Participatory Land Use Planning (PLUP) Evaluation: Round 1 Report

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Abbreviations

ADD	Village Allocation Funds	Alokasi Dana Desa
APBD	Regional Budget Funds	Anggaran Pendapatan dan Belanja Daerah
APBN	National Budget Funds	Anggaran Pendapatan dan Belanja Negara
APL	Other Land Uses, or non-forest area	Areal Penggunaan Lain
BAPPEDA	Local Development Planning Agency	Badan Perencanaan Pembangunan Daerah
BAPPENAS	Ministry of National Development Planning	Menteri Negara Perencanaan Pembangunan Nasional
BIG	Geospatial Information Agency	Badan Informasi Geospasial
BKPRD	Regional Spatial Planning Coordination Board	Badan Kordinasi Penataan Ruang Daerah
BLHD	Regional Environment Agency (regional authority of MOEF)	Badan Lingkungan Hidup Daerah
BPMPD	Village Governance and Empowerment Agency	Badan Pemberdayaan Masyarakat Pemerintahan Desa
BPN	National Land Agency	Badan Pertanahan Nasional
BPS	National Statistics Agency	Badan Pusat Statistik
BRG	Indonesia Peatland	Badan Restorasi Gambut

	Restoration Agency	
CLCS	Community Liaison and Coordination Specialist	
DRB	Disclosure Review Board	
DFATD	Department of Foreign Affairs, Trade and Development (Canada,), (formerly the Canadian International Development Agency, CIDA)	
Dishutbun	Plantations Agency (usually jointly administered with the forestry agencies)	Dinas Kehutanaan dan Perkebunan
Dinas PU	Public Works Agency	Dinas Pekerjaan Umum
Dinas Tata Ruang/Tata Kota	Spatial (or City) Planning Agency	Dinas Tata Ruang/Tata Kota
DRA	District Readiness Assessment	
ESDM	Ministry of Energy and Mineral Resources	Kementerian Energi dan Sumber Daya Mineral
ET	Evaluation Team	
FGD	Focus Group Discussion	
GHG	Greenhouse Gas	
GIS	Geographic Information System	
GNSS	Global Navigation Satellite System	

GPS	Global Positioning System	
HGU	"Right to Cultivate"	"Hak Guna Usaha"
IMB	Building Construction Permits	Izin Mendirikan Bangunan
IMS	Information Management System	
KII	Key Informant Interview	
KTP	Indonesian Identity Cards	Kartu Tanda Pendudak
KUGI	Catalogue of Geographic Elements for Indonesia	Katalog Unsur Geografis Indonesia
LUCF	Land-Use Change and Forestry	
MCA-I	Millennium Challenge Account – Indonesia	
MCC	Millennium Challenge Corporation	
MOEF	Ministry of Environment and Forestry	
MOHA	Ministry of Home Affairs	
MOU	Memorandum of Understanding	
NGO	Non-governmental Organization	
NRM	National Resource Management	
OSS	One Stop Shop	Pelayanan Terpadu Satu Pintu (PTSP) Also Badan Penanaman Modal Daerah (BPMD), in

		areas where this 'Regional Investment Board' has merged with OSS
PE	Performance Evaluation	
Pemekaran	Formation of a new administrative unit in Indonesia at the Provincial, District, Sub-district, or Village level. This process is regulated by Law No. 32/2004.	
PKK	Family Welfare Organization (Women's organization)	Pembinaan Kesejahteraan Keluarga
PLUP	Participatory Land Use Planning	
PMAP	Participatory Mapping and Planning	
PMC	Project Management Consultant	
Profil Desa	Village Profile	
R/DRM	Regional and District Relationship Managers	
RE	Renewable Energy	
RFP	Request for Proposal	
RKP-Desa	One Year Plan, derived from RPJM-Desa	Rencana Keria Pemerintah Desa
RPJM-Desa	Village Development Plan	Rencana Pembangunan Jangka Menengah Desa

RTRW	Spatial Plans	Rencana Tata Ruang Wilayah
SCF	Social and Communication Facilitator	
SEA	Strategic Environmental Assessment	
SGIP	Social and Gender Integration Plan	
***.shp**	Shapefiles	
SI	Social Impact	
SIPS	Support to Indonesia's Islands of Integrity Program for Sulawesi	
SK		Surat Keputusan
SKPD	Line Agencies	Satuan Kerja Perangkat Daerah
SNI	Indonesia National Standards	Standar Nasional Indonesia
SPIB	Bonehau Women's Union	Serikat Perempuan Independen Bonehau
Surat Keputusan Bupuati	District Head Decree	Surat Keputusan Bupuati
TOR	Terms of Reference	
UAV	Unmanned Aerial Vehicle	
UNEP	United Nations Environment Program	
UN-REDD	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation	

URK		Unit Resolusi Konflik
VBS/RM	Village Boundary Setting/Resource Mapping	
VDDC	Village Boundary Delineation and Demarcation Committee	Tim Penetapan dan Penegasan Batas Desa (TPPBD)
VPT	Village Participation Teams	Tim Pelaksana Desa (TPD)

Executive Summary

The Millennium Challenge Corporation (MCC) has an ambitious program to overcome poverty and increase economic growth in Indonesia. Such efforts are indelibly linked to key land and development reforms taking place in the country, which hold global importance in terms of environment and climate change. MCC's Green Prosperity (GP) Project is strategically placed to provide the foundational elements to support a reorientation of investments towards more sustainable land uses that also increase economic growth. The Participatory Land Use Planning (PLUP) activity, an initiative of MCC GP, supports a process whereby communities and government at multiple levels can engage on key accountability mechanisms that range from village boundary setting to hardware and software interventions that support improved spatial planning with key institutions.

"Getting to spatial certainty is basically responding to the great cover-up of the past fifty years"

National Level Expert

PLUP is a $43 million activity which is divided by geography and implemented by multiple contractors. The first contract is referred to as Participatory Mapping and Planning 1 (PMAP 1) and is implemented by Abt Associates in the provinces of Jambi and West Sulawesi. PLUP includes four discrete tasks:[1]

- Task 1: Participatory Determination, Geo-Location and Physical Demarcation of Village Boundaries, the Mapping of Natural and Cultural Resource Areas within the Villages, and the Creation of Geospatial Databases of the Information Collected (referred to as Village Boundary Setting/Resource Mapping, or VBS/RM);
- Task 2: Acquisition of Geospatial Data and Preparation of Geographic Information System (GIS) Databases of Land Use/Land Cover;
- Task 3: Compilation and Geo-Referencing of Existing and Pending Licenses and Permits for Land and Natural Resource Use; and,
- Task 4: Enhancement of District Spatial Plans Through Capacity Building in Spatial Planning, Enforcement and Management of Land Use Information in Spatially Enabled Databases.

The primary purpose of this qualitative, pre-post performance evaluation (PE) is to i) establish a baseline of the PLUP outcomes and ii) investigate the link between PLUP and GP. A secondary purpose is to assess the performance of PMAP 1. This report details findings and conclusions from round 1 data collection. Fieldwork occurred from August – October 2016, and round 2 data collection will be conducted in 2018. The rounds of data collection activities are intended to both identify immediate risks in PLUP implementation, as well as capture changes in PLUP outcomes over an extended period of time, accounting for long-term effects not readily materialized by the time project activities have concluded.

The report addresses five key evaluation questions, as listed below. In particular, the report focuses heavily on presenting information to address Evaluation Question 1, as it relates to both project outputs and nine project outcomes (see Figure 1).

1. How has PLUP progressed in the achievement of short-term outcomes, and how is it likely to progress in the achievement of long-term outcomes?
2. Were achievements toward identified PLUP outcomes varied by geography, community type, or gender and vulnerable/marginalized groups?
3. What were the main challenges in managing PLUP?
4. What were unintended results (positive or negative) achieved by PLUP?

[1] While not all PMAP contracts/instruments include all PLUP tasks, the aim is for all areas covered by PLUP to receive the four tasks before Compact close.

5. Through what pathways, if any, is increased spatial certainty likely to increase household incomes? What evidence does the evaluation find for this?

This PE employed three types of primary data collection: Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and Participant Observations. Furthermore, review of project documents, legal and planning documents, and news media articles informed analysis. In total, the evaluation team (ET) spoke with 232 respondents (27 percent of them women) through 66 KIIs, 22 FGDs, and 9 observations.

In order to inform analysis of potential geographic differences in implementation or outcomes, the ET conducted data collection in each of the four PMAP 1 districts (Merangin and Muaro Jambi in Jambi Province, and Mamuju and Mamasa in West Sulawesi Province), six of the sub-districts, and eleven villages across all sampled areas. Sub-districts were selected for the evaluation to ensure coverage of both Phase 1 and Phase 2 project sites. Villages were selected considering completion of segments, unique attributes, and accessibility. PE limitations are detailed in the report.

Findings

Findings related to **PMAP 1 performance** are presented in Section IV.A of the report. While many PMAP 1 activities had been completed at the time of this evaluation, key outputs - particularly village maps and the district Information Management System (IMS) - had yet to be delivered to actual users in partner areas. Specifically regarding Task 1 maps, there are indications of proposed use of maps at the village level, but the extent of the resource mapping and use of these maps for spatial planning varied across sampled villages. The focus of PMAP 1, Task 1 at the village level is largely geared towards establishing agreement of village boundaries. Task 1 is also especially relevant in terms of conflict. There is evidence that the project helped address administrative disputes through the use of a participatory and technology-based approach to VBS/RM, and made important contributions in setting up dispute resolution mechanisms in high conflict-prone areas. In some instances, however, the ET found that complex ongoing conflicts continue to plague partner villages. Each sub-district the ET visited had one (or more) disputes remaining after the completion of the VBS/RM process.

Image 1: West Sulawesi PMAP 1 Districts and Task 1 Sub-District Locations

Turning to Task 2 – 4 outputs, some geospatial and licensing data had been compiled; Geographic Information System (GIS) and IMS trainings had been completed in all districts; and a geographically-specific IMS had been developed. Additional outputs, including the complete database and those related to the IMS, had not been realized (including installation of the IMS, hardware, and internet connection). Users of the IMS were enthusiastic about the tools; however, there remain significant threats to use after delivery of this output. When the ET was conducting fieldwork, there was no plan (or resources) for i) coordination of spatial planning; ii) installation and establishment of the IMS; and iii) management and maintenance of the IMS. The lack of an exit strategy for PMAP 1 also raised questions about sustainability and continued use of all task outputs that had clearly generated much interest among local stakeholders.

Within this context of project progress, in Evaluation Question 3 the ET explores the management challenges faced during PMAP 1 implementation. This question was explored through specific sub-

questions: *1) What were the key barriers to implementation; and, 2) To what extent did the implementer (or responsible parties) effectively resolve these issues, how were barriers resolved, and what are means for mitigating implementation challenges in the future roll-out areas?* The most commonly mentioned barriers had to do with resources and unclear expectations. MCA-I and MCC respondents also cited management challenges around the delivery of the Operations Manual and implementation of Phase I[2] of the VBS/RM, both critical elements of PMAP 1 where the Contractor initially under-delivered. The contractor was found to be resourceful in addressing these barriers over the life of the contract, however.

Short-Term

1. Increased public perception of spatial certainty associated with boundaries and land uses within the PLUP villages
2. Decreased conflict between villages (or groups of villagers from adjacent villages) over land use rights in "border"/outlying areas between villages
3. Improved confidence in land governance administration within PLUP stakeholder partner institutions
4. Increased capacity of PLUP institutional stakeholders to manage land and natural resources
5. Improved land use planning within PLUP locations
6. Increased conformance of land use (particularly as measured by new project or uses) to the (new/improved) land use plans

Long-Term

7. Accurate and locally accepted spatial and land use data
8. Shared understanding of boundaries and various land uses among PLUP geo-spatial partners and communities
9. Greater efficiency in land permitting/licensing processes (licensing transaction costs, license utilization, and license conflicts)

Figure 1: PLUP Outcomes

Findings related to **PLUP outcome baselines** are presented in Section IV.B. In addition to establishing baselines for each outcome, the ET also identified measurable change for short term outcomes (Outcomes 1 – 6) at the village level. For example, for Outcome 1 the ET found evidence of increased public perception of spatial certainty in sampled PLUP villages from pre-PLUP, as measured through awareness and understanding of village boundaries. Progress at the district and national level across short-term outcomes, however, was less prominent at this stage (and will be re-considered in round 2). For example, for Outcome 4 the ET found that while district stakeholders have received training on systems that they can use to improve management of land and resources, these trainings have yet to result in increased capacity as measured by the utilization of the PLUP spatial data and tools to manage, monitor, and promote area resources.

While some progress was identified in long-term outcomes (Outcomes 7 – 9), the majority of information presented in the report for these outcomes is baseline information to be used as a point of comparison in round 2 of the PE. The ET found for Outcome 9, for example, unique investment contexts in each district; while Muaro Jambi is trying to get a handle on licensing of multiple and, at times, overlapping permits, Mamasa is preparing for a tremendous amount of change - road construction and development at regional outposts is a strong indication of this. Licensing and permitting processes in this district revolve around setting the precedent and guidelines for negotiating land use change. Amidst these differences, however, all the districts articulated the potential for efficiency if spatial planning and One Stop Shops (OSS) work together to coordinate spatial data and develop appropriate standard operating

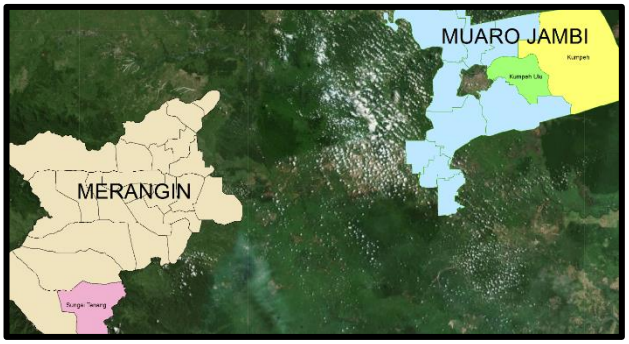

Image 2: Jambi PMAP 1 Districts and Task 1 Sub-District Locations

[2] Phase 1 of the PMAP 1 contract involved two sub-districts for the first half of the project. Phase 2 involved six sub-districts for the second half of the project.

procedures. The fact that PMAP 1 is already demobilizing at a time where the IMS should be installed, tested, and supported threatens the sustainability of project outputs and achievement of this (and other) long-term outcomes.

Evaluation Question 2 presents data that explain how project progress against outputs did not, in general, vary by characteristics including geography, implementer, phase of implementation, gender, or marginalized/vulnerable groups. Outcome baselines, however, do vary substantially by district; each district has a unique context that will be important to re-evaluate in 2018 in terms of confidence in administration, capacity, and licensing and permitting. Furthermore, in Evaluation Question 4, the ET identified unintended results of PLUP. Respondents noted more positive than negative unintended results, with one important positive result being indications of replication of the VBS/RM process in Mamasa and Mamuju districts, in West Sulawesi Province.

Lastly, in Section IV.C the ET investigated the **link between PLUP and GP** (Evaluation Question 5). The question asks about the pathways through which spatial certainty can lead to increased household income. Though GP has missed an opportunity to demonstrate that increased spatial certainty leads to greener investments in partner districts because of the adjusted sequencing of PLUP and the GP Facility Investments, the ET found plausible pathways through which spatial certainty as advocated for through PLUP can contribute to GP's goals. Findings indicate that the objectives that PLUP is seeking to achieve remain relevant, particularly in the context of governance, development planning, and safeguards in Indonesia. It is not surprising that implementation has drawn interest from international institutions like the World Bank, and from key government agencies like the Peat Restoration Agency (BRG).

Conclusions

In this section, the ET articulates the PLUP Conceptual Framework based on data and findings from respondents at round 1 of the evaluation. The articulation is necessary for two reasons: first, the PLUP project logic does not provide an adequate explanation of how PLUP outputs achieve PLUP outcomes, aspects of which in turn provide a critical foundation for the achievement of GP goals (increased household income and reduction of GHG emissions); second, the sequencing of PMAP contracts and GP Facility Investments has, in most areas, been inverted, causing some respondents to question the relevancy of the approach. At the same time, MCA-I is in the process of contracting and implementing PMAP contracts in more districts than originally planned (with increased funding levels). This context requires a clearer articulation of how PMAP contracts support PLUP objectives, and how PLUP is situated within broader GP goals. The report explains a multi-level Conceptual Framework centered on the "One Map" policy in Indonesia, a policy which aims to achieve an authoritative source for spatial data for the country.

Risks

Section VI of the report highlights four main risk areas identified during round 1 of the evaluation: the PLUP design and approach, design and management of PMAP contracts, coordination of closeout and sustainability, and MCA-I engagement at the national level. A sample of these risks is included below.

PLUP Design and Approach

- PLUP has shown that the achievement of both social legitimacy and results is possible; however, the initiative is at risk if it cannot gain a greater appreciation for: a) conflict that can arise as a result of the PLUP process; b) the costs of the PLUP approach; and c) required human resources and capacity.
- MCA-I has not communicated clearly about what PMAP 1 has done and what other PMAPs hope to achieve. During round 1, there were two key elements missing from communication about the initiative: an accepted Conceptual Framework (detailing how PLUP contributes to broader GP

goals (and ultimately, GOI goals); and maps (and the use of maps). Findings revealed that maps are PLUP's greatest asset (and potential legacy), and yet were not prolific or readily apparent to the ET during round 1. Moreover, these were not placed within a clear or coherent advocacy effort to increase relevance within GP and with the Government of Indonesia (GOI).

Design and Management of PMAP Contracts

- Tackling both implementation of VBS/RM and building capacity for the utilization of outputs for village-level planning and community development requires time, likely beyond the twelve months allotted to PMAP 1. Solely focusing on VBS/RM implementation can produce spatial data within a few months; however, building community capacity for the utilization of this spatial data (to support planning and support sustainable use) requires more time. This is similarly true for Task 2 – 4 outputs. Future PMAP contracts would be challenged in their ability to achieve outcomes if they did not include activities targeted at strengthening capacity through output utilization.
- PMAP 1 (and particularly Task 1) implementation highlighted the difficulties in being gender inclusive (including reaching marginalized/vulnerable groups), and the time it takes to engage villages in the VBS/RM process and community planning. The evaluation found that women are a valued source for village history and information about local resources. The initiative is at risk of involving (and possibly benefiting) only certain beneficiaries if a more clear and articulated gender and marginalized/vulnerable group strategy (that includes members of PMAP partner communities equally) is not developed.
- Resource mapping is seen to be highly relevant to MCC, MCA-I, and investors; however, attention to this component of the VBS/RM process during PMAP 1 seemed under-emphasized and unclear. The original idea was that VBS/RM would settle boundaries and then promote resources that could help districts and investors support programs in those areas - the latter part of this concept has not proceeded in parallel in PMAP 1. Furthermore, it is unclear how the utilization of drones helped to provide high resolution imagery for land and resource planning efforts.

Coordination of Closeout and Sustainability

- Detailed closeout plans for the PMAP 1 contract remain unclear at the time of the evaluation, a month before the contract closeout date.[3] Neither the implementer nor MCA-I could provide the ET definitive answers on critical items including: i) who has the responsibility to hand over outputs to villages and districts, and, ii) what closeout with partners includes (particularly what plans are in place for Village Participation Teams (VPT), Village Boundary Delineation and Demarcation Committees (VDDC), and dispute mechanisms). MCA-I is well placed to lead on designing and facilitating this process to ensure that due diligence is done in partner areas and to promote the potential positive legacies that PMAP 1 can leave behind.
- This evaluation found that only a minority of targeted groups (beneficiaries) have planned for use of outputs, while the majority are either waiting for further assistance or still require more training or capacity strengthening (e.g. the IMS component in all districts). Additional time for capacity building regarding these planning tools at the village level (for community development planning), district level (for regional development planning), and national level (for data coordination) was not built into the design of PLUP (and far less into PMAP 1).

[3] The PMAP 1 original contract was for 12 months. Amendment 1 extended the Project for 3 months and was followed by Amendment 2 in November 2016 which included another 3 month extension.

MCA-I Engagement at the National Level

- The MCA-I PLUP Team's engagement with national level stakeholders is critical in the operationalization of the PLUP concept, but was found to be only in the early stages at the time of the evaluation. Strategic collaboration and coordination with the Ministry of National Development Planning (BAPPENAS), the Ministry of Home Affairs (MOHA), and the Geospatial Information Agency (BIG) are critical at this point in MCA-I's support of PLUP. Furthering these relationships at the policy level could better assist in i) establishing the One Map concept and ii) advocating the use of PMAP 1 (and other PMAP) spatial data and tools through all levels of government.
- The capacity of the MCA-I PLUP management team to guide and manage these efforts at the time of the evaluation is limited, considering their management of other PMAP contracts. The recent addition of management resources to the PLUP team and continued assistance of the Project Management Consultant (PMC) in procurement and product/deliverable review may free up responsibility for MCA-I to further national relationships.

I. Introduction

A. Organization of the Report

This report includes six main sections. Sections I – III provide background information on both the project and the evaluation. Findings from round 1 of data collection are presented in Section IV (A – C) that incorporates the five evaluation questions. Section IV.A details performance evaluation findings related to Participatory Mapping and Planning 1 (PMAP 1, Evaluation Question 1 and 3). Section IV.B details baselines for Participatory Land Use Planning (PLUP) outcomes (Evaluation Question 1, 2 and 4). Lastly, Section IV.C details the identified link(s) between PLUP and the Green Prosperity (GP) Project (Evaluation Question 5). Following findings, the report presents conclusions (Section V) and identified risks for ultimate achievement of PLUP objectives by round 2 of the evaluation in 2018 (Section VI).

B. Background

Indonesia, which has the third largest area of tropical rainforest in the world with 68 percent of its landmass covered by forests, is also the sixth largest greenhouse gas (GHG) emitter.[4] The country's recent increased economic development has been linked to the accelerated use of fossil fuels; however, an estimated 85 percent of Indonesia's GHG emissions stem from land use activities, with 37 percent due to deforestation and 27 percent due to peat fires.[5] The majority of Indonesia's poor live in rural areas that are rich in natural resources, but over-extraction and inadequate management of these resources threaten Indonesia's ability to sustain high rates of economic growth and reduce poverty. One in seven villages in Indonesia does not have access to reliable and affordable electricity, and many more rely on expensive and dirty diesel generation. Unsustainable land use practices, such as illegal logging, conversion of marginal land for agriculture, and water pollution, continue to adversely affect the Indonesian landscape and the resources on which individuals rely for economic activities.[6]

To combat this environmental degradation and alleviate rural poverty, the Millennium Challenge Corporation (MCC) entered into a five-year, $600 million Compact with the Government of Indonesia (GOI) in April 2013, establishing the Millennium Challenge Account – Indonesia (MCA-I), which aims to reduce poverty through economic growth. The GP Project, a flagship project of the Indonesia MCC Compact with a budget of $332 million, is designed to support the GOI's commitment to a more sustainable, less carbon-intensive future by promoting environmentally sustainable, low carbon economic growth. GP provides grant financing to support private sector investment in renewable energy (RE) and sustainable land use practices. The Project also provides technical assistance to 1) support project preparation, 2) promote improved land use planning, and 3) strengthen local and regional capacity to pursue low carbon development. GP Project investments support a number of mutually reinforcing, community-based objectives that promote productive use of energy, and protect watersheds and other renewable resources from which energy can be derived. The GP Project as a whole is comprised of four discrete activities[7], including the $43 million PLUP activity.

PLUP was initially designed to: 1) put in place the foundational spatial (land use) planning elements needed to enable and sustain the specific investments in renewable energy and natural resource management funded by the GP Investment Facility; 2) improve spatial certainty for communities within the districts eligible for GP investments; and 3) support compliance with environmental, social and gender performance

[4] Ministry of Forestry. 2012. Statistik: Bidang Planologi Kehutanan Tahun 2011.
[5] National Council on Climate Change. 2010. Setting A Course For Indonesia's Green Growth.
[6] Kusters, K., Sirait, M., et al. 2013. Formalizing Participatory Land-Use Planning – Experiences from Sanggau District, West Kalimantan, Indonesia. Both ENDS, Amsterdam. [online]
[7] In addition to PLUP, GP also includes the GP Facility, Technical Assistance and Oversight, and Green Knowledge.

standards and safeguards.[8] This is accomplished through participatory village boundary setting and resource mapping (VBS/RM)[9], updating and integrating land and other natural resource use plans, and enhancing district and provincial spatial plans. It was originally planned that eligible districts would receive assistance in updating spatial plans and land use inventories to ensure that projects funded by the GP Finance Facility were identified and developed based on accurate, transparent land use data and efficient use of critical ecosystem services. In other words, PLUP was initially designed to "*provide an enabling framework for GP investments*" to precede investments (MCC respondent). Though the sequencing of PLUP in relation to GP Finance Facility projects has changed in a majority of districts[10], the PLUP approach remains situated within GP and its ultimate aims.

PLUP presents a collaborative mechanism for communities to manage local land and natural resources. Particularly in the context of developing countries, the participatory nature of land-use planning aims to mitigate the potential for "top-down" imposition of special interests in ensuring sustainable land use, and, ultimately, poverty alleviation. PLUP also arrives during timely policy discussions in Indonesia to support governance mechanisms for greater accountability in the land-use change and forestry (LUCF) sector. Notably, the "One Map" policy, which aims to be the authoritative source for spatial data, has built momentum around the idea that spatial certainty can support improved spatial planning and investment. Though it is explained as a policy or government project, it is more fully an idea that supports the accountability of democratic decentralization in Indonesia. This idea has garnered energy in the past several years to help mitigate against rapid land use change across the archipelago. This report returns to these broader policy initiatives at the conclusion (Section V).

The PLUP approach to participatory mapping and planning combines community engagement with technically advanced hardware and systems to further develop and validate a methodology that is participatory, gender sensitive, and dispute sensitive. Further, effective PLUP implementation is considered key to balancing development needs with environmental preservation, leading to sustainable management of landscapes. PLUP sites have the opportunity to provide timely empirical examples that would showcase the extent to which regularizing processes of land administration, clarification of key boundaries and their processes, capacity building at different scales for improved spatial planning, and incentives to sustainable investments can collectively provide the mechanisms to initiate a meaningful shift to more sustainable growth in Indonesia. For additional details on the Indonesian-specific context in relation to land and land-use change in Indonesia, see Annex I. The remainder of this section will further detail the design of the PLUP approach and the PMAP 1 contract and scope.

C. PLUP Design and Approach

PLUP includes four discrete tasks.[11] These tasks include the following:

- Task 1: Participatory Determination, Geo-Location and Physical Demarcation of Village Boundaries, the Mapping of Natural and Cultural Resource Areas within the Villages, and the Creation of Geospatial Databases of the Information Collected (hereafter referred to as Village Boundary Setting/Resource Mapping, or VBS/RM);
- Task 2: Acquisition of Geospatial Data and Preparation of Geographic Information System (GIS) Databases of Land Use/Land Cover;

[8] Section 1.5 of Appendix A – Description of Services, of the PMAP 1 Contract.
[9] Based on the Ministry of Home Affairs (MOHA) No. 27/2006 on Village Delineation and Demarcation.
[10] Two districts (Merangin, in Jambi Province and Mamuju, in West Sulawesi Province) of the total 45 districts implementing (or planned to implement) PMAP contracts have done so prior to the selection of GP Facility investments (per the original design), while all other PMAP contracts have followed investments.
[11] While not all PMAP contracts/instruments include all PLUP tasks, the aim is for all regions/districts covered by PLUP to receive the four tasks before Compact close.

- Task 3: Compilation and Geo-Referencing of Existing and Pending Licenses and Permits for Land and Natural Resource Use; and,
- Task 4: Enhancement of District Spatial Plans Through Capacity Building in Spatial Planning, Enforcement and Management of Land Use Information in Spatially Enabled Databases.

These tasks (and the associated activities) involve a wide range of beneficiaries and target groups including (but not limited to) village members, village leaders, sub-district government officials, district level BAPPEDA and OSS officials, and provincial and national agencies. These groups are presented in Table 1, though the table is not exhaustive. Target groups vary from district to district.

Level	Beneficiary / Target Group
National	BAPPENAS, Ministry of Home Affairs (MOHA), Ministry of Agrarian Affairs and Spatial Planning (BPN), Badan Informasi Geospasial (BIG), Ministry of the Environment and Forestry (MOEF), Ministry of Villages, Borders, and Disadvantaged Regions, Ministry of Energy and Mineral Resources (ESDM), and Indonesia Peatland Restoration Agency (BRG)
Province[12]	BAPPEDA, Governance Division of the Regional Secretariat, and Regional Investment and Coordinating Board (BKMPD/A)
District	BAPPEDA, Assistants to the Bupati (Assistant 1), One-Stop Shop (OSS), Dinas Kehutanan/Perkebunan, Village Governance and Empowerment Agency (BPMPD)
Sub-District[13]	Sub-district officials, and officials in dispute forums
Village[14]	Village officials, local community/customary leaders, and affected citizens including marginalized/vulnerable and women's groups

Table 1: PLUP Target Groups

These tasks result in the outputs which are detailed in the contracts of implementers of PLUP. Of note, several respondents explained that PLUP is more than a collection of the autonomous PMAP contracts.[15]

In addition to the tasks above, which are implemented by PLUP contractors, there are critical support functions that MCA-I provides at various levels that are necessary for the achievement of PLUP outcomes. These functions include, though not exclusively: support of the implementer via effective management and technical input; coordination with district and provincial governments; collaboration with national level agencies (including BAPPENAS and BIG); and communication about project ultimate goals and outcomes at various levels to promote sustainability.

During evaluation design and document review, the evaluation team (hereafter ET) determined that PLUP documents did not provide enough clarity or guidance regarding the specific outcomes the project seeks

[12] Counterparts that coordinate at this level are potential beneficiaries of PLUP, but this was still being determined during the evaluation considering changing laws, the length of the PLUP initiative, and the varying mandates in different regions.
[13] For Task 1 only
[14] Ibid.
[15] The various responses that the ET received regarding the explanation of both PLUP and PMAP highlights a lack of clarity surrounding PLUP objectives and PLUP/PMAP Theory of Change. This finding is discussed in the Section IV (Findings) and Section V (Conclusions).

to influence.[16] After stakeholder consultation, document review, and a scoping trip[17], the ET offered revisions to project outcomes included in Figure 1. The ET incorporated these outcomes into a program logic that is included in Annex II.

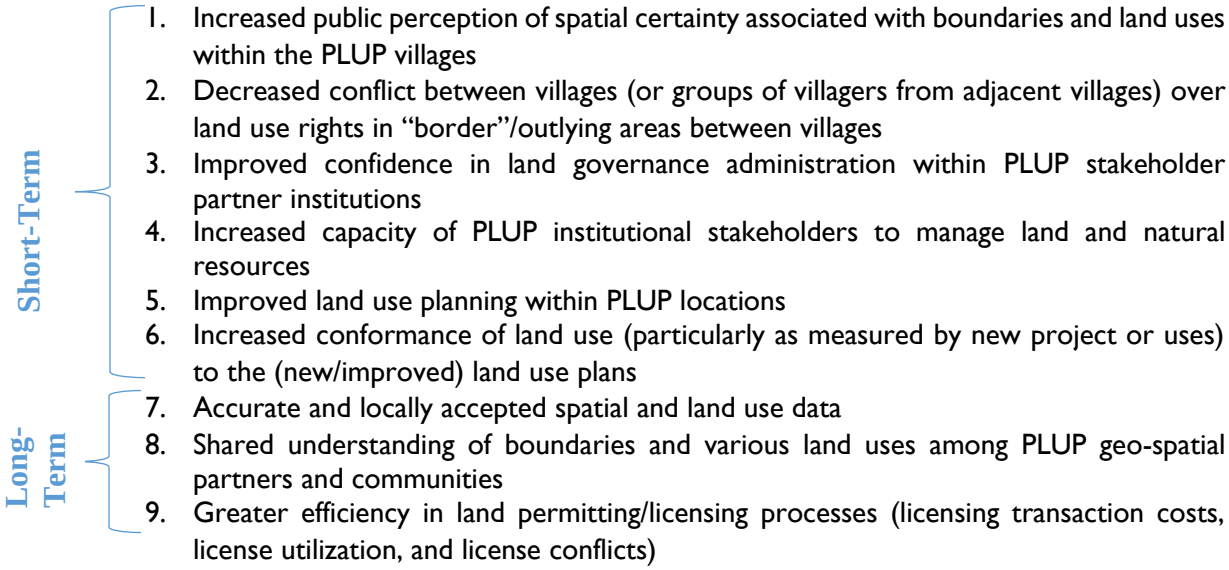

Figure 2: Outcomes for PLUP[18]

Short-term outcomes, numbers one through six in the figure above, refer to results that are deemed achievable within the timeframe of the project and within one year after completion of implementation. Long-term outcomes, numbers seven through nine, refer to results that are achievable (or likely to be achieved) one year or more beyond completion of PLUP implementation. The PLUP logic expects to contribute to the overall GP Theory of Change in the form of two expected impacts, namely increased household income and investment, and reduced GHG emissions, that accrue to the local government, individual communities as a group, and citizens of the communities as a result of these outputs and outcomes.[19]

The PLUP approach and the first PMAP contract (called the PMAP 1 instrument) and implementation sites are the result of extensive pre-Compact activities and efforts on behalf of MCC and MCC contractors. Prior to Compact setup, MCC consultants and contractors traveled to Indonesia to conduct consultations with GOI partners, private sector, and civil society (including non-governmental organizations (NGOs), civil society organizations (CSOs), academics, and other donor-funded development programs). During these visits, it became clear that spatial certainty was critical to sustainable investment (also see Annex III for various research studies that have explored this assumption). A team of consultants began to outline

[16] For example, the PLUP Activity Program Logic from Section 1.6 of Appendix A – Description of Services in the PMAP 1 Contract (also included in Annex X for reference) is complex and unclear about how PLUP activities and outputs lead to specific outcomes (and eventual impacts of GP). This will be further discussed in Section V (Conclusions).

[17] A team from Social Impact Inc. visited Jakarta and Mamuju district, West Sulawesi in January 2015 to investigate program implementation and expected outcomes.

[18] While these outcomes were based on consultations with key stakeholders/implementers, document review, and a scoping trip, the final outcomes were not included in the implementer's contract. This is important to note when determining the extent to which the implementer was able to contribute to changes in these outcomes.

[19] The ET acknowledges that this is not a clear program logic (link between PLUP and GP). This will be investigated in Section IV and V.

an approach that sought to implement and expand on the Ministry of Home Affairs (MOHA) regulation No. 27/2006 on Village Delineation and Demarcation, a regulation that details how VBS/RM should be implemented at the village level in Indonesia. The team wanted to expand the approach in order to incorporate participatory approaches and the use of technology (in order to set boundaries to the specifications required by the regulation). As a MCC respondent noted, *"[MOHA No. 27/2006] is very pragmatic with few or no participatory approaches included*."

> *"[PLUP] is a combination of the GOI approach, international best practices, and a participatory approach."*
> - MCA-I respondent

District Readiness Assessments (DRA) and Strategic Environmental Assessments (SEA) were conducted by a contractor in 2012 and 2013, and part of this process involved developing a recommended, step-by-step participatory approach to VBS/RM.[20] An 18-step process for VBS/RM resulted from the DRA pre-Compact activity, and became the foundation for the PMAP 1 Terms of Reference (TOR, and eventual Contract). With the Compact signed in 2012 and MCA-I coming into force in April 2013, the PLUP team at MCA-I focused the first year on examining the appropriate mechanisms for implementing PLUP (i.e. procurement or grant), consultations with districts and villages using Multi-Stakeholder Forums (MSF), securing Memorandums of Understanding (MOU) with 24 initial partner districts, and developing the PMAP 1 TOR. The TOR included an operations manual that laid out steps to complete VBS/RM, and included a detailed approach to addressing critical issues identified during the DRAs. As a national expert involved in this early work noted, "*PMAP is supposed to be an instrument. It is supposed to help us learn how to do better investments, how to minimize the conflicts and minimize the risk to investment*."

The MOUs included a role for the district government in the PLUP initiative. The district government, particularly BAPPEDA, conducts planning. Planning is mandated at different levels of government as part of Law 26/2007. This gives BAPPEDA a strategic and also a coordinating role. The BAPPEDA prepares the plan according to this law which then gets signed as a local regulation called the spatial plan (RTRW). The RTRW supports the creation of the medium term development plans (RPJMD). The PLUP objectives is closely intertwined in this process. The BKPRD are the coordinating boards that convene to develop the RTRW. BAPPEDA then convenes this board.

The PLUP management team in MCA-I consists of five staff members, though the team has only been this size since December 2015. The team manages PMAP contracts, provides oversight and approval for PMAP activities and deliverables, and offers technical guidance. As detailed above, they also should fill the following roles for achievement of project outcomes: coordinator with district and provincial governments; coordinator with national level agencies (including Bappenas and BIG); and communicator about the project ultimate goals and outcomes at various levels to promote sustainability. While at the time of the evaluation this included coverage of four districts, as PMAP contracts are finalized and mobilized in the final months of 2016, this number will grow to 45 districts. This team, based in Jakarta, coordinates with an MCC Washington, DC-based team. With the broader GP team, PLUP coordinates with Regional and District Relationship Managers (R/DRM), contracted with MCA-I. These managers assist with linking GP projects (like PMAP 1) with government partners.

[20] The objective of the DRAs and SEAs was to inform investment in each district. This work was conducted by Abt Associates in PMAP 1 districts under the *Support Services for Land Use Planning, District Readiness, Strategic Environmental Assessment, and Related Preparatory Activities in Indonesia for the Green Prosperity Project* under MCC Contract No. GS10F0086K.

The VBS/RM process will enhance spatial certainty and encourage investment in rural Indonesia by removing a major impediment, namely unclear village boundaries and lack of availability of comprehensive land information. With this barrier removed, district governments and villages can plan for more sustainable agricultural and forestry practices. Also, developers can invest in rural RE systems that provide reliable electricity, improving livelihoods, and delivery of services.

- PMAP 1 Quarterly Reports

By September 2014, MCA-I, with MCC approval, had decided to use procurement (as opposed to grants) for PMAP 1 implementation. The RFP was released in early 2015, and the contract with the PMAP 1 implementer (introduced below) was effective on July 27, 2015. No project design document (in addition to the Terms of Reference) was developed before or after the release of the RFP. Furthermore, little operational planning was completed before the launch of this contract (and the Compact), leading to implementation challenges that will be detailed in Section IV.A (Evaluation Question 3).

D. PMAP 1 Instrument

The conceptual approach to, and design of PLUP detailed above is being implemented through instruments known as PMAP contracts, the first of which is called PMAP 1. This contract (GP-A-006/01) was awarded to Abt Associates (hereafter Abt) and Trimble Navigation Systems (hereafter Trimble).[21] The original award was a total value of $3,643,475 and was followed by two amendments, the first of which both extended the period of performance (to 15 months) and increased the total value of the contract (to $3,735,657, and the second of which extended the period of performance (to 18 months). The latter amendment was signed after evaluation fieldwork (a point further discussed in Section III).

Abt and Trimble implement PMAP 1 with two leading local NGOs who support the project at the sub-district and village level: Yayasan Puter (hereafter Puter) and Komunitas Konservasi Indonesia WARSI (hereafter WARSI). These organizations have the responsibility for implementing field operations under Task 1 during both Phase 1 and Phase 2 of the project (with Phase 1 involving two sub-districts for the first half of the project and Phase 2 involving six sub-districts for the second half of the project). Specifically, WARSI is sub-contracted to assist the implementation of Task 1 in Merangin District, Jangkat Timur sub-district for Phase 1 along with Kumpeh and Kumpeh Ulu sub-districts in Jambi Province in Phase 2. Puter is sub-contracted to assist with the implementation of Task 1 for three sub-districts in Mamasa District in Phase 2, including Bambang, Mambi, and Sumarorong sub-districts. The other sub-districts in Mamuju District (namely Bonehau in Phase 1 and Kalumpang in Phase 2) were implemented by local Abt staff.

PMAP 1 has a Jakarta Technical and Administrative Team that is backstopped by the Abt Home Office Team in Washington, DC. The Task 1, 2/3 and 4 Coordinators are based in Jakarta. Task 1 is the only task that has staff and implementing partners at the district, sub-district and village level (as detailed above). Task 1 teams, or Sub-District Technical Teams, include one Team Leader in each district, one Community Liaison and Coordination Specialist (CLCS) in each sub-district, and Social and Communication Facilitators (SCF) that support Village Participation Teams (VPT) in the targeted villages. Task 2, 3, and 4 teams are managed by Abt and are based in Jakarta, with the exception of Task 2/3 District Spatial Data Officers who are based in the districts.

These provinces, districts, and sub-districts were agreed to by MCC and GOI – referred to as "starter districts". Among the four districts, there are upland and lowland areas represented. Notably, these

[21] The contract was a lump-sum, fixed price contract titled "Participatory Mapping and Planning (PMaP) Sub-Activity, Implementation of PMaP Tasks 1, 2, 3, and 4 in the Districts of Merangin, Muaro Jambi, Mamuju, and Mamasa." The contract was effective on July 27, 2015.

districts were selected prior to GP's grant selection. The eight sub-districts targeted by the intervention are listed in Table 1 below, with the total number of villages in each sub-district noted in parenthesis after the sub-district, totaling 114 villages. MCA-I, after the selection of these starter sites, secured Head of District decrees on the formation of Village Boundary Delineation and Demarcation Committees (VDDC, or *Tim Penetapan dan Penegasan Batas Desa*, TPPBD). This document and the MOUs were crucial for Task 1 to immediately commence, a process which began with the implementer's contract signing. These locations were starter districts not only for PMAP 1 but also GP, as they were the first areas of focus for GP work.

PMAP 1 Locations **Phase 1 sub-districts identified in gray*		
Province	District	Sub-District (# of villages)
Jambi	Merangin	Jangkat Timur (14)
	Mauro Jambi	Kumpeh (17)
		Kumpeh Ulu (18)
West Sulawesi	Mamuju	Bonehau (9)
		Kalumpang (13)
	Mamasa	Mambi (13)
		Sumarorong (10)
		Bambang (20)

Table 2: PMAP 1 Locations

PMAP 1 is considered the "*sensitization*" contract or instrument, from the MCA-I perspective. This first instrument implementing the PLUP approach (attempting to operationalize a complex government regulation) was to be a "*learning stage*" for PLUP managers within MCA-I, an "*on-going and evolving process*" (MCA-I respondent). For this reason, the Contract included Phase I, during which time the implementer would work in two sub-districts and simultaneously develop a detailed manual that included lessons learned from Phase 1 implementation. This was also an important learning stage during which the implementer and MCA-I would learn about and test assumptions regarding the cost of this approach. PMAP 1, in this way, was designed to set the stage for subsequent PMAP contracts (of which there are expected to be nine – PMAPs 2 – 8 and a PMAP to be implemented in four districts with peatland) covering 45 districts as mentioned above.[22]

During the ET's review of the project contract, the team noted that it included activities and a timeline (12 months) that allowed for the delivery of outputs, but not for support for the utilization of outputs. This was later confirmed by direct beneficiaries (presented in Section IV.A) and by MCC respondents. As one MCC respondent expressed, "*The way PMAP 1 has been designed…when we look at that, the implementer basically finishes when the outputs are produced. Then there's no further support for utility*." This is an important point to note as several of the challenges to sustainability were less related to contractor performance but more to do with contract design.

[22] Four of these contracts were underway at the time of the evaluation (PMAPs 1 – 4). PMAPs 2 – 4 include Tasks 2 – 4 only, though Task 1 is planned to be implemented in these areas at a later date. PMAP 5, 6 and 8 will include only Task 1, while PMAP 7 will include Tasks 2 – 4. PMAP 9 will include all tasks plus peat land-specific activities (hydrology mapping). The PMAPs together include 45 districts.

II. Literature Review

A. Summary of land and land-use change challenges in Indonesia

A half-century ago, three-quarters of Indonesia was covered by rainforest. Over the past 50 years, Indonesia has prioritized the utilization of natural resources to maximize exports of products such as pulp, paper, coal, nickel, tin, and most recently, palm oil in the pursuit of economic growth. Indonesia's top industries (agriculture, forestry, manufacturing, and construction) are heavily dependent on land and natural resources, which have resulted in widespread deforestation. Economic activities have resulted in a growing middle class and rapid urbanization, which also affects changing land relations. Furthermore, over decades, the nation's rural population in forested areas have become more dependent on agriculture and natural resources for subsistence and income.[23] As a result of these changes and global political-economic shifts, Indonesia replaced Brazil as the world's top deforester in 2012.[24]

Over the last 50 years, Indonesia has also become the sixth highest emitter of greenhouse gases (GHG) at 1,981 MtCO2e[25] (behind China, the US, the European Union, India, and Russia). However, in the Land Use Change and Forestry (LUCF) sector, Indonesia is accountable for 1,220.2 MtCO2e, which is about 44% of all total global emissions in this sector.[26,27] Indonesia's emissions have increased exponentially and are projected to rise to almost 3.0 gigatons of carbon dioxide by 2020. Almost 80% of Indonesia's current GHG emissions stem from deforestation, forest degradation and land use changes, as well as the drying, decomposing and burning of peatland to clear areas for agricultural use. Intentional burning of forests as a cheap land-clearing method to establish oil palm and other plantations has released significant amounts of carbon into the environment. According to a World Bank report, "Daily emissions from Indonesia's fires in October 2015 exceeded the emissions from the entire US economy – that is more than 15.95 million tons of carbon dioxide emissions per day." On a more positive note however, the World Bank states that, "If Indonesia could stop the fires, it would meet its stated target to reduce GHG emissions by 29% by the year 2030."[28]

In 2009, as part of United Nations (UN)-backed efforts to mitigate climate change, Indonesia pledged to cut GHG emissions by 41% with outside assistance by 2020, making it the largest absolute reduction commitment made by any developing country.[29] In Indonesia, GHG reduction opportunities are found within the forestry and agricultural sectors, where emissions can be minimized by halting deforestation and increasing the rate of reforestation of degraded land. In addition to rising GHG emissions, the increase of concessions developing plantations on non-forest land has the potential to displace local systems of

[23] Much of Indonesia's mature/old growth forest has been logged and now is secondary or degraded forest, or has been converted to crop forest such as oil palm plantations. Twenty-five years ago, much of Jambi province was natural forest. Millions of hectares of this land is now covered with oil palm plantations, which may still be counted as "forest."

[24] Harball, E. 2014. Deforestation in Indonesia Is Double the Government's Official Rate. Scientific American.

[25] Million metric tons of carbon dioxide equivalent

[26] Hasan, A. 2013. Indonesian province explores 'green growth' amidst economic expansion. CIFOR. <blog.cifor.org>

[27] Indonesia National Council on Climate Change. Fact Sheet Norway-Indonesia Partnership REDD+.http://www.norway.or.id/PageFiles/404362/FactSheetIndonesiaGHGEmissionMay252010.pdf

[28] "Indonesia's Fire and Haze Crisis." Published November 25, 2015 Accessible at: http://www.worldbank.org/en/news/feature/2015/12/01/indonesias-fire-and-haze-crisis.

[29] The Intergovernmental Panel on Climate Change (IPCC) has developed three sets of scenarios to predict changes in atmospheric CO_2 levels: the positive, the pessimistic, and the business as usual. The business as usual scenario is the middle ground between the positive and pessimistic extremes. It assumes that population and economic growth rates, as well as nuclear energy costs, will not change significantly in the future. (Climate Change Business Forum, 2014).

production in areas where property rights are not sufficiently secure, exacerbating local income and food insecurity, and disrupting traditional social relations.[30]

Over half of Indonesia's population live in rural areas and are dependent on agriculture and natural resources for subsistence. Land tenure has always played an important role in development and conservation in the country.

Historically, there has been ambiguity between customary and formal land laws in Indonesia. Under Dutch colonial rule, land was separated into Western freehold systems (private tenure) and state-controlled resources. A third category also emerged through the Dutch ethical policies in which customary (*adat*) land management regimes were recognized under the designation of *hak ulayat* (the rights of avail). Under the rights of avail, local institutional systems were recognized and are often associated with communal land arrangements. Since Indonesian independence, land rights have favored the Western freehold system through the Basic Agrarian Law of 1960 (BAL), which sets forth categories of land use. National land management administration is described in more detail below. However, in the current policy context, situating *adat* as a category within state administration systems continues to be a contested term. A category for *adat* designation was initially created and applied to the national context and derived from the example of the Minangkabau systems of West Sumatra[31]. This model has struggled to encompass the overall diversity of custom across Indonesia, and *adat* holds multiple meanings in different cultural contexts, and are based on history and local relationships. While customary land rights are still dominant and practiced in many rural areas, land is subject to the government categories, laws, and regulations that political actors choose to apply. Furthermore, the institution of a land registration process is complex and difficult to maneuver, partially due to the complex overlapping regulatory system, but also due to the local customary practices that they take place within.[32] Up to now, there have been competing claims to land and an overall lack of accountability for administering land use. More specifically, each of the PMAP locations will have to contend to the many different factors that shape land relations. These nuances correspond as much to ethnic and cultural heritage as to prevalence of different crops, topography, access to land, credit and other production factors, and the dynamic demand for territory from the state, local communities, migrants, and state-sanctioned concessions.

Broadly speaking, however, land administration at the national level is bifurcated into two different institutions. Indonesia's Ministry of Forestry (recently merged into the Ministry of Environment and Forestry, or MOEF) administers approximately two-thirds of Indonesia's territory, or about 126 million hectares.[33] The MOEF expanded their territorial authority in the 1960s and 70s, appropriating ancestral lands that were previously controlled and used by customary communities. The remaining third of Indonesia's land falls under the administration of the National Land Agency, which is now merged into a Ministry of Spatial Planning and Agrarian Affairs. This Ministry is tasked with land registration databases accounting for APL lands (*Areal Penggunaan Lain*, literally "other land uses"), which encompasses all allowable functions, ownership, and claims for land.

There was a dramatic shift toward political decentralization in 1998, and the resultant devolution of authority led to sub-national actors also contesting their role in land management authority. More claimants on natural resources resulted in extreme pressures on the forest, and Indonesia experienced

[30] Pacheco, P. 2013. Biofuels and forests: Revisiting the debate. CIFOR. <blog.cifor.org>

[31] Vel, JAC, and AW Bedner. "Decentralisation and Village Governance in Indonesia: The Return to the Nagari and the 2014 Village Law." *The Journal of Legal Pluralism and Unofficial Law* 47, no. 3 (2015): 493–507.

[32] USAID Country Profile: Property Rights and Resource Governance. Indonesia. 2010. http://usaidlandtenure.net/sites/default/files/country-profiles/full-reports/USAID_Land_Tenure_Indonesia_Profile_0.pdf

[33] Ministry of Environment and Forestry Statistics 2014. Published by the Data and Information Centre, Ministry of Environment and Forestry.

some of its most dramatic logging during the years 2000 – 2005.[34] Institutional changes toward decentralization created numerous land management challenges by adding complexity to the registration process, obscuring legal requirements, and exacerbating elite capture. Concern for natural resources at the national level continues to be a central area of governance reform, and in particular, recent regulations indicate a pendulum swing towards the "re-centralization" of natural resource management authority to the provincial level.[35]

The national government has taken some steps to address these complex overlapping and contested issues. The President's Office's in particular, under the "One Map" policy, aims to create an authoritative database to help negotiate complex land laws and practices.[36] A core reform of the One Map policy, occurred when Law 4/2011 was passed, which created the Geospatial Information Agency (*Badan Informasi Geospasial*, BIG) and provided the requisite authority to create and administer an authoritative source map to which all institutions across the country were beholden. Such an unprecedented move to consolidate mapping authority away from powerful claimants was seen as a major step by activists and administrators as a way to address land conflict and deforestation.

There is also a growing recognition and interest in addressing land conflicts. Official Ministry databases at the Ministry of Home Affairs and MOEF acknowledge conflict, and figures indicate that 16.8 million hectares of land in Indonesia are in conflict, and 1.2 million hectares are "active disputes."[37] The MOEF for example, have created a director-level position to address conflict and customary rights. Furthermore, the *National Law 6/2014*, commonly known as the *Village Law*, also requires villages to play their part in the one map – to participate in clarifying boundaries, legitimizing processes to come to agreement on overlapping land claims, and providing development support through additional budgets that support village governance.

Indonesia's tenure reforms are foundational to the ideology of the nation and to the realities of the approximately 140 million people dependent on agrarian practices. Activists lament that close to 70% of the country has already been parceled to private concessions, and official statistics also highlight the numerous (and overlapping) approved concessionaires.[38] Vast concession lands remain inchoate however, and the way that tenure security is decided will significantly influence development opportunity for rural communities and the way that natural resources are managed. National policy circles have also seen a growing recognition on tenurial claims based on *adat*, allowing for new pathways to contest historical enclosure on the basis of ancestral lands and customary practices. The Constitutional Court Decision 35/PUU-X/2012 acknowledging customary lands in the vast MOEF Forest Estate provides further signs of improvement that these claims, in a country as diverse as Indonesia, are receiving more legitimate attention.

B. Gaps in literature

Literature on land tenure interventions – specifically, the provision of land titles – suggests it is a significant channel to achieving positive observable trends in investments, agricultural productivity, and farmer incomes among smallholders. However, contextual realities shape the extent to which these positive outcomes can be observed. From their systematic review of issues surrounding land tenure and its connection to investment and agricultural productivity, Lawry and colleagues assert that "[m]uch of the

[34] Resosudarmo, Ida Aju Pradnja. "Closer to People and Trees: Will Decentralisation Work for the People and the Forests of Indonesia?" *The European Journal of Development Research* 16, no. 1 (2004): 110–32.
[35] Law 23/2014
[36] Began with President Yudhoyono's administration and continues as a central pillar of policy reform in President Widodo's administration.
[37] Page 14 in McCarthy and Robinson, 2016.
[38] McCarthy, John F, and Kathryn May Robinson. *Land and Development in Indonesia: Searching for the People's Sovereignty*. Singapore: ISEAS – Yusof Ishak Institute, 2016.

literature underscores the complexity of attribution and the importance of context to understanding relationships between security, registration and productivity, and to understanding gender dimensions. They also suggest tenure security alone is not a 'silver bullet' leading directly to higher farmer incomes, or that it is solely attributed to tenure reforms– that is, context matters." Contextual issues, including preexisting level of tenure security and baseline wealth/income levels, will influence the changes in investments and productivity once formal tenure systems are established. Therefore, interventions using land tenure as a driver of increasing income/reducing poverty may have to include other activities; land tenure formalization may need to be part of a larger arsenal of interventions in order to achieve the desired poverty reduction outcomes. This will continue to be an enduring challenge for Indonesia. In the meantime – for the scope of PLUP investments – PMAP 1 seeks to develop an approach whereby clarifying boundaries and addressing boundary disputes will increase trust, transparency, and accountability over land administration practices. Therefore, although land tenure security is not addressed by these boundary negotiations, a rigorous process that can be understood by multiple stakeholders allows for improvements in acknowledging land uses and ownership.

Most initiatives in Indonesia involved in the LUCF sector assume that clarifying land uses and developing the requisite spatial planning systems will help reduce high rates of emissions from this sector. Early efforts and nearly a decade of REDD+ implementation however, have fallen well short of expectations due to the context in which such initiatives take place within.[39] The PLUP activity at least administratively, through a theory of change steeped in participatory governance, seeks to reorient lessons learned from efforts at improved land management. Furthermore, PLUP presents the opportunity for connecting green investment as an additional incentive to these reforms. The PLUP starter sites seek to provide timely empirical examples that would showcase the extent to which regularizing processes of land administration, clarification of key boundaries and their processes, capacity building at different scales for improved spatial planning, and incentives to sustainable investments, to collectively provide the mechanisms to initiate a meaningful shift to more sustainable growth.

C. Policy Relevance of the Evaluation

The PLUP activity and the overall GP program essentially seeks to support a realignment of Indonesia's economic approach to a less extractive one. PLUP does this at multiple levels, beginning at the local level. Progressive policies for developing accountable mapping and management systems have potentially important effects on local livelihoods, which are highly impacted by the security of, and access to land.

By investing in boundary setting and updating land use inventories and spatial plans, PLUP can set a notable example and procedural precedence for pathways to shifting land use change to low-carbon development goals. PLUP seeks to do this by improving perceived and actual land use security, identifying risks for potential investors, developing systems for improving the accountability and sophistication of spatial planning, and consequently increasing the possibility of financing renewable energy projects. "As with all other classes of projects and investment, renewable energy investment becomes more likely and frequent if the perceived levels of investment risk are reduced for a given level of return, or returns are increased for any given level of risk. The impressive growth in sustainable energy investment throughout the last decade in many parts of the world has been triggered by such favorable shifts in risk return".[40] Providing the pathways for connecting global priorities on green investments with the local terms of engagement that PLUP seeks to facilitate, GP has the opportunity to connect sustainable investments with local livelihoods in order to reduce the most intense LUCF GHG in the world.

[39] Luttrell, Cecilia, Ida Aju Pradnja Resosudarmo, Efrian Muharrom, Maria Brockhaus, and Frances Seymour. "The Political Context of REDD+ in Indonesia: Constituencies for Change." *Environmental Science & Policy* 35 (2014): 67–75.

[40] UNEP. 2012. Financing renewable energy in developing countries: Drivers and barriers for private finance in sub-Saharan Africa.

III. Evaluation Purpose and Design

In determining the most appropriate design for a rigorous evaluation of PLUP, the ET considered a number of factors, including sample size and characteristics, implementation constraints, effect heterogeneity and effect sizes, and proposed implementation timeline. Due to concerns around internal validity and statistical power, imposed principally by implementation approach, sample size, and unclear effect sizes, the ET proposed and utilized a qualitative pre-post performance evaluation (PE) approach, described in this section.[41]

This PE specifically investigates the PMAP 1 contract. PMAP 1 was selected for this evaluation because: a) it includes Tasks 1 – 4[42]; and b) it is the only contract that is implemented in locations selected independently of GP's grant selection (as noted above). The evaluation design includes two rounds of data collection, the first round taking place in 2016 and the second taking place two years after PMAP 1 implementation is complete (in 2018). The phasing of data collection activities is intended to both identify immediate risks to PLUP implementation as well as capture changes in PLUP outcomes over an extended period of time, accounting for long-term effects not readily materialized by the time project activities have concluded.

The primary purpose of this PE is to i) establish a baseline of the PLUP outcomes and ii) investigate the link between PLUP and GP. A secondary purpose is to assess the performance of PMAP 1. In these ways, this report documents round 1 performance evaluation findings and baseline findings. Round 2 will identify realized PLUP short- and long-term outcomes (1 through 9) and assess contribution associated with the PLUP project.[43]

Of particular note is that the first round of data collection for the PE occurred a) after the implementation of PMAP 1 started, and in some districts, b) was nearing completion (August – December 2016). To point a, this timing for baseline data collection was proposed because prior to the procurement of PMAP 1, there was not an agreed upon articulation of outputs or outcomes (as noted in the design section above). If baseline data had been collected before implementation, there would have been a risk of having to collect additional data after implementation when the outputs and outcomes became clearer. To point b, the ET only became aware of the extended period of performance for the project post-fieldwork (when the extension was signed). Some outputs could, therefore, not be assessed because implementation was delayed and the ET was not aware at the time of evaluation design. Changes that were observable in PLUP outcomes have been identified, but will be more completely investigated in round 2 of the evaluation.

A. Questions and Methodology

The evaluation questions and proposed sub-questions, closely linked to the proposed outcomes of PLUP, are detailed in Table 2 below. PMAP 1 outputs are examined to assess the extent they have been produced (and validated) and the extent they are used by the intended stakeholders/beneficiaries to achieve the desired outcomes. Considering that many of the outputs were still being produced (not yet delivered to stakeholders) during round 1 data collection, the ET documented "indications of future use" of these outputs. As such, the evaluation questions are structured around the outputs that lead to outcomes to better assess attribution for achieving the project results.

[41] A PE allows for in-depth exploration of implementation efficacy through qualitative data collection and long-term outcome monitoring. The PE can be used to refine PLUP implementation for future PMAP roll-outs while still tracking outcomes over an elongated length of time.

[42] At the time of evaluation, it was understood that Tasks 1 and 2-4 would be conducted through separate contracts in districts beyond the first four.

[43] The specific purpose and scope of Phase 2 will be informed by learning from Phase 1 and may be adjusted.

A baseline is established on the outcome indicators, captured at time intervals T_0 (pre-PLUP through recall questions), T_1 (round 1 – baseline - of the evaluation) and T_2 (round 2 - endline - of the evaluation), based on the time at which project outcomes are expected to be realized and observable. Thus, the baseline for outcomes that had observable change at the time of this evaluation were established using recall questions (to explain T_0 and T_1), while other outcomes are explained in terms of current context (or T_1). Baseline conditions have been supplemented by further analysis and triangulation with secondary data (when available) to attempt to mitigate recall bias. Annex IV includes an Evaluation Design Matrix, which serves to visually link the evaluation's Questions, Key Outcomes, Indicators, Data Sources, Timing, Sample Unit, Instrument, and Data Analysis Method.

PLUP Evaluation Questions		
#	Evaluation Question	Evaluation Sub-Question
1	How has PLUP progressed in the achievement of short-term outcomes, and how is it likely to progress in the achievement of long-term outcomes?	To what extent has PLUP affected perceptions of spatial certainty associated with boundaries and land use? (Outcome 1)
		To what extent has PLUP contributed to change in the number and/or nature of boundary disputes between villages and with license holders/applicants? (Outcome 2)
		To what extent has PLUP led to increased confidence in land governance administration within partner institutions? (Outcome 3)
		To what extent have PLUP activities increased the capacity of PMAP 1 institutional stakeholders to manage land and natural resources? (Outcome 4)
		To what extent has PLUP improved land use planning within PLUP locations? (Outcome 5)
		To what extent has PLUP increased conformance of land use to the land use plans? (Outcome 6)
		How has PLUP impacted the accuracy and acceptability of spatial and land use data? (Outcome 7)
		How has PLUP land use data (e.g. designation maps, databases) been shared, used, and accepted as a credible baseline by the different levels of government (village, sub-district, district/provincial and national) and between these levels of government and the community? (Outcome 8)
		How has PLUP changed the permitting/license process among government, private sector, and local communities? (Outcome 9)
2	Were achievements toward identified PLUP outcomes varied by geography, community type, or gender and vulnerable/marginalized groups?	Describe project level implementation and engagement at each level (national, provincial, district, sub-district, and village) with women/men, community groups, and vulnerable/marginalized groups.
		Has the identified engagement of these groups (as noted above) influenced the identified results in the area? In what ways?
3	What were the main challenges in managing PLUP?	What were the key barriers to implementation of Tasks 1 through 4?
		To what extent did the implementer effectively resolve these issues, and what are means for mitigating implementation challenges in future roll-out areas?
		If the PLUP design changed during the last year, what were main reasons for the change? Did the change result in more or less progress toward targeted outputs and outcomes?
4	What were unintended results (positive or negative) achieved by PLUP?	
5	Through what pathways, if any, is increased spatial certainty likely to increase household incomes? What evidence does the evaluation find for this?	

Table 3: PLUP Evaluation Questions

This PE employed three types of qualitative data collection: Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and Participant Observations. Annex V includes the semi-structured questionnaires (in English) utilized for KIIs and FGDs (see the Annex for details). The ET translated these guides into

Bahasa Indonesia for use during data collection. The PE also included secondary data collection (administrative and spatial) and document review (both program documents and external research and resources). See Annex III and VI for a list of program documents, government data, and external resources collected and reviewed. To see an explanation of the administrative and spatial data collected and analyzed during round 1, see Annex VIII.

