Republic of Indonesia (GOI), the MOI and UNIDO signed the project agreement on 18th February 2009, for a three-year period from February 2009 to February 2012 and a no-cost extension was later granted until December 2012.

Implementation commenced in April 2009 and the Japanese Government funded the 2.1 million contributions through the UNTFHS. A Letter of Agreement (LOA) was drawn up between UNIDO and the ILO and the project was jointly implemented between February 2009 and December 2012 with UNIDO as the lead agency and the ILO as a cooperating agency in partnership and collaboration with the MPG. The financial allocation for UNIDO was USD 1,335,950 and USD 771,557 for the ILO.

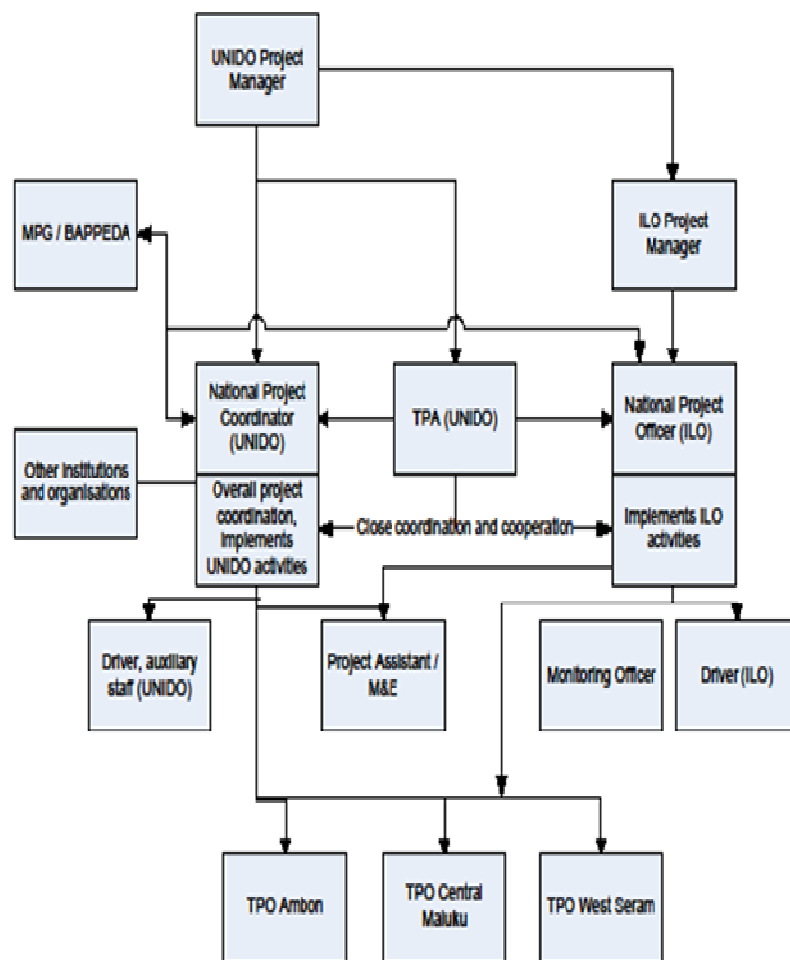
The Maluku Pelagandong project was run by a Project Management Team (PMT) with a Project Manager (PM) situated in Vienna Austria, and at project offices located in Ambon and Seram Islands. The Jakarta Office of the UNIDO Representative (UR) also provided some administrative and monitoring support for the project. The Ambon project office in the MTC was jointly occupied by the project field-management from UNIDO and the ILO. In terms of overall financial administration and coordination, the project was executed by UNIDO under the overall project management of the Project Manager (PM) based in Vienna Headquarters. The UNIDO Field Office in Jakarta also supported in administrative duties under the guidance of the UNIDO UR. A short-term expert on rural development was also allocated on a part time basis to the project and assisted in the project set up, implementation and overall monitoring of activities.

An international TPA was employed as a field based CTA to provide technical assistance for the duration of the project and managed much of the overall project implementation, planning and budgeting in the field, especially as the NPCs of both

the ILO and UNIDO changed. The TPA operated nominally under the supervision of the PM in Vienna though the staff performing this function also did not remain consistent as the PM changed half way through the project and then later again towards the end of the project.

The NPC in Ambon took responsibility for supervision of much of the day-to-day project implementation and direct supervision of the three Technical Project Officers (TPO). The ILO adopted a similar structure to manage its components. Figure 1 below provides the overall management structure of the project.

**Figure 1: Project Organigram**



## **2.**

# **Evaluation purpose, scope and methodology**

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## **2.1. Evaluation purpose and scope**

Terms of reference, provided by the UNIDO Evaluation Group, assisted in the development of the broad objectives, purpose and scope of the evaluation. The main objectives of the final evaluation were to contribute to a) any future UNIDO cooperation with the GOI, and b) UNIDO's institutional learning in short-term, post-crisis interventions with a forward-looking approach. The latter would be part of a wider thematic evaluation of multiple projects that are receiving Japanese Trust Fund (TF) contributions for post-crisis intervention. In that respect, the evaluation would take full account of an earlier thematic evaluation of UNIDO's post-crisis interventions completed in 2010. The evaluation would also identify relevant comparative advantages, best practices and lessons learned from post-crisis joint programme coordination with the ILO.

The final evaluation was expected to focus on the manner of project identification and formulation, how relevant the project was to Indonesia's stabilisation and peace building process through income and employment generation, the likely cost-effectiveness of the project design, project ownership, coordination and management, how efficiently the project was implemented, the projects effectiveness and its expected impact and sustainability. Finally, the evaluation was to consider recommendations for future UNIDO joint interventions (See Annex A for the TOR).

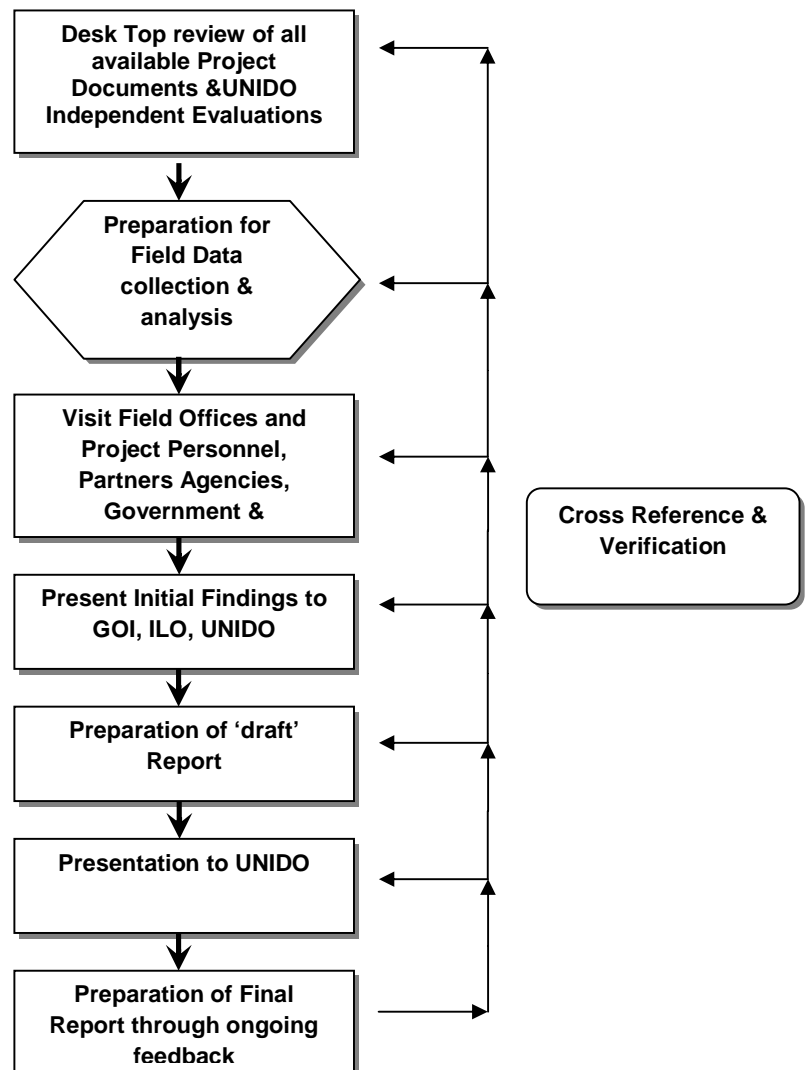
## **2.2. Evaluation methodology**

The final evaluation was undertaken between November and December 2012 and the evaluation team consisted of two independent consultants Mr. Mohamad Rum Ali (National Project Evaluator) and Mr. Andrew Young (International Project Evaluator). Invaluable in-country coordination was provided by the Pelagandong project particularly the TPA and the projects national programme coordinators. Figure 2 below outlines the overall evaluation process.

The independent final evaluation based its findings on an extensive review of written documents as well as quantitative and qualitative data gathered from UNIDO headquarters and from the main project locations in Indonesia. The field mission in

Indonesia was undertaken over a period of 18 days from 12—29 November 2012, with a follow up Mission to Vienna UNIDO headquarters and the ILO crisis unit in Geneva between the 10—19 of December 2012.

**Figure 2: Evaluation process**



## Document Review

The evaluation draws on information gathered by both the international and the national project evaluator. Background information was collected from a desktop review principally of project documents relating to the Maluku Pelagandong project. These included the project document “*Realizing minimum living standards for disadvantaged communities through peace building and village based economic development*”. Substantial project documents included the projects own progress reports to the UNTFHS and the last progress report written in November 2012 prepared by the TPA. Multiple project reports from both the UNIDO and ILO were examined, particularly experts reports, inception reports, project work plans, training reports, market assessments and financial and procurement reports.

Documentation from the GOI, was also reviewed, particularly the Provincial Development Strategy for 2003—2008 and the GOI medium development plan 2010—2014. Indonesian UN documents reviewed included the UNDAF for 2006—2010 and the UNPDF for 2011—2015.

Previous UNIDO Evaluation Group publications were reviewed and proved very useful to the evaluation. These included the thematic review on Agri-business/Agro Industry Development Interventions, the thematic review on UNIDO’s Post-crisis projects and the Independent Evaluation of the 2005—2007 UNIDO Country Services Framework for Indonesia.

With regards to the ILO contribution, keys documents examined were the ILO/Crisis publications on ILO’s role in Conflict and Disaster and guidelines on Local Economic Recovery in post conflict. The UNTFHS document guidelines for the management of UNTFHS projects was also reviewed.

## Interviews with project partners

The evaluation team interviewed UNIDO management of the project from Vienna, Jakarta and Maluku and the ILO management in Jakarta and Maluku. The evaluation team also interviewed representatives of the Donor, the United Nations Resident Coordinator (UNRC) and a representative of the MOI in Jakarta. A large number of representatives of local government in Ambon, West Seram and Central Maluku were interviewed including representatives from both BAPPEDA and the local departments of industry, manpower and transmigration. The selection of interviewees was assisted by the Maluku Pelagandong project office in Ambon. The international evaluator also interviewed key resource persons in the ILO-Crisis unit and other relevant UN agencies in Geneva. The list of people interviewed is included in Annex E.

## Selection of beneficiaries for data collection

In order to involve the principal project partners in the project evaluation stage, data was also gathered directly from the project beneficiaries in their villages. Considering the limited time to prepare and undertake the final evaluation, the largest possible sample size was taken for all variables. Variables included location, gender, religion, types of training, and product.

The Ambon project office helped to facilitate the requirements of the evaluation which was that villages form a cross section of the entire project. In total 13 out of 21 villages were selected equally across Ambon, Central Maluku and West Seram, which amounted to 62 per cent of the project sites (see Annex D for full details of village and product).

Qualitative focus group discussions (FGD) involved 200 beneficiaries of which ninety males and 86 females also submitted a completed questionnaire. Figures 3 and 4 below illustrate the reported demographic information of the respondents. Of the respondents, a small majority were Christian and a clear majority of both males and females were older than 35. All respondents both male and female indicated they had completed at least secondary education

**Figure 3 and Figure 4: Reported religion and age of respondents by gender**



## **Coverage and development of themes in the questionnaire**

Quantitative data was gathered by the use of a questionnaire that was designed to assess the overall goal of the project the expected outcomes and the projects outputs (See Annex F: Questionnaires). The questionnaire focussed on the quality of training, and a post-training assessment regarding whether trainees were producing enhanced products and the effect that training and provision of equipment had had on their income and livelihoods. The questionnaire also considered the components relating to the ILO's contribution, specifically business training and OSH.

The questionnaire was kept as simple as possible with a majority of questions being multiple choice 'tick-box' responses. Both the UNIDO project office and the ILO NPC in the Maluku Technology Centre (MTC) provided input and clarification on the questionnaire. Questions were asked on all four components of the project to include contributions from both UNIDO and the ILO. The questionnaire was then translated into Bahasa Indonesia and was field tested with three volunteer respondents to test the applicability of the questions and the time it took to complete. During the evaluation, all the participants were split into groups, relating to their business and the associated training they had received, and the questionnaires were coordinated by the national evaluator.

## **Focus group discussions**

Quantitative and qualitative data derived from the questionnaire survey of trainees was complemented with qualitative FGD held in local village halls of the 13 selected villages. FGD were held around a predetermined series of general questions related particularly to the projects relevance, effectiveness, efficiency, impact and sustainability (See Annex F Guideline for FGDs). FGD also included some questions broadly related to the ILO's specific peace building components.

The national evaluator led the FGD and all questions were asked in *Bahasa Indonesia*, with the national evaluator assisting in local translation to English where necessary. The FGD involved both male and female beneficiaries from multiple agricultural businesses. FGD were facilitated by the national evaluator and sometimes the village facilitator of the project and the village head. Observations were also made within and around beneficiary villages to broadly assess their socio-economic situation and general welfare, particularly in light of training impact and sustainability.

## **2.3. Limitations of the evaluation**

Due to the fact that less than 10 per cent of the beneficiaries were interviewed, the evaluation cannot confidently draw specific conclusions pertaining to individual products. A longer time frame and more extensive survey would be required to analyse the respective limitations, issues or advantages of intervention in any specific type of product.

While short to medium term impact and sustainability findings and observations are possible, it is not possible for this report to evaluate the projects longer-term sustainability or impact with any degree of certainty due to the limited time since the project ended.



### 3.

## Country and Project Context

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### 3.1. Overall situation and trends

The population of the Indonesia's Maluku islands has been suffering from the impacts of a long-term ethnic, religious and social conflict. The archipelago, which is composed of 1,412 islands in the eastern part of the country and located next to the borders of Australia, Papua New Guinea and Timor-Leste, has been the scene of a violent conflict between its Christian and Muslim communities for more than a decade. In January 1999, a violent dispute in a small town in the Southeast of capital, Ambon, led to a series of inter-communal conflicts, which soon spread to other islands of Maluku province. The conflict claimed the lives of thousands and caused the displacement of half a million.<sup>4</sup>

Despite a government-sponsored agreement in 2002, tensions in the region remained high and led to renewed communal violence in Ambon in 2004. 10,000 people were displaced and there was massive destruction of property and infrastructure.<sup>5</sup> The long-standing conflict in a region, formerly known for its tourist attraction of white sand beaches, took 9,000 lives, displaced 30 per cent of its 1.5 million residents and instigated the segregation of Christian and Muslims between 1999 and 2004.

In 2011, religious and ethnic fighting erupted once again in Ambon and led to the displacement of thousands and the destruction of some 500 houses.<sup>6</sup>

Although the Maluku islands are endowed with natural resources such as marine resources, mining, oil and gas, the destruction of social, financial and natural assets of the region has led to increased poverty. In the aftermath of the conflict, poor households rose from 32 per cent of the local population in 2003 to 59.4 per cent in 2005. In addition, the population of Maluku, which mainly relies on earnings from agriculture and fishing, has been struggling with economic difficulties as well as social and political segregation.

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<sup>4</sup> Human Rights Watch (HRW), 31 May 2000, Moluccan Islands: Communal Violence In Indonesia

<sup>5</sup> International Crisis Group (ICG), 8 February 2002, Indonesia: The search for peace in Maluku

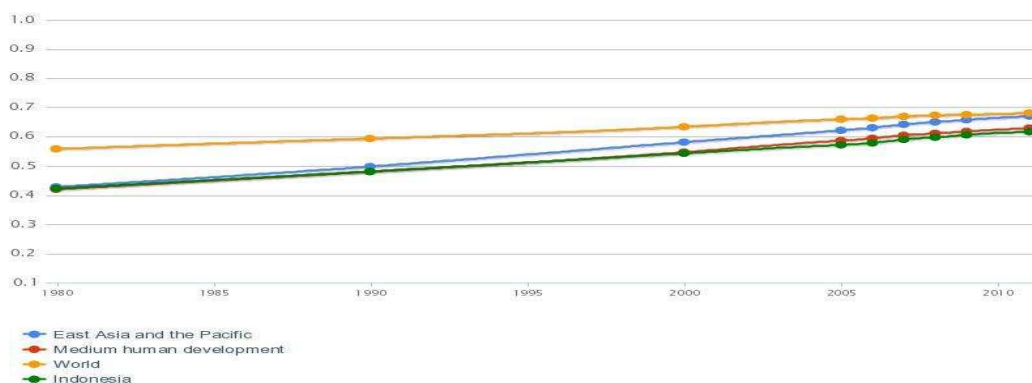
<sup>6</sup> [http://www.internal-](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/$file/global-overview-asia-2011.pdf)

[displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/\\$file/global-overview-asia-2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/$file/global-overview-asia-2011.pdf)

Environmental disasters further compound the conflict-related problems of Indonesia's mountainous islands. In August 2012, floods, landslides and a 6.3 magnitude earthquake hit the Ambon area of Maluku province, leading to the displacement of over 1500 households.<sup>7</sup>

Indonesia's economy has been growing in recent years and the country's Human Development Index (HDI) value has been rising annually by an average of 1.2 per cent<sup>8</sup>, which ranks it 124 among 187 countries (see the Figure below)<sup>9</sup>. In other areas, there is still considerable work to be done. For example, while steady progress towards meeting the Millennium Development Goals has been made at the national level, the Village Infrastructure Census, commissioned by the Government, highlights a different regional picture: individual provinces, districts, and villages are not all progressing at the same rate in terms of delivery of, or access to, infrastructure, health or education services<sup>10</sup>. With 60 per cent of the region's population living in the rural areas, Maluku province remains one of the poorest regions of the country. It had a Gross Regional Product (GRP)<sup>11</sup> of USD 6,270 per capita in 2010<sup>12</sup> and a poverty rate of 23 per cent, which is twice the national rate.<sup>13</sup>

**Figure 5: HDI Trends Indonesia 1980 - Present<sup>14</sup>**



<sup>7</sup> <http://reliefweb.int/report/indonesia/indonesia-monthly-humanitarian-bulletin-issue-08-01-%E2%80%93-31-august-2012>

<sup>8</sup> Indonesia's HDI for 2011 is 0.617. However, according to the Human development report in 2011, when the value is discounted for inequality, the HDI falls to 0.504, a loss of 18.3 per cent due to inequality in the distribution of the dimension indices.

<sup>9</sup> <http://hdrstats.undp.org/images/explanations/IDN.pdf>.

