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THE CITANDUY RIVER BASIN INTEGRATED DEVELOPMENT PROJECT

(CITANDUY II)

PROJECT MANAGEMENT STUDY

FINAL REPORT

RAM

RESOURCES MANAGEMENT INTERNATIONAL, INC
JAKARTA INDONESIA

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PRC ENGINEERING CONSULTANTS INT'L.
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FOREWORD

This Project Management Study was prepared pursuant to the Scope of Work as described in the Terms of Reference for Contract No. 497-0281-C-00-1089-00 for the Citanduy II Project between the United States Agency for International Development (U.S. AID) and Resources Management International, Inc (RMI) dated December 7, 1981.

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CHAPTER I
EXECUTIVE SUMMARY

Section 1 : Overview

The Citanduy River basin has been the subject of study over the past thirty years, and intense development efforts have been made over the past decade. Initially, the Government of Indonesia established a special project to control floods, reclaim land for production and develop irrigation systems. In 1981, the Government expanded the project to include upper watershed development, and made provisions to strengthen the capabilities of local programs.

The goals of the Project were to improve the welfare of people living in the area by improving production and employment opportunities, and at the same time induce people to adopt and use effective soil and water conservation technologies. The Project is in part experimental, and a further objective of the Government was to test and demonstrate a program that could achieve these objectives with reasonable levels of time, effort and money.

The Project established a management system involving three ministries (now four) and their local level agencies. Two of these agencies, the Citanduy Basin Project at Banjar (CBPO) and the Water Management Development Center at Ciamis (WMDC) have basin-wide authority for planning and management, cutting across local government boundaries. The Provinces and Kabupatens also have development planning and management responsibilities in their respective areas. The Project established two committees in order to improve coordination among these management elements, one at the national and another at the basin level.

Project funding was arranged through several channels, including funds from the National technical services, national grants-in-aid (Inpress), and local self-help. This management and funding arrangement is typical of Indonesia's development approach, with the exception of the Basin Coordination Committee.

The Project Loan Agreement in 1981 specified that a management study would be made in the second year of the Project for "the continued evolution and perfection of a management system for a long term, multi-sectoral and integrated development program". (See Annex I-1 for Term of Reference). The results of the study are presented in this paper. Most of the analysis and recommendations suggest ways to improve the system. This emphasis on improvements leaves the impression that the management system has been less effective than, in fact, is true. Management by the several agencies involved has succeeded in delivering inputs and working with local people to use these inputs effectively. Management also has steadily improved over the life of the Project as the various agencies encountered and solved management problems. The study team encourages the reader to consider the recommendations in this report as suggestions to improve an on-going management process, and not as a criticism of the efforts to date.

Section 2 : Major Management Concerns

One concern of the Study Team is in regard to the opportunity to implement the Project and its sub-activities, as presently specified, in a way that is as timely and cost effective as possible, and simulataneously learn from this implementation experience so that the Project can be modified to make it an even more effective development program. The Study notes this dual responsibility (see Chapter IV, page 9 and page 7-10, Chapter I), and the opportunities to carry them out more effectively.

A second concern is the conflict and tension between two basic concepts represented in the Project's design. One is the concept that recognizes a river basin as a unit for development, and the subsequent establishment of basin project offices (WMDC and CBPO) to plan and manage projects. The other concept is that local government (Provinces and Kabupatens) should have the major responsibility for development planning and management. (See Chapter IV, page 1 - 2). The Study recommends that the conflict between the two concepts be resolved by further initiatives on the part of local governments to contribute to the planning and management of the Project, and with continued government and Project support to do so. A second suggestion is that WMDC

and CBPO increase, their technical assistance rules to local government, and reduce the range of independent action. This calls for specific national-level instructions and support.

A final concern is improved coordination among the management agencies. The Study suggests that the National Steering Committee assist through policy and procedural decisions that can contribute to the coordination. This has implications for timely implementation of activities, increasing innovation and adjustment of the program, and improving the working relationships between local government and basin-wide agencies. (See Chapter II, page 4-7). The Study also suggests that the Basin Coordination Committee be reorganized and further tested. Its role however, should be primarily that of communication as part of the Project's management information system (See Chapter II, pages 7-10).

Specific recommendations regarding the three major concerns above are listed below and discussed in Sections 3 through 9 of this Chapter.

1. Project Management should be integrated more effectively with existing Government of Indonesia's institutions, policies and programs.
2. Greater flexibility for local planning should be established.
3. Implementation planning should be emphasized during and following the Project design phase.
4. More emphasis should be given to the experimental character of the Project and the means to improve its content as a development program.
5. Existing funding arrangement should be maintained.
6. Future Project design should involve people who ultimately must accept and execute the Project activities.
7. U.S. AID and the Consultant teams should focus attention on efforts to improve achievement of Project management objectives.

The seven sections that follow (3 thru 9) discuss the problems leading to each of these recommendations, and then suggest specific steps to achieve them.

Section 3 : Integration of Project Management with Established Institutions

A. Problem

Development means, among others, changes in the traditional ways that people do things. This is sometimes a risky, and always difficult, undertaking. The problem is that local people, who must accept and carry out changes, and local government agencies and officials best prepared to assist, are not sufficiently involved in the Project. Furthermore, Project Citanduy II is not integrated well with existing policies, programs and procedures of the Government of Indonesia, specifically those to facilitate the work of local officials and local people in the development process. These policies etc. delegate authority and responsibility to local government for local planning and project implementation. They also provide specific programs and procedures to promote local participation in development planning. The problem is that Project Management is not integrated with these other efforts.

The problem is further aggravated by features of the P3RPDAS program. These features are P3RPDAS authority for planning, its direct supervision of greening extension personnel, the highly prescribed content of its program, and different levels of funding for similar activities between P3RPDAS and the Project.

B. Recommendations

1. The Governor and the Bupati should be given greater responsibility and authority for the Project, including integrated plans and budgets, implementation coordination, monitoring, reporting and corrective action.

2. Provincial and Kabupaten Guidance Teams should be established to support the Governor and Bupatis in execution of Project responsibilities (See suggested functions and organization of Teams in Annexes 2 and 3).
3. Annual plans and budgets for all project activities should be received, reviewed, amended as necessary in the Kabupaten and Provincial annual Coordinating Meeting, and then collated as a complete Kabupaten and/or Provincial Project plan and budget for submission to Home Affairs. (Copies of sector plans and budgets would follow existing channels).
4. The position of the Kabupaten Soil and Water Conservation Coordinator should be established as provided in the loan agreement with specific terms of reference, including supervision of the planning and budgeting process under the direction of the head of Bappeda.
5. Selection of model farms, expansion areas, and model blocks should be made 14 months before the beginning of the fiscal year in which they will be implemented. These decisions, plus information about related activities (access roads, other conservation measures, erosion control on existing roads, local initiative projects) should then be incorporated into the annual "bottom-up" planning process, which begins 13 months prior to the year of implementation.
6. Training should be accelerated particularly for local government personnel (Pemda), and also for technical service personnel, emphasizing upper watershed problems, technologies for improving conditions, and community development approaches to improve the participation of rural people in development.
7. Training should be accelerated for Kabupaten Bappeda personnel in order to: 1) develop a better understanding of the provisions of Project documents and related legal and administrative instructions, 2) improve internal staff management and administration, 3) improve area planning and development, 4) promote Bappeda planning for internal development by establishing and achieving targets consistent with functions and responsibilities assigned to it in the Presidential Instruction, Number 27, 1980, 5) increase the technical knowledge and skills

of the agriculturalists, economists, engineers, social scientists etc. on the Bappeda staff.

8. There should be increased technical assistance, not only from foreign consultants but especially from Government of Indonesia officials, for both local government and technical services personnel. Technical assistance should focus on 1) administration and management, 2) area development planning, 3) soil and water conservation and upland farming and 4) the development of Project monitoring systems.

9. Consideration should be given to strengthening the Kabupaten Bappeda by 1) adding manpower, 2) converting to a Type A Bappeda. and/or 3) using Project funds for a full time soil and water conservation coordinator (KKTA) within Bappeda.

10. It is recommended that the guidance for the greening and reforestation project (P3RPDAS) be modified to require that all planning be approved through local government.

11. It is also recommended that present authority for extension work be maintained, and that the current process of coordination through the Provincial and Kabupaten Agricultural Coordination Forum (FKPP) be maintained and strengthened.

12. P3RPDAS guidance should state that Project Citanduy II proposals will be budgeted at the levels of loan agreement requirements, and that the central office will pre-finance the activities at these levels.

Section 4: Authority for Flexible Planning and Budgeting

A. Problem

The existing Project design is not adequate to address important location-specific problems, and local authorities have inadequate authority and capabilities for flexible planning and budgeting in order to address these problems.

The guidelines for the greening project describe a precise program for upland watershed development activities, where local conditions may call for a different set of activities. Some authorities have told the team that greater flexibility is encouraged than in fact is requested from the field. Whatever the case may be, greater flexibility is needed. On the other hand, it is essential that the greening program have a structured framework, representing existing knowledge, and be modified as knowledge is expanded and as local capabilities for planning are improved.

The Watershed Management Development Center is constrained from taking a more flexible approach by limits placed on the authority of the Center's personnel and by the lack of needed expertise, including experts in livestock and tree-crop production. Responsibility and authority for planning and managing some Home Affairs activities have been held at the Provincial level, and field management activities carried-out by local government agencies, rather than by qualified technical services.

B. Recommendations

1. Flexibility of the P3RPDAS program needs to be increased by 1) incorporating additional technologies based on new knowledge, 2) allowing and encouraging greater latitude for planning within the existing provisions for exceptions in the P3RPDAS guidelines, and/or 3) a provision in the guidance that states "planning, programming and budgeting for greening will use existing project recommendations as basic guidance, however alternatives will be accepted on the basis of clear analysis and justification".
2. Authority should be delegated to WMDC personnel for planning and budgeting to address local conditions.
3. The Center should be given additional technical assistance to adapt the project to local conditions, by assignement of livestock and tree crops personnel to the Center, and by short term technical assistance from agricultural research, training, credit and other central agencies as appropriate.

4. Responsibility and authority for planning and budgeting sub-activities should be assigned by the Province to the Kabupaten level of government, and design and implementation responsibilities should in turn be assigned to qualified technical agencies at the Kabupaten level.

Section 5 : Implementatior. Planning

A. Problem

The Project entered the implementation phase without an operational plan that would have reflected prior identification and resolution of important implementation issues. As a result progress has been slower and management integration has been less effective than would have been possible otherwise. Project managers always encounter problems during the implementation phase. However, failure to identify and resolve major issues prior to project execution, as far as foresight will permit, adds to the burdens of the manager and impedes implementation.

B. Recommendations

1. Local Government and technical agencies should be involved in the Project design phase, and be provided copies of the Project agreement, preferably in the Indonesian language.
2. A National Team for Operational Planning should be established, consisting of U.S.AID and the Secretariat of the National Coordination Committee, to conduct the first review of the Project design, to identify potential implementation issues that still exist and to suggest ways for their resolution.
3. The National Team should discuss the results of the its review with Provincial Teams consisting of Provincial level personnel and the Bupati involved. Issues and suggested solutions should be discussed and modified. Responsibility and procedures for solving remaining issues should be agreed upon. The responsibility and the format for Kabupaten and Provincial operational plans should be established.

4. A Project operational plan should be prepared by the National Team based on these discussions and based on the operational plans from the Provinces and Kabupatens.

5. A uniform monitoring, reporting and response mechanism should be established to identify implementation problems and attempt to solve them during the implementation phase. The system should draw on the content of established sector monitoring systems with amendments or modifications as appropriate.

Section 6 : Project Adaptation and Development

A. Problem

The arrangements and the individual efforts to transform Project Citanduy II into a more dynamic and responsive program are inadequate. Refinement and improvement of the Project requires continuous data/information collection, analysis, and ways to feed new knowledge into the re-planning process. A coordinated and systematic approach is required that links together these research, analysis and dissemination efforts. Furthermore, the approach should be designed to take account of limitations that confront efforts of this kind.

Manpower and skills are always in short supply to develop knowledge and new technologies, and build them into field applications. Second, information net-works usually seem difficult to establish, maintain and utilize. There is also built-in inertia to continue a project once it is underway. Experimentation and innovation within a project are limited by lack of manpower and skills, and a reluctance to introduce risks involving local people and the way they use their resources. Finally, the Project refinement and improvement process is sometimes restricted by standards and conditions built into the Project.

B. Recommendations

1. The Water Management Development Center should prepare a working document of upland development problems that represent major obstacles to Project refinement and development, and the perceived knowledge gaps and technology gaps that prevent solutions. Using the material from the National Coordination Committee Workshop, the Watershed Assessment Team and WMDC experience should be adequate for the first draft of the working paper.

2. A workshop should be held involving WMDC, and representatives from major national research agencies and other basin development projects. The workshop should review the draft document and revise problem priorities, identify existing sources of information, and identify capabilities and interests in addressing the upland problems.

3. Results of the workshop should be used by the National Coordination Committee, U.S. AID and WMDC to strengthen policies regarding upland research and to devise a program for supporting additional research and development.

C. Specific Proposals

The process above should include consideration of the following specific proposals:

1. Links between upland watershed development projects and central research agencies should be strengthened, particularly by relating to the village out-reach units and programs of these agencies.

2. Trials conducted by the applied research unit at WMDC should be expanded in order to design and test farming systems and the treatment of steep slopes, and greater authority to do so should be delegated.

3. More experimentation and innovation for site-specific conditions should be built into the Project, assisted by design teams. Teams should be appointed by the Bupati with advice from WMDC, and funded under the upper watershed management sub-activity. Project designs should include

an evaluation program, and guarantee provisions for local people where risks are involved. Department instructions must encourage and support this effort. Panawangan style planning and implementation methods should be incorporated.

4. Efforts should be made to utilize existing knowledge more fully in the Project, through comparative study tours, single-subject workshops, exchanges between river basin project personnel, and a more systematic collection, storage and retrieval system for information.

5. An evaluation program for the Project should be designed and implemented, consisting of built-in project evaluation and special case studies, both of which should support an ex-post Project evaluation.

Section 7 : Project Design

A. Problem

Many of the management concerns addressed above result from inadequate participation of local agencies in the Project design process.

B. Recommendations

1. A Project planning process should be carried out that involves local government and local technical services more substantively.

2. Implementation responsibilities, and the authority and means for carrying-them out, should be built into the Project design and the operational plan.

Section 8 : Project Funding

A. Problem

Funding for the Project is provided through several channels. There have been funding problems, but not all of them due to this diversity. Other

contributing factors have been late planning, lack of understanding about Project provisions, and unresolved programming issues. These factors are not directly related to the several ways that funds are delivered, but are due to unresolved implementation issues and poor communications.

Suggestions have been made by others that a single source of funding be employed for the Project, with the justification that all funds will be delivered at the same time, and with fewer irregularities. It can be added that a single source of funding would facilitate the planning and budgeting process suggested above (See Section 3.B.3).

There are several disadvantages to single source funding. Technical agencies will resist this approach. Furthermore, their direct involvement is reduced in the budgeting process and there would be a tendency to give the Project second priority in favor of specific sector tasks. Single source funding does not guarantee a more integrated program, nor project experimentation, since planning and programming depend heavily on the technical inputs of the various sectors, regardless of funding sources.

B. Recommendations

1. The present system of funding for Project Citanduy should be maintained, and should be considered as a viable alternative for future basin projects.
2. Implementation planning, early in the planning phase, should identify and resolve funding issues to the extent that reasonable attention can anticipate the issues.
3. The monitoring and reporting system should identify funding issues and Bupatis, Governors and the National Steering Committee should promptly resolve them at the level of Government where the problem can be solved.
4. Decisions regarding these solutions should be promptly communicated to officials involved.

Section 9 : U.S. AID and Consulting Teams

A. Problem

A shared understanding among U.S. AID, the GOI and Consultants regarding roles and responsibilities, different agency requirements, and the priorities given to Project problems has been less than it should be.

B. Recommendations

1. U.S. AID, together with the Government of Indonesia, should give added attention in Project design and implementation planning to the conditions necessary for Project execution and improving Project effectiveness.
2. U.S. AID should give additional attention to clarifications of its requirements and procedures that have a bearing on Project implementation, and then communicate this information to project managers in concert with counterparts.
3. U.S. AID and consultants should focus on project implementation, related problems and their solutions.
4. U.S. AID and the Government of Indonesia should give more attention to the procedures by which consultants are introduced into the Project, and to organizational arrangements, in order to help assure the consultants effective utilization.

Section 10 Progress

The identification of problems and recommendations above has given little attention to the substantial progress that has been made in Project Management. Many implementation problems have been identified and solved, or are in the process of being solved. This is testimony to the ability and willingness of Project personnel to persevere in carrying out and improving a complex program. The emphasis of this report is to assist this process by better forward-planning and adjustments in the present management system.

ANNEX I-A
OBJECTIVES OF THE MANAGEMENT STUDY

The management study, hereafter, called the Study, was directed to provide information and analysis for "the continued evolution and perfection of a management system for a long term, multi-sectoral and integrated development program". More specifically the Study was to provide:

1. recommendations for immediate application to management problems,
2. inputs for the updated master plan for basin development,
3. information for potential application to other area development programs in Indonesia.

This was to be accomplished by a study of the overall organizational structure, organization and management of individual agencies, patterns of management, staffing needs, inter institutional relationships, funding channels, and other related aspects of management.

