4970238
PD-AAD-817-F1

PROJECT EVALUATION SUMMARY

1. Mission or AID/W Office Name	2. Project Number
USAID/Jakarta	0238

3. Project Title

Area Development Project Planning

4. Key project dates (fiscal years) a. Project Agreement Signed	b. Final Obligation	c. Final input delivered	5. Total U.S. funding - life of project
June 1975	1977	1978	$408,000

6. Evaluation number as listed in Eval. Schedule	7. Period covered by this Eval. From:	To:	8. Date of this Evaluation Review
78-9	11/1/77 Month/year	12/31/78 Month/year	12 13 77 Month/Day/Year

9. Action Decisions Reached at Eval. Review, including items needing further study (Note--This list does not constitute an action request to AID/W. Use telegrams, airgrams, SPARS, etc., for action)	10. Officer or Unit responsible for follow-up	10. Date action to be completed
1. Improve performance in expeditiously recruiting consultants meeting ambitious job requirements.	USAID/AID/W and USDA	Recruitment underway last two Bappedas

Attachment:

1. Notes for response to Christopher Committee on project effectiveness.

12. Signatures:

	Project Officer	Mission or AID/W Office Director
Signature	Gerrit Argento	Thomas C. Niblock
Type Name	Gerrit H. Argento	Typed Name Thomas C. Niblock
Date	9 March, 1978	April 6, 1978

Robert Zimmerman, Evaluation Officer
RZ

13. **SUMMARY - Summarize in about 200 words the current project situation, mentioning progress in relation to design, prospects of achieving purpose, major problems encountered, etc.**

Six of the eight scheduled Bappedas have received assistance and prepared project plans. Foreign training has been completed. In general the plans have been strong in economic analysis and weak in financial and administrative analysis. Spin off documents and educational case materials for the most part have not been prepared as distinct outputs of the project. Foreign training has not been followed up with evaluation and recommendations.

Three weaknesses of the project have been 1) the inability of the screening mechanism in all cases to select Bappedas ready to take full advantage of the assistance, 2) the inability to recruit consultants fully meeting the ambitious job requirements, and 3) inadequate support of Bappeda by provincial government in some cases.

14. **EVALUATION METHODOLOGY - Describe the methods used for this evaluation, i.e. was it a regular or special evaluation? was it in accordance with the Evaluation Plan in the PP with respect to timing, study design, scope, methodology and issues? What kinds of data were used and how were they collected and analyzed? Identify agencies and key individuals participating and contributing.**

Evaluation based on continuous discussions in context of working relationships between USAID, Cipta Karya, Bappenas and Dalam Negeri project staffs; frequent joint visits to assisted Bappedas and participation via consultants and directly in Bappeda planning efforts. This evaluation is a continuous part of the project involving a whole range of project personnel and documentation.

15. **Documents to be revised to reflect decisions noted page 1 (other side:)**

☐ **Project Paper (PP)** ☐ **Logical Framework** ☐ **CPI Network**

☐ **Financial Plan** ☐ **PIO/T** ☐ **PIO/C** ☐ **PIO/P** ☐ **Project Agreement**

☐ **Other**

☐ **This evaluation brought out ideas for a new project -- a Project Identification Document (PID) will follow.**

16. **Evaluation findings about EXTERNAL FACTORS - Identify and discuss major changes in project setting which have an impact on the project. Examine continuing validity of assumptions.**

The GOI desire to strengthen the role of Bappeda has not diminished but experience with the project indicates that in some cases provincial development programs are not sufficiently differentiated to allow a sharp institutional and functional separation between planning and implementation.

As the development program intensifies, planning should gradually emerge from operations as a distinct function, and acquire its exclusive budget and personnel. If the planning function receives its institutional identity too early, both planning and operations could be set back. Planners could become frustrated. The line agencies might see the planners as artificial and interfering and yet also feel frustrated having no other body to rely on for coordination. To some extent this problem of the over development of structure in relation to function weakens the Bappeda and makes technical assistance difficult. On the other hand, due to this weakness, the linking of technical assistance to a Bappeda selected area development project has proven a very effective element in the design of this project.