<sup>10</sup> World Bank (2012), Indonesia Quarterly report

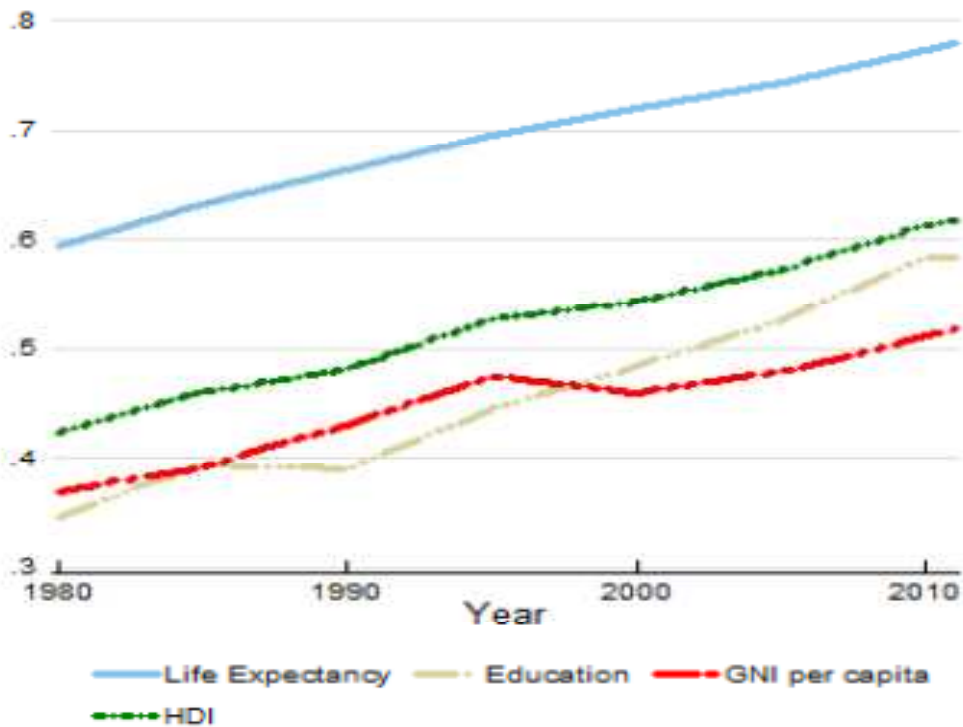
<sup>11</sup> GRP is the regional or provincial counterpart of the national gross domestic product (GDP)

<sup>12</sup> [http://dds.bps.go.id/download\\_file/booklet\\_leaflet/booklet\\_okt2009.pdf](http://dds.bps.go.id/download_file/booklet_leaflet/booklet_okt2009.pdf) (Page 132)

<sup>13</sup> [http://www.bps.go.id/eng/tab\\_sub/view.php?kat=1&tabel=1&daftar=1&id\\_subyek=23&notab=1](http://www.bps.go.id/eng/tab_sub/view.php?kat=1&tabel=1&daftar=1&id_subyek=23&notab=1)

<sup>14</sup> <http://hdrstats.undp.org/en/countries/profiles/IDN.html>

**Figure 6: Trends in Indonesia's HDI component indices 1980—2011**



Corruption, land and property disputes, poor reintegration of IDPs into host communities and inadequate access to sanitation and health care has prevented large numbers of affected communities from recovering. According to a study conducted by Mercy Corps in Maluku province in 2009, even five years after returning to their homes, former IDPs continued to have lower incomes than non-displaced groups.<sup>15</sup>

There is a lack of employment and livelihood opportunities for those who fled their homes, lost their properties and livestock and have settled elsewhere. They have had to adapt to new environments, often in urban areas. Lacking the required skills to make a living, it is a challenging task for many who have been displaced several times within a decade.<sup>16</sup>

<sup>15</sup> Mercy Corps, 19 April 2010, Aid to Uprooted Peoples in Maluku. Page 1

<sup>16</sup> [http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/89AF04C76052D032C1257562005D76C9/\\$file/Justice+for+All.pdf](http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/89AF04C76052D032C1257562005D76C9/$file/Justice+for+All.pdf)

## 3.2. Government strategies and policies

The conflict had its roots in the legacy of the President Suharto's policy, the "New Order," which was aimed at fostering national integration by reducing poverty in highly populated areas and encouraging migration to remote areas rich with natural resources. This policy brought about ethnic tensions between migrants and locals, and increased disputes over land and resources. The political vacuum created after Suharto's resignation in 1998 and the Asian economic crisis in the same year added to the existing resentments over socio-economic inequalities between Christians, who had enjoyed political and economic advantages under Dutch colonial rule, and the disadvantaged Muslim migrants. Disputes escalated into conflicts and spread to the communities in central Sulawesi<sup>17</sup> and Maluku Islands.<sup>18</sup>

Since the crisis, various government led initiatives have focused on restoring law and order in the region as well as providing humanitarian assistance, such as providing shelter for IDPs and supporting them in returning or resettling.<sup>19</sup> There have however, been shortcomings, particularly with regard to the economic empowerment of affected communities.<sup>20</sup>

Currently, the government prioritises accelerated economic development as part of a medium (2010—2014) and long-term (2005—2025) development plan. Regional development policies are directed at inducing the acceleration of development in the regions including Maluku and acceleration of regional development is aimed to increase welfare for people, to increase the quality of human resources, to reduce development gaps and to reduce the potential for further conflict.

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<sup>17</sup> [http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/A7DAC186B00AE2BCC1257861004CAC86/\\$file/Indonesia-Maluku\\_Overview\\_Mar2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/A7DAC186B00AE2BCC1257861004CAC86/$file/Indonesia-Maluku_Overview_Mar2011.pdf)

<sup>18</sup> [http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/C20CF7B67599E8F9C125718600475B70/\\$file/Overcoming+Violent+conflict+-+Maluku+-+2005.pdf](http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/C20CF7B67599E8F9C125718600475B70/$file/Overcoming+Violent+conflict+-+Maluku+-+2005.pdf)

<sup>19</sup> [http://www.internal-displacement.org/8025708F004BE3B1/\(httpInfoFiles\)/A7DAC186B00AE2BCC1257861004CAC86/\\$file/Indonesia-Maluku\\_Overview\\_Mar2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(httpInfoFiles)/A7DAC186B00AE2BCC1257861004CAC86/$file/Indonesia-Maluku_Overview_Mar2011.pdf)

<sup>20</sup> <http://www.qeh.ox.ac.uk/pdf/pdf-research/crise-pp4>

### 3.3. Technical Assistance frameworks

As a result of national decentralisation reforms since 2007, the central government stopped funding IDPs and transferred the responsibility for IDPs to provincial and district authorities. The National Disaster Management Agency now has long-term responsibility for people displaced by natural disasters and social conflicts and the Ministry of Social affairs is responsible for providing relief during emergencies.

The UN has focused its assistance on reintegrating the IDPs at the community-level, and implementing development projects to provide livelihoods opportunities for the most vulnerable members of the population. The UNDAF's focus in Indonesia over the period of 2006—2010 was on strengthening human development to achieve MDGs by increasing the opportunities of sustainable livelihoods and reducing the vulnerability of people affected by conflict and natural disasters.<sup>21</sup>

UNIDO has been operating in Indonesia since 1970 and the overall focus of the Country programme has been on 'green industry initiatives' that contribute to sustainable development. The UNIDO development cooperation framework in Indonesia covers four UNIDO thematic priorities including poverty reduction through productive activities, trade capacity building, energy for productive use and energy efficiency and environmental management. These themes form part of the 2009—2013 UNIDO-Indonesia country programme framework and are in line with the UNPDF for 2011—2015. UNIDO's focus is also in line with the national medium-term development priorities of the GOI addressing issues of poverty reduction.

The ILO's activities in Indonesia promotes and supports their ILO Decent Work Agenda and their focus is on the fundamental principles and rights at work; employment promotion and income improvement; social protection; and social dialogue. Two priorities for the Indonesia programme include stopping exploitation at work and employment creation for poverty reduction and livelihoods recovery. Particularly relevant foci for the Maluku Pelagandong project include job opportunities, education and skills training for youth with a focus on the Informal economy and green jobs.

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<sup>21</sup> <http://www.undp.or.id/pubs/docs/UNDAF%202006-2010.pdf>

## 4.

# Project Assessment

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In this chapter, the overall performance of the Maluku Pelagandong project is assessed according to the Development Assistance Committee (DAC) criteria of relevance and ownership, effectiveness, efficiency, impact, and sustainability<sup>22</sup>. The assessment is based on field data collected primarily from the beneficiaries, and representatives of the various offices of the MPG at both a provincial and district level. This has been used to supplement extensive data collected from both the project itself and extensive secondary sources. Quantitative survey data has been triangulated with information obtained through focussed group discussions and client interviews. The main points of analysis are the results of the project, and how far the Maluku Pelagandong project has generated income and contributed to peace building.

### 4.1. Project Design and Intervention Logic

As social and economic stability are acknowledged as being interconnected with peace and development<sup>23</sup>, the project's intervention logic was sound. The project was particularly relevant regarding economic and community security as outlined by the UNTFHS. Through the development of sustainable livelihoods and economic stabilisation for the marginalised poor and IDPs the project aimed to contribute to the GOIs peace building efforts in Maluku Province.

The human security concept acted as a guideline for the selection of villages and beneficiaries. This was in synergy with the MPGs efforts in implementing the Provincial Development Strategic Plan (RENSTRA) of 2003—2008 on developing potential industries and providing support to small and medium enterprises. The Maluku Development Strategic Plan considered income and employment generation as the main factors to contribute to the stabilisation of the fragile post conflict situation. It also highlighted the importance of community empowerment and economic development through small and medium enterprises (SME) and cooperatives and through the development of a community based economic system.

The overall project goal was divided into four components. For UNIDO this was mainly, though not exclusively, represented in the first two components of the logical

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<sup>22</sup> OECD (2002). Evaluation and Aid Effectiveness. OECD Development Assistance Committee, (OECD - Evaluation and Aid Effectiveness Series).

<sup>23</sup> Guidelines for the United Nations Trust Fund for Human Security.

framework with village organization and empowerment (along economic lines), and the development of sustainable livelihoods in small-scale agro-processing through technology transfer. The second two components broadly fell within the mandate of the ILO with a focus on peace building, area-based recovery approaches (e.g. microfinance for women), conflict management strategies and OSH.

Although there was not a specific role for the private sector regarding income and employment generation in the Maluku Pelagandong Project document, the comparative advantage of UNIDO in the project was evident with its focus on technology transfer and specialised training. The comparative advantage of the ILO was its broad tripartite structure, useful for mobilising broad consensus and social dialogue among its constituents, the governments, workers and employers organizations, vocational training and micro-enterprise development and research capacities (on women, gender analysis and marginalised groups).

Common post crisis roles for UNIDO are summarised in the UNIDO Evaluation Groups 2010 thematic evaluation of UNIDO Post crisis projects. UNIDO interventions normally focus on a combination of restorative activities; these include restoration of livelihood capacities of individuals and community groups, restoring productive capacities, promoting an investment climate and rehabilitation of organizations that support economic development (typically vocational educational and training centres). Pelagandong focussed mainly on the first of these activities adopting an integrated agro-processing value chain approach with a clear rural development focus. This included the provision of rudimentary agricultural equipment to enhance agricultural productivity and the provision of basic processing equipment to rebuild sustainable livelihoods at the grass roots level.

The LER approach now adopted by the ILO focuses on the development of area based programmes developed by communities to assist them in regaining their livelihood and income. Due to the complexity and multi sectoral nature of crisis and post crisis recovery, ILO/Crisis adopts a “whole of ILO” approach whereby all technical units and high-level executive management become involved<sup>24</sup>. An example of ILO’s short to medium term priorities focus on small and micro-enterprise development, employment and income generation, training in business skills and contributing to the development of employment and labour policies.

Although the ILO and UNIDO mainly focussed on their respective areas of comparative advantage and clearly within their mandates, the Logical framework and overall plan for the Maluku Pelagandong project are not fully clear. While the project document clearly states the projects goal is to “contribute to poverty reduction and improved human security in the on-going peace building process in the Maluku province through the development of sustainable livelihoods and economic activities”

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<sup>24</sup> ILO’s Role in Conflict and Disaster Settings, (ILO/Crisis-Geneva, 2010).

it is not measurable. Contribution to poverty reduction and peace building are not quantified or qualified, or measured by the project.

No common outcomes have been formulated and no overall objective is defined in the logical framework. Rather the logical framework focuses on four components as project outputs. There is little discussion as to how the four components are interrelated and they only broadly specify at the highest level which agency is responsible for which component. It is therefore difficult to assess the value added of the two agencies and any associated synergies. Four of the immediate objectives simply state they will be implemented by UNIDO and ILO with no further association of responsibility. Further, the four components essentially describe activities not objectives. In summary, it appears the Logical Framework is largely activity oriented and makes insufficient reference to linkages to the higher level of outcomes and goals of the project.

Additionally the monitoring and evaluation requirements are not clearly specified in the project document, which further impedes ability to evaluate the project. It is notable that involvement of the private sector, which is part of UNIDO's core mandate, is not even mentioned in the logical framework or the specific outputs and activities of the project.

UNIDO recommends that for medium and long-term economic recovery, post crisis projects need to include an integrated area based approach such as LED/LER, value chain promotion and measures to promote a business enabling environment.<sup>25</sup> Despite weaknesses within the logical framework, the implementation of Pelagandong has mainly followed and further developed the intervention logic and four interconnected components of the project document.

Local partnerships with the MPG have been further developed and the project built on the ILO and UNIDO experiences of implementation in Indonesia. The project focuses on peace-building efforts through fostering economic integration and contributes to the reduction of friction between local communities through cross-community training in productive skills, village based empowerment and enabling enhanced beneficiary participation in the local economy.

Interviews with Ministries, the MPG and particularly the beneficiaries confirmed the view that provision of training to people within vulnerable communities does actually reduce the likelihood of conflict. It was reported that individuals with skills are valued in the marketplace in Indonesia and that trading across different religious or community boundaries was important to reduce the potential for future conflict.

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<sup>25</sup> UNIDO (2010), *Post Crisis Projects*, pp.7. (UNIDO Evaluation Group Thematic Evaluation).



## Prior Interventions and lessons learned

The project had a strong relevance and continuity with the post conflict projects of 'Maluku Province Rural Development' (Phase 1) and the 'Rural Economic Development in Maluku Province' (Phase 2), broadly anchored within the UNDP's 'Peace through development programme' implemented between 2005 and 2009. The UNDP project focussed on improving livelihoods in conflict-affected communities through projects that simultaneously aimed at building peace and social cohesion.

The formulation of the Pelagandong project included reference to and lessons learned from the earlier UNIDO and ILO interventions in Maluku undertaken in close collaboration with the MPG. An Independent evaluation of the UNIDO Country Services Framework undertaken in May 2008 concluded that it was the success of these projects that led to the development of the UNTFHS funded project. The evaluation also referred to the effectiveness of devolving implementation from a centralised focus on the MTC to a community-based training approach as it improved beneficiaries' ownership. It also recommended replication of the community based development. These recommended approaches were put into practice during implementation of the Maluku Pelagandong project with most training being directly implemented in the villages. Prior to the Maluku Pelagandong project the ILO had operated out of a separate office for its EAST Project in Ambon. The Maluku Pelagandong project also developed the existing cooperation and administrative structures of the UNIDO and ILO offices in Jakarta and created a joint project management office in the MTC in Ambon.

The decision to directly implement the project did mean, however, that the development of a Vocational Education Centre (VEC) to provide vocational education training (VET) was not considered as a focus of the project. No equipment or capacity building was provided to a centralised training agency, though the provincial authorities were the beneficiary of much direct training.

However, the recommendation that for future Maluku development projects there should be a focus on fewer potential aggro-commodities to avoid the spread of scarce project resources over too many activities was not followed. In practice during implementation, a large number of products were chosen as there were insufficient natural resources to support the large number of project beneficiaries in the selected villages. Market demand was also relatively small in Ambon and Seram islands for products chosen by the beneficiaries, while some products such as *abon ikan*, were already being produced by established companies. Consequently, the amount of products actually supported expanded even beyond the relatively large number originally included in the project document.

## **Conflict sensitivity**

Employment is vital to short-term stability, reintegration, economic growth and sustainable peace in post-conflict situations. The 2009 UN Policy for Post Conflict Employment Creation, Income Generation and Reintegration, contributes to a United Nations wide approach to employment and reintegration, built around a set of common guiding principles. The policy aims to scale up and maximise the impact, coherence and efficiency of support provided to post-conflict countries. The UN policy emphasises the importance of conflict sensitive approaches such as ‘do no harm’ and Peace and Conflict Assessments.

An independent report of the UNIDO Evaluation Group has recommended the importance of referring to this policy and that conflict sensitivity should be mainstreamed into all UNIDO post-crisis interventions and as a minimum, “do no harm’ principles should be applied to all UNIDO post-crisis interventions.<sup>26</sup>

Although the project did not undertake a peace and conflict assessment (PCA) prior to the commencement of activities, the ILO conducted a series of conflict assessments in the selected target villages at an early stage of project implementation. With regards to actual implementation the project was undertaken with a very high measure of conflict sensitivity. It was affirmed by the MPG, and reaffirmed by the beneficiaries themselves that focussing training on income generation and the methodology of cross-religious and cross community training would help reduce the potential for conflict as beneficiaries were focussed on productive income generation and were working together in most cases across community and religious lines.

## **Value chain development**

Of particular relevance to value addition was the fact that the UNIDO components of the project not only provided training but also the means to implement the training in the form of equipment to the VPGs. However, the Maluku Pelagandong Project has a relevant focus on Value Chain Development (VCD) at only the most primary stage of production and processing from small-scale producers at the micro level. Value chain promotion has focused on the essential elements that contribute to the stabilisation of basic needs of food security. Value chains were being developed at the most basic level through the focus on existing agricultural workers, the use of some local materials and the use of local suppliers, even if much of the actual equipment had to be procured outside Maluku itself.

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<sup>26</sup> Thematic Evaluation, *UNIDO Post-crisis projects* (UNIDO: 2010)

UNIDO projects, similar to Pelagandong, have combined skills training for individuals and groups with rehabilitation of Vocational Training centres (VTC)<sup>27</sup>. However due to the geographical dispersal of target communities, a production centre or VCT was not an element of either the project design or implementation. The MTC had been a centre of training in previous livelihood projects, but the MTC was not an arm of the government and previous evaluations had recommended focusing on direct training.

Private sector development (PSD) was not a specific focus on the project though activities undertaken by both agencies indirectly focussed on PSD. For UNIDO, due to the lack of a developed market for the products in the remote rural locations of the project, PSD involved simply the development of marketable products and linking these with potential buyers. PSD was indirectly the focus of the ILO components of the project, namely LED/LER as a more integrated area-based approach enabling stakeholders to undertake activities for broader economic recovery.

The project's own M&E self-assessed that in future interventions of this nature, a full value chain process should be initiated to ensure that all stages of the system are followed up from identification of target groups to product selection/development – their processing/packaging and subsequent market connectivity. With respect to marketing, development of the value chain required further investigation to ensure effective linkage between the processors and the buyers.

## 4.2. Project Management

There were no reports of significant delays in disbursement of funds, poor coordination or problems with administrative or financial authorisation with respect to UNIDO HQ in Vienna or Jakarta. The input from most international technical advisors and experts was also high.

However, overall management of the Pelagandong project appears unnecessarily complex. Management Offices were based at three separate locations, in Vienna (UNIDO), Jakarta (UNIDO and ILO) and Ambon (UNIDO and ILO). The project theoretically could have had a responsibility to report to Geneva as well, but the role of Geneva-ILO, apart from technical backstopping, was not clarified as project reports were not required for a project of less than USD 1m.

With respect to field coordination, UNIDO and ILO in Vienna, Jakarta and Ambon indicated a strong disconnect in the implementation of the project for the first 18 months between both agencies' NPCs. This was attributed to the fact the NPCs were not operating well together and that the original focus of the ILO's LED activities were at a broader Provincial level than the UNIDO focus on village specific activities. It was reported that some of the LED activities did not even initially cover the project-

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<sup>27</sup> UNIDO (2010), UNIDO Post Crisis Projects, p. xi

selected villages. With regards to UNIDO it was reported the initial selection of products was not responsive to beneficiaries' wishes, emphasising fewer products that could be further developed along the value chain, rather than the large number of basic products the beneficiaries initially requested.

This resulted in the replacement of both NPCs about one year prior to the completion of the project. As well as poor coordination initially in the field, it was reported that activity monitoring was difficult due to the wide geographic nature of the project and the number of beneficiaries and products. There were many changes in project staff during the project. ILO Local project coordinators resigned twice and it took 3 and 4 months to replace them. The original UNIDO NPC and one TPO (Ambon Island) also resigned in late 2011. The project self-assesses that changes in project staff and the delay in recruitment of new staff affected the efficiency of project implementation.

Despite a high turnover of project staff and issues between the previous NPCs from both agencies, the project clearly benefitted from consistent management in the field by the TPA and the current project team in the Ambon Office. It was apparent through interviews with project staff and the MPG that the TPA and the new NPC had a significant positive impact on the outputs of the project. This was evident from interviews with UNIDO in Vienna and Jakarta and the local, counterpart Ministries. The project also reportedly benefitted from the significant and consistent support from the Head of the Economic Section of the Regional Development Planning Agency BAPPEDA.

## **Reporting, monitoring and evaluation**

Pelagandong collected particularly comprehensive information regarding the beneficiaries. This focussed on multiple sets of baseline data regarding individual villages, VPGs and individual beneficiaries. Village socio-economic baseline data included a wide range of information such as households information, the number of IDPs, access to services (including finance), economic and valued added agricultural activities and product prices, presence of cooperatives and producer groups and whether other projects were being supported by the local government or NGOs. Individual baseline data included religious and family composition, education, occupation, income and savings, sale of produce, and value addition before and after processing.

Regular activity monitoring was conducted on all training and regular training reports were produced together with detailed annual progress reports and mission reports from the short-term rural development specialist and the TPA, Project Advisory Committee (PAC) Meeting Reports and a range of 'one off' reports such as the rapid market assessment and a cost benefit analysis report. The project also had a self-monitoring system in place regarding beneficiaries which included measurement of profits generated through sale of products. A wide range of training results reports

were produced both by the UNIDO and ILO and these have been translated into the local language.

With respect to project M&E, there was a lack of impact indicators in the project Logical Framework. Although information has been used to report against the project activities there was little evidence this was being used to analyse the overall success of the project or that it was being used for any form of impact evaluation.

There were two reviews of the projects activities prior to the final independent evaluation. The MOFA of Japan undertook a review mission on 5 March 2010 to project sites in Maluku. This mission was joined by counterpart MOI officials from Jakarta. Both the officials from the MOFA and delegates from the MOI expressed satisfaction on the progress of project implementation, results achieved, and validated the logic of project interventions. A second external review mission included a team from the Embassy of Japan in Indonesia, including the Ambassador. This was undertaken in February 2012 accompanied by representatives of the government, the UNIDO Representative and the Deputy Director of ILO. The Ambassador, BAPPEDA, and local MOI officials expressed their satisfaction with project outcomes.