ANNEX I-B
PROVINCIAL GUIDANCE TEAM

Several principles should be observed in establishing a role for the Provincial level of Government and technical services. First the Governor's existing responsibilities for coordinating planning and implementation should extend to all Project activities. Special efforts to assure this coordination are necessary if funds continue to be provided through several channels, as recommended in this study. Second, the Province should devolve responsibility and authority for project management to lower levels of government and to technically qualified sector offices and personnel. Third, technical services at the Provincial level must continue to provide technical assistance to lower levels of the service, and the Project will benefit to the extent that this technical assistance can be improved in amount, quality and timeliness. Fourth, a strong sense of cooperation must be encouraged to achieve the coordination that is needed among the sector services and with the local government agencies to bring about integrated management.

In order to support the Provincial role, a Provincial Guidance Team should be established and supported from Project funds,

1. Functions

- a) Coordinate planning and budgeting of all Project activities,
- b) monitor, report and follow-up,
- c) supervise design and administration of an evaluation program,
- d) coordinate inspection procedures for financial control,
- e) support and promote sector agency technical assistance to the field,
- f) encourage and support the devolution of responsibility and authority for project management to lower levels of Government and to technically qualified sector offices and personnel,
- g) provide coordination among Kabupatens,
- h) prepare annual budgets for funds to support team activities,

i) provide administration to carry-out these function.

2. Organization. Several approaches to Provincial guidance teams are provided by sector programs and by the PDP projects in eight provinces. Additional attention to these arrangements will be useful in designing Provincial Guidance Teams for river basin/area development. The Study team recommends:

a) the Provincial Guidance Team should integrate its organization and/or activities with other Provincial Teams that focus on similar problems,

b) the Governor should have overall responsibility,

c) the Chairman (Ketua) should be a senior official from the Governor's staff with inter-sectoral interests and experience,

d) an executive secretary should be appointed from the Provincial Bappeda, assisted by other Bappeda staff,

e) members of the Team should include representatives from services and government agencies involved in basin/area development.

ANNEX I-C
KABUPATEN GUIDANCE TEAM

The Kabupaten has had direct responsibility for planning and management of some Project activities (access roads to model farms, erosion control on existing roads). It has had shared responsibility with the Province for others (local initiative projects, expansion of the model farm technology package, and upland project management). For other projects it has had far less responsibility.

Local government at the Kabupaten level, meaning the Bupati and his staff, should coordinate the planning, budgeting and implementation of all project activities. It should also divest itself of project design and project implementation responsibilities in the field. Where local government has assumed these roles, it should assign them to the technical services most qualified to carry them out. Kabupaten Government should coordinate directly with other Kabupatens as the need arises, as well as use the coordination mechanism provided by the Province.

In order to facilitate execution of Kabupaten roles and responsibilities it is proposed that a Kabupaten Guidance Team be established with functions and organization as outlined below.

1. Functions

- a) Coordinate planning and implementation of all Project activities.
- b) monitor, report and follow-up,
- c) participate in project evaluation,
- d) provide for financial control as appropriate,
- e) support and promote sector agency technical assistance and assist in getting technical assistance from higher levels of government and technical services,
- f) assist in the devolution of responsibility and authority to lower levels of administration and to appropriate technical services,

g) arrange necessary coordination with other Kabupatens directly or through the Provincial arrangements,

h) prepare annual administrative budgets to support team activities,

i) actively assist sector agencies in problem solving,

j) provide administrative arrangements to carry-out these functions.

2. Organization

Responsible Official	- Bupati
Team Chairman	- Head of Bappeda
Vice Chairman	- Head of Agriculture
Secretary I	- Head of Community Development
Secretary II	- Bappeda Secretary
Advisor	- Head of Project Citanduy, Banjar
Advisor	- Head of WMDC, Ciamis
Members	- Representatives of local Government and technical agencies involved in Project.

CHAPTER II COORDINATION

Section 1 : Summary

The Organization of Project Citanduy included three (now four) Ministries and their agencies at local levels of government. Two of these local agencies have basin-wide authority for planning and management, cutting across local administrative boundaries. The Provinces and Kabupatens also have responsibility for planning and management in their respective areas, and the Project has specific provisions to increase these local government capabilities.

This overlap of roles and areas of jurisdiction posed a special need for coordination. Two coordination bodies were established, one at the national and another at the basin level.

The Management Study suggests that the National Coordination Committee and its Secretariat has a unique opportunity to strengthen Project Management through additional decisions regarding policy and procedures. The Study also suggests that the Basin Committee be recognized and again tested as an element in the Project's information system, but not as the primary instrument for coordinating plans and budgets. The latter should be undertaken by the Provinces and Kabupaten Governments.

The ability to bring about coordination is affected by control (or lack of control) over funds. The present funding system is dispersed, thereby impeding coordination. However, the Study concludes that adjustments in the budgeting and funding system is preferable to a major change, adopting a different system.

Section 2 : Background

Project Citanduy was designed, giving authority to three Ministries (now four) to fund and manage parts of the Project. Specific responsibilities were given to the Ministry of Home Affairs, the Provinces and Kabupatens to increase local capabilities to plan and manage development projects, as well

as the responsibility for designing and carrying out specific sub-activities. In addition two Centers, located in the basin, were given basin-wide authority and responsibility for Project activities, cutting across Provincial, Kabupaten and Kecamatan administrative boundaries. The Watershed Management Development Center at Ciamis (WMDC), representing the Ministry of Agriculture, and now also the Ministry of Forestry, was made responsible for the upland development program and the agricultural content of the Irrigation Services Sub-Project. The Citanduy Basin Project Office at Banjar (CBPO), under the Department of Public Works, was given responsibility, together with Provincial and Kabupaten agencies, for the Irrigation Services Sub-Project.

Two coordination committees, one at the national level and another in the basin, were created to integrate this disparate management system, hopefully providing the elements of unified and integrated management needed.

This approach was chosen in lieu of the centralized system proposed by the 1975 Master Plan (See Figure III-2, Chapter III) and also in lieu of the Provincial Area Development Project (PDP) approach.

Indonesian law and annual policy guidance emphasizes the role of local Government in coordinating the planning and execution of all development efforts in their respective regions. This policy is further supported by grants-in-aid to local government. Although these grants carry conditions, they nevertheless widen the opportunities for local development planning and management. The creation of Provincial planning boards as recently as 1974, and the Kabupaten planning boards in 1983, further attest to the effort to decentralize development efforts and to improve their management.

There remain major sector programs, planned, designed and funded at the National level. In fact the larger part of the development budget still comes to the local level through this process. Sometimes the sector program is administered by local government and local technical services, and at other times by special agencies of the national departments, established in the Provinces or Kabupatens. These inputs for development are also within the legal sphere of the local government agencies to coordinate. The size and complexity of the programs, plus the strong bureaucratic links of local technical offices with their parent national-level departments, occasionally cause the sector agencies to abridge or circumvent effective local coordination. This circumvention also reflects the still limited capabilities of

local agencies to contend with all the development activities, plus routine administration, in their respective areas.

The major thrust of Project Citanduy II is to support the development and refinement of this approach. However, several handicaps are apparent. First, Project Citanduy II is a small effort compared to the total local activity, and demands a disproportionate amount of time of local officials. If the Project, therefore, is to be considered as a special, experimental effort, special support to local agencies is required to support their involvement. A second, difficulty is the confusion of responsibilities and authority intrinsic to the overall management arrangement for the Project. The WMDC for example has broad authority for planning and budgeting, at the same time efforts are made to enhance local government capabilities to perform these tasks. With the lapse of the Basin Coordinating Committee activities, there is no clear procedure for involving local government in CBPO's or WMDC's planning and budgeting functions. Another obstacle is the multi-source funding approach for the project, which makes it difficult, if not impossible, for local government to pull together all the documents for Project Citanduy, and to exercise effective coordination.

In spite of these difficulties it is the sense of the Management Study that a major change in organization is not needed nor desirable. Rather, it is proposed that adjustments be made in the process of coordination to achieve Project intentions.

In recognition of the fact that Project Citanduy is relatively small in the total basin picture, but also that it is experimental, it is proposed in Chapter V that special efforts be made to heighten the participation of local government and local technical agencies in its planning, oversight and evaluation.

The confusion regarding roles and responsibilities is in part inherent in the management arrangement that gives responsibilities to four national departments, but it is also due to the failure of the Basin Coordination Committee to perform as expected. Another contributing factor has been the failure to identify potential management issues during the Project's design phase, and failure to take early action to resolve them. The Management Study proposes that local government (Provincial and Kabupaten) take a larger

role in coordination, consistent with Indonesian Government law and policy in order to bring about a more integrated/unified approach to Project Management. The Study also encourages greater attention to details of management during Project design.

Multiple sources of funding for Project Citanduy II also contribute to the problem of unifying or integrating Project Management. Technical agencies that have Project funds are inclined to work independently, and local government has less leverage, without control of funds, to bring about coordination. A further problem is a mechanical one, in that Project funds are budgeted in several documents, sometimes combined with non-Project activities. In a later Chapter it has been proposed that the responsibility of local government for coordination be strengthened, and actively supported by CBPO and WMDC. It has also been suggested that documentation for the Project as a whole be collected for local review and approval, even though different national departments subsequently review separate parts and deliver funds. Further discussion of the funding issue, as it affects Project management, is discussed in Section 5 of this Chapter.

Section 3 : The National Coordination Committee

The National Committee was established by an inter-ministerial decree, pursuant to conditions of the Loan Agreement. The Committee was charged with coordination of plans and programs for development of the Citanduy River basin. An eight-member secretariat was also established to assist the Committee by identifying coordination problems at the regional level and recommending policy solutions. (See Appendix II-A for the roles and responsibilities of the National Coordination Committee and its Secretariat). Recently, about \$ 245,000 was allocated from Project funds to support the activities of the Secretariat over the three remaining years of the Project.

The National Coordination Committee, assisted by the Secretariat, should provide the policy frame work and procedures that allow field level personnel to work effectively. This means that local personnel should be able to implement existing programs based on well-defined responsibilities and authority and clear procedures for individual work and for coordination with other

agencies. According to this Management Study it also means that national policy and procedures should encourage and support local officials in efforts to innovate and adjust the Project so that it becomes a more suitable instrument to accomplish the goals of upland and lowland development. And finally, national policy and procedures should support the development of capabilities among local government and local technical services to plan and manage local development with the technical assistance of basin project offices (WMDC & CBPO) and consultant teams.

This definition of the National Coordination Team's responsibilities requires careful consideration of the kinds of decisions required at the national level, and those that can be made by the local agencies. Also, since Project Citanduy II is only one small element in Indonesia's development program, and since Committee members have limited time to devote to a single Project, careful preparation of an agenda and a procedure for decision-making is necessary. This would seem to be the task of the Secretariat, whose members also are able to give only part-time to the process.

The recent Progress and Planning Work Shop for Project Citanduy II (Ciamis, 14-16 September, 1983) demonstrated the difficulty of articulating issues for decision-making, and focusing attention on their solution. Some issues in the Workshop appeared inappropriate for the attention of a national body. For example, the Loan Agreement together with P3RPDAS guidance provides sufficient latitude for solving the production or acquisition of seed and seedlings, however the issue was put forward for national level decisions. Second, some issues were phrased in ways that made it difficult to know what kind of decision was being requested. This is not intended as criticism of the Workshop, quite to the contrary the material produced and the discussions provided an effective forum for Project management. The observations about the issue materials, however, emphasize the importance of analysis that pinpoints problems requiring national attention and then shaping recommendations into specific, actionable terms. This seems to be the opportunity and challenge confronting the Secretariat.

Without attempting the full analytical task suggested above, the Report suggests several areas in which national level concern is warranted. One is to decide whether or not the level of research and development for upland farming and conservation should and can be increased, and if the answer is

affirmative, the development of policy guidelines to accomplish it. This issue is particularly relevant in light of the Watershed Assessment Team's recommendations to establish "field laboratories" in new project sites.

Another area of interest to be addressed at the National level concerns the relationships among local government, local technical agencies and P3RPDAS. The latter takes a leading role in upland development. The local government is seeking ways to be more influential in the Project, and finally some sector agencies, although expressing interest, have a smaller role than appears justified. In order to achieve the goals of the Project, these relationships need to be improved. The local government should take a more active role in the annual planning and budgeting and project implementation. The WMDC should support activities to make this possible, and technical services should be more substantively involved. To accomplish this improvement several national level decisions would be helpful.

First the Provincial and Kabupaten level involvements should be finalized along lines presented in this paper including annual planning and budgeting procedures, Provincial and Kabupaten Guidance Teams, a full time Kabupaten Soil and Water Conservation Coordinator and an improved monitoring and reporting system.

Second, livestock, fisheries, estate crops and community development officials should be assigned by the departments to WMDC. Also, Departments should consider developing and providing a uniform policy statement to their Provincial and Kabupaten representatives, emphasizing the importance and experimental nature of the Project and the expectation that local representatives will take a role in Project planning, sub-project design and implementation.

Finally, funding opportunities to support the additional sector inputs should be made available, through a more flexible use of P3RPDAS funding, through the use of Project contingency funds and/or through sector contributions in support of the Project.

Another issue raised at the Workshop and by the Watershed Assessment Team was the lack of an agreed-upon land classification system. The importance of this recommendation needs to be established at the National level, a decision made and then given appropriate support and direction.

Other issues that would appear to deserve additional attention of the National Coordination Committee include agricultural credit policy, training, means of simplifying Project budgeting and funding procedures, and additional integration of sector programs (Bimas, Inmas, estate crops, fisheries etc.) with Project efforts.

The Project monitoring system, in addition to other sources, should provide information to the Secretariat to develop a program of analysis and recommendations to the National Coordination Committee. Decisions of the Committee need to be disseminated promptly and clearly to the Provinces, Kabupatens and basin project offices (WMDC & CBPO).

Section 4 : The Basin Coordination Committee

The responsibilities, organization and activities of the Basin Coordination Committee are contained in the attached annexes II-B, II-C and Figure II-1, respectively.

The Committee was established by a joint decree of the Ministry of Public Works, Agriculture and Home Affairs in April, 1981. This was consonant with the concept of basin-wide administration of the Project cutting across administrative boundaries of local government and employing two basin project Offices (WMDC & CBPO). The committee was to provide the coordinating element to bring about a degree of unity/integration in Project management.

The heads of the Provincial Bappedas in West and Central Java were to be alternating Chairman from year to year, and the heads of CBPO and WMDC were to alternate as the Committee's executive secretary. The membership of the Committee officially included thirty-nine representatives (See Figure I-1).

Costs of operating the committee were not clearly established. The decree stated that "the costs of coordination activities as intended in this decree will be established later, cooperatively as well as individually by each department (Public Works, Agriculture and Home Affairs)". In addition to the question of funding, meetings of the Committee involved up to 150 people, making the Forum less effective as a decision-making body than it might have been. The Committee appears to have been only partially effective as a means of coordinating annual Project plans. Preparation for the Committee

meetings has been observed as a costly exercise in terms of time and effort by officials with other responsibilities, and it is seen as usurping local government prerogatives by some.

In spite of these difficulties, the committee played an important role in disseminating information about the Project at a time when this was badly needed (See Annex II-C). This is a function that still needs to be carried out, if not by the Committee, then through alternative arrangements. The other functions listed in Annex II-B (Coordination of planning, coordinating water use among competing needs, and gathering information) also continue to be essential. Other studies have concluded that the magnitude of coordination problems among Kabupatens and between the two Provinces does not justify the time, effort and costs of the Committee.

The Management Study recommends that further consideration be given to a basin-wide committee, but with responsibilities to improve the management information system, rather than attempting to assume the role of coordination for plans and budgets.

A revised committee approach would be justified only if certain conditions could be met. First, there should be an agreement between (among) the Provinces and Kabupatens on the usefulness of the revised committee, and the roles that it would carry-out. Second, there should be agreement on the selection of a single, full-time Executive Secretary, capable of relating professionally to the Governors and especially to the heads of the two Bappedas, whom he would be serving.

There should also be agreement among the local government units on the roles to be performed by the committee and the Executive Secretary. The Study proposes that the role should be primarily to improve the communication process as a part of the management information system, serving the interests of the Provincial Offices, the Kabupatens and national level agencies. The committee would not have the responsibility to coordinate plans and budgets, rather it would support the effort to improve this role at the Kabupaten and Provincial levels.

The Provinces and Kabupatens should also agree that the level of analytical effort going into preparation of committee meetings would be increased, first through the direct effort of the Executive Secretary and second by local agency support to the Secretary in preparation of materials.

This implies that the Secretary, in concert with other basin agencies, would prepare meeting agendas, and that agenda items would be carefully prepared for discussion and decision-making, where decisions seem to be the desirable outcome. As noted above, decisions are not always needed, adequate clarification being the desired end.

The added analytical efforts should help identify and articulate problems leading to solutions that can be made in the basin, or the communication of these problems to Provinces or to the National Steering Committee (Secretariat). In the latter case, the issues need to be clearly stated, supported with information, and an actionable decision proposed.

The Management Study proposes that the major activity of the full-time Executive Secretary should be to arrange quarterly meetings of the revised committee, and then follow-up on the issues and recommendations of these meetings.

Are there important substantive matters that could be handled, in whole or in part, by this process? And, would the effort be worth the cost in terms of time and money? The Study is inclined to answer affirmatively to these questions.