B. Sample

In total, the ET spoke with 232 respondents (27 percent of them women). These respondents represented national, provincial, district, sub-district, or village-level perspectives, as detailed in Figure 2. Figure 3 depicts the sample by geographic location. There were more respondents sampled in Mamasa because the project is implemented in three sub-districts (as opposed to the other districts which include one or two sub-districts). Additionally, one large FGD in the district inflated the sampling percentages.[44]

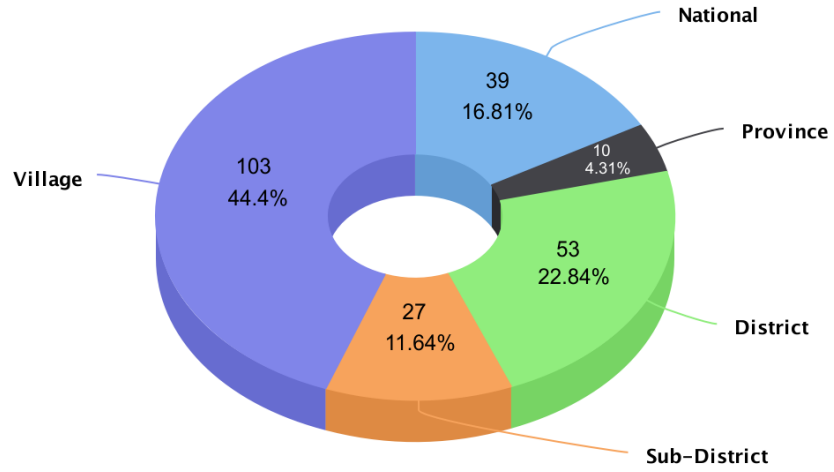

Figure 3: Sample by Respondent Type

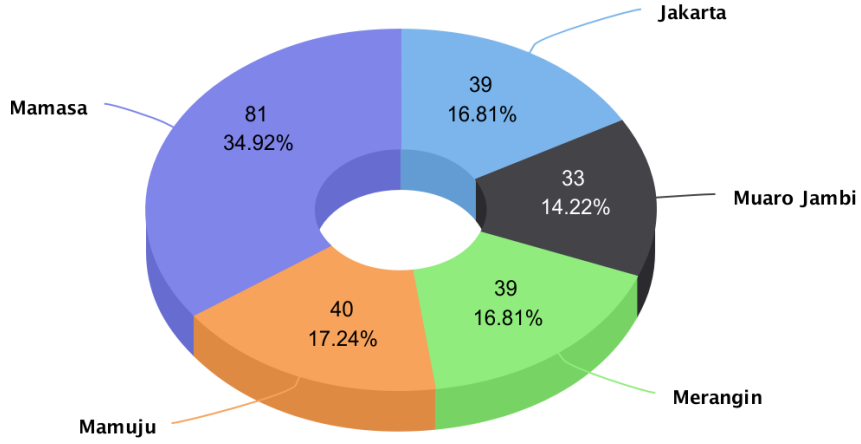

Figure 4: Sample by Geography

The ET completed a total of 66 KIIs, 22 FGDs, and 9 observations during five weeks of data collection (August 29 – September 30, 2016).[45] See Annex XII for a complete fieldwork schedule for round 1. The

[44] One FGD with women only in a village in Mamasa included 32 female participants.
[45] Additional MCA-I and MCC interviews were conducted in early October, post-fieldwork.

team completed more FGDs than originally expected[46] because of the overwhelming response received at the village and sub-district level. Beneficiaries and villagers were eager to discuss and engage with the ET; therefore, the sampling strategy was adjusted to include more FGDs and fewer KIIs. While several national-level interviews were conducted in English, the majority of KIIs and FGDs were conducted in Bahasa Indonesia. The Social Impact Inc. (SI) team contracted to conduct the evaluation (including technical and evaluation experts from the United States, Canada and Indonesia) were all fluent in Bahasa Indonesia.

In order to inform analysis of potential geographic differences in implementation or perceived outcomes, the ET conducted data collection in each of the four PMAP 1 starter districts, six of the sub-districts, and eleven villages across all sampled areas. Sub-districts were selected to ensure coverage of both Phase 1 and Phase 2 project sites. Villages were selected considering completion of segments, unique attributes, and accessibility. For more details on the sampling methodology, see Annex VII. The sites are as follows in Table 3 (in order of fieldwork completed):

Province	District	Sub-District(s)	Village(s)
Jambi	Muaro Jambi	Kumpeh Ulu	Kasang Pudak
	Merangin	Jangkat Timur/Sungai Tenang	Rantau Suli Koto Baru Simpang Talang Tembago
West Sulawesi	Mamuju	Bonehau	Mappu
		Kalumpang	Kalumpang Karataun Kondobulo
	Mamasa	Mambi	Talippuki Bujung Manurung
		Bambang	Bambang Timur

Table 4: Evaluation Sites

The hyper-linked image below also provides a virtual view of the evaluation sites.[47]

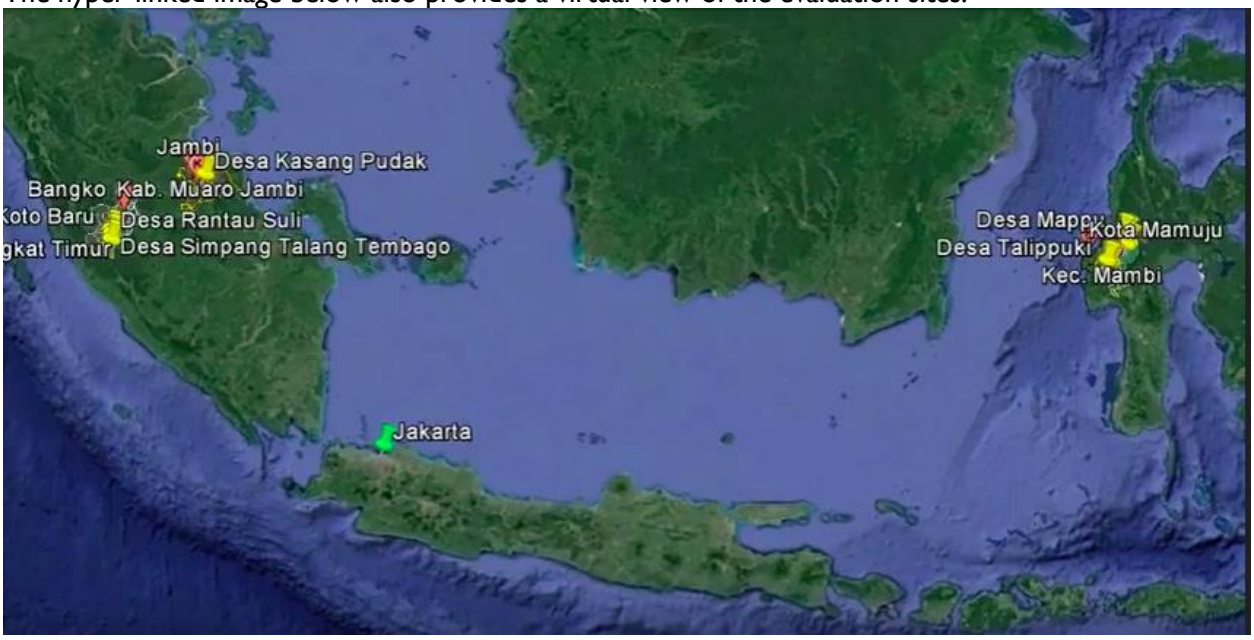

Image 3: Evaluation Sites

[46] The Evaluation Design Report originally targeted a total of 110 KIIs and 8 FGDs.
[47] The explicit link for the map is: https://drive.google.com/file/d/0BzSrd_34Uk0wYmxON1hFeXd1YjA/view.

KIIs and FGDs were conducted by two or more ET members, utilizing questionnaires and recording devices to ensure high quality, relevant data. A female ET member conducted FGDs (and informal KIIs) with women separately from men on several occasions for the purpose of capturing their unique perspectives.[48] FGDs with Village Participation Teams (VPTs), however, included men and women team members in order to capture the dynamics and perspectives of the team as a unit.

In addition to formal data collection activities, some data were collected from unguided interactions with respondents (when consent was offered). At times, MCA-I staff and BAPPENAS staff joined the ET for portions of field work. Additionally, farmers and other villagers occasionally offered relevant opinions in conversations outside of a formal FGD setting. Where appropriate, these conversations are also included in the data used for analysis. Finally, informal discussions with women beneficiaries were conducted in the One Stop Shops (OSS) in Mamasa, Kasang Pudak Village, and in Simpang Talang Tembago Village that provided valuable data to the team.

The ET completed Participant Observations in the following locations:

- Muaro Jambi (2): GIS Training; Boundary Markings in Kumpeh Ulu (Kasang Lopak Alai and Kasang Kota Karang Villages)
- Merangin (1): Pillars and Micro Hydro Dam in Simpang Talang Tembago Village, Jangkat Timur
- Mamuju (4): IMS Training; Pillars in Kalumpang (Kondobulo and Karataun Villages); Pillars in Bonehou; Village meeting in Kalumpang
- Mamasa (2): Pillars in Bambang Timur Village (Bambang sub-district); Boundary Dispute Meeting in Mappu Village (Bambang sub-district)

The ET, through these observations, was able to verify pillars/markers recently established by the program, view trainings with government partners, and review key project outputs (like the IMS). These observations provided unique opportunities for the ET to also engage with project stakeholders about the purpose for and importance of project activities and outputs.

C. Limitations

The evaluation design focuses on ex-post identification of areas of significant change and explores attribution and mechanisms of changes through qualitative data. Accordingly, the absence of a valid counterfactual against which to compare intervention effects limited the ET's ability to determine attribution of observed effects to project inputs alone. Additionally, the recent imposition of national and provincial administrative reforms[49] presents a confounding factor that further complicated the ET's ability to disentangle the independent effects of PMAP 1. The evaluation did, however, provide an opportunity to identify important changes and identify and assess mechanisms of change, which could inform future evaluations of similar projects.

By completing round 1 data collection near the end of implementation of PMAP 1 (but neither completely before or completely after implementation), the evaluation was limited in its ability to fully describe and explain pre-PMAP 1 contexts and baselines for each outcome. Though the ET attempted to mitigate this threat by using recall questions and pre-PMAP 1 secondary data (when available) (particularly for outcomes 1 and 2), this timing limited how clearly the evaluation identifies 'changes occurred' and correlation with the intervention in round 1. Round 2 will further mitigate this threat by introducing a

[48] For example, an FGD with female villagers was conducted in Talippuki Village in Mambi sub-district (in the district of Mamasa).Though the ET sought to conduct FGDs with women villagers in every village visited, this depended largely on the support the ET received from the local implementer for planning and coordination. The FGD with women villages in Talippuki village was a fortunate occurrence, and one that the ET wishes could have happened in all villages.

[49] Law No. 23/2014.

second round of data that can be analyzed against baseline data to determine changes in outcomes (both short- and long-term). As detailed above, however, this timing was preferred when compared to a pre-implementation data collection effort because expected outcomes were not articulated and finalized at that stage.

The results of this evaluation have limited generalizability to the other PMAP districts. This is both due to the sampling of districts and sites for this evaluation (selected for non-random reasons noted above), and to the fact that the PMAP contracts do not all implement Task 1 together with Task 2, 3, and 4.[50] Nevertheless, Section VI of this report attempts to identify risk areas where report audiences can learn from the PMAP 1 experience.

Lastly, the ET acknowledges two inherent biases associated with qualitative data collection. One limitation is recall bias among key informants. The ET took steps to reduce recall bias in the protocol and questionnaire design phase, including framing questions to aid accurate recall. Where possible, the team corroborated interview findings with additional data sources, such as government records. The ET also acknowledges bias due to the subjectivity of respondents and collecting only socially desirable responses from interviewees. In order to address this potential bias, the ET purposively recruited a diverse sample of informants and triangulated responses with other data sources in addition to developing data collection protocols based on best practices that minimized response bias.

[50] Though at the time of the evaluation, the ET was told all PMAP sites would receive all Tasks, Tasks 1 – 4 may not be included in the same contracts.

IV. Findings

Findings are presented in three main sub-sections, which incorporate the five evaluation questions. Section IV.A details performance evaluation findings related to PMAP 1 (Evaluation Question 1 and 3). Section IV.B details baselines for PLUP outcomes (Evaluation Question 1, 2 and 4). Lastly, Section IV.C details the identified link(s) between PLUP and GP (Evaluation Question 5).

A. Performance of PMAP 1

To investigate the performance of PMAP 1, the ET first confirmed the production of key task outputs and, because in most cases key users had not yet received outputs, identified "indications of future use" of said outputs through Evaluation Question 1. The ET, secondly, explored the management of the PMAP 1 project through Evaluation Question 3.

1. Evaluation Question 1

> How has PLUP progressed in the achievement of short-term outcomes, and how likely is it to progress in the achievement of long-term outcomes?

PMAP 1 Planned Activities and Outputs

Task 1 (synonymous with VBS/RM) includes work at the sub-district and village level and was implemented in two phases, as noted above. Each phase was designed to take approximately six months to complete, though Phase 1 ultimately ended up requiring additional time. Phase 1 VBS/RM included an 18-step process as outlined in the project Contract, while Phase 2 VBS/RM roll-out included 19 discrete steps (as detailed in the VBS/RM Manual, as produced by the implementer).[51] The outputs that were expected as a result of this task include completion of the 19-step VBS/RM process (and documentation of each step for use in legalization of boundaries), definitive maps of village and sub-district administrative boundaries, and an Operations Manual detailing the VBS/RM process. The key stakeholders for Task 1 activities and outputs include (but are not limited to) villagers, Village Participation Teams (VPTs, or *Tim Pelaksana Desa*, TPD)[52], Village Heads, Sub-district Heads, and members of the VDDC.

Task 2 and 3 involved the development of a geospatial database in each district that is aligned with national standards. The task includes, but is not limited to, the following activities (and outputs):

- Establishment of an Interagency Working Group
- Geo-spatial data collection and review
- Legal analysis of regulatory procedures of land administration and natural resource management
- District license/permit collection, compilation, geo-referencing, and map development
- Geo-Database establishment, according to the Indonesian Catalogue of Geographical Elements (Katalog Unsur Geografis Indonesia - KUGI) structure

Lastly, Task 4 involves the development of an Information Management System (IMS) and includes a formal training component. There are three activities (and outputs) to complete this task:

- Design a spatially-enabled database (IMS) to integrate land use, land cover, and land use licensing information (from Task 1, 2, and 3)

[51] See the Project Inception Report and Operations Manual for a full explanation of each discrete step. Also see Annex XI for a graphic of the steps in the process.

[52] VPTs are made up of five village members, with a minimum one woman member. Each village selected, appointed, or nominated VPT members according to their own criteria and requirements.

- Install the IMS in partner districts; and train government partners on how to use the system[53]
- Provision of technical assistance to relevant government entities, primarily at the district level, to improve the ability to conduct transparent and more efficient land use and natural resource licensing and permits (GIS and IMS trainings)
- Enhancement of existing district spatial plans

The key stakeholders for Tasks 2 – 4 include (but are not limited to) the Local Development Planning Agency (BAPPEDA), the OSS, the Regional Spatial Planning Coordination Board (*Badan Kordinasi Penataan Ruang Daerah,* BKPRD), the National Land Agency (BPN), Public Works Agency (Dinas PU), Spatial (and city) Planning Agency (Dinas Tata Ruang/Tata Kota), Plantations Agency (Dishutbun), BIG, MOHA, and investors. Specifically for the Task 4 training component, the implementer invited partner district government offices to identify training participants. These participants were from BAPPEDA, OSS, BPN, Dinas PU, Tata Ruang/Tata Kota, and Dishutbun.

Relevancy of Outputs

The VBS/RM process was relevant for stakeholders from the village to the national level, and for various reasons. While administrative boundary setting does not influence and/or affect rights to land/land tenure[54], respondents reported many reasons why boundaries are more than just "*lines on a map*"[55] to them:

> *"In the future, we expect that we could understand how to properly use space. For example, with paddy fields, fish ponds, agricultural land, and so on. When this team came in, we could see what should be done in the future."* Village leader in Merangin District

> "We *are reluctant to plan our village development as it is not clear what to build and where. Now, we have a clear village border. It is good for the next generation. If there are investors coming, we can show them our clear village border on the map.*" VPT member in Kasang Pudak Village, Muaro Jambi District

> *"I think village boundary mapping is extremely beneficial for the people because we never had a map like the one that MCA-I completed here with PMAP…It is related to the village profile. If it's not accurate, then their [the village] development plan would be obstructed."* VDDC member in Mamuju District

> *"It is great to have boundaries because then everyone can sleep. You don't have to worry about fighting for boundaries with adjacent villages."* Implementer

In addition to the reasons exemplified above, respondents also noted village boundary setting as important in raising cultural and historical awareness; reinforcing and strengthening village identity (*harga diri,* or pride/self-worth); transferring knowledge of the village/area to the next generation; avoiding and/or settling conflict; accessing funding streams to further village development[56]; improving village bargaining positions (when involved in an ongoing, legal dispute over land); planning for the creation of a new administrative unit (*pemekaran*)[57]; clarifying areas that should receive/benefit from levies from concessions;

[53] Both the IMS and the training on the IMS were to be unique to the context in each district.
[54] Land rights are still regulated by the Basic Agrarian Law No. 5/1960, and land zoning is regulated through the Spatial Planning Law No. 26/2007 (among other laws).
[55] From a MCC respondent interview.
[56] Through the submission of a Village Profile (*Profil Desa*) and a village development plan (RPJM-Des), villages receive Village Allocation Funds (Alokasi Dana Desa, ADD), and also have better opportunities to access additional Regional Budget Funds for specific programs, as well as the potential for additional National Budget Funds.
[57] *Pemekaran* is the forming of a new administrative unit in Indonesia at the provincial, district, sub-district, or village level. This process is regulated by Law No. 32/2004.

and correcting spatial plans. Some of these points will be explored further in Section IV.B (Evaluation Question 4), which documents unintended results achieved by PLUP.

Similarly, stakeholders from BAPPEDA to investors reported that Task 2 – 4 outputs (or tools) were relevant and important to them. Several respondents are quoted below, explaining why geo-databases and IMS are relevant for them in their day-to day-lives and work:

> *"There are so many overlaps [in licenses] between companies. For spatial certainty, I think we have to get it [permits] published now. Get it online. Later on, this permit management information system will be connected to the BAPPEDA and district websites. The benefit of this system is that investors can refer to it when they are requesting spatial information and other functional permits in Muaro Jambi."* BAPPEDA Muaro Jambi District

> *"Task 2 and 3 will really help us to do our job with the licensing process and spatial planning. If the system is running, the BKPRD and OSS will be maximized. Currently [they] are not really effective."* BAPPEDA Mamuju District

> *"…because no matter how remote they are, the district data are really important for development from the province to the national level."* BIG

> *"At first, we thought that the land was located in [district name]. It turned out that only 50 hectares belonged to [district name]. The remaining hectares belonged to [district name]. It proves that the border was not really clear. We were confused in dealing with the licensing process. We abandoned the land until now."* Private sector respondent from Jambi Province

> *"GIS can also help us understand how our land is being used…to design better disaster management plans…to help businesses better conduct business practices."* From observation of IMS Training in Jambi

Respondents also noted that Task 2 – 4 outputs have the potential to better link agencies, increase effectiveness and efficiency of licensing/permitting and spatial planning processes, and take a step toward transparency of information. In sum, respondents confirmed to the ET that the PMAP I project (and Task 1, 2, 3, and 4 activities and outputs) was appropriate, pertinent, and aligned with the needs and desires of the targeted areas and stakeholders. However, as the next section will explain, the project is ending at a time when several key outputs are yet to be delivered to these stakeholders.

Status of Outputs

Overall

Several key indicators and outputs for project tasks are described below. In total, as of October 2016, the implementer has claimed the following achievements (Table 4) for project indicators specified in the contract:

No.	Type	Title	Claimed Achievement
1	Outcome	Number of village boundaries established	305 segments
2	Outcome	Number of district land use, land cover, and permits and licenses inventories publicly available	4
3	Output	Number of land issues identified	62[58]
4	Output	Land area of villages delineated by VBS	*TBD*[59]
5	Output	Number of villages assisted in participatory boundary setting	114
6	Output	Number of district land use, land cover, and permits and licenses inventories created	4
7	Output	Number of enhanced district-level spatial plans	4
8	Output	Number of district officials trained	59 (17% women)
9	Output	Number of districts that formally adopted guidelines for participatory village boundary setting	4

Table 5: PMAP 1 Contract Outputs

Neither the contract nor the Inception Report includes targets for these indicators, so the ET was unable to draw conclusions about PMAP 1-specific performance according to indicator achievement (or discuss percent achieved to date).[60] The ET can provide comment, however, on several of the indicators in Table 4.

- The definition of indicator 1 requires a District Head Decree for the village boundaries to be considered formally established (of which there were none for the PMAP 1 districts at the time of the evaluation)[61]; however, the implementer does report completion[62] of 305 out of 344 segments (87 percent completed).[63] The implementer has also reported that this total includes the following sub-districts with fully completed segments: Bonehau, Kalumpang, and Sumarorong (three sub-districts in West Sulawesi Province). During fieldwork in Mamuju, however, the ET met with respondents that reported an outstanding dispute in Bonehau. Though the case was supposedly resolved by the District Head, the villagers were not yet informed of the verdict and, therefore, no pillar had been established and uncertainty remained. This highlights the complexity that disputes (and a multi-pronged dispute resolution process) generate in the implementation

[58] The implementer reports 62 in some documents, and 60 in others. The ET will refer to 60 as the total number of land issues identified.

[59] For indicator 4, the project has yet to total all sub-district hectares (ha), but Phase 1 districts have a total of 160,241.7 ha delineated by VBS/RM.

[60] MCA-I/MCC have set Compact-level targets for PLUP outcomes and outputs, however these targets remain in flux. The claimed achievements by the implementer also differ from those claimed by MCA-I/MCC in the Indicator Tracking Table (as of the Quarter 14 table). The targets, furthermore, relate to Compact-level targets and not PMAP 1 contract targets. For these reasons, the ET did not assess performance against these targets for outcomes and outputs in Table 4. This may be done, however, in round 2 of the evaluation.

[61] Until the District Head Decrees (*Surat Keputusan* Bupuati) are signed in the four districts, village boundaries have not been "established" according to the MCA-I and MCC-agreed upon definition. Both MCA-I and the GOI are responsible for the final steps in the VBS/RM process. To encourage the signing of district regulations that formalize village boundaries in partner districts (Step 19), MCA-I invited government officials from Mamuju and Merangin Districts to Jakarta to draft the decrees in 2016. MCA-I continues to work on drafting the decrees and working with the district head in each district toward finalization of boundaries.

[62] 'Completed' here means that the villages have agreed on the segments and only the District Head Decree remains to be completed for legalization.

[63] This total/percent is slightly different than what is included in the implementer's final report (in some sections). The numbers in the report are not consistent, and the ET based this total on number of segments per sub-district.

and finalization of VBS/RM process, which we will explore in Section IV.B (outcome 2) and Annex IX.

- For indicator 2, the implementer reports that four districts have both land use and land cover data publicly available, though the ET did not find any evidence of this (information available outside of partner government agencies). Additionally, the implementer has yet to deliver publicly available inventories of permits and licenses in the four partner districts (often held up by approvals). The ET will explore these outputs further below under Task 2 – 4 outputs.
- The implementer reports that each district has an enhanced spatial plan (Indicator 7), though the ET was unable to confirm any updates or revisions to partner district spatial plans as a result of PMAP 1 at the time of the evaluation, and can confirm that Mamuju does not yet have a spatial plan. More details on baseline findings for each district related to the spatial planning process can be found in Section IV.B (outcome 5).

Additional numbers that the implementer reports (in monthly and quarterly reports, and in their final report) include the number of pillars established (180)[64], number of contested segments (34), number of disputes (60), number of villages mapped using unmanned aerial vehicles (UAVs, or drones) (58, or 51 percent of PMAP 1 villages), and average VBS/RM cost per village ($12,496).

While the ET did not have the scope to investigate or provide comment on the cost per village, direct observation confirmed that pillars were established in five villages.[65] As an example, during an observation in Bambang Timur Village in Bambang, Mamasa District, the ET documented that pillars were constructed by VPT members of Bambang Timur Village and an adjacent village just a week prior (the paint was still fresh, and plastic still covered the plaque). Project funds paid for three pillars, a VPT member explained to the ET, and the village now plans to erect one more pillar (with their own funds) on another border segment (with Mambi sub-district).

Task 1

VBS/RM Process

The VBS/RM process[66], and specifically steps 1 – 15 (including installation of pillars), was largely completed in the targeted 114 villages at the time of the evaluation, though steps 16 – 19 were not yet completed. Additionally, outputs including the VBS/RM Operations Manual and village maps had yet to be delivered to stakeholders (users). Users of both of these outputs were unclear about specifically *how* to use them in the near future.

The ET verified evidence from the implementer supporting steps 1 – 15 in the VBS/RM process.[67] To do this, the ET randomly selected one sub-district per district (Jangkat Timur for Merangin, for example) and reviewed monitoring data aggregated and organized by the implementer. The monitoring data is summarized in Excel documents (and in soft copies), per village, sub-district, and district. One piece of evidence was reviewed per step (as multiple pieces of evidence are required for each step, as specified by MCA-I). The ET was able to conclude that claimed achievements had supporting documents. The ET, therefore, has confidence that the monitoring system and documentation process developed and

[64] The project reports both 122 and 180 as total number of pillars installed.
[65] At the time of the evaluation, pillars had yet to be established in Muaro Jambi District, and the project had experienced tampering of pillars in Jangkat Timur sub-district, Merangin District.
[66] See Annex XI for a graphic depiction of the steps involved in the VBS/RM process.
[67] Steps 1, 4, 17 and 19 are the responsibility of MCA-I, while steps 2, 6, and 18 are the responsibility of the District Head.

maintained by the implementer accurately reflect the reported achievement of VBS/RM steps (reported in quarterly and annual reports).[68]

The ET was also able to investigate steps in the VBS/RM process during data collection (KIIs, FGDs, and observations) with direct beneficiaries in sampled sites. Key outputs that were confirmed with respondents at the village and sub-district level include (but are not limited to) the following:

- Legalization of VBS/RM Guidelines and the establishment of VDDCs (Step 2)
- Formation of VPTs (Step 6)
- Collection and compilation of geospatial, boundary, and natural/cultural resource data (Step 7 and 11)
- Establishment of dispute resolution mechanisms, and classification and resolution of boundary disputes (Step 9 and 12)
- Public exposition and finalization of village cartometric maps (Step 13)
- Village boundary surveying and demarcation (Step 15)

The formation of VDDCs and VPTs were verified in all locations the ET visited, though each district and village had unique ways of identifying members and organizing member work. As FGD respondents in Bambang Timur village explained, "'*To put together our village information, this was based on our five VPTs. We all had different roles. [Name] was assigned to finding basic profile data (population/demographics), another member was responsible for history, another was responsible for natural resources land use, and infrastructure, and another for technical and GPS information*." A VPT member in Simpang Talang Tembago Village in Merangin explained, "*There is VPT from each village. These five people were selected by the local people. They are the highly respected people in the village who understand about their village*."

One of the reasons for including VPTs in the PLUP approach (and PMAP 1 instrument) was to increase participation[69] in the VBS/RM process at the village level, and therefore increase commitment to resulting boundaries (and resource maps). The contract requires the inclusion of women, for example, in VPTs, and dictates who must attend each village or sub-district meeting (and project workshop).[70] The project documented a total of 394 VPT members (19 percent women, or 74 women in total).[71] An implementer noted the following regarding specifications for participation in PMAP 1: "*Some people think this is 'prescribed participation'. I don't think that you can do it any other way. People in remote villages do not understand how to participate. I cannot see any other way to introduce this process*." Participation, in addition to being prescribed according to contract requirements, was also promoted through the use of cash incentives. As another

[68] That being said, 15 percent of the evidence required for verification of the steps was not yet collected, completed, and confirmed for Jangkat Timur sub-district at the time of the evaluation. The ET does not have enough information to determine whether the lack of evidence reflects lack of actual progress or rather a deficiency of timely aggregation of evidence regarding completed VBS/RM steps.

[69] The ET acknowledges that 'participation' can mean different things to different stakeholders. The 'participation' explored in this evaluation in terms of the VBS/RM process focused in on engagement by a range of individuals and groups (according to age, gender, ethnic group, among others). Further on participation, MCA-I noted that the design of the PLUP approach was done in a 'participatory way', and the implementer also noted 'participatory' aspects of Tasks 2 – 4. While there are many comments to make on participation, the ET has chosen to comment only on the participatory approach promoted in the VBS/RM process (Task 1).

[70] MCA-I also encouraged the inclusion of marginalized and vulnerable groups in the VBS/RM process, as explained in the MCA-I Social and Gender Integration Plan (SGIP). This will be discussed in Section IV.A.

[71] The ET notes that this total does not reflect a total of 5 VPT members for 114 village VPTs; however, this number was taken directly from the implementer's final report.

implementer explained, "*Participation appears to be automatic, but it isn't. In Mamasa, there were challenges with getting participation. The only way to get people to participate was to pay them for it.*"[72]

Step 13 also invited villagers that were not from the VPT to review and comment on cartometric maps, expanding participation in the process. As one VPT member in Simpang Talang Tembago Village in Merangin explained, *"[Maps were displayed] in public spaces where a lot of people came to see…we displayed the map so people know about what we [the VPT] have done. If they have feedback, they will go to the VPT for any revision*." VPTs were noted by several respondents to be key strengths and outputs of the project. Albeit prescribed in many ways, the ET observed and heard reports of participation in the VBS/RM process by multiple generations, men and women, and ethnic groups in visited villages. Fully acknowledging that participation is not "automatic", and is challenging to guarantee for any process, the PMAP 1 project took critical steps toward incorporating participation as part of VBS/RM as regulated by MOHA 27/2006. Participation is discussed further in Section IV.A, as the length of the contract also influenced the depth of participation possible in PMAP 1.

To exemplify steps 7 – 12, a quote from a VPT member in Kalumpang:
At first there was a training [conducted by PMAP 1 implementers] and then we went to the field. We collected village histories about how this village was created. These were stories from the elders about how Kalumpang came to be. Information was collected from different people with different backgrounds, and then we brought those to different meetings because we, as the VPT, were now responsible. We then looked at the different claims to the borders, and we then created the minutes of meeting to make these the official boundaries. We also collected different important sites within the village and used GPS units with coordinates.

One of the most challenging processes to complete throughout the 19-steps involved dispute negotiation, mediation, and resolution as guided by the Village Boundary Dispute Resolution Operations Manual.[73] Though this process is relegated to Steps 9 and 12, the implementer explained that dispute discussions were dispersed throughout the entire process (and implementation period). In the contract and TOR, MCA-I included limited guidance on dispute resolution (beyond an annex). The implementer quickly realized, however, that each sub-district was rife with disputes.[74] The implementer identified a total of 60 land issues during the course of the project. A total of 25 of these 60 cases (42 percent) were between villages in the same sub-district. Thirty-eight percent of cases were between villages from different, neighboring sub-districts. The implementer, in various reports, documented and classified the nature and type of these 60 disputes. Considering the implementer was not contractually obligated to *resolve* disputes, as this is ultimately the role of villages and the GOI, the project does not report 'the number of disputes addressed or settled' during the project timeframe; however, they do note that 87 percent of segments were finalized, suggesting many cases of settled disputes in partner areas.

[72] WARSI, the implementing partner in Jambi, paid for food but not transport for project participants in Task 1 activities. In Mamasa, Puter paid for transport and food. The total amounts provided were reported to change over the life of the project and depended on location. In some places, these cash amounts only totaled several hundred thousand rupiah for transportation.

[73] The implementer was not required (and should not be required) to resolve conflict, as this is ultimately the role of villages and GOI.

[74] In the November 2015 monthly report, the implementer noted the high incidence of disputes, and included detailed plans for managing the situation within the PMAP 1 project context: "*Based on progress in the field, there are large potential numbers of tenure disputes, so PMaP's challenge will be to make sure our SCFs have the capacity to implement the field research using the Land Tenure Advisor's methodology and tools. In the TOR, there are no detailed steps and instruments specified for dispute investigation, so the resulting methodology and instruments to carry out dispute investigation outlined earlier were developed [by the implementer] and are being applied***."**

In fact, one of the main outputs or results of the PMAP 1 project noted by village and sub-district respondents during KIIs and FGDs was resolution of disputes in their area. Amidst comments about the challenge that disputes and ongoing conflict introduced into the VBS/RM process, there were comments like the following:

> *"[During a discussion of an on-going dispute between Kalumpang and Bonehau Sub-districts] MCA-I came and both groups were called together. Legally speaking the decision falls to the local government. Whatever the decision is, we will respect what they decide. MCA-I facilitated addressing the problem. MCA-I facilitated so that the meeting could happen. They did this twice."* VPT member in Kalumpang

> *"We can feel the difference [made by PMAP 1]. In the early days, we do not have a mediator to facilitate the conflict resolution between villages. Now, we have mediator (WARSI) that assists us in resolving conflict. We actually have a 'Unit Resolusi Konflik' which is comprised of representatives of 18 villages. This unit was formed in May 2016 and legalized by an SK from the sub-district. The unit will act as mediator should there be any conflict among those 18 villages."*[75] FGD respondent in Kasang Pudak Village, Muaro Jambi District

> "*One strategy that I found useful [in negotiations over disputed claims] is when the SCFs use image maps (peta citra) from the drone. It really helps the villagers clearly see the disputed boundary in reality, from above*." Sub-District Head in West Sulawesi Province

There is evidence that the project helped address administrative disputes through their use of a participatory and technology-based approach, and made important contributions in setting up dispute resolution mechanisms.[76] In other instances, however, the ET found that complex ongoing conflicts continue to plague partner villages. Each sub-district the ET visited had one (or more) significant disputes remaining after the completion of the VBS/RM process. Respondents spoke at length about the remaining conflicts, especially deep-seated longstanding disputes. In one emotionally charged interview, a Sub-district Head articulated these views (quoted in Section IV.B, outcome 2), namely that although the project helped to address numerous conflicts, he has deep concern over the one major conflict that remains. Furthermore, respondents explained that several dispute forums did not fully understand the dispute resolution process or objectives, and defended their own areas as opposed to acting as arbiters. The ET also found ourselves in a position in which we were asked to assist in dispute resolution – revealing a) the grave need villagers felt for further support with complex conflict, b) that community member have a difficult time finding fair processes. Additional information on changes observed in outcome 2 (Decreased conflict between villages (or groups of villagers from adjacent villages) over land use rights in "border"/outlying areas between villages) will be presented in Section IV.B. Also refer to Annex IX which includes a set of case studies to help describe 'Typologies of Conflict in PMAP 1'.

Maps

The ET, after verifying the steps described above, asked respondents about the presence of finalized maps in the villages (and at the sub-district level), that would be the output from the final steps of the VBS/RM process. No Village Head (or VPT member) interviewed had a copy of PMAP 1-produced maps at the time of the evaluation. As one Village Head in Jambi noted, "*Up to now, there are no village maps. We have not received that yet."* MCA-I and the implementer confirmed that the delivery of maps back to the village level had not yet been completed, as complicated steps are required before this can happen (final map

[75] After this comment, however, respondents whispered that the URK was inefficient and was going to shut down.
[76] In two sub-districts (Bambang and Sumarorang), previously established dispute resolution mechanisms were used to handle administrative disputes. In the other six sub-districts, however, PMAP 1 facilitated the creation of dispute resolution forums.

review, formal signing of maps, printing of maps, etc), and the ET received conflicting responses regarding responsibility for this critical task (and related tasks). The ET requested maps from the implementer and was provided several for review. Annex VIII provides an assessment of three specific village maps, concluding that maps remain incomplete and finding any database on boundary segments eluded the ET.

Though these outputs have yet to be delivered, villages are eager to see the maps for intended use and to hear news of activity follow-up. A district relationship manager noted that "*government and the communities are very enthusiastic [about PMAP 1 outputs]*." There were villages that articulated the intended use of the maps (and finalized boundaries) to assist them in achieving village development. A respondent from a village in Muaro Jambi indicated the intended use of the village map for a proposal to divide their administrative village boundaries further to establish three new villages as a means for accessing funds (national and regional subsidies, e.g. ADD) sufficient for infrastructure and community development (specifically, a road development and high school, respectively).

In many instances, however, respondents were not yet able to articulate specifically *how* the maps (and finalized boundaries) would assist them in achieving their objectives for their village. In the implementer's final report, they noted this gap in terms of sustainability of the Task 1 outputs: "*The focus of PMAP 1 was on village boundary setting and the production of spatial information, yet there was no direct linkage with the village development planning process*." During interviews with the ET, villages requested additional support for the utilization of maps (and resource information) in village planning. Examples of this finding are below:

> *"I am optimistic that in the future, village spatial management can be more systematic and accurate. We can see in the future that in village spatial planning there are local specialties such as tourism sites…With this spatial management, we could see the benefits."* FGD respondent in Simpang Talang Tembago Village

> *Law 6/2014 urges the village to do spatial planning. PMAP 1 supports them [villages] to make it happen.* VDDC member in Merangin

> When asked how they would use maps, FGD respondents in Bambang responded: "*We need more help and require additional facilitation. We were afraid of all these new faces from the facilitation teams at the outset. We were worried about the potential conflict with engaging on village boundaries. But after this, we were very proud of what we've been able to do. These efforts show that these boundaries can no longer be taken by other villages. We really need help going forward*."

Resource Mapping

A planned output that should be reflected in maps, and one that is closely related to spatial planning, is resource mapping. In West Sulawesi especially, villages highlighted their project experiences of identifying and mapping cultural sites. This further sparked discussions with elders on historical features of the landscape about the spatial and temporal dimensions of land use, leading to increased sense of heritage and pride over a particular landscape, and its preservation for future generations. For example in Kalumpang, FGD respondents were interested in the protection and conservation of their natural resources. In terms of RM for agricultural uses, there were indications that certain land classifications were mapped during PMAP 1. In particular, villages expressed interest in having clear area measurements for specific agricultural crops, such as the extent of rice fields in their village. This is helpful particularly for the development of proposals that can be submitted to agricultural extension officers. Furthermore, in Merangin, due to the potential for micro-hydro and electricity expansion, there were indications that rivers and waterfalls were being mapped.

Beyond these 'indications' that RM occurred provided by respondents, the ET could not confirm completion considering no resource maps were available at the time of the evaluation. The process of RM did not appear to proceed to the level of concerted spatial planning efforts.

Most respondents noted that the PMAP I mapping efforts were very much focused on negotiating boundaries. The implementer commented that they had a lack of direction on how to actually do RM: "*There were no guidelines from MCA-I on the Resource Mapping*." Their Contract included minimal direction, with most details included in notes sections of the document.[77] MCC acknowledged this: "*RM has not yet advanced. I thought this would be a key output.*" This is not to suggest that RM did not happen at all during PMAP I implementation, as the examples above describe - it just did not happen in a systematic or standardized way, and varied across villages. In addition to a lack of direction on how to do RM, the lack of a standardized approach to RM was also linked to a lack of implementer and MCA-I monitoring (to collect the information about RM).

Furthermore, it is unclear how the utilization of drones helped to provide high resolution imagery for planning efforts. According to MCC, *"…we argued, once you had boundaries and VPTs (directly involved and owned process) and cultural and natural resource areas mapped, [the] idea was they can now map it. This is key for the village to manage territory. Let's use this opportunity to do high resolution imagery of cultural resource areas. Instead of coming in and doing mapping, VPT tell us where your significant natural resource areas are. Then go map it on the ground using a drone in response to request from village. [Then you can] capture this in a database. This was really innovative*." The process described in theory here was not confirmed in reality by villagers, as respondents only mentioned aspects of the process explained above. There was also no data (finalized maps or images) available for the ET to conduct a primary analysis at the village level.

Through the initiation of VBS/RM, there was a clear opportunity to engage in training about land uses and in capacity building regarding how to articulate mapped resources into local investment planning and development proposals (promoted by local government offices). Although the ET heard some indications of this type of action being planned at the local level, it is difficult to comment on these preliminary plans – as they are not yet based on maps (including mapped resources). As mentioned above (and in Annex VIII), the ET was provided only three draft maps to review. Furthermore, the ET found no indications of plans for continued utilization of any resource mapping process at the village level. Villagers did not seem to know when the finalized maps would be returned to them, nor what these maps would be used for.

Operations Manual

The last Task I output to be noted here is the VBS/RM Operations Manual. The Manual was submitted by the implementer to MCA-I in June 2016. Prior to this submission, the implementer submitted draft versions of the manual in January and March of 2016, with minimal comments from MCA-I. An English draft version was available on the MCA-I website at the time of the evaluation.[78] A Bahasa Indonesia draft version of the manual has also been completed by the implementer and submitted to MCA-I, though it is not yet publicly available (via the website).

The manual includes annexes with specific documents and reference sheets for each step in the VBS/RM process. Additionally, the implementer developed manuals for Stakeholder Engagement, Dispute Resolution, UAV Survey, and Global Navigation Satellite System (GNSS) Survey. The implementer, in their final report, refers to these as the 'five manuals' related to the operationalization of the VBS/RM process.

[77] See section 2.1.4.
[78] http://mca-indonesia.go.id/publikasi/dokumenplup/.

These documents have not been disseminated to stakeholders (users) and are still under MCA-I review. The ET identified confusion among respondents regarding the specific purpose of (and audience for) this manual. The language in the manual, based on ET review, is targeted at other PMAP contractors under MCA-I. This may prove to be a missed opportunity, both because MCA-I is not certain that the manual will be promoted as the main guiding document for other PMAPs, and also because the manual would need significant revision in order to make it GOI-relevant and appropriate. As BAPPEDA Mamuju noted, "*We have limited budget…We can use [the manual] as our reference. However, I don't think we need to do 19 steps. We can merge certain steps, such as workshops and mapping outreach - we can do it once. We'll need longer time, however, to deal with the conflicts.*"

Tasks 2 – 4

At the time of the evaluation, geospatial and licensing data at the BKPRD/OSS had been compiled; GIS and IMS trainings had been completed in all districts; and a geographically specific IMS had been developed. Additional outputs including the complete database, and those related to the IMS had not been realized (including installation, hardware, SOPs, and internet connection). Users of the IMS were enthusiastic about the tools; however, there remain significant threats to use after delivery of this output.

First looking at Task 2 and 3 outputs, the implementer collected and classified geospatial land-use data (including concessions, permits, and licenses) from the four PMAP I districts, and converted basic shapefiles (*.shp files) of this data into the GOI-required KUGI format. The ET requested to review the *.shp files at the beginning of the evaluation, and was finally provided data for the districts at the conclusion of fieldwork. Of the transferred data, only data for Mamasa was 'completed'. Annex VIII provides an assessment of the data included in this transfer. This annex concludes that the implementers collected significant amounts of information. Some of the data, however, is overlapping and aggregated in different places. This is perhaps part of the renegotiations taking place as part of KUGI reforms. It could also be due to district-level preferences to have multiple points of accessibility to data. There also seems to be limited evidence of discussions about overlapping land classifications and polygons. This is an issue across numerous government departments and most likely has to do with longstanding jurisdictional challenges.

The implementer reported in their final report that the data from Task 2 and 3 has been handed over to BAPPEDA in each district; however, in an interview with the ET, the implementer reported that only an 'informal' version of the data had been transferred.[79] While gaps remained in the database provided to the ET, an MCA-I respondent noted the enormity of this aggregation task in Indonesia according to GOI requirements: "*Even though BIG hasn't implemented it themselves, they have just launched it, and we have [already] asked our consultants to comply with the newest regulations*." Beyond these findings, see Annex VIII for ET comment on the accuracy and quality of the database.

The ET can verify that formal and informal meetings were conducted by the implementer with various agencies and offices responsible for data collection and maintenance, though this was not referred to as an "Interagency Working Group" by respondents (as in the contract). The ET also notes that project coordination, as directed by MCA-I, was not as "*close*" as claimed in program documents, particularly at the national level. A national partner, BIG, only recently started organized coordination with MCA-I. MOHA reported three meetings with the PLUP team, with the third happening at the time of the evaluation, at the request of the ET. The MOHA 45/2016 regulation also was signed during PMAP I implementation and provided an opportunity for MCA-I to showcase participation as part of the VBS/RM process. Unfortunately, according to one respondent: "*The project really missed an opportunity in terms of regulatory reform with the finalization of the MOHA regulation.*"

[79] The direct quote from the implementer is the following: "*Informally we have copied it [the database] to BAPPEDA, but the final one has not been transferred to BAPPEDA.*"

Lastly, regarding Task 2 and 3 outputs, the ET saw no evidence of the completion of a) the collection of laws, regulations, and decrees or b) legal analysis on issuing licenses and permits in each district (at the time of the evaluation).[80]

Turning to Task 4 outputs, as data was being compiled by Tasks 2 and 3, Task 4 implementing staff were conducting a User Needs Assessment and designing an IMS for each district (supported by an IMS Design Report), in collaboration with Trimble. Development of and trainings on the IMS were delayed for various reasons including delayed review of system-related contract deliverables by MCA-I, adjusted requirements for the IMS system, delayed procurement of necessary equipment and materials, and limited commitment from partner districts to provide funding for the trainings. While the local government in Merangin District contributed funds for the GIS training, no other district provided funds for either the IMS or GIS trainings. The trainings, therefore, were limited (in terms of days, and also in terms of follow-on support) as the implementer attempted to provide all trainings with minimal resources. The implementer was able to complete GIS and IMS trainings, but only in the final months of the contract, according to the following schedule[81]:

- November 23 – 26, 2015: GIS in Merangin
- August 22 – 26, 2016: IMS in Muaro Jambi
- August 23 – 26, 2016: GIS in Mamasa
- August 29 – September 2, 2016: GIS in Mamuju; IMS in Merangin
- September 5 – 9, 2016: GIS in Muaro Jambi; IMS in Mamasa
- September 12 – 16, 2016: IMS in Mamuju

The ET was able to observe an IMS and GIS training during data collection, and spoke with twelve training beneficiaries.[82] All trainees expressed appreciation for the training they received and could articulate how it was relevant and related to their work (see section above). These same respondents, however, voiced their concern about several aspects related to the trainings and use of the IMS system in the future.

First, respondents felt the trainings would have been better received if they i) were conducted in Bahasa Indonesia[83]; ii) conducted over the course of more calendar days[84]; iii) were supported by strong internet connection[85]; iv) included reference to manuals and Standard Operating Procedures (SOPs)[86]; and v) had

[80] Collections of laws were listed in prefaces to documents and in key parts of the VBS/RM manual, but the ET did not come across any consolidated, standalone efforts in this regard. The final implementer report (November 2016) reported that this deliverable was included in "Final Report and monthly/quarterly reports".

[81] This list does not include informal trainings conducted by the implementer, and only highlights the training on basic GIS and the IMS.

[82] The ET interviewed four training beneficiaries in Muaro Jambi, two in Merangin, three in Mamuju, and three in Mamasa.

[83] The IMS trainings were conducted by Trimble in English and translated simultaneously by PMAP I implementing staff. GIS trainings, however, were conducted in Bahasa Indonesia by PMAP I implementing staff.

[84] Trainings ranged from three to five days.

[85] Because internet connection had not yet been procured and delivered by MCA-I at the time of the IMS trainings, Trimble and the training participants had to rely on unreliable internet tethering. GIS trainings were conducted on trial versions of GIS, downloadable for 60 days free of charge.

[86] IMS trainings were conducted without a manual in all districts. At the time of the evaluation, Trimble was completing trainings and finalizing a manual to support the IMS for each district (to also include SOPs). While a GIS manual was reportedly developed and used in each district, the ET can only confirm this in Muaro Jambi. In Mamasa, for example, trainees did not recall being provided (nor could they produce) a GIS manual during the GIS training with PMAP 1.

consistent attendance from all participants/could accommodate all interested participants.[87] The implementer also noted threats to maintenance of the knowledge transferred during these trainings, including the varied level of capacities across participants[88]; the participants identified (sometimes they were not in positions relevant to the skills being addressed in the training); and *mutasi*/*rotasi* (or shifting of government employees to different offices/succession). As a BAPPEDA in Mamuju noted, "*Overall on task 2 – 4, I feel that sometimes there was a misunderstanding on how to connect the issues with those who are in the most influential positions."* The implementer reportedly conducted pre- and post-tests for these trainings, though at the time of the evaluation, data had not been aggregated or analyzed.

Second, respondents described various threats to sustainability of the IMS system. Materially, MCA-I at the time of the evaluation was still procuring and delivering the following to partner districts: IMS hardware (servers), internet connection, GIS licenses, and IMS software.[89] MCA-I is also still in discussion with BIG to finalize an Implementing Entity Agreement (IEA) which will then allow for the installation of servers in the agency to support the IMS in the districts. Respondents reported uncertainty regarding who would deliver these outputs and ensure their proper installation. Other concerns were regarding additional support required for successful IMS delivery. At the time of the evaluation, there was no plan (or resources) for i) coordination of spatial planning; ii) installation and establishment of the IMS; and iii) management and maintenance of the IMS.[90] Trimble did not have a support contract for post-training follow-up with the districts. A respondent from the OSS in Mamasa expressed a desire for additional support for the IMS: "*We hope that we [can receive] continuous on-the-job support."*[91]

Respondents also identified a regulatory change that could threaten the use and relevancy of the IMS. As noted in the Limitations section above, Law No. 23/2014 shifted responsibility for natural resource management from the district to the provincial government. Because of this regulatory environment and the relevancy of these tasks to the provincial level offices, provincial level respondents noted frustration that they knew little about what PMAP 1 was doing in the partner districts. This was particularly true in ET discussions in Jambi. While the PMAP 1 implementer (and contract) was in motion when this regulation was passed, this change means that moving forward, engagement should include provincial stakeholders.

In conclusion regarding Task 4, an implementer noted that "'*…if the IMS is installed and used, [it] will be a big improvement from previous data management systems*." This conditional statement, while it highlights potential outcomes from this ambitious PMAP 1 task, simultaneously reveals the incomplete status of this task's key output at the time of the evaluation.

[87] Respondents in Mamuju noted that not all interested individuals were permitted by their offices to attend the training. In other districts the ET visited, however, attendance was reported to be sporadic.

[88] For example, GIS familiarity was much higher in Muaro Jambi than in districts in West Sulawesi.

[89] MCA-I indicated the task 2/3 databases would be included as part of the official asset transfer (negotiated with Bappenas) along with the IMS server installation for task 4.

[90] Point ii in particular was impacted by delays in MCA-I coordination with Bappenas and BIG at the national level at the time of the evaluation, and have reportedly been addressed as of November 2016 with the extension of the implementer's contract to ensure successful implementation of task activities. The amendment specifically states that the extensión of three months was granted to "finalize Task 1 activities".

[91] Further, the OSS in Mamasa already uses a licensing and permitting system, called SIPS. This license and permitting system was produced through the Support to Indonesia's Islands of Integrity Program for Sulawesi (SIPS) Project, a good governace project working with the OSS from January 2009 to December 2014 funded by the Department of Foreign Affairs, Trade and Development (DFATD) Canada (formerly CIDA). The OSS hoped that the PMAP 1 IMS would either be integrated or complement this system. It is questionable if this request was received or could even be accommodated by the PMAP 1 implementer, as there is no mention of SIPS in Abt's System Design Report for Implementing the IMS.

Sustainability

If outputs are to be delivered, used, and maintained, sustainability requires serious and careful consideration by both MCC and MCA-I, particularly in light of the progress of outputs presented in this section. Several steps have already been taken by MCA-I toward addressing gaps identified, with one example being the second extension of Abt's PMAP I contract. This extension will importantly allow time for the delivery of project outputs to intended users. The implementer, however, is not the only actor that has a role to play in ensuring sustainability of these important gains – MCA-I, as detailed in Section I, has a role to play not only in the management of PMAP contractors and the completion of specific steps in the VBS/RM process, but also in coordination with district and provincial governments; collaboration with national level agencies (including Bappenas and BIG); and communication about project outcomes and goals to various strategic audiences. In round 1, however, the capacity of the MCA-I PLUP management team to guide and manage these efforts was limited. The management team manages all PMAP contracts with few team members (current challenges with which are detailed in Evaluation Question 3 below), and has little time to complete tasks noted here that are critical to sustainability. The ET did not see coordinated or systematic approaches used by the MCA-I PLUP Management Team in PLUP tasks outside direct management of the contractor(s). The R/DRMs are positioned to assist in relationship management at the district and regional levels to help address this gap, and with an additional role of engaging more with the provinces, who are an important stakeholder and a level of regulatory authority that was not a focus of PMAP I implementation. However, the R/DRMs require support, as they already express feeling over-burdened. Sustainability will be discussed further in the risks section (Section VI).

2. Evaluation Question 3

What were the main challenges in managing PLUP?

Evaluation Question 3 asked the ET to consider the management of the PMAP I contract. The ET structured its questionnaires around two sub-questions[92] to answer this, namely: 1) What were the key barriers to implementation of Tasks 1 through 4; and, 2) To what extent did the implementer (or responsible parties) effectively resolve these issues, how were barriers resolved, and what are means for mitigating implementation challenges in the future roll-out areas?[93]

The most mentioned barriers had to do with PMAP I resources – time, personnel, and budget; and unclear expectations between those responsible for managing parts of the project – MCC, MCA-I, and Abt. Another commonly mentioned barrier was procurement. Coding of respondent data revealed the following barriers to PMAP I implementation (listed in order from most to least mentioned). Only those mentioned ten or more times have the number of mentions listed.

- Time (46)
- Procurement (25)
- Personnel/Staff (18)
- Budget (12)
- Unclear expectations (12)
- Communication and coordination (12)

[92] There is a third sub-question, but the ET addressed that question within sub-question 1. The question reads: If the PMAP I design changed during the last year, what were main reasons for the change during implementation process? Did the change result in more or less progress toward targeted outputs and outcomes?

[93] The latter part of the second sub-question will be taken up in the Risks section (Section VI) below.

- Review and approval delays
- Reporting requirements
- Geography and infrastructure
- External issues (including regulatory changes, environmental hazards, and election cycles)
- Structure of contract

These codes, in many cases, are intricately linked – time as a barrier, for example, is closely linked to (and often resulting from) delays in procurement (two other barriers mentioned by respondents); challenges in communication between implementing organizations impacted personnel. Each respondent, and each implementing organization viewed management challenges (or causes of challenges) slightly differently, from their own vantage point.

Barriers to Implementation

PMAP 1 implementation was impacted by the context in which it took place, namely MCA-I and GP. As noted in Section I, it took many months to consolidate a PLUP approach and formalize an RFP for release. The RFP was released, and Abt submitted a bid in March 2013. They were then pre-screened by MCA-I in 2014. They did not start work until contract signing on July 27, 2015. While other projects within GP benefited from the assistance of the Project Management Consultant (PMC), support was not included in the PMC contract for PMAP 1, leaving the PLUP management team to complete full procurement and management requirements on their own.[94] Other MCA-I respondents noted that this lengthy procurement process and contracting of PMAP 1 may also have been influenced by turnover in senior positions within GP. Abt expressed frustration regarding the lengthy procurement process (not only for Abt, but also for the materials and structures required for Task 4 implementation), followed by a requirement to mobilize and submit deliverables within two weeks of contract signing. Additionally, each partner district also expressed frustration to the ET about delays in GP projects.

Within this context, PMAP 1 was specified as a 12-month project. No respondent was able to explain when (or why) this length of time was selected for this project. This timeframe, regardless of the reasons it was selected, caused significant challenges for the implementing organizations and for partner districts and villages. Most notably, 12 months did not allow for activities beyond those that directly related to the delivery of outputs. The implementer had no time (nor scope in the contract) for capacity building regarding utilization of outputs, for example. Several respondents even noted that the time provided was not sufficient for even the delivery of outputs in ways that were sustainable. As an example, an implementing partner in Jambi explained: "*The 18 steps are adequate, but we really need more time for implementation, especially if we truly want it to be participatory*." Other respondents described challenges in completing adequate outreach with villages and dispute resolution given short time frames, particularly in Phase 1 as noted in Section IV.A.

Respondents noted several barriers to implementation regarding personnel. The implementer explained the challenges of identifying a mix of technical and social sector staff members; managing personnel across geographically spread districts; and coordinating staff relationships with partner stakeholders from the village, sub-district, district, and national level. Local level staff, managed by WARSI, Puter, and Abt, were difficult to identify and recruit, and often required training (which, in turn, requires time) in order to fill roles as facilitators in complex (and often conflict-ridden) areas. MCA-I respondents also expressed that implementing staff did not closely follow contract requirements, and more specifically, the VBS/RM process as specified in the Contract in Phase 1. This caused delays, as the implementer and MCA-I had to clarify requirements of the VBS/RM process and adjust staffing of field teams.

[94] The Project Management Consultant, PMC, was not assigned to help with PMAP 1, though they have been tasked to assist with the management of future PMAPs).

The fourth most common barrier mentioned by respondents was budget. Respondents discussed various challenges associated with the PMAP I budget, first being staffing. PMAP I Sub-district Technical Teams (as they are referred to) include a Team Leader, CLCS, GIS Specialist and Technician, an Administration and Finance Assistance, a Database Assistant, and SCF (as explained in the Introduction). The latter provide support to the VPTs at the village level and, in most cases, support two or more villages. Village respondents in several villages expressed that a dedicated SCF for their village would have helped with implementation – "*It would be better if each facilitator only focused on one village. This may have helped us to run the program even better, especially when it comes to negotiation with the adjacent villages*." An expanded staffing structure at the sub-district level was not possible with the PMAP I budget. Similarly, the contract and budget did not include a dedicated Monitoring and Evaluation (M&E) team at the national level. Considering the complexity of the project and the limited time provided for implementation, the lack of dedicated M&E personnel challenged PMAP I's ability to complete reporting, organize activity and output evidence, and ultimately provide supporting documents for District Head Decrees to finalize boundaries.

In addition to staffing, there were also costs associated with working in the villages that put strain on the PMAP I budget; these costs included (but are not limited to) VBS/RM participant transport fees, meeting fees, and food and supplies. In several areas, though not all, the implementer found it difficult to secure commitments for participation in the VBS/RM process without offering transport fees and food. These strains on the budget were unanticipated until the implementer mobilized and began implementing in each location.

The last barrier the ET will describe here involves unclear expectations. This was a significant challenge expressed by implementing staff in regards to their contractual relationship with MCA-I. The implementer experienced the following unanticipated requirements mid-project, the first of which resulted in a contract amendment[95]:

- Installation of pillars (Task 1)
- Final stakeholder signatures on maps (Task 1)
- IMS data sharing functionality (Task 4)
- IMS public portal functionality (Task 4)

The implementer tasked with IMS development noted this regarding the latter two requirements in the list above: "*Another item [in addition to the data sharing functionality] was a public portal, allowing the public to access it. This isn't a problem, and we do this for all our clients. But this was an added obligation we had to meet that we were not aware of. Data sharing was much more difficult to adhere to*." There were other requirements for which the implementer felt MCA-I provided little guidance on during the course of the project (and these have been explained in this section under Evaluation Question 3), including inclusion of women and marginalized/vulnerable groups[96], Resource Mapping, dispute resolution, and stakeholder engagement. As the implementer explained, in these and other ways, the Scope of Work for the project quickly became broader than the RFP and required significant time (and budget) for completion.

Respondents outside the PMAP I project, including those from GP Facility Investments and MCC, expressed that these unclear expectations may have been a result of MCA-I and in turn PMAP I "*starting before they were ready*." This seemed particularly apparent regarding Task 4, exemplified by MCA-I's late coordination with BIG and lack of clarity regarding technical requirements for the IMS.

[95] Amendment 1 to Contract No. GP-A-006/01, August 5, 2016.

[96] As the implementer explained, the MCA-I ESMS and SGIP were provided, but direction on what these broad policies and guidelines meant in the PMAP I context was not provided: "*How do you integrate these documents into something practical*?" an implementing staff member questioned.

Unclear (resulting in unmet) expectations were also a concern voiced by MCA-I and MCC. MCA-I and several MCC respondents were concerned with the lateness of certain deliverables and need to engage on adjustments during Phase I. MCA-I respondents felt that Abt could have performed better on some basic output requirements during the Phase I validation VBS/RM process, as well as in the completion of the Operations Manual as specified in the Contract. As one respondent explained, "*[The PMAP I implementer] were supposed to read the recipe and bake the cake. They didn't read it and they made the wrong thing*." This perspective had a lot to do with Phase I challenges, explained in Section IV.B, for example in relation to the level of outreach and participation required in VBS/RM (basic adherence to the VBS/RM steps). These respondents also expressed frustration regarding late delivery (and quality) of outputs critical to future PMAP contracts including the VBS/RM Operations Manual. They noted this particularly for Task 1 outputs, and less so for Tasks 2 – 4 outputs.

The MCA-I PLUP management team and MCC explained that they were also expecting more innovation and creativity than the implementer brought to the assignment particularly during the validation phase, and explained that Abt was unable to deliver on this in several areas where they hoped the pilot could lead to clarification and lessons learned. As an MCC respondent explained, "*About using information at the village level for sustainable land use planning and use of land, that is a big question. Nothing in the Compact relates to strengthening the villages per se in the use of geospatial information from VBS/RM. Check the box - not in a bad way, but that is what we were purchasing. There was a lot of discussion [about] a way to set up small village level databases where they would get data (GIS data) and use it. We were hoping the first PMAP contractor would have ideas about this. I don't think they have. They have been struggling to complete the TOR. Getting anything innovative out of them has been near impossible*."

Overcoming Barriers

The contractor was resourceful in addressing several of the barriers described above - and in particular, the project requirements that changed during the life of the contract - and was able to mitigate impact on ultimate outputs. In many of the areas where MCA-I provided little guidance to the implementer, the implementer was able to produce guidance and lessons learned on strategies that can benefit future PMAPs, including a dispute resolution guide and a stakeholder engagement guide (annexes to the VBS/RM Operations Manual). The implementer attributes their ability to overcome these barriers to several things.

First, the implementing partner attributes much of the success of the project to staff. The staff "*achieved strong personal relationships [and implemented good] stakeholder engagement*." This was crucial in all tasks in order to accomplish activities – from securing participation in the VBS/RM process (Task 1) to encouraging sharing of data (Tasks 2 – 4), particularly in light of the barriers detailed above. The implementer in their final report also explained that strong relationships with the VDDCs in each area helped maintain momentum and achieve results. Also related to staff, the implementer was resourceful in their coordination and relationships with WARSI and Puter, who brought to bear their field leadership and village-level experience in dealing with remote and logistically challenging locations in unique ways (as explained in Evaluation Question 2). As a staff member explained, "*Any project can have a recipe, but it is more about how you do it and with whom you do it that matters. It takes time and effort to deliver results*."

Second, the implementer approached the project as it was intended – as a pilot. This meant that they adjusted their strategy as necessary to incorporate Phase 1 lessons learned into Phase 2 implementation via adaptive management. This has been described in prior Evaluation Questions and included i) adding a step to the VBS/RM process to more effectively train Sub-District Technical Teams; ii) increased emphasis on dissemination of information in partner villages; iii) re-staffing where necessary; and, iv) designing and implementing an M&E system that could support documentation requirements for MCA-I and District Head Decrees. Approaching a complex, 12-month project with a commitment to flexibility and learning is

challenging (both for the implementer and MCA-I), but something the implementer did well and utilized for mitigation of unanticipated barriers.

Specifically regarding the unanticipated requirements listed above, the implementer fulfilled each one: demarcation in all villages was completed at the time of the evaluation; and an IMS that both has a public portal and has data sharing functionality was developed (though has yet to be delivered with the client-servers to district stakeholders).

While the ET notes that Abt was in their own right innovative in their technical execution of this complex contract, tackling the challenges they faced given limited time, budget, and resources and challenging location logistics, MCC expected more in terms of programming particularly related to the *participatory* part of land use planning. For example, innovations around how to engage communities through maps and resource mapping could have been influential to project success. Areas claimed by the implementer as 'innovative', particularly KUGI, may not be useable by future PMAP contractors.[97] Along the same lines, however, MCA-I and MCC did not appear to fully anticipate/misjudged the 'ingredients' required for the baking of this PLUP cake in these districts (metaphor as referenced above),

B. Baseline for PLUP Outcomes

In this section, the ET presents baseline information for the nine PLUP outcomes, as explored through Evaluation Question 1. Following the presentation of outcomes, the ET investigates whether this documented progress a) varied across geographic regions, implementation phases, implementing organizations, and gender and vulnerable/marginalized groups (through Evaluation Question 2); and b) resulted in unintended results (through Evaluation Question 4).[98]

1. Evaluation Question 1

> How has PLUP progressed in the achievement of short-term outcomes, and how likely is it to progress in the achievement of long-term outcomes?

Building on the discussion of outputs in the PMAP I performance findings included in Section IV.A, the ET identifies and explains baselines for each of the nine PLUP outcomes below, the first six being short-term and the last three being long-term outcomes. The ET will present information for outcomes according to the associated and relevant level (e.g. village, district, and/or national). It is important to note the many overlapping themes cut across outcomes, for example, administration (outcome 3), land management (outcome 4), and planning (outcome 5). The ET presents unique sub-sections below for each outcome; however, the findings often link to (and are referenced in) other outcomes.

While this section presents baselines for both short and longterm outcomes for PLUP, the ET also presents any findings related to change/effect identified. This evaluation (across two rounds of data collection) considers three time periods: T0 (pre-PMAP I for outcomes 1 and 2), T1 (round 1 data collection in 2016) and T2 (round 2 data collection in 2018):

[97] For example, the work of PMAP I was related to KUGI 3 was claimed as an innovation by the implementer. KUGI 4, however, has now been introduced. This innovation may or may not be useable by future PMAP contracts, depending on the KUGI 4 requirements.