17. **Evaluation findings about GOAL/SUBGOAL - For the reader's convenience, quote the approved sector or other goal, (and subgoal, where relevant) to which the project contributes. Then describe status by citing evidence available to date from specified indicators and by mentioning progress of the other projects (whether or not U.S.) which contribute to same goal. Discuss causes--can progress toward goal be attributed to project, why shortfalls?**

The goal is increased rural income and participation in development process. The sub-goal (project purpose) is improved development planning. The Inpres program, a World Bank assisted extension program and Dalam Negeri's emphasis on the development responsibility of Governors and Bupatis have all helped to decentralize development planning. A number of allocative and administrative decisions have been moved from Jakarta to the provinces and districts. This project has improved the ability of the assisted Bappedas to define and act on provincial development problems. It has also helped to improve the understanding of the Jakarta agencies concerning what kind of support and information the Bappedas need to do their job.

18. Evaluation findings about PURPOSE:

(a) Quote the approved project purpose. Cite progress toward each End-of-Project Status (EOPS) condition. When can achievement be expected? Discuss causes of progress or shortfalls.

Project Purpose: Decentralize development planning by assisting planning units in 8 of 26 provinces to plan projects and improve planning methods.

Indicator : Continued output from assisted Bappedas of policies, plans, projects, coordination and follow-up recommendations.

Comment : Enough time has elapsed to judge if the first three projects assisted have been followed up. Although monitoring of progress by USAID and GOI officials has been insufficient, all three appear under implementation with close Bappeda monitoring.

(b) What is current priority of Project with the GOI? Do USAID and GOI share common perception of Project Purpose? How is this priority and common perception manifest in project implementation?

The priority of strengthening the role of the Bappeda has, if anything, increased. USAID and the GOI agree on the project purpose. The GOI, within its administrative and staffing constraints, has fully supported the project. Dalam Negeri has followed up its emphasis on the Bappeda with many high level policy explanations, visits to Bappedas, national seminars, training courses and adequate provision for Bappeda budgets and staffs.

19. **Evaluation findings about OUTPUTS and INPUTS - Note any particular success or difficulties. Comment on significant management experiences of host contractor and donor organizations. Describe any necessary changes in schedule or in type and quantity of resources or outputs needed to achieve project purpose.**

Outputs : The project plans have been strong in identification of objectives and analysis of project components. They have been weak in laying out and demonstrating commitments for the administrative arrangements and providing funds for implementation.
The educational case materials and spin-off documents have been few in number and skimpy in quality and little success has been achieved in feeding them back into the administrative and training process.

Inputs : The Bappeda screening mechanism has not functioned effectively in three of eight cases. Also it has been difficult to obtain consultants with the proper technical qualifications plus consulting experience in South East Asia and language capability.

20. **Evaluation findings about UNPLANNED EFFECTS - Has project had any unexpected results or impact, such as changes in social structure, environment, health technical or economic situation? Are these effects advantageous or not? Do they require any change in plans?**

When the project began in June 1975, it had to be sponsored by the Ministry of Public Works. Although assistance was being provided to the provincial governments under the Interior Ministry, that Ministry had a firm policy against formal cooperation with foreign donors. During implementation this handicap was overcome and effective relationships were developed with Interior which became a strong supporter of the project and of USAID assistance generally. This relationship has developed to the point where Interior has become the active official sponsor of two new USAID assisted projects in local administration and rural development; Provincial Development Program and Kabupaten Provincial Planning and Management Training Project. Interior is also active in a third project: Northern Sumatra Regional Planning Project. The Interior counterparts of the Bappeda project are also the Interior counterparts of these three projects. Finally, the steering committee mechanism used in the Bappeda' project has been continued for these three projects.

21. Does this project have any impact on the five development criteria outlined in Section 102(d) of the FAA (i.e.: a. increasing agricultural productivity through small farm labor intensive agriculture; b. reduce infant mortality; c. control population growth; d. promote greater equality in income distribution; and e. reduce rates of unemployment and underemployment). Explain.

In general, decentralizing planning and strengthening the Bappeda will improve the effectiveness of the development program in which targets a through e figure prominently. In particular the project plans of the assisted Bappedas specifically focus on these objectives:

Bali	a, c, d, e
North Sumatra	a, d, e
East Kalimantan	a, d, e
North Sulawesi	a, d, e
Aceh	a, d, e
Central Java	a, d, e
Lombok	a, d, e
Lampung	a, d, e

22. Who are the direct and indirect beneficiaries of this project? (Identify, describe nature of benefits and number of those benefiting). Finally, do the benefits justify the costs?