A major emphasis of the Study is to increase the coordination role of Kabupatens and Provinces regarding the Project, with the basin projects offices (CBPO and WMLC) in a more supportive and technical assistance role than they have assumed to date. The revised committee and its discussions could contribute to this process, recommending policies and procedures and seeking agreement to use them. In more specific terms, many of the implementation issues identified in this report, which were unresolved during the Project design phase, could have been resolved, in whole or in part, by more committee attention: attention that was specific, analytical, and pursued beyond committee discussion. For example, how should access roads be handled in the context of model farm site selection and then financed? How should the budgeting difficulties for model blocks be resolved and by whom, doing what? The planning process for model farms, access roads, local initiative projects should be handled on a coordinated and integrated basis, but they are not. Based on better problem identification, analysis, and proposed solutions (developed by or under the guidance of the committee's Executive Secretary) progress could have been made on these kinds of issues, and should be attempted in the future.

The Executive Secretary of the committee should have a strong link with the Secretariat of the National Steering Committee. When National policies, procedures or information are needed, the Secretary, in concert with the Provincial Bappedas, should communicate these needs to the National Secretariat and then follow-up to get results.

The Management Study considers a new attempt to use a basin committee to improve the Project's information system is worthy of careful consideration, and that a carefully supervised trial, along lines outlined, would prove to be cost-effective.

Section 5 : Flow of Funds

Project Citanduy is funded through four ministries, with annual budgets prepared by National as well as several agencies at the Kabupaten and Provincial level. As a result, many budgets are necessary to fund the Project, and a few sub activities rely on as many as four. This has been cited by other studies as a serious handicap for the Project, and a single-source of funding has been recommended. The Study recognizes that funding problems exist, but suggests that lack of understanding about the budgeting procedures, plus the added complexities associated with foreign assistance is largely responsible. The Study's conclusion is, therefore, that better operational planning than occurred for Project Citanduy II, plus an improved information system, is more critical to satisfactory funding of Project activities than the particular mode of that funding. The Study does not consider single-source funding as a high priority alternative for financing basin development efforts.

An argument can be made for a single-source of funds for the Project, similar to the arrangement for the Provincial Area Development Project (PDP). One justification is that it accommodates a single planning and budgeting system under one agency. In the case of PDP it is under the Governor and Home Affairs. This allows for a uniform collection of project documents (DUP's) for review, coordination and search for greater integration among sub-activities. It also gives the single agency in charge of funds greater leverage over the coordination process.

However, single-source funding is less representative of Indonesia's approach to development generally, than the current multi-funding arrangement. An effort to establish a single-source of funding will be met with opposition by the departments involved. It is also not compatible with a project that has a high infrastructure content, demanding very technical attention, as represented by the irrigation services component of Project Citanduy II.

PDP experience seems to suggest that single-source funding does not guarantee greater integration in programming. Planning at the local level relies heavily on technical expertise at the Provincial level and project choices and designs reflect this influence. Furthermore, experimentation and innovation are influenced more by local abilities and interest than by sources of funds.

The material that follows disaggregates the funding activities, identifies the problems, and suggests solutions within the existing overall funding arrangement.

A. U.S. AID Funding

U.S. AID agreed to finance slightly more than one-half of the \$ 43,800,000 for Project Citanduy, or \$ 22,800,000. of U.S.AID's share about one-half (42%) was to be reimbursed (Fixed Amount Reimbursement) by U.S. AID after G.O.I. prefinancing, execution, examination of completed work and approval. This share of the Project's funds, therefore, had to be budgeted initially by G.O.I. institutions. There were occasions when 100% prefinancing was not understood, resulting in under-budgeting.

Another 45% of U.S. AID's share was for procurement, contracting and direct reimbursement. These funds are usually not budgeted in the same manner and follow the same procedures required for other Project activities. When these special planning and budgeting procedures are included, as they have been in other studies, the total number of budgets to operate the Project is increased significantly. Another 13% of AID's share of the funding was originally shown as "contingency funds", requiring additional planning, prioritizing, project design and budgets.

Over one-half of U.S. AID's share of funding, or about 30% of all Project funding, is subject to the processes and procedures of contracting, procurement and additional life-of-Project planning. This is a substantial portion of the Project, and turning to single-source funding is unlikely to reduce the number or the complexity of the processes involved.

B. Irrigation Services Sub-Project

Forty-eight percent of all Irrigation Services Sub-Project funds are for rehabilitation of 10 irrigation systems. This is included in CBPO's annual planning and budgeting documentation for subsequent U.S. AID reimbursement. There is no problem in preparation of budgets or the timely allocation of funds. (See Table I-1 for items in this Sub-Project).

Another 16% of the Sub-Projects funds is for procurement of operation and maintenance equipment, Pataruman shop equipment, equipment for model blocs and the largest share for consultants. The CBPO, an equipment consultant and the local irrigation services prepared the equipment requests for O&M and the Pataruman Shop. The local agriculture and local irrigation services prepared requests for a small amount of equipment, not delivered according to specifications for model blocs. In general, this aspect of the Sub Project's "flow of funds" is not problematic.

Six percent of the funds is for training and another 9% for contingency. The problem represented by these categories is one primarily of planning what is to be done. The current system of budgeting and the system of processing training requests is not the major problem.

In addition to the funds above (80% of irrigation services funds), there are the remaining items that are more problematic.

Irrigation Staff Facilities	- G.O.I.	- \$ 462,400	AFBN
Agricultural Staff Increases	- G.O.I.	- \$1,530,000	APBN
Model Blocs and WET's	- G.C.I.	- \$ 335,000	APBN
	- U.S.AID	- \$ 383,000	D.R.

The first two are wholly the planning and budgeting responsibility of the local and Provincial Irrigation and Agricultural Services, without U.S.AID participation. Commitment of the departments to the need for these inputs and local understanding of the need to plan and budget for them, should obviate any problem. Changing the way funds are requested or delivered, would have little effect on the problems involved.

The major problem seems to occur in planning, budgeting and funding for the Model Blocs and the Water Management Extension Teams (WETS), which is the responsibility of the local agricultural and irrigation services, assisted by WMDC. These sub activities are only 5% of the Irrigation Services Sub Project. Under-budgeting has occurred due to a misunderstanding of procedures.

With agreement of Public Works, Agriculture and Home Affairs, a single source of funds for the Model Blocs and WET's could be established by adding an appropriate amount annually to the Provincial Grant-in-aid (Inpress Dati I). This would permit the three agencies (agriculture, irrigation and WMDC) to prepare a single, comprehensive plan and budget for that activity. In other respects the present system is probably appropriate.

In summary, the budgeting and funding problems are not complex for the irrigation services sub-project. A major revision of the funding system would still require the participation of several agencies in budgeting, and also involve U.S. AID procedures for training, procurement, and contracting.

C. Home Affairs and Local Government Activities and Funds.

The Ministry of Home Affairs, the Provinces and Kabupatens plan and budget about 38% of all funds for the Upper Watershed Development Sub-Project and the Local Development Planning Management Sub project (\$ 11,640,800 out of \$ 30,527,000). (See Table II-2). Most (82%) of this \$ 11.6 million was to be budgeted for funding under the Provincial and Kabupaten grant-in-aid program (Inpress Dati I and Dati II) for subsequent U.S. AID reimbursement. This is a system that is familiar to local government, and problems that have occurred are procedural and not due to the system.

There have been problems. One involved the creation of the management system among Home Affairs and local government units to handle activities under this budget. Another problem was the lack of coincidence between the specifications for access roads and the conditions associated with the use of

Inpress Dati II funds. A larger issue has been the inadequate integration of planning for some activities under Home Affairs and local government with activities handled by WMDC and related agencies. Only the last problem is in part a result of the funding arrangements. However, the Study suggests that this is not sufficient reason to change the system, and that there are more appropriate ways to solve the problem. (See pages IV-18, V-16 and V-22).

Most of the remaining funds (18%) are earmarked for Socio-Economic research, consultants and training, involving U.S. AID's procurement or direct reimbursement procedures.

In summary, the Study considers that it is difficult to make a case for major changes in the funding approach for this section of the Project.

D. Other Upper Watershed Development Activities & Funds

There are 11 activities not covered in the discussion above, and all involve the WMDC. (See Table II-3). The amounts budgeted for these activities plus the entire contingency item for watershed development, constitute about 4% (\$ 18,633,000) of all Project Citanduy II funds.

Of the sum of \$ 18,633,000, about 23% is for model farms, nurseries, and other reforestation and greening activities. U.S. AID agrees to reimburse 50% of the cost of the first two. Funding for all three is provided under the special assistance program for reforestation and greening (Inpress Penghijauan) and the planning and budgeting procedures are clear. In Chapter IV and V, the Study suggests that procedures be modified, but that the system be maintained. Another 31% of the eighteen million was budgeted for the Watershed Development Center, its staff and consultants. If problems exist, they should be overcome by attention to policies and procedures of the Departments, U.S.AID and WMDC and not by a major revision of funding arrangements. For example, better staffing of WMDC, clearer authority and procedures to increase WMDC staff effectiveness, and greater flexibility for planning would improve budgeting and are discussed in subsequent chapters.

The Loan agreement listed contingency items in the budget for Watershed Development Planning of \$ 1,951,000. This is another 11% of the eighteen million. The effective use of this sum relates to planning personnel that

establish priorities and select and design projects. The problem is not primarily one of how funds are requested and delivered.

The remaining 35% of Upland Watershed Funds under WMDC (the eighteen million) supports other conservation measures, watershed development planning, extension, training and research.

The Loan agreement provides \$698,000 for an activity called "other conservation measures", one half to be reimbursed by U.S. AID. The funds are to be handled by WMDC and CBPO according to U.S.AID's letter of November 18, 1981, referencing Project Implementation Letters 2 and 6. The opportunity for flexible planning and the failure to take advantage of this opportunity are discussed in Chapter IV, page 20. Neither, the source of funding nor the planning process has been established. These are important management details that require attention, but not an overall revision of the funding mechanism.

Watershed Development Planning, as an input to the updated Master Plan, is of concern to WMDC (See Chapter IV, page 20). Again, the funding approach is not the critical issue.

Extension requires \$ 1,315,500 from the Department of Agriculture budget (APBN). Recent creation of the Department of Forestry may or may not add an element of complexity. Funds are budgeted by WMDC for the national budgets, and U.S. AID provides a smaller procurement item.

Training and research are more problematic than the other sub activities, and account for about 9% of the eighteen million. The research problems have included late planning and procedural delays at the Department and U.S. AID in reviewing and approving the program. Essentially the same sorts of problems plague training. Consideration by the Departments and U.S. AID of ways to facilitate review and approval procedures, and/or allocating greater authority to the research staff, are the important items.

TABLE II-1
IRRIGATION SERVICES SUB-PROJECT FUNDING

Sub-Project Activities	Responsible Funding Department	G.O.I. Funding		U.S. AID Funding		
		\$	Source	F.A.R.	Procure- ment and contracting	Direct Reimburs- ment
Irrigation Rehab	P.U.	3,226.1	A.P.B.N.	3,226.1		
O&M Equipment	P.U.	40.0	A.P.B.N.		260.0	
Irr. Staff and Facilities	P.U.	462.4	A.P.B.N.			
Ag. Staff Increase	M.O.A.	1,530.0	A.P.B.N.			
Water Mgt. Ext. Teams	M.O.A.	235.5	A.P.B.N.		65.3	183.0
Model Blocks	M.O.A.	100.0	A.P.B.N.			200.0
Training	M.O.A. - P.U.	55.9	A.P.B.N.			795.9
Pataruman Shop	P.U.				120.0	
Consultants		150.0	A.P.B.N.		1,580.0	
Contingencies					1,190.0	

P.U. - Ministry of Public Works
M.O.A. - Ministry of Agriculture
A.P.B.N. - National Budget
F.A.R. - Fixed Amount Reimbursement

Source : Loan Agreement

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TABLE II-2
HOME AFFAIRS AND LOCAL GOVERNMENT ACTIVITIES AND FUNDING

Sub-Project Activities	Responsible Funding Department	G.O.I. Funding		U.S. AID Funding		
		\$	Source	F.A.R.	Procure- ment and contracting	Direct Reimburs- ment
<u>UPPER WATERSHED DEVELOPMENT</u>						
Upland Expan. Pack	H.A.	662.6	IN. I	662.6		
Credit	H.A.	2,453.5	IN. I	2,453.5		
Access Roads	H.A.	1,032.4	IN. II	1,032.4		
Erosion Con.Exist. Roads	H.A.	240.9	IN. II	240.9		
Dist. Upland Pro. Adm.	H.A.	149.5	IN. I		50.8	
<u>LOCAL DEV. PLAN AND MAN</u>						
Training	H.A.					89.0
Local Initiative Pro.	H.A.	252.0	IN. I	504.0		
Socio-Econ. Research	H.A.	110.0	A.P.B.N.		539.2	150.7
Consultants		100.0	A.P.B.N.		917.0	
Contingencies					262.0	

H.A. - Ministry of Home Affairs
 IN.I - National Grant - in - Aid to Provinces
 IN.II - National Grant-in-Aid to Kabupatens
 A.P.B.N. - National Budget
 F.A.R. - Fayed Amount Reimbursement
 Source : Loan Agreement

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TABLE 11-3
UPPER WATERSHED DEVELOPMENT ACTIVITIES AND FUNDS

Sub-Project Activities	Responsible Funding Department	G.O.I. Funding		U.S. AID Funding		
		\$	Source	F.A.R.	Procurement and contracting	Direct Reimbursement
<u>UPPER WATERSHED DEVELOPMENT</u>						
Research	M.O.A.	77.7	A.P.B.N.		85.6	182.4
Model Farms	M.O.A.	551.4	IN. P	551.4		
Nurseries	M.O.A.	576.0	IN. P	576.0		
Refor. and Greening	M.O.A.	2,000.0	IN. P			
Other Cons. Measures	M.O.A.-P.U.	349.0		349.0		
Watershed Development Plan	M.O.A.-F.U.	1,535.0	A.P.B.N.		120.0	850.4
Extension	M.O.A.	1,318.5	A.P.B.N.		301.2	
Training	M.O.A.	295.4	A.P.B.N.			1,110.9
Watershed Dev. Mat. Cen.	M.O.A.	822.1	A.P.B.N.		344.0	
W.M.D.C. Staff	M.O.A.	1,996.0	A.P.B.N.			
W.M.D.C. Consultants		200.0	A.P.B.N.		2,450.0	
Contingency		551.0	A.P.B.N.		1,440.0	

M.O.A. - Ministry of Agriculture
P.U. - Ministry in Public Works
F.A.R. - Fixed Amount Reimbursement
IN.P - National Reforestation and Greening Funds
A.P.B.N. - National Budget

Source : Loan Agreement

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ANNEX II-A
ROLES AND RESPONSIBILITIES OF THE NATIONAL STEERING
COMMITTEE AND THE SECRETARIAT

The Loan Agreement provides for the establishing of "an Interdepartmental Steering Committee ... with authority ... to coordinate planning, budgets and implementation of Citanduy II financed activities". The committee was established on June 23, 1981 "as an expedient exercise for coordinating plans and programs for a river basin development program ... pending the establishment of a National Coordinating Team for nation-wide development of river basins".

The National Steering Committee consists of 14 people representing seven ministries.

The decree gave the Committee responsibility to exercise coordination of planning and programming in the Citanduy River Basin with regards to :

- construction for irrigation, drainage river improvement and flood control,
- research, monitoring and updating the River Basin Development plan,
- development of the river basin,
- supply of potable water,
- management of water-use for crops and other purposes,
- improvement of local capabilities for planning and managing river basin development,
- others.

A Home Affairs decree also created an eight-man secretariat for the Committee. The secretariat is to help the Steering Committee carry out duties such as :

- inventory coordination problems at the regional level,
- provide suggestions/recommendations and periodic reports to the National Steering Committee to determine policy for Citanduy Basin Development,
- prepare and handle information from the Basin Coordinating Committee,
- prepare materials and a schedule of meetings for the National Steering Committee, and
- other secretariat duties.



ANNEX II-B
GOALS AND RESPONSIBILITIES OF THE BASIN COORDINATION COMMITTEE

The Decree, establishing the Committee, states that the goal of the Citanduy project is to increase the level of living of people in the basin.

A. Sub goals

1. Develop and rehabilitate infrastructure to increase food production,
2. supply clean water,
3. Flood Control,
4. Preserve forests, soil and water,
5. control erosion, and
6. improve integrated development planning and management in the basin.