[98] Most of the discussion in Evaluation Questions 2 and 4 relate to PMAP I outputs more than PLUP outcomes; this is largely because of the status of implementation at the time of the evaluation.

- There were two outcomes that the ET anticipated would have changed from pre-PMAP I to post (T0 to T1) - outcome 1 and 2. For those outcomes, the ET collected as much "pre intervention" data as possible. For these outcomes, the ET has detailed the "pre" and "post" data below. The "pre" data serves as the "baseline" for the outcome, but the T0 to T1 comparison provides more detail about the progress observed thus far, and eventually will also contribute to the endline.
- For outcomes 3 – 9, the assumption was that no measurable change would have occurred from "pre intervention", or T0 to T1. The baseline, therefore, is reported as T1 – the status of things *now*. To add detail to this discussion, however, the ET added in data from outputs (though they have largely not been delivered) and from different levels (village, district, national). This allowed for the ET to document unanticipated change that was observed, though the overall objective was to describe the situation *as it is now, in T1* to be able to carefully compare it to T2 (in 2018).

Therefore, where appropriate, the narrative for each outcome describes a baseline followed by any "effects of the program" related to PMAP I interventions and PLUP engagement identified thus far.

Overall, this section highlights that the most measurable change for short-term outcomes has been achieved at the village-level in the partner districts. This is expected considering the status of output delivery (and indications of use) noted in Section IV.A. As we move into the district level, however, it was clear that round 1 was too early to measure change. Considering the unrealized outputs explained above, particularly related to the IMS (from Task 4), lack of progress at the district level in these outcomes is also as anticipated. The ET then presents progress against short-term outcomes at the national level. Though PMAP I does not target this level, the PLUP approach and the work of MCA-I has a strategic opportunity to encourage change here – change that is needed, as the findings identify below – in order to solidify and sustain identified gains made at other levels. While some progress was identified in long-term outcomes, the majority of information presented for these outcomes is baseline information as a point of comparison for round 2 of this evaluation. In summary, though outcome 1 and 2 have measureable change at this stage, report findings in outcomes 3 – 9 indicate where change may already be taking place. These changes provide key signs for strategic direction for the remainder of the PLUP initiative.

Outcome 1: Increased public perception of spatial certainty associated with boundaries and land uses within the PLUP villages

The ET asked questions related to awareness and understanding of boundaries (see Annex V for specific questions utilized) to all stakeholders interviewed (at all levels of government), in addition to a wider, convenience sample of community members during observations and FGDs. Due to the lack of emphasis on the RM components (as noted above), it is more difficult for the ET to make conclusions about public perception of 'land uses' other than those associated with boundaries. In Simpang Talang Tambago Village, Merangin, and Kalumpang, Mamuju, however, respondents did mention watershed mapping due to the potential for constructing a mini-hydro project and plantation crops, respectively. The findings presented below, therefore, will focus on public perception associated with boundaries as a measure of spatial certainty. The majority of the findings will be presented at the village level as this outcome specifically targets the PMAP I villages.

i) Village

At the village level, when asked about the boundaries in 2014 (roughly a year before PMAP I implementation), several VPT members reported that they were unaware of where boundaries were situated. The general understanding of boundaries was based on natural land marks and customary/historical negotiations (narratives passed through generations) where it was deemed necessary for determining land boundaries and land use and administration. The following quote from a VPT member in Simpang Talang Tembago Village (Jangkat Timur) exemplifies this perspective: "*During our ancestors' era,*

the village boundary was decided, but with this new boundary, we do not have rainforest anymore. Before we knew that the area is named village, there were boundaries already that were determined and explained from generation to generation. From our parents [generation] then, adat leaders knew borders clearly, but there was no written document." Women community members (non-VPT members) in Mambi Sub-District, similarly, explained what village understandings of boundaries used to be based on: *"Our parents knew [the village boundaries], and then they would tell us. For example, they would say the Talippuki village boundaries run from Salu Mubore River, Salu Layya Rive, and to mount Tanete Mentaradde."*

In the event that there were maps in village locations before PMAP 1, e.g. Bambang sub-district, the polygons overlapped. These overlapping polygons often reflected sources of conflict (boundary disagreements), especially as related to deep-seated historical disputes. The level of accuracy of village maps (boundaries and land uses) also varied, and the map-making process was often reported to not involve wide community participation combined with technical field measurements. As BAPPEDA explained in Muaro Jambi, *"For making decisions, we have gaps [for example] in the paddy field. BPS data tells us we have 12,000 ha for paddy fields, however the spatial data informs us 16,000 ha. So there is around a 4,000 ha gap. It is wrong if we make decisions using BPS data - we cannot provide assistance for seeds and fertilizer based on BPS data. BPS collected the data by asking the farmers, while the spatial data is collected by actual measurement."*

Furthermore, before PMAP 1, respondents explained that there were few concrete boundary pillars demarking villages in PMAP 1 partner areas. In summary, then, prior to PMAP 1:

- Communities had a general understanding of boundaries based on customary/historical negotiations where it was deemed necessary for land use and administration;
- Village administrators included land claims into administrative systems that provided for village boundaries but were not always in sync with the available village boundary data information;
- Sketches of maps/BPS census maps were available at the village (and district) level, with overlapping polygons that were often the source of conflict; and,
- The level of accuracy of village (boundaries and land uses) of institutional maps varied, and often do not involve wide community participation and mapping technology.

In terms of village public perception after the main implementation of PMAP 1 activities (at the time of the evaluation), village members in eight villages visited by the ET were able to articulate the existence of current boundaries (physical boundaries) and the importance of these boundaries, although many of these opinions were expressed through the VPT members that participated in the FGDs. As an FGD respondent from Bambang Timur Village explained, *"For these village boundaries, we didn't really understand what the point of all this is. We implemented it as a requirement. After a while, however, we began to see that this really helped us build awareness. At the moment, we are all eagerly awaiting to hear what happens next."*

> *"We now know for sure [our village boundaries]. We now accept together where our boundaries are located. It is also a major sense of pride for us. These are issues that can lead to conflict. And it also helps with our own administration. We feel much less worried about issues now that these things have been clarified. In our village meetings, we have also planned to budget additional boundaries for our village next year. These will come out of our own funds and we know how to use the GPS units to do this now."*
>
> FGD respondent, Kalumpang Village, Kalumpang, West Sulawesi

While VPTs were designed to be representative of the community, the findings about participation above noted that much of the participation achieved was 'prescriptive'. Because VPT perceptions alone may not

be representative of the 'public', the ET also spoke with community members, including women. Community members were, in general, less aware of changes in clarification of boundaries that had occurred over the last year. Women the ET met with in Kumpeh Ulu, Muaro Jambi, for example, expressed knowledge of village boundaries, while women in Mambi, Mamasa explained that their knowledge of the boundaries had not changed during the last year.

To further explain how the VBS/RM process increased spatial awareness and certainty among village members, the following is a description of an observation the ET conducted in Muaro Jambi.

> *In Kumpeh Ulu sub-district, the ET joined community members in setting stakes in the ground between villages in preparation for the boundary pillars (demarcation). Draft maps that had received community input through the VBS/RM process were brought to the field as VPTs and Heads of Villages, as well as other interested community members, went from one Global Positioning System (GPS) point to the next. The group of approximately 20 people from two villages would discuss the map relative to where the stakes should be set in the ground. They discussed the negotiations that had resulted in the points, and then the Village Heads shook hands and a photo was taken for their records. A stake was put in the ground to mark the future location of the pillar. In several instances, the pillar was moved to include certain features into another jurisdiction for ease of village administration among the two villages. Thereafter, discussions with project implementers also noted that not only is this process helpful for deciding individual segments, but also the participatory and transparency aspects of going to the location to shake hands and come to symbolic agreement over the boundary have important effects on awareness of space and the way decision-making processes take place in these areas.*

While finalized village maps were unavailable at the village locations visited by the ET, other than the BPS maps mentioned above, concrete pillars had been erected to mark within 5 cm of the boundary coordinates (as per MOHA No. 27/2006). The implementer final report explains the high level of accuracy achieved for pillars in a short period of time: "*We installed 180 pillars with an accuracy of within one centimeter of the real value...*"

Furthermore, the VBS/RM process was found to extend understanding about boundaries and the importance of administrative clarification to a wider audience than just partner village members. The VBS/RM process was found to imbue a sense of pride and belonging, reinforcing cultural and village identities, particularly for the next generation (further explored in Evaluation Question 4 below). The VBS/RM process revisited cultural oral histories and traditions, and while doing so acted as a reminder of local pride in village ancestry and sense of security (as in peace of mind). Additionally, news of the VBS/RM process reached other villages outside the starter villages to spark interest in replication, as explained further in evaluation Question 4, below. For example, in Mamuju District, the nearby village of Tomo noted the impact of village boundary setting, which has encouraged their interest to replicate the process using their own funds.[99]

In summary, then, in round 1, increased perception of spatial certainty was exhibited through the following:

- VPT members able to articulate the existence and importance of boundaries
- Demarcation of village boundaries (pillars) and substantiated land uses (in forthcoming maps from the implementer)
- Increased sense of pride and belonging, particularly among young people
- News of the VBS/RM process sparked interest in nearby villages motivated to replicate the VBS/RM process, even using their own financial resources

[99] The amount of funds raised or to be raised remains undetermined.

While the ET was able to see increased perception of spatial certainty at the village level from before PMAP I at the time of the evaluation, respondents explained that the process was not free of confusion and challenges. The actual process of implementing the VBS/RM process did raise confusion among village participants on whether the boundary setting exercise was for ownership or administrative purposes. This was largely an issue in Phase I of the project and was clarified with improved dissemination of information (education and outreach) by the implementer in Phase 2 (as explained in Evaluation Question 2, below). As VDDC member explained in Mamuju, *"There [is] certainly a perception by the communities that administrative boundaries also meant ownership boundaries –- much clarification was provided throughout the process to clarify this perception."*

ii) District

In district institutions and regulatory agencies, the spatial data that were available before PMAP I were sketched maps or BPS census maps in the districts, e.g. Provincial Level Investment Boards (BPMD) in Mauro Jambi and Mamuju.[100] These were used for the purposes of village administration (discussed in more detail in Outcome 3). These census maps were not used for spatial geo-location, but merely as a point of reference of village boundaries for census purposes. The need for accurate spatial data at the village and district level (and a low perception of spatial certainty at this level) was apparent, as exemplified by this respondent from BPMPD in Mamuju District: *"In reality, the information of the village boundary is from BPS and that is the boundary for census purposes. That doesn't mean it is the village administrative boundary. It is to make sure the census is correct, to ensure that the number of cows and populations are correct. That data is too good to be true because there is a lot of straight lines and that's used for the podes (village settlement pattern) data. They aren't incorrect because that has its uses too - that data is for the census purposes. They have a clarification at the bottom that there is an acknowledgement and notification - it is for census purposes, not for administrative purposes."*

> *"Mapping…led to greater acknowledgement (pengakuan), which provided us with greater sovereignty over our village. We had boundaries in the past, but now we have documentation ("naskah"). So, the most significant thing for us has been the de facto and de jure claims that were once done by just a few people ("sepihak," or by one set of stakeholders) whereby now we have the legal umbrella to protect us as a community."*
>
> Bambang Timur Village FGD respondent

At the time of the evaluation, in comparison, planning institutions, particularly the sub-district BAPPEDAs, commented on the increased spatial certainty as represented in the accuracy of the project maps for improving the level of accuracy of village boundaries and substantiated land uses to allow for corrections to existing spatial plans. As BAPPEDA in Mamuju explained, *"[PMAP I maps and spatial data] can be used to correct the regional spatial plan (or village spatial plan) for example I can address corrections to the borders along Toraja land…"* Therefore, the ET found institutional acknowledgment that corrections to spatial plans can be made based on the accurate spatial data obtained through the VBS/RM process. This will be presented further in outcomes related to the district level.

Conclusion

In conclusion, the ET found evidence of increased spatial certainty in sampled PLUP villages from pre-PLUP, as measured through awareness and understanding of village boundaries. It was too early to assess changes in this outcome at the district level, however. This will be assessed in round 2 of the evaluation in 2018.

[100] They commented that the use of sketch/BPS maps is common among many agencies, especially those that are non-technical agencies.

Outcome 2: Decreased conflict between villages (or groups of villagers from adjacent villages) over land use rights in "border"/outlying areas between villages

Similar to outcome 1, because this outcome specifically targets villages, the findings will be presented at the village level (as opposed to the district or national level). Outcome 2 was a challenging outcome to measure in large part because of the multiple meanings of conflict (or disputes, as was more commonly used in the PMAP 1 project). For example, respondents in sub-districts the ET visited did not want to refer to land disputes as conflict situations, and in one case, the community insisted that the ET refer to an ongoing dispute as a "difference of opinion." This alone is an indication that there is an immense desire to find solutions to complex land disputes.

Furthermore, in terms of coming to a set definition of conflict, research has shown that conflict is not always negative, particularly in the land use sector. As Yasmi et al.[101] have shown, conflict can indicate increased bargaining power, particularly among communities, to contest resources. Conflict resolution in such instances also allows for opportunities to negotiate more favorable outcomes. Additionally, in the current enabling environment in Indonesia, conflict is clearly bad for business as it heightens risk for potential investors and investment (a point emphasized further in Section IV.C). In Indonesia, there is currently a lot of interest to learn about the costs of conflict in the land use sector, which are being promoted as a way to make a more systematic case for conflict resolution efforts.

Fully acknowledging these complexities, the ET assessed this outcome by investigating the numbers of disputes (or settled segments), types of disputes, presence of dispute resolution tools/resources, and availability of dispute resolution mechanisms.

i) Village

The ET heard numerous examples of how boundaries were resolved before PMAP 1, usually involving survey and mapping efforts that redrew lines from far away offices. In Kalumpang, residents clearly recalled the top-down approach used by the Military to demarcate boundaries in the past. Before PMAP 1, respondents noted that there were fewer conflicts as well due to the intimidation and power imbalances that were involved. The BAPPEDA in Mamuju indicated how things have changed and the growing conflict from contesting lands. The respondent states: "*Before PMAP [1], there were a lot of conflicts that happened…PMAP [1], with its participatory approach, allows the villagers to agree with their accurate border. If the government comes and does the mapping with top-down approach, there would be conflicts.*"

Respondents explained that before PMAP 1, there were no dispute resolution resources to utilize at the village level, and furthermore there were few dispute forums or mechanisms that were willing (and able) to take on administrative disputes. Disputes ranged from simple natural boundary cases to complex cases involving private interests. See Annex IX for a discussion of the typologies of conflict identified in PMAP 1 villages.

Villages not only had varying types of disputes but also had varying numbers of disputes pre-PMAP 1. Site selection for the project influenced this; the project could have been implemented in areas with fewer complexities ("easy" areas), but chose to do pilots in more multifaceted settings that are important for settling future land practices. As BAPPEDA Muaro Jambi noted, "*We know in Kumpeh Ulu and Kumpeh, there are a high number of conflicts…If we do it in Sungai Bahar, I am sure we can 100 percent finish the program*

[101] Yasmi, Yurdi, John Guernier, and Carol J Pierce Colfer. "Positive and Negative Aspects of Forestry Conflict: Lessons from a Decentralized Forest Management in Indonesia." International Forestry Review 11, no. 1 (2009): 98–110.

because there is no conflict. So it [the high number of conflicts during the project] was something that we expected in the beginning."

When the implementers began working in Mamasa for example, they noted the following: "*The first time we gathered and asked them about their village boundaries, we found that almost 80 percent of all villages in Bambang has overlapping borders… 80 percent! What we did next was approached them in informal settings and asked both sides to meet up. Many of those overlapping segments were easily settled by using maps that we prepared to demonstrate real boundaries (according to their village sketches).*"

This quote leads into the round 1 situation for this outcome. When the ET asked about effects from PMAP 1, respondents overwhelmingly commented that VBS/RM addressed and reduced disputes. According to an implementer in Bambang, "*Clearer borders also means fewer disputes, as the surrounding villages have acknowledged the border.*" Implementer monitoring data (as presented in Section IV.A) indicates the resolution of a high percentage of segments, and respondents also expressed that the project helped to resolve disputes and avoid potential conflict in the future.[102] Additionally, respondents explained how they used the PMAP 1 dispute resolution approaches (as detailed in the Operations Manual). As explained in Section IV.A, several areas also set up new dispute resolution forums to handle administrative disputes.

However, respondents also spoke at length about the remaining conflicts, especially deep-seated longstanding disputes. In one emotionally charged interview, a Sub-district Head articulated these views, namely that although the project helped to address numerous conflicts, he has deep concern over the one major conflict that remains:

> *"If an institution or a person make a program, they need to take responsibility from the beginning until the end, and must explain to the community they are working for [what the plan and purpose is]…If they were responsible, they should resolve the conflict between [village a] and [village b]. It cannot be resolved? Is that what you call a program? If it was a good program, it should be measurable [otherwise] it cannot meet its targets. At the deadline [for this project], there is no resolution, no result, and the community is a mess…Now we need to go to the District Head. [The implementer] is culpable, if you can make a program, you should be able to resolve the problem... I said before [implementer] came, my community was peaceful; after [implementer] left, my community is fighting...At one point there will be a climax, civil war - who is going to take responsibility of that conflict?"*

Each sub-district visited had at least one major unresolved conflict threatening potential violence, as expressed in the preceding passage. Violence in this instance emerges when there are no longer institutions that people trust to fairly address their concerns or legitimate their claims The sentiment from the VDDC's was that the final segments are being reviewed by the District Head and a decision will be made in the near future regarding a completion of village boundaries. Respondents indicate that this will make the decision final, but it is difficult to know how such top-down decisions will influence these intense land conflicts. In some instances, there are indications that grey zones will be marked in the district decree to indicate locations where boundaries have not been settled.

The ET investigated whether the implementer (or MCA-I) would be able to and/or had plans to provide follow-up support for ongoing disputes; however there was no contingency planned as this was not an apparent risk at the onset of the PLUP preparations (with the lack of a project design document).

[102] The numbers measured by MCA-I on the number of conflicts resolved, however, do not capture the agreed settlements on boundaries that can avoid conflict in the future.

Conclusion

In conclusion, data and information available to the ET suggest a decrease in conflict as a result of PMAP 1, while noting that complex, ongoing conflicts continue to plague partner villages. Furthermore, the ET can confidently identify an increase in dispute resolution resources, dispute resolution mechanisms, and agreed boundary segments at round 1.

Outcome 3: Improved confidence in land governance administration within PLUP stakeholder partner institutions

Describing 'confidence in land governance administration' across stakeholders requires investigation into different levels of engagement present in PLUP (village, district, and national). In order to give an adequate picture of this outcome, and proceeding ones, data will be first presented at the village level followed by connections to governance administration at higher levels. It is important to note that administration at each level does not only take place or involve actors solely at that level. For example, the district plays an important role in administering the village. Henceforth, the ET discusses the village level more broadly, then each of the starter districts in greater detail, and how governance administration issues then connect with national level policy issues. Note that PLUP does not target influence at the national level; however, a baseline context is provided in this outcome.

It is also important to note both the distinctions and the many overlapping themes in administration (outcome 3), land management (outcome 4), and planning (outcome 5). The ET defines administration as the ability of stakeholders to follow regulatory accounting systems. Confidence in land governance administration is therefore described in terms of stakeholders' ability at each level to complete administrative tasks required (and to do so without outside support of a project). The key stakeholders include the village, VDDC, BPMPD, BKPRD (BAPPEDA and other line agencies), OSS, and those at the national level (especially BIG and MOHA, but also other stakeholders such as the Peat Restoration Agency (BRG)).

i) Village

At the village level, land governance administration in large part relates to administering spatial boundaries and administering individual parcels among community members that live within a given area; for example, conducting administrative functions with citizens over their individual parcels, creating minutes (*berita acara*) about decisions made about space, and relaying this information to sub-district and district level officials. In its current form, the function of land governance administration is regulated through the relatively new Village Law (Law No. 06/2014).[103] There are specific ways that are described both within this law and in MOHA No. 45/2016[104] to conduct land governance administration. In most cases, administering boundaries at the village level has only been done through the tax code. The ET learned that there is very low capacity for fulfilling key administrative portions of this law before PMAP 1 (e.g. village spatial accounting and village histories and profiles, and more broadly village planning, or *rencana tata ruang desa*). Capacities varied among the sites the ET visited. For one sub-district the ET visited however, the capacity of village accounting systems were so low prior to PMAP 1 that every village in the sub-district submitted a copy of the same development plan. This has led to a limited ability to access the full funding allocation streams due to poor reporting capabilities.

Beyond village boundaries, the key administrative function to be fulfilled by the village for land governance administration relates to the submission of the village development plan (RPJM-Desa). This document is

[103] An important note is that this law is only now beginning to go into effect. It has new types of accountability and mechanisms for village planning budgeting.
[104] The Project was implemented in line with 27/2006.

created through a village level spatial planning process that is then submitted to the districts to receive fund allocations. Though the PMAP 1 project and the VBS/RM process will produce village maps that can be utilized in the RPJM-Desa, the ET found no evidence of this happening yet. This will be further discussed in outcome 5.

Through PMAP 1, the villages have learned and applied steps created in the Operations Manual to fulfill the administrative functions of VBS/RM as required by regulations Law No. 06/2014 and MOHA No. 45/2016. Each of the villages fulfilled the following administrative functions through participation in PMAP 1:

- Minutes of agreement: village boundary delimitation and demarcation (see the Operations Manual,[105] page 21).
- Decree of Village Head on Establishment of the VPT (page 22).
- Acknowledge spatial information through Minutes of Validation of Base Map on Village Boundary Delimitation and Demarcation (page 26)
- Minutes of Agreement on Village/Kelurahan Boundary Segment in a Sub-district (page 36)
- Minutes of Cartometric Survey of Village Boundary within one Sub-district (page 45)
- Minutes of Village Boundary Survey (page 56)
- Minutes of Village Boundary Pillar Setting and Installation

These minutes and decrees provide the basis for village boundary acknowledgement to be reviewed and accepted. They are also based on surveys, data collection, and official consultations. In one discussion at an FGD in a Muaro Jambi village (Kasang Pudak), local leadership and VPTs explained high confidence in undertaking the administrative tasks to split into three villages in the future because of PMAP 1.

Boundary demarcation is not the only important step for land governance administration at the village level, although it does allow greater opportunities for decision-making over land. Continuing with the case from Kasang Pudak then, one respondent noted: "*For instance, the case that we have with Rukun Tetangga 10*[106]*. We thought that it belongs to Kasang Pudak Village, but when we begin to do the boundary check, it turns out that RT 10 does not belong to our village. In fact, it is located two villages away from ours. Therefore, we are reluctant to conduct any development programs at RT 10.*" This quote represents much of the challenge of conducting administrative functions at all the villages visited by the ET. Villages at all locations were extremely wary of conducting development outside the scope of their village because of possible inspections. If they were found to conduct village programs in an area located outside their village, they could be investigated for corruption charges. All sampled villages noted the inability to administer lands if they are not certain these lands are located within their jurisdiction.

ii) District

Continuing on with the administration of villages, the starter districts were all required to develop VDDCs under the leadership of the District Head's office, under the purview of the First Assistant on Governance Affairs[107], who is tasked with overall governance administration oversight for the district. At all of the districts visited by the ET, none had ever collected and officially administered accurate village boundary data before PMAP 1. Any spatial administration data was still reliant on BPS maps developed for census purposes that have been found to be spatially inaccurate. Creating the VDDC through PMAP 1 allowed for the mobilization and learning of key administrative functions articulated in MOHA No. 45/2016 and Law No. 06/2014. MCA-I is still discussing district-level decrees about boundary setting in order to fulfill national level regulations. There is no precedent for this and as MCA-I noted, "*We're still waiting for the*

[105] As the Operations Manual is still not officially finalized, citations are based on version 31 March 2016.
[106] Neighborhood group, or *rukun tetangga*.
[107] Referred to as 'Asisten 1'.

final District Head Decree to make the boundaries official. No District Head has done this yet. But we expect this to happen very soon." Once the village boundaries are finalized, this opens up the opportunity for villages to receive higher funding allocations from the BPMPD.

To showcase the importance of being able to fulfill these administrative steps, the BPMPD in Merangin stated: "*We monitor the development of the villages through their development plan known as RPJM-Desa, their 6-year plan, and the RKPDes, or Rencana Kerja Pemerintah Desa, which is a 1-year plan derived from the RPJM-Desa. Those plans are funded [with] Dana Desa from APBN, Alokasi Dana Desa from APBD, local taxes, and village revenues. On average, the villages can receive 900 million Rupiah. The fund would be wired to their treasurer based on their plan.*"

Beyond Task 1, much of the district level efforts in Task 2, 3, and 4 were geared towards land governance administration with respect to the spatial plan, and administering investment and permitting.[108] District spatial plans (RTRW) have been passed in three of the four starter districts[109] and will be discussed in more detail in outcome 5. The important parts to note about district level administration are the ways in which the BKPRD can coordinate the functions of spatial planning (see outcome 5), and the administrative roles set forth in the licensing and permitting process (see outcome 9). To summarize from those outcomes, through PMAP 1 activities, the district has gained knowledge and understanding about how to complete their administrative tasks; however, they have yet to receive tools with which to more effectively and efficiently complete these tasks.

The following quote from BAPPEDA Merangin weaves together the complexity of administering spatial information as it is associated with administration, planning, land use, and licensing. This excerpt also informs findings across outcomes 4 – 9.

> "*My colleagues have been trained for [PMAP 1] Task 2 and 3 [sic 2-4], but there are some obstacles. One of them is that we still do not have accurate basic data…We only have reliable spatial data for providing spatial planning recommendations (*pemberian rekomendasi kesesuaian tata ruang*)…In relation to location permits or plantation permits, the data are still unclear. Moreover, regarding HGU (*hak guna usaha *– right to cultivate) - until now, we could not penetrate HGU…HGU is using data from the 1980s, and the latest was in 1997. In those years, mapping was still using manual translucent paper (*kertas kalkir*), so we cannot compare; therefore, we still cannot include data for location data. Fortunately, BPN has supported us with data related to permit locations in Muaro Jambi; however, there are many overlaps between companies - for example, company A overlaps with company B. There are so many issues like that."*

iii) National

The ET documented the national level baseline for this outcome through secondary research and discussions with MOHA. During data collection for round 1, there was an article printed in Kompas[110] that lamented the lack of available village-level boundary maps, and that of the nearly 75,000 villages in Indonesia, only 3,000 of these have finalized data. During discussions with MOHA, the office assigned to administering village boundary information (related to MOHA No. 45/2016), the ET was told that there

[108] One important caveat to note in terms of land governance administration is the new role and function of the provincial government (Law No. 23/2014 described in the previous section). This does not diminish the importance of land governance administration at the district level, as the province will still be required to gain technical inputs from the district.

[109] Mamuju continues to experience challenges in passing their spatial planning regulation for various reasons. This was also noted in the previous section.

[110] "Pemetaan Desa Masih Terkendala (Informasi Geospasial)." Kompas. 24 September 2016. http://v2.bkprn.org/?p=2471.

are currently approximately 1,500 available maps. Furthermore, MOHA, as part of the One Map implementation team at a coordinating economic ministry, expressed that the coordination mechanisms to access these maps are still not finalized. This administrative hurdle creates challenges for development planning. MOHA explained: "*[Administering village boundaries] is our responsibility in this office. That's MOHA's role in relation to the Ministry of Villages. We do the governance ("pemerintahan"), and they do empowerment and development. We work very closely together. We are doing the regulations of how to do these policies – how to administer the maps, how to get villages to make their maps. [We are working to figure out] how we put all of this together, and further, how overall administrative management of this system is going to work.*" Furthermore, MOHA acknowledged the complexity of fulfilling standards for VBS/RM, and standards set by BIG are often changing and difficult to fulfill (see outcome 7).

This administrative uncertainty is also a concern to some of the most pressing national priorities. BRG for example, tasked with identifying institutional mechanisms for restoring critical ecological functions further lamented, *"The problem is not on coordination, but the complexity. There are 15 villages in South Sumatra alone which turn out to be non-existent."*

Conclusion

In conclusion, the ET identified improvements in land governance administration most prominently at the village level (in all districts). This was expected considering the current status of output delivery from Task 1 in partner villages. It is difficult to track clear effects at the district and national levels. At the district level, while there were improvements noted, the unrealized delivery of critical outputs has led to less improvement relative to the village. At the national level, the ET highlighted the uncertainty surrounding administrative functions for related stakeholders. While PMAP 1 was not tasked to influence the outcome at this level, it is a strategic time for MCA-I to consider adjustments required to achieve this outcome.

The ability to do administrative functions of land governance, therefore, sets up the foundation for also assessing the proceeding outcomes. Here the ET turns to land management capacity, spatial and land use planning, data applications, boundaries, and licensing and permitting (Outcomes 4 – 7).

Outcome 4: Increased capacity of PLUP institutional stakeholders to manage land and natural resources

To discuss capacity to manage land, the ET had to first investigate the specific land management complexities in each PMAP 1 area (see Literature Review in Section II). Land management practices at the village level in PMAP 1 areas varied between villages within the same sub-district, and also between villages across sub-districts. For a clearer description of these variations, see Annex IX, which provides a richer description of the complexity of land management practices particularly around boundary areas. In short, at the baseline, land management in Muaro Jambi (Kumpeh Ulu and Kumpeh) is largely driven by migrant communities interfacing with large-scale plantation companies; Jangkat Timur, Merangin has a much more historical relationship to land (more firmly rooted in *adat* tenurial systems), but is also experiencing unique trends in land use change (e.g. mining, oil palm, coffee production, and in-migrants); Mamuju has been the target of large-scale development projects with a strong social movement combatting these plans; and lastly, Mamasa is a much more remote region in which a large part of the land area is still classified as forest area, but is undergoing large-scale road development. To explore capacity observed at the baseline in these contexts, then, the ET considered the institutional stakeholders' understanding of area potential and access to tools with which to manage, monitor, and promote area resources.

i) Village

Land management before PMAP 1 was reported as an ad-hoc practice at the village level without much strategic land management planning taking place within deliberate management practices. Land

management practices were often mobilized based on economic networks and power relationships that then shaped the landscape of, most often, agrarian practices. The ET spoke with local farmers throughout the site visits that are growing subsistence and cash crops that range from rice and corn, to cacao, coffee, rubber, oil palm, etc. In upland areas, backyard mining[111] has also alarmingly seen expansion in recent years.

After PMAP 1, villagers noted that resource mapping discussions helped them think about broader land management priorities. In Mamuju, there was a heavy emphasis on identifying cultural and historical sites. In Muaro Jambi, the influx of NGOs to conduct peatland management has encouraged village consideration of dam restoration projects. However, as explained in Section IV.A, the ET did not see evidence that the RM activities in the VBS/RM process resulted in villages' improved ability to manage their spaces and resources (through planning) due to limited time and delivery of outputs.

Land management practices at the village level in each district after PMAP 1 echo the broader trends in land administration explained in Outcome 3 and articulated in the local contextual factors described above. For example, in Jangkat Timur, one respondent knew the priorities and potential of the region: "[What are the core development plans in this village?] *The core programs are agriculture, clean water, and electricity*." Jangkat Timur sees electricity as a major potential due to the cavernous and powerful rivers that pass through the region. A respondent in Muaro Jambi explained the broader context of how land management then gets applied within these prioritizations: "*Our Village Midterm Development Plan (RPJM-Desa) covers almost all sectors ranging from physical infrastructure, education, etc… To fund the RPJMDes, we have three sources of funds; Anggaran Dana Desa (ADD which is taken from District Budget), Dana Desa (from the national budget), and real income from village assets. We do not get a sufficient amount of money to be disbursed to all sectors. This means all we end up doing is focusing mostly on infrastructure development.*" In all cases, villagers the ET met seemed to characterize the expansion of funding from the village law (explained in the previous outcome) as a national roadbuilding project.

The hope, according to MCA-I implementers is that, "*… spatial certainty is not only achieved through village boundary setting, but within all [GP Facility Investments]. A hydro project needs clean water to function. If the government offers an upstream area to a mining concession, it will destroy the project. VBS is a process that talks directly to the community – hears what are the aspirations of the community, what is happening on the ground. This allows for better planning for investment.*" Villages were, therefore, able to articulate their development needs, but were primarily focused on accessing funds for allocation to improving infrastructure as opposed to utilizing planning for more strategic land management.

ii) District

Land management at the district level is also situated in the political and economic contexts noted above. The way land use decisions took place before PMAP 1 are contextualized in greater detail in terms of spatial planning and investment processes in outcomes 5 and 9. The DRAs and SEAs helped lay the critical foundations for PMAP 1 and provide rich information on the processes that guided land and resource management within each region before the project started. This information, despite the passage of time since their completion, remains relevant, including accurate descriptions of land management capacity at the district level.

Through PMAP 1, district stakeholders received training on systems (e.g. GIS and IMS) with which they can improve management of land and resources (improving their understanding of area potential). While the trainings have been conducted, however, these stakeholders do not yet have access to tools with which to manage, monitor, and promote area resources. Additionally, there was no evidence at this stage

[111] The ET tried to visit these sites, but this quickly became a sensitive subject because it is unregulated. Individuals were wary of the ET's intentions, and our connection to government-supported development projects.

of stakeholders utilizing tools to manage, monitor, and promote area resources. The program, therefore, has not resulted in effects at this level for this outcome at the baseline.

iii) National

At the national level, much of the interest behind the One Map and spatial certainty initiatives is driven by the desire to get a handle on rapid land use change taking place across Indonesia, while still maintaining continued levels of investment. Much of the baseline here is nestled within the overall interests of GP to shift those investments related to land to more green and renewable approaches. Though PMAP 1 does not target change at this level for this outcome, the ET will look again at this context in round 2 and identify any effects.

Conclusion

The rules on resource management are historically situated and complex. Information about development and management priorities are also difficult to understand in these locations due to the lack of transparency and clear information of natural resource management. At the village level, agrarian communities in particular rely on a mix of subsistence (rice and corn) crops and additional income crops (ranging from coffee, rubber, oil palm, and others). Mining is also a growing concern in increasingly unregulated forms. The baseline here highlights that key changes are taking place in natural resource management, including the village law that redefines the 'sovereign' authority and responsibility of village governance. Improved engagement on resource mapping at this critical time could help identify ways to protect key resources and guide natural resource investments. At the district level, although their role in natural resource has diminished through Law 23/2014, they still play a coordinating role in spatial planning and enforcement of natural resource functions. The national level can help to improve the transition of authority and what this means for the province, an area that the project has not addressed in detail (due in large part because these aspects have not yet come into effect). The way the national level facilitates this transition is to support the ease with which these relationships unfold. Furthermore, national government agencies responsible for resource management (especially mining and forestry) are important aspects to continue to address in the remaining life of the project.

Outcome 5: Improved land use planning within PLUP locations

Closely related to land-use management described in outcome 4 are the foundational processes that negotiate land and natural resource management. The ET found that stakeholders are very much aware of how land decisions are negotiated and enacted; however, the idea of spatial certainty is to provide planning systems that are deliberate, thoughtful, transparent, consultative, apply more accurate advanced technology, and that also try to achieve highest and best use[112] for continued economic prosperity. The ET defines 'planning', therefore, as an exercise that seeks to move from vision and knowledge to action in an iterative process. In this light, the governance objectives of planning are to support a process that includes collecting and making information available about land and natural resources in a way that is participatory (to ensure involvement of representative stakeholders).[113] This outcome is therefore measured by investigating the amount of data/information utilized in planning, the accuracy and

[112] The reasonable, probable, and legal use of land which is physically possible, appropriately supported, financially feasible, and that results in the highest value.

[113] No respondents noted specific PMAP 1 strategies or approaches concerning degraded land in starter districts. Only three respondents mentioned degraded lands, and they mentioned it only as a question regarding PMAP 1's activities on this topic. The ET requested clarity from the MCA-I PLUP team multiple times, including a specific request for the definition of degraded land that the Compact uses. No information or clarity was provided. For this reason, 'degraded land use' has been removed from the outcome.

representative nature of that data, the public availability of that data, and the production/improvement of planning documents utilizing this information.

i) Village

In an interview with a Village Head in Merangin, the following question was posed: "[Is there any intervention from the district government for encouraging village officials to do spatial planning?] *Before PMAP? Never. Now we have a village profile which covers our resources and our land use plan. We'll review it yearly. The profile was created by a team appointed by me. They needed three months to finish it. The profile would be submitted to sub-district and district. We'll update it according to the VBS/RM map later. Our village profile is still not very accurate… but we can plan much easier now because we have accurate data on our forest, farm, plantation, etc. So, if we're about to ask for development support like seedlings or other things, we know how much we need. Also, we can configure our plans to meet village potential accordingly, such as coffee, cinnamon, or waterfalls for tourism, and others. Every village may have its own comparative advantage.*" This respondent exemplifies what spatial certainty is seeking to achieve, especially if such planning principles can be connected to the GP Facility Investments.

To some degree, as the quote above shows, PMAP 1 activities and outputs have already begun influencing spatial planning approaches at the village level. MCA-I characterized one example of how engagement has influenced spatial planning: "*[We instructed] the contractor to leave all mapping materials with the local community so they can have access and start planning if they want to improve. For example, the quality of the road [can be identified by mapping, and improved] with the village funds. They can measure how long the road is and decide how they want to build, etc.*" While such instances have been reported at PMAP 1 villages, the ET found it difficult to gauge the level of ownership over spatial planning by villages and their leadership. The project mapping and identification of issues was found to influence some aspects of spatial planning with respect to development plans; however, at the time of the evaluation the maps have not been finalized nor returned to the villages due to a bureaucratic process requiring a District Head Decree.[114] The work with VPTs during PMAP 1, as explained in Section IV.A, focused on the VBS/RM 19 steps and did not touch on building capacity for supporting village level planning and development processes.[115]

Both project implementers and village leadership (Village Heads and VPTs) noted the opportunity presented to help guide the RPJM-Desa planning (or review) process. Without maps and training to develop proposals that can help connect to funding sources, however, PMAP 1 activities resulted in numerous questions left unanswered. For example, what happens after a village boundary is negotiated and finalized? Is this another project that simply builds pillars after negotiating border areas, or is it one that encourages participation of community stakeholders toward improved spatial planning? At this stage of PLUP engagement with these villages, and the timing of the village planning cycle, the ET found that both scenarios are taking place.

ii) District

According to MCA-I, the goal at the district level for this outcome is as follows: "*We see that PMAP 1 can 1) deliver maps and 2) deliver databases that can inform stakeholders. It is now just a transfer from location to location. The immediate outcome is in terms of spatial interests, but in the longer term, it's a tool for spatial*

[114] There is a high likelihood that the boundaries, area, and information collected by PMAP 1 is being incorporated in the official planning documents at the village level as of January 2017. This process generally commences at the beginning of the year for annual planning, at the beginning of a village head's tenure in office for medium development plans, and following the musrenbang process.

[115] Other participatory spatial planning processes are in place at the village level across Indonesia, via Musrenbang, which gather community members. These forums, however, are rarely responded to by the district governments.

planning for local governments. But we can see that what's been done is already having an impact, as some, a few, are already using the experience to inform the planning process. If it can become systematic, this would be a huge achievement."

A summative (and relevant) baseline for spatial planning capacity at the district level can be found in the implementing partner's November 2015 monthly report. First, as noted in Section IV.A, spatial plans (RTRW) have been passed in three of the four starter districts[116]. Further, it states: "*Based on initial PMAP analysis, BAPPEDA Merangin has the strongest capacity for using spatial data in their routine activities, with skilled staff to continue the work. They are followed by BAPPEDA Muaro Jambi and BAPPEDA Mamuju (see prior Monthly Reports for more detail). BAPPEDA Mamasa, however, should receive priority as after two meetings, it is clear they lack staff with experience in using GIS and other topics. Although their RTRW is prepared and analyzed based on GIS data, all the data is handled by Hasanuddin University in Makassar, creating an unsustainable situation. During the next quarter, training for BAPPEDA staff and others in Mamasa will be a priority.*" Indeed, the project has set precedence for spatial planning practices in Mamasa. This is also a notable finding for Outcome 9. The BAPPEDA in Mamasa shared the following:

> *"We have very weak capacity at conducting our spatial planning processes. It is the same for issuing permits - we do not have a real focus yet. Some time ago, there was a coffee plantation that wanted to develop an area of 3,000 hectares. Trying to implement this permit in the Spatial Plan really showed our weaknesses. We requested the help of Hasanuddin University and BIG. But we were still really confused how to adjust our spatial plan. In Sumarorong, the location that we were preparing for a plantation area was actually within a settlement area. [The PMAP I contractor] helped us to understand the map. You see, we have a Spatial Plan from our 2015 regulation, and we have a BKPRD, and here we are trying to implement our first land plantation permit. [The PMAP I contractor] trained us, including Public Works staff, BAPPEDA, and others, and showed us how to do it. The BKPRD was first born at the same time as part of our eagerness to put together the Spatial Plan. But then the BKPRD didn't really have a function. And that is why we used a third party from Hasanuddin University. The 20 people in the BKPRD at that time basically just provided information."*

The BAPPEDA staff continued, stating that the PMAP I contractor helped them identify and address spatial data incongruities, ways to identify overlapping boundaries, and approaches to adjusting the data in the spatial plan. This is a notable improvement in land use planning, albeit directed and implemented with the direct assistance of the PMAP I implementer.

All districts spoke very positively about the relevance of the PMAP I trainings (as noted above), in terms of spatial planning, whether GIS or IMS. The BAPPEDA in Mamuju noted: "*Task 2 and 3 will really help us to do our job at licensing processes and spatial planning. If the system is running, the BKPRD and OSS will be maximized. Currently it is not really effective*." In several cases, those in higher level positions (that do not conduct day-to-day data management) were eager to take part in the training as well.

iii) National

Spatial planning connects to the national level in two ways. The first is through the coordination of spatial planning data with BIG. This is discussed in more detail in outcome 7 with respect to KUGI data. At this juncture, it is important to note that the role that BIG plays in supporting spatial planning is mostly in terms of data review. In the ET's discussion with BIG, they noted that there are more provinces in Indonesia than days in the year, meaning that reviewing all of district level data is an impossible task. Furthermore, they are only checking for accuracy up to a certain standard, and there are rarely capacity

[116] Mamuju continues to experience challenges in passing their spatial planning regulation for various reasons. This was also noted in the previous section.

building opportunities. This makes it especially difficult for regions that already have poor spatial database responsibilities. The second way spatial planning connects to the national level is through national level institutions that administer land under their authority. This is most related to the forestry agency and BPN, but also connects to other line ministries as well.

Conclusion

In conclusion, spatial planning capacity is low across PMAP 1 villages and districts, as explained by many evaluation respondents. Because the main data measured in this indicator has yet to be or used in spatial planning processes (maps and other PMAP 1 outputs), change could not be identified along with this baseline information by the ET at the village or other levels. Notably, with the absence of intervention activities that specifically target utilization of these outputs in spatial planning, PLUP approach design changes could be considered to ensure progress in this outcome by round 2 of the evaluation in 2018.

Outcome 6: Increased conformance of land use (particularly as measured by new project or uses) to the (new/improved) land use plans

The baseline for this outcome, particularly at the district level, was investigated through review of project documents, specifically those that documented project assessments of BAPPEDA and OSS capacity for spatial planning and compliance. Change in this outcome is more difficult to measure at round 1 of the evaluation, however, in terms of *new/improved* land use plans and maps because PMAP 1 outputs have not resulted in any concrete new spatial and land use plans at the time of the baseline (as explained in outcome 5). Most outputs are related to supporting the spatial planning process, particularly in the form of consolidating geospatial data and supporting stakeholders about how to approach land use planning actions (for example, how to identify overlaps). These discussions and consolidation of information, including the findings already presented above, could potentially have a profound impact in terms of how stakeholders access data, coordinate with each other, and engage in land use planning. The baseline here should be seen more in terms of developing good practices in conforming to land use plans.

In general, the most concrete example of land use conformance identified during this round of data collection is the case from Mamasa, in which the PMAP 1 contractor helped to guide the permitting process to conform with spatial plans and actively helped to fix discrepancies along the way (presented in outcome 5 and further discussed in this outcome). Conformance to land use can also be seen in terms of the boundary setting processes and subsequent actions that took place as a result at the village level.

To explore this outcome beyond documenting the baseline, the ET will present instances at each level where PMAP 1 activities have increased understanding and knowledge about how to adhere to land use plans (village level) and/or have increased stakeholders' appetites for improved data and information with which to use in adhering better to land use plans (district level). In round 2, the ET hopes to be able to compare conformance to land use based on *new or improved* land use plans.

i) Village

When exploring what conformance to land use looks like at the village level, the ET found that prior to PMAP 1, villages had varying levels of understanding (and actual consolidated data) about land features and boundaries resulting in challenging processes of agreeing on land use. There were indications of PMAP 1 influencing change, however, in how people understand adherence to existing land use plans. This statement from the Sub-district Head in Merangin showcases the way that VBS/RM supports conformance of plans: "*Here with village funds we [now] know about the jalan tani (farmer roads) that we want to build. We know about adat [land features] and the location of certain things. Those boundaries are [now] known... Now we know if we build something, it doesn't go into another village*." The ET also heard numerous examples from respondents about the ability to build in certain areas because they have certainty on how to administer

these spaces. In some cases, these grey areas were up for the taking by those that had the means to enclose those areas or, in other cases the reluctance to manage a certain area because they did not want to be culpable for making decisions in these areas.

This is not only true in terms of administering space; the VBS/RM process and the agreements made between villages also have an important function beyond the boundaries. It presents a process in which a broader range of stakeholders came together to agree on territorial use in specific ways. The process that was used to come to these agreements should be viewed as guiding better conformance and participation to conforming to agreed-upon land uses.

ii) District

Similar to outcome 5, a summative (and relevant) baseline for conformance of land use to plans at the district level can be found in the implementing partner's November 2015 monthly report (by district). For example, the report notes that in Mamuju, although an OSS office is established, the permitting procedure and mechanism is limited to administrative matters only. Licenses and permits for land use in Mamuju are centralized under the principal permit (iz*in prinsip*) issued by the Bupati, so all requested investment permits go to the Economic Section Office under Regional Secretariat. The input is limited to administrative matters without any spatial analyses for further clarification against the district land use plan (RTRW). The lack of having a spatial plan in Mamuju resulted in the BAPPEDA stating that conformance was determined by a dual distinction, meaning that enforcement was enacted on MOEF lands, and that there was essentially no legal enforcement over spatial planning in district lands. Similar to Mamuju, the report notes that all spatial data on licenses and permits in Mamasa were still not available (as of November 2015). The BAPPEDA in Mamasa requested project assistance in evaluating a new proposed plantation investment against the land use plan. A map showing an overlap of areas of interest (AOI) of new proposed plantation with Mamasa's spatial plan was sent to BAPPEDA and was included in the implementer's report. It was recommended that any proposed new plantation comply with the limitations laid out in the land use plan. This indicates a form of awareness emerging, highlighting that the local government has an improved capacity for conformance to spatial plans.

Under Task 2 and 3, PMAP 1 compiled the spatial information to move towards conformance; therefore, the ET was not able to evaluate how conformance was conducted in round 1 of the evaluation. In Mamuju, they are still trying to finalize the spatial plan into law. The information consolidated by PMAP 1 is extremely helpful. In Mamasa, the BKPRD is trying to develop improved capacity and rule-making responsibility among its membership. In Merangin, the BAPPEDA is showing leadership to be a consolidating entity under the mandate of the BKPRD. In Muaro Jambi, they have a much more sophisticated process that the BKPRD is very much in coordination about enforcement of spatial plans. This is due to the location of Muaro Jambi as surrounding the provincial capital, but the enforcement that they are accustomed to relates to building permits. Other than that, PMAP 1 worked to support the district government to think about how to address overlapping permits. The anecdote below provides a colorful example.

> *"A lot has been made about the overlapping licenses. From the time of the DRA, we were among the first casting a light on this. We were having up to nine licenses slapped on top of the conflicting uses – mining and plantation on the same sites. For me, that's not the real problem. Each one of those licenses do not stay in that place. They move like an amoeba to a place that was not specified to them. They don't specify coordinates. Or if it did, nobody has that map anyway so they are free to move them. Now having that geospatial information allows somebody from [civil society organization, e.g. watchdog] to stand in a plantation and make a determination whether you are in the place you are supposed to be. How did I figure that out? We were in [district]. The [local government staff] wanted us to map the area. He said, can we use the drone to map this particular plantation because I want to "regularisasi" the boundary of*

that permit, rather than put it in the hands of One Map in Jakarta to see overlapping licenses? That's not the solution. It's not just about giving it to the District Head or the BAPPEDA to do this "regularisasi." So that is the key stakeholder that needs to be made aware of what is being created here. Similarly, it doesn't need to be an NGO. An investor also wants to know whether it's ok for me to invest here. If I come here, who do I need to discuss with - that's all fundamental."

This quote highlights an important risk that can emerge when spatial planning does not happen in more participatory and transparent ways. Although the quote is highlighting ways to get to better conformance, these processes can be manipulated to move boundaries ("*like an amoeba*") to conform to more powerful interests that have control over the data.

In Mamuju, the BAPPEDA noted the potential influence that land conformance can have. This respondent clearly said he wanted to maintain the spatial data to ensure conformance: "*I think I will make a special budget to hire consultants to run the system and to monitor and to maintain the system. The most interesting part for me is the GIS data. I need to know the accurate data on the borders and also the point of interests. This will help us to monitor the violation of our Spatial Plan (RTRW) once it's finalized.*" The ET could not, however, measure any change in this outcome attributable to PMAP I considering the lack of new/improved spatial plans with which to investigate conformance.

iii) National

At the national level, conformance efforts are currently highly skewed towards conforming to a standardization process. MCA-I is largely focused on ensuring data consolidation first. They also highlighted the difficulty of consolidating numerous types of data that follow different conventions, and furthermore how to keep up with the confusing and oft-changing standards:

> *"There are more than 27 [types] of geospatial data that should be available. And they may come from the village, district, national, international level, but we will make it available. Where will we get data from? Everywhere. What kind of scale? We make a list of everything into details. We make metadata from each data. Metadata is data of data. And then we follow Standar Nasional Indonesia (SNI, or Indonesia National Standards). Indonesia already has SNI and they are now moving to the newest thing. BIG launched what they call KUGI. Kode Unsur Geografi Indonesia (KUGI, the Catalog of Indonesia Geographical Elements). We enforce all consultants to adopt the newest regulations. Even though BIG hasn't implemented it themselves, they have just launched it, but we have asked our consultants to comply with the newest regulations.*"

MCA-I also noted the broader national policy implications of following the existing standards and regulations that are in place. For example, are the ways in which standards and regulations are being set-up, administered, monitored, and made available, fitting with the existing capacities of the institutions involved? Furthermore, to what ends are standards serving if they are not achievable? To reinforce this point, MCA-I commented about the applicability of regulations, as well as the project's role in evaluating their feasibility: "*We are also showing them [MOHA] how expensive it would be if we followed their regulations. They are improving their maps but they added some steps that will make the regulation even longer. At this stage, we are still using what they are setting out to do but we are communicating this process with them.*"

Conclusion

In conclusion, the ET was unable to identify a pre-PMAP I baseline at the village, district, or national level for land use conformance due to several issues including lack of consolidated data. Toward the identification of improvements or changes in conformance, the ET was able to identify instances where PMAP I activities have increased understanding and knowledge about how to adhere to land use plans (village level) and have increased stakeholders' appetites for improved data and information with which to

use in adhering better to land use plans (district level). Round 2 of the evaluation will be extremely important in evaluating the extent to which conformance have been developed based on the data consolidated and supported by PLUP engagement.

Outcome 7: Accurate and locally accepted spatial and land use data

Outcomes 7 – 9 shift to different evaluation time scales, namely to look at longer term outcomes. These longer term outcomes, as explained in above, were assumed to be achievable one year or more after PLUP implementation. The ET confirmed during this round that changes had not yet occurred in these outcomes as a result of PLUP activities. The ET, therefore, presents baseline context here, at various levels as in the outcomes above, to provide a point of comparison for the endline (or round 2).

To investigate the baseline, the ET explored the existence of key spatial and land use data as produced by PLUP[117]. Of note, this outcome is closely related to baselines presented for outcomes 1, 5 and 6; those baselines should be considered here in regards to findings related to existence, availability, and accuracy of land use data.

The ET also identified several indications of future/potential change for this outcome as a result of PLUP, particularly related to participatory aspects (and other reinforcing steps) included in data consolidation and/or development (as a measure of 'acceptability'). Accuracy of data was not possible to measure in this round (at the village or district level) considering the delivery status of the outputs (or data, in the case of this outcome), though the ET provides respondent notes on current levels of accuracy. The ET also explains accessibility of data at each level as another critical consideration when describing levels of 'acceptability'.

i) Village

As noted in the baseline for outcome 1, sketches of maps/BPS census maps were available at the village (and district) level before PLUP, with overlapping polygons that were often the source of conflict. Furthermore, the level of accuracy of village (boundaries and land uses) of institutional maps varied, and often did not involve wide community participation and mapping technology. This baseline context is based on respondent interviews during data collection. Corroboration with actual data (map sketches, BPS maps, etc) to comment on accuracy was not possible though the PLUP documentation of overlapping polygons provides insight into the low quality of the data available before the project.

The first item to note at the village level in round 1 in terms of accurate data is that maps have not yet been finalized or returned to the community. This made it difficult for the ET to ask community members about changes in the availability and acceptability of the data. The village maps are still pending MCA-I approval, and also still await a crucial political step for approval at the district level.

Be that as it may, the maps at the village level were created using participatory approaches, which helped to generate local acceptance over the data (as discussed in Section IV.A). The method of collecting coordinates and "ground-truthing" also allows for community members to cross-check data with realities in the field, in which teams went to the specific coordinate locations and made adjustments on the maps as necessary. As previously stated, much of the attention during this process was devoted to the more potentially contentious process of setting village boundaries. As a result, although the VPTs engaged on a process for identifying and mapping cultural and natural resources, the ET expects that when the village maps are finalized, there will be a much more limited understanding of these other features on the map as compared to boundaries.

[117] This represents *existing* data, as PMAP 1 did not change data but consolidated it.

The local acceptability of the boundary data is also reinforced through key, physical symbols, namely the pillars that were set in the ground. An SCF in Merangin shared that, "*The pre-final map [was] returned back to the village. We put it in public places and villagers gave inputs. Then, we corrected the map. After that, we marked the coordinates with the [survey] instruments, and then we put up the permanent pillars.*" The boundary setting process includes a step whereby neighboring villages came together to agree and shake hands on boundary locations (detailed in outcome 1), thus signifying further acceptability of the boundary data in the community.

The accuracy of the data also became an important discussion among project implementers, but not for the reasons one might expect. The geodetic requirements of VBS/RM set forth in the regulations are extremely difficult to fulfill and require highly skilled surveyors to ensure the final step of putting the pillars in the ground. In a discussion with an implementer, this respondent stated: "*You don't have to have an accuracy of five cm like they have now - one meter is quite easy to do and that would be enough. In urban areas, I can understand why you need five cm accuracy because of the land parcels. But you don't necessarily need that for these types of rural areas. Think about one meter - just a person with a phone could do that. The GPS that are 3 - 4 million rupiah (no more than ~US$ 300) - you could use village funds and it would be a drop in the bucket. That five cm is creating major problems. The local government has only one million rupiah per pillar for example - there's no way they can pay for that at five cm accuracy*." Therefore, an unexpected finding for this outcome is that the project is trying to meet rigid regulatory standards that are very difficult to fulfill and, at times, not useful (or independently feasible) for local governments and areas.

Overall in terms of moving towards accuracy and acceptability of village-level data, BAPPEDA Mamuju shared the following: "*This project has been incredible if you think about it. The participation really has minimized conflict. In the past the government basically did a desk job and delineated everything and decided. Now they [communities] are pretty much doing it themselves and they are involved*." Related to the previous outcomes surrounding conflict and involvement, this description by BAPPEDA Mamuju highlights the way that acceptability is related to approach, in which this project certainly showcased a different way of doing things.

ii) District

As explained in previous outcomes (and in particular, outcome 6), information was not centralized at the district level when PLUP began work. Furthermore, in outcome 3 the ET explained that at all of the districts visited by the ET, none had ever collected and officially administered accurate village boundary data before PLUP. Any spatial administration data was still reliant on BPS maps developed for census purposes that have been found to be spatially inaccurate. During PLUP, therefore, the implementer compiled data in order to organize and also to analyze discrepancies, overlaps, and inconsistencies.

Similar to the village level data explained in the section above, it was difficult to test the accuracy of the data compiled in Task 2 and 3 because it had not at the time of round 1 of the evaluation been delivered to MCA-I or key stakeholders in PMAP 1 districts. Although the ET requested the data at the start of round 1 data collection, the implementer only provided the data (shapefiles, etc.) after the conclusion of fieldwork. This made it difficult to cross-check the accuracy of this district level data in the field. However, the data compiled by the implementer consists in large part of data that already existed before PLUP. The consolidation of this data is important, however, and the BAPPEDAs all noted that centralizing the data into their offices was extremely beneficial, especially when consolidation was conducted alongside GIS trainings that provided relevant government staff with ways to access, manipulate, and coordinate the data.

In terms of accuracy, a lot of the discussions about shapefiles revolve around scale. For example, data scaled at 1:250,000 does not necessarily provide the accuracy to do the type of monitoring that is required for certain tasks. In Muaro Jambi, the BAPPEDA has interests in obtaining more accurate data. One

respondent stated, "*...in fact we are in 1:50,000 scale for mapping. Muaro Jambi requires a more detailed map now, which is 1:5,000…But BIG has not made such a map until now…[the] local government could make a 1:5,000 map if it is consulted BIG. Therefore, we need high resolution high image maps, GPS, and remote sensing training for our colleagues in BAPPEDA. Such a high resolution map, however, was not supported by MCA-I.*" Obtaining such maps is beyond the budget of local government, and there are also questions about the utility of such detailed accuracy. This does, however, highlight the interest of BAPPEDAs to ensure high levels of accuracy and, as quoted previously, Muaro Jambi would like to disseminate spatial data to the public as soon as possible.

In terms of local acceptability, this can only be evaluated internally across government institutions. However, the mere fact that the project was able to collect tabular data among offices, digitize them with local government partners, and then make this data available across district government agencies indicates an important step in ensuring data acceptability across institutions. Spatial planning is usually outsourced to consultants who know the regulatory aspects of spatial planning. As per a BAPPEDA Mamuju staff statement, "*This secretariat is assigned with developing the spatial plan, although in reality we send it out to a consultant to draft for us. We then review and then approve. Almost all of the process is undertaken by consultants*." The BAPPEDAs all highlighted their ability to control the consultant products that shape the spatial plan with the new consolidation, training, and coordination of data that took place in Task 2 and 3 in PMAP 1.

In terms of data accessibility and acceptability among the broader public at the district level, this has not yet been achieved. The project (and MCA-I) have yet to articulate how data dissemination will take place if and when the IMS are delivered and installed. However this happens, these changes seem to be occurring in a time of reform. Attempts at disseminating data publicly for example, were noted as the ET arrived in the airport in Jambi. Next to the baggage carousels, there is an interactive portal (supported by a provincial level initiative) that displays spatial data for public consumption. This highlights the need for PLUP coordinate with transparency efforts already ongoing to further support data availability regarding land use.

iii) National

There were also indications during round 1 data collection of how PMAP 1 has the potential to make strides in promoting data acceptability among civil society actors at all levels – for example, a local NGO explained that they could cross-check data at the village level to question a mining contract, or hold larger plantations accountable for their operations relative to community lands. As noted in the previous outcome, "*Now having that geospatial information allows somebody from [civil society organization, e.g. watchdog] to stand in a plantation and make a determination whether you are in the place you are supposed to be*." This promise has still not been achieved, but is a compelling one and was reinforced by a current GP Facility Investment in Jambi. When the ET met with this grantee in Jambi, who are working to conduct ecosystem restoration programs in various locations across the province, they noted that, "*We think PLUP is really strategic - we think it is a window, and we believe that this can protect our interventions*."

Lastly, the links to acceptability and transparency of data as it is being transferred from the districts into KUGI format (to a level acceptable to BIG) has yet to take place, although initial consultations have been done. There are still questions about how the IMS will be coordinated with BIG, and it is still unclear how BIG will provide accessibility of IMS data to the public. The ET questions when, and even if this data will indeed be accessible in the near future.

Conclusion

In conclusion, data available before PLUP was neither accurate nor locally acceptable. The key data resulting from PLUP have yet to be delivered to data users, making it difficult for the ET to draw conclusions about any possible improvements in data accuracy. The data were consolidated and/or

compiled, however, through participatory processes that ultimately promote local acceptance. This was a positive change noted during the baseline for this outcome, at the district level.

Outcome 8: Shared understanding of boundaries and various land uses among PLUP geo-spatial partners and communities

This outcome attempts to move from short term outcome 1 (increased perception of spatial certainty in PLUP villages) to a wider 'shared understanding' of boundaries and land use (clarified through PLUP). This outcome moves beyond perception at the village level to understanding and acknowledgement at various levels. The progress identified in this outcome, therefore, is built on the village level baseline and progress/change identified in outcome 1. In review, there was evidence of increased perception of spatial certainty in sampled PLUP villages from pre-PLUP, as measured through awareness and understanding of village boundaries. This was an improvement from the baseline context, particularly at the village level.

In this long-term outcome, then, the ET did not re-identify a baseline already established in related outcome 1. Furthermore, a baseline could not be established here considering this outcome is squarely dependent on the dissemination of PLUP products and data. Rather, the ET explored whether this awareness and understanding of boundaries extended to other levels (or 'partners and communities'), and also whether stakeholders at these levels were amenable to the types of actions and reforms necessary to achieve this outcome. There are numerous ways that geospatial partners and communities interact in PLUP, and the most concerted focus of this outcome in PLUP is at the district level. There are also notable opportunities at the national level to achieve more concrete progress toward this outcome. In round 2, the ET will look at dissemination of PLUP products and data to determine achievement of a 'shared understanding' of boundaries and land uses.

i) District

While the ET found indications of initiatives that highlight the growing importance of building towards a shared understanding of spatial data, there were also indications of resistance to such reforms. Merangin provides counteracting examples about how geospatial boundaries are managed and understood. Similar to the vignette offered in Outcome 1 about the measurement of particular land uses (in that case, of rice fields), awareness of, and efforts to move toward spatial certainty and accuracy of land area and boundaries have also proceeded at the district level. As the implementers noted, the BAPPEDA in Merangin understand the importance of this: "*In Merangin, they have established [a] spatial data unit. This consists of related agencies. That is also a kind of way out to ensure that this Taskforce (special Taskforce) -- established by BAPPEDA – [has authority] from a District Head Decree. For the time being, this is only in Merangin. That is part of what PMAP [1] is helping to encourage. But it's not easy because we have to influence the BAPPEDA to see why this is important. Again it depends on the leadership of BAPPEDA. [Name of leader] in Merangin, he knows very well the importance of having this unit. So he pushed the District Head to establish this unit."*

At the same time however, there are indications that certain agencies have not been well integrated into the process and also do not trust the data that is being compiled. A respondent from an agency in Jambi for example noted: "*I disagree with the way they're doing this. Actually, BPN and [forestry] should be the ones who handle technicalities of the program. Other offices may be involved by doing the administrative matters. So far, we are just invited to coordination and informational meetings. I never know how they are doing the technical process and all of sudden, I get maps from consultants. I have no idea how they could get the maps. I don't think they get it directly from the Ministry (of Forestry). I think they just download it from the internet. I don't mean to underestimate the maps that they are producing, but we were never involved in the process. Even for the licensing, they only use blind maps (Peta Buta)."* This passage highlights the challenges of coordination and reform associated with the practices related to geospatial information. Although there are attempts to consolidate

data to build a shared understanding at the district level, there are also relevant agencies with decision-making authority that are hesitant to new approaches.

ii) National

At the national level, the ET documented the baseline context through discussions about village boundaries with MOHA and other national level stakeholder. MOHA highlighted the timeliness of building awareness about the coordination of geospatial information regarding village boundaries. BIG appeared hesitant to share data on accurate village boundaries, and these discussions are still ongoing as part of the One Map coordination meetings. This does present an opportunity for MCA-I to highlight how VBS/RM was undertaken in PLUP, in the sense that key institutions would be able to understand the role of data collection and accessibility of existing village boundary data.