The Japanese Embassy in Jakarta confirmed the positive outputs of the project to the independent evaluation. Based on their assessment from field visits, they indicated the relevance, efficiency and value for money of the project and confirmed that based on their own lessons learned, they would replicate the project if money was available. Particular strengths of the project was the support provided to women to generate additional household income and the collaborative methodology of project implementation.

### **4.3. Relevance and ownership**

The Maluku Pelagandong project was both relevant to and in line with UNIDO's overall thematic priorities and the 2009—2013 UNIDO country programme focus on sustainable livelihood and productive capacity for poverty reduction. The project falls well within the UNIDO priority area of rural entrepreneurship development establishing locally pertinent cottage industries, common service facilities, and vocational training schemes. This essential recovery input forms a major part of UNIDO's involvement in post-crisis countries.<sup>28</sup>

The Maluku Pelagandong project was relevant with its dual focus on the development of the local economy coupled with a promotion of peace building activities. UNIDO operated within its area of comparative advantage developing

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<sup>28</sup> Service Module 4 (Private Sector Development) of UNIDO's Service Modules as given in the latest Corporate Strategy document

agro-commodities at the micro and small level. The project was also in line with development norms, particularly MDG 1, the reduction of extreme poverty and with MDG 3, the promotion of gender equality.

The Maluku Pelagandong project was in line with the Government policies at the time of its formulation. The project was aligned to the MPGs efforts in implementing the 2003—2008 provincial development strategic plan for small and medium enterprise in the agro-commodities sectors for Maluku (RENSTRA).

The project falls well within aims 4 and 5 of the National and Regional Spatial Plan, whereby development of the Maluku region should 'accelerate economic growth of the Maluku Islands through the development of selected sectors that are based on local natural resources and utilise natural resources in a productive and efficient way'. Development of the Maluku region is generally directed at increasing productivity and by adding value to products based on the principles of sustainable development.

At the time of its formulation, the UN country team and the GOI had included post conflict recovery and sustainable livelihoods as UNDAF priorities for 2006—2010. However, the project remained well aligned with the development of the succeeding UNPDF. The programme remained in line with Pillar two of the UNPDF that focuses on livelihood opportunities and food security for vulnerable and marginalised groups. The project also conformed to pillar three of the UNPDF focus of people's participation in democratic processes with a pro poor and gender sensitive result.

The OECD guidelines on evaluating peace building activities in settings of conflict and fragility warn about the possibility of attribution, whereby a causal link is attributed to an expected end result<sup>29</sup>. In the Maluku Pelagandong project this would be an assumption that income generation and village organization and empowerment would contribute to peace building. FGD with beneficiaries from the government to the village level confirmed that this was indeed the case and the assumption was therefore valid. FGD consistently indicated the beneficiaries own perspective that the project had reduced the potential for conflict due principally to the intermixing of communities during training and the focus on income generating activities. Additionally beneficiaries could not separate the importance of either the ILO's peace building or UNIDO's income generation components as they were reported as mutually supportive and important.

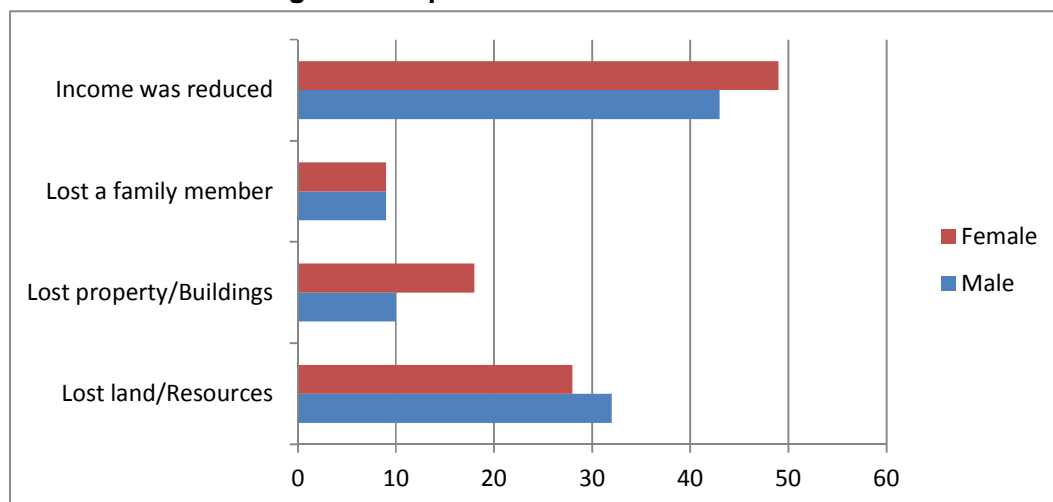
The project was relevant to the selected target groups affected by the conflict in Maluku providing improved entrepreneurial skills and enhancing productive capacities and income generation through technology transfer. The relevance of the project was particularly high with regards to the need to generate income. This was

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<sup>29</sup> OECD (2012), *Evaluating Peacebuilding Activities in Settings of Conflict and Fragility*.

confirmed by the beneficiaries themselves through FGDs with the beneficiaries (see Figure 7 below) and discussions with Provincial and local government).

**Figure 7: Reported effects of the conflict**



The community based development approach and the extensive participatory consultation on beneficiary selection has increased the beneficiaries' ownership of the project. Ownership was encouraged through the use of community based planning and Participatory Resource Assessments (PRA) to establish the VPGs. Project objectives and selection criteria were explained to village heads and clan leaders to sensitise them to the project goals and participating community members and a diagnostic study of traditional village organizations was undertaken. Collaborative training needs assessments were also undertaken once products had been selected as well as a rapid market assessment for the products. As with the independent evaluation of UNIDO Country services Framework<sup>30</sup>, this evaluation would conclude that the community based development approach and the extensive participatory consultation on beneficiary selection has increased the beneficiaries' ownership of the project. At the outset, local counterparts were thoroughly involved in the project formulation. Beneficiary communities were defined together with the MPG and provincial departments of the MOI and the MM&T and all villages were visited in order to meet with community leaders and determine the specific project activities based on the local needs and potential.

Selection of direct beneficiaries was participatory and included both the national counterparts and target beneficiaries and inputs were received from the Government at the local level as specified in the original project document and work plan. With

<sup>30</sup> UNIDO Country Services Framework Phase II – 2005-2007 pp.27. (UNIDO Evaluation Group: Independent Evaluation Indonesia: 2009).

respect to the initial selection of beneficiaries' sites, consultation with the MPG and Districts established criteria for selection of villages, these included:

- Willingness to participate in the project;
- Directly or indirectly affected during the project;
- Presence of IDPs and poverty level more than 15 per cent;
- Availability of natural resources for processing and value addition;
- Year round accessibility;
- Having received minimum assistance from the government and other projects.

A Provincial level stakeholder workshop was held followed by meetings and further workshops with the District level BAPPEDA office. Initially 45 villages were chosen but this was reduced to 21 villages in Ambon city, West Seram and Central Maluku Districts again in full consultation with the stakeholders at District level and with village heads. Community participation in the project was reported as extensive by the beneficiaries.

BAPPEDA reported a strong commitment to the project at the Provincial level. They had provided initial funding of about USD 50,000 during the previous UNIDO Maluku Economic Recovery project in 2005 and were currently providing government office space for TPOs. The MPG allocated the building for the MTC to UNIDO in 2005 and this continued to be used by the project as the central management and coordination office until the end of the project.

BAPPEDA also reported strong ownership with respect to the overall management of the project and the final selection of products, despite initial delays. The MOMT indicated the project was extremely relevant, especially for OSH as there was a limited focus on the informal sector through the traditional tripartite mechanisms. Relevance was also reportedly enhanced by sending Ministry officials and beneficiaries to Jakarta to learn how SMEs could work and has allowed the beneficiaries to expand their markets outside Ambon.

The project document did not, however, specifically outline the role for Districts. Counterpart organizations were only listed as the MOI and MOMT at the Provincial level, particularly the MPG. Some District officials indicated that cooperation between their offices, UNIDO and the ILO had been poor despite the fact that Districts would be the focus of beneficiary follow up, post-project. There were direct requests particularly from the District Offices in Central Maluku for much greater participation in the project, particularly with regard to selection of equipment, and monitoring follow up. It was evident from review of the project documents and confirmed during interviews with multiple ministries and UNIDO that the Districts had, however, been involved as both trainers and beneficiaries of the project. Also as with UN staff allocated to the project, there had been quite a high turnover of District officials associated with the project.



## 4.4. Efficiency

Efficiency of the project is rated as fair. Efficiency was enhanced by reference to and building on, the previous partnership experience of implementation between the ILO UNIDO and the MPG in the project identification and formulation stage. Conversely, this means the project did not have to start from scratch, which should have made implementation simpler.

According to the project's field-based management, the wide geographical area of the project and the large range of product types reduced efficiency and caused the project to underperform regarding VPGS with 206 being active, not the target of 240. Total active beneficiaries were reported as 2,125 and not the target of 3,600. A reported complication was that while apparently successful in the long run, the VPG was not an indigenous organization and took time to establish. Additionally project M&E indicated beneficiaries had some difficulties initially working in groups as beneficiaries historically preferred to work in family groups or derive stable income from working in government or private sector enterprises. It was reported that during implementation some VPGs were not keen on continuing activities that had been identified in partnership with UNIDO and the VPGs ceased to operate.

3,041 persons were trained in the production of different value added products. This included training equipment, as well as USD 246,000 for agricultural and basic food-processing equipment for the VPGs. To enhance efficiency of a limited budget related to equipment disbursement, only one set of equipment was provided to each VPG. The equipment was selected in full consultation with the beneficiaries and BAPPEDA representatives and village local government were present to monitor the handover.

Efficiency of the project was enhanced by the use of local government trainers. Training needs assessments followed the identification of products by the VPGs. Discussions held with technical institutions and line department prepared training contents and appropriate tools and equipment needed. Technical training was conducted by resource persons from BARISTAND-Ambon, the MOI, the Ministry of Agriculture, the Ministry of Fishery, the Ministry of Forestry and Plantation, and the Agriculture Technology Development Centre in Ambon.

The ToT methodology used for skills training had a multiplier effect as international experts' trained MPG staff that would in turn transfer their new skills and knowledge to the beneficiaries. The ToT was designed to contribute to the overall success of the project and lay out a foundation for sustainability. Once trained, it was evident from FGDs and data collected by the final evaluation that efficiency was enhanced by the fact the trainees were then proceeding to train others in their community as well as share equipment.

## **Procurement**

The Maluku Pelagandong project supported LED to some extent by procuring what it could locally. While virtually everything was procured from within Indonesia, a lot of equipment was procured from Jakarta as there was little available in local Maluku markets. Under its allocation of the project budget the ILO purchased office equipment and vehicles locally.

With respect to procurement of equipment for beneficiaries, it took a period of 6 months to procure the equipment relevant to each VPG. This was accommodated for by procuring separate basic equipment for training early in the project. Total procurement for equipment was USD 246,000 USD from the 1.3 m USD UNIDO component and 40 per cent of the equipment budget allocation was used directly for the beneficiaries. Equipment for a common processing facility (the MTC) was initially considered but was rejected in the light of the geographical dispersal of the target beneficiary locations.

With regards to equipment and training inputs, the majority of beneficiaries surveyed by the evaluation team indicated that the equipment provided by the project was of good quality. Only seven of the 175 beneficiaries surveyed indicated their equipment was of poor quality. Additionally 160, out of 167 beneficiaries who responded, indicated the equipment was either essential or very useful to their current activity, and all barring one female were either satisfied or very satisfied with the training they had received.

There were some minor reported local issues regarding procurement of basic raw materials and some beneficiaries reported there were insufficient amounts of raw materials for training. It was reported that some groups had become dormant or inactive and the project had then reallocated tools and implements to the more active and interested groups.

## **4.5. Effectiveness and Project Results**

The overall goal of the Maluku Pelagandong project was to effect a contribution to poverty reduction and improved human security through the development of sustainable livelihoods and economic activities. This was to be achieved through four interconnected components of village organization and empowerment, sustainable development of livelihoods, improved overall living conditions and OSH and peace building and conflict management. Considering the project was multi-sectoral, working in a range of geographical locations and beneficiary groups and implemented across a broad range of LED, peace building, agricultural and agro-processing requirements, delivery of outputs was effective. This was evident from interviews with the MPG and direct beneficiaries.

Although many activities cut across all components and objectives, the major activities of the Maluku Pelagandong project are broadly summarised within the four component activities as discussed below. Table 1, provides a concise summary of activities and number of beneficiaries and stakeholders. Further information pertaining to village wise economic activities and the number of beneficiaries is included in Annex C.

## **Component 1: Village Organization and Empowerment**

The development of VPGs lay at the core of the Maluku Pelagandong project. This was in terms of generating additional income for vulnerable beneficiaries, engendering peace, and as recipients of training for the projects four components. While the VPGs were not an indigenous organization in Indonesia, it was evident to the independent final evaluation that many VPGs continued to work together across different community and religious lines.

The first objective of the project was that beneficiaries and stakeholders participate actively in project planning and monitoring. UNIDO and the ILO jointly implemented this activity, though outputs and activities were not defined as agency specific.

The project was officially launched in July 2009 with the full participation of local authorities and other stakeholders. On completion of recruitment and initial project procurement, mainly for the project office, guidelines were created for the selection of beneficiary villages. This was undertaken in full consultation with local authorities. Meetings and workshops were also undertaken at district level to further explain the village and beneficiaries selection criteria prior to the selection of 21 participating villages and to support the creation of VPGs.

PRA were conducted in all the 21 village locations using PRA tools. The project also trained two extension agents and two community facilitators from each village on the PRA methodology. Altogether, 239 village productivity groups (VPG) were established of which 84 groups were located in Ambon Island and 155 groups in Seram Island villages. Each group consisted of about 15 members.

Rapid market assessments were undertaken in conjunction with village-based community planning which utilised local village knowledge about potential for income resource generation and to develop value chains and marketability using local resources.

Initial market assessments were complemented by a diagnostic study of existing traditional village organizations and clan structures in the selected villages of Ambon city, West Seram and Central Maluku Districts to understand the role, connectivity and functions of traditional community based institutions and organizations.



VPG leaders and members were also trained on basics of team building; stages of group development; group behaviour; group skills; problem solving, setting group norms, role play and conflict management. In addition, they were sensitised on the fundamentals and principles of a cooperative organization, organizational structure and cooperative management by the officials of the District and Province Cooperative Department. Beneficiaries were also trained on issues related to work planning and goal setting; planning activities, record keeping; assigning responsibilities and time management. A total of 1,719 beneficiaries were trained on group dynamics and cooperative management of which 593 were women. Additional training on leadership skills and conflict management were provided for another 358 beneficiaries of whom 123 were female.

**Table 1: Summary of activities and number of beneficiaries and stakeholders<sup>31</sup>**

Activity	Male	Female	Total
Stakeholder workshops	387	84	471
Village meetings	852	373	1,225
PAC Meeting	28	26	54
PHC Meeting	48	3	51
LED workshops	136	39	175
Product logo workshops	17	14	31
Total meetings and workshops	1,468	539	2,007
Training of extension officers	53	28	81
Technical training (production, basic repair & maintenance, hygiene & sanitation)	1,968	1,073	3,041
Non-technical trainings (GDCM, leadership, business development, WISH, WID, LER, Conflict management, etc.)	1,735	833	2,568
Training on business management (SYB) and marketing	558	938	1,496
Business and market linkages	29	11	40
MFI workshops and trainings	268	698	966
Occupational Safety and Health (OSH) trainings	220	261	481
<b>Non-Technical Trainings</b>			
Training on Group Dynamics and Cooperative Management for Group Members	1126	593	1719
Training on Leadership Skills and Conflict Management for Group Leaders	235	123	358
Training on group monitoring and business development	83	54	137
Training on WISH, WIND and LER	388	294	682
Training on conflict assessment and management	218	47	265
<b>Total</b>	<b>2,050</b>	<b>1,111</b>	<b>3,161</b>
<b>Technical Training</b>			
Training on banana processing	12	41	53
Refresher training on cacao orchard management & clone seedling production	239	4	243
Cacao production and post-harvest technology	241	42	283
Training on essential oil production	26	0	26
Training on production of carrageen flour	10	4	14
Training on cassava processing	34	105	139
Training on chilly processing	36	32	68
Training on copra production	43	21	64
Training on resin production	20	0	20
Training on fish processing	26	70	96
Training on beekeeping and honey production	17	4	21

<sup>31</sup>Source: Project Progress report (November 2012).

Activity	Male	Female	Total
Training on production of Nutmeg Juice	1	76	77
Training on production of palm sugar powder	3	7	10
Training on basic repair and maintenance of power operated machines	64	5	69
Training on sago production and processing	173	79	252
Training on seaweed production	333	223	556
Training on spinach chips production	18	69	87
Training on improving product quality and packaging	3	32	35
Refresher training for improving product quality and hygiene and sanitation	59	53	112
Testing and popularisation of smokeless stoves	13	18	31
Training on production of Virgin Coconut Oil	10	15	25
Training on vegetable production	587	173	760
<b>Total Technical Training</b>	<b>1,968</b>	<b>1,073</b>	<b>3,041</b>

The second objective was that beneficiaries organise themselves in economically oriented village groups and organizations. This objective was specified as UNIDO specific.

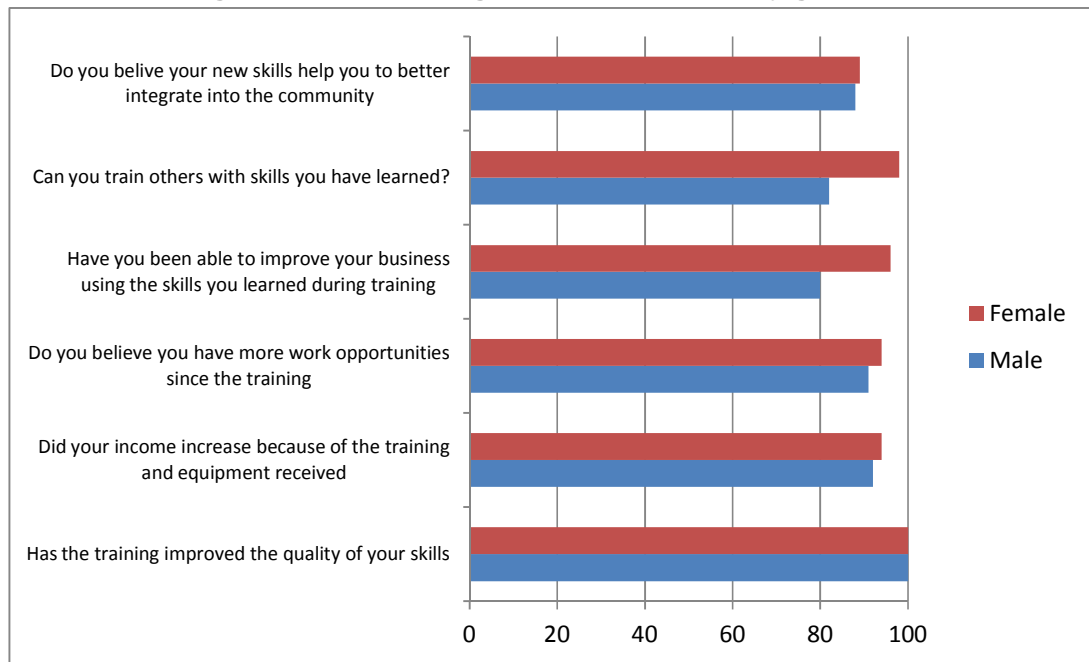
Twenty seven (27) training modules were prepared with 239 work plans for the VPGs and 2077 group member (716 female) were trained in leadership skills and the ILO provided training to 1,471 beneficiaries (917 female) on basic entrepreneurship skills using adapted basic modules of Start Your Business (SYB) programme.

Training need assessments followed the identification of products by the VPGs and each VPG received a set of basic tools and equipment for production and processing of their selected product and a capital start up sum of IDR 300,000 to procure inputs required to commence the first batch of production. The photographs above show an example of ginger powder and dried, processed and packaged fruit chips and the same products at an exhibition.

FGD with all the villages provided some consistent project-wise information. Incomes were reported to have increased for all beneficiaries all products and across all villages. Nearly all beneficiaries reported that their new improved skills would help them integrate better into the local community, they could train others with the skills they had learned and they had improved their business (See Figure 8). All villages indicated they had participated in product project selection and all said OSH had engendered a behaviour change with respect to safety of household implements and equipment, and that it was now easier to get quality certification for produce from the Health Department, Medicine and Food Control Board (BPOM) and BARISTAND due to cleaner processing methods.