B. Duties

1. Organization of effective cooperation among projects and agencies at the Kabupaten (district) level, and do so in a manner that is consistent with plans and programs which are already established for basin development.
2. Organization of coordination in planning and implementing water-use arrangements.
3. Gathering suggestions from the area concerning Basin development. The decree further provides that
 - a. The committee will hold meetings routinely or as needed,
 - b. Discussions reached in the meetings will be binding on agencies represented,

- c. the committee can establish consultation with experts/specific agencies when execution of the Committee tasks require it,
- d. the Committee will submit routine reports to the National Steering Committee with copies to the Governors of Central and West Java, and to the five District Offices (Bupatis) involved,

ANNEX II-C

SOME OF THE SUBSTANCE OF BASIN COORDINATING COMMITTEE MEETING

1. Project officers in Citanduy II should familiarize themselves with the following to improve intergration and implementation.
 - established Government of Indonesia regulations and procedures.
 - local level organizations that can contribute to project success: e.g. PKK
 - existing coordinating bodies, such as the Agricultural extension coordination forum (FKPP).
2. The National Steering Committee requested a report (matrix) of projects, locations and funding.
3. Bappeda TK I elaborated on data requirements for planning in the form of maps showing land classification, land slope, rainfall, levels of erosion, actual and planned land use.
4. Basin Coordinating Committee issues raised include:
 - funds for operation, a work program and budget for submission to Jakarta was proposed.
 - the organization of a full time Secretariat was discussed and agreed to with responsibilities to :
 - a. collect project data,
 - b. evaluate reports,
 - c. prepare materials for the Committee, and
 - d. arrange meetings.
 - the Basin Coordinating Committee is not a new element in the Government Structure, but an instrument of Bappeda I to promote coordination, consistent with regulations.
5. Presentations of the major programs in the Citanduy II Project.
6. Participants have asked specific questions or made observations about:
 - the content of the Loan Agreement and the need for a common understanding of it.

- the need for better project plans, standards, data, and evaluation of performance,
 - reimbursement requirements/procedure,
 - whether the U.S. AID-PDE* approach or the GOI-DUP/DIP should be followed in project planning and design,
 - the need for careful planning and instruction for the Credit program.
7. Principles of water use in West and Central Java from the Manganti dam.
 8. The responsibility of P3RPDAS for the Upper Watershed master plan based on surveys and trials.
 9. The roles and responsibilities of the Committee need to be examined and translated into effective operations.

* Project Design and Evaluation.

CHAPTER III
THE CITANDUY BASIN PROJECT OFFICE - BANJAR

Section 1 : Background

A. History

The Master Plan (1975) for River Basin Development provides a sketchy history of the Government of Indonesia's efforts to develop the Citanduy River Basin.

In the 1930's efforts were made to improve the river channel, and some planning was done for the construction of levees. Also the people in Central Java and West Java separately attempted to construct levees for flood control, and this led to competition, rather than cooperation, between the communities on the east and west banks of the river.

In the 1940's the Pataruman weir was built for irrigation and presumably it served an irrigation system that was built at an earlier date.

In 1948 a proposal was made to convert the Segara Anakan, a tidal lagoon in the Southern part of the Basin into a farming area by using dikes, drainage and pumping. Another suggestion was made in 1970 to silt-in the Segara Anakan with the flood waters from the Citanduy, filling the area for farming. The ECI Master Plan proposed that the area be converted to a fresh water lake, and at the same time reclaiming about 20,000 hectares for cultivation. Analysis continues and a final decision is pending. (See Figure III-1).

The 1948 proposal mentioned above also suggested diverting water from the Citanduy River to the South Lakbok area in West Java, and diverting another part to the Sidareja Area in Central Java, which is in process.

Other studies were made in the basin. One of them concerned soils in the Rawa Lakbok area (1938) and another called Citanduy Flood Problems in 1969.

These activities preceded the decision to include the Citanduy River Basin development in Repelita I as a Class A project. The decision was supported by the generally low levels of development and income in the region. Following this decision the Ministry of Public Works and Electric Power established a Citanduy River Basin Project Organization (CBPO) at Banjar,

West Java to carry out the development program (Decree No. 133, April 1969). These decrees plus accompanying clarifications gave the organization (CBPO) broad authority for Citanduy River basin development, stipulating short-term and long term objectives. The decrees also prescribed a management structure and outlined some of the relationships to be established with other agencies in the basin. (A more detailed review is provided in Section 2 below).

A reconnaissance study by P.N. Indah Karya was one of many produced following the 1969 decisions. The agency was directed in 1969 to conduct a reconnaissance study and prepare a report concerning the Citanduy River basin development, the Segara Anakan and surrounding area. The final report was published in 1971.

The Study considered several dams and reservoirs for electric power and irrigation, construction of new irrigation systems and improvement of old ones, construction of levees for flood control, and provision of funds for operation, maintenance and repair. The estimated cost of the total program was Rp. 170,000,000,000. The report did not include suggestions for a management system.

B. D.G.W.R.D. - ECI Contract, 1973

In 1973, four years after the Banjar office was established; and two years after P.T. Indah Karya's reconnaissance report, a contract was signed between the Directorate General of Water Resources Development and Engineering Consultants Incorporated for comprehensive development of the Citanduy-Ciseel Basin.

The contract stipulated five major targets as follows:

1. a comprehensive study to determine an optimal pattern for the utilization of the water and land resources within the Project area,
2. identification of a management system needed to achieve the recommended pattern of land-use,
3. consideration of environmental impacts of the project,

4. a Master Plan for step by step development of the project area in order to achieve project objectives,

5. and, preparation of two feasibility studies for two sub-projects determined by the study and Master Plan.

Item 2, the management system, and item 4, the Master Plan, are of special relevance to the present management study.

The ECI Master Plan, published in 1975, proposed eight major efforts plus a unified management system.

1. Lower Citanduy/Ciseel River System. The plan recommended the construction of levees for flood control along the Citanduy, Ciseel, Cijolang and Cikawang Rivers, plus diversion of water from the Ciseel to the Citanduy River.

Rehabilitation of irrigation systems for 12,447 hectares and new construction for 3,800 hectares was proposed plus drainage as needed.

2. Matenggeng Dam and Power Plant. A 120 meter high, earth and rock-fill structure was proposed on the Cijolang River with an installed capacity of 100 megawatt of power and irrigation.

3. Reclamation of the Segara Anakan and Environs. The plan proposed to convert the Segara Anakan to a fresh water lake, using cut-off dikes, tide gates and other measures. This was proposed to reduce salinization of the lagoon: 21,000 ha of land were to be reclaimed from salt marshes. Filling and clearing some areas was involved. Technical irrigation was then to be provided on reclaimed land.

4. The Upper Citanduy/Ciseel River Systems. Ten irrigation systems (5,926 hectares) were to be rehabilitated and a new management approach established.

5. Rehabilitation of Irrigation and Drainage in Central Java Areas. (Same as 4 above for 5,647 Hectares).

6. Construction of the Sidareja Irrigation System. Construction was underway at the time ECI made its study. The study noted that 2,200 hectares of the 7,119 proposed for irrigation depended on development of the Segara Anakan, as noted in item 3 above.

7. Construction of the Cihaur Irrigation System. The service area consisted of 2,100 Hectares, and achievement depended on development of the Segara Anakan Project, plus diversion of water from the Manganti weir to the Cibeureum River, hence to the Sidareja canals, and then pumping at two locations.

8. Upstream Watershed Management Improvement System. This sub-project proposed planning and management of upper watershed soil and water management and farm production in non-irrigated areas. Technical and institutional requirements were outlined.

9. The Proposed Management System. The Master Plan notes: "It is envisioned that the Management of the entire Citanduy River Basin Development project will be concentrated under one central authority": the Ministry of Public Works and Electric Power. (See proposed organization : Figure III-2). There was to be a single Citanduy Multi-purpose authority, a single Board of Directors, and one General Manager. Three sub-projects were proposed for 1) upstream development 2) the Lower Citanduy/Ciseel and 3) the Segara Anakan. Each subproject was to have a project manager directly responsible to the General Manager. The recommendation noted the need for coordination between the two provinces included in the Citanduy River Watershed.

Funding for the program was to be directly to the Authority from the central government, and the Authority was to have the power to make assessments for its goods and services, and use funds for operation and maintenance. The Authority was accomplishing the following:

1. Increase agricultural production, including cultivation of industrial crops,
2. plan and stimulate activities to maintain and upgrade soil qualities and reduce erosion,
3. plan and initiate a forest economy,
4. intensity effective/efficient use of irrigation water,
5. stimulate fisheries and recreation
6. maintain flood control structures and establish flood warning system.

C. Citanduy I Loan, 1976

In 1976 a cooperative development program was designed and agreed to by the Government of Indonesia and U.S.AID. to finance some of the Master Plan components. Work under the previous contract was continued with emphasis on 1) construction of levees and other river control measures, 2) several activities to improve irrigation and drainage, 3) consulting services, 4) feasibility studies for further development plans, and 5) training.

Although the program continued to emphasize flood control and irrigation, upland studies were made, including the Langensari irrigation pilot project and pilot project for conservation and crop production.

D. Citanduy II Loan, 1981

The Loan supports a program consisting of three sub projects: one for upland development, another for continued development of irrigation services, and a third to improve local planning and management capabilities. The Loan Agreement required "the establishment of an inter agency organizational framework for executing on a coordinated basis the various project components..." and one writer has observed that "the Government of Indonesia devoted extensive high-level attention to developing an appropriate organizational

structure to carry out the Project". Two interministerial decrees were issued creating a national level and a basin level coordination committee. After that, a third decree from the Ministry of Agriculture established the Watershed Management Development Center at Ciamis.

The organizational arrangements and management system under Project Citanduy II was, therefore, quite different from the recommendation in the 1975 Master Plan.

This study examines the responsibilities, organization and operations of the Project Office at Banjar (CBPO), as an important element in this recent project management structure, and suggests ways to strengthen its role and operation.

Section 2 : Organization and Responsibilities

A. Organization

The Citanduy Basin Project Office (CBPO) is directly responsible to the Directorate of Rivers in the Ministry of Public Works. This is a strong and direct relationship, and as a consequence the Provincial and Kabupaten Governments are substantially less involved than in some other project activities. The size and technical nature of CBPO's work contributes to its independence from local routines.

The CBPO has a manager, three staff sections, a consultant team and two subprojects (See Figure III-3). Each staff section is divided into sub-units, and the two sub projects for the upper watershed and the lower watershed have a staff and line organization appropriate to their tasks and responsibilities.

The organization of CBPO has undergone a series of modifications to reflect changes in program content, but also to improve management, and control. The most recent change reduced the number of sub projects from 4 to 2.

Although not part of the formal organizational arrangements, CBPO has working relationships with other agencies in the basin. It relates to the Department of Highways and the national railway agency, where irrigation or flood control structures affect the roads or rails. It also works with the

Land Office (Agraria), local government and people in acquiring and paying farmers for right-of-way. Since CBPO is primarily responsible for construction, it works with the Provinces, Kabupaten-based Irrigation Sections, and local people in order to adjust project designs to local needs and to the requirements for subsequent operation and maintenance. The CBPO also inspects completed primary and secondary irrigation systems with the Provincial and Kabupaten Irrigation Services and makes repairs in the turn-over process. In a similar way it relates to local water users associations (P3A) in turning over the farm ditch systems. In the past CBPO designed and managed a pilot project for water use and farming systems, working directly with local irrigation and agricultural services.

B. Responsibilities

1. Overall Responsibilities. The 1969 decree of the Ministry of Public Works and Electric Power established long term and short term objectives for CBPO. In the long run CBPO is responsible for conducting surveys and analyses, and providing designs and costs for development projects; supervising construction; and arranging effective management. In the short run CBPO is responsible for intensive efforts to protect flooded areas, especially crop land, and to reclaim areas for crop production.

These objectives have not been changed in substance, although the scope has been modified with the revised program involving Project Citanduy II and the work supported by ADB in the lower parts of the basin.

The CBPO Manager has responsibility for overall management of activities consistent with current plans and objectives, and current laws and regulations. He supervises the work of the three staff sections as well as the two sub-projects.

The sub-project managers are responsible for implementation of projects in their respective areas; flood control, irrigation and the Manganti dam in the upper basin area, and the Sidareja, Cihaur and Majenang irrigation systems in the lower area.

The Administrative Section of CBPO handles all purchases of supplies, prepares equipment lists for purchase by DGWRD and processes titles of land purchased for right-of-way. In addition it prepares annual planning and budgets, and carries out financial and personnel control.

The Planning Section collects data, provides analysis, maps, designs, and specifications for all CBPO sub-activities. It also collects and provides data to help control construction and rehabilitation work so that it is consistent with project designs.

The Operation Section prepares work schedules for all CBPO sub-activities, including construction and rehabilitation work. It supervises, monitors and recommends adjustments in contractors and plans and budgets for the use and maintenance of equipment. (for further details of the three sections see Annex III-A).

Good working relationships among these sections are essential for good operations. All sections, plus the sub-projects work with the administration section in preparing annual plans and budgets. The planning section prepares project designs and cost estimates, which go to the operation section for planning and budgeting physical construction and maintenance. The operation section is responsible for construction supervision, but with technical inputs from planning. All sections are involved in preparation and processing of tender documents and contracting. The administration and operations sections cooperate in planning and meeting equipment needs. In addition the Sections are directly involved with other basin agencies as outlined in Section 2.A.

These relationships are difficult to maintain at a desirable level, and CBPO management strives to maintain and improve them.

2. CBPO Responsibilities for Project Citanduy II. The role and responsibilities of CBPO are limited for Project Citanduy II, compared to those under earlier programs. In part this is due to the expansion of the project into up-land agricultural development and in part it is due to an effort to involve other agencies more directly in the development project. Limitation of CBPO's role recognizes the responsibilities of local agencies for basin development over the long run, but it does not diminish the importance of technical assistance that CBPO provides to other agencies in the basin.

The Project activities for which CBPO has direct or collaborative responsibilities include rehabilitation of the irrigation system in Kabupaten Ciamis and Tasikmalaya, equipment planning and purchases for the Kabupaten irrigation sections and for the Pataruman shop, watershed development planning, other conservation measures, training, the South Lakbok Feasibility Study and utilization of Consultants (see Table III-1).

3. Rehabilitation of Ten Irrigation System. Ten upper watershed irrigation systems will be rehabilitated, improving about 5,000 hectares of land. Six of these systems are in Kabupaten Tasikmalaya and four are in Kabupaten Ciamis.

The Loan Agreement specifies that designs for the rehabilitation work will be "prepared by the Provincial Water Resources Division and Construction will be supervised and coordinated by the Irrigation Office of each respective district with assistance from the provincial level". In order to carry out these provisions it was further agreed that CBPO would review and approve designs before sending them to the Directorate of Rivers and U.S. AID for approval and funding. The CBPO has consulted with the Provincial and Kabupaten irrigation offices in order to resolve issues about roles, responsibilities and procedures.

Completion of the design work has been delayed by a lack of common understanding about the issues of responsibility and about acceptable procedures and standards for design preparation. (For additional detail see Annex III-B).

CBPO prepares the annual budgets for costs associated with rehabilitation of the ten irrigation systems.

4. Model Blocks and Water Management Extension Teams. The Model Blocks are areas of 100 to 150 Hectares, located in each new or rehabilitated irrigation area. The purpose of these blocks is to demonstrate improved water use, local maintenance of farm systems and agricultural technologies, and also to strengthen farmer organizations that can carry on these practices. The approach used on the blocks is based, in part, on a pilot project conducted by CBPO under Project Citanduy I at Langensari village. There are 19 of these blocks now established of 22 provided for in the Loan Agreement. Some of these have been initiated in areas where the rehabilitation work under the Project has not began, requiring larger system improvement costs than anticipated or provided for in the Loan Agreement.

Preparation of the area for the Model Blocks has involved CBPO, the Kabupaten Irrigation Section, Local Government, the WMDC and local farmers. Sometimes the main system has required upgrading, in which case plans are prepared by CBPO and carried out by the Upper Watershed Sub Project. If the tertiary, or farm system needs improvement, the plans are prepared by CBPO in consultation with the other agencies, and work is carried out by the Kabupaten Irrigation Section and local farmers. Funding requirements in excess of those allowed by the Loan Agreement are budgeted by CBPO and supplied by the Indonesian Government. Loan Agreement funds are budgeted by the WMDC for training, and by the Agricultural and Irrigation services for their respective portions of the model bloc activity.

5. Pataruman Shop and Operation and Maintenance Equipment. An equipment specialist consultant assisted the CBPO in preparing specifications for shop and O and M Equipment for procurement. The Consultant, the CBPO Equipment Section and the Kabupaten Irrigation Section worked together to identify and specify O and M Equipment needs, and the Kabupaten Irrigation Section budgeted for the G.O.I. counterpart funds. CBPO processed the request for Pataruman Shop equipment directly with the Directorate of Rivers for U.S. AID funding.

6. Training. The Loan Agreement provides training for existing and new agricultural and irrigation personnel, the Water Management Extension Teams, and for village workers in village agricultural and irrigation organizations. The training program includes in-country training and overseas academic and non-formal training.

CBPO has met with other Provincial agencies to prepare a training program, particularly for overseas. In-Country training for extension personnel is prepared by the local agricultural and irrigation services personnel and officials from the WMDC. Plans and budgets for the latter must go through the Agricultural Extension Training and Education Organization (BPLPP) in the Ministry of Agriculture.

Except for the immediate needs of extension personnel, a reasonable training program has not been worked out.

7. Other Conservation Measures. The Loan Agreement provides \$698,000 for this activity, one-half to be reimbursed by U.S. AID. The measures to be undertaken are not specifically defined, pending additional site studies, however, "small check dams, gully stabilization and stream bank protection"

are suggested. Both Public Works and Agriculture are involved in this activity. To date, there has been no progress in defining what these measures should be.