Although respondents did confirm the importance of data sharing, this outcome truly holds meaning once the data gets released publicly. According to an implementing partner: "*Spatial data is not uniform, and it is difficult to account for contextual differences across Indonesia in a spatial data system (like what BIG is trying to do). It is difficult to account for variations and synchronize data. This information, of course, has value, but people need to be enabled to 'run with this data'*."

Not surprisingly, NGOs are supportive of the potential data that will be generated by PMAP 1. This provides opportunity for citizens (via organizations or through other mechanisms) to hold government and the private sector accountable. Due to the lack of availability of data, however, it is difficult to assess against this outcome. Discussions with a non-profit organization, however, indicate an eagerness to be able to access village level data and to have PMAP 1 conducted in the villages that they are working in: "*We should make this village boundary mapping a requirement to be fulfilled, regardless of whether PMAP [1] is there or not. They can either do it themselves or get support from local government and NGOs and academics in Jambi. I think we can do it for all villages in Jambi*."

Conclusion

In conclusion, while the ET saw evidence of increased perceptions of spatial certainty at the village level at the baseline, the intention behind this long-term outcome is only now being considered and discussed at the district and national level.

Outcome 9: Greater efficiency in land permitting/licensing processes

To describe this long-term outcome, the ET first documented the licensing and permitting processes (and unique baseline) in each district. This baseline information should be seen as an addition to the wealth of information collected by the PMAP 1 implementer (in particular, see Annex G[118] of the implementer's Final Report). The ET then explores the following in terms of efficiency of the process: coordination and data sharing across government levels, data improvement and consolidation, and data dissemination. This outcome, differing from the previous eight, begins at the national level and then describes the permitting and licensing process in the districts.

The PMAP 1 IMS design report provides a detailed description of how the investment process works. It also provides information on the regulatory environment, especially those specific to forestry, plantations, and mining. To briefly summarize, investment proposals require two major licenses/permits: a principal approval permit to initiate the permitting process and a location permit if the investment is related to land. These are then cross-checked by the BKPRD that oversees spatial planning coordination. There are then four other business permit types: Building Construction Permits (IMB), Plantation Business Permits (IUP),

[118] This annex provides a baseline work flow diagrams demonstrating the permitting process each PMAP 1 district.

Business Trading Permits (no spatial information), and Industrial Permits. There are numerous other permits as well that are less relevant for spatial data, but are no less relevant in terms of the institutional capacity being built at the OSS.

i) National

Permits are issued in different ways across different districts, which will be discussed in detail below. Looking first, however, at the coordination across different government scales, especially between the central government and the districts, the IMS report provides details on the baseline context for this outcome: "*In the past there was no coordination between licenses and permits issued by the central government and those issued by district governments (creating a potential loophole and challenge for the regulators).*"[119] The most notable coordination taking place between the local and central government both before PLUP and at the time of the baseline evaluation is in terms of data sharing mechanisms, particularly through discussions and design regarding the IMS.

Key reforms that MCA-I is discussing with stakeholders, therefore, relate to data improvement, consolidation, dissemination, and coordination functions. The MCA-I team is coordinating between BIG and the starter districts about how data sharing will proceed. Data sharing is only one aspect, however, as investment decisions are a very political affair. At the time of the evaluation, the ET did not identify a focus on strategic level conversations on land use investments (as perhaps this was supposed to proceed with the GP Facility Investments).

ii) District

With this background in mind, this section now turns to the dynamics unfolding at the districts in regards to licensing and permitting. The differences between pilot districts at the baseline is substantial. When the ET observed the IMS training in Mamuju, the last training in the series, the trainers provided an overall summary of the different ways that each of the districts prioritize licensing and also the different baseline capacities in the districts: "*In Merangin, this [the training] was far more challenging. We had people using the system who previously had never used a computer before. In Mamasa, they only have one IUP (plantation use permits). This is just a very remote area and the potential they see are coffee and cocoa. In Muaro Jambi, they are mostly doing IMBs (building permits). Merangin have a lot of ILs (location permits), but some of them are IUPs. They are all oil palm applications. In Jambi, things are very political and they have a much tighter hold on the type of information they are willing to release through this system. They really want to get a control of licensing because they are reeling.*"

The ET first investigated the baseline in Muaro Jambi for this outcome. On the one hand, Muaro Jambi at the time of this baseline is trying to get a handle on licensing of multiple and, at times, overlapping permits. BAPPEDA Muaro Jambi noted, "*There are so many overlaps [in licenses] between companies. For spatial certainty, I think we have to get it [permits] published now. Get it online.*" In this district, the strategic licensing and permitting processes revolve around regulatory control. As noted previously (see Section IV.A), there is strong interest from district officials to act on these reforms *vis-à-vis* publishing data online. When asked about coordination in Muaro Jambi, a district official respondent indicated that all recent efforts "*[have] been good, especially with BPN, OSS, and the Regional Environment Agency (BLHD). Because our coordination team is solid in Muaro Jambi, BKPRD now has weekly meetings. If there is an investor with a plan for certain sites using several hectares (of land), after their proposal is submitted, and we have surveyed the location, if the description (of the plan) is in reference to our spatial plan, we will then present it in a plenary meetings. These meetings involve all relevant line agencies.*"

[119] PMAP I IMS Report, Pp 4.

Further, the Mauro Jambi Provincial Investment Board intends to launch an Online Application and Permitting System (*Sistem Aplikasi Perizinan Online*, SAPO) in fourth-quarter 2016. SAPO is intended to be a public portal for managing licenses and permitting applications (including technical recommendations) and issuance for domestic investments[120], particularly as related to plantations, forestry, and mining[121]. SAPO is intended to cut license processing time while linking directly with the national level as necessary for technical recommendations to license applications. The Investment Board respondent noted, *"… using [the] electronic license system will be faster because when using manual process, when the investors apply for license, they bring all the documents, it should be copied, [and needs] to be carried to related technical agency[ies]. Using electronic license system, the investors should only attach the document, they don't have to copy, we will send it to the technical agency, [and] we will register it to Jakarta (national level office) to get the number. SAPO cuts the time for processing license. At least, half number of days will be cut."* However, as noted earlier, the lack of stakeholder engagement with provincial level stakeholders with PLUP implementation was an opportunity missed for improvement in this outcome, particularly related to coordination, integration and advocacy of the project's spatial data to assist in licensing efficiency and effectiveness. However, the ETs discussion with the provincial investment board noted their interest in the community resource mapping aspect done by PLUP[122], as it was suggested such an activity be expanded to all districts and sub-districts for achieving accurate spatial information to be used in promoting the province for investment.

Mamasa, on the other hand, is prepping for a tremendous amount of change. Road construction and development at regional outposts at the baseline is a strong indication of this, and numerous studies in Indonesia associate roadbuilding with a rapid rate of change, especially in places rich in natural resources. In Mamasa, licensing and permitting processes revolve around setting the precedence and guidelines for negotiating land use change. District officials noted a desire to be prepared for shaping, rather than responding to, the regulatory process: "*From the 3,200 km² in Mamasa, 67 percent are forest estate, so we have to be very careful with giving out permits… Based on our experience, we often just split the difference. We are in the last stage of the GIS process and we are just waiting for the server from [MCA-I and the implementers]. This is extremely important for us. We have found we are very limited in our spatial planning abilities. [Connecting spatial planning to] the permitting process we are not yet focused… what we have here at the moment are gold mines, sand mines, and also galian C [gravel mines, usually located along riverbeds]*."

One baseline perspective in Mamuju proves notable. When asked how permitting worked in this district in the past, an official said it was merely "*'Komando-style', based on the assets of the local government and whoever is assigned to those functions. In some ways this means a free-for-all, but it's more saying that those who have the authority, just take it. If you think about the way that spatial planning occurs here, there are no basic regulations. The only thing that people avoid is protected forests. Other than that, permits are pretty much given out.*" The current system in this district still goes through the District Head office to one of his deputies. The deputy's office described the situation in the following way: "*In our current system, the investor goes to the District Head and then he will study the proposal. Then it gets sent to our office to study it and finalize the permit. If all the details are complete, then it will only take 2-3 days to finalize the permit. We have Team 9 [Team of 9 people] that conducts a study and we get together to make sure all the requirements are correct. Then we meet and make a decision. If permitting moves to the OSS, then I can work on the priorities of the District Head. For example, I am tasked with doing work on developing a creative economy. It has been difficult for me to find the time to really do that. The new District Head has identified that we actually have a lot of productive potential across the board. This means I could work with communities on village empowerment programs.*"

[120] For investments below Rp. 10 billion, the process is managed at the district level for licenses related to location permit, environment license, and other taxes/retribution.
[121] Technical recommendations for plantation and forestry investments are made at the provincial level, while mining technical recommendations will be made at the national level by the Ministry of Energy and Mineral Resources.
[122] There was less interest in the VBS aspect of the mapping.

Amidst these baseline differences, all the districts articulated the potential for efficiency if spatial planning and OSS could work together to coordinate spatial data and come up with the appropriate standard operating procedures. Districts understand the important role of spatial certainty in this respect, and see the establishment of OSS and data consolidation (done through PLUP) as important precursors to setting in motion greater efficiency and responsibility of land use permitting/licensing processes. PLUP, as explained by the IMS trainers, attempted to design an IMS that met these exact needs: "*On permits, all requirements are there [in the system]. If they are pending a review, then they can go here and they can approve it… Let me show you how they can access specific maps and the information associated with that. They can then get the pdf of that for different documentation purposes and exact screenshots of what they need. Then they can also get the details of the project in a specific file, and then an excel spreadsheet, and finally, they can also get a word document template of the different types of permits with edit-able data to submit. It's really handy for them to get a system like this. They get access to details of people and coordinates - whatever they need. The BKPRD captures what they need for spatial planning and the OSS does their permitting work in parallel.*"

Interviewed OSS all indicated eagerness to test out the IMS and get it online. In Merangin for example, OSS staff noted "*It's clear that once we get the system [IMS] online, the program will be of good use for us because all the permits and licenses will pass through our office. Through the system, it is clear to which institutions the license applications will be forwarded. It will allow us to look at the location of proposed operations and integrate them with maps obtained from the other line agencies… however this integration is still yet to happen.*" In Muaro Jambi, however, ET discussions with members of the BKPRD noted that consolidation under the OSS has limited benefits for land permitting. For example, although it will make it easier for investors requesting permits, the approvals still need to be obtained from the line agencies, and thus there was skepticism over any reduced processing time.

Furthermore, such institutional developments among government stakeholders must also be seen from the perspective of those requesting permits. Looking from "below," i.e. a perspective of local community members interested in conducting land based activities, the ET was told of the difficulty at the baseline for rural and small and medium enterprises to obtain permits. This is in part related to distance (especially now that some permitting functions have moved to the provincial level), but also due to a failure of policy support as identified in recent reporting from national media outlets.[123] GP appears to place less emphasis on smaller-scale permitting processes (which potentially have large scale aggregated impacts on land use), and rather, the focus is on influencing large scale (external) investment initiatives.

Moving to the perspective of large scale land consolidation investments (e.g. monoculture plantations), the ET met with various private sector actors. According to a private sector respondent in Jambi: "*We don't have accurate map of our lands. What we know we get from [person in government], [and he says] our license comprises vaster land than the reality. When we re-check it again, our land overlaps with other land uses…That's where the problem begins. I think they have some problems when they survey the land that we apply for plantation. Or maybe they already know that lands that we apply overlap with APL, but they give it to us anyway. Then, we plant it. Over years, after [person in government] leaves and we re-check again, it turns out those are APL. Now then, we have to deal with it.*" This baseline perspective, a common one across respondents, highlights the interests of private sector actors to have spatial certainty. Any disruption of efforts such as these overlapping issues and threats to the certainty of obtained permits are clearly a threat to continued operations (discussed in Section IV.C).

Returning then to the perspective of the IMS trainers, and what they viewed as strategic efforts for investment coordination, one noted the following:

[123] Sources include: http://www.kemenperin.go.id/artikel/10709/Pengurusan-Izin-UKM-agar-Dipermudah, http://m.metrotvnews.com/read/2016/04/18/515277, among others.

> "*Basically [in the past] they received a map and attached it to the permit and that was what the technical agencies would do. In building this system, we considered the idea of doing the line agencies specific tasks but this really complicates resources and time, especially in terms of coordination and training of those that will manage the system. If they don't know how to upload the shape, that becomes a problem. The technical agency still plays an important role. They can login, see all the licenses and depending on their role, they can use that function. These roles are explicitly discussed and some decisions have been made in that respect. Yesterday, they had a coordination meeting on who gets to make decisions and the type of admin processes associated with that. This basically allows different people access for specific purposes. Everyone can download [and] for the IPs (principle permits) they can have a history of how this works. Right now, they are still in the process of collecting information*."

This quote highlights the deep interests of the district stakeholders to consolidate roles and coordinate more effectively and shows the progress just now being made toward the development and promotion of a more coordinated approach (through this system). There are still numerous questions about roles and responsibilities that are yet to be worked out, however. The fact that such meetings are taking place to make concrete decisions about standard operating procedures is a positive indicator. That said, the indications that the project was already demobilizing at a time where key "beta-testing" stages should be taking place threatens sustainability of project outputs.

Conclusion

In conclusion, evaluation of this long-term outcome associated with the efficiency of land use permitting/licensing processes must be situated within the investment context of the particular location. The ET noted that data sharing efforts are taking place between district and central governments, but that it is unclear how decisions are being made to foster particular investment programs in a particular region. The coordination of data sharing with the IMS servers between district governments and BIG still require testing and further coordination, but this is a positive step. Taking further steps on data coordination will certainly present an important precursor for discussing more strategic investment planning. The ET also observed that permit/licensing is heavily geared towards initiatives of outside investors in a heavily top-down interpretation of investment, whereby external investment will appear from elsewhere. Meanwhile, national policy discussions highlight the difficulty of permitting for small and medium enterprises, particularly in remote areas outside of Java.

For the PMAP initiatives themselves, there is a growing recognition of the conceptual roles of how investment coordination should take place. The districts are eager to fulfill these roles, but key barriers remain with regards to the arrival of equipment. The implementers themselves noted that without further support, it is unlikely that the IMS will be used in any of these districts over the long-term. In round 2, it will be important to look at the license data shared in the BKPRD base maps and cross check them with site locations. It will be equally important to see whether data has been made available online and to what extent investors have been applying through this online system. Furthermore, the evaluation will check to see if the data are being incorporated into national servers and in what ways these data are then connecting with investment planning processes.

2. Evaluation Question 2

> Were achievements toward identified PLUP outcomes varied by geography, community type, or gender and vulnerable/marginalized groups?

In the context of the PMAP 1 project, and particularly in relation to Task 1 where implementation happened at the village level, there are several key areas to consider regarding whether achievements (both outputs and outcomes) were felt equally by program beneficiaries and stakeholders, namely:

- Geography (West Sulawesi and Jambi)
- Phases (Phase 1 and Phase 2)
- Implementing Organization (Abt, WARSI, and Puter)
- Gender and Vulnerable/Marginalized Groups

Geography

Though the project was implemented in significantly different geographic, ecological, cultural, and religious landscapes, outputs do not vary across provinces or districts. As noted above in Evaluation Question 1, for example, the same outputs were delivered in Muaro Jambi as Mamasa (across all tasks). This is notable considering the basic infrastructure and connectivity limitations in places like Mamuju and Mamasa in West Sulawesi as compared with Muaro Jambi in Jambi. Implementing staff in Mamasa, as an example, had to complete reporting requirements each week by passing a USB drive via motorbike porter to a nearby town where there was internet connectivity. Without basic infrastructure like roads, and with limited to no connectivity (phone service or internet access), staff in West Sulawesi faced different challenges in delivering activities (and achieving outputs) than those working in Jambi - and yet, the ET did not note any differences across districts in the achievement of outputs. Baseline contexts in each district related to the outcomes, however, do substantially vary by district as explained above. Each district has a unique context that will be important to re-evaluate in round 2 (the endline) in terms of confidence in administration, capacity, and licensing and permitting.

Phases and Implementing Organizations

Final outputs (and progress against outcomes) were not found to vary across PMAP 1 phases or implementing partners; however, each phase was unique in terms of length of time and challenges encountered and each organization was unique in the approaches used to complete PMAP 1 activities. Specific aspects of implementing the project, in other words, *did* vary.

First to discuss the phases: Phase 1 included two sub-districts and was implemented from August 2015 to March 2016 (and was called the "Methodology Validation Stage" in the implementer's final report); while Phase 2 included six sub-districts and was completed from March 2016 to September 2016.[124] Outputs took longer to achieve in Phase 1 than Phase 2 districts largely due to management challenges (explained in Section IV.A). Phase 2 outputs were delivered more quickly and efficiently. There were several stark differences between Phase 1 and Phase 2 that respondents noted:

- Phase 1 was completed without an operations manual (or, rather, was completed simultaneously with the manual) while Phase 2 was implemented according to manual specifications (starting mid-

[124] The ET has used the word "completed" here to indicate the end of implementation. The ET does not mean to say that all implementation tasks were actually considered complete (and all outputs delivered) at this time, however, as explained in Evaluation Question 1.

process for most Phase 2 sub-districts, and requiring some back tracking).[125] "Piloting" the VBS/RM process and producing the VBS/RM Operations Manual simultaneously in Phase 1 took longer than expected and was challenging for all implementers involved. This did not allow for as much community planning as the implementers would have liked for this phase. Although, attempted, it was conceded that community planning did not take place, as noted by a national expert: "*But I think that to build a more participatory process you have to have a better preparation process that takes place at the village level. Public outreach, capacity building with communities that requires time. It's really difficult to do that fast. … They [PMAP 1] didn't do the village planning. … What should happen is that you do VBS/RM and you should be talking about the funds that are coming and what to use it for.*" This difference is linked to the point below regarding outreach.

- Respondents from Phase 1 villages spoke less positively about program outreach than respondents in Phase 2. For example, a village respondent in Merangin expressed the following: "*WARSI, what they did was very clear and up to high standards. But for us we don't really know what the real point of that [was]. What they said was that they would help us reduce the confusion over administration. There were others [in the community], however, that thought it [PMAP 1] would reduce land area. So there were different viewpoints in the community about what their project was trying to do. They should have provided more explanation. For those of us in an administrative role, we start to understand - but for those in the community, they think that the village boundary is like a fence that cannot be crossed. That can make people feel confused."* During Phase 1, the implementer identified this weakness and included an additional step in the manual to address this exact point. Implementing organizations in Phase 2, for example, had specific training on stakeholder engagement and the VBS/RM process (guided by a draft of the manual, at the time). This learning led to more successful and efficient outreach in villages in Phase 2.
- During Phase 1, the implementer did not have a clear monitoring system in which to organize documents related to VBS/RM. While this was addressed in Phase 2, many Phase 1 districts continued at the time of the evaluation to play catch up in terms of proper filing and documentation (which is critical for the District Head Decree).

To summarize these differences, an implementing partner said this when describing Phase 1: "*In Phase 1, we came in with 18 steps and no training and no understanding of what we should have done*." Respondents, however, noted improvements in Phase 2 as exemplified by this quote from a relationship manager in West Sulawesi: "*But you could see a clear difference as the project moved from team 1 to team 2 [referencing an area that had one team for Phase 1 and another team for Phase 2]…In terms of weaknesses, we learned a lot about implementation and about process…and the coordination*."

Second, the ET considered differences in the approach used by implementing partners. WARSI implemented PMAP 1 in Jambi, Abt in Mamuju, and Puter in Mamasa. Geographic differences (explained above) led implementing organizations to utilize different approaches to completing activities. Puter staff, for example, utilized what they call a "live-in" approach. SCFs would live in the villages they were assisting (between one and three per staff member) with the VBS/RM process six days per week. They did this for two reasons: a) challenging terrain made it difficult to access villages; and, b) lessons learned from staff that had implemented during Phase 1 with Abt in Bonehau - the latter reason meaning that staff who had previously worked on Phase 1 in Mamuju shifted to working in Phase 2 sub-districts in Mamasa. They encouraged an adjusted approach to outreach and village-level interaction. As one staff member explained, "*We lived there with them 6 days in a week. We have developed a strong emotional bond [with them]*."[126]

[125] As an implementing organization staff member from Mamasa explained when asked about any weaknesses in the PMAP 1 process, "…*we lost one month of our time due to waiting for a revision of the manual. This was not good. The manual was supposed to be finished (final) before we initiated the program here*."

[126] This is not to say that SCFs in other areas (with other implementers) did *not* utilize this approach, but it was less

WARSI, as another example, utilized many local staff that were familiar with regional dialects. This was less feasible and common in Mamasa and Mamuju. Puter staff noted strategies they utilized to mitigate this limitation: "*The challenge that we face is when we try to interact with the village elders - they barely speak or understand Bahasa Indonesia. It is really important to interact with them because they know the story of their village. To cope with this, we requested Pak Sekdes' [regional secretary] help to better communicate with them*."

Another difference identified by the ET was in the approach of the implementing organizations to dispute resolution. WARSI respondents noted that they strictly played 'facilitator' roles in dispute forums. They did not want to get involved in the disputes. This was in some instances due to the intensity of the conflicts in these areas (one, as an example, ending up at the Supreme Court). Respondents in Merangin, in particular, expressed frustration with this approach – "*[The local implementer] did not help us negotiate this problem. They just watched it happen. That's a problem - they started a problem and left. They just listened to us and left."* In Mamasa, Puter on the other hand approached conflict in a more informal way. SCFs explained to the ET that their approach to dispute resolution was not contained only in Step 12 ('Classification and Resolution of Boundary Disputes (between Villages) and Other Land-Based Disputes'), but they worked from their first day in the village to informally discuss identified disputes with village members. All respondents from implementing organizations, regardless of the dispute resolution approach they implemented, expressed a moral responsibility to the villages and areas they worked. Ongoing disputes were difficult for implementing organizations to leave behind when de-mobilization was required.

Final results, despite differences between phases and implementing organizations, did not vary significantly. Abt was able to ensure completion of most tasks (and the pending delivery of outputs) equally across the phases and implementing organization locations. This speaks to the flexibility, responsiveness, and ingenuity of PMAP 1 local implementing organizations and teams and the leadership provided by Abt and MCA-I.

Gender and Vulnerable/Marginalized Groups

The VBS/RM process (and Tasks 2 – 4) as implemented in PMAP 1 was male-dominated; in other words, the delivery of outputs involved more men than women. It was difficult in this round of the evaluation, however, to determine whether men and women *benefited* from the resulting outputs equally or not – considering the status of delivered outputs noted in Section IV.A above. More clear and articulated gender and marginalized/vulnerable group inclusive strategies (including sound monitoring systems) could help to ensure that outputs (and outcomes) both include[127] and benefit all members of partner communities equally. Furthermore, careful consideration of the relevancy of both gender and marginalized/vulnerable groups in the context of the PLUP approach is necessary.

Abt expressed their lack of confidence in implementing a gender approach in each of the tasks of the PMAP 1 project, and particularly Task 1. They were unsure of how to set up strategies to encourage participation of women, for example, beyond requiring one female VPT member and organizing activities

consistent/widespread than with Puter staff. For example, a member of the WARSI team did mention several SCFs "living in" the villages they supported – but it was not explained as an overall approach to a successful VBS/RM process.

[127] One implementing partner respondent noted that, in some ways, MCA-I limited women's involvement by setting specific guidelines and requirements for participation: "*The way they [MCA-I] were so explicit about gender inclusion actually made it so that at times you could not have better gender involvement*." Because implementing partner staff were incredibly busy with activities, they focused on securing one woman in the VPT and did not focus on other aspects like quality of participation by any and all VPT members (for example). This is important for MCA-I's Social and Gender Assessment Project team to note and possibly explore further in the PLUP context, in particular.

at times and venues accessible for women in various communities. In the VPTs, 74 out of 395 were women.[128] Abt and their local implementing partners tracked women's engagement in meetings and workshops, but they did not go further in terms of developing or implementing gender responsive strategies. Even this task was challenging, as SCFs and CLCS noted. They had limited time and many tasks (administratively and project-related) to complete each week. Tracking women's participation and attempts to boost women's participation, in this context, was challenging and often could not be completed. Implementing staff also noted the challenge they faced in getting women to attend events (let alone participate). The VBS/RM process involves multiple meetings that, in many visited villages, were reported to typically occur at night (and, depending on the topic, can last for hours).

When faced with these challenges, Abt did not receive guidance from MCA-I on gender inclusive strategies. A MCA-I Social and Gender Assessment Project team respondent noted that the team did not review or provide input to the PLUP management team regarding gender responsive strategies or requirements. The respondent noted, however, that the team was eager to consult with other PMAPs to develop appropriate approaches to gender and marginal/vulnerable group inclusion.

While there are several examples of strong (assertive) women's participation in VBS/RM activities (for example, in Bonehau through SPIB[129]), interviews with VPTs revealed largely token involvement by women. A woman VPT member in Jambi, for example, explained her role in this way to the ET: "*My (main) role is to spread the information regarding the village boundary to women through Pembinaan Kesejahteraan Keluarga (PKK)*." There was also little evidence of women participating in dispute forums. As the implementer noted, "*Women were not involved in a lot of outreach, or in the peace building/dispute activities. This is a missed opportunity, considering the networks of women in villages*."

Abt noted that if they had more time or resources, they could have explored gender aspects of this project more, including (as an example) women's roles in peace building and dispute settlement. The ET saw evidence of this in their interviews with Abt implementing staff during which the staff described recent FGDs completed with women VPT members in Muaro Jambi District. The preliminary data resulting from this FGD has the potential to expand understanding about the role of women in VBS/RM, the role of women in specific communities and sectors, and existing barriers to participation experienced by women.[130]

The ET spoke not only with women VPT members, but also women members of villages. Non-VPT women had less awareness of boundaries and land use than women VPT members. As an implementing partner in Jambi noted, "*It is pretty clear that from those in [Jambi] that were not involved [in the VPTs], they don't really know about the process*." This is, at certain levels, expected. Considering the emphasis on outreach of the VBS/RM process, however, this difference reveals a need for re-consideration of approaches used to communicate project purpose, plan, and goals at the village level in an inclusive way.

Marginalized/vulnerable groups were not specifically included in PMAP I implementation because of challenges in identification, coupled with limited guidance from MCA-I. Similar to the gender strategy, MCA-I did not provide guidance to Abt on a strategy to include marginalized and vulnerable groups in the PMAP I project. Abt reported that they instructed local staff to identify minority and vulnerable groups in the villages and ensure their attendance at VBS/RM-related activities; however, the SCFs faced resistance from communities when they attempted to complete this task. Communities were defensive and responded to project staff that they take care of their poor and vulnerable. After Abt requested but did

[128] A total of three VPTs did not have a woman representative. Each of these VPTs was in Bonehau Sub-district.
[129] PMAP I helped to establish *Serikat Perempuan Independen Bonehau* in Bonehau (SPIB) sub-district. This will be further discussed in Evaluation Question 4.
[130] The ET reviewed this preliminary data and the survey instruments used to collect it.

not receive guidance from MCA-I on alternative approaches, Abt ended specific efforts to identify and include these groups. They noted this clearly in their reports to MCA-I. The ET could, therefore, not draw conclusions about whether the project benefitted all groups in villages/communities equally (though round 2 of the PE will offer opportunities to explore this further).

3. Evaluation Question 4

> What were unintended results (positive or negative) achieved by PLUP?

The ET defined unintended results as those that are not targeted specifically by PMAP 1. The results presented in this section, both positive and negative, were therefore not specifically included in the theory of change for PMAP 1. Overall, respondents noted more positive than negative unintended results. Many reasons why respondents found the clarification of administrative boundaries relevant and important to them (including many positive, unintended results) were noted in Section IV.A; however, the ET has explored several of these in-depth below. While a majority of the unintended results relate to Task 1, several notable unintended results related to Task 2 – 4 are also included.

Unintended Positive Results

Respondents noted that the VBS/RM process provided them clarity on several issues regarding citizen-government relations, including issues like clarification of Indonesian Identity Cards (*Kartu Tanda Penduduk*, KTP) and about where citizens are to pay taxes. In this same category, respondents explained how the VBS/RM process provides clarification for the National Election Commission (who has expressed interest in the PMAP 1 project, as one implementing partner explained). The Commission benefits from having clear and accurate information about village boundaries (and more importantly, village populations). The data the Commission typically uses is from BPS which has been found to be less than accurate in many regions and particularly at the village level.

Furthermore, the implementer noted that the military and police in both Muaro Jambi and Mamasa expressed appreciation for, and participated in meetings during the PMAP 1 project. The implementer explained that this interest and participation was positive for the communities, and that in the future they hope PMAPs will include these stakeholders in their 'Stakeholder Engagement Plans'. The implementer explained that "*they [the military and police] want to be involved in this process because they have been trying to do this [clarify boundaries]. They are in charge of the territory in terms of security. The [Task 1 implementing] team informs them of what they are doing. They [the military and police] know the actors. We should have had them [the military and police] in the stakeholder lists so that we would talk to them [about this process].*"

Respondents also noted unintended, positive results related to social benefit experienced as a result of the VBS/RM process. As noted in Section IV.A, respondents expressed increased pride in their village as a result of the PMAP 1 VBS/RM process. The VBS/RM process reinforced cultural identity in many areas and increased a sense of belonging among villagers. This was a result particularly for youth in the villages. As a young VPT member in Kalumpang explained, "*It [the VBS/RM process] encouraged a community enthusiasm overall. We began to talk to our elders about the history of this place and other important issues. It allowed an opportunity for the younger generation to be involved, and the elders also felt like they were being listened to and that their wishes were being fulfilled.*" During an FGD with village members in Mambi, similarly, the ET observed an elder in the village exchange laughs with a young VPT member about how little the younger generation knew about the boundaries before PMAP 1.

An unanticipated result was also the success and strength of the VPTs. This was mentioned by respondents from MCC, MCA-I, implementing partners, and villages. In Section IV.A, the ET explored the participatory aspects of the VPTs. VPTs also, however, were reported to be important project partners in ensuring outputs (and outcomes) are ultimately achieved – aka they are proving to be critical for sustainability of the entire approach at the village level. As an MCC respondent explained, when asked about the strengths of the PMAP I approach: "*My view of the strength is the VPTs. Because these are the five people that know resources…In most cases they are representative…They are then the constituency that can see that handshake between Task 1 and Task 4. They can begin to see what this mapping means to people. They are now technically proficient and know what it takes, and they know how to ask questions. For me that is a felicitous discovery. Nobody planned for it."*

In addition to the VPTs, PMAP I helped to establish another group that will hopefully serve to sustain PMAP I achievements - *Serikat Perempuan Independen Bonehau* in Bonehau (SPIB, or the Bonehau Women's Union). Though the ET was unable to interview representatives from sub-district, the team reviewed program documents and discussed this result with implementing staff. In this Phase I sub-district, Abt started in early project activities to identify women leaders related to participatory mapping. Through continuous support of and engagement with this leader, Abt supported both the establishment of SPIB and its link to a national network of NGOs. SPIB now participates in MCA-I's GP Facility Investments in Bonehau and Kaluku sub-districts. This group provides an example of how, given resources and time, PMAP contracts can better incorporate and support women in the VBS/RM process and in GP Facility Investments throughout Indonesia.

A final important unintended, positive result related to Task I is indications of replication. At the time of the evaluation, replication was reported by respondents in Mamasa (Tabulahan and Tabulahan Barat), Mamuju, and adjacent locations to these two districts (namely Palowali Bandar and Karampuang). A MCA-I respondent explained how replication is happening in Mamuju, a district that has shown significant interest specifically in VBS/RM: "*Mamuju is really excited with VBS - they think it's been really helpful and they have also sent an official letter to MCA-I and have spoken to [the GP Director] when their VDDC came to Jakarta…and Mamuju has also allocated their funds, especially for ADD, to put in additional pillars. So they have this kind of high level of interest and also a high level of confidence to replicate it [VBS/RM] in the future."* While PMAP I partner districts pursued replication first through approaching MCA-I for continued support, the latter areas mentioned are pursuing replication with their own funds. As an MCC respondent explained, "*Other districts are asking for it. I know that Polewali Mandar (adjacent to Mamasa) [has been] copying the process and doing it with their own money. In Karampuang, the island across from Mamuju town, they are also doing it.*

Two unintended positive results were noted related to Tasks 2 – 4. The first was that in Merangin, PMAP I supported a district government initiative to create a taskforce for a "spatial data development unit." This was unique because the line agencies requested that the District Head formalize this taskforce. The second unintended positive result was in Mamasa. The PMAP I implementation teams were able to support the Mamasa district government in conducting its first ever spatial permit. This is noteworthy because the permit was intended for a site that was overlapping a settlement area (community rice fields). The PMAP I team was able to help validate the data and ensure that the shapefiles accurately represented local conditions. Furthermore, the Mamasa district government staff noted that the trainings and the experience of conducting this in real time allowed them to be able to oversee how the spatial planning (RTRW) revisions take place. They noted that outside consultants are usually hired to do this. In the future, they will now be able to validate the regulatory planning documents created by consultants.

Unintended Negative Results

One unintended, negative result that has been explained thoroughly in other sections of this report has been unresolved disputes in each of the PMAP 1 project districts (see discussion in Section IV.A and B, outcome 2). Additionally, respondents also discussed the potential for elite capture where participation was weak. Respondents discussed elite capture in various ways – some explaining how VPTs were a useful deterrent to elite capture of the boundary setting process, and others explaining how VPTs are largely made up of village elites that can use the VBS/RM process for their own gain. Both perspectives are exemplified by direct quotes from respondents, below:

- As an MCA-I respondent noted, the establishment of VPTs and the inclusion of other stakeholders in the VBS/RM process (like facilitators and the Sub-district Head) protected against capture by the powerful in each village: "*Within one village, the elites may try to take some benefits. But whatever decision the village makes, it has to be agreed by the other village. If the next village says 'no' they will not have as much power. This becomes a control for elites*."
- An implementing partner in Jambi explained, however, that village elites can capture the dispute resolution process particularly if the process is rushed, as this respondent felt was the case with PMAP 1: "*The local village elites however, are also engaged in "konflik kepentingan" (conflicts over important interests). By cutting off the timing of implementation of the project, it has really created barriers about approaching conflict and conducting any sort of meaningful conflict resolution*." The same FGD respondents went on to say this about overall Task 1 implementation: "*We could also say that the level of engagement for this activity has been much more in favor of the elites. It has been hard to engage some of the more disadvantage groups in the community*."

Lastly, the ET identified one unintended result that could not so easily be categorized as either positive or negative - the creation of new villages (or *pemekaran*). As a BAPPEDA VDDC member in Mamuju noted, "…*there is a tendency for more pemekaran after PMAP 1*." This was also mentioned by four other villages. Village subdivision, whereby existing villages divide and establish new administrative boundaries, can be seen as both a positive and negative result of the PMAP 1 project. Having clearly defined village boundaries fulfils a requirement to access national and regional government funds/subsidies for village community development. Positively, the establishment of a new village would reduce the administrative burden for the planning and provision of services by attaining sufficient funds through government national and regional budgets for a growing population (e.g. as intended by Kasang Pudak Village in Muaro Jambi). However, after attaining new legislative boundaries (and access to tools to enable this process), it also potentially opens to the door to encourage flagrant requests for further village division in attempts to secure additional national and regional subsidies. Conflicts can easy flare up surrounding proliferation of villages, possibly reversing positive gains made in the establishment of boundaries under PMAP 1.

C. Link between PLUP and GP

This section explores the potential links between PLUP outcomes (spatial certainty) and GP's ultimate goal of reducing poverty through low carbon economic growth through Evaluation Question 5 This section differs from previous sections that have specifically explained the performance of PMAP 1 (IV.A) and progress against targeted outcomes (IV.B). In this section, however, the ET returns to the Theory of Change presented in the Section 1 and III for both GP and PLUP, and to the context of the adjusted sequencing of PMAP contracts and the GP Facility Investments. Note that the second question in Evaluation Question 5 will be addressed in round 2 of the evaluation and not in round 1.

1. Evaluation Question 5

Overall, the ET has identified three specific pathways through which spatial certainty is likely to increase

> Through what pathways, if any, is increased spatial certainty likely to increase household incomes? What evidence does the evaluation find for this?

household income (part 1). Furthermore, evaluation respondents (including villagers, district officials, investors, provincial investment boards, and GP Facility Investments) clearly articulated ways that spatial certainty impacts not only their start-up investment decisions, but also sustainability and scaling investment decisions; it also impacts the GOI's ability to manage economic development for their regions (part 2). Though GP has missed an opportunity to demonstrate that increased spatial certainty leads to greener investments in partner districts, the evaluation found plausible pathways through which spatial certainty as advocated through PLUP may contribute to GP goals (part 3). The value of PLUP within GP has been adjusted from the original design (and from the Conceptual Framework, which will be explained in Section V); however, its value has not necessarily been diminished.

Pathways

To investigate this question, the ET sampled private sector investors, OSS, and GP Facility Investments already in operation in PMAP 1 districts and/or provinces. The ET asked these respondents what their main concerns were in terms of their business and operations, and also asked about the data and information needs they have regarding land use and licensing/permitting. The investment pathway and links to household incomes originating from increased spatial certainty can be seen as follows:

1. First, at the village level, spatial certainty provides pathways for supporting stronger forms of tenure. The way land is negotiated in Indonesia is generally through village administrators and the land agency. Most people hold a tax certification that is assigned payments and a name. For the past 200 years, government administrators have sought to create a cadastral system.[131] Villagers in most cases register claims through tax certificates that to them indicate ownership, although the certificates explicitly state that the piece of paper does not indicate ownership. Spatial certainty as proposed by PLUP would be a major step in moving towards acknowledging tenurial rights to land in various ways. Numerous global studies indicate tenure as a critical prerequisite to improving local decision-making powers and local livelihoods. The connection to spatial certainty and tenure herein first strengthens people's rights against the government and helps to acknowledge their bargaining power in numerous types of negotiations.
2. Second, there is also a village level aspect to spatial certainty that supports development outcomes for the household. The language of the village law – which includes heightened authority and responsibility of village administrators – rewards improved spatial certainty and planning processes. For example, the development transfer fund mechanism increases when a village has distinguished boundaries and detailed profiles. Therefore, additional funds to support village programs increase while also providing opportunities to better understand village level assets to identify development priorities going forward. Both these village level pathways can lead to increases in household income. However, a caveat to both points at this level - spatial certainty should always be seen in terms of a double-edged sword based on who makes the decisions in a community. The priority for spatial certainty must be seen in the context of democratic decentralization objectives of accountability (both downwards and upwards) that seeks to support decision-making power

[131] van der Eng, Pierre. *After 200 years, why is Indonesia's cadastral system still incomplete?*. No. 046. Centre for Economic History, Research School of Economics, Australian National University, 2016. Accessible at: https://www.cbe.anu.edu.au/researchpapers/ceh/WP201603.pdf

among stakeholders through fairer processes. Therefore, spatial certainty cannot be seen in isolation or as a silver bullet.

3. Third, spatial certainty can also support the larger investment portfolios among central, provincial, and district governments. As the ET has presented in this report, spatial certainty can ensure accountability among investors to local partners and also provide employment opportunities. This has numerous benefits. First, the ET spoke with investors (new or existing) that indicated their desire for reliable and accessible information that helps to support an investment climate that is transparent, fair, and regulated. For example, the ET was shown a palm oil proposal to the local investment board in Jambi to bring investment into a village - this proposal could have been stronger with an accurate map[132] and could have yielded more realized economic benefits at the local level. The same is true at regional and national scale as well, particularly with the prospects of attracting green investments. Spatial certainty increases accountability which reduces risk, that attracts more higher order (e.g. cleaner) investments, that supports potential diversification of local economic enterprises, that in turn support increased household income potential in manifold ways.

Investor Perspectives

Primary concerns noted by investors in round 1 were risk and ways to minimize risk to maximize on investment. A private sector respondent explained the following [paraphrased]: *Companies want to know enough to be compliant for investment. We, for example, first use google earth, purchase maps from the government, get forestry maps if available, buy hydrology data from the government (if available), and go to the site and talk to the Village Head. We learn about the village and the place. We want to know down to the village level which village the project will affect.*

Respondents explained that they see clarification of boundaries and land use/claims (i.e. spatial certainty) as a way to minimize risk. This not only minimizes risk for new investors but also for existing investors.

- New Investment: New local/regional investors that the ET interviewed expressed interest in local resources/potential, local employment pools, market identification (where people live), local administration (permitting and taxes), infrastructure/services, conflict areas (to avoid), and compliance with local, district, and national regulations. They explained that having access to clarified boundaries (maps), accurate spatial plans, and functioning IMS (PMAP 1's expected outputs), would help to ensure that they entered a new market and region with more certainty. For example, a palm oil manager in Merangin lamented how he could have used accurate maps to inform his operation before he was fined for non-compliant land use on one of his land holdings. Additionally, a woman in Muaro Jambi noted that with spatial certainty of a border area, she would be able to propose investments and uses to that land. Villagers in Merangin also noted that spatial certainty would help them control all the encroachment taking place by outsiders rapidly flooding the area and converting landscapes.

> *"Maps would provide clarity for investors as the maps would have a legal basis (as supported by the District Head Decree). If there is are no village boundaries, investors would have doubts about appropriate locations for their activities."*
>
> - OSS Merangin

[132] Koperasi Sawit Makmur Bersama – Desa Bukit Pamuatan (Surai Serumpung Sub-district, Tebu District, Merangin). March 6, 2015. Sent to Muaro Bungo.

Foreign investment has added risk when coming from abroad, in need of reliable information such as local resources, communities, land uses, and relevant regulations, among other things. PMAP I spatial data would help reduce the sense of risk, knowing that these data are locally developed and accurate, accepted (done by agreement), and have a legal basis. A level of trust in this information promotes certainty. Investors do not want conflict of any kind, and conflict resulting from overlapping information (e.g. *hak guna*, overlapping permits of use, overlapping ownership and claims) means delays that translate into costs in terms of time, money, and the inefficient use of (investor) resources. The same applies to local investors.

"You can use spatial certainty to pull investment, and vice versa."
– National Level Expert

- Existing Investment: Established investors, including the majority of GP Facility Investments that started ahead of PMAP contracts, are concerned about the sustainability for their existing activities and scaling-up based on updated information on resource potential, infrastructure developments/services, and markets. For example, relevant information identified by a MCA-I manager of a GP Facility Investment "Window" includes land use, area permits/activities, community use of natural resources, catchment area and other renewable resource potentials (with respect to replication), the existence of potential conflicts (over village boundaries), water use and water supply locations, and the nearest PLN locations (for selling energy to the grid). Even with investment licenses and permits secure and operation underway, existing investment would benefit from updated spatial information regarding changes to resource use for proactive decision-making and action, to possible zoning changes, access to new markets, labor pool, and areas for scaling-up.

For the regional government, spatial certainty provides an advantage for the district level (OSS and BAPPEDA) to promote their areas and attract investors (regional or foreign). Accurate, acceptable, and accessible data having a legal basis is important for investors. Further, publically promoting the OSS in terms of their role, services, and location would aid investors from outside the region who often do not know where to go to start the licensing and permitting process. They go from one office to another, lose time, and gather incorrect information, according to OSS sources in Mamasa. The OSS are positioned to expedite the licensing and permitting process.

Reduction of risk through the pathways noted above, in turn, would encourage investment, allowing for local enterprise activity and other types of investment to positively impact household income (including via local employment). This is premised on spatial information that is accurate, (locally) accepted, has a legal basis, and is transparent and accessible – all of which lessens the perceived climate of risk to investment. Private sector investments (e.g. a palm oil plantation in Merangin) indicated that up to 60 percent of their workforce was made up of local residents. It is expected that community-based renewable energy projects through GP would be able to match, if not surpass, this level of local employment.

"*This isn't about certainty only. It's about wanting to do good business. It's about credibility*."
– National Level Expert

Sustainable Investment

Spatial certainty as a PLUP objective achieved within the context of GP does not necessarily lead to green investment, though there are indications from investors that they have a need for accurate spatial information in order to make wise business decisions. Green investment through PLUP may be possible with the application of environmental and social safeguards. In fact, PLUP should be seen as a foundation

for realizing safeguards because spatial certainty affords manifold opportunities to track and enforce regulatory accountability. The opportunity for engaging in the mapping process is the foundation for accessing, and making available, information that can help to apply safeguards, open forums for independent advocacy, and oversee how investment and resource management practices take place. Such important safeguard opportunities should be integrated across the Compact. Additionally, MCA-I, and eventually MCC beyond the Compact, may require backstopping mechanisms to ensure compliance of GP Facility Investments to the safeguard conditions and requirements. The full integration of GP safeguards with the PLUP concept is a nascent yet ongoing effort in the Compact.

By investing in boundary setting and updating land use inventories and spatial plans, the GP PLUP activity may contribute to procedural precedence as a way to shift land use to low-carbon development goals. The PLUP activity seeks to do this by improving perceived and actual land use security, identifying risks for potential investors, developing systems for improving the accountability and sophistication of spatial planning, and consequently increasing the possibility of financing RE projects. From the village level, the VBS/RM maps and associated geo-spatial data (Task 1) set a foundation for the application of environmental and social safeguards as part of the licensing and permitting processes (which is also strengthened by Tasks 2-4). For example, by knowing village administrative boundaries and local resources through accurate maps, study areas and affected communities of a proposed project/initiative can be identified for impact assessment work (both environmental and social) and the application of appropriate mitigation measures. These studies and proposed mitigation measures at the planning and implementation stage of projects might fall short in fully addressing the relevant issues if based on faulty/incorrect information (e.g. maps). Further, making corrections based on incorrect information incurs more costs and lengthy delays to the proposed project. Accurate spatial information (e.g. maps) assists with the effective and efficient processing of licenses and permits for proposed projects, and follow-up due diligence in applying safeguard requirements during project construction and operation (even decommissioning).

As a UNEP 2012 report explains, "*As with all other classes of projects and investment, renewable energy investment becomes more likely and frequent if the perceived levels of investment risk are reduced for a given level of return, or returns are increased for any given level of risk. The impressive growth in sustainable energy investment throughout the last decade in many parts of the world has been triggered by such favorable shifts in risk return.*"[133] Providing the pathways for connecting global priorities on green investments with the local terms of engagement that PLUP seeks to facilitate, GP has the opportunity to connect sustainable investments with local livelihoods in order to reduce the most intense LUCF GHG in the world.

V. Conclusions

Round 1 of the PLUP evaluation was tasked to answer five specific evaluation questions. In Section IV.A, Evaluation Question 1, the ET presented the performance of PMAP 1 including outputs by task, revealing that while many activities have been completed, key outputs - particularly maps and the IMS - have yet to be delivered to actual users in partner districts. In Evaluation Question 3, the then ET explored the management challenges faced during PMAP 1 implementation. The most commonly mentioned barriers had to do with PMAP 1 resources and unclear expectations. The contractor was found to be resourceful in addressing these barriers.

In Section IV.B, Evaluation Question 1, the ET presented baselines for PLUP outcomes. The most measurable change for short term outcomes was identified at the village level. Progress at the district and national level was less prominent and will be assessed in round 2. While some progress was identified in long-term outcomes, the majority of information presented for these outcomes was baseline information.

[133] UNEP. 2012. Financing Renewable Energy In Developing Countries: Drivers And Barriers For Private Finance In Sub-Saharan Africa.

Evaluation Question 2, then, presented data that explained how this progress against outputs did not, in general, vary by characteristics including geography, implementer, phase of implementation, gender, or marginalized/vulnerable groups. Outcomes baselines, however, were found to vary substantially by district; each district has a unique context that will be important to re-evaluate in 2018 in terms of confidence in administration, capacity, and licensing and permitting. Continuing the discussion of project progress, in Evaluation Question 4, the ET identified unintended results of PLUP. Respondents noted more positive than negative unintended results.

Lastly, in Section IV.C, Evaluation Question 5, the ET considered PLUP within the context of GP and presented the pathways through which spatial certainty was found to potentially lead to increased household income. Though GP has missed an opportunity to demonstrate that increased spatial certainty leads to greener investments in partner districts due to the sequencing of PLUP and the GP Facility Investments, the ET found plausible pathways through which spatial certainty as advocated through PLUP can contribute to GP goals. For example, although the facility investments have proceeded in the absence of PLUP in many cases, PLUP outputs and outcomes can still "*put in place the foundational spatial (land use) planning elements*" (PMAP I Contract) to support *sustainability* of RE and Natural Resource Management (NRM) investments. PLUP has also made strides in cultivating an ethos across multiple stakeholders that the ET visited (especially at the village and district levels) that spatial certainty can help overcome major barriers to spatial planning, land management, and investment. Finally, and perhaps most significantly, PLUP outputs and outcomes provide the foundational mechanisms for applying and improving social and environmental safeguards. Clarity and the extent of land use provide foundational building blocks necessary for more responsible governance to emerge. That said, the ET found that the overall project logic did not allow for articulation of these links between PLUP and GP goals.

A. PLUP Conceptual Framework

To end the conclusion section, the ET has articulated a PLUP Conceptual Framework based on round I findings presented in Section IV. This is necessary for two reasons: First the PLUP project logic does not provide an adequate explanation of how PLUP outputs achieve PLUP outcomes, aspects of which in turn provide a critical foundation for the achievement of GP goals (increased household income and reduction of GHG emissions). Second, the sequencing of PMAP contracts and GP Facility Investments has, in most areas, been inverted, causing some respondents to question the relevancy of the approach. At the same time, MCA-I is in the process of contracting and implementing PMAPs in more districts than originally planned (with increased funding levels). This context requires a clearer articulation how PMAP contracts support PLUP objectives, and how PLUP is situated within broader GP goals. A clarified theory of change, set within this conceptual framework, could be a useful next step for MCA-I PLUP management.

1. The Boat

> "*This [project] was like building a boat while we were already sailing.*"
> - Implementer in Jambi Province

Respondents at every level, from the village to the province, expressed appreciation for and explained the relevancy of PLUP activities and outputs. Due to the complexity of the project however, respondents (from implementers to direct beneficiaries) expressed confusion at one point or another regarding a) the purpose of PLUP; b) the link between each of the tasks; or c) the relevancy of PLUP to GP. Several respondents described the project as "building a boat while sailing" (in other instances, it was "*building a plane while flying*"[134]). These statements capture the stakes, potential, and importance of this project, and furthermore, reinforce the importance of re-articulating the conceptual framework.

[134] MCC and MCA-I respondents.

Continuing with this boat metaphor, the PLUP activity has created an important set of building blocks (outputs and outcomes) that are floating in a sea of risk, particularly in terms of investment as detailed in Section IV.C. The ET noted at every level, from village to national, statements about the importance of spatial certainty related to the ability to make use of land, make better decisions, and protect natural resources – or in other words, the necessity of spatial certainty to navigate a sea of risk. For example, villagers in Mamuju indicated that spatial certainty would help them align with NGOs to expose unfair practices threatening to convert their valley into coal mines or large-scale dams. At the district level, spatial certainty means that there is accountability during allocation of land and during the negotiation of overlapping land uses in various forms (see discussion presented in Section IV.B). At the national level, the BRG shared the importance of spatial certainty through one example about their inability to locate 15 villages in South Sumatera to conduct peatland restoration initiatives. These responses reveal that the building blocks of good governance promoted by PLUP are relevant and need to be reassembled in a more coherent way.

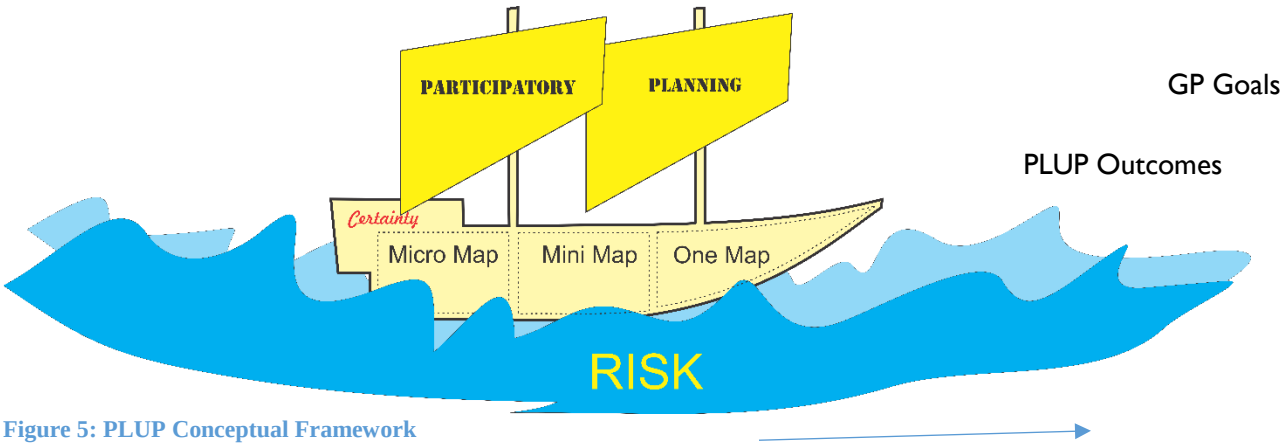

Figure 5: PLUP Conceptual Framework

2. [Re]Assembling the Boat

This section revisits the core assumptions about spatial certainty and the role that PLUP has sought to play within the GP logical framework, as well as the role PLUP can play (through tasks 1 – 4) in addressing key barriers to good governance and investment in Indonesia. One Map, as an ideas is compelling to people for different reasons, and has also been reformulated into a concrete national initiative to consolidate maps (as noted above). However, round 1 of this evaluation revealed that the engagement and outputs of PLUP at the village, district, and the national level is fulfilling what is compelling about the idea of the One Map. One Map, therefore, should be seen as having the objective of consolidating maps into an authoritative source that allows for transparency and good governance to take place over the management of natural resources.

3. Components to the Boat

1) Introducing a Micro One Map at the Village Level

At the village level, PLUP developed a process that consolidates three key components of effective policymaking with respect to spatial certainty; these are: fulfilling the regulation on village boundary making (MOHA No. 27/2006, now MOHA No. 45/2016), utilizing modern spatial technology, and crucially, introducing participatory principles into the process. The 19 step Operations Manual concurrently creates a mechanism to connect village boundary making from village stakeholders to the district level. Similarly, VDDCs are another mechanism through which villages can gain official institutional recognition from the district for their boundaries. The 19 steps promote participatory principles in the form of the VPTs that

in turn help to encourage participation in the form of compiling village histories and resource mapping, capacity development in the use of modern technology, and approaches to official village boundary recognition. Overall, this *micro One Map* also provides a recognized process that brings accountability to mapping boundaries — a process that is often contested, unofficial, and that historically can result in co-optation — whereby communities now have diverse representation that can come to agreements with neighboring villages, generate public input, and encourage districts to acknowledge these efforts. All of these aspects are new to land administration in Indonesia and provide crucial elements of sustainable resource management.

One aspect about the negotiation process of these micro maps is the potential to introduce dispute resolution mechanisms that can provide representation and voice among communities that often do not have a platform to be heard. The ET repeatedly encountered the desire for this governance role during data collection, a desire that stemmed from a need for a clear process as boundary negotiations were being settled.

2) A Mini One Map at the District Level

The district government plays an important role in legitimizing the *micro One Map* described previously. The VDDC acknowledges the village boundary and legalizes them through official decision letters. Such acknowledgement also affords the opportunity to provide more targeted development projects to the village.

The district level *mini One Map* really emerges, however, from the opportunity to move from manual and easily manipulated maps to an authoritative database within the institution tasked with spatial planning and administration: BKPRD. The BKPRD is designed to guide the spatial planning process through BAPPEDA and line agency coordination. For example, this means that BPN (administration of land classification), the forestry and plantations agency, and BAPPEDA are engaging in a process that can incorporate accurate spatial data into an agreed-upon database. Previously, access to spatial data was difficult and easily manipulated, and historically, land permitting and licensing took place in opaque ways. Through data consolidation, the ET observed numerous examples whereby district government actors expressed greater confidence in their roles through the accountability of this data (outcome 3). The coordination and availability of spatial planning base data also then drives the permitting and licensing process in which overlapping claims can be settled, and potential areas for development and investment can be better targeted. However, this should by no means be regulated to a technical process, being keenly aware of the governance mechanisms that create accountability.

3) Engaging with National One Map Efforts

At the national level, PLUP has a unique opportunity on several levels. First, the excitement and importance surrounding the village law (Law No. 06/2014 – particularly with dramatic increase of village funds) allows for notable policy influence in guiding VBS/RM approach and administration. ET conversations with MOHA indicate a profound interest in gaining access to acceptable maps and desire for actionable precedence. Furthermore, MOHA staff also acknowledge the role that increased participation can play.

Secondly, much of the One Map discussions at this time are overshadowed by highly technical discussions of KUGI standardization. While this is an extremely important discussion, the missing links to achieving the true compelling aspects of the One Map idea revolve more around the ability to create a reflexive support system between national and local governments to help facilitate better land use management. What this means is that standardization is important in so far as it supports the mini One Maps being developed by the districts by ensuring available data and accountability of data. Visual representation of the villages and starter district data, combined with GP facility investment data, could showcase what an

authoritative and transparent One Map looks like. One Map is, after all, a promise for good governance whereby spatial certainty allows for all levels of society to know how land management is being conducted.

4*) Sailing the Boat: Principles of Participation and Planning*

The three elements of multi-level One Maps described previously combine to connect important governance aspects of spatial certainty at multiple scales of government. Importantly, the guiding principles of this vessel are participatory approaches and sound planning practices. Participation includes VPTs performing key VBS/RM steps and districts coordinating across agencies and sharing their data publicly. Perhaps this means introducing more meaningful opportunities at public consultation, or at the very least engaging CSOs about the availability and uses of data. Planning, on the other hand, is the principle that knowledge about land and natural resource data is the foundation for action when combined with systems and processes. This means continually generating better data and information that can be used by citizens to achieve their objectives.

VI. Risks

This section is organized into four sub-sections, each discussing key areas of risk identified during the course of round 1 of the evaluation. It is the ET's hope that this presentation of risks can lead to strategic and substantive actions on the part of MCA-I and MCC toward promoting the full potential of the PLUP initiative.

A. PLUP Design and Approach

PMAP 1 as a pilot of the PLUP approach was able to adhere to complex and untested regulations, apply principles of participation, and use modern technology. The eventual legalization of the village boundaries through District Head Decrees would be an unprecedented achievement in Indonesia and a legacy of PLUP. Stakeholders at the village and district levels, however, were eager for updates regarding PLUP outputs and follow-up plans. MCA-I's early engagement created much anticipation for the starter villages and districts. Now, with the impending closure of PMAP 1 after just 15-months, there are heightened expectations about follow-up that would be meaningful for communities, such as actual delivery of outputs and links to GP Facility Investments. The findings in round 1 of the evaluation indicate there is a risk to the long-term achievement and sustainability of PLUP outputs and outcomes due to the conceptualization of outputs as the delivery of boundaries and IMS without further support on the use of these tools to achieve outcomes and ultimate PLUP goals. MCA-I is currently exploring both a) an extension for the PMAP 1 contractor[135] and b) the link between PLUP outputs and GP Facility Investments (e.g. Windows 3A). Such actions would allow for the delivery of PMAP 1 outputs, at a minimum.

While PMAP 1 has shown that results are possible,[136] future initiatives need to have an appreciation for a) conflict that can arise as a result of the process, b) the costs of the approach, and c) required human resources and capacity. Boundary disputes, whether new or longstanding, present an opportunity for bridge-building and resolution that often require time, alternative dispute resolution mechanisms, and capacity appropriate to the situation. In PMAP 1, some disputes were resolved quickly while others required further intervention (such as disputes that are now escalated to the District Head for resolution). Although it was highlighted by MCC that it is outside the scope of the implementer to resolve boundary disputes, implementing the VBS/RM, by *defacto*, placed the implementer in this positon without expertise specializing in dispute resolution or resources to provide due diligence post-intervention. Villages embroiled in ongoing disputes remain desperate for mediation assistance (e.g. Rantau Suli and Koto Baru). These ongoing disputes threaten to become a legacy of the project. Furthermore, this should be seen as

[135] Amendment 2 in November 2016 (after evaluation fieldwork) extended the contract to 18 months.

[136] Social legitimacy through local community acceptance of the VBS/RM approach and impending resulting maps was undeniable on visits to the villages by the ET, despite the pending district head decrees.

an opportunity to provide support in timely policy discussions in Indonesia on conflict resolution, particularly with respect to indigenous rights.

The costs of a 'participatory' endeavor like VBS/RM are important to consider as MCA-I advocates this approach to the GOI. Expenditures (technology, community meeting expenses, pillars, etc.) can quickly accumulate. Furthermore, local governments identified ways to implement in more efficient ways in round 1 of the evaluation. Additionally, human resources and capacity required to execute and manage a geographical spread of districts and vertical relationships from village, district, to national levels are extraordinary and challenging for any project implementer or government office.

Further, the ET found that advocacy efforts are critical for PLUP both within GP and with the GOI. MCA-I, however, has not communicated clearly about what the project has done and what other PMAPs hope to achieve. In round 1, there were two key elements missing from communication about the initiative: an accepted Conceptual Framework (detailing how PLUP contributes to broader GP goals (and ultimately, GOI goals); and maps (and the use of maps). Maps appear to be PLUP's greatest asset (and potential legacy), but surprisingly were absent from almost all aspects of the project during this round of the evaluation. The ET was surprised to not find more maps during fieldwork both with the PLUP management team and also in the villages. First, such basic data about key outputs on boundary setting, e.g., for simple project monitoring purposes, should be readily available and disseminated across stakeholders overseeing project outputs. Second, at the central government level, MOHA requested information about the PLUP maps. Given that the counterpart at MOHA has the highest authority to administer village boundaries, this was a surprising revelation. Furthermore, although there is some use of interactive maps on the GP website, PLUP is missing an opportunity to lead by example. It would be simple and easy to digitize and make available the outputs of the project.[137] Finally, by beginning to communicate the data more clearly and transparently, PLUP provides pathways whereby One Map can be realized.

[What has PMAP 1 achieved?]
"*The main thing I would say is spatial certainty. But ideally this cannot really work alone. PMAP is spatial but there are a lot of Environmental, Social, [and] Economic aspects that are tied to the concept.*"

– MCA-I respondent

B. Design and Management of PMAP Contracts

The progress documented in this report of PMAP 1 reveals risks related to the design and management of PMAP contracts. First, tackling both implementation of VBS/RM and promotion of utilization of outputs for village-level planning and community development requires time, likely beyond the 12-months initially allotted to PMAP 1. Solely focusing on VBS/RM implementation can produce spatial data within a few months; however, building community capacity for the utilization of this spatial data (to support planning and support sustainable use) requires more time. This is similarly true for Task 2 – 4 outputs. Building this capacity could better promote the use of spatial information in support of community visions and aspirations for local development (sustainable uses) - an area of change that both PLUP and GP target.

[137] For example, as a simple monitoring tool, the project could display the status of boundary segments online. If this is sensitive information (without completion of decree), it could be password protected. Shapefiles, and by extension maps, being collected at the district level could also be consolidated in a way that allows the numerous stakeholders in this project to build an appreciation for the many designations and classifications of land as it relates to investment and natural resources in Indonesia.

Future PMAP contracts' ability to achieve outcomes could be at risk if they do not include time for activities targeted at the promotion of output utilization.

Second, PMAP I (and particularly Task 1) implementation highlighted the difficulties in being gender inclusive (including reaching marginalized/vulnerable groups), one of those difficulties being the time it takes to engage villages in the VBS/RM process and community planning. The ET found that women are a valued source for village history and information about local resources, and that approaches used in PMAP contracts could benefit from being sensitized to women's availability and appropriateness for their inclusion, particularly in societies where access to women is through men, who are the main household decision-makers. The initiative is at risk of involving (and possibly benefiting) only certain beneficiaries if a more clear and articulated gender and marginalized/vulnerable group inclusive strategy (including a monitoring system) that includes members of PMAP partner communities equally is developed.

Third, resource mapping is seen to be highly relevant to MCC, MCA-I, and investors; however, attention to this component of the VBS/RM process during PMAP I seemed under-emphasized and unclear. The original idea was that VBS/RM would help to settle boundaries and then promote resources that could help districts and investors support programs in those areas - the latter part of this concept has not proceeded in parallel in PMAP I. Furthermore, it is unclear how the utilization of drones helped to provide high resolution imagery for land and resource planning efforts.

C. Coordination of Closeout and Sustainability

Detailed closeout plans for the PMAP I contract remain unclear at the time of the evaluation, a month before the contract closeout date.[138] The evaluation found that closeout was not adequately incorporated into the PMAP I contract, or PLUP design more broadly. Neither the implementer nor MCA-I could provide the ET definitive answers on critical items including i) who has the responsibility to deliver outputs to villages and districts, and, ii) what closeout with partners includes (particularly what plans are in place for VPTs, VDDCs, and dispute mechanisms). Coordinating for closeout at the village, sub-district, and district levels could assist in plugging holes in the PLUP boat presented in the Section V. MCA-I is well placed to lead on designing and facilitating this process to ensure that due diligence is done in partner areas and to promote the potential positive legacies of PMAP I.