**Figure 8: Post training situation (per cent by gender)**



## **Component 2: Sustainable livelihood development through education and technology transfer**

This component was divided into three objectives. The first two objectives were UNIDO specific and indicated that that VPGs would achieve higher value-added by applying technology and craft skills and that they would access markets with improved and diversified products. The third objective was that an LED process permits local communities to identify and maximise their economic potential. This was to be implemented by the ILO.

Activities focussed on the production of processed goods. In Ambon Island the VPGs focus on value added products such as nutmeg juice, pineapple juice, cassava chips, banana chips, spinach chips, sago cakes and cookies, *abon ikan* (a form of dried flossed fish), palm sugar and organic vegetable production. In Seram Island, the VPGs were mainly involved in the collection of seaweed, the cultivation of copra, cacao, wet sago, vegetable, resin, cajuput oil and virgin coconut oil. Value addition specifically focussed on processing, agriculture and horticulture and some village and product specific examples are discussed below.



## **Processing and value addition**

This activity focussed on production of Cajuput oil, juices such as nutmeg and pineapple and the processing of fruit chips or 'crispiest'. Beneficiary villages included Hutumuri, Suli, Tial, Nania, and Hanunu. While villages were satisfied with the quality of equipment and training, Suli reported that it had taken up to two years to finally select their products. Initial product selection was reported as not relevant to their needs, the beneficiaries kept changing the type of product they wanted to process and initial communication between the beneficiaries and UNIDO was reported as poor. Likewise, beneficiaries from Nania reported that there appeared to be confusion initially as to whether they were going to produce crispies or cakes. Due to the change in product selection, beneficiaries purchased some additional equipment themselves. Both Tial and Nania requested a production centre.

## **Agriculture and plantation**

This activity generally focussed on the growing of crops such as Cassava, vegetables, ginger and general agricultural crops like sweet potatoes. Beneficiary villages included Talagakodak, Lokki, Seriholo, Tamanyaya, Hanunu, Yafilla, and Layeni. With respect to Hanunu village, beneficiaries of ginger plantation were concerned that once the project finished, they would have difficulty acquiring seeds. There was also reportedly no local market access for Ginger. Tamanyaya requested product diversification to include livestock produce.

## **Forest and semi processing**

Beneficiary villages for forest processing included Nuruwe, Lokki, Tamanyaya, Hanunu, Yafilla, Layeni and Horale. By far the most common selected product was cacao, but copra and grape were also included. Beneficiaries from Lokki indicated that they had only been trained in one type of Cassava processing and they felt that, as with their sago production, there were opportunities for different types of processing.



Photos: up: a cacao solar dryer, down: seaweed training

## **Marine cultivation**

Marine cultivation included the drying and processing of seaweed and *Abon Ikan*. Beneficiary villages included Hutumuri, Tial and Nuruwe. Beneficiaries reported that one VPG had ceased to operate because flooding had destroyed their equipment. An additional problem was reported as a local Chinese business that was encroaching on the village's seaweed cultivation area and the village had appealed to the local Rajah to resolve the issue by clarifying the catchment areas.

The project supported the VPGs to obtain the *Produksi Pangan Industri Rumah Tangga* (PIRT) certificate from the Ministry of Health; a certification for small producers on compliance with food safety standards of Indonesia. This helped beneficiaries market their products at a wider scale through mini marts and super markets. The project also assisted beneficiaries with designing and printing improved labels and directly supported some VPGs through the provision of labels, bottles and other packaging materials for marketing. This included developing a Maluku Product Logo to give a recognisable identity to the Maluku products.

## **Training of Trainers**

To support capacity building and increase the effectiveness of peace building interventions,, education was also provided to district government officials and extension officers through a ToT programme. Discussions were held with technical institutions and line departments to prepare the human resources, training contents and appropriate tools and equipment needed for the project. During implementation, technical trainings were conducted by resource persons from BARISTAND-Ambon, the MOI, the Ministry of Agriculture, the Ministry of Fisheries, the Ministry of Forestry and Plantation and the Agriculture Technology Development Centre (BPTP).

Twenty-two (seven female) extension officers were trained on organic farming and production of organic compost, training conducted for 24 (three female) extension officers on cacao orchard management and post-harvest technology. In addition, 17 MPG extension officers (12 female) were trained on agro processing, value addition and product diversification.

UNIDO also undertook a range of additional supporting activities. These included support to beneficiaries to participate in exhibitions at district, province and national level, development and publication of project brochures, a workshop on seaweed development and a seaweed resource assessment in West Seram District, a cost-benefit analysis for the products produced by the Ambon Island groups, and assistance to the establishment of an association of juice producing groups.

With respect to Local economic development (LED), three workshops, were held in the project districts. These were supported by the direct assistance of the International Training Centre (ITC) of the ILO in Turin. The first workshop constituted an LED forum with a president, secretary, treasurer and staff. The second workshop included sectoral Territorial Diagnosis and Institutional Mapping (TDIM) to help identify competitive and comparative advantages for various sectors where an agreement was reached to promote tourism and fishing. The objective of the third workshop was to prepare a long and short-term strategic plan for promoting fishery and the tourism sector in the target locations. To improve the effectiveness of the LED process in Maluku, a study tour for key representatives of the Maluku LED Forums to East Java in May 2011 was conducted, visiting Surabaya, Sidoarjo, Pasuruan and Malang districts. The tour aimed to provide an opportunity for forum representatives to see and experience the successful programmes of the East Java LED Forums. About 69 community-based tourism sites have also been identified, ranging from beaches, waterfalls and fruit gardens to historic objects, local culinary and arts. Tourism profiles have been developed and distributed to travel agents and other relevant partners as part of the promotion of the community-based tourism.

During implementation, the ILO adapted to the requirements of the Maluku Pelagandong project to directly intervene in specific communities by shifting the original focus of the project on LED more towards a Local Economic Recovery (LER) approach. LER was considered appropriate due to its focus on IDPs and factors of vulnerability, an early recovery focus, and 'emergency' employment & Income generation. Participatory inclusion is essential in both LED and LER but with LED, participation tends to be more structured in a developed formal economy whereas LER focuses on an area based approach stimulating early demand and supply side of affected markets creating temporary jobs and income opportunities in a socially inclusive manner.

ILO- EAST, the MPG and Central Bank of Maluku conducted a series of meetings to follow up the result of project FGD on business incubators or Business Development Services (BDS). The meetings recruited 20 people from all areas of Maluku to provide business counselling and helping SMEs to link with the banks. The ILO facilitated a local bank partner finance consultant (KKMB) to provide business counselling to 443 people (290 female) in Ambon Island. The KKMB was formally assigned this role by a Governors decree No. 398 in 2011. For this, the MPG allocated a budget for 2012 to cover fees and operational costs for a secretariat.

With respect to the development of MFI, a study visit was conducted for key stakeholders in Maluku Province to learn the best practices of micro saving and lending scheme of MFI in the Jember District, East Java Province, Indonesia. In total 16 participants (5 women) from the local Government (BAPPEDA and Cooperative Office of Province and 3 Districts), LED forum members, TPO staff of UNIDO and village woman groups participated on the study. This was followed by a joint workshop on Woman Empowerment of the Human Resource Development (HRD)

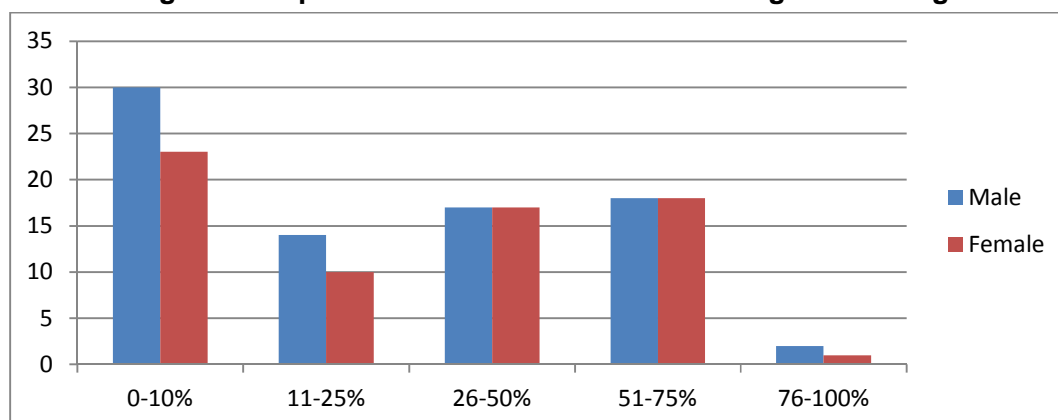
Bureau of Maluku Province. The MPG concluded that all districts should adopt Jember MFI in gender responsive activities in Maluku, specifically Woman Microfinance Institutions (WMFI).

Microfinance training was directly conducted in 10 villages as a pilot, though one selected village was outside the area of project intervention. As a result of the pilot WMFIs, BAPPEDA requested documentation on the development process of the WMFI programme and a WMFI guideline is now being used by the MPG as a model for empowerment programmes in Maluku. The WMFI guideline has been tested and the ILO provided final training to equip the selected woman in 12 villages (as well as 8 pilot WMFIs) on microfinance and using the guideline. In total 52 participants (51 female) attended the training and prepared a proposal to the MPG for grant support from the 2013 budget. Two consultants from the Cooperative staffs of Jember facilitated the training accompanied by co-facilitators from Ambon, West Seram and Central Maluku. In total 241 people (240 women) participated. A grant agreement between the Secretary of Maluku Province and each WMFI coordinator took place in December 2011 transferring Rp. 45,000,000 to each account. Since their formal establishment in February 2012, BAPPEDA reported positive progress with five WMFIs progressing well with the total number of clients increasing from 250 to 480 members by August 2012.

### Income generation

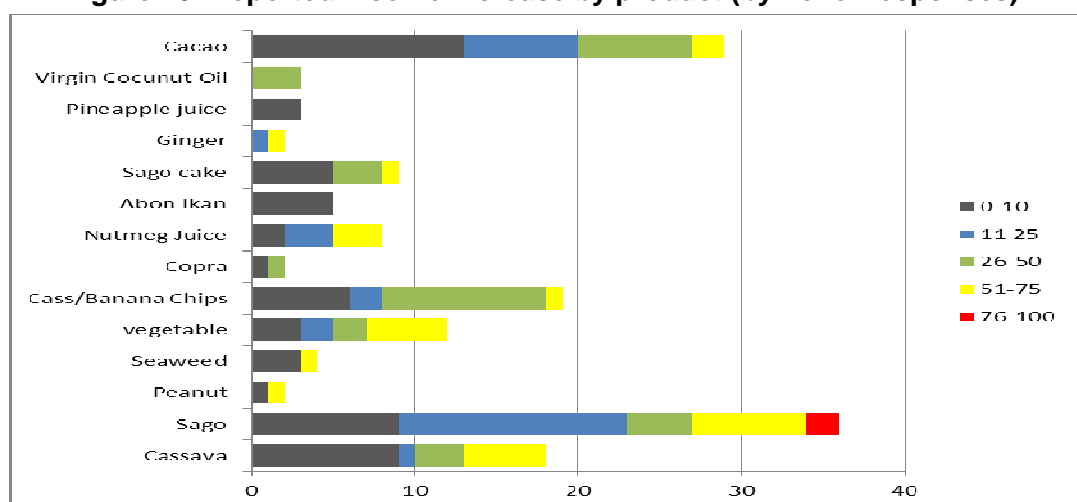
As discussed previously, immediate objectives of component 2 were that VPGs achieve higher value added by applying technology and craft skills and that they access markets with improved diversified products. Ninety-five per cent of all male respondents and ninety-four per cent of female respondents reported their income had actually increased because of the course with 23 and 28 per cent of males and females respectively reporting their income had improved by over 50 per cent. (See Figure 9 below).

**Figure 9: Reported increase in income following the training**



When analysed by specific product and based on all answers given, the variety of different income increases is a little clearer (see Figure 10 below). As with Figure 9, the greatest number of responses indicates income had increased by up to 50 per cent. However, there were product variations. Although a relatively low number of responses were received, marine cultivation was generating a small percentage rise in income of between 0—10 per cent. This was the case for both seaweed and *Abon Ikan*. With respect to food processing, the production of cassava and banana chips and the processing of nutmeg juice reported moderate increases in income. Basic agricultural activities such as sago, cassava, vegetable and to some extent cacao growing reported the greatest rise in basic incomes.

**Figure 10: Reported Income Increase by product (by no. of responses)**



## Training and Equipment

Analysis on training is not disaggregated by course or by particular contributing agency. A clear majority of the beneficiaries indicated their satisfaction with the overall training they received and a clear majority indicate the quality of the training received was either good or medium.

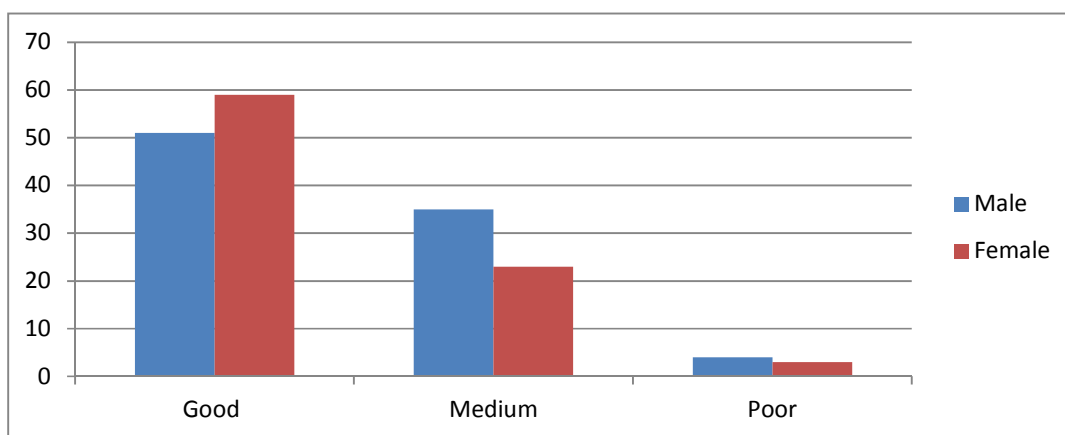
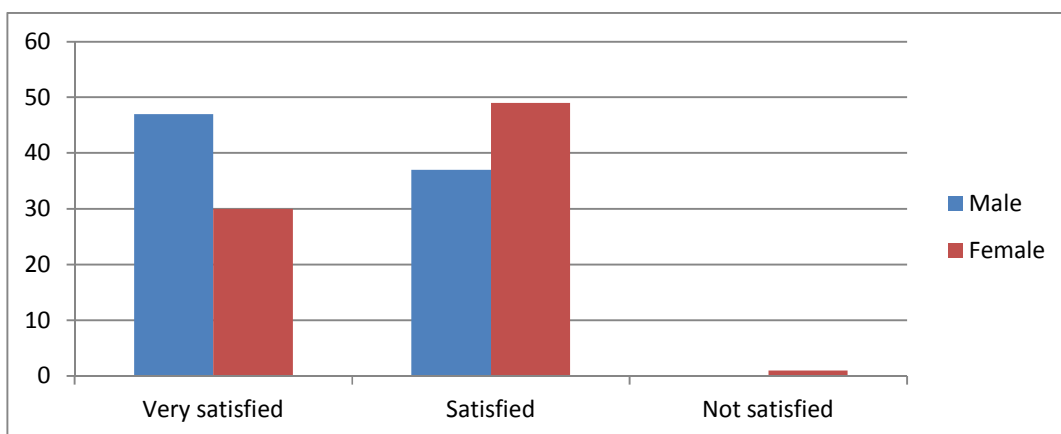
However, villages also consistently reported issues during FGD. The beneficiaries indicated that while the majority of training was relevant, market access and high transport costs remained a difficult for many. Seaweed and cacao remained susceptible to natural disasters and some beneficiaries indicated problems in accessing raw materials. They also indicated a need for fresh capital. Many villages also requested a local production centre as they were working from their homes.

While all villages said that equipment was of good to medium quality they reported a need for equipment that could make higher batch numbers or volume and that they wanted more equipment as only one set had been given to each VPG. During FGD,

respondents almost all stated they would like further training either at an advanced level to help them sell their produce or to generate a better income in their trade.

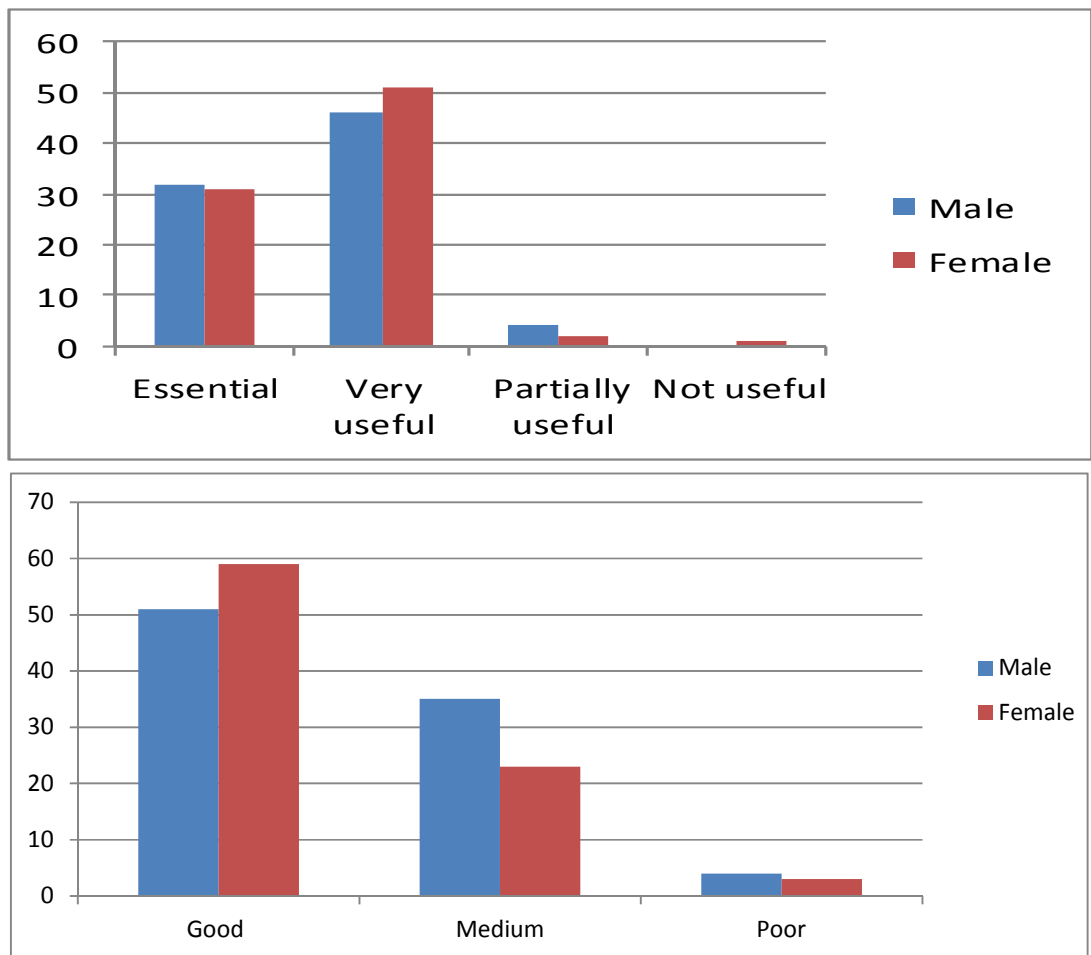
Though local finance was not available to every village it was also consistently reported that the training provided in MFI was empowering women. All beneficiaries also reported they were reinvesting profits mainly in education for books and stationary. However, a need for working capital was reported as a requirement for start-up and continuing business needs. The projects internal M&E observed that IDR 300,000 was not sufficient start-up capital. In many cases, members reported they had contributed small sums from their pocket to buy additional inputs for starting production and this was reaffirmed by the independent evaluation. FGD with VPGs confirmed they had gained new skills in product development and business management. This issue was not reflected in the project design and there was no financial allocation under the project. The issue has started to be addressed by the local government who have launched a micro finance programme to the amount of IDR 45,000,000 to help target beneficiaries with working capital to meet initial start-up and business development costs.

**Figure 11 and Figure 12: Satisfaction with and quality of training received (by gender)**



Regarding equipment received, the analysis only focuses on equipment provided by UNIDO under the basic technology transfer. A clear majority of beneficiaries across every training sector indicated the equipment they received was either essential or very useful in their current occupation. (See Figure 13 below). Of the 176 respondents selected during the final evaluation, all unanimously reported either they had received or had full access to equipment provided by the project. Aggregated by gender 96 per cent of recipients indicated, the equipment provided was either essential or very useful to their profession and that the quality of the equipment provided was either medium or good.

**Figure 13 and Figure 14: Reported usefulness and quality of equipment to current occupation (by gender)**



The Maluku Pelagandong project worked with a much wider list of products than the five initially envisaged by the project document. This was primarily due to the influence of beneficiaries' over the selection process as they frequently changed



their product choice to something considered more profitable. The wide product choice also reflected the lack of sufficient raw materials for the selected production considering the number of beneficiaries. The Maluku Pelagandong project document was designed based on past UNIDO projects in Maluku and the focus on developing a few products' value chains. During implementation the number of products were significantly expanded due the number of beneficiaries, the limited availability of raw materials, the lack of local demand for products and transportation costs.