8. Watershed Development Planning. The Project anticipates that an updated Master Plan for Development of the Citanduy River Basin will be prepared in the third year of the Project. An Upper Watershed Development plan would be an input for the Master Plan, most of which is the responsibility of the WMDC. At this point in time CBPO has one responsibility in this effort: the collection and analysis of the hydrologic and sedimentation data. Funds (\$ 110,000) are provided to CBPO for measuring equipment under the Loan Agreement. A study proposal has been prepared and submitted to the Directorate of Rivers and U.S. AID for approval (Citanduy Water Budget and Sediment Study). The purposes of the Study are to provide information for rational allocation of basin water resources and to provide inputs for the updated Master Plan. The Study utilizes the Project funds for equipment, calls for 62 man-months of technical assistance, and requires four years to complete. Immediate planning is needed to successfully integrate the study as proposed with the needs of the updated Master Plan in 1984-85.

Section 3 : Management

A. Goals and Objectives

Project Citanduy II expanded the goals and objectives of previous Citanduy river basin development programs, adding emphasis to upland watershed development. The Loan Agreement also added management elements (Home Affairs, local government, Agriculture) and the CBPO roles and technical assistance capabilities, and the opportunities to apply them in order to achieve Project goals and objectives continue to be important and should be emphasized and used.

B. Organization and Staffing

CBPO has been reorganized recently to reflect its altered role, and also to improve internal management. The staff sections for upper watershed development were deleted in light of the functions performed by the

WMDC and local government, and four sub projects were combined into two. There were other minor changes to strengthen management and control.

The importance and problems of coordinating all phases of irrigation systems development, including surveys and designs, construction, the transfer of completed work to local agencies and finally local operation and maintenance, suggests that additional organizational arrangements between CBPO and the local irrigation sections should be considered. One suggestion given to the Study Team was to establish a separate staff section for O and M in CPPO occupied by local irrigation section personnel. A more practical suggestion would be to strengthen the liaison between CBPO and the Provincial and Kabupaten irrigation offices, through a specific program for cooperation among these units.

CBPO has a trained agriculturalist in its O and M unit. His role in working with WMDC and local agricultural and irrigation offices on model bloc activities is essential and with support could assume a larger liaison function.

Although the Loan Agreement provides training, neither the Project as a whole, nor CBPO specifically, has a coherent training plan. Although outside expertise, either from within Indonesia or from abroad, is a useful catalyst for developing a training program, CBPO should assume the responsibility for carrying out its own analysis and specification of training needs as a first step. Consideration should be given to 1) management, 2) computer operations, and 3) specific job-related skills.

CBPO has prepared job descriptions for the CBPO director, sub-project directors and staff personnel down through three levels of its organization. Revision of this document that involves the personnel concerned and that relates more specifically to functions and procedures of each unit, would contribute to CBPO organization and performance.

C. Operations

CBPO operations are guided, in the first instance, by the goals and objectives stated in the early decrees by which it was established, and by later modifications, particularly for Project Citanduy II. Operations are further influenced by the annual plans and the immediate requirements

to carry out these plans. In addition to the internal needs, there are also the operations required in relation to external agencies (pp 6 & 7 above).

The time of CBPO personnel appears to be consumed in performing the tasks of immediate urgency, with too little time to plan a longer term course of action. Operations planning might have resulted in more attention to some of the Project's sub activities (e.g. rehabilitation work, other conservation measures, inputs to an updated Master Plan). Equally important, some operations planning and regular follow-up, could improve internal performance.

The equipment specialist's report notes problems, as well as progress, in the use and maintenance of equipment. This aspect of CBPO operations should continue to be given careful attention. Some follow-up technical assistance, from Indonesia or from abroad, would appear to be very cost-effective.

CBPO does not, as a matter of course, send annual planning documents to the Kabupaten government. However, it does respond promptly to occasional requests from the Bappedas to provide this information and doing so does not constitute a major burden. The Management Study recommends, as a major point, that Kabupaten level government be more active in Project Citanduy II. All indications are, that CBPO is able and willing to contribute to this process.

CBPO should specifically address the issue of farmer use and maintenance of the rehabilitated irrigation systems in the uplands (as well as others). It should consider ways that present efforts to improve farmer operations can be improved, and the contribution that CBPO can make. The principle exists that the planning and designing of systems should involve the local farmers and their ideas and suggestions. The involvement of the Kabupaten Irrigation sections is essential in this process. CBPO cannot directly control this process under Citanduy II, since planning, design and construction are carried out by other agencies. However, it could have influenced the process through technical assistance and guidance to those responsible and through its inspection and approval procedures. The principle of participation is complex in its implementation requirements, and the only suggestion here is to give the principle and its implications more attention. Both are discussed more fully in Chapter V.

D. Monitoring and Evaluation

These activities are essential for implementation of a project and for replanning along more effective lines. CBPO has a monitoring system, however, the issue over equipment use and maintenance, suggests that the system should be given more attention. There have been CBPO evaluations of pilot projects and additional evaluations would be useful in updating the Master Plan. although this is not the responsibility of CBPO as far as current Project Citanduy II activities are concerned Paranthetically, there is an abundance of printed material at CBPO that would be of potential use to other elements of the Project, and that should be screened and made more accessible.

Section 4 : Recommendations

A. Technical Assistance

The role of CBPO was greatly reduced in Project Citanduy II, however its technical capability plus the authority it has in Citanduy II matters gives it the opportunity for important technical assistance roles.

The CBPO should give more attention to this role in its annual planning process, establishing annual targets and budgeting appropriately to achieve them. The Directorate of Rivers should support CBPO in carrying out these tasks.

1. Updated Master Plan. Because this activity is a joint responsibility of the Watershed Development Center at Ciamis, local Government and CBPO, the latter will have a responsibility beyond the Water Budget and Sedimentation Study noted in the Loan Agreement. The CBPO should anticipate and plan for its larger role, and provide technical assistance and cooperation with the other agencies to complete the Plan.

2. The Upper 10 Irrigation Systems. U.S. AID, D.G.W.R. the Provincial Public Works Office and CBPO missed an opportunity for a more useful technical assistance relationship among basin organizations in the design work for these systems. Early clarifications from U.S. AID concerning acceptable design

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standards, and from D.G.W.R.D. concerning the division of responsibilities and authority would have saved time. With these clarifications CBPO could have given technical assistance to the Provincial design office regarding procedures that would have assured more appropriate and more timely design work. In future basin projects, where special engineering units like CBPO exists or are established, its technical assistance role to other agencies in the basin should be emphasized.

3. Operation and Maintenance. Although operation and maintenance of systems become the responsibility of local agencies and farmers after construction is finished, CBPO has performed technical assistance role regarding O and M. It works with the local government and local irrigation sections to locate and design system that are compatible with local conditions. CBPO also carried out a pilot project in cooperation with local agricultural and irrigation services in order to test and demonstrate appropriate water use and production techniques, and to assist in establishing farmer organizations to sustain both.

CBPO should continue to work through its O&M section with local government to assure that designs reflect local wishes and conditions as far as technically possible. Furthermore, a reevaluation of the pilot project at Langensari should be made under CBPO direction, and recommendations should be incorporated into future demonstrations (model blocks).

B. Operations Planning.

Most of the annual planning by CBPO reflects the needs of major survey and construction tasks for which it is responsible, and too little attention is given to ways to improve the operations of CBPO. The study recommends that the latter be emphasized, whether or not it requires line items in the project plans and budgets.

1. Job Descriptions. It is recommended that existing job descriptions be revised with assistance of the personnel involved, and that the revision reflect an analysis of the functions that the job requires and the work tasks to perform them. The process of preparing them should be considered an on-job training effort as well as the production of job descriptions.

2. Mainpower planning. An analysis of present manpower needs and existing manpower should be made to assess the possibility of improving, the performance and range of tasks undertaken by the existing staff. Furthermore manpower projections should be made on the best possible assumption about CBPO's future responsibilities in order to anticipate and implement adjustments in total staff and required skills.

3. Training. CBPO staff over the next year should systematically assess its functions, tasks and needed skills, and recommend a training program to be achieved with intermediate term (one year) short term and on-site courses

There are other issues discussed with the CBPO staff that have not been addressed in this study. One is the issue of operation and maintenance of major systems after construction is completed. Most of these systems lie outside the Citanduy II program. Nevertheless there is concern about the future costs of operation and maintenance, who will assume them, and the ways in which users can be made to appreciate their responsibility and support the effort equitably.

The question of how water resources will be effectively allocated among competing needs and the operating rules to be employed at major control structures is another issue of concern to CBPO that has not been addressed in this study. It is apparent that the Basin Coordination Committee has not come to grips with it, and there have been suggestions that the two Provincial water boards are better situated to handle the problem. This issue warrants further study.

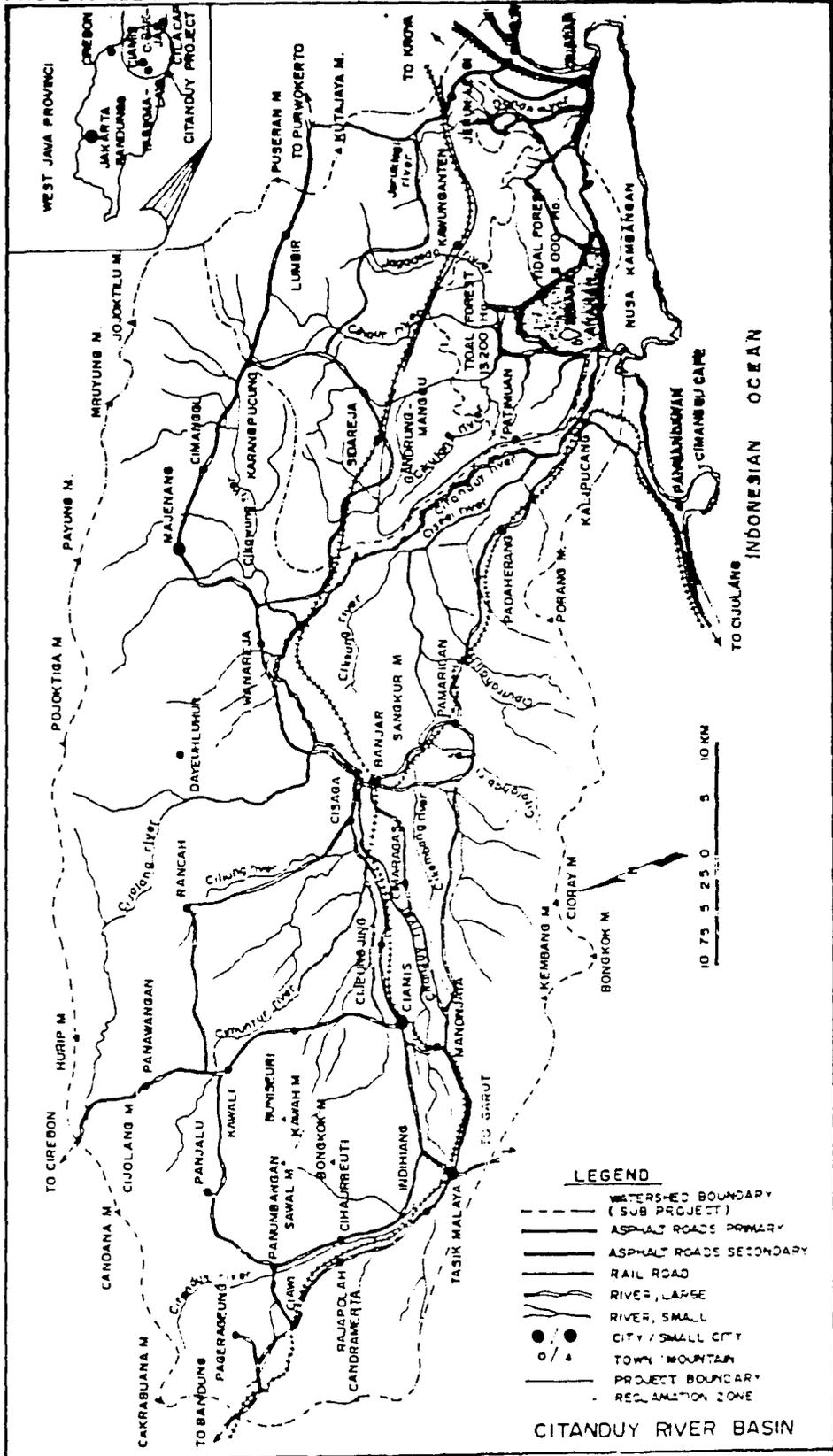
These, and possibly other issues warrant additional attention.

TABLE III-1
PROJECT CITANDUY II SUB PROJECTS AND ACTIVITIES
RESPONSIBLE DEPARTMENTS AND FUNDS AND SOURCES

Sub-Project and Sub-Activities	G.O.I. Funding		U.S. AID Funding		
	\$	Source	F.A.R.	Procurement and Contracts	Direct Reimbur.
<u>Upper Watersehd Development</u>					
Training	295.4	A.P.B.N.			1,110.9
Watershed Development Plan				110.0	
Other Conservation Measures	349.0	A.P.B.N.	349.0		
Model Blocks	100.0				200.0
<u>Development Irr. Service</u>					
Irrigation Rehab. *	3,336.1	A.P.B.N.	3,226.1		
O&M Equipment *	40.0	A.P.B.N.		260.0	
Training	55.9	A.P.B.N.			795.9
Pataruman Shop*				120.0	
Consultants *	150.0	A.P.B.N.		1,500.0	
South Lakbok Feasibility Study				**	

* Planning and budgeting procedures are carried out by ProCit.

** Funds included under Consultants item.



ORGANIZATION STRUCTURE
CITANDUY BASIN PROJECT OFFICE

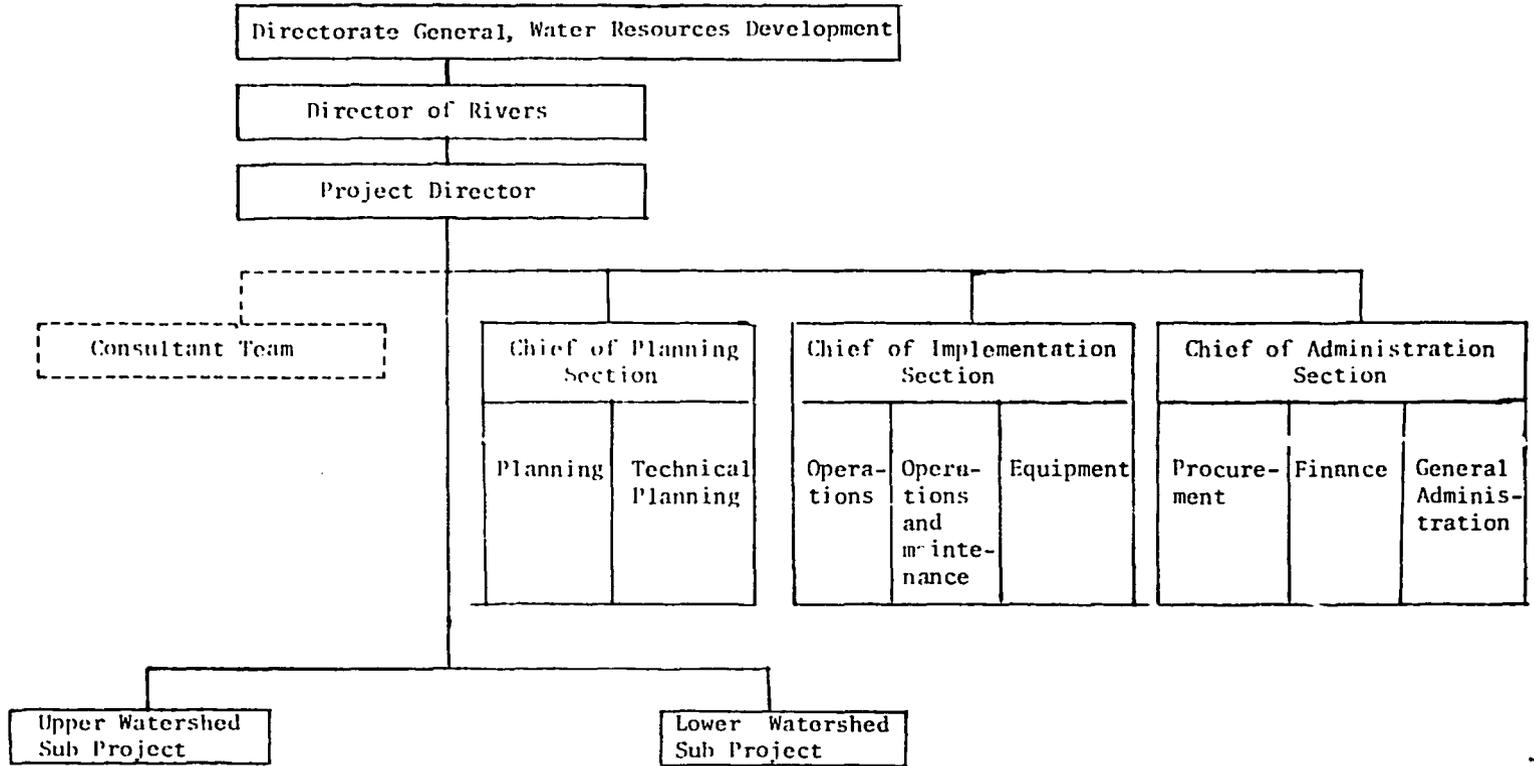


FIGURE III-3

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ANNEX III-A
RESPONSIBILITIES OF CBPO STAFF SECTIONS

Administrative Section

The section has three units for a) procurement, b) finance, and c) general administration. Procurement is a recent addition as well as a sub-unit for land acquisition. The major responsibilities of the section include the following:

1. review and recommend modifications of CBPO's organizational structure and staffing, and prepare job descriptions,
2. interpret and communicate government policies and procedures to CBPO staff and oversee compliance, and also prepare supplementary regulations for improved operations,
3. coordinate preparation of CBPO's annual work plans and budgets for submission to national funding authorities,
4. coordinate land acquisition and compensation for Project development activities,
5. monitor and evaluate contracts, work orders, and other financial documents and transactions,
6. coordinate preparation of personnel and financial reports,
7. supervise and control all financial transactions and use of funds and manpower,
8. procure all CBPO supplies, prepare equipment lists for purchase by DGWRD and arrange titles to land purchased for right-of-way.