This evaluation found that only a minority of these stakeholders have planned for use of outputs, while the majority are either waiting for further assistance or still require more training or capacity strengthening (e.g. the IMS component in all districts). Additional time for capacity building regarding these planning tools at the village level (for community development planning), district level (for regional development planning), and at the national level (for national level planning, and One Map coordination) was not built into the design of PLUP (and far less into PMAP I). Capitalizing on the momentum already generated by PMAP I to complete the delivery of outputs and support utilization could help make progress toward the achievement of the desired short-term and long-term outcomes. There may be opportunities to engage with PLUP stakeholders and tools to ensure their sustained use and benefits.

The capacity of the MCA-I PLUP management team to guide and manage these efforts at the time of the evaluation is limited, considering their management of other PMAP contracts and coordination with national level partners (discussed below). The R/DRMs are positioned to assist in relationship management at the district and regional levels, and with an additional role of engaging more with the provinces, who are an important stakeholder and a level of regulatory authority that was not a focus of PMAP I implementation. However, the R/DRMs require support, as they already express feeling over-burdened.

[138] Amendment 2 to the implementer's contract does allow for time to complete task activities, in particular related to Task I activities.

D. MCA-I Engagement at the National Level

The MCA-I PLUP Team's engagement with national level stakeholders is critical in the operationalization of the PLUP concept, but was found to be only in the early stages at the time of the evaluation. Strategic collaboration and coordination with BAPPENAS, MOHA, and BIG are critical at this point in MCA-I's support of PLUP. The recent addition of management resources to the PLUP team and continued assistance of the PMC in procurement and product/deliverable review may free-up responsibility for MCA-I to further relationships as necessary.

As the national development planning institution and coordinating agency for international development cooperation (bilateral, unilateral, and multilateral), BAPPENAS plays an important role in providing planning and policy support for PLUP. BAPPENAS, during the course of this evaluation, expressed keen interest in becoming more involved in PLUP and in the monitoring of PMAPs. MCA-I's coordination with both MOHA and BIG are surprisingly sporadic, with roughly 15 months left in the Compact. MOHA's interest stems from the PLUP approach's fulfillment of their directive for village mapping, as per MOHA No. 27/2006 and No. 45/2016. Their recent expressed support of PLUP objectives[139] provides momentum for exploring further legitimization, integration, and use of spatial data (resulting from PMAP contracts) in the agency. The relationship between MCA-I and BIG is largely technical and coordinated through the PMAP I implementer. Furthering this relationship at the policy level could better assist i) in establishing the One Map concept and ii) advocating the use of PLUP spatial data and tools through all levels of government.

In addition to more strategic engagement, advocacy efforts with each of these stakeholders would be timely considering the nearing of Compact closeout and MCA-I's commitment to handover to the GOI. Advocacy about the PLUP approach could legitimize the initiative at the national level, a role suited for MCA-I, not an implementer. The transition to the post-Compact future will require connecting efforts to key initiatives taking place. One Map provides a symbolic way to convince stakeholders of the applicability and operationalization of PLUP. Development aid agencies (e.g. the World Bank) are interested to replicate and scale up, and other international partner agencies are also keen to utilize outputs.

[139] As mentioned in Section V.

Annexes

Annex I. Stakeholder Draft Evaluation Report Comments
Annex II. PLUP Program Logic
Annex III. Referencestryin
Annex IV. Evaluation Administration
Annex V. Round 1 Interview Guides
Annex VI. Round 1 Document Review
Annex VII. Round 1 Sampling Methodology
Annex VIII. PMAP 1 Data Assessment
Annex IX. Case Studies: Typologies of Conflict
Annex X. Referenced Theories of Change
Annex XI. Steps in the VBS/RM Process
Annex XII. Fieldwork Schedule for Round 1 of PE

Annex I. Stakeholder Draft Evaluation Report Comments

Stakeholder Comments: MCA-Indonesia and Country Partners

Reviewer Name/ Institution	**DRAFT REPORT Page Number** (please reference the number at the bottom of the page)	**Comment**	**Evaluator Responses**	**Text Revised/Clarified**
Dwi Faiz (MCA-I SGA Director)	50-51	Has the following questions asked to Abt regarding the approach to increase women's participation: 1. is there any attempt to do the VBS/RM differently (avoid late night meetings, consider changing the time/venue) to include more women's participation? 2. Is there any possibilities to conduct meetings separately between women and men's group, or vulnerable groups to give them avenue to voice out their concern? 3	Abt respondents did report to the ET that they always attempted to hold meetings when women would be available to come, and they also experimented with different locations/venues for meetings. For example, when the ET interviewed implementing staff in Bambang, they said that their engagement was often with women as they would come to the homes during day for consultations while the men were out. An Abt staff person based in Jakarta also talked about "tricks that shame" the	X

			men to ensure that women have a greater input, and they talked about clever ways they facilitated that. The ET was in matri-local societies, especially in Merangin and in West Sulawesi. A helpful reading about context for matrilocal societies is Bowie, 2008: "Standing in the Shadows: Of Matrilocality and the role of women in a village election in Northern Thailand". These two specific questions, however, were not asked of all Abt respondents. The ET added clarification to this effect in the report.	
	50-footnote 80	"The way they [MCA-I] were so explicit about gender inclusion actually made it so that at times you could not have better gender involvement." Please elaborate on this, because I don't understand the linkage between being explicit about gender inclusion is reducing better involvement, is there any further explanation on why? is it because the word "gender" is not being understood?	Abt received guidance to include one woman in each VPT. This became the primary avenue through which 'gender involvement' was measured and achieved. The local staff were busy and had no additional time to consider the quality of women's involvement; they only had time to focus on securing one woman to participate in the VPT. Respondents expressed that this required focus on 'numbers' of participants instead of quality of	X

			participation by any and all participants may have hindered or encroached on actual gains that could have been made toward gender inclusion. In at least one case that the ET observed, because of the rules that had been set up via PMAP 1, a perception emerged that there could only be one women in the VPT. Additional text has been added to the footnote to help clarify this quote.	
	51	On MCA-I SGA Project Team: is there any clarification from either PLUP Team or Abt when inputs from MCA-I SGA Team was sought? In what way? Have there been a specific queries on gender responsive approach to PMAP1, or strategies and approaches to include vulnerable groups process asked by Abt been conveyed to SGA Team? in what way and when? Have the PLUP shared the contact details of MCA-I SGA Team that Abt could easily reach out and ask specific questions?	Both the SGA respondent and Abt respondents reported that input was sought from SGA during PMAP 1 design and implementation (triangulated). The respondents did not clarify when (what month) this was done, however. As the report explains, Abt requested guidance when they faced challenges in identifying vulnerable and marginalized groups in particular. The text that remains in the report to document respondent feedback on this issue is as follows: *When faced with these challenges, Abt did not receive guidance from MCA-I on gender inclusive strategies. A*	

			MCA-I Social and Gender Assessment Project team respondent noted that the team did not review or provide input to the PLUP management team regarding gender responsive strategies or requirements. The respondent then noted, however, that the team was eager to consult with other PMAPs to develop appropriate approaches to gender and marginal/vulnerable group inclusion. Please also note that the ET triangulated data between Abt and MCA-I respondents before drafting this section of the report.	
	51 - footnote 82	**Inputs:** perhaps it will be good if experience of getting women in Bonehau organized through assistance/support from PMAP I is documented and be part of case studies highlighted in the report, this documentation could also shed some lights to the effort to overcome challenges is getting more women/vulnerable groups participate, instead of just being mentioned briefly in the footnote.	This is an excellent point. The ET believes, however, that this has been rightly highlighted as a success (or unintended positive achievement) in Evaluation Question 4. The text reads: *In addition to the VPTs, PMAP 1 helped to establish another group that will hopefully serve to sustain PMAP 1 achievements - Serikat Perempuan Independen Bonehau in Bonehau (SPIB, or the Bonehau Women's Union). Though the ET was unable to*	

			interview representatives from sub-district, the team reviewed program documents and discussed this result with implementing staff. In this Phase 1 sub-district, Abt started in early project activities to identify women leaders related to participatory mapping. Through continuous support of and engagement with this leader, Abt supported both the establishment of SPIB and its link to a national network of NGOs. SPIB now participates in MCA-I's GP Facility Investments in Bonehau and Kaluku sub-districts. This group provides an example of how, given resources and time, PMAP contracts can better incorporate and support women in the VBS/RM process and in GP Facility Investments throughout Indonesia.	
	66	It seems that the challenges to be more socially inclusive in Task I lies more on the time constraints, aside from time, is there any factors that could help in trying to reach out women and vulnerable/marginalized groups? For example, changes in strategies and approaches, or engaging with existing women's group (not necessarily an established one like PKK, it can be Quran recital groups, Posyandu cadres, etc)?	The report text says the following (slightly revised): *PMAP 1 (and particularly Task 1) implementation highlighted the difficulties in being gender inclusive (including reaching marginalized/vulnerable groups), one of those difficulties being the time it*	X

			takes to engage villages in the VBS/RM process and community planning. The ET found that women are a valued source for village history and information about local resources, and that approaches used in PMAP contracts would benefit from being sensitized to women's availability and appropriateness for their inclusion, particularly in societies where access to women is through men, who are the main household decision-makers. A more clear and articulated gender and marginalized/vulnerable group inclusive strategy (including a monitoring system) can help to ensure that outputs (and outcomes) both include and benefit members of PMAP partner communities equally. This lessons learned section identifies time as *one* of the challenges, but refers back to the report sections that describe additional challenges to inclusion (identification of groups, quality of participation, etc). The ET was advised to not present specific recommendations for	

			improved program performance, and so presented a 'lesson' regarding the need for clarified strategies for inclusion of women and marginalized groups in the VBS/RM process (in particular).	
Rini Widiastuti (MCA Indonesia M&E Director)	p15	with regard to the target for indicators, although it is not in the inception report or contract, some of the target is available in ITT. Drawing conclusion about performance can be done by using ITT as reference.	The ITT targets are Compact-wide and not specific to PMAP 1. Please see the footnote added to the report to clarify this point: *MCA-I/MCC have set Compact-level targets for PLUP outcomes and outputs. The claimed achievements by the implementer differ from those claimed by MCA-I/MCC in the Indicator Tracking Table. The targets also relate to Compact-level targets and not PMAP 1 contract targets. For these reasons, the ET did not assess performance against these targets for outcomes and outputs in Table 4.*	X

	p19	first paragraph stating that "the implementer was not contractually obliged to resolve disputes, as this is ultimately the role of villages and the GoI, so the project does not report the number of disputes addressed". Can the evaluator expressed their views about this particular issue, for the purpose of lessons learned drawn from the implementation challenges. (i) is it feasible to expect achievement of current outcome if dispute resolution is not part of contractual obligation; (ii) who should be responsible for this issue if it is not contractor's obligation.	The ET believes the commenter is referring to the outcome 2, which states *Decreased conflict between villages (or groups of villagers from adjacent villages) over land use rights in "border"/outlying areas between villages*. The implementer was involved in conflict via the resolution mechanism (outputs); MCA-I and the GOI then have a role to finalize the boundaries and the VBS/RM process. The project rightly (in the opinion of the ET) targets assisting the dispute mediation process at the output level and does not require the implementer to have sole responsibility for *solving* or *reducing* conflict. The implementer was asked to introduce participatory aspects and also encourage the use of updated and accurate data. Outcome 2 is a short term outcome that should be tracked, as it is the expected result from the completion of outputs. To address i) from the commenter comment, in the ETs perspective, is a realistic outcome to measure for PLUP, with an understanding of the	

			diminishing role/level of control the implementer has over conflict as the intervention comes to an end. To address ii) this can only be the responsibility of the GOI; however, the ET sees a role for MCA-I and MCC in due diligence in these conflicts.	
	p34	about capacity of stakeholders to manage land and natural resources - particularly at the village level. Is it possible for the evaluator to provide information based on the existing regulation, at the village level, what is the mandate/role in managing land and natural resources. The report cited example based on the current practice in Jangkat timur, muaro jambi, etc; but it would be good to report the 'baseline' of current capacity at the village level based on the mandate rather than current practices.	There are several instances throughout the report where the ET talks about the planning mandate at the village level. Planning is related to the Village Law which is still, in many ways, undergoing a trial period (with many new supporting regulations continuing to be developed). The ET also highlights how the planning processes (this includes village planning, musrenbang, RPJM-Desa, RKPD) and funding streams work. This planning process is the mandate at the village level, but the district also supports this process. For example, the district responds to the proposed suggestions coming through the village level planning process by	

			approving priorities. In parallel, there is also the support of the village ministries and the local agencies (often called BMD or BPMPD). All of this information is included throughout the report. As for the village boundary mandate, this is through the governance affairs of MOHA, which works through the Bupati (in this case, implemented by Assistant 1) to ensure that national regulatory standardization processes are being followed.	
	p60 and p61	(i) can the report also provide plausible pathways that involve ***sustainable/green*** investment? (ii) The report suggested application of environmental and social safeguards - based on the observation in the field and processes in the ground, how far the Resource Mapping accommodate this safeguard in the practice? what is the lessons learned?	Additional text has been added to clarify a plausible pathway for sustainable/green investment to be supported by environmental and social safeguards. The new text reads as follows: *From the village level, VBS/RM maps and associated geo-spatial data (Task 1) sets a foundation for the application of environmental and social safeguards as part of the licensing and permitting processes (which is also strengthened by Tasks 2-4). For example, by knowing village administrative boundaries and local resources through*	X

			*accurate maps, study areas and affected communities of a proposed project/initiative can be identified for impact assessment work (both environmental and social) and the application of appropriate mitigation measures. These studies and proposed mitigation measures at the planning and implementation stage of projects might fall short in fully addressing the relevant issues if based on incorrect information (e.g. maps). Further, making corrections based on faulty/incorrect information incurs more costs and lengthy delays to the proposed project. Accurate spatial information (e.g. maps) assists with the effective and efficient processing of licenses and permits for proposed projects, and follow-up due diligence in applying safeguard requirements during project construction and operation (even decommissioning).*Furthermore, the ET re-rewote the 'pathways' section to make this more clear. For information on	

			RM, see Section IV.A. Overall, it is difficult to achieve green investments with spatial certainty as envisioned through GP considering the adjusted sequencing of initiatives. PLUP does, however, provide a strength in evaluating these issues for the overall Compact.	
Arief Sugito (MCA-Indonesia M&E Specialist)	xi	Related to Design and Management of the PMaP 1 contract, it seems that the evaluation lack to address the linkages between Task 1 - 4. it is still unclear whether there is a synergy between Task 1 - 4 and what would be the obstacles/weaknesses in managing the linkage.	This section of the ES includes highlights from the risks section of the full report. In the full report (throughout the text, depending on the specific evaluation question being answered), the ET explains the progress in each task and the 'indications of future use' of the task outputs. For example, the Task 1 maps have not been finalized, and Task 1 data is just now being incorporated (linked) to Task 2, 3, and 4 outputs (database and IMS). Though the ET did not explicitly discuss the linkage between the tasks, the conclusion section explains a Conceptual Framework for PLUP in a way that more explicitly links the	X

			tasks. The ET proposes that a better 'link' across all tasks is the 'One Map' framework; the ET highlights the micro maps, the mini maps, and the one map and how they all fit together. The priority is governance in this framework. The framework section describes the awareness that is raised with regards to spatial certainty, and how this should be viewed in terms of development objectives. The strength of this project is not to develop a database (as done in Task 2 and 3 - including Task 1 data, and integrated into a system in Task 4). If this was the main goal, it would be similar to planning documents that just get stowed on shelves currently in Indonesian districts (and around the world). The objective of the section is to highlight how information can be made available to create a climat of fairer terms of development and accountability. The goal is not to deliver a flash disk of information to an office. Revisions have been made to the Conceptual Framework to	

			additionally clarify these points.	
	6 - footnote 14	correction: PMaPs 6 & 8 Only include Task 1 and PMaP 7 includes Task 2-4.	Revised. The footnote now reads: *Four of these contracts were underway at the time of the evaluation (PMAPs 1 – 4). PMAPs 2 – 4 include Tasks 2 – 4 only, though Task 1 is planned to be implemented in these areas at a later date. PMAP 5, 6 and 8 will include only Task 1, while PMAP 7 will include Tasks 2 – 4PMAPs 6 – 8 will include Tasks 1 – 4. PMAP 9 will include all tasks plus peat land-specific activities (hydrology mapping). All PMAPs include 45 districts.*	X
	21	it is stated that the process of RM did not proceed to the level of concerted spatial planning efforts. In my opinion, this should be elaborated more so that we could understand why it is happened. Therefore, we can have lesson learned to improve the RM process in the future PMaP projects to link the RM and the spatial planning efforts.	This section goes on to describe that this happened because i) poor communication over the processes undertaken between MCC/MCA-I and the implementer; ii) poor monitoring (internally at Abt	X

			about what RM should be); and, iii) poor database monitoring systems at MCA-I to collect the information about RM. The ET would have benefited from seeing completed maps and RM data, though these were not completed or available. This section ends with the following text: *Through the initiation of VBS/RM, there was a clear opportunity to engage in training and capacity building about land uses and in capacity building regarding how to articulate mapped resources into local investment planning and development proposals (promoted by local government offices). Although the ET heard some indications of this type of action being planned at the local level, it is difficult to comment on these preliminary plans – as they are not yet based on maps (including mapped resources).*	
Abt Associates	viii	SI report stated PLUP is a $43m activity. What does this number include ? It doesn't track to the number of PMAP awards, so does it also include staff, admin., etc. ? Such detail would be useful.	MCC provided this number to the ET for inclusion in the report. This is the total budget amount allocated to PLUP activities in MCA-I. It is wider than the PMAP 1 contract. Abt	

			can seek further clarification from MCC or MCA-I, as needed, regarding this total amount.	
	viii	SI report stated "Phase 1 data collection occurred from August – October 2016, and Phase 2 will be conducted in 2018 to serve as an endline for PMAP 1 outcomes". The use of Phases to describe this creates potential confusion with PMAP1 which was also divided into Phase I and Phase II as described in the text.	The ET recognized this duplicitous use of 'phases'. Phases in reference to the evaluation have now been adjusted. The evaluation will be discussed as 'round 1' and 'round 2' (previously referenced as phase 1 and phase 2).	X
	viii	Related to evaluation question No. 3 What were the main challenges in managing PMAP 1? More specificity here please, in terms of whose challenges, what categories, etc. As it stands such an open ended question dilutes the potential use of any answers.	Evaluation Question included two sub-questions that defined the scope of the question. Section IV.C explains the scope of the question and how these sub-questions influenced questionnaires used during data collection in Phase 1: *The ET structured its questionnaires around two sub-questions to answer this, namely: 1) What were the key barriers to implementation of Tasks 1 through 4; and, 2) To what extent did the implementer (or responsible parties) effectively resolve these issues, how were barriers resolved, and what are means for mitigating implementation challenges in the future roll-out areas?* The	

			ET has responded to both general strategic level management challenges, as well as on specific management issues at multiple scales of engagement.	
	ix	related to the statement in paragraph 2, this accounts for less than 10% of the total villages covered by PMaP1, something that must be considered.	This is correct, though the ET and MCC/MCA-I took steps to ensure that these villages were as much as possible representative of PMAP 1 villages. See Section III for more details on this, particularly here: *Villages were selected considering completion of segments, unique attributes, and accessibility. For more details on the sampling methodology, see Annex VII.* The evaluation was, of course, limited by resources; the ET could not visit all (or even a majority) of villages. Villages also were the unit of analysis only for Task 1 , and the ET had to focus similar level of effort (if not more) at the district and national level. That being said, 44% of respondents were from the village level (again, see Section III).	

	ix	SI stated that "In some instances, however, the project re-opened existing disagreements that had been ignored or were dormant. Each sub-district the ET visited had one (or more) disputes remaining after the completion of the VBS/RM process". This is confusing. Border Disputes or Disagreements either exist or they do not. The notion that the Project reopened them by virtue of their work is inaccurate. Please note also that by Design, any disputes that could not be resolved or were more than administrative disputes (or covered multiple locations) were to be sent to the Bupati for resolution. The fact that in some locations disputes remained is thus less of a finding and more part of the process. This context is important.	This sentence in the ES has been clarified. The ET agrees that this was not an accurate summary of the findings and data presented in the report, which were regarding the significant remaining conflicts that exist in each of the visited areas (by the ET). The text in the ES now reads: *In some instances, however, the ET found that complex ongoing conflicts continue to plague partner villages. Each sub-district the ET visited had one (or more) disputes remaining after the completion of the VBS/RM process.* While understanding that the ET only visited a small proportion of the total villages involved in PMAP 1, the team did document multiple instances of the project inflaming dormant conflicts. Examples follow: - The dispute between Rantau Suli and Koto Baru (district of Merangin) is an example of a boundary dispute that became more inflamed by the VBS/RM process, to the point it is now escalated. If there was no	X

			PMAP 1 intervention, it is doubtful that this dispute would be escalated to Bupati level. - In Bujung Manurung and Sondong Laju in Kec. Mambi, Sulbar, both villages now have entrenched positions, where previously this was not the case. - An example similar to the second example above is also Kelurahan Talippuki and Desa Pamosseang; and the border of Kecamatan Bonehau and Kalumpang. In the broad terminology and understandings of "conflict", the ET raised the fact in the report that complex conflicts that hold deep identity issues for communities remain a severe risk to the project. Each district visited has invoked renewed intensity in boundary claims. The project has in some sense created these conflicts (for the right administrative reasons in participatory ways that are important to acknowledge), but leaving them behind without acknowledging and addressing	

			the risks is the point the ET seeks to make here, and throughout the report.	
	ix	SI stated that "Users of the IMS were enthusiastic about the tools; however, there remain significant threats to use after delivery of this output. When the ET was conducting fieldwork, there was no plan for i) coordination of spatial planning; ii) installation and establishment of the IMS; and iii) management and maintenance of the IMS. The lack of an exit strategy for PMAP 1 also raised questions about sustainability and continued use of all task outputs that had clearly generated much interest among local stakeholders". The overall point is an important one, but in fact, there are plans to finish installation and establishment of the IMS, as well as address some of the other issues/"threats" cited here. These are included in final extensions requested by MCA given delays on agreements with Bappenas and BIG.	The ET talked with Trimble and the Task 4 team leader. At the time of the evaluation, the items referenced in this quote were not clearly explained by respondent(s). Respondents also felt grave concern over the lack of plans for final delivery. For point i, respondents explained that activities had not been planned (or budgeted for) regarding training on spatial planning incorporating the use of IMS information/data. For point ii,	X

		Did the team talk in depth with the Task 4 Lead and our Trimble Partners ?	Trimble knew installation and establishment of the system would happen, but they did not have a contract to do so. Task 4 staff confirmed that these things would likely happen, but at the time there was no extended contract or clear plan communicated to the ET or - more importantly - to the district offices. For point iii, this 'threat' was expressed by Task 4 staff, Trimble, and trainees in each of the districts. The ET did not conclude that these threats were only a result of delayed communication and collaboration with BIG and Bappenas. The findings are explained more fully in Section IV of the report. The ET has added clarification to the end of the Task 4 portion of Section IV in a footnote: Point ii in particular was impacted by delays in MCA-I coordination with Bappenas and BIG at the national level at the time of the evaluation, and have reportedly been addressed as of November 2016 with the extension of the implementer's contract to ensure successful	

			implementation of task activities. The amendment specifically states that the extension of three months was granted to “finalize Task 1 activities". This footnote acknowledges that Point ii (installation of the system) was impacted by delays in coordination with government counterparts, and the contract amendment could allow for this work to be completed, though it does only specify 'Task 1 activities'. The footnote does not mention the amendment addressing point i or iii, as when the ET reviewed the amendment, no specific provisions were established for this type of work. No additional text was added to the Executive Summary	
	x	SI stated that "the evaluation found that while district stakeholders have received training on systems with which they can use to improve management of land and resources, these trainings have yet to result in increased capacity as measured by the utilization of the PMAP 1 spatial data and tools to manage, monitor, and promote area resources". This conclusion is based on very short time frame and before the final IMS install/training/etc. It is also more broadly symptomatic of structural issues in the Indonesian counterparts, a contextual factor worth noting.	Capacity of the local government is important to any project activities. At the time of the evaluation, however, all activities that were planned were implemented. The IMS installation had not yet occurred, but all trainings had been complete as proposed in the project work plan (and as	

			confirmed by respondents from the implementer). This conclusion is also related to Outcome 4 - *the increased capacity of PMAP 1 institutional stakeholders to manage land and resources.* Please refer to Section IV of the report for a detailed discussion of the outcome and the basis for this conclusion. Though the ET was only in the field for a short time, as the commenter notes, respondents were unanimous about the incompleteness of the work.	
	x	SI stated that "within this context of project progress, in Evaluation Question 3, the ET explores the management structure and challenges faced during PMAP 1 implementation". Better definition of terms here is required and would enhance the results.	Evaluation Question 3 included two sub-questions that defined the scope of the question. Section IV.C explains the scope of the question and how these sub-questions influenced questionnaires used during data collection in Phase 1. *The ET structured its questionnaires around two sub-questions to answer this, namely: 1) What were the key barriers to implementation of Tasks 1 through 4; and, 2) To what extent did the implementer (or responsible parties) effectively resolve these issues, how were barriers resolved, and what are*	X

			means for mitigating implementation challenges in the future roll-out areas? To add this important clarification to the ES, the ET added in text to this section so that the terms used are more clear and placed within the context and scope of the evaluation.	
	x	1. SI stated that "The contractor was found to be resourceful in addressing these barriers; however, MCA-I and MCC cited management challenges around the delivery of the Operations Manual and implementation of Phase I of the VBS/RM, both critical elements of PMAP where the Contractor initially under-delivered". This is a blanket statement which contradicts other elements of the report itself, as well as comments on deliverables and public presentation of results by MCA-Indonesia at Coordination and Other Meetings. In addition, it implies that MCC played a very active role on the Project, when in fact there were limited visits, most of which did not include field work at the level the M&E team completed. It should be revised or at least fact checked. 2. While it is true that the Operations Manual was not delivered on as timely a basis as desired (a criticism the Contractor recognizes and acted to address), changes were made to the team to deliver a well received final product now being distributed to others. 3. Given the two phase nature of the VBS/RM process, where Phase I was testing/validation and Phase II scale-up, the totality of the process should be considered and the	1. First, the text quoted in the comment is not from the ES. In the ES, the ET states the following (post-revision): *The contractor was found to be resourceful in addressing these barriers; however, MCA-I and MCC respondents cited management challenges around the delivery of the Operations Manual and implementation of Phase I of the VBS/RM, both critical elements of PMAP 1 where the Contractor initially under-delivered.* Second, please see Evaluation Question 3 text, where the ET fully explains this conclusion. The full section in the evaluation report describes challenges that various stakeholders faced in implementing the project; the ET then explains how these challenges were overcome. To	X

		many lessons learned documented in the PMAP1 final report taken into account.	identify barriers that were to be discussed in the report, the ET used coding of qualitative interviews (implementer, MCA-I, MCC and beneficiary respondents). The most frequently mentioned barriers are explained in more detail in the report. The ET then uses four paragraphs to explain how the implementer managed these barriers in a way that "*was able to mitigate impact on ultimate outputs*." Only at the end of this section does the ET note that MCA-I and MCC respondents did express frustrations with the implementer. In respondent transcripts, the ET has re-confirmed that respondents expressed frustration about the delivery of certain deliverables by the implementer (Operations Manual) and also the way in which processes were completed (VBS/RM). The ET does not believe this contradicts other statements in the report. The ET also does not believe that this conclusion implies that MCC played an active role in management. It	

			does, however, document that respondents from both the HQ and country-level struggled at certain points with the implementation of the project via the implementing partner. The text in the ES has been slightly revised to better summarize the nuances in the full report section (as quoted above),but the main findings and conclusions for Evaluation Question 3 in the report have been maintained. 2. In Evaluation Question 3, the ET does not emphasize (or even state explicitly) that the delivery of the Manual was late. This was largely due to contextual factors and other "barriers" explained in the section. The ET concludes, "*the implementer was able to produce guidance and lessons learned on strategies that can benefit future PMAPs, including a dispute resolution guide and a stakeholder engagement guide (annexes to the VBS/RM Operations Manual)*." The ET agrees with the commenter that this was a successful delivery of the product. The ET	

			did not confirm, however, at the time of the evaluation that the product was either a) approved or b) being used by other stakeholders. No information can be added to the report on that point, therefore. 3. In Evaluation Question 2, the ET goes into detail about the differences between Phase 1 and Phase 2. This evaluation question allowed the ET to document some differences observed across the phases and implementers. This allowed the ET to set the stage/context for the discussion of management challenges in Evaluation Question 3.	
	x	Deleted: were critical of the performance of the implementer, and reported that the implementer under-delivered on some basic output requirements like the delivery of the VBS/RM process as specified in the Contract. Replaced: cited management challenges around the delivery of the Operations Manual and implementation of Phase I of the VBS/RM, both critical elements of PMAP where the Contractor initially under-delivered.	The ET agrees with this suggested edit and has revised the text accordingly, to better account for the nuances explained in Evaluation Question 3.	X

	xi	The report explains a m*ulti-level Theory of Change centered on the "One Map" policy in Indonesia, a policy which aims to achieve an authoritative source for spatial data for the country*. The link to One Map, while interesting and potentially important, seems to misunderstand the differences between these two programs.	Thank you for this comment. To clarify, the comment includes short text from the ES. The ET fully explains the Conceptual Framework in the Conclusions section of the report. The ET believes that a more clearly defined project framework within the Indonesia context of 'One Map' allows MCA-I and all implementers to better explain what they are doing and why they are doing it. Basic understanding of the approach and the purpose of the approach were found to be inconsistent among MCA-I and implementer respondents during Phase 1 of this evaluation. The work of PLUP is firmly set within the spirit of One Map - One Map has captured all the interest to do participatory mapping for transparency in Indonesia. Technical work on incorporating the database is what One Map has turned into, but what initiated it was principles of fairness, good governance, and transparency due to a worrying degree of land conflicts and extractive	X

			investments. The final part of this comment is not understood by the ET - "the differences between these two programs". The Conceptual Framework has been revised based on other comments.	
	xii	SI stated that "it is unclear how the utilization of drones helped to provide high resolution imagery for land and resource planning efforts". How much time was spent talking to the drone contractors and/or team around land use planning ? The high resolution imagery was actively used in Task 1 and related tasks, so if there is a more specific question here (perhaps outside the scope of the contract) then it should be clarified.	Under the section titled "Resource Mapping" in the full report, the ET explains this brief summary in the ES more fully. Furthermore, the ET heard from respondents about a troubling drone example from Merangin that raised a lot of consternation between MCC/MCA-I and the contractor. This, together with other examples provided by respondents, indicated that project actors did not know what was to be done with drones and what they were to be used for. In Mambi, the drone team had just arrived when the ET did, and was unwilling to meet with us or allow the ET to observe work. The ET did not see during fieldwork how drone imagery was used as part of resource mapping, though we asked for this multiple times.	

	xii	Related to Coordination and Closeout and Sustainability section, These are important points, but beg the questions of for who or what might they mean in terms of actions. It may also be worth updating the items on closeout given the status of extension negotiations, issues with BAPPENAS/BIG, etc.	The ET was instructed by MCC to not provide specific, targeted recommendations. The ET, therefore, presents 'Lessons Learned'. Regarding closeout plans and sustainability, the ET has not changed lessons learned in this section but has added the following footnote: *Amendment 2 to the implementer's contract does allow for time to complete Task 4 activities, in particular related to the installation of the IMS.* The ES text remains as in the original draft.	X
	2 & 3	SI stated "While PMAP 1 includes the tasks above, there are critical support functions that MCA-I provides at the national level that are necessary for the achievement of PLUP outcomes, whether through PMAP 1 or otherwise". Interesting point, but it gets left there with no further elaboration or linkages to the management challenges question for example. The footnote focuses instead on Theory of Change issues which while important, do not seem directly linked to this question.	In the Introduction section, the ET simply introduces the project how it was designed and envisioned (supported by document review). The ET agrees that the footnote is misplaced, and has adjusted the text. The ET has also added in more specifics regarding the role that MCA-I fills in its support of project outcomes. Furthermore, in Evaluation Question 3, the ET explains the most mentioned barriers had to do with PMAP 1 resources – time, personnel, and budget; and unclear expectations	X

			between those responsible for managing parts of the project – MCC, MCA-I, and Abt. In the section following this text, the ET explains challenges related to this lack of clarity surrounding roles. More broadly, while the ET added details about the envisioned role of MCA-I in the Introduction section, this role should be discussed amongst MCA-I and MCC stakeholders. The role of MCA-I seemed the most inchoate during the evaluation.	
	6	Related to the statement in paragraph 1, this is an important point and should be linked to the Management Challenges question, but is not.	Rather than linked to Evaluation Question 3 (considering that the ET has now clarified the specific sub-questions that were used to structure the question), the ET explored this issue further in Evaluation Question 2. There the ET describes the main differences between the Phases (from respondent perspectives), and then concludes: *"To summarize these differences, an implementing partner said this when describing Phase 1: "In Phase 1, we came in with 18 steps and no training and no*	

			understanding of what we should have done." Respondents, however, noted improvements in Phase 2 as exemplified by this quote from a relationship manager in West Sulawesi: "But you could see a clear difference as the project moved from team 1 to team 2 [referencing an area that had one team for Phase 1 and another team for Phase 2]…In terms of weaknesses, we learned a lot about implementation and about process…and the coordination." The ET, therefore, believes that the issue of PMAP 1 as 'sensitization' has been adequately addressed in the report - in Evaluation Question 2.	
	6	Related to the statement in paragraph 2, Ibid., although there are broader issues here with regards sustainability and a number of conclusions/statements presented as stand-alones in the document, but which should be contextualized, groundtruthed or revised/deleted.	The ET asked for further clarification on this comment from MCC, but they also were unsure of the meaning of this comment.	
	7	Related to statement in paragraph 2, this does not completely sync with the introductory sections. It would also benefit from a more specific statement of what and how with regards informing future PMAP roll-out (considering at least 3 are underway already).	The ET is unclear about what this comment is referring to. This paragraph, detailing the purposes of the evaluation, matches verbatim with the ES. Furthermore, the ET reviewed	

			the Introduction section and found no contradictory information about the purpose of the evaluation. The ET agrees that more should be provided (if not via the report, than via a presentation/workshop) about how specifically the findings will inform future PMAP rollout. The ET plans to work with MCC to prepare presentations of findings in 2017.	
	16	Related to statement in paragraph 1, overall, these comments are somewhat speculative and appear to draw conclusions, even when framed as comments.	The first task that the ET had to complete was verification of reported achievements, where possible given the sampling frame and design of the evaluation. The ET used document review, observation, and interviews to confirm reported achievements by the implementer. This section is only a brief summary of the ET findings from this verification process. There are no 'conclusion' statements here - rather the ET presents facts and verification against numbers reported by the implementer in their final report.	

	16	SI stated that "the technical definition of indicator 1 requires a District Head Decree for the village boundaries to be considered formally established (of which there were none for the PMAP 1 districts at the time of the evaluation)". This statement connotes that the contractor had not succeeded in getting the work done and would be more meaningful in the context of who was responsible for which step in the VBS/RM process. For example, it will take some time to get the Bupati decree so that the results of Task 1 (maps in particular) can be distributed to the users, including the people in villages and while all steps up to Step 16 are completed, it must be noted that the remaining 3 tasks are time consuming and unpredictable in when the Bupati decree can be issued. Certainly a few months after the end of the project.	This statement in the report is followed by a footnote. The ET has added an additional sentence to the footnote: "*Until the District Head Decrees (Surat Keputusan Bupuati) are signed in the four districts, village boundaries have not been "established" according to the MCA-I and MCC-agreed upon definition. Both MCA-I and the GOI are responsible for the final steps in the VBS/RM process. To encourage the signing of district regulations that formalize village boundaries in partner districts (Step 19), MCA-I invited government officials from Mamuju and Merangin Districts to Jakarta to draft the decrees in 2016. MCA-I continues to work on drafting the decrees and working with the district head in each district toward finalization of boundaries*." This clarifies that steps are managed by both the implementer and MCA-I. Furthermore, it is important to note that this Bupati acceptance was a barrier to working with villages on utilization of PMAP 1 outputs.	X

			The ET found no maps at the village-level, which in the ET's perspective should have been present with or without Bupati formalization to promote use.	
	16	SI stated that "additionally, the project has yet to deliver publicly available inventories of permits and licenses in the four partner districts". Similarly, more context around the fact that delivery of these completed items has been held up in approvals, etc.	This section of the report is verification of outputs and achievements - more details and nuances surrounding these achievements (or lack thereof) are provided in the full report throughout the various Evaluation Question sections. The sentence that follows this says, "*The ET will explore these outputs further below under Task 2 – 4 outputs.*" In that section, the ET states the following: "*Second, respondents described various threats to sustainability of the IMS system. Materially, MCA-I at the time of the evaluation was still procuring and delivering the following to partner districts: IMS hardware (servers), internet connection, GIS licenses, and IMS software. MCA-I is also still in discussion with BIG to finalize an*	X

			Implementing Entity Agreement (IEA) which will then allow for the installation of servers in the agency to support the IMS in the districts. Respondents reported uncertainty regarding who would deliver these outputs and ensure their proper installation." The ET has added this clarification to the sentence quoted by the commenter: *Additionally, the project has yet to deliver publicly available inventories of permits and licenses in the four partner districts (often held up by approvals).*	
	16 -17	Related to statement in paragraph 2, This issue around Boundary Pillars is indicative of a broader management question that is not fully addressed. These activities were taken on by the Contractor to fully complete the work, even though they were outside the scope of the original contract and/or the Contractor's direct responsibility. Similarly, final signatures on Maps and/or related Bupati decrees have been made the responsibility of the Contractor, even though that is not directly included in the Contract. The work is important and the Contractor has used adaptive management, along with close coordination with an over worked MCA-Indonesia PLUP team, but these are important issues.	Again, this section of the report is verification of outputs and achievements - more details and nuances surrounding these achievements (or lack thereof) are provided in the full report throughout the various Evaluation Question sections. In Evaluation Question 3, the ET specifically explains the challenge faced by the implementer when pillars and other aspects were introduced into the contract requirements without prior warning by MCA-I. "*The last barrier the ET will*	X

			describe here involves unclear expectations. This was a significant challenge expressed by implementing staff in regards to their contractual relationship with MCA-I. The implementer experienced the following unanticipated requirements mid-project, the first of which resulted in a contract extension." This is followed by a list of four (originally three) items: • *Installation of pillars (Task 1)* • *Final stakeholder signatures on maps (Task 1)* - text added in final report • *IMS data sharing functionality (Task 4)* • *IMS public portal functionality (Task 4)* The ET agrees that these are important issues to unpack, and has done so in this section. The ET concludes the following: *Approaching a complex, 12-month project with a commitment to flexibility and learning is challenging (both for the implementer and MCA-I), but something the implementer did well and utilized for mitigation of unanticipated barriers.* The ET	

			therefore believes that these important issues have been adequately covered in the report.	
	17	Related to VBS/RM Process section in paragraph 1, parts of this statement are out of context or could use additional validation. The Ops Manual for example is on the MCA website and village maps are being delivered. It is a complex process.	Paragraph 1 of this section provides a summary of the paragraphs that follow. The summary states: *The VBS/RM process, and specifically steps 1 – 15 (including installation of pillars), was largely completed in the targeted 114 villages at the time of the evaluation, though steps 16 – 19 were not yet completed. Additionally, outputs including the VBS/RM Operations Manual and village maps had yet to be delivered to stakeholders (users). Users of both of these outputs were unclear about specifically how to use them in the near future.* After this paragraph, the ET goes into detail regarding each	

			of the aspects the commenter mentions, namely the Operations Manual and the village maps. The ET agrees that these deliverables/outputs are complex (as is the VBS/RM process), and so this section of the report is dedicated to their explanation. By stating that the manual and the village maps had not yet been delivered to users, the ET was describing a situation where the main outputs were not yet in the hands of *specific intended users.* The maps were not in the hands of the villagers, and the operations manual was not, at the time of the evaluation, approved by MCA-I (despite the fact that it was on the website in one language) or provided to other PMAP implementers. Furthermore, respondents were unclear about who the *intended users* were, making it more difficult to explain progress. Please review the section titled 'Operations Manual' and 'Maps'.	

	19	SI stated that "considering the implementer was not contractually obligated to resolve disputes, as this is ultimately the role of villages and the GOI, the project does not report the number of disputes addressed or settled during the project timeframe". This should be checked, as in the material prepared by our Land Use and Dispute Resolution expert, such data is available.	The ET specifically requested this data from the implementer and from MCA-I; none was provided during fieldwork, though this should not to be read as a negative finding. This is purely an explanation of the data that is tracked and reported by the project. The ET re-confirmed this with the Abt final report, as shared by Charlotte Mack. There is no report of the total number of disputes resolved during the life of the project. As explained by district staff, this was less emphasized to track than the number of segments finalized. As a final check on this, the ET during draft report review asked MCA-I again for documentation of 'number of disputes addressed'. MCA-I shared PMAP 1 Quarterly Report No. 2. This report contains one table that documents in Table 2 (page 12) village boundary disputes in Jangkat Timur (6 in total, 3 settled and 3 unsettled). Based on this information provided during report review, the text has not been edited. Note the follow statement in the report	

			about this topic: *Considering the implementer was not contractually obligated to resolve disputes, as this is ultimately the role of villages and the GOI, the project does not report the number of disputes addressed or settled during the project timeframe; however, they do note that 87 percent of segments were finalized, suggesting many cases of settled disputes in partner areas.*	
	19 -20	Related to the statement in paragraph 6, this statement is largely hearsay and should be fact checked or at least subject to additional due diligence. These disputes exist or they don't and while perhaps they weren't the subject of active conflict, they were there. Furthermore, the fact that disputes may be outstanding is in some cases by design or due to delays in Bupati resolutions.	The ET has adjusted this section, as the quote initially presented was not adequate to present the finding. Thank you for raising this to our attention. Please see the revised text, which refers more specifically to the discussion of conflict from Outcome 2. Also please see the evaluator response in row 18.	X

	20	SI Stated that "As one Village Head in Jambi noted, “Up to now, there are no village maps. We have not received that yet.” MCA-I and the implementer confirmed that the delivery of maps back to the village level had not yet been completed, and the ET received conflicting responses regarding responsibility for this critical task. The ET requested maps from the implementer and was provided several for review. Annex VIII provides an assessment of three specific village maps, concluding that maps remain incomplete and finding any database on boundary segments eluded the ET". This is an important issue, but the fact is that the maps could only be signed/delivered after final reviews, etc which are being completed. It also does not address a broader management issue around who is responsible for such maps and what is implication longer term. It should reflect the details of the 19 steps and the complexity of the final 3 steps which are at the heart of this issue. Though these outputs have yet to be delivered, villages are eager to see the maps for intended use and to hear news of activity follow-up. A district relationship manager noted that “government and the communities are very enthusiastic [about PMAP 1 outputs].” There were villages that articulated the intended use of the maps (and finalized boundaries) to assist them in achieving village development.	As this section of the report notes, *"MCA-I and the implementer confirmed that the delivery of maps back to the village level had not yet been completed, and the ET received conflicting responses regarding responsibility for this critical task*." As the commenter rightly notes, this is related to unclear expectations and roles and responsibilities between MCA-I and the implementer. These issues surrounding management are discussed in Evaluation Question 3. This section is, again, to verify and confirm outputs and outcomes. In earlier sections, the ET explained the 19 steps and also the responsible parties for each step (with added clarity and emphasis on this post-draft report revision). The process is certainly explained in a way that highlights its complexity, though the ET does not go into detail about each step (as this is more appropriate in a project final report or program document). The ET has slightly revised this text to read: *MCA-I and the*	X

			implementer confirmed that the delivery of maps back to the village level had not yet been completed, as complicated steps are required before this can happen (formal signing of maps, printing of maps, etc), , and the ET received conflicting responses regarding responsibility for this critical task (and related tasks). The ET is unclear why the second paragraph of text was copied into this comment from the report. The ET has not responded to this paragraph of text.	
	21	SI stated that *"Most respondents noted that the PMAP 1 mapping efforts were very much focused on negotiating boundaries. The implementer commented that they had a lack of direction on how to actually do RM: "There were no guidelines from MCA-I on the Resource Management." Their Contract included minimal direction, with most details included in notes sections of the document. MCC acknowledged this: "RM has not yet advanced. I thought this would be a key output." This is not to suggest that RM did not happen at all during PMAP 1 implementation, as the examples above describe - it just did not happen in a systematic or standardized way, and varied across villages".* Again, a useful point, but without context or conclusions. Given that likely MCC respondents spent little time engaging with PMAP1 in the field, it is almost better left out. Also, the final sentence creates confusion about the RM subject as previous	The ET disagrees that no context or conclusions are provided regarding Resource Mapping in the report and in this section specifically. The ET included a separate section titled 'Resource Mapping' to address this issue, as it was of key concern to MCC stakeholders. As the section opening explains, respondents were able to explain to the ET how they identified and mapped cultural sites during the 19 step process of VBS/RM. The section goes on: *This*	

		statements imply it did not take place. Furthermore, while perhaps there were expectations on RM and more outputs, the Contractor was frequently held to strict adherence to its Contract terms.	*further sparked discussions with elders on historical features of the landscape about the spatial and temporal dimensions of land use, leading to increased sense of heritage and pride over a particular landscape, and its preservation for future generations...In terms of RM for agricultural uses, there were indications that certain land classifications were mapped during PMAP 1. In particular, villages expressed interest in having clear area measurements for specific agricultural crops, such as the extent of rice fields in their village.* The ET then ends the paragraph by stating that*: Beyond such features of digitization of cultural, agricultural, and some other natural resources, however, the process of RM did not proceed to the level of concerted spatial planning efforts.* This sets the stage for the text the commenter is referring to here. The ET disagrees that this text and section should be cut from the report. This is a critical point to be considered for future PMAPs. This is why one	

			of the lessons learned from the evaluation is focused on RM. If the ET could not gain access to the Task 1 Resource Maps, it is unclear how intended users will benefit from these outputs. The ET does not understand the point being made by the second paragraph. The ET explained in the report that RM was required in the contract, but little guidance was provided about how to do this. This point has been acknowledged.	
	21 - 22	1. Related to Operations Manual section, on what basis is the Operations Manual still under review ? It is being distributed to other contractors and no further comments or revisions are pending. 2. There are some good points about what happens next, legal changes, etc. but this statement isn't reflective of the Manual or other lessons learned. 3. By example regarding context, the Contractor was pressed to deliver a draft of the Ops Manual on January 15, 2016 even though it had indicated to MCA in writing that the last steps of Phase I were incomplete, after which we were told that the submission could not be accepted because of the incomplete steps (perhaps there was some conflicting inputs form MCC and MCA, but that is speculative). A revision was also submitted in March for which no comments were provided,	1. At the time of the evaluation, implementer respondents reported that MCA-I had the "final" version of the manual, and they were awaiting feedback regarding the new/revised regulation. The ET was not told that the manual was being distributed to other implementers. Furthermore, the versions of the manual shared with the ET were all in "draft" format (with tracked changes and DRAFT on the pages). Additionally, during final report revision in January 2017, the ET noted that the	X

		but instead substituted with a Workshop on the Manual from which the eventual Manual was completed (but for which little comments came in). It also doesn't reflect the accompanying manuals which were submitted and approved, but not necessarily required	manual is no longer publicly available on the MCA-I website. 2. The ET is not clear what the second comment is referring to. The ET believes clarity is already provided on this point. 3. The ET added in a sentence to document the various versions of the manual that were completed by Abt. The ET has explained the inclusion of phase 1 lessons learned and other important aspects in the operations manual in Evaluation Question 2. The ET has added in text to account for the large task that the implementer did in this regard: *The manual includes annexes with specific documents and reference sheets for each step in the VBS/RM process. Additionally, the implementer developed manuals for Stakeholder Engagement, Dispute Resolution, UAV Survey, and GNSS Survey. The implementer, in their final report, refers to these as the 'five manuals' related to the operationalization of the VBS/RM process.*	

	22	SI stated that "The implementer reported in their final report that the data from Task 2 and 3 has been handed over to BAPPEDA in each district; however, in an interview with the ET, the implementer reported that only an 'informal' version of the data had been transferred. While gaps remained in the database provided to the ET, an MCA-I respondent noted the enormity of this aggregation task in Indonesia according to GOI requirements: "Even though BIG hasn't implemented it themselves, they have just launched it, and we have [already] asked our consultants to comply with the newest regulations." Beyond these findings, see Annex VIII for ET comment on the accuracy and quality of the database". This is an important innovation from the Project which will help PMAP/PLUP further integrate data standards to other GOI institutions. Final transfer is tied to the last phase of implementation and the LMIS	The ET acknowledges this comment. Also, to comment more specifically on the commenter reference to 'innovation' - the work of PMAP 1 was related to KUGI 3. KUGI 4 has now been introduced. The innovation claimed by PMAP 1 may or may not be useable by future PMAP contracts, depending on the KUGI 4 requirements.	
	22 - 23	SI stated that "The MOHA 45/2016 regulation also was signed during PMAP 1 implementation and provided an opportunity to showcase participation as part of the VBS/RM process. Unfortunately, according to one respondent: "The project really missed an opportunity in terms of regulatory reform with the finalization of the MOHA regulation." The project received guidance from MCA-Indonesia not to include this final reference in the Ops Manual.	The ET received responses from interviewees that they were waiting to hear whether MCA-I wanted the Ops Manual revised according to the new regulation. If guidance was received stating not to include it after the completion of the evaluation, it was not stated to the ET. This part of the report, however, is emphasizing that *MCA-I* missed an opportunity to advocate for improved implementation of the VBS/RM process at the national level during this regulation's revision. This would not have	X

			been a task relegated to an implementer. The ET added in clarification that this comment is about MCA-I and not the implementer. Fur sustainability, the ET believes that the manual should be updated to be in-line with the new regulation.	
	23	SI stated that "Lastly, regarding Task 2 and 3 outputs, the ET saw no evidence of the completion of a) the collection of laws, regulations, and decrees or b) legal analysis on issuing licenses and permits in each district (at the time of the evaluation)". These analyses were included in the LMIS design document (Chapter 2.5) and several project Quarterly Reports.	The ET sat with each of the implementing task coordinators to discuss the specifics of each deliverable in the contract. While they explained that some tasks were documented as 'completed' in quarterly reports, legal analysis and collection of all laws was not explained in this way. The specific deliverable from the contract is "*Collect relevant laws, regulations, decrees and other legal instruments, and conduct legal analysis of regulatory procedures for land administration and natural resources management, at the national, provincial, and district level*." This describes a consolidated deliverable, and not one completed in various documents throughout the life of the project. The ET has added a footnote to document	X

			what the implementer has reported in their final deliverable tracking (submitted to the ET with the final report post-evaluation report drafting). The footnote reads: *Collections of laws were listed in prefaces to documents and in key parts of the VBS/RM manual, but the ET did not come across any consolidated, standalone efforts in this regard. The final implementer report (November 2016) reported that this deliverable was included in "Final Report and monthly/quarterly reports".*	
	24	SI stated that "Second, respondents described …….. A respondent from the OSS in Mamasa expressed a desire for additional support for the IMS: "We hope that we [can receive] continuous on-the-job support". Important management lessons here and instructive for broader lessons learned. Note that this does not include the Asset Transfer Agreement with Bappenas issue.	Thank you for this comment. This portion of text does note the Bappenas issue (see the footnote, in bold here). "*Second, respondents described various threats to sustainability of the IMS system. Materially, MCA-I at the time of the evaluation was still procuring and delivering the following to partner districts: IMS hardware (servers), internet connection, GIS licenses, and IMS software. Footnote:* ***MCA-I indicated the task 2/3 databases would be included as part of the official***	X

			asset transfer (negotiated with Bappenas) along with the IMS server installation for task 4"	
		SI stated that "This was particularly true in ET discussions in Jambi. While the PMAP 1 implementer (and contract) was in motion when this regulation was passed, this change means that moving forward, engagement must include provincial stakeholders". Broader design issue and implication.	Thank you for this comment - the ET agrees that this has implications for design and future PMAPs. The ET, however, cannot structure this in a 'recommendation' format specifically.	
	24	SI stated that "In conclusion regarding Task 4, an implementer noted that "'…if the IMS is installed and used, [it] will be a big improvement from previous data management systems." This conditional statement, while it highlights potential outcomes from this ambitious PMAP 1 task, simultaneously reveals the incomplete status of this task's key output". This statement is based on what appears to be missing data concerning the final negotiations with MCA-Indonesia on an extension due to BIG/BAPPENAS agreements, as well as plans to complete the work (it implies it won't be completed which is inaccurate).	At the time of the evaluation, there were no resources or plans for further work in the PMAP 1 districts. At the time of report revision, there has been an extension (via amendment 2) approved for the implementer, though upon review in January 2017, the amendment includes time to complete tasks (related to task 1 specifically) and no request for additional tasks from those included in the prime contract. The statement does not imply that the work will not be done - it captures the moment in time when the project was ending and there were no clear plans or resources for delivery of key outputs related to project success. The Task 4	X

			section explains the reasons for some of the delays and challenges with the delivery of the Task 4 outputs, falling both on MCA-I (delays in coordination with national agencies) and implementer shoulders for responsibility. The ET has revised the following sentence: *This conditional statement, while it highlights potential outcomes from this ambitious PMAP 1 task, simultaneously reveals the incomplete status of this task's key output at the time of the evaluation.* The ET also provided this footnote in the section about Task 4 (also noted above in this comments matrix): *Point ii in particular was impacted by delays in MCA-I coordination with Bappenas and BIG at the national level at the time of the evaluation, and have reportedly been addressed as of November 2016 with the extension of the implementer's contract to ensure successful implementation of task activities. The amendment specifically states that the extension of three months was*	

			granted to "finalize Task 1 activities".	
	27	SI stated that " While finalized village maps were unavailable at the village locations visited by the ET, other than the BPS maps mentioned above, concrete pillars had been erected to mark within 5 cm of the boundary coordinates (as per MOHA No. 27/2006)". The issue of 5 cm. accuracy in the MOHA regulation has been the subject of extensive discussion/debate by various PLUP stakeholders. It is surprising that no more is said here.	The ET added additional information to this section, based on the implementer final report: *While finalized village maps were unavailable at the village locations visited by the ET, other than the BPS maps mentioned above, concrete pillars had been erected to mark within 5 cm of the boundary coordinates (as per MOHA No. 27/2006). The implementer final report explains the high level of accuracy achieved for pillars in a short period of time: "We installed 180 pillars with an accuracy of within one centimeter of the real value..."* Of note, this point links to the opportunity missed in relation to the revision of the MOHA regulation. The ET, during	X

			fieldwork, questioned the utility of accuracy in certain locations. The project decided to move forth in compliance with the regulation; this does not mean, however, that the entire boundary is that accurate - it just means the points and pillars are very accurate. The ET talked to respondents that said in rural areas, 1 meter would not make a difference and should be enough to proceed (and notably would also avoid the high costs). This could have been useful inputs into the national regulation revision, and could be considered in future PMAP work.	
	30	Related to statement in paragraph 4, Please see earlier comments around dispute resolution and the assertion that the Project generated conflicts, as well as the limits of the VBS/RM in terms of an administrative process. One stakeholder quote does not a conclusion make, so additional validation/verification should be done or caveats added.	Earlier comments about statements related to conflict have been addressed and revised. Explanation of conflict in Outcome 2, however, has not changed. In this outcome, the ET is not talking about re-emerging conflicts but rather remaining, significant conflicts that are deep-seated and threaten sustainability of gains made by PMAP 1 during the last year. These are serious issues that need to be raised	X

			here and considered if gains are to be maintained. See the evaluator response in row 18 above.	
	30	SI stated that " In conclusion, data and information available to the ET suggest a decrease in conflict as a result of PMAP 1, while noting that complex ongoing conflicts continue to plague partner villages. Furthermore, the ET can confidently identify an increase in dispute resolution resources, dispute resolution mechanisms, and agreed segments post-PMAP 1". Better and more accurate conclusion, but given what preceded is lost in quote.	The ET is unclear about what this comment means or is asking. No clarification was provided during the review process, and so the text has not been revised.	
	51	SI stated that "When faced with these challenges, Abt did not receive guidance from MCA-I on gender inclusive strategies. MCA-I Social and Gender Assessment Project team noted that they did not review or provide input to the PLUP management team regarding gender responsive strategies or requirements. The team noted, however, that they were eager to consult with other PMAPs to develop appropriate approaches to gender and marginal/vulnerable group inclusion". Slightly confused by this statement, since the team worked closely with PLUP to insure gender responsiveness was included and that FPIC was adhered to. There is even a paper pending for the 2017 World Bank Conference on the subject matter developed by a staff member.	The ET is not sure who authored this comment, but both implementer and MCA-I respondents noted that little guidance was provided about gender inclusiveness and marginalized/vulnerable groups. The ET does acknowledge that the implementer's final report goes into detail explaining how FPIC was achieved in each of the project areas - this provides no details on how this process addressed gender inclusiveness, however. The section in the implementer final report, for example, that discusses gender and marginalized/vulnerable	

			groups does not explain how this was adhered to according to FPIC standards. The ET is unaware of a World Bank paper regarding FPIC, though the ET is aware of a paper proposal regarding PLUP that was recently pulled from consideration at the conference.	
	54 (page 53)	SI stated that "MCA-I respondents also expressed that implementing staff did not closely follow contract requirements, and more specifically, the VBS/RM process as specified in the Contract in Phase 1. This caused delays, as the implementer and MCA-I had to clarify requirements of the VBS/RM process and adjust staffing of field teams". This was in fact a lesson learned by the team during Phase I – the validation and testing Phase – wherein the push to start up quickly during Lebaran 2015 meant that the socialization, engagement with field workers to insure all understood the methodology, etc. wasn't done as completely as it must be to succeed. This was adjusted in Phase II with the resulting work happening more quickly and efficiently. However, this learning was partially by design and the broader context was missed here.	The lesson learned from Phase 1 was captured elsewhere in the report (see Evaluation Question 2 for findings related to Phase 1 and Phase 2 of the project, and lessons learned from that important validation period). Evaluation Question 2 states the following: *Phase 1 included two sub-districts and was implemented from August 2015 to March 2016 (and was called the "Methodology Validation Stage" in the implementer's final report); while Phase 2 included six sub-districts and was completed from March 2016 to September 2016. Outputs took longer to achieve in Phase 1 than Phase 2 districts largely due to management challenges (explained further in Section IVII.C). Phase 2 outputs were*	X

			delivered more quickly and efficiently. There were several stark differences between Phase 1 and Phase 2 that respondents noted [followed by detailed notes about the phases]. Related to timing (12 month contract), the ET spent a paragraph in this evaluation question (evaluation question 3) explaining the barriers this put in place for project success. This section states: *This timeframe [12 months], regardless of the reasons it was selected, caused significant challenges for the implementing organizations and for partner districts and villages...Other respondents described challenges in completing adequate outreach with villages and dispute resolution given short time frames, particularly in Phase 1 as noted in Section IV.B.*	
	54	Related to statement in paragraph 3 on barrier of budget, perhaps true, but the project did not provide sufficient budget so it is perhaps an unrealistic assumption or assertion.	The ET, in this evaluation question, is identifying and explaining the most mentioned barriers to implementation by respondents during phase one of data collection. "Budget"	

			was one of the more frequently mentioned barriers, which is why it is included in the list in this section and explained in more detail according to respondent data (and document review). The ET also understood from respondents that amendment 1 provided additional budget for requested activities, like pillar installation. If this was not yet sufficient to complete required tasks, this should have been raised with MCA-I by the implementer. Beyond the information presented on the budget here, as reported by respondents, the ET did not evaluate the costs of the project specifically.	
	54	SI stated that " The last barrier the ET will describe here involves unclear expectations. This was a significant challenge expressed by implementing staff in regards to their contractual relationship with MCA-I. The implementer experienced the following unanticipated requirements mid-project, the first of which resulted in a contract extension". Signed Maps, Bupati Decrees, and other items should be noted here for completeness – footnote notwithstanding.	The footnote has been removed, and this bullet point has been added: "• Final stakeholder signatures on maps (Task 1)". The ET did not add "other items" and "Bupati Decrees" to the list, as this information could not be triangulated with MCA-I or document review. Related to Bupati Decrees, according to the implementer final report, they are not responsible for	X

			the Bupati decrees, step 18 and pp. 6,7. The sample decrees in Abt's final report are simply for the formation of the Unit Pengelola Data Spatial (UPDS) and for the roles of the BKPRD. It remains a challenge for the ET to identify who has responsibility for the delivery of maps to the villages and promotion of the finalized Bupati Decrees which will formalize the maps. MCA-I should seek to clarify this with future PMAPs.	
	55	SI stated that "As a staff member explained, as the respondent reflected on the project, “Any project can have a recipe, but it is more about how you do it and with whom you do it that matters. It takes time and effort to deliver results”. Unrealistic time frames applied to this and other PMAPs are an important lesson learned, although to date all contracts are for one year (so the learning from PMAP1 which was by design is being bypassed in some ways by the urgency to implement).	The ET acknowledges and agrees with this comment.	