This is assessed as being part of the reason the selection process took over a year to be confirmed in some cases. The current focus of basic skills training for the largest possible number of beneficiaries in a wide range of products also meant it was difficult to increase value addition further along the chain. It was evident from discussions with project implementers and partners that a reduced number of beneficiaries and reduced number of products, to perhaps one or two per village, would have simplified the process of training and ultimately packaging and marketing.

### **Component 3: Peace Building and Conflict management**

This component was implemented jointly by UNIDO and ILO with the objective of increasing communities capacities to understand and manage conflict situations and to get the MPG and other institutions to incorporate conflict prevention and resolution strategies as a cross cutting issue in all training activities.

The Maluku Pelagandong project continued the work commenced under the previous Phases 1 and 2 of the Rural Economic Development in Maluku Province projects implemented in partnership with the MPG between 2005 and 2009. These aimed to build the capacity of the MPG and other stakeholders to handle short-term economic recovery during the conflict reconciliation period and to create pilot projects based on income/employment generation and reconciliation at the community level.

With regards to the UNIDO contribution to peace building, the methodology of training communities to jointly implement productive activities, communally share equipment and undertake joint asset management was implemented throughout the creation and training for VPGs on sustainable agricultural production and processing.

With respect to the ILO the focus was on the provision of conflict management and training. Seven-hundred and fifty two people were specifically trained on a range of conflict assessment, prevention and management techniques by the ILO and all courses were attended by members of both the Christian and Moslem communities. One hundred and twenty nine people were involved in project FGD on conflict assessment and 265 people from six project villages attended conflict prevention and management workshops. To equip 358 community leaders to detect and

manage conflict a series of conflict assessment and trainings (CEWERS conflict early warning and early response system) were conducted in partnership between *Tifadamai* 'a local peace agent' and village beneficiaries and leaders. Following an expert mission from the ILO Crisis unit, 57 village facilitators from beneficiaries of the 21 villages were trained as trainers on LED/LER conflict management and peace building. The trainers extended the LER programme into 20 villages of these villages to train key persons in the respective villages for the annual Musrenbang<sup>32</sup>. During the course of the Maluku Pelagandong project, the ILO also organised four Peace Festivals, which included art and cultural performances as well as interactive dialogues on 'religion and peace culture'. The festivals were also used to promote local products produced by the VPGs. The festivals were each attended by more than 1,000 people.

#### **Component 4: Improving overall living and occupational safety and health**

This was a component implemented by both UNIDO and the ILO with the objective that beneficiaries apply best working practices and utilise safer equipment.



With regards to improved equipment, UNIDO procured 100 smokeless stoves for beneficiaries to improve workplace stations and to use inside their homes. These

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<sup>32</sup> *Musrenbang* is an annual process during which residents meet to discuss the issues facing their communities and decide upon priorities for short-term improvements

used fuel wood both as a sustainable fuel source and to reduce harmful smoke emissions. (The photograph above shows a smokeless stove).

Under Component 4, the ILO conducted OSH orientation in nine selected villages in close collaboration with the Provincial Manpower Office of Maluku. In order to assess the living and working conditions of the project beneficiaries a rapid assessment of the informal sector was also carried out by a labour inspector in the 21 selected villages. This was followed up with ToT courses on Work Improvement of Safe Home (WISH) and Work Improvement in Neighbourhood Development (WIND) conducted in April 2012. The objective of the training was to equip village facilitators as WISH/WIND trainers. In total 32 participants (seven females) attended the training which was then extended for 482 VPG members from 19 villages. .

The ILO provided multiple trainings through its tripartite constituents. A workshop on Social Protection was conducted by the ILO Jakarta to capacitate the labour union in Ambon on social protection issues, following the implementation of the Indonesia Job pact. A business consultancy workshop for agricultural cooperative managers was held to improve the capacity of management and Cooperative Office staff on management and marketing. The MOMT conducted a ToT on WISE (work improvement for small enterprises) programme in cooperation with the ILO Jakarta Office. The programme was a participatory action-oriented training (PAOT) approach in which small enterprises in the informal sector are encouraged to improve productivity and working conditions.

## **Use of the Media**

The project made effective use of media for advocacy and lessons learned. The project has produced a wide range of high quality project specific brochures for distribution identifying the partnership-based approach, the goals and objectives, major project activities, locations and progress of the project. Project descriptions and activities are available on the internet and the project has received positive press coverage in some national newspapers and television. In addition, the ILO has produced high quality videos and synthesised a number of best practice manuals including start your business, Local economic recovery, microfinance, occupational health and safety and peace building for trade unions. Many of these publications are translated into the local language and are currently in use by the Indonesian Government.

A video highlighting UNIDO activities is currently being prepared that outlines achievements related to technology transfer and how this empowers local communities. The documentary highlights the overall project approach and the kind of support provided by UNIDO and ILO in the establishment of entrepreneurship and includes success stories and the impact on the promotion of community empowerment and peace building.

**Table 2: Independent evaluations measurement of achievements against the Logical Framework**

<b>Component</b>	<b>Immediate Objectives</b>	<b>Independent Evaluation Assessment</b>
<b>Component 1</b> Village organization and empowerment	Beneficiaries and stakeholders participate in project planning and monitoring	Extensive involvement in planning and monitoring process (particularly project location and product type) strongly confirmed through FGD
	Beneficiaries organise themselves in economically oriented village groups and organization	Slight underperformance regarding number of active VPGs against project target (206 not 240). VPGs that had been created were active and this was confirmed through FGD and observation.
<b>Component 2</b> Sustainable livelihood development through education and technology transfer	VPGs produce value added products by applying technology and craft skills	Basic value addition of 25—75% and overall satisfaction from beneficiaries regarding quality and usefulness of new equipment and skills confirmed through FGD and questionnaires.
	Beneficiary groups access market with improved and diversified products	Improved products are being sold, but further value addition through additional processing and diversification requested. Access to raw materials and inputs are an issue for some and market prices remain low. Limited involvement of private sector.
	A LED process permits local communities to identify and maximise their economic potential	VPGs better understand product value and have improved knowledge of access to MFI. LED forums, SME and MFI workshops undertaken. Study tours undertaken. 3 LED forums and 10 women MFI established. Implementation difficult to measure or quantify and no pre and post project surveys evident.
<b>Component 3</b> Peace building and conflict management	Communities have increased capacity to understand and manage conflict situations	752 people specifically trained on range of conflict assessment, prevention and management techniques. Overall project methodology of integrating peace-building activities and income generation training clearly enhanced inter-village cohesiveness according to FGD.
	MPG and other institutions incorporate conflict prevention and resolution strategies and mechanisms as a cross cutting issue in all training activities	Communities from both side of the conflict encouraged to work together. Training for community leaders (CEWERS) and ToT on LED/LER undertaken by the ILO and UNIDO implemented the creation and development of VPGs. However, any measurement of government institutions incorporating conflict prevention measurement is lacking.
<b>Component 4</b> Improving overall living and occupational & health conditions.	Beneficiaries apply best working practices and utilise equipment safely	Basic WIND/WISH OSH improvements strongly confirmed through FGD 100 smokeless stoves distributed confirmed by evaluation. Overall living condition improved is not measurable but beneficiaries report improved income and investment in education.

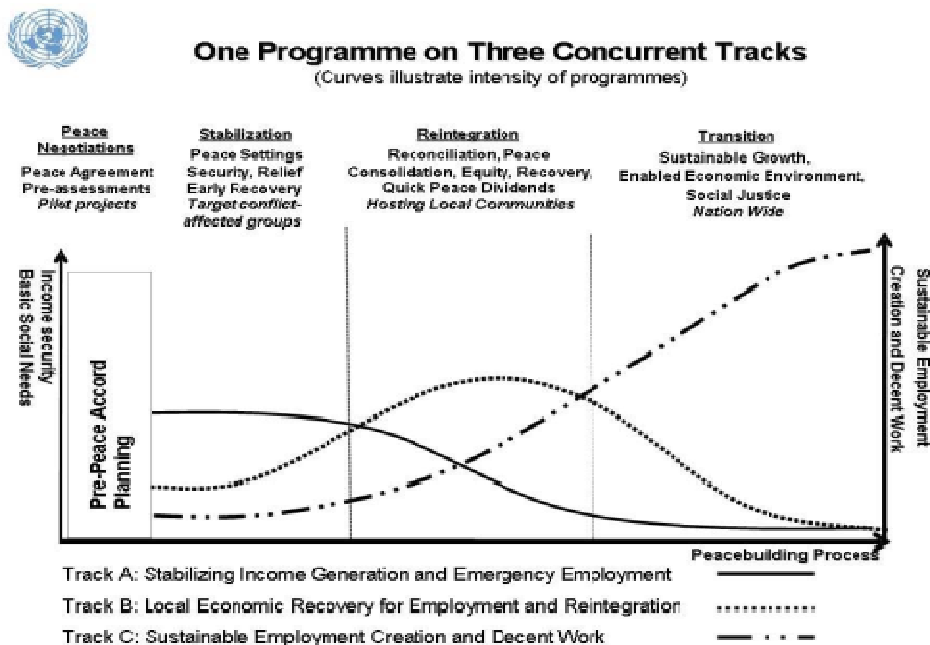
## 4.6. Impact and Sustainability

With respect to impact and sustainability, three separate aspects are considered. The first is the technology and training transfer to direct beneficiaries and the impact this has had on individual agricultural livelihoods. The second is whether the local counterpart organizations can continue to support project type interventions in livelihoods. An integral part of the first two aspects, whether the project has provided a sustainable contribution to peace building, is considered as the third aspect.

Based on criteria of the United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration (see Figure 15 below), the project had a strong orientation towards mid-term economic reintegration (Track B) as the project was not implemented during the early recovery period immediately after the cessation of hostilities. Through the UNIDO and ILO's contribution towards LED and later LER, progress towards local economic recovery (Track B) was significant. However the project also clearly worked to provide immediate stabilising income generation and employment (Track A) style interventions with its focus on vulnerable, income insecure populations and IDPs that had largely been directly impacted by the conflict.

While there was a focus on the informal labour market, especially with the OSH training provided by the ILO, sustainable employment creation and decent work (Track C) was not a strong focus of the project.

**Figure 15: Intervention for peace building and income security**



Despite a reported need for improvement in the quality of products and particularly packaging, the project has had a direct impact on livelihoods by improving income. Regarding the training provided during the Maluku Pelagandong project, the project has had a significant direct impact. Focussed group discussions, interviews with project partners and quantitative data all confirmed this. Just under half of all the persons trained (male and female) reported that they are generating between 26 to 75 per cent greater income. The project has provided income generation activities in the short term and life skills for the medium to long term.

The quantity and quality of goods produced remains an issue according to the MPG. There was also some indication from representatives of the local government that there needs to be a local technical partner, such as a VCT that could operate as 'a centre of excellence'.

From discussions with the beneficiaries and partners in Pelagandong, it appears the project has realised sustainability for direct beneficiaries with the provision of technical agricultural life skills for the individual, an increased professionalism and personal empowerment. Of particular importance was the view of the MPG that by helping to link producers to buyers (albeit to a limited extent) the sustainability of the project has been enhanced. The MPG indicated to the independent evaluation that it will now make an extra effort to link beneficiaries with MFI.

With regards to sustainable institutional capacity, the project document indicated that ministries would provide in-kind support by providing office space. The GOI provided facilities for the project, by providing offices for the TPOs within BAPPEDA. The main project office in Ambon was also a MPG building belonging to the Department of Agriculture.

The MPG also recently committed to continue to sustain and further develop some initiatives of the Maluku Pelagandong project. BAPPEDA and the MPG indicated to the independent evaluation and UNIDO they would secure necessary budgets for the local authorities to continuously support the village producer groups, establish Community Empowerment Funds and expand financial support through MFI modality to the village producer groups. They also proposed to, establish an E-commerce platform to promote and sell their local products on the internet. Budgets remain limited, however, and the MoMT indicated that the Ministries were not able to finance many of the development activities, even in the formal sector. This has sustainability implications especially for those in the informal sector where most of the beneficiaries were working. The MPG generally reported their limited budgets and that without external donor support they would have to downsize any future project support.

Of significant importance was the fact that many beneficiaries now requested further processing training in order to further develop and diversify their products. Some

beneficiaries trained in enhanced crop production (e.g. sweet potatoes) now wanted training in processing though they had not initially requested this assistance. They indicated the project had taught them the potential value of their crop. BAPEDA reported the project had been successful in preparing and empowering people at the village level to the degree that they were now ready to receive MFI funds from the MPG. For their part, Provincial and district authorities confirmed they were ready to provide support to the identified communities and that contributions towards MFI had already commenced.

Regarding a contribution to peace building the most senior officials of BAPPEDA confirmed that the lack of work in Maluku had been a key cause of the conflict. Pelagandong has improved livelihoods not simply by generating money in the short term but by teaching communities to exploit local resources that they were not marketing before. The Project also trained village facilitators from each village to coordinate between the beneficiaries and the MPG extension workers. The Project has been essential in overcoming boundary divisions between the villages, as problems between the communities were reportedly also due to land ownership disputes.

A fact-finding mission on peace building activities undertaken by an ILO CRISIS specialist from Bangkok Regional Office indicated that the various conflicts in Maluku were actually caused by the lack of law enforcement. This was not, however, considered the mandate of UN or an area where agencies could directly intervene. As the ILO has developed crisis modules in conflict, namely 'Local Economic Recovery in Post Conflict' and 'Prevention and resolution of violent and armed conflicts', it was recommended it would be strategic to capacitate village facilitators or leaders to receive ToT in both modules. The ILO appointed a local consultant to develop training modules based on the translated ILO guidelines. The consultant tested the LER modules in 21 villages in coordination with village facilitators.

## **4.7. Crosscutting Issues**

### **Environmental impact**

It is difficult to assess the environmental impact of the project as this was not considered in the project document or the Logical Framework. Overall, the focus on indigenous small-scale agricultural technologies and methodologies would not be expected to have a detrimental environmental impact. Though not explicit in the project document it was evident the project had a focus on environmentally friendly industry through its focus on small-scale sustainable rural development.

UNIDO held workshops advocating against the use of illegal fishing methods in the Seram Island and the detrimental effect of using cyanide and explosives. The

District local government indicated it would independently continue the campaign on a larger scale. Additionally, and at a micro environmental level the distribution of 100 smokeless stoves was also expected to have a positive impact, especially if scaled up.

## **Social impact**

The direct impact of this output is also difficult to define predominately due the Logical Framework and the fact that social impact is notoriously difficult to measure. FGDs with beneficiaries, quantitative data collected by the independent evaluation and interviews with the Local and Provincial government did confirm their view that stabilising income and changing the focus of beneficiaries to work related norms was an integral part of peace building.

The indirect social impact of technical training was reported to be significant. As well as improving technical skills for life and providing immediate income generation opportunities beneficiaries were undertaking productive activities and this was evidently improving self-esteem and empowering beneficiaries as indicated by numerous FGDs especially with the female beneficiaries with respect to WMFI. Coupled with the indications from the government and other international agencies that business is paramount over religious or land-based disputes, it is suggested that the project has indeed contributed to the reduction of poverty and the peace building process in Maluku.

## **Gender**

The project document indicated that only around five processing and value addition activities would be undertaken and these would be implemented with a 50 per cent participation of women. During implementation, however, training and technology transfer was undertaken on a much greater number of agricultural and agro-processing activities. Activities focussed on processing and value addition, agriculture and plantation, forest and semi processing and marine cultivation. There were also product and geographic variations that had a specific impact on gender.

During the final evaluation, Project management indicated the additional challenges resulting from the increased number of products, the geographic dispersal of the project locations and a shift away from agro-processing activities. In Ambon Island, for example, the majority of the VPGs chose the production of processed products and consequently the involvement of females was high. With respect to plantation and horticultural cropping activities, this involved primary processing activities and conversely the involvement of men was higher.



In Seram Island, there was a significant shift by the project away from agro-processing activities because of potential high transport costs and non-availability of packaging material and insufficient local demand for products. This was reported to have had a detrimental effect on the selection of activities with regard to females. Non agro-processing activities such as seaweed, cacao, and vegetable production were traditional male activities as women were not working on the sea or in the forests.

During the initial selection of projects it was also reported by project management that in some villages in Seram Island, female participation was quite low due to the very traditional Muslim nature of some of the more remote village. Overall, the project did not train an equal number of men and women although this was a requirement outlined in the project document. Agricultural activities and therefore projects have a traditional bias towards men. Men generally own the land and decide what crops are to be grown harvested and sold. Neither the project document nor the identification of beneficiaries paid sufficient attention to these traditional practices which resulted in a disproportionate number of male dominated agricultural activities.

In practice, including all activities from workshops and all types of technical and non-technical training activities, there were a reported 3,041 beneficiaries of training of whom, 1,073 were female or just over 35 per cent of the total. According to the November 2012, progress report if product wise beneficiaries are analysed to include only processing, agriculture and plantation, forest processing and marine cultivation, the proportion of female beneficiaries is only 27 per cent of the total.

There did not appear to be a gender bias towards higher income increases for a specific type of activity. Two activities with large numbers of beneficiaries that reported an increase of income between 26—50 per cent were vegetable growing and food processing. Vegetable growing was a predominately male oriented occupation, while processing such as Nutmeg Juice and the production of banana and cassava chips was a predominately female oriented activity.

Although the anticipated targets in the project document were not met, the project was reported to have a very positive impact for women during FGD, particularly the support provided to women to generate additional household income, the usefulness of training provided under OSH and the training provided under WMFI. It was evident from observation that many of the VPGs were entirely composed of women and that these beneficiaries were working together to bridge any cultural or religious divide.

## **5. Conclusions, recommendations & lessons learned**

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### **5.1. Conclusions**

The Maluku Pelagandong project was designed to contribute to poverty reduction and the peace building process in Maluku Province, Indonesia following years of ethnic turmoil. This was done by directly contributing to the local development of sustainable livelihoods and economic activities. The project adopted a dual focus of community empowerment with economic development of SME's that were both geared towards facilitating peace and stability. Without exception beneficiaries reported that the methodology of training across communities and the focus on income generation and community development had been effective in peace building.

UNIDO and the ILO were relevant partners in the implementation of the post crisis project. The comparative advantages of the agencies were mutually beneficial with UNIDO's focus on the technical processing aspect of value chain development and the ILO's focus on value chains coupled with decent work and collective empowerment. UNIDO was well positioned to directly implement training for the beneficiaries, and provide value addition for selected commodities in crisis-affected communities. The ILO engaged predominately with governmental and private sector organizations, training in small enterprise development and providing the first steps towards a decent work framework with its training in OSH.

As peace building rather than PSD was the prime focus of the project, guaranteed markets and value chains were not fully established for all products. The current focus of basic skills training for the largest possible number of beneficiaries in a broad range of products over a wide geographical location also meant it was difficult to maximise value addition for any particular product. It also posed a challenge to efficient and effective project management with the delivery of so many project activities. In some cases, the final selection of products was taking over a year. The selection of projects biased towards agricultural production rather than agro-processing had a negative effect regarding the number of women that received training. The decision to directly implement the project also meant that no training or support to VEC/VETs was provided. No equipment or capacity building was provided to a centralised training agency, though the provincial authorities were the beneficiary of much direct training.

Despite factors cited above, there is no doubt the project was fully relevant with regards to the generation of immediate income and short to medium term stabilisation. This was principally due to an exhaustive and very participatory planning process. The fact that beneficiaries had such a strong involvement in the selection of their own products enhanced national ownership and contributed to the overall goals of the project of peace building and community empowerment.

The development of VPGs and some value addition to their products has been effective. The project improved basic techniques of agriculture and processing in a broad range of local crops. Beneficiaries met by the evaluation team clearly indicated their incomes had increased, they were operating with improved OSH and that small amounts of additional income were being used to invest in essential services such as education. The project has connected buyers with sellers for products and improved marketability through enhanced packaging and labelling. The fact that many producers were now requesting additional value processing only confirms the effectiveness of the project as beneficiaries felt economically empowered and realised the potential value of their products. Obstacles remained regarding market access, the quality of packaging, the price of raw materials and the low prices received for products sold. VPGs also indicated a desire for additional 'bulk' processing equipment and further training.

It is not possible to evaluate the long-term contribution of Pelagandong to peace building at this time. The generation of short-medium term income is an important precursor to wider stabilisation, but if as indicated by expert assessments the rule of law, or lack thereof, is the fundamental issue affecting peace, the project has not significantly contributed to this.

There is good scope for further continuity of the partnership-based approach with the development of the Seaweed Industry development project in Maluku province. The success of the Pelagandong project and the joint agency partnership approach with the provincial government led to the development of this large-scale project that aims to foster employment and value addition within a decent work framework by developing the seaweed industry in Maluku and Nusa Tenggara Timur Provinces. It is anticipated the project could contribute to sustaining the results achieved in the Maluku Pelagandong project.