Planning Section

The section has units for general and technical planning, under which these are sub units for hydrology, surveys and mapping, geology and soil mechanics, rivers and irrigation and drainage. Responsibilities include:

1. Establish the means and carry out research, surveys, analysis and reports regarding hydrology, climatology, geology, soils, mapping etc.
2. Prepare plans, programs and designs for construction and rehabilitation for irrigation, drainage, and flood control,
3. prepare specifications for contracting and submit to the Operations section for further preparation for contracting,
4. cooperate with the Administration Section in preparing annual CBPO plans and budgets,
5. carry out measurements etc to help control construction etc. in ways consistent with designs,
6. coordinate all planning activities for basin development.

Operation Section

The operations section consists of three units: general operations, operations and maintenance, and equipment. The operations section is responsible for :

1. Planning all construction activities, schedules and costs for budget preparation,
2. developing a program and then coordinate operation and maintenance activities for irrigation systems and flood control,

3. supervising and monitoring the work of contractors on a scheduled basis in cooperation with sub project managers and recommend changes,
4. prepare detailed cost estimates for tender documents,
5. plan and coordinate the use of all equipment and its maintenance,
6. monitor and evaluate activities and prepare reports,
7. promote the establishment of construction standards and criteria compatible with subsequent operations and maintenance,
8. develop liasion with other agencies in the area that are involved in flood control and irrigation serivices work,
9. collect, compile and provide data and statistics for planning and operations.

ANNEX III-B
REHABILITATION OF THE UPPER TEN
A CASE STUDY

Rehabilitation of the "Upper 10" irrigation systems in the Citanduy River Basin will use about 15 percent of all Project Citanduy II funds and 43 percent of the funds for the Development of Irrigation Services Sub Project. The rehabilitation sub activity is therefore larger enough to warrant attention of the Directorate General for Water Resources Development, U.S.AID, CBPO and Provincial and Kabupaten Agencies, when problems arise.

The Loan Agreement Implementation Letter No. 6 specifies that all funds for rehabilitation will be allocated to the Ministry of Public Works, and in turn allocated to the Citanduy Basin Project Office at Banjar for financial control.

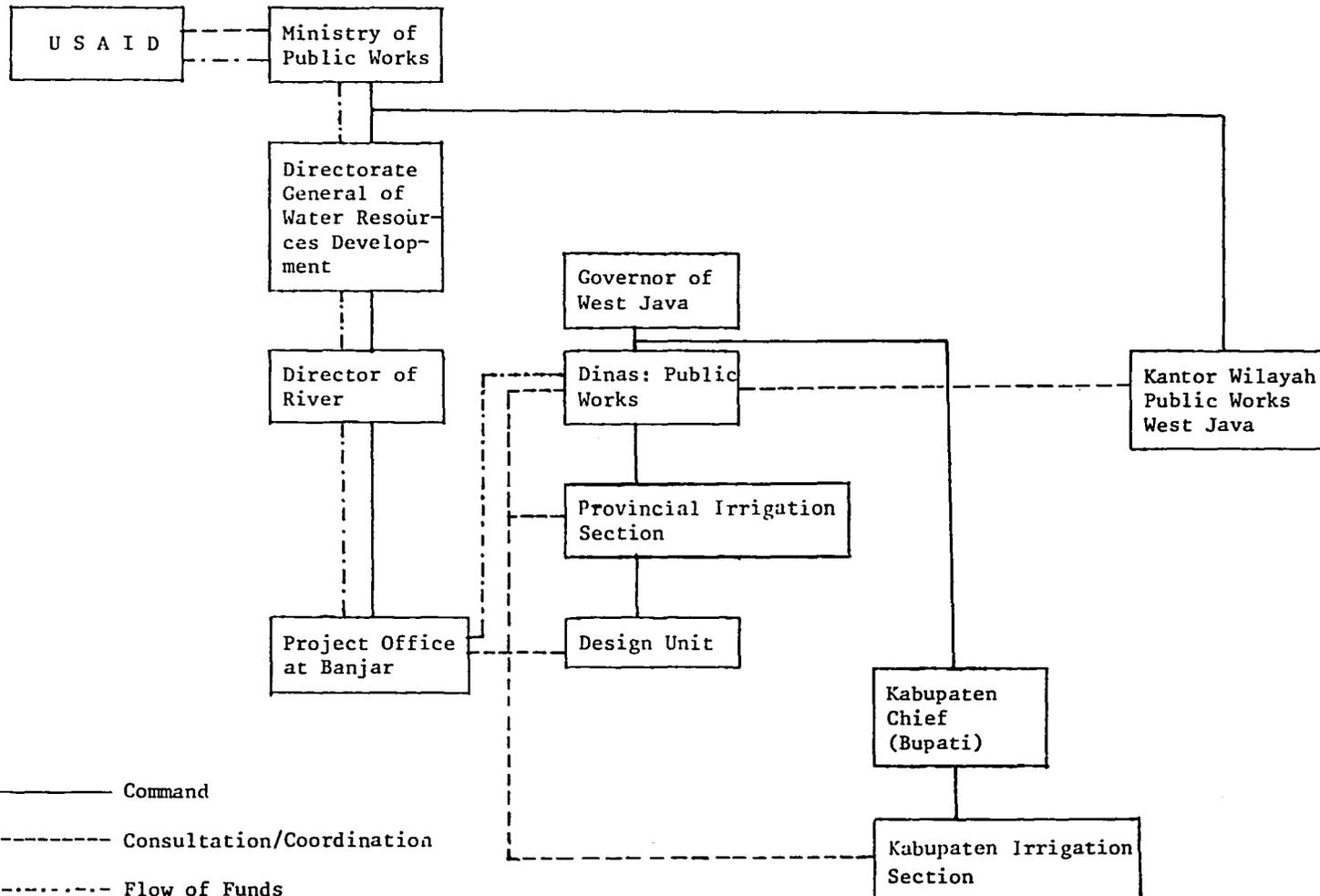
The Loan Agreement also states that "final designs will be prepared by Provincial Water Resources and construction will be supervised and coordinated by the Irrigation Office of each respective district, with assistance from the Provincial level. The District Administration and Planning Boards will monitor overall progress". The Basin Coordination Committee is also supposed to review the overall development plan under Project Citanduy and serve as a forum to facilitate coordination. (See Figure 1).

A. Justification

1. Integration of design and construction work with future requirements for operation and maintenance,
2. Early participation of farmers and their local organization in the development of structures that they will be subsequently responsible for operating and maintaining,
3. Early participation of Provincial and Kabupaten administrative service agencies in activities for which they have major responsibilities now, and in the future,

Figure III-B-1

AGENCIES AND RELATIONSHIPS FOR REHABILITATION
OF "UPPER TEN" SYSTEMS, CITANDUY II



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4. To strengthen the capabilities of local institutions to plan and manage development in their respective areas.

Although not explicitly stated, it was assumed that the arrangement outlined in the third paragraph on page 1 would permit timely completion of tasks of good quality. There have been several problems encountered in carrying out this plan.

Design work has been slow and not acceptable unanimously to all agencies involved.

Coordination of planners and designers on one hand and the Irrigation Sections who minister the operation and maintenance program on the other hand has not been satisfactory to the latter.

There have been substantial efforts at coordination among the various agencies, but an excessive amount of time was used in solving the problems.

For example, in December 1982, over two years after the Loan Agreement was given signed, the agencies were still meeting to "clarify the division of responsibilities between the Provincial Public Works office and the Project office at Banjar". The major issue was whether or not the Provincial Office or the Project Office was responsible for contracting and carrying out construction, and a decision ultimately had to be requested from the Department of Water Resources Development in Jakarta.

Also in December issues regarding other elements of the Irrigation Services Sub Project related to the rehabilitation effort were still up in the air, including training, the number of personnel required for operation and maintenance, and processes and procedures for implementing the Model Blocks.

B. Considerations

In the future there kinds of basic issues should be identified and resolved in the Project design and operational planning phase. Some of the considerations that would warrant early attention and discussion among representatives from U.S. AID, D.G.W.R.D., Provincial and Kabupaten office and the Project office at Banjar would include:

1. Clarification of U.S.AID and Public Works standards to be met in preparing project designs.

2. agreement upon acceptable time-phased procedures in preparing for and carrying out the design work, including field surveys and field-checks, cooperation with Kabupaten Irrigation services and village level institutions and the farmers involved,
3. agreement on routines and procedures for affective liasion among the Provincial design team, the Kabupaten agencies and the Project Office at Banjar,
4. agreement on the allocation of roles and responsibilities, including the kinds and degrees of assistance from one agency to another, and agreements regarding contracting and funding,
5. consideration of the ways other Project Citanduy II activities were linked to the rehabilitation of the Upper 10 irrigation, system and time-phased planning to integrate them.

At the present time efforts should be continued to make these coordinated efforts effective. Each agency involved has an important role to play. The Project Office at Banjar is a specialized instrument for river basin development with consultant support, and represents skills and experience for transfer of technology to other agencies. The Provincial Public Works Office has a new design team, and over the long run this team and the Office has responsibilities for continued development, operation and maintenance of irrigation in the Province. Also, at the provincial level is the Ministry's office for coordination (Kantor Wilayah Pekerjaan Umum, Tingkat Propinsi). Its role, as we understand it, is tailor-made to help handle some of the problems involved in the "Upper 10". As far as we know it has not been involved. The roles are well known for the Kabupaten Irrigation sections, the farmers and their nascent organizations, and the Kabupaten administrative and service organizations. The important task was (and is) to establish and maintain relationship among them that serve the purposes of the Project.

The policy and procedural difficulties encountered in carrying out the work to rehabilitate of the Upper 10 irrigation systems, and the time and attention it has taken to solve them, has adversely affected the achievement of the substantive objectives listed at the bottom of page 1 and on page 2.

The policy and procedural questions were the kind that could and should have been anticipated in the Project design phase, and should have been solved promptly by conferences among U.S. AID, D.G.W.R.D. and the basin organizations.

In the case of the "Upper 10", it seems doubtful that a different approach to overall organization and management would have made much difference. The problems cited would have remained, and if different arrangements tended to isolate Project Citanduy Office from the process, its potential roles as technical assistance agency, would have been reduced.

CHAPTER IV
THE WATERSHED MANAGEMENT DEVELOPMENT CENTER

Section 1 : Summary

U.S. AID and the Government of Indonesia designed Project Citanduy II, involving two concepts. One was that the Project should recognize and reflect a river basin as the unit for development, even though it cuts across administrative boundaries of Provinces, Kabupatens and Kecamatan. The other concept, in part conflicting with the first, was that local government has an essential role in planning and managing local development programs.

In recognition and support of the basin-wide concept, a Water Management Development Center was established at Ciamis, building on the pre-existing greening and reforestation project headquarters (P3RPDAS) for the Citanduy and Cisanggarung River basins. The combined headquarters was to have a basin-wide responsibility and authority for "planning, budgeting, implementation, evaluation of the upper watershed project and the agricultural components of irrigation services" projects. Local government was to carry out field activities and assist in the identification of field sites. A Basin Coordination Committee was to review and approve plans and budgets.

In support of the second concept, the Ministry of Home Affairs and local government were given the role and responsibility for increasing local capabilities to plan and manage local development, as well as the responsibility for several specific Project activities. These arrangements are discussed in Chapter V.

In the course of Project operations some adjustments have been made, resolving some of the difficulties represented by the two concepts. For example, the Governor of West Java directed that all substantive planning for greening activities be reviewed and approved by local government. Some Kabupaten Bappedas have instituted measures to integrate planning more thoroughly among agencies and sub activities. On the other hand the activities of the Basin Coordinating Committee have been less effective than expected, and lapsed entirely in recent months. Further adjustments are possible and needed to improve the role of local government in coordinating planning, budgeting and implementation, and to strengthen and emphasize the technical

assistance that WMDC provides to local government and local technical services.

WMDC has three general responsibilities and should spend some time in establishing a strategy to achieve each. The responsibilities include 1) facilitating the implementation of existing Project sub activities, 2) contributing to the expansion and development of the Project through research, trials, experimentation and re-planning, and 3) rendering technical assistance and cooperation that advances the capabilities of local government and local technical agencies to do WMDC's job. Material of the recent Progress and Planning Work Shops, plus recommendations of this Study and the Watershed Assesment Team Report could be used to establish annual targets and procedures to more fully accomplish the three objectives. An important element of these strategizing efforts should be a review of WMDC's evaluation and research priorities, and further focus of resources on these priorities in the three remaining years of the Project.

WMDC needs to be strengthened by added personnel from livestock, estate crops and fisheries, and also by policies and procedures that permit them to work more effectively as specialists in the field.

In Section 2 the organization, authority and staffing of WMDC is reviewed, with added discussion in Annex IV-A. Section 3 examines WMDC's responsibilities and Section 4 concerns operations as they relate to each major sub activity, and ways they could be improved. Section 5 consists of general conclusion; and major recommendations.

Section 2 : Organization Authority and Staffing

A. Internal Organizational Structure of WMDC

The structure of WMDC is shown in Figure VI-1, and includes sections for planning and guidance, soil and water conservation, research, training and extension. In addition to the headquarters at Ciamis five sub-centers were established and staffed in each of the five sub-watersheds in the basin. A team of consultants is also stationed at Ciamis in support of WMDC.

Reflecting the P3RPDAS interest, there is a project implementation officer stationed in each Kabupaten in the Citanduy-Cisanggarung river basin, who is responsible to the head of P3RPDAS.

WMDC staff was to include personnel from the seven major agricultural departments, each man working under the direction of the WMDC chief. In practice not all departments are represented, and staff members have been given varying degrees of authority to operate at the field level, frustrating the ability of the WMDC Chief to manage the unit as anticipated. The organization and lines of authority shown in Figure VI-1, therefore, are not wholly accurate. The important point is that WMDC does not operate as intended.

B. External Organizational Relationship of WMDC

The Loan Agreement contemplated that the WMDC could be a basin-wide institution. The Chief of the Center was to be appointed by the Ministry of Agriculture and vested with appropriate authority to plan, budget, implement and evaluate the upper watershed project and the agricultural components of the irrigation services sub-project. The Center was to "coordinate" its work with local government and the planning, budgeting etc. of the Center was to be reviewed and approved by the Basin Coordination Committee. In short, the Center was conceived as directly representing the Ministry, coordinating its activities with local government, and submitting to review by the Basin Coordination Committee. The nature of these relationships has been obscured by the generality of Project language, the actual organization of the Center, and by the recent creation of a Ministry of Forestry.

The organization of WMDC in 1981, relied heavily on the established organization, guidance and procedures developed over the years for the Greening and Reforestation project (P3RPDAS). This reliance on past organizational work is understandable. These organizational arrangements and guidance documents are complex and difficult to produce. Furthermore, the purpose of Project II and the P3RPDAS appeared sufficiently similar to justify this approach.

The decree of the Ministry of Agriculture in 1981 (No. 482... 1981) that established the WMDC, was based on previous Indonesian laws and ministerial instructions. Among these precedents was the 1976 decree of the Ministry of Agriculture that explained the organization and functions of P3RPDAS.

1. The 1976 Decree, Ministry of Agriculture. The Decree notes that river basins should be defined and used as the basis for carrying out reforestation and greening, and that a P3RPDAS office in each basin would be responsible for planning, budgeting, technical guidance, supervision of activities, monitoring, reporting and evaluation.

The basin-office was to be directly responsible to the Director General for Forestry in the Ministry of Agriculture, assisted by the Director for Reforestation and Rehabilitation. The office was to consist of a treasurer and administration unit, and three staff sections for planning, technical guidance and monitoring, and extension. All personnel were to be directly responsible to the chief of P3RPDAS. The decree lists the duties of each section and also emphasizes that P3RPDAS will establish "working relationships and coordination with other parties that have responsibilities or are otherwise important to the reforestation and greening project". Each P3RPDAS office was to provide the master plan for basin development, and then provide guidance and technical direction to those involved in carrying out greening and reforestation activities.

2. The 1981 Decree, Ministry of Agriculture. The decree designated the P3RPDAS office in the Citanduy-Cisanggarung Watershed as "temporarily having the status of a Special Development Unit within the jurisdiction of the Minister of Agriculture as was meant in the Ministry of Agriculture decree of 1976", and making it the interagency unit in the basin for Project Citanduy II. The Minister of Agriculture appointed the chief of the P3RPDAS office as the head of the new unit, responsible to the Directorate of Forestry.

The three original staff sections became five: planning, soil and water conservation, research, training and extension. A team of consultants was added to the organization.