	55	Related to paragraph 4, There were certainly management challenges in some areas – especially Task 1 and the Ops Manual – but this out of context blanket statement contradicts prior text, as well as public statements by MCA and others. It also ignores the Phase I and Phase II design of the program, whereby Phase I was a complicated validation effort – not baking a cake. Suggested revisions proposed.	Thank you for this comment. The full text in this paragraph now reads as follows: *Nevertheless, MCA-I and several MCC respondents were concerned with the lateness of certain deliverables and need to engage on adjustments during phase I. Though the implementer was able to deliver on unanticipated requirements, MCA-I respondents felt that Abt could have performed better on some basic output requirements during the Phase I validation VBS/RM process, as well as in the completion of the Operations Manual as specified in the Contract. Nevertheless, MCA-I and several MCC respondents were critical of the performance of the implementer. Though the implementer was able to deliver on unanticipated requirements, MCA-I respondents felt that Abt under-delivered on some basic output requirements like the delivery of the VBS/RM process as specified in the Contract. As one respondent explained, "[The PMAP 1 implementer]*	X

			were supposed to read the recipe and bake the cake. They didn't read it and they made the wrong thing." This perspective had a lot to do with Phase 1 challenges, explained in Section IVII.B, for example in relation to the level of outreach and participation required in VBS/RM (basic adherence to the VBS/RM steps). These respondents also expressed frustration regarding late delivery (and quality) of outputs critical to future PMAP contracts including the VBS/RM Operations Manual. They noted this particularly for Task 1 outputs, and less so for Tasks 2 – 4 outputs. This issue, however, should be considered in light of the findings noted above regarding roles, responsibilities and expectations. The ET believes that we have both documented the feedback received from MCA-I and MCC about contractor performance and positioned that feedback within the realities faced during implementation (referencing Phase 1 challenges, explained in	

			previous sections of the report).	
	55	Revised the statement in paragraph 4 to become "Nevertheless, MCA-I and several MCC respondents were concerned with the lateness of certain deliverables and need to engage on adjustments during phase I. Though the implementer was able to deliver on unanticipated requirements, MCA-I respondents felt that Abt could have performed better on some basic output requirements during the Phase I validation VBS/RM process, as well as in the completion of the Operations Manual as specified in the Contract. As one respondent explained, "[The PMAP 1 implementer] were supposed to read the recipe and bake the cake. They didn't read it and they made the wrong thing." This perspective had a lot to do with Phase 1 challenges, explained in Section III.B, for example in relation to the level of outreach and participation required in VBS/RM (basic adherence to the VBS/RM steps)"	Thank you for this suggested revision. The ET has accepted this revision and its framing of the issue being discussed. The ET also added the following sentence to end the section: *This issue, however, should be considered in light of the findings noted above regarding roles, responsibilities and expectations.*	X

	55	Deleted the paragraph 5.	The ET has maintained this paragraph in the report. With respect to Task 1 expectations, MCC (as noted in the paragraph above) wanted a "cake" with "icing" on it too. The "cake" are the participatory maps, the "icing" is (an innovate way to do) community land use planning. These are distinct products to achieve under an ambitious (and, in the ET's perspective, unrealistic) timeframe. The two paragraphs here, and the final quote from MCC, capture MCC's expectations and should be maintained. The ET has, however, added the following text to help clarify the point about innovation: *While the ET notes that the implementer was in their own right innovative in their technical execution of this complex contract, tackling the challenges they faced given limited time, budget, and resources and challenging location logistics, MCC expected more in terms of programming particularly related to the participatory part of land use planning. For*	X

			example, innovations around how to engage communities through maps and resource mapping could have been influential to project success. Areas claimed by the implementer as 'innovative', particularly KUGI, may not be useable by future PMAP contractors. Footnote: For example, the work of PMAP 1 was related to KUGI 3 was claimed as an innovation by the implementer. KUGI 4, however, has now been introduced. This innovation may or may not be useable by future PMAP contracts, depending on the KUGI 4 requirements.	
	61	Related to the statement in paragraph 3, please see prior comments and fact check or adjust statements to reflect broader report. Note this is the first use of "several" MCC respondents and given who the PMAP1 team engaged with directly is out of context at least.	The ET has made the following revision to reflect previous edits/revisions in the report: *The contractor was found to be resourceful in addressing these barriers; however, MCA-I and MCC respondents were concerned with the lateness of certain deliverables and need to engage on adjustments during phase I implementation.*	X
	61	Revised the narrative in paragraph 3 to become "The contractor was found to be resourceful in addressing these barriers; however, MCA-I and several MCC respondents were critical of the performance of the implementer on other	Thank you for this suggested revision. The ET has accepted the initial sentence of the revision, but has removed the	X

		elements, believing they could have managed Phase I and the Ops Manual process more efficiently (although the prior discussion around roles, responsibilities and expectations should be considered here)".	text in parenthesis and added it instead to the full section of the report that discusses this conclusion.	
	62	Related to the Theory of Change section, please see Overall Comments in Cover Memo	See the ET's response in row 68.	X
	67	SI stated that "*Detailed closeout plans for the PMAP 1 contract remain unclear at the time of the evaluation, a month before original contract closeout date. The evaluation found that closeout was not adequately incorporated into the PMAP 1 contract, or PLUP design more broadly. Neither the implementer nor MCA-I could provide the ET definitive answers on critical items including i) who has the responsibility to deliver outputs to villages and districts, and, ii) what closeout with partners includes (particularly what plans are in place for VPTs, VDDCs, and dispute mechanisms). Coordinating for closeout at the village, sub-district, and district levels would assist in plugging holes in the PLUP boat presented in the Section IV. MCA-I is well placed to lead on designing and facilitating this process to ensure that due diligence is done in partner areas and to promote the potential positive legacies that PMAP 1 can leave behind*". This paragraph should be updated.	The following footnote was added after the first sentence of this paragraph: *Amendment 2 to the implementer's contract does allow for time to complete task activities, in particular related to Task 1 activities.* See also the evaluator response in row 19.	X
	67	SI stated that "The capacity of the MCA-I PLUP management team to guide and manage these efforts at the time of the evaluation is limited, considering their management of other PMAP contracts and coordination with national level partners (discussed below). The R/DRMs are positioned to assist in relationship management at the village and district levels, and with an additional role of engaging more with the provinces, who are an important stakeholder and a level of regulatory authority that was not a focus of PMAP 1 implementation. However, the R/DRMs require support, as they already express feeling over-burdened. MCA-I is considering an	The ET raises the issue of the R/DRMs in this section because respondents discussed their role in relation to sustainability and less in relation to implementation of PMAP 1. There will be a dearth of project stakeholders at the district and sub-district level to push along or guide sustainable use of the PMAP 1 products,	

		extension for the PMAP 1 implementer, which takes a significant step toward addressing these lessons learned if managed strategically". This issue has received limited attention in the report and is an important one, as for example many R/DRMs contracts expired at one point due to administrative issues, while others are unclear on their roles.	particularly when the implementer finishes. The R/DRMs acting as the regional presence of the MCA-I PLUP team are limited in scope and number to expect them to fill the void of the implementer. This is an important lesson learned, but less a finding related to the implementation of PMAP 1 specifically (according to respondents). It was clear to the ET that MCA-I needs to undergo careful clarification work regarding the roles of these managers, as the entire weight of sustainability cannot fall to them in the aftermath of PMAP contracts.	
Abt + M&E (summary of Abt overarching point made in cover memo + MCA M&E's perspective)	General	Abt: For example, the issue of the program's efforts at conflict resolution potentially surfacing or causing new conflicts is largely supported by anecdotal statements from a few respondents. MCA: What was observed in the field are about re-opening existing disagreements that has been ignored or dormant. SI directly quoted the words of their respondent in page 19, and the respondent most probably does not know whether 'conflict' in the other village is new conflict or dormant case reopened by the process. If SI wants to keep the quotation, they should explain the context – to avoid the impression of hearsay.	See row 18 response to this topic, and the related revisions.	X

Abt + M&E	General	Abt: Similarly, a lengthy quote by an unnamed MCC representative around the lack of innovation in the project is contradicted by other parts of the document around the KUGI methodology MCA: Taking the advantage of being closer to PLUP team, although we are not intensely involved with PLUP in the implementation, we believe Abt has a point. There is limited supervision given by PLUP team due to various reason. We would like to use the independency of SI to provide objective observation - based on document reviews (particularly how well the Contract/TOR translates PLUP concept/program logic)- whether or not Abt is innovative enough in this regard. Just quoting MCC respondent (as Abt has rightly pointed – they only visit 3 times during the course of the project) and MCAI-PLUP comments is not sufficient. It would be fair to acknowledge Abt's innovation based on the existing document (in particular the TOR/Contract), concrete challenges including complexity of problem in the field, and level of guidance received from MCC & MCAI. This particular observation should fit into the management challenges, which is very useful as lessons learned for the next PMaP contracts.	First, as evaluators that have committed to protecting the identity of our respondents, we must keep this MCC respondent 'unnamed'. Second, MCC had high expectations with respect to the program progressing land use planning (and ways to do it, which is where for them innovation lies). The implementer in their own right was innovative in their technical execution, tackling the challenges they faced (given the time, budget, resources and location logistics). Despite Abt's assertion on innovation (particularly in relation to KUGI), MCC (and MCA-I to some extent) expected more in terms of programming. See the evaluator response in row 57, and also see the revision to the specific paragraph about innovation here: *While the ET notes that the implementer was in their own right innovative in their technical execution of this complex contract, tackling the challenges they faced given limited time, budget, and*	X

			resources and challenging location logistics, MCC expected more in terms of programming particularly related to the participatory part of land use planning. For example, innovations around how to engage communities through maps and resource mapping could have been influential to project success. Areas claimed by the implementer as 'innovative', particularly KUGI, may not be useable by future PMAP contractors. Footnote: *For example, the work of PMAP 1 was related to KUGI 3 was claimed as an innovation by the implementer. KUGI 4, however, has now been introduced. This innovation may or may not be useable by future PMAP contracts, depending on the KUGI 4 requirements.* With this revision, the ET believes we have made clear our perspective on the innovativeness of the project. The ET also does not believe that the perspective of MCC, as presented in the quote, should be cut simply because MCC only visited the field several	

			times (on the contrary, visiting several times during the life of a very short contract seems extraordinary). All stakeholders have a voice in this report, and the ET was careful to ensure triangulation of findings so as not to pose any biased or unbalanced perspectives. Also to note, this section is under Evaluation Question 3 which addresses management challenges - the discussion, for this reason, was not moved to a different part of the report as requested by the MCA-I commenter.	
Abt + M&E	General	Abt: Finally, a series of comments around the potential utilization of training by counterparts while useful, inserts a judgement around the training's utility based only on the short time frame reviewed to date. MCA: Potential misunderstanding, Abt may refer to GIS training while SI is looking into ultimate goal of the GIS training, i.e. to use it for spatial planning purpose. If SI can frame this as consequences of not providing clear guidance on what is the expected outcome, it would be very useful for us.	During this report, the ET is reviewing the ultimate goal of the GIS training (assuming that is the training the implementer commenter is referencing) - this is for spatial planning purposes. Utilization of the outputs is what would drive progress toward achieving the PLUP outcomes. Although utilization may involve guidance, it goes beyond guidance, and involves demonstrated application in a relevant context. For example, the GIS training is a start, and the next step is its actual	

			application to relevant tasks/duties of the stakeholder agencies to achieve the desired outcomes of PLUP.	
Abt + M&E	General	Abt: In particular, parts of the discussion on close-out, status of deliverables, and related items do not reflect negotiations on… MCA: Just to inform you that by the time SI produce the report, PLUP team has not provide complete information about when will they hand over the map and what is the close out strategy. Perhaps it will be useful if SI mention clear date of report submission to MCC, so the reader will understand that it happened before the extension contract of PMAP1 is concluded.	The progress made after the completion of the draft report has been inserted throughout the report, where required. See evaluator responses above. Notably, Amendment 2 to the implementer's contract provides additional months for the completion of "task 1 activities". While specific indicator numbers and status of deliverables may have changed, the ET has ensured the implementer's final report was considered in the revision of this report. Additionally, the ET cannot state confidently that the Amendment will ensure successful closeout and the consideration of threats mentioned in this report, particularly considering the specific focus of the amendment itself.	X

Abt + M&E	General	For example, Evaluation Question 3 focuses on the main "challenges" in managing Abt: PMAP1, but is so open-ended that potential lessons learned for MCA-Indonesia, other donors, or other implementing contractors are lost. MCA: Agree with Abt – clearer definition of terms in this regard will be useful for the reader.	This has been provided. See evaluator response to comments in row 21.	X
Abt + M&E	General	Abt: Finally, the recommended revision of the PLUP Theory of Change, while interesting, seems unnecessary and outside the scope of the evaluation MCA: Not agree with Abt, since we need to start from the Theory of Change to develop the evaluation questions.	The ET believes that a more clearly defined project framework within the Indonesia context of 'One Map' allows MCA-I and all implementers to better explain what they are doing and why they are doing it. Basic understanding of the approach and the purpose of the approach was lacking during Phase 1 of this evaluation. The Conceptual Framework portion of the report has been revised for clarity.	X

Stakeholder Comments: MCC Evaluation Management Committee

Reviewer Name/ Institution	Page Number (please reference the number at the bottom of the page)	Comment	Evaluator Responses	Text Revised/Clarified
S. Feld, MCC ESP	General	The sheer volume of the report is impressive and SI demonstrated courage in tackling a very complex task despite earlier unsatisfactory attempts.	Thank you for this comment.	
S. Feld, MCC ESP		M&E decided that due to inability to conduct an assessment of PLUP, the best that could be done was to focus on PMaP1 implementation. Fine. But there seems to have been little effort to tease out what it all means for the rest of PMaPs. The second phase of the evaluation in 2018 will be directly and indirectly impacted by what happens in the rest of the contracts, Informants in the starter districts would not be insulated from whatever happens elsewhere with PMaP. The MCA has enough trouble juggling all the contracts. Will it be able to establish some sort of roadmap from this evaluation?	The ET assumes here that "M&E" refers to "MCC M&E". Based on guidance from MCC's M&E Team, the team conducted a baseline evaluation of the PLUP initiative, focused on PMAP 1 implementation. The report now includes a more accurate description of the type of evaluation conducted (see 'Evaluation Design and Purpose' section). It is intended to capture baseline PLUP outcomes through looking at PMAP 1 locations and implementer(s). In Phase 2, though still being discussed with MCC M&E, the ET hopes to visit districts engaged in PMAPs in addition to PMAP 1 locations to	X

			capture a more comprehensive understanding of the PLUP initiative. The commenter is correct that the evaluation team did not tease out specific recommendations for the remaining PMAPs, as we were specifically instructed not to do so. The ET did, however, offer substantive lessons learned to guide stakeholders toward development of useful recommendations. The presentations conducted in January 2017 will (hopefully) also serve to provide additional input and guidance from the ET on how to make Lessons Learned actionable. The lessons learned from PMAP 1 can be considered in the implementation planning of the other PMAPs, e.g. length of time for implementation, more explicit capacity strengthening to enhance sustainability of the project outputs (enhanced preparedness for product utilization), and better coordination with provincial (BAPPEDA) and national stakeholders (MOHA, BIG and BRG). Even though some PMAPs were launched slightly before	

			and during the evaluation, the lessons learned from PMAP 1 are still applicable with respect to PMAP (both ongoing and future) implementation and management.	

S. Feld, MCC ESP		SI team seems to misunderstand decentralization in the boat metaphor and across the report. Indonesia is not a machine with sub-components, but rather an organic mess. The decentralization process has shown to either promote democratization or empower the most corrupt and regressive local politicians. The report mentions politics a couple of times in the context, but then it is not carried through in the analysis. This, in my opinion, is what is misinforming their assertion that "conflict can arise as a result of the process." This is an anecdote or personal perspective at best and not sustained by any logic.	The ET respectfully disagrees with this comment. Indonesia is indeed an "organic mess", but there is a common logic to how decentralization has been implemented, namely through the conduits of policy and financing that mark the government system. For example, for target rural areas such as in PMAP 1, the central government programs like forestry and mining are extremely important. There are also the levels of government at the district and increasingly village level which at least administratively hold the authority to create meaningful interventions, especially with the recent onset of the village law (and to an extent, with social forestry mechanisms for MOEF). Theories of decentralization, especially with respect to natural resources, all highlight the important elements of upwards and downward accountability for de-concentration, decentralization, and democratization programs (see the volume on this topic by Ribot and Larson, 2013). There are also numerous books and studies on Indonesian Decentralization	X

			(including but not limited to Aspinall and Fealy 2003, see Pradnja piece specifically about natural resources, and Djogo and Syaf; and Bunte and Ufen 2009 volume, especially Bunte chapter 5). More recent works tend to highlight decentralization in a sectoral or comparative approach, but there is also Kimura 2012 who discusses territoriality and provincial level considerations of power. One extremely comprehensive articulation of Land and Development policies in Indonesia can be found in a volume by McCarthy and Robinson, 2016. The authors of this report have a good command of Indonesia and decentralization. Aside from having read extensively on this topic, the authors have geographically relevant background in most of these district areas about how politics unfolds locally. The boat metaphor emerged in this evaluation as a key locus for targeting governance accountability at the scales that this project is working (central, district, and village – the relative	

			absence and role of the Province with legal changes in 2014 should be taken into account by the project, as noted in the report). Governance and accountability reforms that created PLUP were in the broader spirit of policy that emerged out of the excitement and desire to ensure spatial certainty, broadly called One Map efforts that began in 2010, and emerged out of Conference of the Parties in Bali in 2007. This was also bolstered by the geospatial law that was passed in 2011 (Law No. 4). This was the political moment during the time the project was created. The boat metaphor is the conceptualization of PLUP and it is meant to establish a common understanding of the logic of PLUP as implemented by PMAP 1 given the inconsistent understanding of the concept among members of MCC, MCA-I and the implementers. The boat metaphor identifies the logical linkages of the PMAP 1 implementation and its connection to GP to assist in clarifying the purpose of PLUP (its outputs, outcomes and goals).	

			The application of spatial information and accountability can support the more politicized realities of decentralization (what the reviewer calls “organic mess”) with the seemingly more “non-political” effects of engaging in spatial certainty. One of the main points about decentralization is that what we often see is "decentralization without accountability," (Djogo and Syaf 2003) and the boat metaphor articulates how the project can connect to what PLUP is trying to achieve in the context of larger governance interests in Indonesia. The point here is that the broader context should not be lost. At the very least, the project should find its identity with the key reforms it is seeking to engage on and be more explicit about it. Thus village, district, and central (especially MOHA, BIG and MOEF) government institutions are key areas for targeting accountability in development and natural resources. That is why the increasing attention nationally in Indonesia on the village (the village law – 6/2014) means that there are new strategic openings	

			to build capacity and ensure accountability around spatial data and data availability (especially as the new law has explicit requirements for spatial information “hak skala wilayah” and village histories “hak asal usul”). As for conflict, or the point that "conflict can arise as a result of the process", this was a theme that was repeatedly raised by the project implementers and local leaders. The ET would like to be more explicit about why. First, at each district the ET visited, there were longstanding administrative boundary conflicts that the project could not avoid. By engaging on these disputes, tensions have flared and one year is not a timeframe that can successfully address the complexity of these conflicts. This is a serious concern that should be addressed. Second, all respondents mentioned the fact that by engaging in this process, they were able to avoid numerous future conflicts. At the same time, however, by bringing groups together and requiring them to come to agreement	

			about boundaries differences of opinion emerged. As a caveat, the ET understands that conflict is an extremely complex term, but we are using it in the way that programs and policies talk about it in Indonesia. We also, from the EDR stage, ensured that the reader should not view all conflict as bad (see Yasmin et al, 2009 and the democratization and leveling of power interests in conflict situations). The ET has been more explicit in the report about the specific findings about conflict (also see the Step 1 evaluator responses).	

S. Feld, MCC ESP		Another blind spot is that PMaP1 has been not just a pilot for PMAP and Abt but also for the MCA PLUP team which got its own feet wet with that contract. Understanding the challenges for how PLUP can or should be rolled out across the country depends not only on the contractors performance and the field level context but on decisions taken, practices adopted and resources available within the MR 21 building. There is some discussion of MCA-I role as a barrier to implementation in the introduction and in the lessons learned, but to be truly sustainable those management functions would need to be part of a package that either the local government develops (or procures) for itself. How much does contract management and oversight cost?	The report acknowledges PMAP 1 as a pilot, and recognizes that this means it was a 'sensitization' period not only for the implementer but also for MCA-I and MCC counterparts. The ET outlines management issues to be addressed by the various stakeholder (implementers, MCA-I, and MCC) to optimize and further implementation, though the ET could not phrase this in 'recommendation' language. The commenter importantly raises key issues of sustainability. This is not just about management of PLUP by MCA-I, but also about MCA-I's relationship with Central Government actors. Better coordination with MOHA and Menko One Map roundtables would have helped to engage on key management and sustainability factors, for example. When the ET spoke to MOHA, they were extremely eager to see PLUP results. They have been pushed by Menko to produce village maps and they do not know where to obtain them. PLUP could still prove a valuable example to them. Furthermore, it seemed an opportunity was missed during the review of VBS	X

			policy at MOHA, in that the sheer bureaucratic demands of doing 45/2016 does not bode well for VBS implementation in the future. The geodetic accuracy requirements and institutional oversight required continue to remain prohibitive (as the ET also discussed in the Step 1 comments). MOHA do not know how to meet the target of mapping 74,000+ villages, and their coordination with BIG has yielded only 3,000 completed maps, another major coordination stumbling block. The ET believes there is an important discussion to be had by MCA-I about how they see their role (that is not very well documented) being replaced by a coordinating institution like Bappenas. The ET had little headway in understanding the way these relationships will unfold in the future, which made it difficult in this report to discuss longer term management such as costs, staffing, and responsibilities. The ET agrees with the commenter that this is critical for sustainability.	

			Regarding contract management and procurement at the local government level, the ET is unclear about what the commenter is specifically referring to. The ET asked all Asisten I about their interest in implementing VBS/RM for other sub-districts and all mentioned it is cost-prohibitive; they said one possibility for funding would be through an ear-mark from central government funds. To better address findings related to PLUP Management Team responsibilities in ensuring sustainability, the ET has revised the 'sustainability' section of Section IV.A.	
S. Feld, MCC ESP		Another missing element is the scale at which functions should be ideally conducted. Much of the trouble with costing PLUP is that MCA has not zoomed into the issue of economies of scale and geographic logic, but rather has programmed its contracts as a haphazard way to catch up with GP investments. What should be the logic for rolling out PMAP if not linked to GP? Should the provincial governments have a role or are they just a state of mind?	The evaluation was tasked to look at how PLUP was implemented via contractors (in the baseline case, PMAP 1). The report does mention issues of sustainability as they relate to the achievement of PLUP outcomes, but did not specifically investigate how (with what level of resources, for example) the GOI could continue the initiative. This was not one of the evaluation questions, now was financial information provided to the ET. The ET,	

			similar to the commenter, is interested to understand how provincial governments have been included in PLUP or will be in the future. The ET did not receive any satisfactory responses on this question during the baseline, in part because Law 23/2014 is new and was not considered as part of the PMAP 1 design. Even in the current situation, Dinas Kehutanan at the district level will only be reassigned into provincial level KPH in early 2017 – a weak re-centralization strategy and another reiteration of institutional responsibility. The ET did ensure that we met with provincial level actors at every location. They all agreed that the PLUP activities were important and believe should continue. It seems that the project has steadfastly held on to implementation priorities at the district and village levels. We mention the importance of considering the province in Section IV.A of the report (also quoted here): *Respondents also identified a regulatory change that could threaten the use and relevancy of the IMS. As noted in*	

			the Limitations section above, Law No. 23/2014 shifted responsibility for natural resource management from the district to the provincial government. Because of this regulatory environment and the relevancy of these tasks to the provincial level offices, provincial level respondents noted frustration that they knew little about what PMAP 1 was doing in the partner districts. This was particularly true in ET discussions in Jambi. While the PMAP 1 implementer (and contract) was in motion when this regulation was passed, this change means that moving forward, engagement should include provincial stakeholders.	
S. Feld, MCC ESP		The report seems to criticize the gender and inclusivity aspects of the effort so far. With a 20 percent women participation in the VPT despite all the difficulties, the pilot nature of the effort and obvious lack of time for a social undertaking, they seem to have achieve the same gender balance as the 113 and 114th US Senate. A more fair evaluation would be to actually compare inclusivity or VPT and other PMAP efforts against other local level institutions	Thank you for relating this back to the ratios in the United States. The ET does not believe that the gender involvement achieved by PMAP 1 should go unnoticed (it is documented in Section IV of the report). We think that the project has done a good job by institutionalizing this requirement. There are a couple of things that stand out, however (as explained in Evaluation Question 2). First, a lot of the gender inclusion seems to be a	

			form of "tokenism" (as reported by stakeholders); this means that the Kepala Desa's wife (or one of the VPTs' wife), for example, would be in attendance just to ensure that the sign-in sheets were complied and snacks were provided. In other scenarios, we were told that additional women were not considered because they thought the rules required *only* one woman, in turn creating a barrier to additional women joining VPTs. Furthermore, the ET also held FGDs with women who had very limited understanding of the program. Finally, the ET must also be respectful of local custom in the ways that gender norms are articulated. It is always helpful to continue to discuss what practical strategies work in the field for the implementation of VBS/RM. There were some good innovations that team members at the project level encountered. Some facilitators mentioned that they were able to get a lot of women's input because during their consultations, the men were off at work. Furthermore, particular shaming techniques like "let the women have a turn" were	

			effective to make the case for greater gender involvement.	
S. Feld, MCC ESP	General	I think that the feedback I shared back in August on the design still applies to the report as it has been produced. Many of the issues I raised have not been either digested by SI conceptually or applied as context to the interpretation of the results. Please feel free to submit again to SI for their consideration. (email re-sent with comments, too long to paste in here)	The ET appreciates this comment, as the local political economic/ecological contexts are the foundational aspects for approaching policy making. We feel that the diversity of sites in this project make it impossible to go into the amount of depth being proposed here, however. These contextual aspects could vary dramatically within villages of the same subdistrict, for example. The ET respectfully believes that all comments on the Evaluation Design Report were adequately and appropriately included in the evaluation design, analysis, and final report writing. The ET below highlights several responses to the email referenced by the commenter from August 2016, as well as provides some contextual factors that we uncovered during fieldwork (as documented in the	

				report). - For each location the ET visited, the team compiled a list of readings to understand the local political ecology of the region. The team vigorously discussed throughout each visit how to best design a program on spatial certainty that is supportive of local village institutions that are diverse, without playing into the same historical coercive forces that have shaped Indonesia's development. The ET invites the reviewer to explore some of the citations that have been included in the report. - The piece "Death by 1000 Cuts" talks about how political contestation is taking place and threatening forest estate lands through the politicization of road-building projects. The ET believes that the suggested citations by the commenter in this email are problematic. For example, the IFPRI report talks about cinnamon. The ET also reviewed the ICRAF spatial planning efforts by Johana and Agung, which we found simplistic. Interviewed farmers said that land conversion in the area has not included much cinnamon of late. It takes too	

				long to grow, and you only get one harvest, and only those with ample land can afford to set aside the time horizons in this respect. The villages we spoke to seem much more enticed by quick returns, and as much as they would like to avoid it, are considering mining ventures. The threat to land tenure for local communities seems to be abuzz with migrants flooding the upper hills. We did not have direct interactions with these migrants, but mapping interests have had heightened interest according to respondents to ensure that claims are not taken by outsiders converting forest land. We did not come across the Galudra et al 2014 piece until now - thanks for sending this along. This paper highlights the challenges of FPIC, and more so, raises the imperative to explicitly address the tenure conversation which the PMAP program has repeatedly and explicitly sought to avoid. Overall, for the village noted in Jambi, we completely agree with Galudra et al's point, in that there has to be explicit attention devoted to tenure and tenure security.	

			- The August email raises an important paradox of diversity vs generalization, and policy-making that incorporates complexity rather than simplification. As mentioned, the report is already long. To respond to the diversity of contexts, the ET sought to educate the reader through an annex on the 'typologies of conflict' across the different sites. We believe it would be important to continue to facilitate PMAP policy contexts as situated in the local settings. The ET asked MCC for further clarification on this broad comment in December 2016, and the commenter provided the following additional notes (in blue): I think the key weakness is that the SI team chose to see the forest and not the trees. In my email, I remark on localized conditions. I think those were missed. The boat metaphor is, in my view, rather flawed. Nothing is sailing and no one is at the helm. It just provided SI a "vehicle" for conceptual abstraction whereas nuanced description is critical. SI should attempt to present the real	

			variability within the 4 districts (related to social heterogeneity, economic drivers, traditional divisions, land use) which is at present obscured by the artifice of the performance of PMAP1 and its multiple subcontractors. I think that would serve to clarify the nature of conflict and be of greater relevance when MCA and others apply the results to the rest of PMAPs. The ET was given a specific task, guided by five evaluation questions. These questions asked about specifics (performance/progress of the PMAP 1 implementer) and broader topics (whether boundary setting initiatives can lead to green investment). The ET, therefore, was asked to look simultaneously at the trees and the forest. The length and detail of the report demonstrates the effort that the ET brought to this task. The outcome section, in particular, discusses localized contexts in depth (as they relate to outcomes baselines). Much more can be found on these localized contexts in the implementer reports and deliverables. The boat metaphor, as explained in the Step 1	

			comment matrix, is meant to help stakeholders understand and explain the purpose and goal of PLUP - respondents consistently reported an inability to do this. The ET, therefore, attempted to provide a simple tool/metaphor to be used by all stakeholders to ensure the main goal and context of the initiative is not lost. The ET did not take the metaphor as far as identifying a specific stakeholder for the "helm" of the ship. We believe that is the role of both MCA-I and GOI.	
N. Ahmad, MCC GSI	General	Role of MCA I, especially PLUP team and Provincial and district Relationship Managers, BAPPEDA and MOU with Local Government is not mentioned. Can they be part of the the communication for PMAP results?	The report mentions the parties in the comment. Please see 'PLUP Approach and Design' and 'Risks' sections for details. Furthermore, the ET has added clarification regarding the role of Bappeda in the initiative (as defined by the MOU). The ET is not sure what is meant by including these stakeholders in "the communication for PMAP results". These stakeholders are described in the report, were interviewed, and were the focus of specific lessons learned. To better address findings related to PLUP Management Team responsibilities in ensuring sustainability, the ET has revised	X

			the 'sustainability' section of Section IV.A.	
N. Ahmad, MCC GSI	p9	why one FGD with women only in a village in Mamasa included 32 female participants? What are the reasons for doing this in Mamasa and not elsewhere?	The ET sought to conduct FGDs with women villagers in each location visited. The FGD in Mamasa became large because many women wanted to participate and explain the history of boundaries in their village. We see this FGD as a fortunate opportunity and we wish we could have had more forums like this. The local Abt partner here did a great job to set up the meetings in a short amount of time. Due to our short time frame in each of the villages, the ET had to rely heavily on our local connections -- namely the Abt field staff. There seemed to be no other efficient way to establish contact in these remote areas in the timeframe for fieldwork. The ET has added the following footnote to this paragraph in the final report: *Though the ET sought to conduct FGDs with women villagers in every village visited, this depended largely on the support the ET received from the local*	X

			implementer for planning and coordination. The FGD with women villages in Talippuki village was a fortunate occurrence, and one that the ET wishes could have happened in all villages. The ET, in addition to this FGD, talked to many women VPT members and other women stakeholders in PMAP 1, as documented in the report.	
N. Ahmad, MCC GSI	p9	did equal number of women and men participated in village FGD?	The ET is unclear about what FGD is referred to here. The FGDs with VPTs did not include an equal amount of men and women respondents because that is not representative of the make up of VPTs in PMAP 1. The FGDs with women villagers included only women villagers (no men). The total number of men and women respondents for this evaluation is reported in the 'Evaluation Questions and Methodology' section of the report.	
N. Ahmad, MCC GSI	10	"A female ET member conducted FGDs (and informal KIIs) with women separately from men on several occasions for the purpose of capturing their unique perspectives." it seems more than one FGD were conducted with women, contradicts what is stated in p9.	The ET agrees that this sequence of sentences is confusing. The ET has revised the paragraph.	X
N. Ahmad, MCC GSI	11	"Finally, informal discussions with women beneficiaries were conducted in the OSS in Mamasa, Kasang Pudak Village, and in Simpang Talang Tembago Village that provided valuable data to the team." Good to know how many discussions took place and are these village women?	This sentence explains that these conversations happened three times, and included government staff at the OSS and village	

			beneficiaries (meaning VPT members or village leaders) in the two villages mentioned.	
N. Ahmad, MCC GSI	14	*"It is great to have boundaries because then everyone can sleep. You don't have to worry about fighting for boundaries with adjacent villages."* it would have been good if this was discussed/probed in-depth, whether there are ongoing/dormant conflicts between villages over boundaries, how the PMAP process can help resolve/reduce these.	The quote is from an implementer. They were commenting about the general VBS/RM approach and its result. The interview then went more in-depth about challenges and weaknesses in the approach, as detailed in the questionnaires provided in an annex to this report. This quote in particular is talking about results, but is also describing hopes. The issue of conflict is addressed in-depth in Evaluation Question 1 findings and Outcome 2.	
N. Ahmad, MCC GSI	18	"The project documented a total of 394 VPT members (19 percent women). " If VPT consists of a 5 member team, then there should be 570 members in total for 114 villages (including 114 women)	The ET reported the total number of VPT members that the project implementer reported (and documented) in their final report (see page 12 of the final report). The ET agrees that this total does not reflect a total of 5 VPT members for 114 villages. A footnote was added to explain this fact.	X
N. Ahmad, MCC GSI	18	"Participation, in addition to being prescribed according to contract requirements, was also promoted through the use of cash incentives." Poor people are usually daily workers, so it would be important to pay their daily wages, otherwise they will not be able to participate and voice their opinion in VBS.	The ET is not making a judgment about the cash incentives used, but only notes that they were used to encourage participation. There are strong viewpoints about this topic (whether	

			participation should be incentivized or not). The ET believes it would be useful for all PMAPs to set ground rules for this to ensure consistency and ethical approaches to engagement with villages in the VBS/RM process.	
N. Ahmad, MCC GSI	19	the implementer resolved some of 60 existing disputes. It will be good to record the process followed for resolving these, and include it in final evaluation on sustainability of this approaches.	Again, the ET is reporting what the implementer has reported to MCA-I and MCC in their deliverables. The process for resolving these is documented in the various deliverables completed by the implementer over the life of this contract, particularly in the manual on dispute resolution. The implementer had the time (and mandate) to go into much more depth on these specific disputes than the ET did. The ET did, however, provide an in-depth look at several disputes that were discussed during village level meetings throughout the report.	
N. Ahmad, MCC GSI	20	"A respondent from a village in Muaro Jambi indicated the intended use of the village map for a proposal to divide their administrative village boundaries further to establish three new villages as a means for accessing funds (national and regional subsidies, e.g. ADD) sufficient for infrastructure and community development (specifically, a road development and high school, respectively)." Does this process open a can of worms that people can divide village just to get funds from GoI? Is there any established	The evaluation report highlights this potential concern about flagrant requests for further village division in attempts to secure additional national and regional subsidies (Evaluation Question 2. Unintended Negative Results). The laws for dividing in	

		process on how to establish or reasons behind dividing villages?	Indonesia are straightforward. This village in particular fit the population/density and spatial requirements. It is a commonly held fact that the Village Law has led to an increase in Pemekaran. Everyone involved in this project should be aware of this. Furthermore, this project actually helps to create accountability about proliferation, e.g. the way it is happening now vs the clear lines that are being drawn and administered as part of this project. Furthermore, a lot of the conflict in this project emerges out of a perception that villages can get more money if they have larger areas. This leads them to want to try very hard to maintain or increase their size.	
N. Ahmad, MCC GSI	51	did Abt tried specific outreach and information to reach village women so that they can participate? What was challenging to women - the hours of consultation?	The main challenge with engaging women was that men controlled the process. This, in addition to more details, is included in the report. See also the evaluator response in row 7. Furthermore, Abt noted that despite their attempts for greater participation of village women, their participation was generally limited by cultural and social constraints (Abt final report, p. 11).	

N. Ahmad, MCC GSI	51	Abt mentions that due to lack of support from MCAI, they were not able to include marginalized groups in PMAP. Abt's partner WARSI has been working for a long time with marginalized groups and should have been able to develop approaches for this. Was the ET able to interview WARSI on this?	The ET interviewed and interacted with numerous WARSI staff. We also went to the field to conduct boundary setting with them. We found that the WARSI field team were skilled facilitators that understand and have implemented these aspects according to requirements. We also feel they were able to ensure different approaches to reaching certain groups that should not be overlooked (as discussed in Evaluation Question 2). That said, our assessment still stands with respect to this project.	
K.Farley, GP PL	General	Neither the Executive Summary or the Introduction clearly explain how/why we are suddenly using the term PMAP. I know I am a broken record on this but I think it is especially important for this evaluation as the Consultant was implementing all elements, components of PLUP - not some sub-set. This does not come across clearly (on my quick read). The evaluation is evaluating PLUP design/approach, not contractor performance, correct? If it is exclusively evaluating contractor performance vs PLUP design for achieving spatial certainty, then maybe that needs to be more clearly stated in the conclusions, lessons as well. Agree with Sergio that given we are still in early days with other Consultants/PMAPs would like to better understand how these findings and lessons learned will be shared with these implementers, especially the sustainability/exit strategy issue. It would be a pity to	Based on guidance provided by the MCC M&E team during report revisions, the ET has clarified all references to PLUP and PMAP in the report. Important to note is that MCA-I is more familiar with discussing PMAP than PLUP, where MCC respondents talked only of PLUP and less of PMAP. The varying understandings and definitions of this initiative (and its associated contracts) was an ongoing confusion for the ET and led to the development of a Conceptual Framework in the report and detailed parts of the Introduction section. The following sentences in the	X

		lose this opportunity to course correct, adjust based on these findings.	Introduction (and ES) explain the focus of the evaluation: *The primary purpose of this qualitative, pre-post performance evaluation (PE) is to i) evaluate PLUP outputs and outcomes, and ii) establish a baseline of the PMAP 1 outcomes. A secondary purpose is to assess the implementation performance of PMAP 1 in order to inform future PMAP roll-out in other areas. This report details findings, conclusions, and lessons learned from the baseline of the PLUP evaluation PE.* The ET also re-organized the order of the information presented in the report to make the purpose more clear. Regarding the commenters final statement, the ET fully agrees. The ET could not develop specific, targeted recommendations (as per MCC policy); however, we are interested in assisting MCC and MCA-I (and PMAP contractors) with making actionable the lessons learned presented in this report. The ET also agrees with the commenter that these findings should be shared widely, particularly with PMAP	

			contractors. The ET will assist in any way it is permitted to facilitate this.	
L. Rolfes, MCC Land	5	Re: this line: "MCA-I respondents did note, however, that no project design document was developed before or after the release of the RFP" The terms of reference itself is the project design in this instance. But I agree that a separate project design document would have been helpful. The former is MCC standard operating procedure in my experience.	Thank you for this clarification. The ET has added text to this section to document the development of the TOR.	X
T. Wray, MCC RCM	General	I did another read through and don't have any more comments to offer at this point. I see that the report reflects a couple of comments I made previously regarding gender roles and contract management issues.	The ET acknowledges this comment.	
K. Barthel, MCC Land	General	In general I think it is a fair report and certainly provides us with some areas to focus on going forward. I know I will use it in managing MCA better in 2017. I think they may have overemphasized unreadiness. Lets face it most of the issues on the whole GP stem from rush into EIF, change in coordination etc. and the resulting confusion and meandering. I do think that the evaluation could have been better if it happened later. PMAP1 was so badly delayed and off track that if really was not ready for evaluation. Really it	Thank you for this comment, and the ET certainly hopes these findings can be used for improving and fine-tuning future work. The lack of readiness is reported as it happened, as well as the consequences (e.g. the leap-frogging of the grant financing to support private sector investment over PMAPs).	

		wont be ready for full evaluation until possibly late December.	Lastly, it is plausible that the evaluation could have occurred after the outputs were completed (e.g. in Dec 2016); however information gathering (particularly access to relevant stakeholders) would have been more difficult as the implementers' contracts would have completed and the individuals dispersed. Furthermore, waiting any longer loses the opportunity to think about strategic restructuring for other PMAPs. The ET believes that the findings from this evaluation provide useful and actionable guidance that can lead to improvements in the PLUP initiative.	
S. Patel, MCC M&E	General	Per discussions related to finalizing the EDR, the report should be careful about the use of PMAP vs. PLUP. The evaluation is assessing PLUP by studying the first phase of implementation of PLUP, i.e. PMAP I. When referring to implementation or perhaps outputs, PMAP I may be appropriate. When referring to the theory of change or outcomes, PLUP is appropriate, as it is the intervention/project design. I made some suggestions in the early part of the document, but not throughout.	The ET has reviewed and revised necessary PMAP and PLUP references, ensuring there is a match between the report and the EDR.	X
S. Patel, MCC M&E	viii/exec summary	Please specify that this is a qualitative pre-post performance evaluation	Revised.	X

S. Patel, MCC M&E	ix	In the second paragraph about sampling, the report refers to Phase 1 and Phase 2 of PMAP I implementation. The Exec Summary previously referred to Phase 1 and 2 of the evaluation. To avoid confusion, I suggest clarifying that you mean program implementation phases or not refer to the particular phases.	Phases in reference to the evaluation have now been adjusted. The evaluation will be discussed as 'round 1' (the baseline) and 'round 2' (the endline), previously referenced as phase 1 and phase 2 of the evaluation. The phases of PMAP 1 implementation remain as 'phases'.	X
S. Patel, MCC M&E	x	In the second paragraph about unique investment contexts, what type of change was being referenced in "Mamasa is preparing for a tremendous amount of change"?	This is a reference to road-building that the ET saw happening everywhere in the district. Road building leads to transformative development changes, as is true across Indonesia. This also has concerns for a run on natural resources that tend to occur around road-building projects. Secondly, road building also results in a high demand for materials. The ET saw numerous gravel mines along the road to support road building efforts. These are some of the most lucrative permits taking place and causing conflict across villages in terms of access rights. In the ET's interviews in Mamasa, the local government (OSS) reported that the district is anticipating a significant increase in license requests in 2017. Permits and licenses for	X

			processing will increase from 19 to 83 - likely reflecting increases in potential investments to the district, linked to road-building. The ET believes that the ES is now more clear about what 'change' is being referred to. The text now reads (slight punctuation change only): *The evaluation found unique investment contexts in each district; for example, while Muaro Jambi is trying to get a handle on licensing of multiple and, at times, overlapping permits, Mamasa is preparing for a tremendous amount of change - road construction and development at regional outposts is a strong indication of this.* Later on in the report in Outcome 9 (where this point is summarized from), the ET explains this district's context in more detail.	
S. Patel, MCC M&E	Intro	I suggest adding a sub-section to the introduction that explains the organization of the report. I would also separate the discussions of PLUP vs. PMAP more. You'll see at least one other comment about the confusion between PLUP and PMAP. I would keep section A limited to PLUP and would also reference Annex X for more detail on the program logic, if it's not already referenced in there (also see comment in the text about where I would suggest starting Section A). I would not mention PMAP1 and its details until Section B. The tasks	Thank you for these suggestions. These changes have been made to the organization and content in the Introduction section. Section 1.A is 'Report Organization'; Section 1.B is 'Background'; Section 1.C is 'PLUP Design and Approach' (only referencing the PMAP 1 contract where necessary); and Section	X

		1-4 and outcomes should fall under PLUP, not PMAP1. When introducing PMAP1 in Section B, it's important to explain there why you're highlighting it, i.e. the PLUP evaluation is focusing on the work of PMAP1.	1.D is 'PMAP 1 Instrument'. Annex II (PMAP 1 Logic) is referenced in Section C. While Section D does introduce the PMAP 1 Instrument, the reason for focusing on the instrument in this evaluation are presented in Section III ('Evaluation Design and Methodology').	
S. Patel, MCC M&E	Intro	In the PLUP design section (A), please include a description of the program participants (who is being targeted and why). This is part of the final report template. You don't have to provide a huge amount of detail, but it will be helpful for readers.	This has been added. The added text follows: *These tasks (and the associated activities) involve a wide range of beneficiaries and target groups including (but not limited to) village members, village leaders, sub-district government officials, and district level Bappeda and OSS officials.* The ET also added a table to more clearly describe these targeted groups.	X
S. Patel, MCC M&E	Intro	In the PMAP section (B), please note the value of the PMAP1 contract. Let me know if you don't have it. (this is part of the final report template)	This has been added, and the text follows: *The original award was a total value of $3,643,475 and was followed by two amendments, the first of which both extended the period of performance (to 15 months) and increased the total value of the contract (to $3,735,657, and the second of which extended the period of performance (to 18 months).*	X

S. Patel, MCC M&E	3	The second paragraph about the revision of the program logic to identify outcomes is not entirely accurate. MCC provided most of the listed outcomes to SI during discussions in 2015. It is completely fair to say those were further elaborated by SI, but we did have documentation of the specific outcomes targeted in the PLUP program logic. I don't see an Appendix A in the document, which is referred to in footnote 10 so I'm not sure which version of the logic is being referenced (do you mean Annex X?). If it's referencing the GP Project logic, then it is true that there is very little information about the PLUP theory of change. But there is a PLUP-specific logic that is detailed and was the basis of the first draft of the EDR; it lists most of the outcomes being evaluated.	First, Appendix A is referring to an Appendix in the PMAP 1 Contract (not in the evaluation report). This has been clarified in the report so that it does not cause confusion. This program logic may include some of the final PLUP outcomes, but is complex and unnecessarily confusing, which is what led the ET to develop Annex II in the design stage of the evaluation. Second, Annex II includes a PMAP 1 Program Logic that the ET put together and first proposed in the Evaluation Design Report. Third, we have revised this sentence to read as follows to better capture the history of outcome elaboration (thank you for this note): *After stakeholder consultation, document review, and a scoping trip , the ET offered revisions to project outcomes included in Figure 1.*	X
S. Patel, MCC M&E	5	The point about MCA respondents noting that there was no project design document doesn't belong in the introduction. It should be part of the implementation study/process evaluation findings (see later note on report structure).	As this is part of explaining the background of the project and design stage, we have retained it in this section but have adjusted the wording so that it does not read like a findings. The revised text is as follows: *No project design document (in addition to the Terms of Reference) was*	X

			developed before or after the release of the RFP. Furthermore, little operational planning was completed before the launch of this contract (and the Compact), leading to implementation challenges that will be detailed in Section IV.C (Evaluation Question 3).	
S. Patel, MCC M&E	5	In the reference to starter districts (last paragraph), perhaps it would be useful to clarify that these were considered starter districts for GP as a whole, i.e. the first areas of focus for GP work.	Revised. The added text is as follows: *These locations were starter districts not only for PMAP 1 but also GP, as they were the first areas of focus for GP work.*	X
S. Patel, MCC M&E	6	Final paragraph - please specify pre/post when introducing the evaluation approach	Revised.	X
S. Patel, MCC M&E	7	Re: first sentence. PMAP 1 may not end up being the only contract that includes Tasks 1-4. I suggest rewording to clarify that at the time of eval design, it was understood that Tasks 1 and 2-4 would be conducted through separate contracts in districts beyond the first four.	Revised as requested.	X

S. Patel, MCC M&E	7	Having finished the report, I see that you have essentially done a process evaluation/implementation study to look at outputs and EQ 3, a baseline study for EQ1, and an evaluation of all EQ. I think this should be laid out in the evaluation approach and earlier in the intro (see later comments on organization of the report)	The ET and the MCC M&E Team had extensive follow up emails and conversations about this point. The original organization of report information was based on the ET's understanding of the assignment at the time: a performance evaluation of PMAP 1 (post implementation) + baseline study for anticipated outcomes from PLUP. It became clear during (and post) fieldwork that PMAP 1 was not complete with implementation. Though this would seem to lend some of the information in the report to a 'process evaluation' orientation, the ET would like to propose instead the organization of information listed below (and now reflected in the report). If we were, from the beginning, looking for "completeness to date", as we would have in a true process evaluation, we would not make as strong of statements (based on strong responses from respondents) regarding project implementation (and, for example, lack of concrete output delivery at what they believed/perceived to be the end of the project). The ET has re-organized the information in the	X

			report according to the following outline. This has also been explained in the new Section I.A (Report Organization). I. Introduction II. Literature Review II. Evaluation Design and Purpose IV. Findings A. Evaluation of PMAP 1 (Activities and Outputs - part of Evaluation Question 1; Evaluation Question 3) B. Baseline for PLUP Outcomes (Evaluation Question 1; Evaluation Question 2; Evaluation Question 4) C. Link between PLUP and GP (Evaluation Question 5) V. Conclusions VI. Risks	
S. Patel, MCC M&E	7	I suggest including a note about the timing of data collection and how it ended up being early. And/or how the PMAP1 contract ended up getting extended to allow for the completion of outputs. There needs to be an upfront explanation about the fact that some outputs could not be assessed because implementation was delayed and the ET was not aware. I think one of Rini's comments also gets at this.	The ET has revised this paragraph to read as follows: *Of particular note is that the first round of data collection for the PE occurred a) after the implementation of PMAP 1 started, and in some districts, b) was nearing completion (August – December 2016). To point a, this timing for baseline data collection was proposed because prior to the procurement of PMAP 1, there was not an agreed upon*	X

			articulation of outputs or outcomes (as noted in the design section above). If baseline data had been collected before implementation, there would have been a risk of having to collect additional data after implementation when the outputs and outcomes became clearer. To point b, the ET only became aware of the extended period of performance for the project post-fieldwork (when the extension was signed). Some outputs could not be assessed because implementation was delayed and the ET was not aware at the time of evaluation design.	
S. Patel, MCC M&E	8	Please revise the EQ table to align with final revisions to the EDR (PLUP vs. PMAP)	Revised.	X
S. Patel, MCC M&E	8	Please include sub-heading for study sample discussion	Added.	X
S. Patel, MCC M&E	11	Re: discussion of data delivery: DRB = Disclosure Review Board. In the process of updating MCC's data guidelines, we realized we had been incorrectly using the terms "anonymization/anonymized" and should instead use the terms "de-identification/de-identified". I also don't think it's accurate to call the data "fully" anonymized or de-identified. To be perfectly accurate, I suggest noting that a data set with direct identifiers removed was delivered to MCC. Since the DRB is not going to review the data set at this stage, I suggest stating that the data set is compliant with MCC requirements, rather than DRB.	Revised.	X

S. Patel, MCC M&E	11	Re: Evaluation audience. This paragraph is problematic. MCC is the holder of the evaluation contract, but we do not consider ourselves alone to be the primary audience of the evaluation. The findings are not only reviewed by MCA-I, but also implementers and government stakeholders. This is process information that I don't think belongs in the report. The purpose of the evaluation is to independently assess the achievement of intended outputs and outcomes. MCC and MCA-I may use that assessment to inform programmatic decisions, but I wouldn't say that is the primary intent; it's a positive externality. Finally, the dates for final dissemination may change slightly. Is this discussion of process necessary here vs. later? I suggest including an administrative annex that covers the following (this is noted in the baseline report template): 7. Administrative 7.1. Summary of Institutional Review Board requirements and clearances (in-country, international) 7.2. Data Access, Privacy and Documentation Plan [move the data discussion here] 7.3. Dissemination Plan (description of products and on-line, presentation dissemination efforts) [move any dissemination discussions here] 7.4. Evaluation Team roles and responsibilities [include bio of ET members]	Annex IV now contains all 'Evaluation Administration' details, as requested here. The section on evaluation audience is now revised and included in Annex IV. The revised text is included here: *There are multiple audiences for this evaluation, including MCC, MCA-I, PMAP contractors, and GOI (particularly MOHA and BIG). The evaluation findings will be shared and reviewed by these audiences. This evaluation is intended to independently assess the achievement of intended outputs and outcomes, and to hopefully inform decisions regarding current (and forthcoming) PMAP contracts, PLUP project closeout and sustainability, and post-Compact VBS/RM work in Indonesia. Preliminary findings were disseminated to MCC and MCA-I in September and October 2016. The ET will present the final report to MCC, MCA-I and GOI in 2017. Further dissemination of the report findings beyond these audiences will be directed by MCC.*	X
S. Patel, MCC M&E	11	Report template	The commenter clarified that this comment does not require any revisions.	

S. Patel, MCC M&E	12+ Findings - EQ1	The content of the discussions is very good and helpful, but one has to read the report very carefully to make sure they understand how the information fits into the structure of the evaluation, i.e. what's the baseline, what's the finding, what's just context. Few people will be able to read it this carefully, so I think more effort on the organization/structuring/formatting would go a long way. I think sub-headings would help. See later comment on suggested structure of report.	See evaluator response in Row 37.	X
S. Patel, MCC M&E	12+ Findings - EQ1	For consistency, I suggest naming the geographic level sections similarly, e.g. the village, the district, the country or village level, district level, national level, etc. Where you have concluding paragraphs for the whole outcome, I suggest putting a header for conclusion so that it's clear it's for the whole section, not just the last geographic sub-section	These revisions have been made to the Outcomes section.	X
S. Patel, MCC M&E	12	Re: "and to the fact that the PMAP contracts do not all implement Task 1 together with Task 2, 3, and 4." With what you know now, do you still think the separation of Task 1 and 2-4 among different implementers would present a challenge to achieving the intended results? It seems like these sets of tasks are separable enough that it wouldn't necessarily mean that achievement of outcomes in the non-starter districts should be impeded. When the evaluation was originally designed, there was some uncertainty about whether/how Task 1 would be completed in non-starter districts.	The ET now believes that lumping the tasks together allows for strategic discussions with government counterparts. It makes it part of a thematic approach of spatial certainty. The implementation can be separated among contractors, but this overlooks the larger problem, namely that the D/RMs and MCA-I teams require a more intensive engagement with their partners to oversee and manage the process. Additionally, the utility of the outputs would be different if the tasks were separated between	

			contractors in the same district(s) and that would shape the subsequent desired outcome. For example, the Task 1 VBS/RM output has multiple uses at 1) the village (e.g. community planning, village administration, support/use for economic development), and 2) at the sub-district and district level which would feed into Tasks 2 -4 (e.g. to inform corrections to spatial plans, licenses/permits, promotion for regional investment). The former (1) would likely lead to Outcomes 1 and 2, however in the latter case (2), the long-term Outcomes 7 and 8 may not be coherent (connected) without the integration of Task 1 to 2-4. Relevant information and benefits of bottom-up planning would be lost in the event Task 1 is not integrated with Tasks 2-4. An important characteristic of PMAP 1 (PLUP) is the threading of land use planning (tools) from the village level to inform regional spatial planning, which then informs national level planning. A possible work-around is to have the coordination of the different implementers operating in the	

			same geographical area (village, sub-district and district). A big weakness of the current implementation is the focus on production of the outputs (maps, pillars, geo-spatial information) and limited focus on the utility of the outputs and community and agency capacity of use. Admittedly, effort was made on the latter, but time was a limiting factor. There seems to be a prevailing thought that mere production of the outputs would lead to utility. Utility is a topic beyond mere separation of tasks, and implies the need for a more meticulous integration of a capacity assessment, action plan and follow-through strengthening measures (particularly if the project wants to address community planning at Task 1). With roughly 1.5 years remaining for the Compact, there is not a lot of time left.	
S. Patel, MCC M&E	15	Outputs table. The reporting on indicator 1 is confusing because of the reasons you discuss in the narrative. It's not clear to me whether the segments reported as having been completed are actually formalized by bupati decree. I suggest you report segments complete as a different indicator to avoid confusion. Please also define what is meant by completed segments. Does it	The ET is reporting exactly what the project reports (indicator language from the contract, and indicator definitions from MCA-I M&E team), and how they explain and define their indicators. The ET fully agrees that many aspects of the table are confusing	X

		simply mean that those segments have achieved inter-village agreement?	(leading to many footnotes and follow explanations). For indicator 1, the project reports 305 segments as 'completed'. In the ET's perspective, however, this number should technically be 0 considering the definition of the indicator and the lack of a Bupati Decree. The ET does not feel it appropriate to establish new indicators for the project, but wants to document how the project is reporting against this indicator, why they are doing so, and where there are inconsistencies or confusion. The ET agrees with the commenter that a different indicator should be used to report segments - and this should be recommended to MCA-I and the PMAP contractors. The ET has added a footnote to explain what 'completed' means in this context.	
S. Patel, MCC M&E	16	You switch between saying the project claims or the implementer notes. Since the source you are drawing from is the implementer report, it is probably better to stick to that. If the source is something produced by MCA or MCC, then use the project.	Revised.	X
S. Patel, MCC M&E	27-28	The baseline conditions at the district level are not perfectly clear because they are described in the present tense. Please clarify how you are defining pre and post in this setting, or consider adjusting tenses.	This comment is referring to the district section in Outcome 1. The tenses have been revised for clarity.	X

S. Patel, MCC M&E	28	In the spatial certainty paragraph, I suggest making clearer what is an outcome and what is an expectation of an outcome. The first sentence makes it sound like increased spatial certainty has occurred (particularly if someone reads quickly). I suggest starting that paragraph with a statement about what you were and were not able to assess at this stage and why (i.e. could discuss likely pathways of improvement in spatial certainty but could not assess this outcome yet because of xyz).	The ET has revised this paragraph.	X
S. Patel, MCC M&E	28	The concluding sentence about the district-level effects on outcome 1 is not clear. Can you not state that it was too early to assess changes in this outcome, but it will be assessed in Phase 2 and then explain how related conclusions can be drawn from the other outcome discussions?	The ET has revised this sentence.	X
S. Patel, MCC M&E	30	Prior to the conclusion paragraph for Outcome 2, I wonder if it should be noted that the ET investigated whether the PLUP program would be able to / had plans to provide follow-up support for ongoing/resurfaced disputes, but, per the design, there was no contingency for this. You can obviously phrase it how you see fit, but I don't think the report drives home the point the program design did not address this identified problem/risk.	The ET added this information prior to the conclusion paragraph. It reads as follows: *The ET investigated whether the implementer (or MCA-I) would be able to and/or had plans to provide follow-up support for ongoing disputes; however there was no contingency planned as this was not an apparent risk at the onset of the PLUP preparations (with the lack of a project design document).*	X
S. Patel, MCC M&E	31	I can't tell whether there is a discussion of baseline conditions for outcome 3 at the village level. Please clarify.	The ET has revised this section of the outcome. The key paragraph explaining the baseline at the village level is included here: *The ET learned that there is very low*	X

			capacity for fulfilling key administrative portions of this law at the baseline (e.g. village spatial accounting and village histories and profiles, and more broadly village planning, or rencana tata ruang desa). Capacities varied among the sites the ET visited. For one sub-district the ET visited however, the capacity of village accounting systems were so low that every village in the sub-district submitted a copy of the same development plan. This has led to a limited ability to access the full funding allocation streams due to poor reporting capabilities.	
S. Patel, MCC M&E	32	Please make the baseline vs. effects of the program on outcome 3 clearer in the district section.	This has been clarified. The introduction to the outcomes section clarifies how information is presented. The ET has also revised the order of findings within each of the outcomes.	X
S. Patel, MCC M&E	33	Please organize the discussion of outcome 3 at the national level into a pre and post context (or baseline vs. impact/effects). I don't think you can assess the impact at the national level yet, and if that is correct, it would be helpful to state so explicitly. This outcome section is hard to follow.	The national level is not a targeted level of influence by the project, though the ET has included it in the baselines for the outcomes where it holds key significance for the ultimate achievement of the outcome. This makes it less helpful to talk about 'pre' and 'post' PMAP 1 (as no change is necessarily	X

			expected). The entire national level section for this outcome explains the baseline, therefore. Sentences have been added in this outcome to clarify this point.	
S. Patel, MCC M&E	34	The village-level discussion of outcome 4 seems to go back and forth between baseline and assessing effects. Similar to previous comments, please clarify.	This has been revised.	X
S. Patel, MCC M&E	34-35	Please establish baseline vs. effects for district level outcome 4. If you can't / no effects yet, please explain. For the national level, please reiterate that effects will be assessed during phase 2.	This has been revised.	X
S. Patel, MCC M&E	35	Outcome 5: Please try to structure each outcome section similarly so that the reader knows what to expect. For the village level, was there anything from interviews outside of Merangin that echoed the KD's sentiment in the quote such that you could make a broader statement about baseline conditions? This section seems to leave the discussion of baseline to the quote alone.	The national level is not a targeted level of influence by the project, though the ET has included it in the baselines for the outcomes where it holds key significance for the ultimate achievement of the outcome. This makes it less helpful to talk about 'pre' and 'post' PMAP 1 (as no change is necessarily expected). The national level section for this outcome explains the baseline, therefore. The national level may be considered at the endline, though it is important to note that the national level is not a targeted group for the intervention (at least as implemented by the PMAP 1 contract).	X

S. Patel, MCC M&E	37	Outcome 6: Please explain how you're assessing this outcome or changes related to this outcome. There is no discussion of a baseline, which may be appropriate since the outcome is related to conformance to the a new land use plan. But it depends on what variables you are considering to assess this outcome. Did you get a sense of what land use conformance to existing plans looked like prior to PLUP?	Please see the evaluator response in row 108.	X
S. Patel, MCC M&E	38	Starter districts: I'm not sure what to make of the district-level discussion in the context of an evaluation report. The quote explains describes the complexity, but what is the evaluative purpose of the quote? Please this useful information in the context of the evaluation. Is all you're able to discuss at this point potential ways PLUP can address conformance? Or are you making the case that conformance is an important issue? Both of those points are fine, but they need to be stated as such and distinguished from a baseline or program effect.	This section has been revised to provide clarity regarding the purpose of the quote, and also the district level discussion of both pre-PMAP 1 and post-PMAP 1 contexts.	X
S. Patel, MCC M&E	40	Outcome 7: Please clarify how the team is measuring this outcome. I was expecting this analysis to compare the type/level/accuracy of prior data to what was produced via PLUP. That may have meant comparing no documented data to what was produced by PLUP. But this discussion seems to be commenting on the PLUP products available so far, which belongs in the process evaluation section at the start of the report. The baseline scenario isn't well defined. The EDR described the following indicators for Outcome 7, but I don't see baseline levels for any of them in this section: -Changes in village mapping/database systems -Change in availability of data -Change in boundary agreements across villages and other claimants	As noted in the outcomes section, this outcome is related to outcomes 1, 5 and 6. Prior to PLUP, there was data, as documented in those outcomes and in Section IV.A. The data, however, was not consolidated and was inccurate and overlapping. Most of PLUP tasks were related to consolidating this information and organizing it in a government-approved away. Therefore, the presentation of data in this outcome represents *existing* data (or the baseline). The endline, in comparison, will	X

		-Acknowledgement, uses, and awareness of spatial information management systems among key stakeholders involved in land use planning, management and permitting	look at the status of this consolidated data after several years of use and (hopeful) updates. Regarding the EDR, the evaluation matrix represents the ET's plans for measurement of each outcome. These plans changed significantly once the team got to the field considering the status of the project, its outputs, and the availability of the data (see Annex VIII discussion).There will not be a lot to review in round 2 of the evaluation if the transition of "giving back" the data to its users is not facilitated in a way that builds capacity to ensure the use of data as a planning tool. Also see response to Shreena Patel comment in the tracked changes version of the report, which states: *This has been clarified. This is talking about spatial and land use data. PLUP did not attempt to make "new" data, but rather to consolidate it and improve it (if necessary) to help promote better land use planning and conformance. PLUP, therefore, focused first on consolidation (to make sure the data actually existed) and then*	

			focused on training/capacity building about how to maintain data, use it, and share it. This outcome has been revised to provide more clarity about the baseline context. Also note comment in Row 111.	
S. Patel, MCC M&E	42	Outcome 8: Please explain that, given the framing of this particular evaluation question and outcome, there is no baseline. My understanding from the EDR was that this would be evaluated by assessing the dissemination of PLUP products/systems beyond the village. The report explains this second part, but not the first.	Thank you for this note. The ET has clarified the introduction to this outcome.	X
S. Patel, MCC M&E	44	National level (outcome 9): I think it would help to separate current conditions from how PLUP might be addressing/improving upon them into separate paragraphs. Going along with the general comment about structuring the outcomes section, it's not clear how to interpret the information about the MCA team coordinating between BIG and districts. Is that just a description of project design or an indication of potential future impact?	To clarify, PLUP does not target change at the national level specifically. The ET has included comments at the national level in the baseline report to provide more thorough and detailed context of all the levels that affect these outcomes (from the village to the national level). The description of MCA-I at this level relates to the Sustainability section at the end of Section IV.A. MCA-I has a responsibility to be working at this national level, but their role is not clarified or set in stone, and they are conducting	X

			work at the national level without a systematic approach or organized activities. The ET was surprised how little coordination had gone on with central government actors (MCA with MOHA and BIG) at the time of round 1 data collection. There is a risk that the products of this project are "rendered technical" rather than supporting governance ends that empower stakeholders involvement in the planning and decision-making processes. This outcome has been revised to provide more clarity.	
S. Patel, MCC M&E	44	Starter districts: It would help to follow the long quote from the IMS training in Mamuju with the ET's summary of what that tells us. I think the takeaway is that each geographic area seemed to be dealing with a different type of permit with no coordination, but I'm not sure that's right.	This quote is saying something much more fundamental - the permitting process is taking place within the Bupati's office without implementing key reforms of the OSS. This means that the internal processes of permitting are still opaque. Furthermore, the Bupati's key cabinet staff are busy facilitating this role rather than doing the development job that he/she's been assigned to do. In essence, licensing and permiting processes and reforms are really far behind in this district. This round 1 viewpoint shows that nothing is really up and running yet - if you want to	X

			have an IMS, you need to have the OSS. This has been clarified. See the added text here: *This quote highlights the deep interests of the district stakeholders to consolidate roles and coordinate more effectively and shows the progress just now being made toward the development and promotion of a more coordinated approach (through this system).*	
S. Patel, MCC M&E	44	The present tense in the second paragraph of Starter districts makes it hard to know whether the description is of baseline or impact. Separating out / identifying a baseline section will help. Is the Muaro Jambi anecdote about the online application a result of the PLUP intervention?	The information in this paragraph is all baseline information. Note that based on the explanation now at the beginning of the outcome section, T1 is the baseline for this outcome (or data from the time of the evaluation). Where changes related to PLUP activities were noted, the ET has added clarified text to this outcome. The anecdote about Muaro Jambi is an important one here. They are saying that the OSS reforms are a good thing, but it does not really lead to greater efficiency. The only difference is that the investor does not have to go to all the offices, but in terms of reducing time, it just shifts the process, and doesn't speed things up.	X