Direct : Bappeda staff

Indirect : Those who benefit from improved development planning

All assisted Bappedas felt that the Consultants did transfer technical knowledge to them. The experience provided them with valuable insights and perspectives regarding their own problems and possible solutions. As yet they recognize a link is still missing between planning and implementation. An example of how an entire local administration benefits from this assistance is Muara Muntai Area. The Bappeda is now more able to synchronize activities of agencies from the Provincial level downwards to the second level government of Kutai, Chiefs of subdistricts, village heads and village institutions, involved in one project. For the first time in its history in designing a Provincial Development Plan and Budget this method was used and served as model for designing the Provincial Five Year Development Plan of East Kalimantan. In FY 1977/78 more than $ 1 million is being spent for Muara Muntai Area Development project for the benefit of 40,000 fishermen and their families. Likewise a Bappeda planned well drilling in Nusa Penida is expected to provide good drinking water for about 25,000 people.

23. **CHANGES IN DESIGN OR EXECUTION - Explain the rationale for any proposed modification in project design or execution which now appear advisable as a result of the preceding findings (items 16 to 20 above) and which were reflected in one or more of the action decisions listed on page 1 or noted in Item 15 on page 2**

Improved screening would provide a Bappeda better able to use the assistance. Improved consultant recruitment would result in more effective assistance.

24. **LESSONS LEARNED - What advice can you give a colleague about development strategy -- e.g., how to tackle a similar development problem or to manage a similar project in another country? What can be suggested for follow-on in this country? Similarly, do you have any suggestions about evaluation methodology?**

Technical assistance to a planning unit should be preceded by a demonstration of the political will to develop and an identification of development objectives. The attempt to build these factors into the project was largely successful.

There are very few consultants properly qualified for a highly specific assignment of this type and USAID project assistance has little control over financial incentives or recruitment screening done in Washington. We pay too little attention to the key input of consultant quality.

25. (a) SPECIAL COMMENTS or REMARKS (For AID/W projects, assess likelihood that results of project will be utilized in LDC's)

This project embodies some important concepts.

1. Recipient agency screening: In a large diverse society some agencies will be eager to receive assistance and will take full advantage of it. They should complete against specific criteria to be eligible. Two Bappedas were rejected twice and never received assistance under the project.

2. Specific consultant assignment: A framework of expectations and technical relationships should be created for which consultants can be recruited. The Bappeda and the project to be planned are selected before the Consultants are recruited.

3. Accountability: The assisted agency should be accountable to its superiors for a product necessitating the participation but not the domination of the consultants. The Bappeda chief must present the project plan prepared by the Bappeda to a high level review committee in Jakarta. This accountability is important in motivating the Bappeda to work efficiently during the four months and use the consultants.

(b) Overall assessment of project performance.

Unsatisfactory		Satisfactory			Outstanding	
1	2	3	4	5	6	7
			x			

Narrative statement explaining ranking:

The committee agreed that for the first six Bappedas selected, screening procedures were uneven. This weakness was corrected by USAID and the GOI in the choice of last two Bappedas.

The project generally has been on schedule but it has proven difficult to obtain properly qualified consultants and Bappeda readiness to utilize the consultants was weak in some cases.

Walter G. Bollinger, PRO January 10, 1973

Garrit Argento, RD/AD

Information for Christopher Committee on Project 238 -
Area Development Project Planning

Attached please find a brief description of the project and answers to the questions in State 306064 for your use in preparing a Mission response to the Christopher Committee.

Clearances:
RD/AD:KABaldwin: _____
RD:WCLarson: _____

Distribution:
PRO
RD, RD/AD-2
CAA-3

RD/AD:GA:eh

PROJECT BACKGROUND AND DESCRIPTION

I. Policy Background: GOI realizes it is too centralized and compartmentalized in development planning and implementation. This causes rigidity, slowness, standardized projects and programs not adapted to regional needs, strains central government capacities and stifles initiative and participation throughout the country. (While this structure is necessitated by the desire to maintain social order and prevent open political competition among parties, ethnic groups and regions, there is room for decentralization in the interests of development.) As one method of decentralization, the GOI has chosen to develop provincial planning units. These units were created in 1974 to improve the ability of provincial governments to allocate and monitor a vastly increased flow of development finance transfers from Jakarta. The planning units were given adequate staff and authority but require considerable institutional development in the use of data, analysis, priority setting, budgeting, project screening, agency coordination, internal staff management and monitoring. The purpose of the project is to promote this institutional development by starting with one of the most concrete Bappeda functions: implementation planning for area development.