## 5.2. Recommendations

Regarding the TOR's requirements, recommendations and lessons learned focus on UNIDO's cooperation with Indonesia, particularly in the context of any future joint ILO-UNIDO projects. Recommendations and lessons learned also consider the approach for a wider thematic evaluation of UNIDO's Japanese trust fund and post-crisis projects and take full account of previous thematic UNIDO evaluations.

The following recommendations relate particularly to UNIDO.

### Project identification and formulation

1. Any similar project/programme should pay more attention during the design phase to conduct a fully fledged logical framework approach, including inter alia, stakeholder analysis, problem analysis, realistic project objective identification together with relevant and measurable performance indicators.
2. A more extensive analysis of existing market opportunities and private sector entities should be incorporated in the project formulation stage. This would allow the product portfolio to be kept as small as possible to increase the potential for value addition of products. Focusing on few but promising products reduces the time spent for product/project selection, getting production processes right, training people in production and developing marketing channels for the products.
3. The role of UNIDO in risk analysis and conflict sensitivity should be specifically articulated in future partnership projects. This is also in line with recommendations made by the UNIDO Evaluation Group.
4. The ILO post- crisis modules in conflict, namely 'Local Economic Recovery in Post Conflict' and 'Prevention and resolution of violent and armed conflicts', should be utilised in the preparation of future livelihood projects.

### Coordination and Management

The following recommendations relate to both UNIDO and the ILO.

5. The specific individual roles and responsibilities of the agencies must be clearly defined in the project document. Concrete outcomes (not single outputs or components), should be formulated during project design, which specifically address expected synergies and added value, to be generated by combining the different comparative advantages of the partner organizations.
6. UNIDO should enhance its national livelihood coordination activities in partnership with the ILO in Indonesia. Further integration with UN agencies, local authorities and other potential partners, specifically those working in the

livelihoods and vocational education sectors need to be strengthened. This would help generate further awareness of the methodologies of the Maluku Pelagandong project within the sector.

### **Efficiency**

7. UNIDO should consider ways of devolving more management and operational authority to the field where the bulk of immediate funding, tasking and management decisions are made. This could reduce the likelihood of the initial disconnect between the overall project goal and actual implementation experienced initially by the Maluku Pelagandong project.

### **Effectiveness**

8. Traditional cultural attitudes towards gender need to be accommodated for during project design and women must be fully involved in the identification of appropriate value chains during the inception and early development of project activities. Emphasis should be placed on training women in agro-processing skills, especially given women's recognised role in conflict resolution and to avoid gender bias in product support.

The following recommendations relate to UNIDO, the ILO and the MPG.

### **Sustainability**

9. Monitor commitments from the MPG to continue to support identified VPGs both technically and financially and where practical provide support to these initiatives in future livelihood projects.
10. Clearly articulate the role of any participating local government authorities' in future similar livelihood interventions.

## **5.3. Lessons Learned**

Part of the purpose of the Maluku Pelagandong project evaluation is to feed into and help shape the approach for a wider thematic evaluation of multiple projects funded by the GOJ. The intention is to help UNIDO shape its overall strategy in post-crisis settings, to further identify UNIDO's specific role and added value in supporting crisis-affected countries and to consider the potential for further dual-agency partnership approaches.

Based specifically on the findings of the Maluku Pelagandong project evaluation it is recommended the thematic assessment pays due consideration to the following factors. These factors relate particularly to initial project preparation and implementation methodologies.

- The Maluku Pelagandong project approach of focussing on value chains and equitable development across religious, ethnic and administrative boundaries contributed to peace building as income generation and trading had the potential to transcend community divisions. For post crisis interventions to be sustainable a detailed peace and conflict analysis would enable the root cause of crises to be identified together with their appropriate responses.
- Regarding product selection and development, implementation with a focus on strong community participation of beneficiaries encourages national ownership. However, spreading the range of vocational skills training areas too widely with limited project resources detracts from (or poses an additional risk to) the fullest development of the value chain.
- Involvement of the donor in project evaluations enhanced the donors understanding and lessons learned from project implementation.

# **Annex A: Terms of Reference**

**”Realizing Minimum Living Standards for Disadvantaged Communities through Peace Building and Village Based Economic Development”**

**TF/INS/08/004**

**A joint ILO-UNIDO project**

**Budget: \$2,107,527 (including programme support cost)**

**Period covered: February 2009 – February 2012**

## **1. Introduction**

As a \$2.1 million project close to its completion in December 2012, an evaluation is due in line with the UNIDO TC Guidelines, which mandates independent evaluations for all projects over a €1 million threshold.

In addition, this project evaluation was included in a wider thematic evaluation of UNIDO’s post-crisis interventions due to its relevance to the theme. The thematic evaluation was approved by the UNIDO Executive Board as part of the Evaluation Group’s 2012—13 Work Plan.

What follows is the specific TOR for the project in Indonesia with a budget of \$2.1 million. It should be noted, however, that this TOR constitutes an annex to the wider post-crisis thematic evaluation TOR.

The evaluation mission is to be conducted during the final weeks of project implementation, in November 2012.

## 2. Background and context

### Regional context

The population of the Indonesia's Maluku islands has been suffering from the impacts of a long-term ethnic, religious and social conflict. The archipelago, which is composed of 1,412 islands in the eastern part of the country, and is located next to the borders of Australia, Papua New Guinea and Timor-Leste, has been the scene of a violent conflict between its Christian and Muslim communities for more than a decade. In January 1999, a violent dispute in a small town in the Southeast of capital, Ambon, led to a series of inter-communal conflicts, which soon spread to other islands of Maluku province. The conflict claimed the lives of thousands and caused the displacement of half a million.<sup>33</sup>

Despite a government-sponsored agreement in 2002, tensions in the region remained high and led to renewed communal violence in Ambon in 2004. 10,000 people were displaced and there was massive destruction of property and infrastructure.<sup>34</sup> The long-standing conflict in a region, formerly known for its tourist attraction of white sand beaches, took 9,000 lives, displaced 30 per cent of its 1.5 million residents and instigated the segregation of Christian and Muslims between 1999 and 2004.

In 2011, religious and ethnic fighting erupted once again in Ambon and led to the displacement of thousands and the destruction of some 500 houses.<sup>35</sup>

The conflict has its roots in the legacy of the President Suharto's policy, the "New Order," which was aimed at fostering national integration by reducing poverty in highly populated areas and encouraging migration to remote areas rich with natural resources. This policy brought about ethnic tensions between migrants and locals, and increased disputes over land and resources. The political vacuum created after Suharto's resignation in 1998 and the Asian economic crisis in the same year added to the existing resentments over socio-economic inequalities between Christians, who had enjoyed political and economic advantages under Dutch colonial rule, and the disadvantaged Muslim migrants. Disputes escalated into conflicts and spread to the communities in central Sulawesi<sup>36</sup> and Maluku Islands<sup>37</sup>.

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<sup>33</sup> Human Rights Watch (HRW), 31 May 2000, Moluccan Islands: Communal Violence In Indonesia

<sup>34</sup> International Crisis Group (ICG), 8 February 2002, Indonesia: The search for peace in Maluku

<sup>35</sup> [http://www.internal-](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/$file/global-overview-asia-2011.pdf)

[displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/\\$file/global-overview-asia-2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/0E27234251BE6E48C12579E400369AA9/$file/global-overview-asia-2011.pdf)

<sup>36</sup> [http://www.internal-](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/A7DAC186B00AE2BCC1257861004CAC86/$file/Indonesia-Maluku_Overview_Mar2011.pdf)

[displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/A7DAC186B00AE2BCC1257861004CAC86/\\$file/Indonesia-Maluku\\_Overview\\_Mar2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/%28httpInfoFiles%29/A7DAC186B00AE2BCC1257861004CAC86/$file/Indonesia-Maluku_Overview_Mar2011.pdf)



Destruction of social, financial and natural assets of the region led to increased poverty. In the aftermath of the conflict, poor households rose from 32 per cent of the local population in 2003 to 59.4 per cent in 2005. In addition, the population of Maluku, which mainly relies on earnings from agriculture and fishing, has been struggling with economic difficulties as well as social and political segregation.

Environmental disasters further compound the conflict-related problems of Indonesia's mountainous islands. In August 2012, floods, landslides and a 6.3 magnitude earthquake hit the Ambon area of Maluku province, leading to the displacement of over 1500 households.<sup>38</sup>

Indonesia's economy has been growing in recent years and the country's HDI value has been rising annually by an average of 1.2 per cent<sup>39</sup>, which ranks it 124 among 187 countries (see the Graphs below)<sup>40</sup>.

With 60 per cent of the region's population living in the rural areas, Maluku province remains one of the poorest regions of the country. It had a Gross Regional Product (GRP)<sup>41</sup> of USD 6,270 per capita in 2010<sup>42</sup> and a poverty rate of 23 per cent, which is twice the national rate.<sup>43</sup>

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<sup>37</sup> [http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/C20CF7B67599E8F9C125718600475B70/\\$file/Overcoming+Violent+conflict+--+Maluku+--+2005.pdf](http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/C20CF7B67599E8F9C125718600475B70/$file/Overcoming+Violent+conflict+--+Maluku+--+2005.pdf)

<sup>38</sup> <http://reliefweb.int/report/indonesia/indonesia-monthly-humanitarian-bulletin-issue-08-01-%E2%80%9331-august-2012>

<sup>39</sup> Indonesia's HDI for 2011 is 0.617. However, according to the Human development report in 2011, when the value is discounted for inequality, the HDI falls to 0.504, a loss of 18.3 per cent due to inequality in the distribution of the dimension indices. Indonesia's HDI for 2011 is 0.617. However, when the value is discounted for inequality, the HDI falls to 0.504, a loss of 18.3 per cent due to inequality in the distribution of the dimension indices (<http://hdrstats.undp.org/images/explanations/IDN.pdf>)

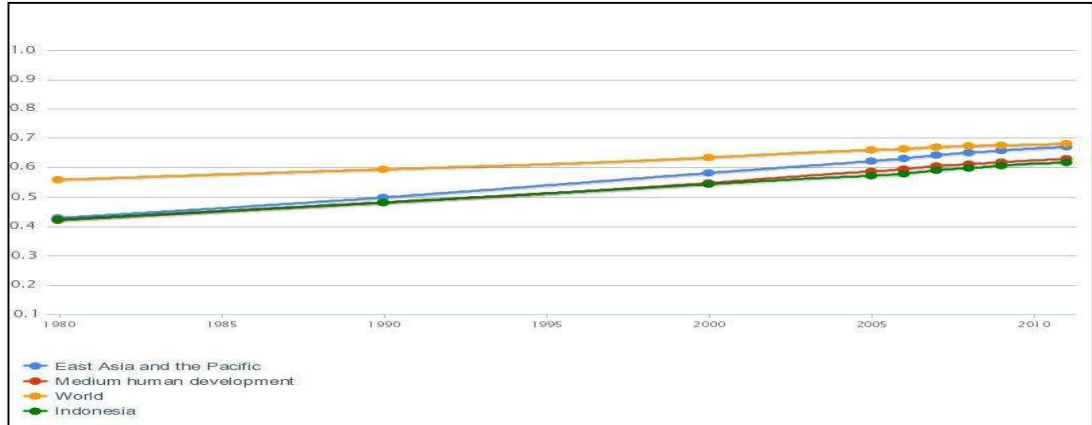
<sup>40</sup> <http://hdrstats.undp.org/images/explanations/IDN.pdf>.

<sup>41</sup> GRP is the regional or provincial counterpart of the national gross domestic product (GDP)

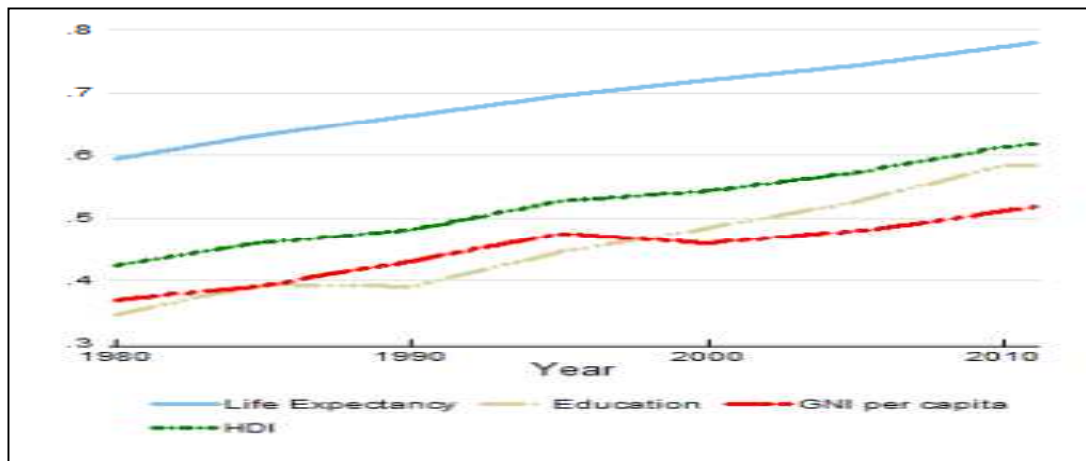
<sup>42</sup> [http://dds.bps.go.id/download\\_file/booklet\\_leaflet/booklet\\_okt2009.pdf](http://dds.bps.go.id/download_file/booklet_leaflet/booklet_okt2009.pdf) (Page 132)

<sup>43</sup> [http://www.bps.go.id/eng/tab\\_sub/view.php?kat=1&tabel=1&daftar=1&id\\_subyek=23&notab=1](http://www.bps.go.id/eng/tab_sub/view.php?kat=1&tabel=1&daftar=1&id_subyek=23&notab=1)

**Graph 1: HDI Trends Indonesia 1980 - Present<sup>44</sup>**



**Graph2: Trends in Indonesia's HDI component indices 1980—2011**



Corruption, land and property disputes, poor reintegration of IDPs into host communities and inadequate access to sanitation and health care has prevented large numbers of affected communities from recovering. According to a study conducted by Mercy Corps in Maluku province in 2009, even five years after returning to their homes, former IDPs continued to have lower incomes than non-displaced groups.<sup>45</sup>

There is a lack of employment and livelihood opportunities for those who fled their homes, lost their properties and livestock and have settled elsewhere. They have had to adapt to new environments, often in urban areas. Lacking the

<sup>44</sup> <http://hdrstats.undp.org/en/countries/profiles/IDN.html>

<sup>45</sup> Mercy Corps, 19 April 2010, Aid to Uprooted Peoples in Maluku. Page 1

required skills to make a living, it is a challenging task for many who have been displaced several times within a decade.<sup>46</sup>

Various government led initiatives have focused on restoring law and order in the region as well as providing humanitarian assistance, such as providing shelter for IDPs and supporting them to returning or resettling.<sup>47</sup> There have however, been shortcomings, particularly with regard to the economic empowerment of affected communities.<sup>48</sup>

Because of national decentralisation reforms since 2007, the central government stopped funding IDPs and transferred the responsibility for IDPs to provincial and district authorities. The National Disaster Management Agency now has long-term responsibility for people displaced by natural disasters and social conflicts and the Ministry of Social affairs is responsible for providing relief during emergencies.

The UN focused its assistance on reintegrating the IDPs at the community-level, and implementing development projects to provide livelihoods opportunities for the most vulnerable members of the population. The UNDAF's focus in Indonesia over the period of 2006-2010 has been strengthening human development to achieve MDGs by increasing the opportunities of sustainable livelihoods and reducing the vulnerability of people affected by conflict and natural disasters.<sup>49</sup>

Although, more than half of the population is working in agriculture and fishery, these traditional employment sectors of the region account for only 31 per cent share of GDP (See the table below). The services sector, including trade, transport, social and personal services, employs around 40 per cent of the population and accounts for more than 60 per cent of the GDP. The industrial sectors including manufacturing are lagging behind and have insignificant shares in employment and GDP of the region.

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<sup>46</sup> [http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/89AF04C76052D032C1257562005D76C9/\\$file/Justice+for+All.pdf](http://www.internal-displacement.org/8025708F004CE90B/%28httpDocuments%29/89AF04C76052D032C1257562005D76C9/$file/Justice+for+All.pdf)

<sup>47</sup> [http://www.internal-displacement.org/8025708F004BE3B1/\(httpInfoFiles\)/A7DAC186B00AE2BCC1257861004CAC86/\\$file/Indonesia-Maluku\\_Overview\\_Mar2011.pdf](http://www.internal-displacement.org/8025708F004BE3B1/(httpInfoFiles)/A7DAC186B00AE2BCC1257861004CAC86/$file/Indonesia-Maluku_Overview_Mar2011.pdf)

<sup>48</sup> <http://www.qeh.ox.ac.uk/pdf/pdf-research/crise-pp4>

<sup>49</sup> <http://www.undp.or.id/pubs/docs/UNDAF%202006-2010.pdf>

**Table: Contributions of sectors to GDP and employment, Maluku.<sup>50</sup>**

Year	% share of GDP		% of employment	
	2002	2010	2002	2010
Agriculture	35.5	31.3	66.3	51.4
Industry	7.5	7.8	8.2	9.0
Mining and quarrying/electricity, gas etc	1.4	1.2	0.6	0.8
Manufacturing	4.9	4.8	5.2	5.0
Construction	1.2	1.8	2.3	3.2
Services	57.0	60.9	25.5	39.6
Trade, restaurants	24.0	25.7	8.3	14.6
Transport & communication	7.9	10.9	4.9	6.2
Social and personal services	19.5	18.9	10.6	17.9
All sectors	100	100	100	100

*Source: SAKERNAS (2010h, 2002); Bank of Indonesia (2010e), GDP 2010 data provided by BPS Maluku*

Maluku islands are endowed with natural resources, marine, mining, oil and gas resources.<sup>51</sup>

## The Project

The development objective of the UNIDO-ILO joint project was “to contribute to poverty reduction and improved human security in the on-going peace building process in the Maluku Province through the development of sustainable livelihoods and economic activities in selected communities”. The joint project aimed at achieving its development objectives through four components within an initial three years framework starting in February 2009:

Outcomes of the project are as following:

- Village organization and empowerment;
- Sustainable livelihood development through education and technology transfer;
- Peace building and conflict management;
- Improving overall living and occupational safety and health conditions.

<sup>50</sup> Employment diagnostic analysis: Maluku, Indonesia/ Per Rinnas, Leyla Shamchiyeva; International Labour Office, Employment Sector. Geneva: ILO, 2011

<sup>51</sup> <http://www.antaraneews.com/en/news/82771/masela-block-to-improve-maluku-peoples-welfare>

The outputs as related to the four project outcomes include:

- 1.1. Beneficiaries and stakeholders participate actively in project planning and monitoring (UNIDO & ILO);
- 1.2. Beneficiaries organise themselves in economically oriented village groups and organizations (UNIDO).
  
- 2.1. VPGs achieve higher value-addition by applying technology and craft skills (UNIDO);
- 2.2. Beneficiary groups access markets with improved and diversified products (UNIDO);
- 2.3. A Local Economic Development (LED) process permits local communities to identify and maximize their economic potential (ILO).
  
- 3.1. Communities have increased capacity to understand and manage conflict situations (ILO);
- 3.2. MPG and other institutions incorporate conflict prevention and resolution strategies and mechanisms as a crosscutting issue in all training activities (ILO).
  
- 4.1. Beneficiaries apply best working practices and utilise safer equipment (UNIDO & ILO).

The direct beneficiaries of the project include IDP-hosting communities with a diverse ethnic background and a history of conflict. The project has been implemented in 20 villages, focussing on areas that were described as ‘the epicentre of the conflict’, namely, Ambon City, West Seram and Central Maluku Districts. The project was planned for a period of three years, including more than 20,000 beneficiaries.

The UNIDO-ILO joint project was designed and implemented in partnership with the Ministry of Industry and Trade and the Ministry of Manpower and Transmigration.

Details of the project results and indicators are given in the Logical Framework attached under Annex 2 below.

## **Budget information**

Total Allotment: USD 2,107,527  
Total Expenditure: USD 2,000,000 (as of October 2012)  
Donor: UN Trust Fund for Human Security (UNTFHS)

### **3. Rationale and purpose**

The main purpose of this project evaluation is two-fold:

- Learning lessons in Maluku with a forward looking approach that can feed into future UNIDO cooperation with the local and central Government;
- To identify best practices and lessons in UNIDO's post-crisis interventions, with an emphasis on lessons from 'joint programme' cooperation with the ILO, and the respective comparative advantages of each agency in a post-crisis context. This includes:
- Identifying challenges, results and lessons in post-crisis joint programming with the ILO;
- Assessing the respective comparative advantages of UNIDO and ILO and their institutional and strategic approaches to post-crisis situations; and
- Feeding into the wider thematic evaluation that seeks lessons and recommendations on UNIDO's post-crisis interventions.

The evaluation exercise will therefore help UNIDO shape its overall strategy in post-crisis settings with a comparative approach, and to further identify UNIDO's specific role and added value in supporting crisis-affected countries make the transition from humanitarian assistance to early recovery, reconstruction, and sustainable development.

The report will therefore be of interest to concerned UNIDO staff at HQ and the field, UNIDO's Indonesian and Japanese counterparts, as well as the ILO.