Organization at the Kabupaten level for implementation of the P3RPDAS program and for Project Citanduy II are also essentially the same. The Bupati is the responsible officer for the greening program. He appoints a Project Manager (PUMPRO) from among the chiefs of the foodcrops, forestry or estate crops services (see Figure IV-2). He also reviews and approves the annual operational plan for the greening program, controls the funding, and oversees implementation.

The chief of WMDC (as the P3RPDAS officer) consults with the Bupati, provides technical guidance at the field level, and controls all P3RPDAS extension workers.

In summary, the WMDC organization was fitted into the earlier P3RPDAS arrangement with very few modifications from earlier instructions regarding general organization and operations.

3. Authority. The issue of "authority" has several facets, and there appears to have been several versions about each in recent studies. This is probably due to lack of specificity in some of the instructions, but equally due to practices that evolve in the field, modifying responsibility relationships.

One facet of the "authority" issue is the degree to which WMDC is directly responsible to the Ministry of Agriculture, or conversely, the degree to which the Provincial and Kabupaten Government can influence WMDC's role in planning, budgeting, etc. Since WMDC programming is limited to a development program prescribed in national level instructions, both WMDC and local government are limited in their authority to choose and design projects. This has been viewed as a serious lack of authority to plan more flexibly in order to adjust Project content to local conditions. However, the Study Team has been told that greater flexibility is possible under P3RPDAS instructions than has been requested by the basin planners. Furthermore, unused Project funds (contingency funds and "other conservation measures") suggest that the failure to plan in a flexible fashion may be due to the lack of time, attention and local ability to do so. Nevertheless, it is proposed in this report that greater authority for planning beyond the strict guidelines for P3RPDAS be permitted.

There is also the question of local government authority in relation to the authority of P3RPDAS, first for planning and second for project implementation. The guidance for P3RPEA mentions three planning phases: a basin master plan, an annual technical plan, and an annual operational plan. The planning processes for the latter two are shown on Figure IV-4 and IV-5. According to the language of the P3RPDAS instructions, which is a joint decree of the Ministers of Agriculture and Home Affairs, the basin P3RPDAS office is responsible for the basin master plan and the annual technical plan in "consultation" with Provincial and Kabupaten Bappedas, Community Development,

Public Works, Agraria, etc. The chief of P3RPDAS is then instructed to send the plans directly to the Directorate General of Forestry. These plans are important because they establish the size and substance of project activities for the coming year, that must be reflected in the annual operational plan. The operational plan is prepared by local people and Kabupaten officials (See Figure IV-5).

In practice the Governor of West Java has issued instructions that the annual technical plans must be reviewed and approved by Bupati and the Governor's office before transmittal to the Ministry. Moreover, the local Bappedas have asked for and are playing a larger role in site selections and project design. The study recommends that cooperation between P3RPDAS and local government continue, giving the latter a larger role in the process.

According to P3RPDAS guidance, the Bupati is responsible for implementation of the greening activity with technical assistance from local P3RPDAS chief and the apparatus he controls, including extension personnel. Again, in actual practice, P3RPDAS may assume an implementation role in the field, rather than an advisory one. It would appear, however, that authority for local agencies is clearly stated, and that it remains for WMDC (P3RPDAS) and the local agencies to assume their responsibilities and roles in a mutually supporting fashion. This report recommends that the Agricultural Extension Coordination Forum (FKPP) be used to promote this kind of cooperation among extension personnel, where the issue of authority for implementation seems to occur.

Another facet of the "authority" issue concerns the relationships among the chief of WMDC, the Department representatives on his staff and their parent departments. The Loan Agreement assumed that specialists from seven departments would work under the chief of the WMDC in creating an interdisciplinary and integrated approach to basin development. This general concept, however, appears to be limited in application by the prescribed program for P3RPDAS, extensive prescriptions in the Loan Agreement, and the strong role of National level departments, particularly with regard to research and training. No one suggests that the authority at WMDC should be completely open-ended. On the other hand additional degrees of latitude and authority and improved procedures should allow more timely planning and funding of locally identified needs and activities.

Annex IV-A presents additional detail regarding organization and authority of P3RPDAS and WMDC.

C. Staffing for WMDC

The WMDC professional staff, according to the Loan Agreement was to consist of representatives from seven departments of the Ministry of Agriculture: food crops, livestock, fisheries, estate crops, forestry, training and agricultural research. This staffing pattern, in fact, has not been carried out, omitting officials for livestock, fisheries and estate crops.

The staffing (see Table IV-1) provided for 19 professionals, 3 of which were research personnel. The latter were to be provided space and support at WMDC, but not under direct control of its chief. In addition the Loan Agreement provides 43 administrative and support personnel. The field staff (see Table IV-2) of WMDC represent employees of the earlier P3RPDAS office plus additions required by Project Citanduy II. Some extension field staff are posted in areas of permanent responsibilities and are "to be attached to the District Agricultural Service". Other field staff and extension workers are attached to the five sub-centers of WMDC under P3RPDAS.

Section 3 : Responsibilities

In general, the WMDC is responsible for activities that will achieve the reclamation and maintenance of land and water resources, particularly in the uplands. It is also responsible for developing and introducing more effective technologies for conservation and production, and assisting in the training and motivation of farmers to use them. Thus, WMDC was established with specialists from several agricultural departments and a team of consultants in order to establish and carry out an integrated and multidisciplinary approach to accomplish these objectives.

More specifically, the center was given the responsibility for basin-wide planning, budgeting, implementation, and evaluation. Furthermore, a specific set of activities, prescribed in the Loan Agreement, was to be handled by the center (See Table IV-3).

The WMDC also was to be responsible for coordinating its work with local government "in recognition of the importance of decentralization and local control essential for maximum participation, acceptance and perpetuation of conservation practices." The Loan Agreement notes that WMDC will provide coordinated resources and guidance, and local administration will carry out field activities and be involved in site selections. The tension between the two basic concepts for Project Citanduy (i.e. basin wide authority for WMDC on one hand, and local government responsibilities, on the other) is discussed in Section 5 below.

The WMDC has responsibility for execution of the P3RPDAS program within the limits set out in the National guidance (Program Bantuan Penghijauan dan Reboisasi, 1982/83 - 326). On the other hand it is also responsible for the Citanduy II program that is intended to be more comprehensive and more innovative in its approach. The P3RPDAS program includes bench terraces, waterways, check dams, demonstration farms, nurseries, and an agricultural input package. (The model farm as prescribed in P3RPDAS instructions is outlined in Annex B). On the other hand the Loan Agreement suggests an experimental and innovative approach in order to develop the knowledge that can be used to improve the overall program and contribute to an updated Master Plan. For example specific reference is made in the Loan Agreement to experiments and research regarding cropping systems, livestock husbandry, agro-forestry, silva-pasture, and appropriate treatment of land with slopes in excess of 50%. Upland farming models are to be demonstrated and tested. The overall emphasis of the Loan Agreement is that the present project should be improved and adapted to local conditions and potentialities through a continuous process of experimentation, research, analysis and replanning. To date the Citanduy Project has not been successful in these respects. WMDC, the consultants and supporting national agencies have a dual responsibility for implementing programs that are already designed (including greening), and at the same time establishing the basis for a more effective program and approach.

Section 4 : Operations

In daily operation of the program under WMDC, the team must focus on three basic achievements. One is the implementation of projects "on the books" in a fashion that is as timely, effective and efficient as possible. This is absolutely essential if the Project Citanduy II experience is to be used as a demonstration for other river basin projects. Simultaneously, the team must look for ways to innovate and experiment when it appears that the present Project approach is not as effective as it should be in its strategy, its choice and design of projects or its use of time and manpower. Third, the team must consider how its operations can support and contribute to the capacity of local government and local technical services to handle development programs more effectively.

This is a large order, but an essential one. At a minimum the team should focus some attention on ways to achieve these objectives, and establish preliminary operational procedures or principles to achieve them. The recommendations in this Chapter and Chapter V should be reviewed and considered as inputs for its strategy.

There are several problems that confront an effort to achieve all three. First, there have been too many major implementation problems, resulting from inadequate Project design and operational planning, that have had to be solved simultaneously with the kinds of problems that always arrive during project implementation. This has taken time and attention away from achievement of other substantive objectives. Second, the identification of development problems in an on-going program, and the design of innovative approaches to solve them is difficult. The arrangements to facilitate this kind of input have been inadequate. The PDP experience in eight provinces should give some insights regarding this problem and the provisions needed to handle it successfully. Chapter V suggests that the Project recognize the need for special study and design teams, and the need for resources to support them.

Another problem is the tension created by the basin-wide role given to WMDC, the competing role for planning and budgeting given the local government agencies, and the ineffectiveness of the Basin Coordinating Committee. In general the management study suggests that the WMDC emphasize its technical

assistance role to local agencies, supporting Kabupatens in their efforts to coordinate planning and budgeting and implementation. It also recommends that the Kabupatens assume/be given a more specific mandate and procedures to carry out these responsibilities.

The WMDC team should consider these recommendations in examining its strategy and style to accomplish the three objectives suggested in the first paragraph of this section.

A. Planning

WMDC begins its planning and budgeting cycle in June with a staff meeting to identify problems that can be addressed by the Center in the coming fiscal year (April 1 through March 31). During August, each section at WMDC prepares a list of activities (matrix) for funding and an estimated cost and source of funds for each. In September and October the lists of the several sections are combined and taken to Bandung for a Province-wide planning meeting chaired by Bappeda personnel. A copy is sent to the Directorate General of Forestry, representing the annual technical plan (RTT) requested in the guidance for greening and reforestation. This combined matrix represents all activities under the WMDC program (see Table IV-3). In November and December four project papers (DUPs) and budget documents (DIPs) are prepared, one each for reforestation and greening, training, farming research and development and guidance work for irrigated farming (model blocks). The documents are sent by WMDC to the appropriate Departments (Forestry, BPLPP, AARD, Food Crops and Irrigation). After Departmental review, the documents are sent to the National Steering Committee and Bappenas for discussion, adjustment and approval. The final budget documents are prepared in January and funds are available in April (see Table IV-4 for an outline of this planning-budgeting schedule and process).

There are a number of factors that adversely affect this planning and budgeting process. Although the matrix of projects and estimated costs are all-inclusive of WMDC activities, some of the inputs are budgeted by other agencies in the basin or at the Province. The budget picture for the Project as a whole is impossible to assemble and review locally. Furthermore, parts of a single sub-activity may be budgeted by more than one agency. Not only is this confusing in the planning stage, but later, funds are delivered through more than one channel.

Another factor influencing the Project has been the lack of understanding by some officials about the Project conditions and budgets have been inaccurate.

Integration of the planning process is much more easily accomplished in some situations than in others. For example, plans for the irrigation demonstrations (model blocs) require inputs from the local agricultural and irrigation service with technical assistance from WMDC. This is accomplished on time and without great difficulty. On the other hand, plans for the upland demonstrations (model farms) are linked immediately or overtime with seedling farms, a sub-activity to extend the demonstrated technology to other areas, access roads and local initiative projects, among others. WMDC managers are responsible for some, but not all, of these activities, therefore coordination of plans and budgets is much more difficult.

Another basic problem is that WMDC has authority for planning and so do the local government agencies. Over the long run the latter must have the capability to do this job. In the short run, therefore, every effort should be made to assist local government in the planning role, and WMDC's instructions and efforts should be directed toward this goal. While it is true that WMDC has the authority for the annual technical plan (see Figure IV-4), which establishes the substance of several activities, in fact, it coordinates with local Government beyond the "consultation" suggested in the National instructions. The operational plan (see Figure IV-5) on the other hand is the product of local government, with technical assistance from WMDC. This trend toward cooperation should be reinforced by establishing a full time soil and water conservation Coordinator in each Kabupaten, by modifying national instructions to encourage the coordination between WMDC and local government, and other measures outlined in Chapter V.

The Kabupaten "bottom-up" planning procedure begins in February or March, preceding the beginning of WMDC's planning operation the following June. Much of WMDC's planning should be coordinated with the former process.

As noted above, the Loan Agreement foresaw a more innovative and experimental program than has occurred. There is a tendency to assign this circumstance to the rigidity of the P5RPPAS program. This is a factor,

although the Study Team has been told that more variation in plans would be accepted than has been requested from the field. Another factor has been the inability of local agencies to plan for the use of funds in a flexible manner where they exist. The Loan Agreement provides \$500,000 for "other conservation measures" that could presumably be used over a wide range of innovative project suggestions for conservation, production, and village-level development. Both opportunities for greater flexibility in planning and budgeting should be used by WMDC. This may call for a modification of P3RPDAS instructions, calling for annual program within established limits (bench terraces, waterways nurseries, etc.) but encouraging well reasoned and well-supported plans for variations. It may also call for special project planning teams from time to time to assist in the process.

B. Implementation.

WMDC is directly involved in the implementation of projects, even though the primary responsibility in most cases (modal blocs, model farms) rests with local agencies. Its personnel provide technical guidance down to the village level, and it has direct control over the P3RPDAS extension workers in the field (See Figure IV-2). at the same time WMDC officials work with the Kabupaten Agricultural Extension Corrodination Forum (FKPP), which is an organization strongly supported and supervised. P3RPDAS needs its extension capability, and its involvement in FKPP with other extension efforts should suitably solve problems of coordinating activities. Additional information regarding implementation is provided in parts D through K below.

C. Monitoring

1. The Problem. Some activities of Project Citanduy II are adequately observed and reported, others are not. Data from the various monitoring and reporting systems are not brought together for review and analysis, and identification of problems and the agencies or levels of government responsible for follow-up and solutions. As a consequence important operational problems fail to be addressed adequately and on a timely basis. For example, nurseries, access roads, and other conservation measures have encountered problems, and there has been no systematic analysis for solving them. Not only have current operations been handicapped by these circumstances, but also the reimbursement process by U.S. AID has been adversely effected.

2. Discussion- The P3RPDAS program has a monthly monitoring and reporting system, that begins with information from the village (LKMD), assisted by the local extension personnel. There are seven forms that include physical targets and accomplishments for each of the P3RPDAS activities. These forms are sent to the Kecamatan where all detail is aggregated and financial targets and expenditures are added. The same process is repeated at the Kabupaten level by the project manager (PIMPRO) for the greening program. Reports are sent to the Bupati and to the chief of P3RPDAS. The Bupati sends copies of the reports to the Governor, the Provincial chief of P3RPDAS, and to the Provincial budget office (Kanwil Direktorat Jenderal Anggaran).

In addition, the Kabupaten Project chief of the Greening program (PIMPRO) surveys the nursery activity and recommends adjustments in the size of the greening program to be undertaken consistent with nursery output.

The Provincial Guidance Team for the Reforestation and Greening project, described in Annex IV-A, uses the reports together with occasional field visits to identify implementation problems and recommend solutions.

Paranthenetically, there is a similar reporting system for the Home Affairs portion of the Project. The reports are made quarterly from the Kabupatens to the Governor, and include financial and physical targets for each sub activity, progress during the reporting period and total accomplishment as of the reporting date. The instructions also request that problems be identified.

The Bupati's have periodic meetings involving all local agencies and the Camats. At these meetings all matters of on-going and future administration are discussed, including Project Citanduy II as seems appropriate. Coordination of all project implementation is officially overseen by the executive secretary (Sekwilida) of the Kabupaten in association with other agencies. However, oversight of project implementation is not systematically carried out by the Sekwilida or by Bappeda.

A good monitoring and reporting system should provide some qualitative data as well as physical and financial progress. Materials extraneous to solving implementation problems should be kept to a minimum.

The monitoring and reporting issue has been considered in many Indonesian Government programs. There is no lack of past experience to assist Project Citanduy II in this effort. For example, three very different systems were reported by South Kalimantan, East Java and Central Java for the Provincial Area Development Project. In Kalimantan Selatan the monitoring process began with the Project documents (sub activities, locations, targets, budgets), followed by very brief monitoring reports from the field. With this data Provincial Teams visited the projects sites, using check lists to focus their observations, and from these sources problems were identified, reported, and corrective action suggested.

In Central Java a development model was designed and base line data collected. The various project interventions were identified as well as anticipated targets and criteria. Periodic reports were designed to provide data about implementation progress as well as project impact. A computer and computer programs were to be used to handle data and prepare reports.

East Java combined field visits, similar to those in Kalsel, but with a monthly monitoring report that covered a wide range of qualitative data as well as financial and physical progress. This was useful, but too complex.

These systems were reported at a workshop in Songgoriti, East Java in late 1982. More recent information of these three approaches and others would be useful in improving the Project monitoring system. However, the impression is that the more direct system of Kalimantan Selatan is the more useful and feasible approach.

3. Recommendations: The Governor's office, assisted by the Project Guidance Team (see Chapter V, Section 8) should arrange a monitoring and reporting system based on existing monitoring programs, with additions as needed to cover all Project activities.

The technical services at the Kabupaten and Provincial levels should continue to be responsible for monitoring, analysis, and follow-up to correct implementation problems.

In addition, copies of all monitoring reports should go to the Bupati and Governor, and under their direction these reports should be analyzed, and reviewed with the technical services included in the Project Citanduy Guidance Teams. The office of the Governor and Bupati should take appropriate action to facilitate problem solving.

Monitoring reports should contain project targets and financial and physical accomplishment. In addition, implementation problems should be noted and discussed, including action taken or action needed to solve them, and by whom.

The Provincial and Kabupaten Guidance Teams should pursue these problems to the point of solution.