II. Project Design

a. Jakarta screening committee requests planning units to submit area development proposals according to following criteria:

   1) Benefits rural poor in short term (benefits received within 3 years of project completion);

   2) Implementable with provincial funds;

   3) High priority.

b. Screening committee selects planning unit.

c. Recruitment via USDA PASA of planning and technical consultants suited to area development proposal and needs of planning unit.

d. Consultants and planning unit together with local university, implementing agencies and district officials draft plan in Indonesian.

e. Draft plan defended before steering committee.

f. Plan implemented.

STATE 306064 CHECK LIST

I. Reaching poor, employment

The implementation plan addresses a small manageable area - county size - and focuses on coordinating existing services and delivering routine outputs. This approach makes short run practical results likely. All plans assisted promote rural employment.

Examples:

Bali - Fishing cooperative will increase time at fishing grounds, storage life of catch and frequency of deliveries to market, all contributing to more man days and productivity in fishing activities. Cashew planting to increase agricultural employment in draught conditions.

Central Java - Administrative improvement allows more integrated delivery of agricultural services to hillside farmers which will increase cropping intensity and reduce soil erosion leading to more man days of productive labor.

II. Institution building

Jakarta Steering Committee
- Provided first central government coordination of program to strengthen provincial government.
- First instance of official cooperation on provincial level development planning between Interior Ministry, Agriculture, Public Works and Bappenas.
- The administrative innovation of province level implementation planning guided by and accountable to an inter-agency central committee.

Bappeda
- Introduction through guided experience of viewpoint that data collection, analysis, staff assignments, budgeting and agency relations are not independent activities continued from year to year according to tradition or percentage increases but depend on development objectives which must be clear and realistic.
- Introduction of implementation planning as opposed to area/sector descriptions and vague restatements of the problem.

- Introduction of viewpoint that development problems can be seen on an integrated district basis as well as a sectoral-agency basis.

Example:

East Kalimantan - Before: Bappeda approval of agency budgets based on past year level and increase possible within overall budget ceiling. After: Bappeda review of agency budgets according to capacity of each level of line authority (i.e. province, district, sub-district, etc.) to implement coordinated program.

III. Mobilizing resources

Example:

North Sumatra - Relatively independent programs of tambak, BRI credit, extension for coconut replanting, kabupaten level administrative reform and public participation in development were shown to have much more impact when properly combined and focused on target coastal areas. This approach identifies components requiring more funding (BRI fishery loans) and greatly increases the return on overall spending.

IV. Multiplier effects

Very significant administrative multiplier; provided base for new approach by Interior to decentralization policy and to cooperation with foreign donors.

V. Donor coordination

Coordination between Ford Foundation supported PPN and Yogya courses very weak. Little connection between academic focus of above two courses and administrative-operational training under this project.

VI. Attainment of project objectives and unintended results

Objective of improving planning units' ability to plan and monitor development generally achieved but success varied with provincial government's desire to use this assistance and in this respect screening committee performance uneven. Unintended result was opening up Interior to official cooperation with USAID and donor access to a sensitive yet critical area of development, i.e. decentralization and the performance of local government. It can be expected that the World Bank and other donors will follow USAID lead in this area. Another unintended result was the discovery of two fishermen using fish cage culture in inland East Kalimantan. This occurred when province fishery officials accompanied the UB consultants to a remote up river area. Now the fishery service has

formed a fish cage experimentation and demonstration project around the two fishermen and requested assistance from fisheries in Jakarta which is receiving USAID support in this field.

Relevant positive experience:

- Flexible grant money simplifies administration and allows USAID initiative.

- This project probably would not have come about without a patient persistent language trained project officer given freedom by the Mission to design, negotiate and redesign a project and then manage it.

- Make the diversity of this large country an asset rather than an obstacle by screening for motivation, focusing on an area with its own identity and pride and building in accountability along predetermined and accepted criteria.

- Introduce innovations in project design which in being lived up to later will have the major developmental impact of the project but insure by many long discussions that the design is fully understood and accepted by the responsible agencies before final documents are signed.

- Recruit consultants after the recipient has defined the advice it needs to produce a specific product. This will insure that the consultants are well suited to the task and that the recipient has an incentive to use them.

- USAID project officers need a simple procedure for quickly obtaining qualified consultants; American expertise exists but is not readily deliverable.

UNITED STATES GOVERNMENT

Memorandum

PE3

TO : Distribution

DATE: April 20, 1978

FROM : ASIA/PD/EA, Robert S. Queener

SUBJECT: Project Evaluation Summary
Area Development Project Planning
(497-0238)

Attached for your information and files is the Project Evaluation Summary for subject project.

We would appreciate any comments or observations you may have regarding this report.

Attachment: a/s

Distribution:

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