### **4. Scope and focus**

The evaluation will attempt to determine as systematically and objectively as possible the relevance, efficiency, achievements (outputs, prospects for achieving expected outcomes and impact) and sustainability of the project. To this end, the evaluation will assess the achievements of the project against its key objectives, as set out in the project document and the inception report, including re-examination of the relevance of the objectives and of the design. It will also identify factors that have facilitated or impeded the achievement of the objectives.

In order to identify potential lessons for UNIDO from ILO's experience, and in addition to planned consultations in the field, the evaluation will include a visit to ILO's HQ offices for consultations. A main aim of this visit would be to identify specific post-crisis mechanisms and strategies put in place by the ILO as part of its drive to define its role in post-crisis settings.

The stakeholders will be consulted in Vienna and in the field as part of the evaluation exercise, and their comments and feedback will be sought as part of the report finalisation process.

The evaluation will span the entire project process from the beginning to the present, but will be limited in focus to major project activities and results given the time constraints. The evaluation will cover all specific geographic areas covered by the project, and assess the entire results chain, but will focus more specifically on outputs and planned outcomes, and also the likelihood of achieving planned impacts. Inter alia, this includes analysis of pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability. The evaluation will take full account of a previous (2010) thematic evaluation on UNIDO's post-crisis interventions conducted in 2009, analyse the implementation of its recommendations, and suggest any adjustments based on factual findings and emerging lessons identified.

The scope of the evaluation will be limited to the areas of the project that are under the direct management of UNIDO. ILO's performance will not be directly evaluated, unless an agreement is reached on this with the ILO prior to the evaluation mission. However, the status of all the project outputs will be included in the evaluation report, as they would have a direct bearing on any assessment of the overall results.

## **5. Evaluation issues and key evaluation questions**

The evaluation consultants will be expected to prepare a more targeted and specific set of questions and to design related survey questionnaires as part of the Inception Report, and in line with the above evaluation purpose and focus descriptions.

However, the following issues and questions are expected to be included in the assessment:

### **Project identification and formulation**

- The extent to which a participatory project identification process was applied in selecting problem areas and counterparts requiring technical cooperation support;
- Clarity and realism of the project's broader and immediate objectives, including specification of targets and identification of beneficiaries and

prospects for sustainability within the context of a three-year 'crisis' framework;

- The feasibility of meeting the project's stated targets and objectives given its three-year duration;
- The extent to which lessons from earlier UNIDO projects in Indonesia were taken on board in the formulation process including lessons and recommendations given on existing evaluation reports at the time;
- Relevance of the project to Indonesia's crisis-to-development transition priorities and needs including in the choice of beneficiary institutions and communities;
- Relevance of the project to the needs of target beneficiaries;
- Clarity and logical consistency between, inputs, activities, outputs and progress towards achievement of objectives (quality, quantity and time-frame);
- Realism and clarity in the specification of prior obligations and prerequisites (assumptions and risks);
- Realism and clarity of external institutional relationships, and in the managerial and institutional as well as security framework for implementation and the work plan;
- Likely cost-effectiveness of the project design, particularly within a 'UN join project' framework;
- The appropriateness and relevance of UNIDO's foreseen role within a post-crisis, joint project framework setting with ILO, and in the context of the 2 organizations' respective comparative advantages and approach to crisis-context programming.

## **Project ownership**

- The manner in which beneficiaries were selected, and the extent of participation by the national counterparts and/or target beneficiaries;
- Whether the counterparts have been appropriately involved and were participating in the identification of their critical problem areas and in the development of technical cooperation strategies and are actively supporting the implementation of the project approach within a joint project framework;
- Counterpart contributions and other inputs have been received from the Government (including at the local level) as compared to the project document work plan.



## **Project coordination and management**

- The extent to which the national management and overall field coordination mechanisms of the project have been efficient and effective;
- An assessment of crisis context-specific measures devised and put in place by UNIDO and the project managers, and related recommendations and lessons;
- The UNIDO-based management, coordination, quality control and input delivery mechanisms have been efficient and effective;
- Monitoring and self-evaluation has been carried out effectively, based on indicators for outputs, outcomes and objectives and using that information for project steering and adaptive management;
- Changes in planning documents during implementation have been approved and documented;
- Coordination envisaged with any other development cooperation programmes in the country has been realised and benefits achieved;
- Synergy benefits can be found in relation to other UNIDO and UN activities in the country;
- The effect of and lessons from the institutional set-up on project implementation.

## **Efficiency of Implementation**

Efficiency and adequacy of project implementation including: availability of funds as compared with budgetary inputs by both the donor and national component; the quality and timeliness of input delivery by both UNIDO (expertise, training, equipment, methodologies, etc.) and the Government as compared to the work plan(s); managerial and work efficiency; implementation difficulties; adequacy of monitoring and reporting; the extent of national support and commitment and the quality and quantity of administrative and technical support by UNIDO. Assessment of whether the project approach represented the best use of given resources for achieving the planned objectives.

## **Effectiveness and Project Results**

The evaluation will include a full and systematic assessment of outcomes and outputs produced to date (quantity and quality as compared with work plan and progress towards achieving the immediate objectives), and will be limited to results defined under the direct responsibility of UNIDO. In the case of Outputs under ILO's direct management, a status report will be included, but the report will not include an assessment of ILO's performance.

This includes the relevance of the outputs produced and how the target beneficiaries use the outputs, with particular attention to gender aspects as well as capacity development plans and outcomes; as part of the outcomes, which have occurred or which are likely to happen through utilisation of outputs.

The evaluation will also assess the contribution of the project to enhancing local community resilience, recovery and peace building efforts in targeted regions. Particular attention must be paid to the effectiveness of realising 'community resilience' against crises as stated in the project document, and any lessons that arise. In this light, ILO's outputs related to 'conflict resolution' will be carefully reviewed to identify their intervention logic and any best practices and lessons emerging for UNIDO in crisis contexts.

Attention must also be paid to assessing the effectiveness of selecting the poorest/most vulnerable members of targeted communities for skills training, as against selecting the more 'dynamic' (entrepreneurial) members.

## **Prospects for achieving the expected impact and sustainability**

Prospects for achieving the desired outcomes and impact and prospects for sustaining the project's results by the beneficiaries and the host institutions after the termination of the project, and identification of developmental changes (economic, environmental, social and institutional) that are likely to occur as a result of the intervention, and how far they are sustainable. This, inter alia, should include an assessment of local commitment at various levels to resource allocation for scaling up similar interventions, and an analysis of the impact of the project – and how these relate to and build on earlier UNIDO projects - in Indonesia.

The likely impact that the project will have on the beneficiaries (displaced people and Poor households) and the development of targeted value chains.

## **Recommendations for the next phase**

Recommendations should include consideration of project sustainability, particularly with regard to the promotion of agri-business, marketing of products and the development of targeted value chains within a crisis context.

It is expected that the report's recommendations would also cover pertinent issues such as management arrangements, procurement and financial procedures, timeliness of interventions, selection of beneficiaries, and prospects for sustainability in a crisis context.

Based on the above analysis the evaluation team will draw specific conclusions and make proposals for any necessary further action by the Government and/or UNIDO to safeguard a transition to sustainable development in the context the future joint programming cooperation with ILO or other sister agencies in this area.

The mission will draw attention to any lessons of general interest in post-crisis settings, and in relation to the design and orientation of the aforementioned, planned thematic evaluation.

The recommendations to UNIDO should also be based on a sound understanding of ILO's post-crisis strategy (as a comparator to UNIDO) at both the field and HQ levels, how this has come about, and what the organization sees as its future direction in this area.

## **6. Methodology**

The evaluation will be carried out in keeping with agreed evaluation standards and requirements. More specifically it will fully respect the principles laid down in the "UN Norms and Standards for Evaluation" and Evaluation Policies of UNIDO.<sup>52</sup>

The evaluation will be carried out through analyses of various sources of information, including desk analysis, survey data, and interviews with counterparts, beneficiaries, partner agencies, donor representatives, programme managers and through the cross-validation of data.

While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties.

The evaluation team will consist of a national evaluation consultant and an international evaluator working under the guidance of the UNIDO evaluation manager in EVA/ODG. A junior evaluation consultant will support the team from Vienna assists the Evaluation Manager with developing the TOR and managing the implementation of the thematic evaluation of UNIDO's post-crisis interventions (with a special focus on Indonesia), as part of EVA's work programme for 2012.

The national and international consultants will be expected to visit the project sites and to conduct interviews with various stakeholders in the field before the end of November 2012, and to conduct representative sample surveys of beneficiaries over the three main project locations in Ambon City, West Seram and Central Maluku Districts.

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<sup>52</sup> All documents available from the websites of the UN Evaluation Group: <http://www.uneval.org/>

**Draft Timetable (proposed start date: November 3rd)**

<b>Activity</b>	<b>Work days (International evaluator)</b>	<b>Work days (National Evaluator)</b>	<b>Deliverable</b>
Desk study of project documents & relevant reports on the context	1	1	Inception report - Methodology, questionnaires and mission plan completed
Design a suitable initial evaluation methodology including a detailed field assessment plan – draft inception report	1	1	
Finalise mission plan and appointments and ensure logistical support in place	1	1	
Visit Vienna for preparatory meetings	2	0	
Conduct field assessment	14	14	Presentation on preliminary findings
Detailed analysis of assessment results and follow-up surveys	2	2	
Presentation of preliminary findings in Vienna & further consultations (Visit the ILO HQ in Geneva)	3	0	
Preparation of first draft evaluation report & submission for UNIDO feedback	10	5	First draft Report
Prepare second draft & submit to Evaluation Group to circulate report among stakeholders for factual verification & feedback	2	0	Second draft Report
Finalisation of report upon receipt of stakeholders' feedback and final presentation in Vienna	1	0	Final draft Report
<b>Total</b>	<b>37</b>	<b>24</b>	

## **Consultations**

The mission will maintain close liaison with the representatives of ILO, other UN agencies, UNIDO and the concerned national agencies, as well as with national and international project staff. Although the mission should feel free to discuss with the authorities concerned anything relevant to its assignment, it is not authorised to make any commitments on behalf of the Government, the donor, or UNIDO.

## **Deliverables**

All following deliverables are expected in electronic format:

1. Final evaluation report
2. Initial and final survey reports
3. Draft evaluation report
4. HQ and field presentations
5. Draft survey questionnaire(s)
6. Copies of all completed survey questionnaires
7. Inception report

The evaluation report must follow the structure given in Annex 1.

Draft reports submitted to UNIDO Evaluation Group are shared with the corresponding Programme or Project Officer(s) for initial review and consultation. They may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. The consultation also seeks agreement on the findings and recommendations. The evaluators will take the comments into consideration in preparing the final version of the report.

One copy of all survey interview reports and a copy of all completed survey questionnaires must also be shared with UNIDO and ILO.

The evaluation will be subject to quality assessments by UNIDO Evaluation Group. These apply evaluation quality assessment criteria and are used as a tool for providing structured feedback. The quality of the evaluation report will be assessed and rated against the criteria set forth in the Checklist on evaluation report quality.

## Template of in-depth evaluation reports

### I. Executive summary

- Must be self-explanatory
- Not more than five pages focusing on the most important findings and recommendations
- Overview showing strengths and weaknesses of the project

### II. Introduction

- Information on the evaluation: why, when, by whom, etc.
- Information sources and availability of information
- Methodological remarks and validity of the findings
- Project summary ("fact sheet", including project structure, objectives, donors, counterparts, timing, cost, etc.)

### III. Country and project context

*This chapter provides evidence for the assessment under chapter VI (in particular relevance and sustainability)*

- Brief description including history and previous cooperation
- Project specific framework conditions; situation of the country; major changes over project duration
- Positioning of the UNIDO project (other initiatives of government, other donors, private sector, etc.)
- Counterpart organization(s); (changes in the) situation of the

### I. Project Planning

*This chapter describes the planning process as far as relevant for the assessment under chapter VI*

- Project identification (stakeholder involvement, needs of target groups analysed, depth of analysis, etc.)
- Project formulation (stakeholder involvement, quality of project document, coherence of intervention logic, etc.)
- Description of the underlying intervention theory (causal chain: inputs-activities-outputs-outcomes)
- Funds mobilisation

### II. Project Implementation

*This chapter describes what has been done and provides evidence for the assessment under chapter VI*

- Financial implementation (overview of expenditures, changes in approach reflected by budget revisions, etc.)

- Management (in particular monitoring, self-assessment, adaptation to changed circumstances, etc.)
- Outputs (inputs used and activities carried out to produce project outputs)
- Outcome, impact (what changes at the level of target groups could be observed, refer to outcome indicators in project document if any)

## **VI. Assessment**

*The assessment is based on the analysis carried out in chapter III, IV and V. It assesses the underlying intervention theory (causal chain: inputs-activities-outputs-outcomes). Did it prove to be plausible and realistic? Has it changed **during** implementation? This chapter includes the following aspects:*

- Relevance (evolution of relevance over time: relevance to UNIDO, Government, counterparts, target groups)
- Ownership
- Efficiency (quality of management, quality of inputs, were outputs produced as planned, were synergies with other initiatives sufficiently exploited? Did UNIDO draw on relevant in-house and external expertise? Was management results oriented?)
- Effectiveness and impact (assessment of outcomes and impact, reaching target groups)
- Sustainability
- If applicable: overview table showing performance by outcomes/outputs

## **VII. Issues with regard to a possible next phase**

- Assessment, in the light of the evaluation, of proposals put forward for a possible next phase
- Recommendations on how to proceed under a possible next phase, overall focus, outputs, activities, budgets, etc.

## **VIII. Recommendations**

- Recommendations must be based on evaluation findings
- The implementation of the recommendations must be verifiable (indicate means of verification)
- Recommendations must be actionable; addressed to a specific officer, group or entity who can act on it; have a proposed timeline for implementation
- Recommendations should be structured by addressees:
  - UNIDO
  - Government and/or Counterpart Organizations (Particularly ILO)
  - Donor

## **IX. Lessons learned**

- Lessons learned must be of wider applicability beyond the evaluated project but must be based on findings and conclusions of the evaluation

# Annex B: Project Logical Framework

## Component 1: Village Organization and Empowerment

Immediate Objective 1.1.	Beneficiaries and stakeholders participate actively in project planning and monitoring (UNIDO & ILO)		
Output	Activity	Indicator	Means of Verification
Long-term stakeholder commitment confirmed and project management unit operational	1.1.1 Project inception workshop 1.1.2 Procure equipment for PMU and hire long-term project staff	All stakeholders involved in planning process are participating, clear roles defined	Workshop report, list of participants
Target villages verified in the 3 project target areas	1.1.3 Inception meetings with district, village and clan leaders to verify the selection criteria for the target villages 1.1.4 Jointly with provincial and district stakeholders finalize target village selection	Around 20 villages selected in the target districts and municipality	Reports of project staff
Participatory planning methodology developed and applied, beneficiaries have clear understanding of their involvement in the project	1.1.5 Conduct a set of 3 participatory planning exercises in each of the 20 selected villages	Project-related village development plans finalised in all 20 villages	Village Development Plans
Socio-economic baseline data for M&E purposes established	1.1.6 Conduct a Participatory Rural Appraisal (PRA) in all selected target villages	20 PRAs conducted at the target villages	Project report
Monitoring and evaluation tools applied on provincial and village level	1.1.7 Establish Project Steering Committee (PSC) at the provincial level	At least 6 PSC meetings conducted during the life of the project	PSC minutes
	1.1.8 Conduct regular event-oriented workshops in target communities to follow up on progress of village development plan implementation	6 events/meetings to be conducted in each village during the project duration	Progress reports
Synergy with other initiatives ensured	1.1.9 Conduct coordination meetings with other initiatives (UNDP, JICA, Save the Children) to prevent duplication	3 coordination meetings conducted Joint activities conducted	Minutes of meeting Joint work plan for selected activities
	1.1.10 Organise annual Peace Festival	3 Peace Festivals organised in close cooperation with MPG, other stakeholders and beneficiaries	Festival documentation, TV documentation etc.



<b>Immediate Objective 1.2.</b>	<b>Beneficiaries organise themselves in economically oriented village groups and organizations (UNIDO)</b>		
<b>Output</b>	<b>Activity</b>	<b>Indicator</b>	<b>Means of Verification</b>
VPGs and/or cooperatives established and strengthened at the target villages	1.2.1 Undertake a diagnostic study of the existing traditional village organization and clan structures 1.2.2 Conduct community workshops to establish preferences for economic improvement and peace building activities 1.2.3 Prepare business work-plan for each VPG	At least 10 VPGs established in each target village Marginalised beneficiary groups like unemployed youth at risk, women with children are fully involved At least 20 workshops conducted involving more than 20% of marginalised groups	Study and workshop reports
A modular training programme for each village developed based on training need assessment	1.2.4 Conduct training need assessment 1.2.5 Develop training methodology 1.2.6 Conduct role-playing games to explain functions of various group members e.g. leader, marketing, book keeping etc. 1.2.7 Formulate training and work-plan for the efficient running of the VPG 1.2.8 Select VPG leaders and provide additional and continuous ToT	At least 200 work-plans formulated 240 VPG leaders trained	Work plans Training reports

## **Component 2: Sustainable Livelihood Development through Education and Technology Transfer**

<b>Immediate Objective 2.1.</b>	<b>VPGs achieve higher value-added by applying technology and craft skills (UNIDO)</b>		
<b>Output</b>	<b>Activity</b>	<b>Indicator</b>	<b>Means of Verification</b>
Economically feasible commodities and viable crafts verified	2.1.1 Assess potential agricultural raw materials and other micro-business opportunities in each target village	At least 5 micro-business opportunities identified/verified in each village	Assessment report
Appropriate technology identified and procured	2.1.2 Identify sets of appropriate technology for selected micro-business 2.1.3 Procurement process 2.1.4 Handover of appropriate technology to VPG	At least 8 different sets of appropriate technology packages Each VPG receives technology package based on selection process	Procurement and handover documentation

<b>Immediate Objective 2.1.</b>	<b>VPGs achieve higher value-added by applying technology and craft skills (UNIDO)</b>		
Value addition of local products increased through upgraded technical skills and provision of relevant equipment	2.1.5 Provide initial training for group members on how to use equipment economically and safely 2.1.6 Provide training on equipment maintenance and basic repairs 2.1.7 Observe current practices in terms of safety, hygiene, environmental issues, yield and overall income generation potential and present to group 2.1.8 Provide continuous retraining and advisory services 2.1.9 Conduct regular meetings with VPG to discuss income generation and related progress/problems	At least 200 people trained in how to use equipment economically and safely  At least 200 people trained in equipment maintenance  At least the income potential of the people/productivity groups will increase by 20%/ or climb above the Govt of Indonesia defined poverty limit	Training reports Minutes of meetings with VPGs
<b>Immediate Objective 2.2.</b>	<b>Beneficiary groups access markets with improved and diversified products (UNIDO)</b>		
<b>Output</b>	<b>Activity</b>	<b>Indicator</b>	<b>Means of Verification</b>
Marketing strategy developed	2.2.1 Analyse current product ranges on issues such as: price, quality, presentation/packaging for various domestic market segments including tourism 2.2.2 Conduct market study and strategy for selected product ranges (current and new products)	5 sets of marketing studies/strategies	Study papers
Traditional Maluku motifs integrated into product design to increase regional identity and community self esteem	2.2.3 Assess traditional cultural Maluku motifs and patterns 2.2.4 Develop Maluku product label 2.2.5 Conduct workshop with MPG and other stakeholders to endorse Maluku product label 2.2.6 Prepare promotional material	MPG approves and promotes the Maluku product label  One brochure for each product printed and distributed  Project promotional material	Brochures and pamphlets
VPG received marketing skills and information	2.2.7 Conduct training for marketing representatives of VPGs in selling, production & marketing networking, economies of scale, shipping marketing strategy, use of middle men, quality insurance	At least 200 marketing representatives of VPGs trained	Training reports

<b>Immediate Objective 2.2.</b>	<b>Beneficiary groups access markets with improved and diversified products (UNIDO)</b>		
<b>Output</b>	<b>Activity</b>	<b>Indicator</b>	<b>Means of Verification</b>
New market-oriented products developed/designed and existing products improved	2.2.8 Conduct training on product design and development	At least 200 members of VPGs trained	Training reports
Product packaging regarding protection, technical information and aesthetics improved	2.2.9 Conduct training on improved packaging concepts and technology	At least 200 members of VPGs trained	Training reports
Market exposure of VPG products facilitated	2.2.10 Organise the participation of VPGs in local and national trade fairs 2.2.11 Build outlet shops in the respective districts	Each VPG participating in at least 2 trade fairs both at local and national level	Fair documentation, pictures
<b>Immediate Objective 2.3.</b>	<b>A LED process permits local communities to identify and maximise their economic potential (ILO)</b>		
<b>Output</b>	<b>Activity</b>	<b>Indicator</b>	<b>Means of Verification</b>
Strengthened capacities of local communities to design and implement locally-driven LED programs and activities	2.3.1 Conduct LED trainings and provide follow up support 2.3.2 Conduct a study visit on LED activities in other regions or neighbouring countries	Pre and post project surveys indicate that the target groups have increased capacity Number of technical and operational staff and members of the local government apply knowledge gained during study tour	Pre and post project surveys Project records
A Local Economic Development initiative is undertaken	2.3.3 Conduct a SWOT analysis of the local economy 2.3.4 Establish guidelines for financing the LED activity 2.3.5 Provide technical assistance as needed	The LED initiative is operational	Documented case study and project records
Examples of good practice are tested and disseminated	2.3.6 Monitor, and evaluate the LED intervention 2.3.7 Document good practice examples and case study 2.3.8 Develop LED promotional material and disseminate nationally	Publications of case study/ good practice examples National and local media coverage of the LED case study	Project records Leading newspapers, TV channels, journals etc.