S. Patel, MCC M&E	46	The OSS discussion needs to be contextualized. Is this an indication of potential impact of PLUP / interest in PLUP or an effect of PLUP? Or is it confirming that nothing like IMS is being used by OSS at baseline?	The ET believes this comment is about the paragraphs starting with the following: 1) *Amidst these baseline differences*… and 2) *Interviewed OSS all indicated eagerness.*.These paragraphs follow the discussion of each district and their baseline capacity for permitting and licensing (including details of current efficiency issues). At paragraphs 1 and 2 noted here, the ET shifts discussion from the differences identified in the districts to the similarities, noteably in t**he willingness and ability** to improve efficiency if spatial planning better incorporated the OSS (indicators of a well targeted intervention, but not a comment on effect). The first sentence of paragraph 1 says: ...*all the districts articulated **the potential for efficiency** if spatial planning and OSS could work together to coordinate spatial data and come up with the appropriate standard operating procedures.* This entire outcome is largely about the OSS considering this is about licensing and permitting. These paragraphs explain how PLUP is well targeted to the willingness and perspective	X

			of the stakeholders the ET talked to (about how to improve efficiency). The PLUP team took the exact needs of the OSS into consideration into the development of the IMS. This is not detailing the effect of PLUP yet (as noted earlier for longterm outcomes, effects cannot yet be identified), but rather explaining good/positive indications of endline effect/change in this outcome because of the actions taken by PLUP with these districts (in designing and tailored system for them). The ET has added in several clarifications in this section to guide the reader.	
S. Patel, MCC M&E	47	Sustainability: This might be a good opportunity to reiterate some of the sustainability issues raised in the discussion of EQ1, including unresolved conflicts or lack of internet for IMS. This would drive home these points for the reader.	This section has been moved to follow the presentation of PMAP 1 progress (Section IV.A). This section now includes information about the MCA-I PLUP Management team and other sustainability issues raised throughout the section.	X
S. Patel, MCC M&E	55	End of EQ3 discussion: Is there anything from the implementer perspective that can be included for balance (re: MCC and MCA critique of implementer)? I know earlier parts of this section chronicled some of the challenges experienced by the implementer, but the section ends on a definitive negative take on the implementer's work. I see how the preceding paragraphs explained that the implementer thought	The ET shifted this discussion to the 'barriers' findings of this evaluation question from the 'overcoming barriers' findings. This allows for better flow, and does not unnecessarily end the section on a negative note.	X

		they delivered well considering the challenges, but I'm just wondering if there's anything more that responds to the MCA/MCC critiques.		
S. Patel, MCC M&E	58-59	EQ 5: I suggest including discussion/a statement about the fact that the second part of the question (what evidence does the eval find) will be answered in Phase 2 of the eval. I didn't see that in this section, though may have missed it.	Added.	X
S. Patel, MCC M&E	61	Conclusions first sentence: Phase 1 has covered 3 things, as demonstrated by the report: (1) Process evaluation of PMAP1, (2) Establishing baselines for EQ1, (3) Answering Eqs at an interim stage (vs. ideal endline timing). I think this needs to be clarified better throughout the report to help the reader follow/digest the information provided. This is a baseline/interim report serving multiple purposes. The baseline is for outcomes, then there is a process evaluation, then there is an interim assessment of outcomes. I will suggest ways to potentially restructure the report in another comment.	See Row 37 which presents the revised organization of report information. The Conclusions section has also been adjusted to reflect this new organization of findings.	
S. Patel, MCC M&E	62+	Theory of Change: This section starts by noting confusion about PLUP vs. PMAP but doesn't address this. It doesn't make sense to refer to "PMAP1" Task 1 in this section, because the four tasks are consistent across PLUP. This section shouldn't need to refer to PMAP, just PLUP. However you may want to address the questions about PMAP vs. PLUP from your perspective. My perspective is that PMAPs are just the implementation of the PLUP design in different locations. And yes, sometimes task 1 is implemented by a different implementer from tasks 2-4, but they are supposed to	This section has been revised.	X

		be doing the same things (outputs). The PMAPs will presumably perform better over time, having the benefit of learning from prior experiences, but all will face unique challenges given the local context. I personally don't think the PMAP/PLUP distinction is extremely relevant for the theory of change discussion.		
S. Patel, MCC M&E	65	Please clarify the point being made in paragraph 1 of Section A (PLUP Design and Approach). I think the point is about the need for further follow-up by PLUP in the four districts, but the last few sentences threw me off. The contract extension isn't likely to add to the scope of PLUP's work in the way that I think you're advocating for. It may be clearer to say something like "the findings of the evaluation indicate there is a risk to the long-term achievement and sustainability of outcomes due to the lack of engagement by PLUP after completion of outputs." ... "or due to the conceptualization of outputs as the delivery of boundaries and IMS without further support on the use of these tools".	This section has been revised as requested. The main point of the paragraph is to highlight that the design and approach of PLUP did not allow for sufficient time/plan for follow up in PLUP districts. This is a key risk. The paragraph now reads: *PMAP 1 as a pilot of the PLUP approach was able to adhere to complex and untested regulations, apply principles of participation, and use modern technology. The eventual legalization of the village boundaries through District Head Decrees would be an unprecedented achievement in Indonesia and a legacy of PLUP. Stakeholders at the village and district levels, however, were eager for updates regarding PLUP outputs and follow-up plans. MCA-I's early engagement through the MSF's and MOU's created much anticipation for the starter villages and districts. Now,*	X

			with the impending closure of PMAP 1 after just 15-months, there are heightened expectations about follow-up that would be meaningful for communities, such as actual delivery of outputs and links to GP Facility Investments. The findings of the baseline evaluation indicate there is a risk to the long-term achievement and sustainability of PLUP outputs and outcomes due to the conceptualization of outputs as the delivery of boundaries and IMS without further support on the use of these tools to achieve outcomes and ultimate PLUP goals. MCA-I is currently exploring both a) an extension for the PMAP 1 contractor and b) the link between PLUP outputs and GP Facility Investments (e.g. Windows 3A). Such actions would allow for the delivery of PMAP 1 outputs, at a minimum.	
S. Patel, MCC M&E	65	Final paragraph: the line about "a possible step" is getting close to a recommendation. I suggest rephrasing as something like " clear communication about the PLUP TOC within GP is critical to achieving xyz"	This has been revised.	X
S. Patel, MCC M&E	66	I don't understand the linkage between the TOC point on the previous page and the longer discussion about safeguards. Please clarify the lesson or risk. Maybe safeguards are the xyz in the proposed sentence above?	This section has been removed. The ET agrees that this does not fit well in this paragraph, and is	X

			better covered in other areas discussing safeguards.	
S. Patel, MCC M&E	66	Does the discussion about the value of maps need to be framed as part of a proposed advocacy approach? Could the finding be framed as something like: there was a lack of maps, which poses a threat to xyz. And then go into the longer discussion about maps. (ideally without being prescriptive).	This has been re-phrased. The lack of maps (and the use of maps) is a risk for clear communication and advocacy about the project. It is the greatest asset of the project, and yet it is not used to provide a clear picture of exactly what can be achieved through this initiative. Many resources are channeled into the development of maps, though at the baseline they were intangible and were not used for helping to communicate about the true benefits of the project. The prescriptive sections of this paragraph have been removed and/or adjusted.	X
S. Patel, MCC M&E		Are these lessons or risks?	Based on an email exchange with MCC M&E, the Evaluation Team will not respond to this comment.	
S. Patel, MCC M&E	67	Paragraph starting with "consideration": These are basically recommendations. I would suggest removing that paragraph and adding something to the previous paragraph, like: There may be opportunities to engage with PLUP stakeholders and tools to ensure their sustained use and benefits.	Removed and revised as suggested.	X
S. Patel, MCC M&E	67	"MCA-I is considering an extension for the PMAP 1 implementer, which takes a significant step toward addressing these lessons learned if managed strategically. "	Removed.	X

		Again, I'm not sure the contract extension addresses the concerns being raised, so I would remove this sentence or specify how it's a step in the right direction. I thought the extension was just giving more time to finish the existing tasks.		
S. Patel, MCC M&E	64+	Lessons Learned: To me, these seem more like Risks Identified, rather than Lessons Learned. And framing them as risks might help you navigate the fine line between an independent eval finding and a recommendation better. (see later comment on report structure)	The ET has revised this as requested, both in the title of the section and also throughout the section to ensure the findings are presented as 'risks' as opposed to 'lessons' or 'recommendations'.	X
S. Patel, MCC M&E	Annexes	Please be sure all references to the EDR state that it is the PLUP EDR, not PMAP. Also make sure the program logic annex (II), questionnaires annex (V), data assessment annex (VIII), TOC annex (X) reference PLUP rather than PMAP.	The annexes have been revised and included in the main report document. The ET did not track changes in these documents, but did make all the requested revisions.	X
S. Patel, MCC M&E	Annexes	Please add an annex for stakeholder comments and evaluator response. If they choose, stakeholders may draft a statement of support or statement of difference, which would also need to be an annex. That won't be decided until we all see the revised draft.	Added and noted. The ET assumes that MCC would take the lead on adding a final annex with any statements from stakeholders, as necessary. Because the comments are documented in excel files, they are not included in the main Word document (along with the report and the other annexes in Word format).	X
S. Patel, MCC M&E	Annexes	Please be sure to include the annexes in the final report draft, rather than as separate files.	Added.	X

S. Patel, MCC M&E	Report structure	I found the content of the report/text to be very interesting and useful, but I kept getting stuck on the structure and organization of the sections. It took me a long time to read through the report carefully, and I'm not sure anyone else will spend that time. So, I suggest the following structure for the Findings to help readers jump to the most relevant parts of the analysis for them: 1. Process evaluation / Implementation study (whichever you prefer) - this would cover your section 1 PMAP activities, outputs, and use, any other implementation findings (e.g. the note about there not being a project design doc), and the analysis related to EQ 3. EQ1 was about outcomes, not outputs, so I don't think the outputs discussion fits there and I think it's clearer to indicate that you did an implementation study of PLUP that looked at the progress to-date and completeness/quality of outputs. 2. EQ1 - Each outcome discussion needs a sub-heading for "baseline conditions", "program effects", and perhaps "context". You don't have to use these exact headings, but I found these discussions to be jumbled at times and think separating them out will help the reader. Sometimes there were pieces of information that seemed to validate the program logic but were not a baseline or a finding, so that's what i envision in the "context" grouping. One of the roles of a baseline analysis is to validate the program logic and key assumptions of the project design (which you did to an extent in the relevancy of outputs section), but you may want to provide further commentary on this in the baseline sections. I contemplated whether you should just have a baseline section for all of EQ1 followed by a findings section for EQ1, but I assumed that would break your flow.	See Row 37 which presents the revised organization of report information. Some of the recommendations made here regardings structure have been implemented in the final report. The one that was not taken up specifically is as follows: - The Conceptual Framework (formerly the Theory of Change) has been maintained in the Conclusions section. This is largely because it provides a final summary of how the ET used findings to clarify the framework. It is, in that way, a conclusion-type section. It takes the findings a step further and explains how, based on the baseline, the entire understanding of what PLUP is doing can be improved/clarified.	X

		3. EQ2,4-5 - the structure of those was fine. 4. Theory of Change - I wasn't sure how this fit in the conclusion of the report, because it seemed more like part of your analysis. Perhaps it belongs in the process/implementation study section? 5. Risks - per my prior comment about the lessons learned seeming more like risks, I would suggest putting risks in the Findings section rather than the conclusion. The conclusion could then be short.		
S. Patel, MCC M&E	Exec Summary	Please revise the executive summary in line with the previous comments. I think it would be helpful to structure the findings section in line with what I've proposed in the previous comment.	Revised.	X
Jennifer Lisher/MCC	Overall	Terms PMAP1 vs PLUP should be clarified. This is an evaluation of PLUP using PMAP1 as a sample.	Revised throughout the report.	X
Jennifer Lisher/MCC	viii	In order to put results in perspective, it would help to include an overall timeline of project sub-activities per area and related evaluation activities.	The ET found that this was not feasible to fit into the evaluation report. This is well documented in the PMAP 1 project documents, however, and can be referenced there. The project also had such a short timeline that only small differences exist between the completion of activities in phase 1 and phase 2 districts (a few months).	

Jennifer Lisher/MCC	viii	The objective and report assess outputs and outcomes; however, the key questions only mention outcomes. Suggest adding within key questions whether project achieved outputs.	To discuss outcomes, the ET knew we had to review outputs. Because the evaluation questions were approved by MCC and are also included in multiple documents, the original question wording has been maintained.	
Jennifer Lisher/MCC	viii	Unclear what short-term and long-term outcomes are being measured in exec summary as uses only numbers.	Thank you for this note. This has been added through the insertion of Figure 1.	X
Jennifer Lisher/MCC	ix	Data source: The report states the evaluation , "employed three types of primary data collection: Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and Participant Observations. Furthermore, review of project documents, legal and planning documents, and news media articles informed analysis. In total, the evaluation team (ET) spoke with 232 respondents (27 percent of them women) through 66 KIIs, 22 FGDs, and 9 observations. " However, in the design report, it says SI will also assess administrative and spatial data. "...the ET will attempt to acquire from the relevant offices and ministries data on permit and license applications, changes in designation of agriculture versus forest land, forest concessions, conservation land, and documentation of land-related disputes (to the extent possible). This type of data provides a more concrete view of the extent to which PMAP 1's intended outcomes, such as reduced land-related disputes and increased transparency and access to land permits, are being achieved. This also provides data to assess the extent of overlapping licenses, use of degraded lands, and conformance with spatial plans, as below. Verifiable records also allow the evaluation team to assess the degree to which PMAP 1 processes and	The ET collected all spatial data from Abt during fieldwork *that was available*, as the implementer alone has gone to all relevant agencies at the district level and compiled data (as specified in their contract). It would have been illogical for the ET to attempt to visit each office and collect the same information collected by the program in the last 12 months. Getting this data from the implementer (and MCA-I) was extremely challenging, at one point requiring a formal signed request letter. Please see Annex VIII for a full explanation of this process. In addition to collecting this data from the implementer (finally at the end of fieldwork), the ET also inquired about other planning documents during fieldwork and, for example, collected spatial plans	

		outcomes are publicly demonstrable...The evaluation team will also analyze changes to updated spatial plans (if available) with regard to land use to understand if these changes reflect any investment associated with the results of PMAP 1. The results can then be compared to PMAP 1's intended objectives and triangulated with public record and qualitative data in order to elucidate factors contributing to changes in land use, investment, and disputes. By the end of PMAP 1 implementation, this type of analysis will also provide indication to the extent provinces, districts, and local communities comply with updated spatial plans for land use." When will SI be looking at the land administrative data and how will it incorporate into the baseline and results findings? This data is quite important for assessing the outcomes of the 4 land sub-activities, especially around changes in land resource use/management and adherence to land use plans.	for each of the districts (available upon request). The ET comments in the report about these spatial plans. Annex VIII specifically analyzing the implementer-compiled spatial data that we received (Annex VIII). For the annex, we comment on the overall quality and availability of the data. The intended uses of that data are commented on throughout the outcomes section (Section IV.B). At this point (baseline of the evaluation), it is difficult to comment on transparency because the project is not final and this alludes to steps that have not yet occurred. As for a thorough review of the data provided to the ET, we do a sample evaluation for Mamasa data specifically in the annex and also comment on it in the report (Section IV.A).	
Jennifer Lisher/MCC	ix-x	The findings section jumps around a bit. Perhaps create subsections.	The findings section has been re-ordered according to input provided by MCC's M&E team. See the evaluator response in row 37.	X
Jennifer Lisher/MCC	xii	The report notes, "Additional time for capacity building regarding these planning tools at the village level (for community development planning), district level (for regional development planning), and at the national level (for data coordination) was not built into the design	This comments makes reference to "original design" information or document. What is stated in the report, however, represents the ET's finding based on the	

		of PLUP (and far less into PMAP 1)." However, the original design did include capacity building and institutional strengthening for the remainder of the Compact. It was only village boundary setting and resource mapping that was supposed to occur in the first 2 years to aid with GP.	project design as we found it in September - October 2016. The ET was not given such a design document or information of such as referenced by the commenter. Further, if the design included capacity building and institutional strengthening for the remainder of the Compact, it is not reflective of the implementer's contract, and nor was the ET informed or given information regarding activities beyond the PMAP 1 contract for the remainder of the Compact in these districts. Both MCC respondents and the implementers indicated no further activities for the remainder of the Compact in these districts (beyond PMAP 1 activities in the pilot districts).	
Jennifer Lisher/MCC	1	Per comments on summary, it would be helpful to include a timeline of project sub-activities and evaluation activities, including by area if available.	The ET found that this was not feasible to fit into the evaluation report. This is well documented in the PMAP 1 project documents, however, and can be referenced there. See comment in row 86.	

Jennifer Lisher/MCC	3	The documentation of program logic and links to impacts aren't clear. The report notes short and long-term outcomes and then jumps to, "The PMAP I program logic expects to contribute to the overall GP Theory of Change in the form of two expected impacts, namely increased household income and investment, and reduced GHG emissions...as a result of these PMAP I outputs and outcomes". It would be helpful to perhaps include interim and long-term outcomes that lead to the impact of changes in hhld income and GHG emissions. This would include changes in 1) perceived land tenure security (in addition to the confidence in and efficiency of land tenure administration); and 2) resource allocation improvements that avoids not only overlapping licenses but also avoidance of destruction of peat rich areas/high carbon value areas. The text hints at this but does not discuss these interim outcomes, which are needed to link to investment and emissions. During Project design, village and businesses raised concerns that their rights and hence investments were at risk (not to mention the time to invest due to poor understanding of land resources) and the government concerns that resources were not properly identified, managed and administered so poor land use. Also, the text notes impacts on GHG emissions but doesn't discuss baseline or describe how changes in GHG emissions will be measured (as they later tried to summarize for measuring household income). Is there a reason this wasn't included as a key question?	This is an excellent recommendation for MCA-I's PLUP Management Team and the MCC team. The ET presents in the Introduction section the description available of the project/program logic and theory. We agree that intermediate result areas are missing and should be better explained to fully comprehend how PLUP works toward ultimate objectives of GP. The ET has, based on respondent feedback to Evaluation Question 5, presented a more detailed Conceptual Framework for PLUP and explained potential pathways through which these ultimate objectives are achieved via PLUP. Beyond this, however, the ET cannot propose/include intermediate result areas (particularly in the Introduction section which should not include findings). Because these intermediate result areas are non-existent, the ET used Evaluation Question 5 and the Conclusion to provide at least a preliminary picture of what these might include. Regarding GHG emissions - the ET was not tasked to measure this level of project	X

			outcome. The ET was looking out outputs and outcomes as described in the Evaluation Design Report. Considering there was a lack of agreement on whether or not PLUP even linked to GP objectives (including GHG emissions), Evaluation Question 5 was included. GHG emissions was not measured in this baseline (well beyond the scope), though it should be measured in a GP evaluation (or in GP monitoring during the life of the Compact, via the M&E or Economic team). A footnote has been added to this paragraph in the Introduction to provide clarification.	
Jennifer Lisher/MCC	Pg 4-5	It would be helpful to add a note on how the 4 starter districts were selected	Despite efforts to determine this, the ET was unable to clearly document/understand how and why the districts were, indeed, selected by MCC (prior to Compact signing). From what we understand, there were various issues that played into this decision including government willingness/interest, stakeholder connections and recommendations, geography, duration of regional classification (how long an area had been a province or district), etc.	

Jennifer Lisher/MCC	6	Kevin/Leonard would need to confirm post compact signing, but at least through design and compact signing, it was clear that only mapping would be conducted in year 1 (and likely needed 2 years) with the whole of the compact for supporting of villages and districts and provinces with administration and management of land mapped and clarified. This is in related to report text , "During the ET's review of the project contract, the team noted that it included activities and a timeline (12 months) that allowed for the delivery of outputs, but not for support for the utilization of outputs...."	The ET requested clarification on this comment, as no design documents or information along these lines were shared with the ET. The commenter followed up as follows (in blue): During project development, we (MCC) had planned for land activities to go throughout the compact period, especially institutional strengthening with the land offices and natural resource management planning and related incorporation of mapping clarifications into the village and district land plans. I (Jenny) even have multi-sector timelines showing that even mapping activities and NRM discussions would likely take 2 years due to the various conflicts and poor data and that if needed ag/infra projects to happen within one year, we could try to get at least basic mapping completed within a year via rollout and continue to complete other activities. It seems, however, the timeline did get switched to 12 months per area regardless if getting all activities or just one or a subset of activities. This was different than the design, which planned on a rollout of activities through	

			the life of the compact with the mapping and institutional assessment just the early stages. The ET acknowledges this comment and, because the 'design' referenced is not documented in a way that the ET can review, this sentence in the report remains.	
Jennifer Lisher/MCC	7	In terms of purpose, may want to clarify that outcomes here refer to immediate (early short term) outcomes as still in implementation. Also, since some districts were nearing completion while others just starting, will the evaluation analysis be able to assess any results differences between these two groups?	The ET has revised these two paragraphs in Section III. They now read as follows: *The primary purpose of this PE is to i) establish a baseline of the PLUP outcomes and ii) investigate the link between PLUP and GP. A secondary purpose is to assess the performance of PMAP 1. In these ways, this report documents performance evaluation findings and baseline findings. The endline will identify realized PLUP short- and long-term outcomes (1 through 9) and assess contribution associated with the PLUP project.* *Of particular note is that the first round of data collection for the PE occurred a) after the implementation of PMAP 1 started, and in some districts, b) was nearing completion (August – December 2016). To point a, this*	X

			timing for baseline data collection was proposed because prior to the procurement of PMAP 1, there was not an agreed upon articulation of outputs or outcomes (as noted in the design section above). If baseline data had been collected before implementation, there would have been a risk of having to collect additional data after implementation when the outputs and outcomes became clearer. To point b, the ET only became aware of the extended period of performance for the project post-fieldwork (when the extension was signed). Some outputs could, therefore, not be assessed because implementation was delayed and the ET was not aware at the time of evaluation design. Changes that were observable in PLUP outcomes have been identified, but will be more completely investigated in the endline.	
Jennifer Lisher/MCC	8	Same comments as earlier on logic-would have been helpful to assess changes in perceptions of tenure, investments and GHG emissions. Not sure why there is a question on "income" without looking at these interim outcomes.	The ET believes this comment is about the wording of Evaluation Question 5, presented in Table 3. This question was approved by MCC during the evaluation design and was answered in Section IV.C. As stated in row 93, the ET agrees	

			that intermediate result areas/outcomes are critical to fully articulating and understanding how PLUP links (or does not link) to GP objectives. This input should not only be considered by MCC and MCA-I, but can be included in the design of the endline for this evaluation.	
Jennifer Lisher/MCC	8	Design methodology notes "This PE employed three types of qualitative data collection: Key Informant Interviews (KIIs), Focus Group Discussions (FGDs), and Participant Observations." I understood from the design that there would also be collection of land administrative and spatial data. When (if at all) will administrative records, and/or spatial data/imagery be reviewed? Details aren't entirely clear from baseline report or design memo.	This sentence is followed by these sentences: *The PE also included secondary data collection and document review (both program documents and external research and resources). See Annex III and VI for a list of program documents, government data, and external resources collected and reviewed*. Also see evaluator response in Row 89. The ET has added this sentence to the end of this paragraph to the direct the reader to more detailed information on secondary data: *To see an explanation of the administrative and spatial data collected and analyzed during the baseline, see Annex VIII.*	X
Jennifer Lisher/MCC	12	Could SI, clarify the secondary data used and how incorporated? The report notes, "Though the ET mitigated this threat by using recall questions and pre-PMAP 1 secondary data (when available) in Phase 1 (particularly for outcomes 1 and 2)…" It would help to	See evaluator response in row 98. In addition, this paragraph has been revised for clarity.	X

		summarize all types of data sources/collection in one section.		
Jennifer Lisher/MCC	13	Could SI clarify the types of geospatial data collected for Tasks 2-3 and how related to the 19 step VBS/RM Process which seemed to include " Collection and compilation of geospatial, boundary, and natural/cultural resource data (Step 7 and 11)"	This is an excellent question. The ET did not receive this data. The data that the ET did receive is analyzed in Annex VIII.	
Jennifer Lisher/MCC	22	Although on pg 21, the report notes the issues surrounding resource mapping and land classification, in looking at Task 2-3, the report notes "the implementer collected and classified geospatial land-use data (including concessions, permits, and licenses) from the four PMAP 1 districts, and converted basic shapefiles (*.shp files) of this data into the GOI-required KUGI format". Did the implementer collect and revise as needed land resource data and land classification information? If so where was it completed successfully vs not? Was any effort made by SI to baseline and/or compare implementer data with former government land records (if available) to understand changes made to land classifications and resource understanding?	Again, the ET was able to receive and review only a small slice of this data during fieldwork to review and analyze (see Annex VIII). Based on implementer reports and interviews, they did collect government information and convert to the KUGI format (3). They provided feedback (as we can gather, only informally via the Task 2/3 coordinator) to the districts when data appeared inaccurate or overlapping. There was no record with the implementer about corrections made to the data as a result of that informal feedback (unless documented in deliverables not provided to the ET). The 'success' of this, therefore, cannot be commented on (as we do not have documentation of feedback occurring). Implementer data, in this sense, *is* government data and so the ET did not compare the two. For further analysis about land classifications and	X

			other outcomes, see Section IV.B. The outcomes have been clarified to ensure that the baselines are clear and easily identifiable, particularly regarding existing data.	
Jennifer Lisher/MCC	24	In the discussion of outcomes, this is where expected outcomes in relation to timeline of outputs would be helpful. Also, a standard structure for outcomes would be helpful, which would include summary of baseline situation, related outputs achieved/awaiting, performance on outcome thus far and why, and expectations for future. Outcome sections right now not consistent and at times baseline and early performance results intermingled and hard to distinguish.	Thank you for this comment. The ET has added the following paragraphs to the beginning of the outcomes section (Section IV.B) to make this more clear: *While this section is titled "Baseline for PLUP Outcomes", further explanation needs to be provided regarding the baseline information presented here, considering the timing of this round of the evaluation (mid-PMAP 1 implementation). This evaluation (across two rounds of data collection) considers three time periods: T0 (pre PMAP 1 for outcomes 1 and 2), T1 (baseline data collection in 2016) and T2 (endline data collection in 2018).* *• There were two outcomes that the ET anticipated would have changed from pre-PMAP 1 to post (T0 to T1) - outcome 1 and 2. For those outcomes, the ET collected as much "pre intervention" data as possible. For these outcomes, the ET has detailed the "pre" and "post" data below. The "pre" data*	X

			serves as the "baseline" for the outcome, but the T0 to T1 comparison provides more detail about the progress observed thus far, and eventually will also contribute to the endline. *• For outcomes 3 – 9, the assumption was that no measureable change would have occurred from "pre intervention", or T0 to T1. The baseline, therefore, is reported as T1 – the status of things now. To add detail to this discussion, however, the ET added in data from outputs (though they have largely not been delivered) and from different levels (village, district, national). This allowed for the ET to document unexpected change that was observed, though the overall objective was to describe the situation as it is now, in T1 to be able to carefully compare it to T2 (in 2018).* The paragraph following this (a summary of the outcome findings) also explains where change occurred and whether (and why) it was expected at this round of data collection (the baseline).	

Jennifer Lisher/MCC	34	Is the lack of village ability to better manage resources an issue of timing (not sufficient time has passed), outputs (have outputs not been completed such as land resource mapping or system or training?) or outcomes where output did not lead to expected outcome? This refers to , " the ET did not see evidence that the RM activities in the VBS/RM process resulted in villages' improved ability to manage their spaces and resources (through planning)". I would also suggest this is a longer-term goal and not short-term outcome.	This comment is related to Outcome 4, but the answer to the question is found in Outcome 3 and Section IV.A (as the sentence references).It is indeed an issue of both a lack of time and the lack of output delivery. This has been added to this paragraph to provide more clarity. This outcome was presented in the Evaluation Design Report (and explored) as a longterm outcome. If re-categorization as a short term outcome is desired by MCC, the ET can consider this in the presentation of endline data. The ET would like to reiterate, however, that the outcomes are non-exclusive (as noted in the EDR and this report).	X
Jennifer Lisher/MCC	34-35	missing words: "The DRAs and SEAs that helped lay critical foundations for PMAP 1 to provide rich information on the processes to guide land and resource management within each region. "?	Revised.	X
Jennifer Lisher/MCC	35	The report notes, "while district stakeholders have received training on systems with which they can improve management of land and resources (e.g. GIS and IMS), these trainings have yet to result in increased capacity as measured by the utilization of tools to manage, monitor, and promote area resources. " is this due to lack of resource mapping/inaccurate resource and land classification data, poor systems or weak training/capacity? Perhaps when describing outcome on NRM at village/district/national level, SI can use the	This paragraph has been revised: *District stakeholders have received training on systems (e.g. GIS and IMS) with which they can improve management of land and resources (improving their understanding of area potential). While the trainings have been conducted, however, these stakeholders do not yet have*	X

		criteria noted in the section intro, "To explore capacity in these contexts, then, the ET considered the institutional stakeholders' understanding of area potential and access to tools with which to manage, monitor, and promote area resources."	*access to tools with which to manage, monitor, and promote area resources. Additionally, there was no evidence at this stage of stakeholders utilizing tools to manage, monitor, and promote area resources.* Lack of progress at the district level, therefore, is mostly due to the lack of outputs. Trainees just completed introductory training in GIS and IMS when the evaluators were in the field. More than introductory training is needed before one can speak about increased capacity. Further, on-the-job training or mentoring would help solidify and progress any gains made from the introductory training sessions. A capacity-strengthening strategy for follow-on engagement would have provided evidence of intended measures for capacity strengthening beyond PMAP 1 - no such strategy was presented nor mentioned by MCC, MCA-I or the implementers, however. The quality of the training could have also been improved, which was discussed in Section IV.A.	
Jennifer Lisher/MCC	33-35	Was there a review of available land data in these institutions or is analysis based on FGD/KII only?	This comment is about Outcome 4. Please read Annex VIII for the	

			ET's analysis of administrative and spatial data provided to the ET during fieldwork. As noted there, the ET was limited in its access to land data at institutions since requests for this information must be vetted through administrative protocol that often times requires a significant amount of time in Indonesia (and within MCA-I).	
Jennifer Lisher/MCC	35	Overall outcome 5 (effect on land use planning): can SI clarify whether reviewed old village/district land use plans and adherence or accuracy?	This comment assumes that all villages visited by the ET *have* land use plans. It is common that many villages in Indonesia do not have maps, far fewer land use plans. Further, such plans would be located at the district level BAPPEDA, and any review of the land data would be meaningful in comparing it to the village level maps of PMAP 1. However, these maps, as mentioned in the report, were not available for the ET to review as they were largely unfinished and still in the hands of the implementer. As stated in the outcome: *This outcome is measured by investigating the amount of data/information utilized in planning, the accuracy and representative nature of that data, the public availability of that data, and the*	X

			production/improvement of planning documents utilizing this information...In conclusion, spatial planning capacity is low across PMAP 1 villages and districts, as explained by many evaluation respondents. Because the main data measured in this indicator has yet to be or used in spatial planning processes (maps and other PMAP 1 outputs), change could not be identified by the ET at the village or other levels. The ET, therefore, could not look at 'old' documents and consider them against new ones for 'accuracy'. The project helped to train stakeholders to find these overlaps and to have the institutional capacity to fix them. The endline will be more relevant for this outcome to determine change.	
Jennifer Lisher/MCC	37-38	Although SI notes conformance to land use plans (outcome 6) is hard to measure in terms of project results, was the evaluation able to baseline the conformance to land use plans pre project? MCC may want to consider moving this to a longer-term outcome as dependent on earlier land boundary and resource mapping.	The ET leaves it up to MCC and MCA-I whether outcomes are adjusted to short term or long term, based on the baseline findings. The ET can consider this in the design of the endline. Regarding Outcome 6, the outcome is specifically looking at conformance to new/improved land use plans. The variables	X

			described are about 'process'. The ET looks at the village RPJM-Des (6 year village plans), the RKPD (annual subsets of that), and the Musrenbang process. The baseline is then to look at existing (pre PMAP 1) land use plans at the PMAP 1 sites and compare those to acutal land use (as documented in the OSS via licenses and permits). The outcome now explains why this is not possible, and why PMAP 1 focused, importantly, on consolidating data (as it was impossible to comment on land use conformance to plans with the identified issues of capacity and lack of consolidated data, as noted in the implementer reports). In addition to clarifying the baseline, the ET then explains areas in which change was identified toward improved land use conformance. To fully investigate this outcome at the endline, however, the ET will need to see and review new/improved land use plans. How are these maps will be used in Musrenbang, RKPD, and RPJM-Des will inform this outcome in round 2. These, in addition to consolidated data, were not	

			available at the baseline to make round 1 comments/analysis. To add a few more details about the variables considered in this outcome: At the District level, the main variable revolves around the way BKPRD works together to utilize the consolidated databases (are the Bappeda's demanding accountability from forestry and mining? Is there field enforcement? How are new/existing natural resource management projects being implemented and monitored? Are GP projects coming in – and in what ways are they interacting with the databases and planning processes?). It is really difficult to track much conformance in natural resource planning. Seeing how the village boundaries are incorporated to the MOHA accounting systems, how that influences SOPs at the village ministry, and how the Forestry and Mining ministries interact with the BIG databases and the district databases should be variables that are examined once this data gets established and made available. At the moment, they still haven't been given back.	

Jennifer Lisher/MCC	38-39	Conclusions for Outcome 6 results in districts and national are unclear. Also, example given regarding classification seems more related to land use classification and perhaps more land resource mapping and management/NRM (Outcome 4) than land use plans	This comment could be more specific on what is unclear. At the district level, the complexity of setting conformance is highlighted (particularly when dealing with overlapping licenses, and vested interests of powerful elite), while at the national level, the issue is one of standardized process for conformance.	
Jennifer Lisher/MCC	39	Outcome 7: Accurate and locally accepted spatial and land use data : unclear why this is more longer term than land use planning and resource management which is dependent on spatial and land use data.	If re-categorization as a short term outcome is desired by MCC, the ET can consider this in the presentation of endline data. The ET would like to reiterate, however, that the outcomes are non-exclusive (as noted in the EDR and this report). Furthermore, whether long or short term, the ET set the baseline in the same way. It would take some time for all locally relevant agencies to agree on acceptance of the geo-spatial data, particularly as local acceptance would also have ramifications through to the other levels of government. For example, one of the biggest problems with One Map policy is agreement among sector agencies on the actual 'one' map (its specifications, standards, information to be captured,	

			among other topics of discussion). Working this out and gaining acceptance (which would include the geo-spatial data of PMAP 1), will require some time, among agencies at the different levels of government (local, sub-district, district, provincial and national government). MCA-I and the World Bank through their discussions also acknowledge the 'ego-sectoral' nature of the line agencies as an impediment to consensus on gap-spatial information.	
Jennifer Lisher/MCC	39-41	Outcome 7 is well written and easy to follow, including noting outputs and how relate to outcomes. Other sections could benefit from this approach as it is sometimes hard to understand the relationship of the outputs and evaluation timing to the outcome/results achievement to date.	The ET acknowledges this comment. The outcomes section has been significantly revised based on feedback provided by commenters.	X
Jennifer Lisher/MCC	43-47	Outcome 9 (change in permitting) is hard to follow--maybe add sub-sections and case study boxes to add structure. Also need context such as the outputs and short-term outcomes (land use mapping, system establishment/training, legal/procedural changes, one stop shop and land use plans in place) necessary to reach long-term outcome of improved permitting/licensing to lead to final result.	This outcome has been slightly revised, though outputs information remains in Section IV.A as it relates to the performance of PMAP 1.	X
Jennifer Lisher/MCC	58	The report states, "Though GP has missed an opportunity to demonstrate that increased spatial certainty leads to greener investments in partner districts, the evaluation found plausible pathways through which spatial certainty as advocated through PLUP can contribute to GP goals."	First, this is a good question for the project design and implementation monitoring. When looking at the DRA and SEAs referenced in this report,	

		Why were we unable to look at GP emission changes/contributions and land use changes??? This should be possible using imagery and geospatial data.	the emissions studies were included. A independent project could look into emissions, as was done in Merangin by ICRAF. Second, the quote in the comment is describing a fact of project implementation, i.e. that PLUP did not end up preceding the investments. They drifted away from each other and some say that they are implemented in parallel (although even this is not entirely accurate). Third, in the ET's perspective, the commenter overestimates the ability of the imagery-to-carbon relationship and the potential for analysis on land use change. The ET included team members that have done sophisticated land change science studies. Furthermore, this research was also done in the SEAs and DRAs that were done by Abt, which are referenced in this report and highlight a broader objective and monitoring process of GP (as noted in point 1 here).	
Jennifer Lisher/MCC	59	Why is the discussion of household income only focusing on investors rather than also changes in household investment based on protection from eviction/loss of land and investment increases at household/village level?	The ET is talking about investment increases at the village that would have an effect on household income. The ET may have misunderstood the question from the commenter, however.	

Jennifer Lisher/MCC	60	Suggest moving pathways discussion to the beginning of the section rather than at end. "The investment pathway and links to household incomes originating from increased spatial certainty, therefore, can be seen as follows (and Figure 4);..."	Revised.	X
Jennifer Lisher/MCC	62-64	Theory of change revision needs some work as seem to be some details and concepts/links missing	In this section, the ET proposes that a better 'link' across all tasks is the 'One Map' framework (there is currently not a link between the tasks) - the ET highlights the micro maps, the mini maps, and the one map and how they all fit together. The priority is governance in this framework. The section describes the awareness that is raised with regards to spatial certainty, and how this should be viewed in terms of development objectives. The strength of this project is not to develop a database (as done in Task 2 and 3 - including Task 1 data, and integrated into a system in Task 4). If this was the main goal, it would be similar to planning documents that just get stowed on shelves currently in Indonesian districts (and around the world). The objective of the section is to highlight how information can be made available to create a climat of fairer terms of development and accountability. The goal is not to	X

			deliver a flash disk of information to an office. The Conceptual Framework presented in Section V has been revised.	

Annex II: PLUP Program Logic

Note: This Program Logic was included in the PLUP Baseline Evaluation Design Report (EDR) and was developed by the Evaluation Team.

Inputs/Activities	**Outputs**[140]	**Short-term Outcomes**[141] (within the project timeframe and 1 year beyond)	**Long-term Outcomes** (> 1 yr. after project finishes)	**PLUPImpact/Goal**	**GP Impact/Goal**
Task 1 Participatory determination, geolocation and physical demarcation of village boundaries and mapping of natural resources.	• Implement the PLUP boundary process (participatory VBS/RM through 18/19 steps) • Create Operations Manual that includes details on: a) Technical Guidance for VBS/RM b) Technical Guidance for Stakeholder Engagement c) Technical Guidance for Village Boundary Dispute Resolution d) Technical Guidance for GNSS Survey e) Technical Guidance for UAV Survey	1. Increased public perception of spatial certainty associated with boundaries and land uses within the PLUP villages 2. Decreased conflict between villages (or groups of villagers from adjacent villages) over land use rights in "border"/outlying areas between villages)	7. Accurate and locally accepted spatial and land use data. 8. Shared understanding of boundaries and various land uses among PLUP geo-spatial partners and communities.	Government and other investment projects (GP projects) designed and implemented based on accurate and locally accepted spatial and land use data (spatial certainty and participatory process for sustainable land-use in place)	Increased income of households and businesses

[140] From the Project Contract, outputs are grouped and paraphrased into main categories for simplicity.

[141] The row correspondence of outcome-to-output is not exclusive, particularly with respect to the long-term outcomes. This matrix shows a connection of outcome(s) to an area of focus while recognizing that achieving these outcomes would be through the synergy and integration of the project outputs from tasks 1-4.

Inputs/Activities	Outputs[140]	Short-term Outcomes[141] (within the project timeframe and 1 year beyond)	Long-term Outcomes (> 1 yr. after project finishes)	PLUPImpact/Goal	GP Impact/Goal
Task 2 Acquisition of geospatial data and preparation of GIS databases of land use/land cover	• Collection of spatial data • Organization and merging of data into KUGI folder structure • Report of data gaps • Stakeholder Registry development, stakeholder engagement, actions and lessons learned	3. Improved confidence in land governance administration within PLUP stakeholder partner institutions.			
Task 3 Compile and geo-reference existing and pending licenses and permits of land and natural resources use	• Collection of license and permit data for use in the IMS • Report on effectiveness of land administration and NRM • Report on analysis and recommendations to streamline the licensing process (to inform development of IMS)	4. Increased capacity of PLUP institutional stakeholders to manage land and external (natural) resources	9. Greater efficiency in land permitting/licensing processes (licensing transaction costs, license utilization, and license conflicts)		
Task 4 Enhance district spatial plans through capacity building in spatial planning, enforcement and management of land use information in spatially enabled databases	• Institutional assessment of capacity; and IMS user needs assessment • User needs assessment of hardware and software (GIS and database) • IMS design and installation • Development of training module on IMS; completion of training with IMS users • Enhance district planning process by; assessing spatial plans; recommendations for further assistance (gap filling - equipment, skills, software, etc.)	5. Improved land use planning within PLUP locations 6. Increased conformance of land use (particularly as measured by new project or uses) to the (new/improved) land use plans			

Annex III. References

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Annex IV. Evaluation Administration

IRB Requirements and Clearances

SI has a fully functional Institutional Review Board (IRB), with established protocols for gathering informed consent, protecting anonymity and identifying information, and ensuring ethical data collection—including from children and other vulnerable populations. SI's internal IRB is registered with the U.S. Department of Health & Human Service's Office for Human Research Protections. In addition, SI closely monitors and adheres to human subject research regulations in its countries of operation to ensure all evaluations are registered and fully compliant with local law. In conjunction with MCC's commitment to respect and follow the Common Federal Policy for the Protection of Human Subjects where feasible, SI passed the approved evaluation design through IRB review prior to data collection and received IRB approval on August 29th, 2016. Additional local IRB approval was not required for this evaluation.

Data Access, Privacy and Documentation Plan

While the baseline evaluation was implemented, only evaluation team members had access to the primary qualitative data in order to protect the privacy of individuals and communities that participated in the study. Each key informant and focus group discussion participant verbally provided their informed consent to participate in the study prior to their respective data collection activities. These individuals and communities were welcome to stop participating in the study at any time, although none did so.

After concluding data collection, the ET transcribed and aggregated all qualitative notes, developed a coding scheme, and coded across identified themes and evaluation questions. The evaluation team (ET) utilized Dedoose for coding and organization of data. Data analysis did not only involve coding post-fieldwork, however. The ET strategically scheduled data analysis sessions throughout fieldwork, and during these sessions the team would review findings emerging from interviews and begin to identify critical themes related to evaluation questions. A dataset with direct identifiers removed was submitted with the final PE report to MCC. This dataset is compliant with MCC requirements. Further details regarding the specific coding utilized to produce the evaluation findings are available upon request.

The ET separated personal identifying information from final interview transcripts and replaced it with anonymous identifiers, such that only the evaluation team can immediately identify the study participant(s) responsible for each transcript. Due to the nature of this qualitative data, it was not possible to remove all aspects of the transcripts which may allow for the indirect identification of the study participant. At the end of the study period, Social Impact submitted a package of materials to MCC's Disclosure Review Board (DRB) which included the de-identified data, an analysis of the risk of indirect identification with this data, and other relevant supporting materials (such as the data collection instruments).

The data for this evaluation will never be made available for public access. It may be made available for restricted access in the future if MCC develops a qualitative data management policy that includes the release of qualitative data through a rigorous restricted access mechanism—provided that the DRB deems this data appropriate for such a release at that time.

Evaluation Audience, Intended Use, and Dissemination

There are multiple audiences for this round of the evaluation (baseline), including MCC, MCA-I, PMAP contractors, and GOI (particularly MOHA and BIG). The evaluation findings will be shared and reviewed by these audiences. This evaluation is intended to independently assess the achievement of intended outputs and outcomes, and to hopefully inform decisions regarding current (and forthcoming) PMAP contracts, PLUP project closeout and sustainability, and post-Compact VBS/RM work in Indonesia. Preliminary findings were disseminated to MCC and MCA-I in September and October 2016. The ET will present the final report to MCC, MCA-I and GOI on January 26th in Jakarta. Further dissemination of the report findings beyond these audiences will be directed by MCC.

Evaluation Team Roles and Responsibilities

The ET included three qualitative, international evaluators, in addition to two local research assistants. The team leader supervised the evaluation team's work, with overall guidance and technical input from SI's home office staff. He was assisted by a program evaluation specialist and a land use specialist who

each provided their expertise to the design and execution of data collection as well as data analysis and reporting. As the sector and evaluation experts, the specialists took primary responsibility for the dissemination of evaluation results. All international evaluators have extensive experience working in Indonesia with government, private sector, NGOs and local communities. The team's local field researchers joined the team prior to the launch of the fieldwork, and assisted with note-taking, translation in local dialects (if necessary), and initial analysis. All ET members are fluent in Bahasa Indonesia. A short biography of each team member[142] and their corresponding roles is in Table 6.

Table 6: Evaluation Team Member Biographies

Name	Role	Biography
Colin Millette	Team Leader	Mr. Colin M. Millette is a seasoned evaluator of environmental programming and safeguard systems, particularly in the Indonesian context. He has served in roles varying from Planning and Evaluation Specialist to Team Leader of programming and evaluations in the environmental and rural planning sectors since 1996. Mr. Millette is well-versed in the institutional framework and legislative context that governs environmental, strategic planning, and land use systems in Indonesia. He authored an article published in the July 2012 Journal of the Indonesia Infrastructure Initiative, "Complex Considerations: Environmental Impact Assessments in Infrastructure Development."
Amanda Stek	Evaluation Specialist	Amanda Stek has eight years of experience with monitoring and evaluation of international development programming in the Indonesian context. She has provided monitoring and evaluation services to USAID and MCC programming as a staff member of Social Impact since 2015, and as a consultant since 2013. Her program evaluation work has involved both experimental, quantitative evaluation designs and non-experimental qualitative designs. She has a Master of Arts from the John's Hopkins University School of Advanced International Studies.
Micah Fisher	Land Use Specialist	Micah Fisher is a doctoral student at the University of Hawaii, Manoa, studying Geography, with a focus on participatory land use, urban, and regional planning in Indonesia. Micah is a forestry, land use/land tenure, and climate change researcher who has spent almost a decade focused on Indonesia. In particular, Micah has designed a number of studies on participatory mapping, land conflict, livelihoods, and climate change adaptation in the South Sulawesi province of Indonesia. He has also worked on bilateral and multilateral projects funded by the United States Agency for International Development (USAID), the United States Department of Agriculture (USDA), the World Bank, and other donors, aimed at increasing

[142] The evaluation team was also supported by a management team at SI Headquarters, including: Mike Duthie (Technical Supervisor), Karen Azeez (Project Manager), and Miguel Albornoz (Administrative Assistant).

Name	Role	Biography
		institutional capacity in Indonesia, mitigating the impacts of climate change, and improving resiliency and disaster management.
Adhe Pradipta	Local Researcher	Adhe Pradipta is a qualitative researcher with over two years of experience with research on themes related to conservation and land use in Indonesia. He has served as the Research Manager at ProjectKalpa since 2014, and has a Bachelor of Arts in International Relations from Udayana University.
Dimas Pangestu	Local Researcher	Dimas Pangestu has over two years of experience as a GIS specialist with research focusing on land use issues as a research analyst with the Balang Institute. He has a bachelor degree in livestock production from Hasanuddin University, and is fluent in Bugis as well as Bahasa Indonesia.

Annex V. Qualitative Instruments, Key Informant Interviews and Focus Group Discussions for PLUP Performance Evaluation

August 16, 2016
Resubmitted September 02, 2016

Overview of Questionnaires Used in Baseline PLUP Performance Evaluation

PLUP Evaluation Qualitative Questionnaires		
No.	Type	Name
1	KII	Village Members
2	KII	Village Official or VPT Member
3	KII	District and Sub-district Official (line agencies, OSS, Bappeda, Sub-district Head)
4	KII	Provincial Official
5	KII	National Official
6	KII	MCA-I and MCC (MCC PLUP/GP staff/consultants, GP leadership, PLUP management, GP M&E team, GP cross cutting team)
7	KII	PLUP Implementers (Abt Associates, Puter, Warsi, and Trimble)
8	KII	NGOs/CSOs/experts/universities/research institutions working in land-use planning and renewable energy projects
9	KII	Concessionaire/Land Claimant/Business/GP Facility Investor
10	FGD	Village VPTs
11	FGD	Concessionaire/Land Claimants/Businesses/GP Facility Investments
12	FGD	Training Beneficiaries

Questionnaires in Bahasa Indonesia are available upon request. English versions have been included in this annex.

Protocol for Interviews

This section provides an overarching framework and protocol to the interview questionnaires presented in the next section (according to each particular stakeholder and interview type). This template serves as a framework for the evaluators as they utilize each of the specific interview guides detailed in the next section. To begin each interview, the ET will provide an introduction and collect the following basic information (including informed consent). There will be a careful explanation of the purpose of the interview during the introduction.

Notes to the facilitator/interviewer are noted in [*brackets*] (in this framework and in the questionnaires following).

General guidelines are as follows:

Date_____

Name of Interviewer / Moderator_____

Informed Consent

Purpose

Hello, you've been asked today to participate in a study of MCA-Indonesia's Participatory Land Use Planning Activity. The study is funded by the Millennium Challenge Corporation (or MCC), an American foreign aid agency, and is being carried out Social Impact. You are being asked to participate in this study because you were either involved in the decision-making, design, or implementation of the program, may have benefited from MCA-I's investment, or have been affected by program implementation more generally.

Procedures

a. During this session, I will ask questions about your experience with the PLUP activity you're your perceptions of whether PLUP has helped improve land

management in a number of ways. This session should take approximately one hour. You should feel free to elaborate, give specific examples, or go back to a question if you feel you want to add more information. The information you provide during this session will be kept strictly confidential. If you agree, this session will be recorded, but names will not be put into the transcriptions and the audio files will be encrypted. Furthermore, Micah, Amanda or Colin will be taking notes. We will only use your contact information if we need clarification on any of the items we discuss today, and your name will not be shared with anyone outside of our team. As well, please keep in mind that your participation is entirely voluntary, which means you may choose not to be recorded, skip any question you may not be comfortable answering, not answer any question, or end the interview at any time. If you choose not to participate, it will not impact you negatively, and we will not disclose it to anyone.

b. [If focus group]: To promote confidentiality, we ask that you all agree not to disclose or repeat any of the things that are said by anyone during this session today. However, as we cannot make certain that no one will repeat what you say, you should take care not to say anything that you think could cause you harm if someone were to repeat it outside of this session.]

Uses of the Information

c. The information we receive from you will be used for research purposes only. The final study that summarizes this research *may* contain quotations from the sessions we conduct, but the MCC team will make every effort to ensure that no one can be identified using these quotations.

d. After the research is completed, MCC and Social Impact will remove any identifying information from the transcripts and notes – such as names, dates, and specific locations – so that these sources may be made available for other researchers to use. Social Impact and MCC will require others who request access to this information to agree to use it for research purposes only and not to share this information with anyone else. In this way, we hope to ensure that others may benefit from the responses you provide, without risking your privacy.

Questions

e. If you have questions or concerns after we are finished, please contact Karen Azeez at kazeez@socialimpact.com or 703-465-1884 ext. 255. This person has been designated to answer all questions about the research, as well as handle any concerns or complaints that you may have. As well, please feel free to ask me any questions you may have about this research at any time during this session.

Consent

After this explanation, and keeping in mind that you may still refuse to answer questions or participate, do I have your permission to begin? [Remember to obtain each participants' consent individually during focus group discussions.]

Interview Specific Questions (refer to the appropriate interview guide below)

NOTE: Specific questions have been included in the interview guides below, as opposed to including them here as in the last iteration of this document. The ET has added "respondents" and "assumptions" to the top of each interview guide to provide more clarity on who will be asked the questions, and why the questions are asked. T0 and T1 are established through these guides, and this is specifically noted by question (look for T0 and T1 in brackets, in orange text). The ET has also made clear what questions will be used to assess PLUP contribution to outcomes.

There are not T0/T1-type questions asked of respondents for *all* outcomes, as many outcomes are inter-related. Additionally, for some outcomes it would be difficult to establish baselines by asking about them specifically (for example, "do you find this system to be transparent?"). The ET has ensured that, through these guides and through the overall methodology and design of this evaluation, that appropriate and detailed baselines will be established for outcomes, and all evaluation questions will be addressed by a range of stakeholders.

Closing

[In FGD setting] There were many different/similar opinions about _____. Does everyone agree with this conclusion? Does anyone see the discussion we just had differently? It seems most of you agree _____, but some think that _____. Does anyone want to add or clarify an opinion on this?

[In FGD and KII] Is there any other information regarding your experience interacting with PLUP that you think would be useful for us to know? Are there any other results or outcomes related to this program that we did not yet talk about?

Thank you very much for coming this afternoon. Your time is very much appreciated and your comments have been very helpful. Please contact _____ if you would like to know more about the final evaluation results.

1. KII: Village member

Targeted Respondents: A VPT member or another community leader/figure. This guide may be used for individual interviews or group interviews (with two to three individuals that have similar roles in the village such as small scale farmers or members of women's groups or PKK). If the VPT member is a village official, refer to KII #2.

Assumptions: This village member is a *direct informant* regarding Task 1 (VBS/RM, including delineation of boundaries and improvement in dispute handling processes) and an *indirect informant* related to Task 2 – 4 work on spatial planning and licensing processes (as these do touch the village level context). The interview will start with questions related to the Tasks most directly relevant to this respondent, i.e. Task 1, followed by questions related to tasks he/she is indirectly related to (outputs and outcomes) as time allows. Based on these assumptions, not every village level respondent will be asked about every PLUP outcome.

[In approaching interviews with local villagers, questions regarding outcomes will be framed within the local context. Questions must be articulated in a way that is meaningful to their lived experience.]

[*Insert framework language for introduction, consent, and respondent profile, as described above*]

[*Related to Evaluation Question 1, outcome 1, 2, 7 and 8; Evaluation Question 2; Evaluation Question 3; Evaluation Question 5*]

Let's start our conversation with the topic of boundaries in this village.

[If possible, bring a detailed satellite image / map and show the boundaries of the village. Show natural boundaries like rivers or developed boundaries like roads. Ask about the boundary with the questions below, but first begin with questions about the history of the village. When did this become a village? How did you know about boundaries in the past? Why do the boundaries look the way they do now?]

1. Are the boundaries in this village known currently, in your perspective? Are they delineated/known, and if yes how (with physical markers, maps, etc. – *identify the source of boundary information*)? How are these boundaries agreed on? [T1]
2. Can you show us any of the markers/maps? Do you have access to this boundary information? Why or why not? Do all members (male, female, all groups) of the community have access to it? Why or why not? If not, who does have access to it? [T1]
3. Is there information about the type of land classification(s) in this village and surrounding areas where villagers have land use rights? If information exists, do you think the information on land type and users is accurate? If yes, where is the information (who has it, in what form), and can anyone access it? If not, what is the constraint to access? Is the information on land type and users accurate? If not, what is inaccurate? [T1]
4. How does this current situation compare to the village boundaries and land use known a year ago? [*If there were differences]* What was different a year ago as compared to the situation now? [T0] What do you attribute that change to? If no change, why do you think the situation has not changed?
5. [*If the respondent noted positive change in or consolidation of boundaries/land use designation in the last year*] Has this had any positive or negative effects in the community? If yes, in what ways? If no, why not? What do you see as the benefits/shortcomings from more certainty about boundaries and land use in this village? [*Take note of all benefits mentioned*]
6. Have any changes in land use occurred in the village (or on your parcel) in the past year? If yes, please detail? What was the reason for the change in land use?

7. Have you (or village) made any investments in the land in the past year? If yes, please detail (type of investment, size/value of investment, etc)? Do you have any future plans for investment? If no, what is constraining your investment?

The next topic we would like to discuss is about land security and conflicts or disputes over land.

8. How secure do you feel in your ability to avoid your land parcel(s) being taken or someone challenging your ability to use your land parcel(s)? What is the cause of your security/confidence or lack of security/confidence in maintaining your land rights? Has your confidence in maintaining and using your land changed in the last year?
9. Are you concerned about a land conflict in the future? With who? Source?
10. Have you experienced a land conflict? When? With who? Source of conflict?
11. Are land conflicts or overlapping land use rights frequent in the village?? What is the nature of these disputes (who are the disputes between, for example)? [T1]
12. What is the process of handling disputes (if any)? Who plays a part in this process from the village? Is there a VPT or Dispute Forum in this village? [T1]
    a. [*For members of VPT only*] Please explain your participation in the VPT in the last year. In your opinion, is the VPT helpful to the community? Why or why not? Are there challenges facing the VPT today?
    b. [*For members of Dispute Forums only*] Please explain your participation in the Dispute Forum in the last year. In your opinion, is the forum helpful to the community? Why or why not? Are there challenges facing the forum today?
13. How does this current situation compare to the situation in this village one year ago (how frequently did land conflicts occur one year ago)? Has the frequency of disputes or the nature of those disputes changed? Has the process for handling/processing disputes changed, and if yes, how? [T0]
14. If changes have occurred, why do you think that change happened (what motivated that change)? If no, why do you think the situation has not changed in the last year?
15. [*If the respondent notes fewer boundary disputes/changes in the process of handling boundary disputes/change in the nature of disputes*] Has this had any positive or negative effects on the community? If yes, in what ways? If no, why not? What do you see as the benefits/shortcomings from fewer boundary disputes in this area? [*Take note of all benefits mentioned*]

We would now like to hear about your experience with the VBS/RM process that has been implemented in this village.

16. [PMAP contribution to outcomes through outputs] Are you aware of the VBS/RM process that [*use reference to the name of the local partner in the village that provided support for VBS/RM through the CLCS and SCF*] implemented with your village?
    a. How was this activity implemented (by whom, where, when, with whom)?
    b. Were you involved/engaged over the last year, and if yes, how?
    c. What were the products or results of the activities? (were boundaries agreed to, processes changed for handling disputes, etc.?)
    d. Were any activities well received (by whom), and why? Were any activities not well received (by whom), and why?

17. [*If not mentioned above for T1 and T0*] Have you observed any changes in…as a result of the VBS/RM process? Were these changes positive or negative (and for whom were they positive or negative)?
    a. the delineation of boundaries
    b. the dispute resolution process
18. If you were not part of the VBS/RM process, can you explain what you have heard about the process?
19. Has the VBS/RM process provided your village with tools to use in determining boundaries or settling of disputes? If yes, do you think any of these tools are useful? If so, what tools are useful, and how are they useful?
20. Did the changes observed in relation to these activities [*if mentioned*] have positive or negative effects in this village? If so, how so [*what are the benefits of more delineated boundaries and improved dispute resolution processes/fewer disputes/etc. - depending on respondent answers*]?

[*Insert framework language for closing, including Evaluation 4*]

2. KII: Village Official or VPT Member

Targeted Respondents: A village official/leader (who can also be a VPT member). This guide may be used for individual interviews or group interviews (with two to three individuals that have similar roles in the village).

Assumptions: This village official/leader is a *direct informant* regarding Task 1 (VBS/RM, including delineation of boundaries and improvement in dispute handling processes) and an *indirect informant* related to Task 2 – 4 work on spatial planning and licensing processes (as these do touch the village level context). The interview will start with questions related to the Tasks most directly relevant to this respondent, ie Task 1, followed by questions related to tasks he/she is indirectly related to (outputs and outcomes) as time allows. Based on these assumptions, not every village level respondent will be asked about every PLUP outcome.

[*In approaching interviews with village officials, questions regarding outcomes will be framed within his/her local context. Questions must be articulated in a way that is meaningful to his/her lived experience.*]

[*Insert framework language for introduction, consent, and participant profile, as described above*]

Let's start our conversation with the topic of boundaries in this village. [*Related to Evaluation Question 1, outcome 1 and 8; Evaluation Question 2; Evaluation Question 3; Evaluation Question 5*]

[If possible, bring a detailed satellite image / map and show the boundaries of the village. Show natural boundaries like rivers or developed boundaries like roads. Ask about the boundary with the questions below, but first begin with questions about the history of the village. When did this become a village? How did you know about boundaries in the past? Why do the boundaries look the way they do now?]

1. Are the boundaries in this village known currently, in your perspective? Are they delineated/known, and if yes how (with physical markers, maps, etc.. – *identify the source of boundary information*)? How are these boundaries agreed on? [T1]
2. Can you show us any of the markers/maps? Do you have access to this boundary information? Why or why not? Do all members (male, female, all groups) of the community have access to it? Why or why not? If not, who does have access to it? [T1]
3. Is there information about the type of land classification(s) in this village and surrounding areas where villagers have land use rights? If information exists, do you think the information on land type and users is accurate?? If yes, where is the information (who has it, in what form), and can anyone access it? If not, what is the constraint to access? Is the information on land type and users accurate? If not, what is inaccurate? [T1]
4. How does this current situation compare to the village boundaries and land use known a year ago? [*If there were differences]* What was different a year ago as compared to the situation now? [T0] What do you attribute that change to? If no change, why do you think the situation has not changed?
5. [*If the respondent noted positive change in or consolidation of boundaries/land use designation in the last year*] Has this had any positive or negative effects in the community? If yes, in what ways? What do you see as the benefits from more certainty about boundaries and land use in this village? [*Take note of all benefits mentioned*]

The next topic we would like to discuss is about what happens when there are disagreements about boundaries in the village or between your village and a neighboring village, called village

boundary disputes. [*Related to Evaluation Question 1, outcome 2 and 7; Evaluation Question 2; Evaluation Question 3; Evaluation Question 5*]

6. How frequently do village boundary disputes (or disputes with license holders) occur today (if at all)? What is the nature of these disputes (who are the disputes between, for example)? [T1]
7. What is the process of handling disputes in the handling/resolving of disputes (if any)? Who plays a part in this process from the village? Is there a VPT or Dispute Forum in this village? [T1]
    a. [*For members of VPT only*] Please explain your participation in the VPT in the last year. In your opinion, is the VPT helpful to the community? Why or why not? Are there challenges facing the VPT today?
    b. [*For members of Dispute Forums only*] Please explain your participation in the Dispute Forum in the last year. In your opinion, is the forum helpful to the community? Why or why not? Are there challenges facing the forum today?
8. How does this current situation compare to the situation in this village one year ago (how frequently did village boundary disputes or disputes with license holders occur a year ago)? Has the frequency of disputes or the nature of those disputes changed? Has the process for handling/processing disputes changed, and if yes, how? [T0]
9. If changes have occurred, why do you think that change happened (what motivated that change)? If no, why do you think the situation has not changed in the last year?
10. [*If the respondent notes fewer boundary disputes/changes in the process of handling boundary disputes/change in the nature of disputes*] Has this had any positive or negative effects in the community? If yes, in what ways? Are there any benefits from fewer boundary disputes in this area (please explain)? [*Take note of all benefits mentioned*]

We are also interested to learn about who uses and owns land in this village. *[Related to Evaluation Question 1, outcome 3]*

11. Are there companies / state land / concessions that own/use land here? [*If no, disregard subsequent questions*.] If yes, tell us what the land is used for and how the agreement is reached. [T1]
12. Do these companies / state land / concessions engage with the local community and government? How did they inform the community about what they are doing with these lands? [T1]
13. Was this situation different a year ago or in previous years? In what ways was it different? Have they changed the uses of these lands recently? If yes, why? [T0]

[Related to Evaluation Question 1, outcome 5]

14. Does the district or sub-district government currently approach and/or engage you or the village about the spatial planning process? Are there village-level agreements about the planning process? Please explain, if yes. [T1]
15. Was the village always engaged/not engaged [depending on response above] in the spatial planning process? What was the situation like a year ago? [T0]

We would now like to hear about your experience with the VBS/RM process that has been implemented in this village. *[Related to Evaluation Question 2 and 3]*

16. [PMAP contribution to outcomes through outputs] Are you aware of the VBS/RM process that was [*use reference to the name of the local partner in the village that provided support for VBS/RM through the CLCS and SCF*] implemented with your village?
    a. How was this activity implemented (by whom, where, when, with whom)?
    b. Were you involved/engaged over the last year, and if yes, how?
    c. What were the products or results of the activities? (were boundaries agreed to, processes changed for handling disputes, etc.?)
    d. Were any activities well received (by whom), and why? Were any activities not well received (by whom), and why?
17. [*If not mentioned above for T1 and T0*] Have you observed any changes in…as a result of the VBS/RM process? Were these changes positive or negative (and for whom were they positive or negative)?
    a. the delineation of boundaries
    b. the dispute resolution process
18. Has the VBS/RM process provided your village with tools to use in determining boundaries or settling of disputes? If yes, are any of the tools useful, and how are they useful?
19. Did the changes observed in relation to these activities [*if mentioned*] benefit this village? How so [*what are the benefits of more delineated boundaries and improved dispute resolution processes/fewer disputes/etc. - depending on respondent answers*]?

[*Insert framework language for closing, including Evaluation 4*]

3. KII: District Level

KII: BAPPEDA

Targeted Respondents: BAPPEDA staff members identified by PLUP, and when possible staff members that directly participated in PLUP activities for Tasks 1 – 4 (for example, on the TPPBD). This guide may be used for individual interviews or group interviews (with two to three individuals that have similar engagement with the program).