### Component 3: Peace Building and Conflict Management

Immediate Objective 3.1.	Communities have increased capacity to understand and manage conflict situations (UNIDO and ILO)		
Output	Activity	Indicator	Means of Verification
Local mechanism for both conflict prevention and economic improvement is introduced and implemented	3.1.1 Identification of post-conflict mechanisms of social exclusion that continues to create tension and strengthens discrimination 3.1.2 Conduct community driven participatory assessment on social-economic and peace status in target districts	At least 1,000 people trained in conflict management and prevention	Project report
Immediate Objective 3.2.	MPG and other institutions incorporate conflict prevention and resolution strategies and mechanisms as a cross-cutting issue in all training activities (UNIDO and ILO)		
Output	Activity	Indicator	Means of Verification
Training and counselling in conflict management and prevention provided	3.2.1 Develop and implement action-based training modules on: team work, communal ownership of equipment, life skills, stress and trauma 3.2.2 Provide continuous counselling to village groups	Conflict mitigation mechanism suitable to local culture developed Number of community members participating in joint activities increased by at least 10% Number of dispute between communities in target district reduced Risk of inter- and intra-group conflicts is minimised -Groups understand responsibilities of individual members when assets are owned communally. -Mechanism for both conflict prevention and economic improvement is used -People from both sides of the conflict have worked together in a peaceful way for a common purpose	Training report

**Component 4: Improving Overall Living and Occupational Safety & Health Conditions**

Immediate Objective 4.1.	Beneficiaries apply best working practices and utilise safer equipment (ILO & UNIDO)		
Output	Activity	Indicator	Means of Verification
Hygiene, sanitary standards, and good housekeeping procedures introduced	4.1.1 Undertake an assessment of current health and OSH condition in the target districts	Number of people suffering from food poisoning, respiratory illnesses and illnesses related working conditions reduced	OSH report
	4.1.2 Assess all technologies promoted by the project on OSH issues and improve if necessary		
Workplace station improved with inspection and control mechanism reinforced	4.1.3 Conduct awareness raising activities on best working practices (safety, hygiene, food safety)	Number of work injuries reduced	Training reports
	4.1.4 Conduct TOT training in the use of WISH (Work Improvement for Safe Homes) and WIND (Work Improvement in Neighbourhood Development) to project counterparts	Number of people who are aware of and able to apply OSH and sanitation in their work place and residences increase	
	4.1.5 Ensure workplace inspection and checklist application in place	Improved safety, environment friendly work place	Project report
	4.1.6 Introduce smokeless stoves to selected households and initiatives	80 stoves distributed	Handover documentation



## Annex D: Sample Distribution by Village, Product & Religion

Date	Village	Product	No. of questionnaire	Main religion
21-Nov	<b>Hutumuri</b>	Nutmeg juice	8	
		Pineapple juice	4	
		Seaweed	2	
		<b>Total</b>	<b>14</b>	<b>Christian</b>
21-Nov	<b>Suli</b>	Cake	5	
		Banana chips	5	
		Cassava chips	2	
		Cajuput oil	2	
		Ginger powder	3	
		<b>Total</b>	<b>17</b>	<b>Christian</b>
22-Nov	<b>Talagakodok</b>	Organic vegetable	12	
		<b>Total</b>	<b>12</b>	<b>Muslim</b>
22-Nov	<b>Tial</b>	Nutmeg juice	7	
		Abon Ikan	5	
		Cassava chips	6	
		Banana chips	6	
		<b>Total</b>	<b>24</b>	<b>Muslim</b>
22-Nov	<b>Nania</b>	Cassava chips	8	
		Banana chips	8	
		<b>Total</b>	<b>16</b>	
	<b>Total Ambon Island</b>		<b>83</b>	<b>Both</b>
22-Nov	Travel to Seram Island			
24-Nov	<b>Nuruwe</b>	Seaweed	10	
		Sagu	2	
		Copra	6	
		<b>Total</b>	<b>18</b>	<b>Christian</b>

Date	Village	Product	No. of questionnaire	Main religion
24-Nov	<b>Lokki</b>	Cacao	6	
		Sagu	4	
		Vegetable	6	
		<b>Total</b>	<b>16</b>	<b>Christian</b>
24-Nov	<b>Seriholo</b>	Vegetable	12	
		<b>Total</b>	<b>12</b>	<b>Christian</b>
23-Nov	<b>Tamanjaya</b>	Copra	5	
		Grape & Cassava	7	
		<b>Total</b>	<b>12</b>	<b>Muslim</b>
23-Nov	<b>Hanunu</b>	Cajuput oil	2	
		Cacao	4	
		Vegetable	5	
		<b>Total</b>	<b>11</b>	<b>Muslim</b>
26-Nov	<b>Yafilla</b>	VCO	6	
		Cacao	4	
		Copra	3	
		Vegetable	8	
		<b>Total</b>	<b>21</b>	Christian
26-Nov	<b>Layeni</b>	Cacao	7	
		Vegetable	5	
		<b>Total</b>	<b>12</b>	Christian
27-Nov	<b>Horale</b>	Cacao	6	
		Sagu	9	
		<b>Total</b>	<b>15</b>	Christian
	<b>Total Seram Island</b>		<b>117</b>	
	<b>Grand Total</b>		<b>200</b>	



## Annex E: List of individuals interviewed

Name	Job title/Position in company/organization	Name of company/organization
Noriko Takahashi	Project Manager, Maluku Pelagandong Project	UNIDO VIENNA
Gerhardt Schweisser	CTA, Maluku Pelagandong Project	UNIDO VIENNA
Imram Farooque	Deputy to the Director, Bureau for Regional programmes and Former UNIDO Representative, UNIDO Jakarta	UNIDO VIENNA
Massoud Hedeshi	Evaluation Officer, UNIDO Evaluation Group	UNIDO VIENNA
Leila Salehiravesh	Evaluation Consultant, UNIDO Evaluation Group	UNIDO VIENNA
Shadia Yousif Bakhait	UNIDO Representative, UNIDO Jakarta	UNIDO Jakarta and Maluku
Johannes Verhelst	National Programme Officer, UNIDO Jakarta	UNIDO Jakarta and Maluku
Nahrudin Alie	National Programme Officer, UNIDO Jakarta	UNIDO Jakarta and Maluku
Ram-Kishore Singh	Technical Project Advisor, UNIDO Ambon	UNIDO Project Office Ambon
Sandra Lakembe	National Programme Coordinator, UNIDO Ambon	UNIDO Project Office Ambon
Isra Amin Ali	Technical Project Officer for Ambon City, UNIDO Ambon	UNIDO Project Office Ambon
Marwan Bahasoan	Technical Project Officer for West Seram UNIDO Ambon	UNIDO Project Office Ambon
Johan Upessy	Technical Project Officer for Central Maluku, UNIDO Ambon	UNIDO Project Office Ambon
Heru Nugroho	Ministry of Industry, Jakarta, Deputy Director for International Industrial Cooperation	GOVERNMENT OF INDONESIA, JAKARTA
Anton Lailosa	Head of Economic Section Bappeda (Regional Development Planning Agency), Maluku province	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
N. Assagaff	Vice Governor, Local Government	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
M.Z. Sangaji	Head of Regional Development Planning Agency (Bappeda)	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Uwebun Jeremias	Head of Office of Manpower & Transmigration	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Melianus Hanny Kakerissa	Supervisor of Manpower, Office of Manpower & Transmigration	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT

<b>Name</b>	<b>Job title/Position in company/organization</b>	<b>Name of company/ organization</b>
S.P. Soselia	Head of Section of Agro-Industry Office of Industry and Trade	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Lenny Louhenapessy	Acting Head of Section of Management Administration UPTD - Office of Industry and Trade	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Chris Tukloy	Head of Economic Section Bappeda, (Regional Development Planning Agency), Ambon City	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Piet Leuwol	Head of Industry Section Office of Industry and Trade, Ambon City	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Yarious Khomiksarus	Staff of Industry Section Office of Industry and Trade, Ambon City	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Paulus Matitaputty	Office of Forestry and Plantation, West Seram District	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Y. Masbaiubun	Head of Section Office of Food Security and Extension Service, West Seram District.	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Karel Silaya	Bappeda (Regional Development Planning Agency), West Seram District	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
S.A. Paliawa	Deputy Head of Office of Cooperative & Small & Medium Enterprises, West Seram District	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Z.P. Selanno	Head of Office of Forestry and Plantation, West Seram District	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Riry Edy Navi. D	Acting Head of Office of Ocean and Fisheries	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Octov Edward Patty	Head of Section of Plantation Office of Forestry and Plantation, Central Maluku District	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Enny Rahman	Head of Section of Social & Culture Bappeda (Regional Development Planning Agency), Central Maluku	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Aziz Marabessy	Bappeda (Regional Development Planning Agency), Central Maluku	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Karel Patiasina	Head of Office of Food Security and Extension Service, Central Maluku	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Jufry Pary	Extension Service Officer of Plantation (Cocoa) Office of Food Security and Extension Service	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Dahlan Malawat	Head of Office of Cooperative & Small & Medium Enterprises, Central Maluku	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT
Bahmit Basyir	Head of Section of SME Office of Cooperative & Small & Medium Enterprises, Central Maluku	GOVERNMENT OF INDONESIA, MALUKU LOCAL GOVERNMENT

<b>Name</b>	<b>Job title/Position in company/organization</b>	<b>Name of company/organization</b>
Alfrdo Lazarte-Hoyle	Director, Programme on Crisis Response and Reconstruction	ILO Geneva
Donato Kiniger-Passigli	Senior Specialist Strategy Partnerships and Crisis Response Coordination	ILO GENEVA
Peter van Rooij	Director ILO, Jakarta	ILO JAKARTA AND MALUKU
Michico Miyamoto	Deputy Director, ILO Jakarta	ILO JAKARTA AND MALUKU
Tauvik Muhamad	Programme Officer, ILO Jakarta	ILO JAKARTA AND MALUKU
Irfan Afandi	ILO Local Project Coordinator, ILO Ambon	ILO JAKARTA AND MALUKU
El-Mostafa Benlamlah	United Nations Resident Coordinator, Jakarta	UN JACARTA
Ayako Masuda	Third Secretary-Economic Section	EMBASSY OF JAPAN, JAKARTA
Dewi Huba	Agricultural Extension Service Worker Telagakodok, Hitumessing, Central Maluku	

\*Beneficiaries and participants in FGDs were too numerous to mention by name

## Annex F: Questionnaire and guide for FGD for beneficiaries

<b>Information about Respondent / Informasi tentang Responden</b>	
Name of Respondent: <i>Nama Responden:</i>	
How old are you? <i>Berapa umur anda?</i>	
Are you male or female? <i>Laki atau perempuan ?</i>	Male <input type="checkbox"/> Female <input type="checkbox"/> <i>Laki Perempuan</i>
What is your religion? <i>Apa agama anda?</i>	Christian <input type="checkbox"/> <i>Kristen</i> Moslem <input type="checkbox"/> <i>Muslim</i>
What is your place of origin? <i>Asal tempat tinggal?</i>	
Where do you live now? <i>Tempat tinggal anda sekarang?</i> Address: <i>Alamat (i.e. Dusun)</i> Village: <i>Desa/Kelurahan:</i> District: <i>Kabupaten:</i>	
Level of education? <i>Tingkat pendidikan?</i>	<input type="checkbox"/> No formal education <i>Tidak pernah mengikuti pendidikan formal</i> <input type="checkbox"/> Formal Primary School Education (6-14 years) <i>Pendidikan Formal SD</i> <input type="checkbox"/> Formal Secondary Education (15-18 years) <i>Pendidikan Formal SLTP dan SLTA</i> <input type="checkbox"/> Formal Tertiary Education (University) <i>Pendidikan Formal Perguruan Tinggi/Univ Ersitas</i>

<b>About Your Situation before the UNIDO/ILO Training / Tentang Situasi Anda sebelum Pelatihan dari UNIDO/ILO</b>	
Did you receive any other vocational training before the UNIDO/ILO Training? <i>Apakah anda pernah mendapatkan pelatihan kejuruan sebelum pelatihan yang diberikan oleh UNIDO/ILO?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
What was your job before the UNIDO/ILO training? <i>Apa pekerjaan anda sebelum mendapatkan pelatihan dari UNIDO/ILO?</i>	Farmer/Petani <input type="checkbox"/> Self-employed business/Wiraswasta <input type="checkbox"/> Government/Karyawan Pemerintah <input type="checkbox"/> Employee/Karyawan/Pegawai <input type="checkbox"/> Casual/ Daily Labourer/Buruh harian <input type="checkbox"/> No job/Tidak bekerja/Menganggur <input type="checkbox"/>
<b>About Your Experience with the Training / Tentang Pengalaman Anda dengan Pelatihan</b>	
Indicate any training you received in addition to technical training. <i>Sebutkan pelatihan yang diperoleh selain pelatihan teknis.</i>	Basic entrepreneurship (SYB) <input type="checkbox"/> <i>Dasar2 kewirausahaan</i> Cooperative training <input type="checkbox"/> <i>Pelatihan Koperasi</i> Conflict management <input type="checkbox"/> <i>Manajemen konflik</i> Wish/WIND <input type="checkbox"/> Microfinance <input type="checkbox"/>
.How many days was your training? <i>Berapa hari pelatihan anda?</i>	
Were you satisfied with the training? <i>Apakah anda puas dengan pelatihan tersebut?</i>	Very Satisfied/Sangat puas <input type="checkbox"/> Satisfied/Puas <input type="checkbox"/> Not Satisfied/Tidak puas <input type="checkbox"/>
How would you rate the trainers ability to teach you? <i>Bagaimana tingkat kemampuan pelatih yang mengajar anda?</i>	Very Good/Sangat Bagus <input type="checkbox"/> Good/Bagus <input type="checkbox"/> Not Good/Tidak Bagus <input type="checkbox"/>

<b>About Your Situation after the Training / Tentang Situasi Anda setelah Pelatihan</b>	
Has the training improved the quality of your skills? <i>Apakah pelatihan meningkatkan keterampilan anda?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
Do you believe your new skills help you integrate better in your local community? <i>Apakah anda yakin bahwa keterampilan baru anda bisa bermanfaat untuk anda dalam berintegrasi di masyarakat lokal?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/> Don't Know/Tidak Tahu <input type="checkbox"/>
Do you believe you have more work opportunities since the training? <i>Apakah anda yakin bahwa anda punya lebih banyak kesempatan kerja setelah mendapatkan pelatihan?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
Do you think you can train other people with the skills you have learned? <i>Apakah anda dapat melatih orang lain dengan keterampilan yang pernah anda pelajari?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
Have you been able to improve your business using the skills you learned during the training? <i>Apakah anda telah berhasil memperbaiki/meningkatkan bisnis anda dengan menggunakan keterampilan yang anda pelajari selama pelatihan.</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
Did you receive equipment/tools from UNIDO/ILO? <i>Apakah anda menerima bantuan alat2/peralatan dari UNIDO/ILO?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
If yes what tools? <i>Jika ya, peralatan apa?</i>	
Were you provided access to improved equipment, what do you think of the quality of the equipment? <i>Apakah anda mendapatkan perbaikan peralatan, menurut anda bagaimana kualitas peralatannya?</i>	Good quality <input type="checkbox"/> <i>Kualitas bagus</i> Medium quality <input type="checkbox"/> <i>Kualiatas menengah</i> Poor quality <input type="checkbox"/> <i>Kualiatasnya jelek</i>
Do you still have access to this equipment? <i>Apakah anda masih bisa memanfaatkan peralatan tersebut?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>
If you answered No Explain <i>Jika anda menjawab Tidak, jelaskan !</i>	
Is the equipment shared with other people? <i>Apakah peralatan ini digunakan bersama dengan orang lain?</i>	Yes/Ya <input type="checkbox"/> No/Tidak <input type="checkbox"/>

<p>How many people do you share the equipment with?  <i>Peralatan ini digunakan secara bersama untuk berapa orang?</i></p>	
<p>How useful do you think the equipment is to your current job?  <i>Menurut anda, sejauh mana peralatan ini berguna pada pekerjaan anda saat ini?</i></p>	<p>Essential <input type="checkbox"/>  <i>Penting</i>  Very useful <input type="checkbox"/>  <i>Sangat bermanfaat</i>  Partially useful <input type="checkbox"/>  <i>Sebagian bermanfaat</i>  Not useful at all <input type="checkbox"/>  <i>Sama sekali tidak bermanfaat</i></p>
<p>Did your income increase because of the training and equipment?  <i>Apakah penghasilan anda meningkat karena peralatan dan pelatihan?</i></p>	<p>Yes/ Ya <input type="checkbox"/>  No/ Tidak <input type="checkbox"/></p>
<p>If yes, by about how much more?  <i>Jika ya, berapa banyak meningkatnya?</i></p>	<p><input type="checkbox"/> 0-10% more than before  <i>0-10% lebih banyak dari sebelumnya</i>  <input type="checkbox"/> 11-25% more than before  <i>11-25% lebih banyak dari sebelumnya</i>  <input type="checkbox"/> 26-50% more than before  <i>26-50% lebih banyak dari sebelumnya</i>  <input type="checkbox"/> 51-75% more than before  <i>51-75% lebih banyak dari sebelumnya</i>  <input type="checkbox"/> 76-100% more than before  <i>76 – 100% lebih banyak dari sebelumnya</i></p>
<p>Have workplace hygiene and sanitary standards increased because of your training?  <i>Apakah standar kesehatan dan sanitasi di tempat kerja meningkat dikarenakan pelatihan anda</i></p>	<p>Yes/ Ya <input type="checkbox"/>  No/ Tidak <input type="checkbox"/></p>

How useful do you think the WIND/WISH Programme is to prevent injury during work	Essential <input type="checkbox"/> <i>Penting</i> Very useful <input type="checkbox"/> <i>Sangat bermanfaat</i> Partially useful <input type="checkbox"/> <i>Sebagian bermanfaat</i> Not useful at all <input type="checkbox"/> <i>Sama sekali tidak bermanfaat</i>
31. How were you affected during the conflict? <i>Bagaimana anda terpengaruh selama konflik?</i>	Lost land/resources <input type="checkbox"/> <i>Kehilangan lahan/sumberdaya</i> <input type="checkbox"/> Lost property/buildings <input type="checkbox"/> <i>Kehilangan properti/bangunan</i> <input type="checkbox"/> Lost a family member <input type="checkbox"/> <i>Kehilangan anggota keluarga</i> <input type="checkbox"/> Income was reduced <input type="checkbox"/> <i>Penghasilan berkurang</i>

Date of interview/Tanggal wawancara: \_\_\_\_\_

Name of interviewer>Nama Pewawancara: \_\_\_\_\_

Notes/Catatan:



## **Guide for Focus Group Discussions (FGDs)**

### **Pedoman untuk FGDs**

1. Did you participate in the selection of training?  
*Apakah anda berpartisipasi dalam seleksi pelatihan?*
2. How relevant was the project to the particular skills training and services you needed.  
*Bagaimana relevansi project ini terutama pada pelatihan keterampilan dan pelayanan yang anda butuhkan?*
3. Discuss changes in occupational safety and health conditions?  
*Diskusikan perubahan dalam kondisi keamanan dan kesehatan lingkungan di tempat tinggal dan di tempat kerja?*
4. Discuss access to markets (raw materials and selling).  
*Diskusikan akses ke pasar (bahan mentah dan penjualan)*
5. What is the quality of equipment you are working with?  
*Bagaimana kualitas peralatan yang anda gunakan?*
6. Do you think the training you received will make a difference with regards to food security (availability and access to more food) and access to education and housing?  
*Menurut anda apakah pelatihan yang anda peroleh akan membuat berbeda dalam kaitannya dengan keamanan pangan (ketersediaan pangan dan akses pada lebih banyak pangan) dan akses pada pendidikan dan perumahan?*
7. Has the training you received (activities selected) allowed you to invest more in education and health?  
*Apakah pelatihan yang anda dapatkan (kegiatan yang dipilih) membuat anda berinvestasi lebih banyak pada pendidikan dan kesehatan?*
8. In what ways do you think you are more capable of managing local conflict?  
*Menurut anda dalam hal apa anda lebih menguasai manajemen konflik di daerah?*
9. What else is needed to make long term changes in your livelihood?  
*Apa lagi perubahan yang dibutuhkan dalam jangka panjang dalam mata pencaharian anda?*

## **Annex G: Bibliography**

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