Assumptions: BAPPEDA are *direct informants* regarding Task 2 – 4 (data collection, data review, data migration, addressing data gaps, developing SOP for IMS, capacity building related to GIS and IMS) and *indirect informants* related to Task 1 (were informed of work being done in the district regarding demarcation and dispute resolution processes – VBS/RM) and the parts of Task 2 and 3 related to aggregation of license/permit data (usually conducted with the PTSP). The interview will start with questions related to the Tasks most directly relevant to this respondent, i.e. Task 2 – 4, followed by questions about licenses and Task 1 (outputs and outcomes) if time allows. Based on these assumptions, not every district level respondent will be asked about every PLUP outcome.

[*Insert framework language for introduction, consent, and respondent profile, as described above*]

[Related to Evaluation Question 1, outcome 3, 4, and 6; Evaluation Question 2; Evaluation Question 3; Evaluation Question 5]

1. Please tell us about the spatial data that you maintain in this office and how it is organized. What type of data do you currently collect and monitor regarding land, land use, and licenses for land; and how do you do that? At what frequency?
    a. Do you coordinate with other offices (like the PTSP)? If yes, which ones and what does that coordination look like?
    b. How is the data/information used (and by whom, if not just used by BAPPEDA)? Is the information publicly available (who can access the information)?
    c. Has the data been used (or will the data be used) in the spatial plan? [T1]
2. Was this situation different a year ago (what type of data did you collect and monitor a year ago; who did you coordinate with in this work; what did the coordination look like; how did you use the data/information; was the data reflected in the spatial plan)? Please explain. [T0]
3. [*If differences are noted*] What do you attribute these changes to? [*If differences are not noted*] Why do you think the situation has not changed in any of these respects?
4. [PMAP contribution to outcomes through outputs] Are you aware of the PLUP work in this district with spatial data and the development of the IMS [*Task 2-4 worked with BAPPEDA to train on GIS and IMS, develop SOP for IMS, and collect/review/update/migrate data into KUGI system as required by national regulations]*? What specific activities were implemented (by whom, where, when)? Were you involved/engaged with these activities over the last year, and if yes, how? Who specifically was engaged in these activities from this office? [*Note names and gender*]. Were any activities well received, and why? Were any activities not well received, and why?

5. [*If not mentioned above for T1 and T0*] Have you observed any changes as a result of the activity (what were the results of the activity)? Were these changes positive or negative (and for whom were they positive or negative)?
    a. Probes: *Did your office benefit from the migration and updating of spatial data, and if yes, how? If not, why not? Did others outside your office benefit from working with PLUP, and if yes, how so?*
6. Did these changes benefit the communities in this district? Which communities/groups, and how so [*what are the benefits of detailed and accurate spatial data? Improved planning processes using accurate data? Streamlined systems for data maintenance?*]?
7. Do you face any on-going challenges to the maintenance, updating and use of your spatial data in this district (or at higher or lower levels)? Please explain.

Lastly, we would like to discuss village boundaries and land disputes. [*Related to Evaluation Question 1, outcome 1, 2, 7 and 8; Evaluation Question 5*]

8. Are all the village boundaries in this district known currently, in your perspective? If yes, how are they delineated/known (with physical markers, maps, etc. – *identify the source of boundary information*)? Do you use this information in your spatial data? [T1]
9. How does this current situation compare to the village boundaries known a year ago? If there were differences, what was different a year ago as compared to the situation now? What do you attribute that change to? If no change, why do you think the situation has not changed? [T0]
10. How frequently do village boundary disputes (specific to license holders) occur today? What is the nature of these disputes? What is the process of handling disputes at the village level? What is BAPPEDA's role (if any) in the handling/resolving of disputes? [T1]
11. How does this current situation compare to the situation in this district one or two years ago (how frequently did village boundary disputes or disputes with license holders occur a year ago)? Has the frequency of disputes or the nature of those disputes changed? Has the process for handling/processing disputes changed? [T0]
12. If changes have occurred, what do you attribute that change to? If no, why do you think the situation has not changed?
13. [PMAP contribution to outcomes through outputs] Are you aware of the VBS/RM process that PLUP implemented here (and PLUP tools related to conflict resolution processes)? How was this activity implemented (by whom, where, when)? Were you involved/engaged over the last year, and if yes, how? Were any activities well received (by whom), and why? Were any activities not well received (by whom), and why?
14. [*If not mentioned above for T1 and T0*] Have you observed any changes in the delineation of boundaries as a result of the activity? Have you observed any changes in the dispute resolution process as a result of the activity? Has the VBS/RM process provided villages tools to use in settling of disputes? If yes, what tools are useful, and how are they useful? Were these changes positive or negative (and for whom were they positive or negative)?

15. Did these changes benefit the communities in this district? How so [*are there any benefits of more delineated boundaries and improved dispute resolution processes/fewer disputes/etc. depending on respondent answers*]?

[*Insert framework language for closing, including Evaluation 4*]

KII: District Level OSS

Targeted Respondents: OSS staff members identified by PLUP, and when possible staff members that directly participated in PLUP activities for Tasks 2 – 4. This guide may be used for individual interviews or group interviews (with two to three individuals that have similar engagement with the program).

Assumptions: OSS are *direct informants* regarding Task 2 – 4 (license and permit data collection, license data review, addressing data gaps, developing SOP for IMS, capacity building related to GIS and IMS) and *indirect informants* related to Task 1 (were informed of work being done in the district regarding demarcation and dispute resolution processes – VBS/RM). The interview will start with questions related to the Tasks most directly relevant to this respondent, ie Task 2 – 4, followed by questions about licenses and Task 1 (outputs and outcomes) if time allows.

[*Insert framework language for introduction, consent, and respondent profile, as described above*]

[*Related to Evaluation Question 1, outcome 4, 5, 6 and 9; Evaluation Question 2; Evaluation Question 3; Evaluation Question 5*]

1. How do companies apply for a license/permit here? Can you explain the current process in this district? What spatial data is considered before a license/permit is granted? Who communicates with whom, and for what purpose? What type of licenses/permits are approved here, and for what are the lands being used? [T1]
2. Was there any external investment in this district (or at the village level) in the last year? If yes, what type of investment? If no, were there barriers to investment (for individuals and businesses), in your perspective? What barriers?
3. Was the permitting or licensing process the same a year ago? What do you attribute this change to (from a year ago to today)? If no change, why do you think the situation has not changed? Was the situation better a year ago, or is it better now? Why? [T0]
4. [PMAP contribution through outputs] Are you aware of the PLUP work in this district with spatial data, including license and permit data (as discussed above) and the development of an IMS? Did PLUP work with license/permit processes and data, and if yes, how? Were you involved/engaged over the last year, and if yes, how? Were any activities well received, and why? Were any activities not well received, and why?
5. [*If not mentioned above for T1 and T0*] Have you observed any changes as a result of the activity (what were the results of the activity)? Were these changes positive or negative (and for whom were they positive or negative)?
    a. Probes: *Did your office benefit from the development of the SOP, and if yes, how? If not, why not? Did others outside your office benefit from working with PLUP, and if yes, how so?*
6. Do you face any on-going challenges to integration of license/permit data into your IMS in this district (or at higher or lower levels)? Please explain.
    a. Probes: *Is there information that you cannot access that you would like to access?*

[*Related to Evaluation Question 1, outcome 1, 2, 7 and 8; Evaluation Question 5*]
Lastly, we would like to discuss village boundaries and land disputes.

7. Are all the village boundaries in this district known currently, in your perspective? If yes, how are they delineated/known (with physical markers, maps, etc. – *identify the source of boundary information*)? Do you use this information in your spatial data? [T1]
8. How does this current situation compare to the village boundaries known a year ago? If there were differences, what was different a year ago as compared to the situation now? [T0] What do you attribute that change to? If no change, why do you think the situation has not changed?
9. How frequently do village boundary disputes (specific to license disputes) occur today? What is the nature of these disputes? What is the process of handling disputes at the village level? What is BAPPEDA's role (if any) in the handling/resolving of disputes? [T1]
10. How does this current situation compare to the situation in this district one or two years ago (how frequently did village boundary disputes or disputes with license holders occur a year ago)? Has the frequency of disputes or the nature of those disputes changed? Has the process for handling/processing disputes changed? [T0]
11. If changes have occurred, what do you attribute that change to? If no, why do you think the situation has not changed?
12. [PMAP contribution through outputs] Are you aware of the VBS/RM process that PLUP implemented here (and PLUP tools related to conflict resolution processes)? How was this activity implemented (by whom, where, when)? Were you involved/engaged over the last year, and if yes, how? Were any activities well received (by whom), and why? Were any activities not well received (by whom), and why?
13. [*If not mentioned above for T1 and T0*] Have you observed any changes in the delineation of boundaries as a result of the activity? Have you observed any changes in the dispute resolution process as a result of the activity? Has the VBS/RM process provided villages tools to use in settling of disputes? If yes, what tools are useful, and how are they useful? Were these changes positive or negative (and for whom were they positive or negative)?
14. Did these changes benefit the communities in this district? How so [*what are the benefits of more delineated boundaries and improved dispute resolution processes/fewer disputes/etc. depending on respondent answers*]?

[*Insert framework language for closing, including Evaluation 4*]

KII: District Level (Sub-district)

Targeted Respondent: The Camat (Sub-district head).

Assumptions: The Camat plays an important role in administering village level boundaries and negotiating disputes. It remains to be seen what his/her role is in providing information to the districts and how they are involved in land-use investment at the particular sites of this project. It will be important to interview them, but the ET will follow village questionnaires for this interaction and adjust/add questions to the protocol after more is determined about the role of this stakeholder.

4. KII: Provincial Official

Targeted Respondents: BAPPEDA

Assumptions: Provincial level stakeholders appear to play a role in West Sulawesi in terms of Task 2 - 4, though the ET is still confirming the nature of their role in PLUP, and also whether provincial level stakeholders in Jambi are engaged with the project

It will be important to interview provincial level stakeholders, and the ET will follow district level questionnaires for this interaction and adjust/add questions to the protocol after more is determined about the role of this stakeholder.

5. KII: National Official

Targeted Respondents: Bappenas, BIG, MOHA as first priority, followed by other national stakeholders including BPN/ADTR and Ministry of Villages.

Assumptions: National ministries provide important policy considerations and facilitate key procedures associated with project outcomes. National level organizations (especially Bappenas, BIG, MOHA, MOEF, BPN/ADTR, Ministry of Villages) present opportunities for replicating district level PLUP successes at a broader scale. The questionnaire herein focuses on the hypothetical aspects of outputs to contribute to the evaluation data related to context, PLUP approach, and sustainability. In short, this KII is geared towards assessing the implications of realizing project level outputs in the context of national level policy instruments. This questionnaire is geared towards the main counterpart in terms of project outputs, BIG.

[*Insert framework language for introduction, consent, and participant profile*]

1. Do you compile spatial data in this ministry, and if yes, how do you do it? Do you work with other institutions?
    a. Probes: *Do you have working relationships with local governments (and ministries / other government agencies)? Please explain. Do you share data? Do you share your data with other stakeholders like other ministries, CSOs, and concessionaires? Hypothetically speaking, how do you achieve "full data" collection? What is the best case scenario?*
2. Do you work with multiple scales of government to develop the spatial plan? Do offices at the provincial level and below submit information to you based on protocols, or must you request them to submit data about plans and land classifications? Has this situation changed at all in recent years, and if so, how and why?
    a. Probes: *Can you access spatial plans developed by local governments and do they relate to your existing databases? Are you receiving geo-referenced data (e.g. KUGI) from the districts and provinces? Do you compile databases for efforts like village scale projects?*
3. Are spatial data and spatial planning documents accessible to the public, and if so, to what extent? Who can access the data if it is available? Has this situation changed at all in recent years, and if so, how and why?
4. Have land classifications changed with the shifting authority from Bakosurtanal to BIG?
5. How do you administer village boundaries and land classifications? Do you know how boundary disputes are settled at the village level, e.g. between villagers or between villagers and concessionaires?
    a. Probes: *What happens when your databases show an overlap in licenses? How do disputes get settled and what are the roles of the various institutions involved? In your opinion, should/could there be a standardized national program for boundary setting and conflict resolution?*
6. Do CSOs submit data to you, and if yes, how do you reconcile this data with data you receive from other offices? Can you show us any examples?
7. Do you have access to concessionaire lands databases? How are these administered? What are the challenges to ensuring that rules are followed with regards to land use?

8. Do you know of any information management systems that are being used by the provinces and districts to conduct spatial planning? [*If yes*] What are the positives of programs you are aware of and what are the challenges?
9. Are you using a system that helps to consolidate data? Are regions implementing your Standard Operating Procedures (SOP) on GIS technologies and uses? What types of software are being used, and why? What is the capacity of staff working on this data and to what extent are they working on trying to update the government data?

[*Insert framework language for closing]*

6. KII: MCC and MCA-I

Targeted Respondents: Respondents to include GP Management (Jakarta), PLUP MCA-I Management Team (Jakarta), GP M&E Team (Jakarta), MCC PLUP Advisors (Jakarta and USA), and PLUP-related consultants (when available, Jakarta).

Assumptions: These respondents were either closely linked to implementation or participated in providing oversight and support to the project during the last year. While consultants may be linked to particular Tasks (1-4), most respondents in this category are involved with the project more broadly. Based on these assumptions, this interview guide includes mostly questions related to Evaluation Question 3 and 4 (for which MCA-I and MCC are *direct informants)*. Following these questions are sections related to Evaluation Question 1 (outcomes 1 -9), 2, and 5 (depending on the respondent), to be asked as time allows (for which MCA-I and MCC are *indirect informants)*. Outcome-specific questions (to establish T0 and T1) will only be asked of experts that are specifically tied to the work of a particular PLUP Task (for these questions, refer to KII 3). Based on these assumptions, not every respondent will be asked about every PLUP outcome (for evaluation question 1).

Responses regarding key outputs and successes will be used to cross-check T0 and T1 data as collected through other informants and also through document and secondary data review.

[*If respondent is an expert and tied to a particular PLUP task, before starting this interview, hand the interviewee a list of the PLUP outcomes, as they may not be familiar with the nine outcomes identified by the evaluation. Then refer to outcome-related questions from KII 3, to be inserted into the KII following the questions below.*]

[*Insert framework language for introduction, consent, and participant profile*]

1. Do you work with the PLUP project? Please explain your position (and how long you have held this position) and how you have interacted with the project over the last year.
    a. Probes: *What task(s) have you been involved with? Have you gone on field visits/site visits during project implementation? Does your role involve direct communication with Abt Associates (or other partners)? How did you know what the progress of implementation was with PLUP? Where did you get your information/from whom did you get your information? If you have gaps in information about the project, in what areas are those gaps?*
2. In your own words, please explain what the PLUP project seeks to achieve.
3. [*For respondents that are experts in a topic related to PLUP tasks*] Please explain the strengths, if any, which you see in the PLUP approach. Please explain the weaknesses, if any, which you see in the PLUP approach/theory of change.
    a. Probes:
        i. *Task 1: To what extent do you think the mapping guideline of VBS/RM can address disputes and provide greater certainty over land demarcations and uses? What will having "perfect" boundaries do to land investments and household income?*
        ii. *Task 2/3: How does having spatial data in the KUGI format help districts? What are the benefits to migrating spatial data into this format?*
        iii. *Task 4: What do you think about the spatial management systems supported by PLUP? What is the benefit of having an IMS in the district?*

4. [*For respondents that are experts in VBS/RM, Task 1*] Please comment on the extent to which the VBS/RM process as implemented by PLUP was participatory, gender sensitive, and dispute sensitive?
5. Has the project had any **key outputs** that you are familiar with? Please list, and comment on the quality of these outputs from your own perspective. [Define outputs as necessary]
    a. Probes: *Did you find PLUP reports to be of high-quality? In your opinion, are the technical deliverables of the contract high-quality and useable by relevant stakeholders? Why or why not?*
6. Has the project had any **key successes**? Please be specific and provide examples.

    [*Organize successes mentioned by type – project output, project outcome, management/implementation, stakeholder engagement, etc. and repeat categorization back the respondent to seek their agreement*]
7. How was the project able to achieve these successes *[if any are mentioned]*? Do you feel this success will continue beyond the time of this project? Why or why not? Please give examples.
8. Has the project faced any **key challenges**? Please be specific.
    a. Probes: *Did the project face any challenges related to management by the prime implementer? Local partner management? Political/economic/cultural landscape/context? Policies/procedures/processes? Stakeholder buy-in or engagement? Coordination with MCA-I/MCC?*

    [*Organize challenges mentioned by type and repeat categorization back the respondent to seek their agreement*]
9. Did the project mitigate/solve these challenges that they could (that were within their sphere of influence to mitigate) *[if any are mentioned]*? If yes, which ones and how (be specific)? Did this mitigation or solution lead to a more efficient or effective process/activity? Why or why not?
10. As MCA-I looks ahead to implement PMAP 2 – 8 in other districts, what are they **key lessons learned** from PLUP that you would like to make sure are documented and considered?
    a. Probes: *Now that you have identified successes and challenges of PLUP, what are your recommendations for future PMAPs? What would you keep the same and what would you change about the intervention/management/stakeholder engagement, etc.?*

[*Insert framework language for closing, including Evaluation 4*]

7. KII: PLUP Implementer

Targeted Respondents: Respondents to include PLUP COP, PLUP Jakarta staff (including Task Coordinators 1 – 4), District Team Leaders, CLCS, and SCF (when and where available). Respondents will also include Warsi and Puter staff where they fill the positions mentioned previously. Respondents will also include Trimble staff that are visiting Indonesia during the time of the evaluation.

Assumptions: PLUP implementers are *direct informants* regarding Evaluation Question 2, 3 and 4, and also *direct informants* regarding specific Tasks (Evaluation Question 1) they are associated with (the Task 1 Coordinator would be a direct informant regarding Task 1, for example). Interviews will start with questions related to the management of the project and questions/tasks most directly relevant to the respondent, followed by questions related to tasks respondents are indirectly related to (outputs and outcomes), as time allows. Based on these assumptions, not every respondent will be asked about every PLUP outcome (for evaluation question 1).

Responses regarding key outputs and successes will be used to cross-check T0 and T1 data as collected through other informants and also through document and secondary data review.

[*If respondent is tied to a particular PLUP task/area, refer to outcome-related questions from KII 3 to be inserted into the KII following the questions below.*]

[*Insert framework language for introduction, consent, and participant profile]*

1. Do you work with the PLUP project? Please explain your position (and how long you have held this position), who you work for, and how you have interacted with the project over the last year.
    a. Probes: *What task(s) have you been involved with? Have you gone on field visits/site visits during project implementation (for those based in Jakarta)? Does your role involve direct communication with Abt Associates or MCA-I? How did you know what the progress of implementation was with PLUP? Where did you get your information/from whom did you get your information? If you have gaps in information about the project, in what areas are those gaps?*
2. In your own words, please explain what the PLUP project seeks to achieve.
3. [*For respondents that are related to specific PLUP tasks*] From your perspective in [*Jakarta, or other location*], please explain the strengths, if any, which you see in the PLUP approach to [*reference related task the respondent is associated with*]. Please explain the weaknesses, if any, which you see in the PLUP approach.
    a. *Task 1: To what extent do you think the mapping guideline of VBS/RM can address disputes and provide greater certainty over land demarcations and uses? What will having "perfect" boundaries do to land investments and household income?*
    b. *Task 2/3: How does having spatial data in the KUGI format help districts? What are the benefits to migrating spatial data into this format?*
    c. *Task 4: What do you think about the spatial management systems supported by PLUP? What is the benefit of having an IMS in the district?*
4. Has the project had any **key outputs/products** that you are familiar with? Please list, and comment on the quality (usefulness) of these outputs from your own perspective. [Define outputs as necessary].
    a. Probes: *In your opinion, are the products high-quality and useable by relevant stakeholders? Why or why not?*

5. Has the project had any **key successes**? Please be specific and provide examples.

   [*Organize successes mentioned by type – project output, project outcome, management/implementation, stakeholder engagement, etc. and repeat categorization back the respondent to seek their agreement*]
6. How was the project able to achieve these successes *[if any are mentioned]*? Do you feel this success will continue beyond the time of this project? Why or why not? Please give examples related to your work/task/area.
7. Has the project faced any **key challenges**? Please be specific.

   [*Organize challenges mentioned by type and repeat categorization back the respondent to seek their agreement*]
8. Did the project mitigate/solve these challenges *[if any are mentioned]*? If yes, which ones and how (be specific)? Did this mitigation or solution lead to a more efficient or effective process/activity? Why or why not?
9. As MCA-I looks ahead to implement PMAP 2 – 8 in other districts, what are they **key lessons learned** from PLUP that you would like to make sure are documented and considered?
    a. Probes: *Now that you have identified successes and challenges of PLUP, what are your recommendations for future PMAPs? What would you keep the same and what would you change about the intervention/management/stakeholder engagement, etc.?*

[*Insert framework language for closing, including Evaluation 4*]

8. KII: NGOs/CSOs/experts/universities/research institutions

Targeted Respondents: Respondents to include several of the following at the national level (depending on availability and further PLUP/MCA-I guidance): HuMA (Society for Community-based Legal Reform and Ecology); Samdhana Institute; JKPP; ICRAF; and SAINS Sayogyo. These organizations work in land use planning or renewable energy. CSOs may also be added at the provincial or district level, depending on identification and availability.

Assumptions: NGOs and CSOs are *direct informants* for Evaluation Question 1 establishment of T0 and T1 (providing the ET context and data, *if* they are knowledgeable about districts where the project works). They are not direct (or even indirect) informants on any PLUP project activities or outputs. Each NGO/CSO/research institute, therefore, will be asked questions related to their expertise. Based on these assumptions, not every respondent will be asked about every evaluation question, nor every PLUP outcome.

[For this respondent category, interviewers should be prepared to explain an overview of the PLUP project in case respondents are not familiar with implementation, goals/outcomes, and geographic target areas.]

[*Insert framework language for introduction, consent, and respondent profile, as described above.*]

[Related to Evaluation Question 3]

1. What do you know of the PLUP project? Please describe activities you attended or are familiar with.
2. How is the work of this NGO/CSO/research institution similar and how is it different from the work that PLUP carried out over the last year?
3. What data do you access (or seek access to) from the government for your work? What data/information is available and credible, in your opinion? Would you answer to this question be the same if I asked you one or two years ago? Why or why not?
4. Have procedures, processes, or regulations changed in the past two years that have affected the work you do?

[IF APPLICABLE, Related to Evaluation Question 1, outcomes 1-9; Evaluation Question 5]

[VBS/RM, Task 1]

5. Do you know about the VBS/RM? [*If not, the interviewer will explain efforts that are being done in the PLUP starter districts*.] Do you think there are any challenges/barriers to this approach? What do you think this process will help to do, if anything?
    a. Probes: *Do you know if PLUP's boundary efforts are being acknowledged by government/relevant stakeholders? What do you think about some of the commitments that have been made?*
    b. [*Specifically for JKPP*] Are you seeing a change in village mapping / database systems? Is data becoming more available over time? Is there a growing trend for mapping boundaries and a particular way that any land clarify is being implemented and enforced?
6. Are there key barriers to achieving greater transparency, efficiency, and fairness for negotiating overlapping land claims, in your experience?
7. What will having "perfect" boundaries do for a village, sub-district, or even district?

8. What do you think an accountable conflict resolution process looks like? To what extent is it possible to conduct dispute resolution forums at the village level?

[Task 2 – 4]

9. *[If the organization works in the PLUP districts]* Do you think delineation of boundaries, dispute resolution processes, spatial data, or systems for organizing spatial data have changed in these locations over the last few years? Why or why not? [T0 and T1]
10. Do you know about the spatial management information systems that are being developed by PLUP? What do you think of their approach? If not familiar with the approach, what do you know about spatial management information systems in general?
11. Are governments and companies making use of maps and spatial data in their decision making processes and in planning? Are there ways to monitor the spatial planning process? How have public consultations taken place regarding the spatial planning process?
12. Do you access spatial data from the district level? What data can you access and what format is it in?
13. Have you seen a change in land uses in the past two years in the areas your organization works?

[Related to the topic of sustainability]

14. Lastly, in your perspective, do you think the PLUP approach as implemented in the four districts will be sustainable? Why or why not? If you could design the intervention, what would you change and what would you keep the same?

[*Insert framework language for closing*]

9. KII: Concessionaire/Land Claimant/Business/GP Facility Investor

Targeted Respondents: Concessionaires/Land Claimants (at the national, provincial and district level, as available)

Assumptions: Concessionaires / Land Claimants are a large and diverse category. They range from specific sectoral industry players of palm oil, pulp and paper, and cocoa at the national, provincial, and district levels. The objective in KII 9 questionnaires, whether at national level forums or specified industry associations, or at provincial and district level institutions is to evaluate the extent to which the outputs of the project influence their decision-making processes.

[*Insert framework language for introduction, consent, and respondent profile, as described above*]

1. Do you know how village boundaries are set? Have you been involved in setting administrative boundaries? What happens with the delineation of lands when you receive a concession parcel? [T1]
2. Do you feel secure in your investment(s) and why? Are there any remaining constraints to the investment(s) or land allocation? How long does it take to acquire a land parcel? How long does it take to invest once the land is granted?
3. Have you experienced any changes in land boundaries/parcel size the past year? If yes, where, why, and how was the process implemented? [T0]
4. If you added land, how did the annexation take place; and if you scaled back in land area, how was the administration process implemented?
5. Do you conduct public consultations once a land use activity is expected to change, and if yes, how do you do this? Have there been any changes in the practices you use to consult with the community in the recent past? If yes, please explain. [T0 and T1]
6. Do you coordinate data-sharing with the authorities? If yes, what authorities do you coordinate with, and how do you do it? Do they require you to submit data? Do you also share this data publicly? Why or why not? [T1]
7. Have there been any changes in the data collection / administration system required of you in the past year? [T0 and T1]
8. Do you know if the government has an Information Management System (IMS)? Is the data that you collect on your land delineation process accurately reflected there?
9. What happens when a dispute takes place? What are the exact steps that you conduct to address overlapping claims? What would ease the dispute resolution process?
10. Have you experienced any issues in boundary or land use disputes? If so, please describe along with source of conflict and how dealt with the conflict. If so, have you ever attended a training to learn about addressing disputed boundaries? If yes, what did you learn? Did it change how you might address a conflict in the future?
11. [*optional*] Do you have any CSR programs in this area? How are they implemented and are any related to land uses?

[*Insert framework language for closing*]

10. FGD: Village VPTs

Targeted Respondents: A VPT of five to six individuals, or a group of community members if the VPT is not available.

Assumptions: Village members are *direct informants* regarding Task 1 (VBS/RM, including delineation of boundaries and improvement in dispute handling processes) and *indirect informants* related to Task 2 – 4 work on spatial planning and licensing processes (as these do touch the village level context). The group discussion will start with questions related to the Tasks most directly relevant to the group, ie Task 1, followed by questions related to tasks respondents are indirectly related to (outputs and outcomes) as time allows. Based on these assumptions, not every village level respondent will be asked about every PLUP outcome.

[In approaching this FGD with villagers, questions regarding outcomes will be framed within the local context. Questions must be articulated in a way that is meaningful to their lived experience.]

[*Insert framework language for introduction, consent, and respondent profile*]

[Related to Evaluation Question 1, outcome 1, 7 and 8; Evaluation Question 2; Evaluation Question 5]

1. Tell us about the village boundaries here. Are the boundaries around this village officially recognized? If yes, when did this happen? If no, has there been a process started that you are aware of to work toward this goal? [T0 and T1]
    a. Probes: *When did this become a village? How did you know about boundaries in the past? Why do the boundaries look the way they do now? Are boundaries delineated/known now/a year ago, and if yes how (with physical markers, maps)?*
2. Now that we have a picture of the boundaries in this village from last year and this year, has the delineation of village boundaries and clarification of land use affected land allocation, land use or investments? If so how? If not, what is the constraint??
3. If so, can you please explain what, in your opinion, motivated/caused the change in land allocation, land use or investments? [*The facilitator should add the 'change agents' mentioned between the 'before' and 'today' columns developed for the previous question*].
4. [*If a change has been identified*] How has this affected your community? Has it helped your village or members of the community in any way? Has it harmed your village or certain community members in any way?

[Related to Evaluation Question 1, outcome 2, 7 and 8; Evaluation Question 2; Evaluation Question 5]

5. Let's now move on from our discussion of boundaries to a discussion of boundary/land disputes in this village. Let's start by thinking back a year or more. What types of disputes were common then, and now *[nature, actors*]? How did this village address/resolve disputes a year ago, and how would you describe disputes now/today? [*The facilitator will use a flipchart to document respondent answers to map out the contrast between pre-intervention and post-intervention*] [T0 and T1]
6. If there was a change in the nature/actors/amount of disputes in this village from last year to this year, can you please explain what, in your opinion, motivated this change? [*The facilitator should add the 'change agents' mentioned between the 'before' and 'today' columns developed for the previous question*].
    a. Probes: *Is there a Village Participation Team (VPT) in this village? Is there a Dispute Forum in this village (or other means of resolving disputes)? Was the*

VPT/Forum involved in the resolution of these disputes in any way? Who were the parties that helped resolve (or work toward the resolution of) disputes? Did the processes for handling disputes, land use/NRM and actual/willingness to invest in land/property change?

7. [*If a change has been identified*] How has this affected your community? Has it helped your village in any way? Has it harmed your village in any way?

We would now like to hear about your experience with the VBS/RM process that has been implemented in this village.

8. [PMAP contribution to outcomes through outputs] Are you aware of the VBS/RM process that [*use reference to the name of the local partner in the village that provided support for VBS/RM through the CLCS and SCF*] implemented with your village?
    a. How was this activity implemented (by whom, where, when, with whom)?
    b. Were all of you involved/engaged over the last year, and if yes, how?
    c. What were the products or results of the activities? (were boundaries agreed to, processes changed for handling disputes, etc.?)
    d. Were any activities well received (by whom), and why? Were any activities not well received (by whom), and why?
9. If your village was not part of the VBS/RM process, can you explain what you have heard about the process?

[*Insert framework language for closing, including Evaluation 4*]

11. FGD: Concessionaires/Land Claimants/Businesses/GP Facility Investments

Targeted Respondents: Concessionaires/Land Claimants/Businesses/GP Facility Investments (at the national, provincial and district level in groups of five or six (as available)

Assumptions: These stakeholders are a large and diverse category. They range from specific sector industry players of palm oil, pulp and paper, and cocoa at the national, provincial, and district levels. The objective in FGD 11, whether at national level forums or specified industry associations, or at provincial and district level institutions is to speak with a group of respondents to collectively discuss issues that influence their decision-making processes.

The ET will use KII 9 to guide this FGD. Specific questions will also be added to when the attributes of the FGD participants are known.

12. FGD: Training Beneficiaries

Targeted Respondents: Participants of either the IMS or GIS training conducted by PLUP in August – September, 2016. A group of five – six participants will be selected randomly from lists provided by PLUP. Trainees are typically from BAPPEDA and the OSS in the districts.

Assumptions: Training beneficiaries are *direct informants* regarding Task 4 trainings/capacity building regarding GIS and IMS. They will only respond to questions about this specific Task. Note that this means they will not be asked regarding all PLUP outcomes. This questionnaire does not seek to determine learning about specific topics (as the pre- and post-test from the training will be provided to the ET pre-FGD), but it collects information from the group regarding their daily work and how the training has impacted their work/office.

[*Insert framework language for introduction, consent, and respondent profile*]

1. Can everyone please tell the group where you work and what your position is?
2. Did each of you attend a training conducted by the PLUP project in this district? If yes, what was the training about?
3. There were many topics covered in this training, and we have reviewed the pre- and post-tests to learn more about what you were trained on. Are you able to use the Information Management System (IMS) in your office in your daily office activities?
    - Probes: *Do you understand what an IMS is and why it should be used? If no, why? What are the constraints to implementing IMS in your office?*
4. Are the structures in place for you to utilize the IMS? Why or why not? How?
    - Probes: *Has your office committed to its implementation? Was this training relevant to the work that you do in your office? If yes, how so? If no, what would have been relevant for you to learn about to help you in your day-to-day work?*
5. Do you face any challenges in your office currently with implementing the IMS as described in the training? Please explain those challenges you face, if any.
6. Lastly, is there anything else you would like to share with us about the training, what you learned, or how you will use IMS in your office

Annex VI. Document Review

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Annex VII. Sampling Methodology

Development of the Sampling Frame

A list of stakeholder organizations and contacts for KIIs was acquired from MCA-I staff, project implementers, and ET research on target areas. For stakeholders where lists and contact information was not available (for example, for private sector concessionaries, businesses/non-concessionaires, NGOs), the ET first attempted to collect lists from district government offices but ultimately employed snowball and convenience sampling (detailed below). FGDs were conducted for three main groups; the village level VPTs, concessionaries/businesses (non-concessionaires); and training beneficiaries. FGD participants were selected from the stakeholder/contact lists (for VPTs and training beneficiaries) and through snowball sampling for businesses. Concessionaires and business participants were selected based on a broad representation of their interests/activity, and their knowledge and engagement in the land permitting process. FGDs were also conducted with village members, and these members were identified through convenience sampling.

Sampling of Areas, Key Informants and FGD Participants

The selection of sub-districts and villages was completed in consultation with the PMAP I implementer and MCA-I and was also based on the ET's document review and knowledge of each area. While each province and district that the project works in will be visited, the sub-districts and villages (regarding task 1) were selected based on a number of factors: a) to ensure Phase I and Phase 2 coverage for Task 1; b) to collect information on specific sub-district and village dynamics, for example reliance on 'adat' and completed vs. not completed boundary segments; and c) accessibility.

The key informants and FGD participants were selected within each of the sampled districts, sub-districts, and villages. Informants at the national and provincial levels were primarily purposive, with elements of random, snowball, and convenience sampling based on the established sampling frame. There were a number of officials and stakeholder categories that were consistently selected for KIIs in each area (for example, the Village Head, Sub-district Head, and the VPT); and there were a number of individuals that were selected purposively depending on the specific area. Stakeholders were prioritized and sequenced for KIIs according to their support for and influence over the project. Meanwhile, convenience and snowball sampling were used to identify community respondents and concessionaires/businesses.

Annex VIII: Assessment of Task 1 – 3 Data

Background

During baseline evaluation, the ET requested the main geo-spatial data outputs for Task 1, 2, and 3 from the implementer (and from MCA-I). For Task 1, this includes information on VBS (shapefiles of boundary points and polygons) and any resource mapping data. For Tasks 2-3, this includes the consolidated geo-spatial database. The ET requested the data to confirm completion of outputs and also to prepare for interviews with village and district stakeholders that would be with intended users of the outputs.

To receive this data (specifically the Task 2 and 3 data), the ET had to provide a written request to MCA-I and receive official approval (because of sensitive boundary segment data and imagery), which resulted in delays in being able to access the data. When the implementers did provided the data, the ET was provided a folder called "**Task 2.**" This folder was provided to the ET at the conclusion of the phase 1 evaluation fieldwork, at the end of September 2016. The ET also requested village map products, a key output from Task 1, and was provided with three village maps (that are not be included here because they were not yet finalized through a District Head Decree).

This delivery of data included data for all four districts. It was also explained to the ET that the Task 1 geospatial data was not yet available except for one location - Mamasa District in West Sulawesi. This was because, as the implementer explained, the other Task 1 raw data were still being prepared and completed at the time of the evaluation. It is unfortunate that this data was not available for the ET fieldwork so that the team could complete sample ground-truthing to assess the accuracy of the files and compare them to existing features of the landscape. The ET had expected that there would be some data to review during visits to the villages, which turned out not to be the case. The unavailability of the data was in part due to delays already experienced by the project and the timing of the ET visit, which took place during the late phases of the project when implementers had either de-mobilized from village locations or were finalizing project deliverables. In any event, data was not available in the form of soft copy files or as hard copy printouts.

This annex, therefore, is the ET's review of the Task 1-3 geospatial data and Task 1 maps provided by the implementer. The review is limited to a full assessment of data from Mamasa. This review forms the basis of findings and conclusions presented in the report about Task 1-3 outputs (in Evaluation Question 1).

General Data Folders

Within the **"Task 2"** folder, there are eight folders, which include a folder named "**DOC,**" that is further aggregated in district and provincial level data. This folder does not have information in it except for one document that says "clarification of map scale." In the "DOC" folder, there is also an empty West Sulawesi Folder, with a folder set aside for Spatial Plans, which are also empty. The ET assumes that the project team has this data, as they are readily available in local regulations (RTRW), and are also contractually required for submission to MCA-I upon contract closeout.

In the next layer, there is a folder called "**GDB**" or Geo-database, which is an emerging file-type for shp files. The team understands this as a formatting process for migrating data. There is also an "**IMG"** file of a screenshot of all the KUGI files and an explanation of where they are located. Next, there is a folder "**MXD**." There is also a file provided for Muaro Jambi. Thereafter, there is a folder "**PDF**" that is empty.

The next folder is called "**raster**" and provides satellite imagery. The image in Mamasa is high quality SPOT 7 imagery of 1.5 meter resolution from 09/25/2015. The imagery covers Mambi, Bambang, and Sumarorong. The imagery in Mamuju is SPOT 6 and SPOT 7 images, both 1.5 meter from 04/22/2015. In

Merangin, there is also SPOT 6 and 7 at 1.5 meters from 07/06/2015. The Muaro Jambi imagery has not been mosaic-ed and are separated into four files, and also provided in TIF file format at much lesser quality. There is no imagery provided at the provincial scale.

The next folder is **SHP**, where all the data is located. These files also follow the same conventions or organization by district and province.

Assessment of Mamasa District Data

The Mamasa data is made up of 16 folders. The folders are detailed below. The first folder relates to Mamasa, and the review here inspects Bambang sub-district.

1. Folder **"20160920 - mapping data"** (assumed to be VDDC data, compilations of VBS/RM). The sub-folders that follow in the [T]PPBD (assumed to be VDDC) folder (listed below from a – k) are also provided for the sub-districts in Sumarorong and Mambi. The ET first conducted a proxy assessment of village level boundary data in this folder. The village boundaries do follow key features, like rice fields and rivers. However, with the accuracy requirements in the MOHA No. 45/2016 regulation, it is unlikely that this is the data developed as part of Task 1. If this is so, however, and it does fit with cross-checked cartometric points provided in a forthcoming folder (k, below), it is feasible that these are the segments that were developed as part of Task 1. It does not seem, however, that the segments are clearly indicated as part of this data set. It will be important to test this data and its availability during phase 2 of the evaluation, as well as to review how the village boundaries and resource mapping was conducted. It appears to be a major task to re-categorize the data provided in the datasets and make them available, but they also seem to be a collection of existing data. It would also be helpful for review purposes if the data was presented according to output deliverables.
    a. Polygons/polylines for village "boundaries,"
    b. Points for "important sites,"
    c. Points for irrigation,
    d. Points for waterfalls,
    e. Points for toponyms of villages,
    f. Multi-dimensional representation of shapefiles for contours,
    g. Points for specific topography (mountains, valley, peaks, etc.),
    h. Polyline for sub-district roads, points for key infrastructure (bridge, markets, places of worship, etc.),
    i. Polygon for land cover (rice fields, settlements, plantations, fields, grasslands, etc.),
    j. Polylines for rivers,
    k. Cartometric points (284 in total, presumably indicating village boundaries from Task 1, but still unclear)
2. A separate classification for "boundaries," which includes other jurisdictional levels. There is also a curious polygon for "mining" in the section on jurisdictional boundaries.
3. A subset on "specific datasets," which provides polygons for watershed data, polygons for forest estate, and APL categories (with common accuracy problems).
4. Data set on polygons for "geologic features" of underground and minerals
5. "Hydrography" with polygon and polylines for rivers
6. "Hipso-graphy" with lines for contours
7. "Cadaster" (empty folder)
8. "Built area" (empty folder)
9. "Spatial reference" (empty folder)
10. "Soil" with polygons for three soil types

11. "Thematic" includes data on land cover. This was a unique finding when cross-checked with the aforementioned data on "specific datasets" for land cover. Here, the land cover is provided as a polygon in a different format. These different classifications seem to be part of institutional differentiation, but requires further scrutiny. In the thematic folder, there is also a polygon for spatial pattern, which seems to utilize similar land classifications.
12. "Toponyms" in the form of data points
13. "Transportation" includes airports, roads, and bus terminals
14. "Utilities" includes data on the electricity networks, gas stations, water utilities, and waste collection points
15. "Vegetation" includes an oddly shaped polygon for a grassland. There is also a polygon for plantations that seems to be outside of forest areas but also overlaps with settlements in various cases.
16. The "xSuperseeded" folder also provides a wealth of data that are too long to note here. This includes, for example, three sets of folders: a) base maps that include similar files on jurisdiction; b) "Planning Maps" (strategic areas and classifications of areas such telecom networks, municipal networks, and irrigation) and, c) "Thematic Maps" with some interesting additional features such as climate, disaster, and demographics.

Of note, there is license data only for Muaro Jambi in the data provided to the ET (including HGU, HTI, and PO). There was no license data included for Mamasa.

Assessment of Three Village Maps

The ET was also provided three sample maps from MCA-I that would have been presented and reviewed in this annex, however, the ET was informed that data could not be disseminated prior to District Head Decrees. Therefore, the ET describes the maps below for three villages.

These village maps appeared to be unfinished. In general, the information provided on the village maps show a legend with numerous classifications, but for the most part, the information includes i) village administration, ii) transportation infrastructure (e.g. roads and bridges), iii) water features (e.g. rivers), and iv) land cover. The land cover classification is further divided into developed and non-developed. The non-developed land includes, for the most part, information about rice fields, plantation land, and forest.

Conclusion

The ET concludes that the implementers collected significant amounts of information. Some of the data is overlapping and aggregated in different places. This is perhaps part of the renegotiations taking place as part of KUGI reforms. It could also be due to district-level preferences to have multiple points of accessibility of data. There also seems to be limited engagement on discussions about overlapping land classifications and polygons. This is a longstanding issue and most likely has to do with jurisdictional challenges. These types of conversations should also be brought up in discussions about spatial certainty.

This review did not scrutinize licensing and permitting data. One reason is that there is only one permit in Mamasa, and another is that this data is very sensitive and institutions are reluctant to release. Regarding permitting, however, there were numerous indications that as part of the IMS engagement, overlapping licenses and permits were negotiated by institutional actors. Phase 2 of the evaluation should certainly look for indications about the availability of land permits and licenses.

The village maps still seem to be a mystery, and finding any database on segments eluded the ET. The ET also believes that such basic data about key outputs on boundary setting, e.g. for simple monitoring purposes, should be made readily available and disseminated across stakeholders overseeing project

outputs (e.g. BAPPENAS and MOHA should be engaged and aware of the status of segments, and the VDDCs should also be supported to be able to present and monitor this progress).

Annex IX: Typologies of Conflict

Numerous stakeholders within PLUP at the baseline expressed difficulty in understanding the relationship between spatial boundaries and conflict. The ET often heard that these are just administrative boundaries and should not affect tenurial rights. Therefore, boundary setting for administrative purposes should not cause conflict. In the context of these responses, it is important to clarify how village spatial administration relates to the factors that are often the backdrop and spark to land conflicts in Indonesia. Such dynamics are particularly perplexing due to the seemingly contradictory processes that can lead to conflict.

Village boundary setting allows for numerous decision making potential to occur from an individual parcel to the controlled oversight of allowable uses by administrators. Having agreed-upon village demarcation provides access to administrative functions that control access to funds in various forms (i.e. village funds from numerous sources, and village revenues from tax collection). It also determines administration authority that allow for particular development and management decisions to take place.

The typology below includes five types of conflict based on experiences described by respondents in each of the starter districts. The typology described henceforth goes from what are most likely the easiest conflicts to negotiate, to the most complex.

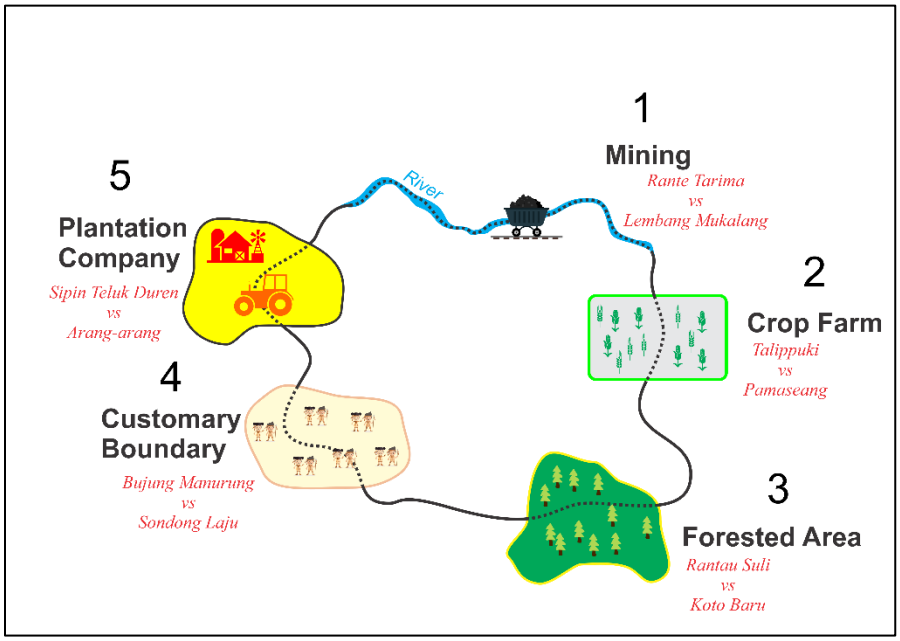


Figure 6: Typologies of Conflict in PMAP 1

1) Natural Boundaries

Perhaps the simplest boundary negotiation has to do with natural boundaries. These are typically mountain ridges or rivers, or other clear natural markers. Historical – either adat or administrative – boundaries that reference natural boundaries are easy to negotiate because they are the most visible. However, as the ET learned in Mamasa, even these visible features can turn to conflict in areas that are rich in contested and valuable natural resources. Mamasa is undergoing widespread roadbuilding projects that are taking place at a rapid rate. Riverbeds provide lucrative potential for stone quarry and gravel mining. Therefore, although natural boundaries are easy to administratively settle and negotiate there are instances where local elites or vested interests attempt to renegotiate boundaries for inclusion of particular interests into their administrative jurisdiction. Mamasa is also an example of jurisdictional conflicts in the time of

administrative proliferation. When new districts were splintering into different jurisdictional boundaries, numerous conflicts erupted and several casualties were reported.

2) Crop Farm Borders

A slightly more difficult boundary dispute can emerge over the administration of individual land rights to a particular village, especially when these lands consist of mixed crops or fallow lands. Villagers often have alliances with administrators that they trust and insist on their areas being included in one village over another. This can create difficulties when village administrators also have interests in expanding their jurisdictional area, usually motivated by the possibility of increased funding. Furthermore, when village boundaries are inchoate, actors can also attempt to make de facto claims to land based on particular conversion practices. This becomes further complicated when there are other actors involved, such as migrants seeking land cultivation opportunities in boundary areas. This condition was observed in Merangin where a flood of migrants are seeking opportunities for coffee production. In the event that difficult boundary negotiations take place without joint agreements that involve all actors, conflicts can result that have multiple actors and layers of complexity. In one case in Muaro Jambi, the ET observed the pivotal role of VPTs to help peacefully negotiate boundaries. During this direct observation, the VPTs and village leadership from neighboring villages walked the boundaries and staked out boundaries between land holders. This included handshakes, pictures, and other symbolic gestures of agreement. Such approaches help to bring accountability to a process in which unclear boundaries can provide for opportunities of land grabbing.

3) State Enclosures

A particularly complex, historically situated cause for conflict relates to the "political forest," in which state simplifications of land classifications took place through legal frameworks that consolidated land authority under government control.[143] In short, this is especially evident from the fact that one ministry has administrative authority over two thirds of Indonesia's territory. In Merangin, the ET experienced an especially intense conflict around the re-negotiation of Forest Estate land authority. The village of Koto Baru, facilitated by the NGO Walhi, re-administered land as Forest Estate land with limited usufruct rights. The village of Rantau Suli however, argues that these lands consist of groves (especially lucrative cinnamon trees) that were planted by their ancestors. Rantau Suli therefore believes that Koto Baru worked with the Forestry Agency to enclose access to lands that certain villagers from Rantau Suli believe were given to them by their ancestors – their ancestors made investments on the land on their behalf. This is an especially toxic conflict in which PMAP I implementers attempted mediation. Conceding land boundary administration, according to Rantau Suli, would mean giving up legitimate authority to manage ancestral lands. This is especially evident from the village-scale road building projects that are currently taking place - Rantau Suli protests these development projects, and some members threaten violence should any activity ensue.

4) Identity and Custom

Custom, or *adat*, is a complex term that has undergone numerous political and identity reformulations over time in Indonesia. Some of the more contentious conflicts in Indonesia often arise when customary laws have been broken because they transcend any material dispossession to the realm of identity. In almost every region the ET visited, villages expressed non-negotiables with respect to village delineation. These might be positions as simple as individuals who cannot separate the village from the existence of a certain geographic feature within its scope, to the sense that village responsibilities for oversight of a certain location relate to how they define themselves. Some described this in terms of "*harga diri*" or pride,

[143] Peluso, Nancy Lee, and Peter Vandergeest. "Genealogies of the political forest and customary rights in Indonesia, Malaysia, and Thailand." The Journal of Asian Studies 60.03 (2001): 761-812.

others in terms of spiritual and religious connections to sites that require "protection" or certain rituals that must be undertaken there. In Bambang Village and neighboring Lembang Mokalang Village, an unsettled boundary is linked to adat responsibilities that date back to the 1840s, whereby ancestors from the village of Rantai Tarima's were requested to act as guardians of a location called Tampaung. The villagers of Lembang Mokalang however, have a direct dependency on this location for their water resources. However, villagers of Rantai Tarima believe they will be cursed if they release their guardianship over Tampaung. Meanwhile, villagers of Lembang Mokalang believe that without their direct management, responsibility through administrative acknowledgement, the villagers of Rantai Tarima will not be able to protect the watershed that is important to them. It would seem that this change of administration might be simple to undertake, in the interests of protecting the resource. However, the villagers of Rantai Tarima are unwilling to relinquish responsibility. The ET was told that seven rounds of negotiation have taken place to try to come to agreement. The village elders have been gathered together and local protocol has been strictly followed, but still without successful resolution.

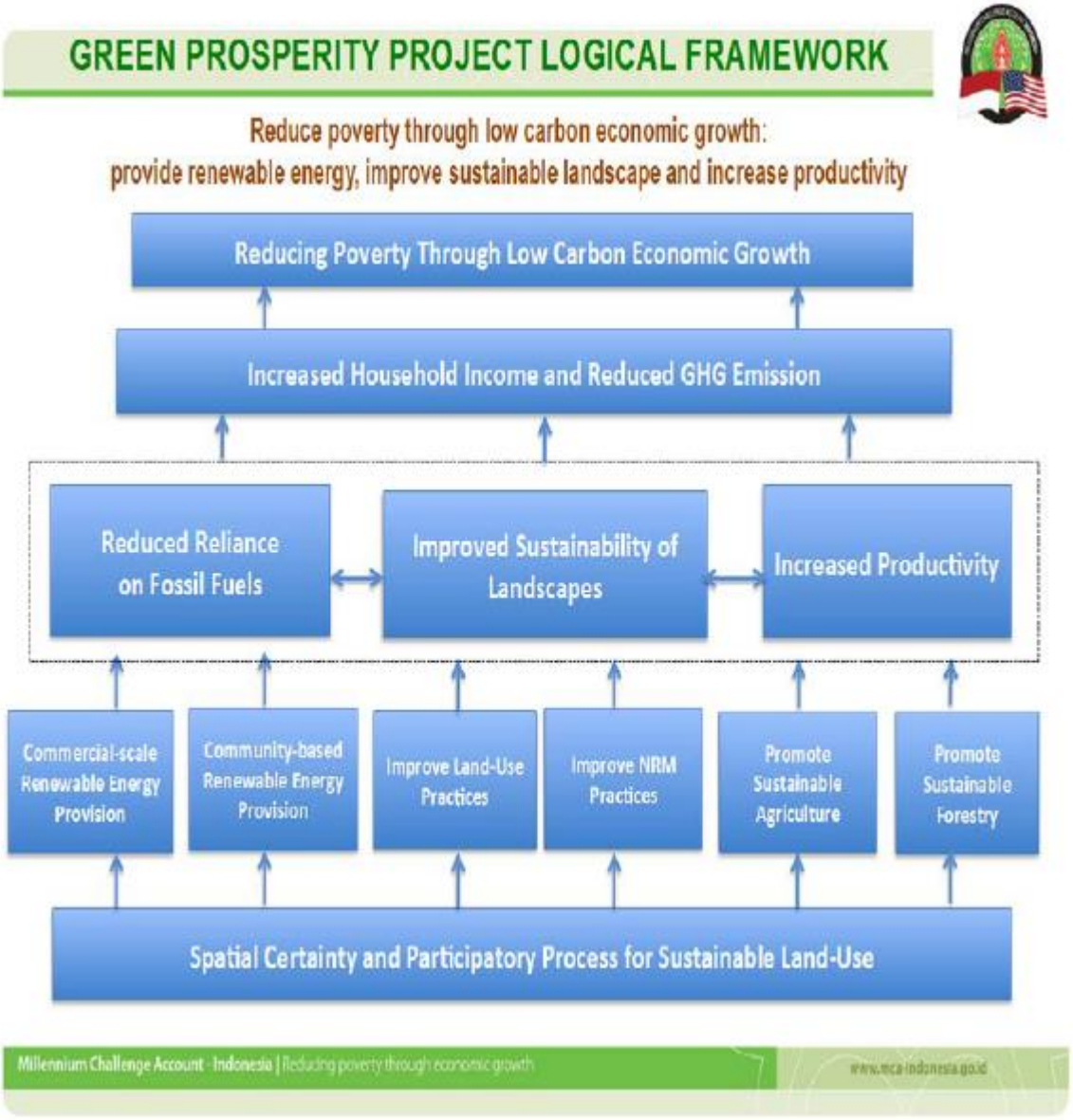
5) Plantations and Conflict

Literature on land grab tends to suggest that powerful and coercive private interests evict people from their land. Although this occurs in various instances across Indonesia, one particular perplexing conflict actually includes conflict over desires to be included in the administrative jurisdiction of the plantation company. The conflict regarding the boundary Sipin Teluk Duren and Arang-Arang in Muaro Jambi, showcases an especially toxic relationship in which a company's presence has actually led to villages trying to make the case to include plantations under their jurisdiction. Sipin Teluk Duren believes that the company presence has unfairly been located in their land without due compensation because the company is only working with the neighboring village. This also affects access to Corporate Social Responsibility (CSR) funds from the company, development projects led by the company, retribution to the village government, all the way to the allocation of employment opportunities for members of a given village. The villagers from Sipin stated that they have watched the neighboring village develop and unfairly locate on their land. They argue that they would also like to benefit from what is duly taking place within their jurisdictional area. The villagers of Sipin also took their case to the court system, but ultimately lost at the Supreme Court after a decade long battle, which they lament also required significant resources. While this is just one case from the many often contradictory effects that take place with the presence of plantation enclosures, it does highlight the complexity of conflicts that arise when such a powerful presence negotiates with and nestles against local villages administrative units.

Annex X. Referenced Theories of Change

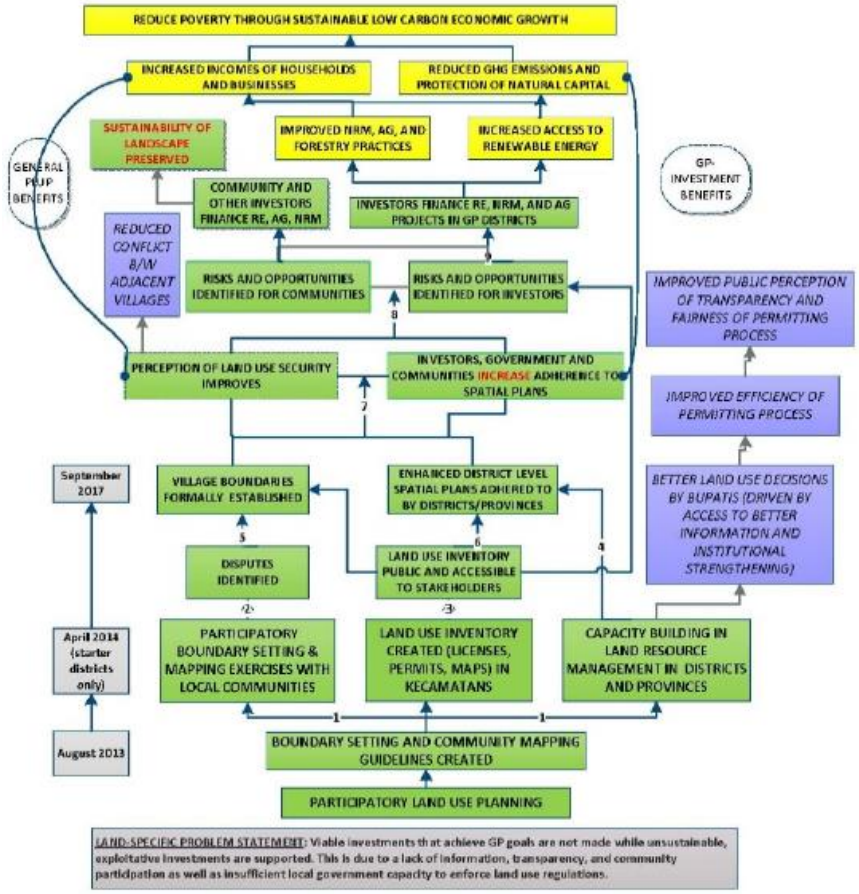
The theories of change below are referenced in the PLUP Baseline Evaluation Report.

Green Prosperity Theory of Change



PMAP 1 Theory of Change

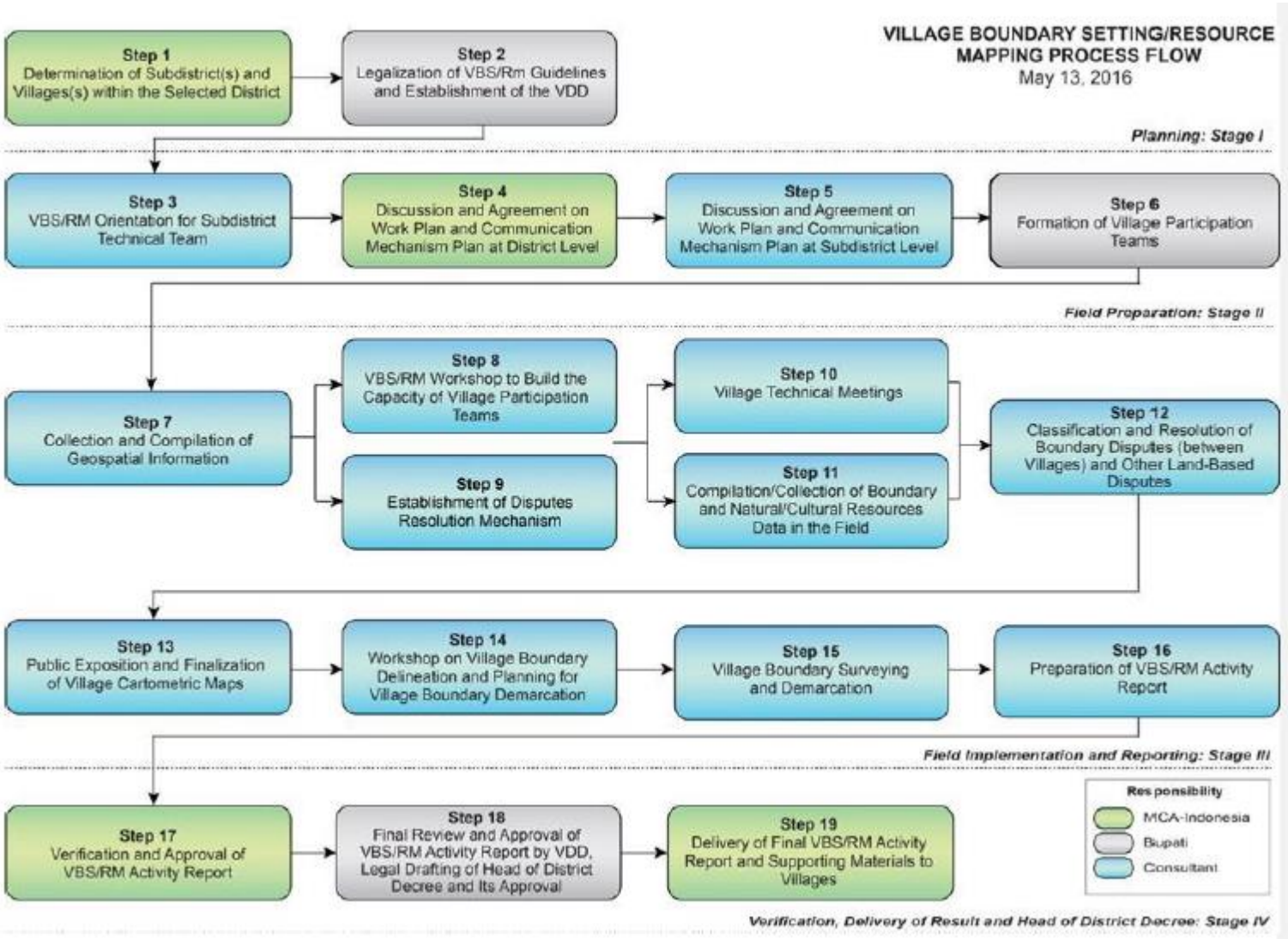
Note: From the PMAP 1 Contract and Inception Report



ASSUMPTIONS OF PLUP LOGIC

1. MOU is adhered to by district governments participating in GP.
2. Villages are willing to trust and cooperate with the sponsor or implementing entity.
3. Government entities are willing to provide location permit and license information to populate the LUI. Information must be retrievable and relevant to the LUI.
4. Relevant government staff participate in training and learn needed skills. Also, turnover is limited or some staff are able to continue the training.
5. Villages are willing to trust and cooperate with the sponsor or implementing entity. (Connected to A2).
6. Government is willing and information is accessible in a manner that accommodates various stakeholders.
7. Local government formally approves the guidelines and boundaries. (If not approved, still adhered to.)
8. Government at the national, provincial and district levels (including parliament) approve the boundaries and the spatial plans. (If not approved, still adhered to.)
9. Community investors use the information; also, good faith investors are not corrupt.

Annex XI. The VBS/RM Process Flow Chart



Annex XII. Fieldwork Schedule for PLUP Baseline Evaluation

Date	Location	Activities
August 29	Jakarta	• Evaluation Team Planning Meeting • Evaluation questionnaire testing
August 30	Jakarta	• In-brief with MCA-I • KIIs • FGD
August 31	Jakarta	• In-brief with PMAP 1 Implementer • KIIs • FGD
September 1	Jakarta	• KIIs
September 2	Jakarta	• KIIs
September 4	Muaro Jambi	• KIIs • FGD
September 5	Muaro Jambi	• Observation: GIS training • KIIs • FGD
September 6	Muaro Jambi	• Obsevation: Pillar marking at Kumpeh Ulu • KIIs • FGD
September 7	Muaro Jambi	• KIIs
September 8	Merangin	• KIIs • FGD
September 9	Merangin	• KII • FGD
September 10	Merangin	• Observation: Pillars at Simpang Talang Tembago • KII • FGD
September 11	Muaro Bungo	• KII
September 12	Muaro Bungo	• KII • Team Analysis Meeting
September 13	Muaro Bungo	• Team Analysis Meeting

September 14	Mamuju	• Observation: IMS Training in Mamuju • KIIs
September 15	Mamuju	• KIIs • FGD
September 16	Mamuju	• KIIs • FGD
September 17	Mamuju	• Observation: Pillar at Bonehau • KII • FGDs
September 18	Mamuju	• Observation: Pillars at Karataun Village and Kondobulo Village • Observation: Villagers in Kalumpang • KII • FGD
September 19	Mamuju & Mamasa	• Observation: Disputed area between Mappu and Kalumpang Sub-district • KIIs • FGD
September 20	Mamasa	• FGDs
September 21	Mamasa	• Observation: Pillars at Bambang Timur Sub-district • FGDs
September 22	Mamasa	• KIIs • FGD
September 23	Mamuju	• KIIs
September 24	Mamuju	• Team Analysis Meeting • Finalizing notes
September 26	Jakarta	• KIIs • De-brief preparation
September 27	Jakarta	• KIIs • De-brief preparation
September 28	Jakarta	• KII • De-brief preparation
September 29	Jakarta	• Meeting with PMAP 1 Implementer

September 30	Jakarta	• De-briefing with MCA-I (preliminary findings)
October 4	Jakarta	• KII
October 5	Jakarta	• KII
October 6	Jakarta	• KII
October 17	Jakarta	• De-briefing with MCC (preliminary findings)