D. Research and Development

1. The Problem. The R & D problems for upland development are so numerous that the Project's resources are not capable of addressing them all. In the long run a national-level effort to conduct research and to identify and use existing knowledge is needed. In the short run, the Project's resources can be used more effectively.

2. Discussion. The Project provided a special agricultural research unit at WMDC, and a Socio-economic Research Unit for the basin under the Ministry of Home Affairs. In addition, the Project encourages experimental and innovative approaches for conservation and production within the context of the present program and budget.

These provisions reflect the fact that basin development, particularly in the uplands, involves problems and solutions that are only partially understood. Therefore, the Project, based on previous research and trials, can and should be adapted and made more effective, incorporating new knowledge from the research and trials that the Project makes possible.

The Loan Agreement emphasizes agricultural research "in the fields of agronomy, animal husbandry, agro-forestry, silva pasture, fresh water fisheries, soil erosion and land capability", and especially field trials to adapt the agricultural technology package to local conditions. The Loan Agreement also provides for a socio-economic base line study and subsequent surveys to show the impact of the Project. In addition the Socio-Economic Research Unit was to provide location specific information to "fine tune" project designs, and contribute to the updated Master Plan.

These priorities have been restated and with added focus in the Watershed Assessment Team Report. According to that Report, the basic knowledge and technologies exist for badly needed upland "farming systems", however adaptive

trials of the components are required for specific locations. Basic and applied research are needed for treatment of land with slopes in excess of 50%. Soil and water conservation efforts would be greatly assisted by land suitability classifications and mapping, and by testing soil and water conservation measures as substitutes for bench terraces. The report also emphasizes the need for dissemination of new research-based knowledge.

The Progress and Planning Workshop held at Ciamis, reiterated these priorities, adding that three years remain of the five for Project Citanduy II, and that decisions should be made about the future course of the Project's research efforts.

3. Recommendations. Project personnel and officials of the AARD research institutions (see Figure IV-6 and IV-7 regarding these organizations) should discuss the Project's research issues, and the current policies and programs of the Research Institutions. The output of these consultations should include: a) past and ongoing research relevant to upland agriculture, b) existing systems of research dissemination and ways to improve it, c) existing efforts to gather, store and use results of past research and demonstrations and practical ways to improve the efforts, d) policy guidelines within which Project related research personnel must work and ways to increase the authority and efficiency of these personnel, e) the implications of future basin research units for the national research organization, personnel and support.

It is also recommended that the agricultural and the socio-economic research programs in the basin be reviewed in order to focus on critical problems over the remaining three years of the project. Continued emphasis on trials that contribute to appropriate farming systems is warranted. However, this requires additional attention to livestock husbandry, livestock feed, and estate crops. A special effort to address the problem of steep slopes is also appropriate.

Future basin projects should give more attention to operational planning so that research programs are not delayed in the early phases of the project.

A major element of Project Citanduy II is the model farm concept that is based on experimental work in Solo and at Panawangan under Citanduy I. However, the current Project has no effort or plan to move ahead with these

sorts of field trials, even through there are problems that warrant such work. Consideration should be given to a replication of the Panawangan pilot project involving steep slopes, or areas with conditions different from those at the original site.

E. Model Farms

1. Problems/Opportunities. Eighteen new model farms will have been designed and developed through the fiscal year 1983/84, the third year of the Project. This activity is on schedule, and thirty more units are to be established in the final two years. Farmer acceptance of the approach appears to be favorable, economic returns are generally good, and there is evidence that conservation objectives are being achieved.

There are two general opportunities to improve the Model Farm effort. One is acceleration of research and evaluation about the impact of the activity and ways to adapt the Project to local conditions. The other opportunity is to integrate planning and implementation of the Model Farms more substantively with other development activities.

2. Discussion. The Model Farm is based on the Panawangan pilot project that incorporated a participatory approach or method for local development planning and implementation, in addition to a conservation and production technology. Continued field tests of the conservation and production techniques in order to accommodate location specific conditions is still urgent. It is also apparent that approaches should be designed and tested in order to solve the problems on steep slopes.

The methods used in working with farmers to carry out the program at Panawangan and Cigaru were important factors in the success of these efforts. Both involved high levels of technical attention, time and interest, and directly or indirectly, both have received substantial assistance from the technical services. In addition the routine and style of meetings and conferences with village people succeeded in eliciting the local involvement needed for success. Although the full range of time, attention and technical inputs cannot be replicated in every expansion effort, some of the essentials in the routine employed to engage farmers in the process can be identified and deliberately replicated in present or future efforts. This will require analysis and recommendations regarding the essential elements and routines to be included.

Although information has been gathered about the intermediate impact of model farms, a more substantive evaluation is needed. One particular issue of interest is the motivation of local farmers to adopt and employ the conservation technology. In some areas the adoption process has exceeded expectations. Why is this the case, and does it represent a set of local motives that the project can reinforce? Another indirectly related issue relates to farmer subsidies. The Watershed Assessment Team observe that subsidies for soil conserving measures are warranted and probably necessary, Further information on economic returns to farmers from bench terraces etc, and their motives for building terraces without assistance, could contribute to the question of the levels of subsidies needed. The evaluation should also look at the question of whether or not subsidies on model farms should be different from those for farmers who adapt and use the technology. There is adequate grounds for suggesting that the model should employ levels of assistance that will be replicated on the adopter's farms.

The planning of model farms begins in August or September in the year prior to implementation, that is, seven months prior to the beginning of the fiscal year of implementation. The selection of these sites must occur before planning for related activities can occur, including the local initiation projects, the technology expansion areas, access roads and others. These linkages justify prompt and early decisions about model farm location.

In addition, it is suggested that the site selections of model farms, involving all the technical work that is needed for site selection, be made 14 months prior to the beginning of the fiscal year of implementation. With these early decisions, information can be included in instructions and the procedures for the village level development planning program. The "bottom-up" planning procedure is discussed in Chapter V, pp 14 and 22 and the planning schedule is shown in Table V-3.

Through this process local people would have an opportunity to be informed about the location of the model farm, the areas for technology expansion, the opportunities for local initiative project, and an opportunity to contribute to planning and implementation decisions. Integration of the several activities associated with model farms will benefit from this process, as well as contributing to local capabilities to plan and manage development programs.

3. Recommendations. The planning of model farms and associated activities should be incorporated into the village level planning operation handled by each Kabupaten.

Essential features of participatory planning should be built into model farm planning and design.

Evaluation of model farms should be made beyond the level that has been accomplished to date.

Panawangan type pilot projects should be considered for steep slopes and for locations unlike Panawangan.

F. Nurseries and Seeds

1. The Problem. Nursery production is not adequate to meet the needs of the model farms and expansion areas.

2. Discussion. The Project provides for five, 2 Ha nurseries, one in each of the sub watersheds, to produce trees and grass for the model farms and technology expansion areas. These nurseries were not established promptly and production problems have been severe.

Under the P3RPDAS program, nurseries are located at or near the village where the demonstration farm is to be located. Contracts between the local project manager and a farmer group places management responsibility with local people.

Inadequate care and watering has been a problem in nursery production. Irrigation systems have been proposed. These kinds of arrangements may not be necessary if adequate management and supervision is provided. Thousands of hectares of tobacco are cultivated on Java each year, each plant manually watered twice a day from nearby wells or streams using fibre or metal containers. Success depends on a nearby water source, labor incentives and supervision, not elaborate physical plant.

3. Recommendation. The contracting arrangement employed by P3RPDAS should be considered as an option to Project "owned and operated" nurseries. Supervision, guidance, and incentives are necessary for any nursery operation. Local experience among government agencies is adequate to know the problems and the essential management arrangements for success, and this experience should be built into a nursery management plan.

G. Other Conservation Measures.

No activity has been undertaken under this Project activity to date, and a token effort is proposed for 1983/84 (4 gully plugs).

This appears to be a budget without a program. Developing a program should consider "who" as well as "what". Undoubtedly Public Works, Agriculture P3RPDAS have ideas. A village assessment would reveal that villagers have ideas as well, that might involve schools, youth in the community, women's organizations, as well as farms groups.

Lamtoro, in spite of its successful use on Flores and in the Philippines, seems neglected as a conservation and production measure. Unless it has been clearly demonstrated as inappropriate for the Citanduy region, some attempts should be made to use it as a natural terrace, and as a source of high protein livestock feed and/or as fertilizer.

An assessment team should be created to review various opportunities and especially to see if a village based program is possible.

H. Watershed Development Planning.

In view of the magnitude of this task, and the short-fall to date of inputs intended to support it, a full time Project employee should be put in charge. His initial terms of reference should be to outline the major inputs required, by whom, and the added efforts required to meet these input requirements.

I. Extension.

Two issues appear to be paramount in the extension services for Citanduy II. One is that there are two local agencies for extension, and that coordination between them is difficult. The other is the inexperience of young extension personnel employed for the Project. The Agricultural Extension Center (BPP) is supposed to coordinate the work of all agricultural extension personnel, i.e. food crops, tree crops, livestock and fisheries. A second agency is the Sub Center found in each of the five sub watershed, staffed by P3RPDAS extension personnel. Both agencies are coordinated through the Agricultural Extension Coordination Forum (FKPP) at the Kabupaten level. The judgement of the Study is that this forum is capable of resolving field coordination problems, and should be used.

The training program for new extension personnel is designed to upgrade their field capabilities. Consideration might be given to additional field training, but experience is probably the only long term solution.

J. Training.

The training specified for farmers, local leaders and extension personnel is being carried out pursuant to the Loan Agreement. Other allowances for training are being addressed through the agencies involved and the national Agricultural Education and Training Unit (BPLPP). The recent arrival of a qualified training advisor will assist in structuring a training program for the remaining years of the Project.

In general, local agencies spend little time considering tasks, skills required and training needs, Encouraging these agencies to include these tasks as a responsibility would have a beneficial affect on efforts to structure training programs.

Section 5 : Conclusions

A. W.M.D.C. and Local Government

The creation of WMDC as a basin-wide agency for planning and budgeting conflicts, in part, with the concept of strengthening local government to plan and manage development. The organization of the Center within the framework of the P3RPDAS program, and its nationally specified program and procedures, increased the degree of conflict or tension. The Center's responsibilities and authority seems to a) abridge the roles and responsibilities of local government in the development process, b) reduce the opportunities for flexible use of resources to address location-specific problems, and c) make the program less experimental and innovative than suggested in the Loan Agreement.

The Watershed Assessment Team Report observes that the "weakness of P3RPDAS is structural and improvement within present arrangements is not preferred". The Management Study suggests that improvement within present arrangements is the preferred course of action. A structured program, such as P3RPDAS

or the CBPO, and the skilled manpower that comes with it is needed. Local government and technical agencies are not prepared to plan and manage the Project, and they need broad guidance and technical assistance. The modifications in roles and responsibilities noted in Section 3.B.3 above are resolving some conflicts. Other adjustments should be made as well.

The responsibility and authority of Local Government in planning should be increased, as outlined in Chapter V, with additional cooperation and technical assistance. The recommendations include participation of local government and technical agencies in preparing, reviewing and approving annual technical plans. It is also recommended that planning model farms and related activities be incorporated in the annual village-based planning process.

The apparent lack of "flexibility" in local planning and budgeting is in part due to the rigid character of the P3RPDAS program. However, unused Project funds, clearly available for innovative approaches, seems to support the conclusion that lack of local time, attention and skills are also major factors.

The study proposes three courses of action. One is the creation of special assessment and design teams from time to time, to create innovative sub activities for farming systems trials, steep slope pilot projects, and modified versions of the present model farm that are more appropriate for local conditions.

Second, it is proposed that existing national instructions for P3RPDAS activities be modified to encourage the design of greening programs that are compatible with local conditions. The instructions might be modified by adding the following; "P3RPDAS and associated personnel from local agencies will plan, program and budget, using existing project instructions as basic guidance, however alternative approaches and modifications in sub activity selection and design will be accepted and approved on the basis of clear analyses and justifications".

A third course of action is to test the statement that greater flexibility is permitted under P3RPDAS than has been requested by field personnel, by asking for approval of modifications in greening activities that existing local analysis deems necessary.

B. WMDC Operations

WMDC has three responsibilities if its full potential is to be realized. One is to facilitate timely implementation of sub activities. Another is to experiment and innovate in order to improve the upland development program. The third is to contribute to the capabilities of local government and local agencies to assume WMDC's responsibilities, i.e. plan and manage projects. This approach requires recognition and support from all departments, U.S.AID, the consultants and from the local agencies. In addition the WMDC should lay-out a course of action to pursue these objectives.

There are several factors affecting WMDC's ability to achieve these objectives. One is the excessive amount of time required of WMDC personnel to overcome implementation problems that could and should have been solved during the planning phase of the project. More attention should be given to implementation/operational planning in the design phase of future projects. Subsequently, a project-wide monitoring system should be established to continue the problem-solving process.

Second, WMDC should be staffed more appropriately for its mission. Livestock, estate crops, and fisheries personnel should be added. A community development officer, who could focus attention on the essential elements of successful participatory approaches, should also be added. In addition, responsibilities and authority of staff members, and the procedures governing their work, should be more clearly defined. As long as U.S.AID and the National Departments request review and clearance of sub-activity plans for funding, the authority of WMDC and its staff will always be circumscribed. The important points are that the Center be given greater latitude in plans and proposals, and that the procedures for review and approval be simplified, made certain and timely. The objective is to increase the effectiveness of skilled departmental representatives in the field.

Third, WMDC should identify the occasional need to work with local agencies as a team to define a problem, assess local circumstances, and design solutions. And this may require additional technical assistance from the Province or National level Departments.

In summary, the management study views the WMDC as an essential element in the Project, but encourages its use as a technical assistance agency to local agencies "to work itself out of a job". However, it needs to focus on ways to carry-out this role and it needs support from the National level to do so. Second, the amalgamation of P3RPDAS and Project activities calls for specific adjustments to make the "fit" more compatible with Project goals. Third Local Government and local technical agencies must exercise the initiative, and receive support, to assume a long-run responsibility for development, and call for and make better use of the technical projects, i.e. WMDC & CBPO.

TABLE IV-1
WATERSHED MANAGEMENT DEVELOPMENT CENTER STAFFING

<u>Professional Staff</u>	<u>Home Agency</u>	<u>Number</u>
Agric. Project Leader	MOA	1
Watershed Planner	D.G. Forestry (P3RPDAS)	1
Conservation Engr.	(P3RPDAS)	2
Survey/Mapping Tech.	(P3RPDAS)	3
Nurseries Superv.	(P3RPDAS)	1
Training Coordinator	AAETE	1
Training Program Spec.	AAETE	1
Agronomist, Upland Crops	D.G. Food Crops	1
Small Ruminants Spec.	D.G. Livestock Services	1
Fisheries Spec.	D.G. Fisheries	1
Estate Crops Spec.	D.G. Estate Crops	1
Forestry Spec.	D.G. Forestry	1
Hydrology Engr.	D.G. Forestry (P3DAS)	1
Agricultural Research *	HARD	<u>3</u>
		19
<u>Administrative/Support Staff</u>		
Administrative Assistant		1
Training Assistant		1
Finance Officer		1
Secretary/Translator		2
Secretary, bilingual		3
Secretary/Clerk		6
Messenger/Porter		4
Driver		<u>9</u>
Total Headquarters		43

* Not an integral post of WMDC, but provided space

Source : Loan Agreement

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TABLE IV-2
FIELD STAFF FOR WMDC

<u>Categories</u>	<u>Home Agency</u>	<u>Number</u>		
		<u>Yr. 1</u>	<u>Yr. 2</u>	<u>Yr. 3</u>
Research Assistant	AARD	10	10	10
Nursery Operator	P3RPDAS	10	10	10
Polyvalent PPM	AAETE	6	10	25
Polyvalent PPL	AAETE	30	56	150
PLP	P3DAS	6	10	30
PPS Upland Crops	D.G.F.C.	-	-	3
PPS Small Ruminants	D.G.A.H.	-	-	3
PPS Fisheries	D.G.Fish	-	-	3
PPS Estate Crops	D.G.E.C.	-	-	3
Conservation Specialist (Ir.)	P3RPDAS	3	3	3
Conservation Technicians *				

* Recruited from participating farmers.

Source : Loan Agreement.

TABLE IV-3
SUB ACTIVITIES UNDER WMDC MANAGEMENT

Sub-Project and Sub-Activities	G.O.I. Funding		U.S. AID Funding		
	\$	Source	F.A.R.	Procurement and Contracts	Direct Reimbur.
<u>Upper Watershed Development</u>					
<u>Sub-Project</u>					
Research	77.7	A.P.B.N.		85.6	182.4
Model Farms	551.4	IN. P	551.4		
Nurseries	576.0	IN. P	576.0		
Refor. and greening	2,000.0	IN. P			
Other Cons. Measures*	349.0		349.0		
Watershed Development Plan	1,535.0	A.P.B.N.		120.0	850.4
Extension	1,318.5	A.P.B.N.		301.2	
Training	295.4	A.P.B.N.			1,110.9
<u>Development Irr. Services</u>					
Water Mng. Ext. Teams *	235.5	A.P.B.N.		65.3	183.0
Model Blocks *	100.0	A.P.B.N.			200.0
Training *	55.9	A.P.B.N.			795.9

* Shared responsibilities with Public Works *

TABLE IV-4
TYPICAL WMDC PLANNING SCHEDULE

June, 1982	:	WMDC sections meet to discuss development problems to be addressed in following fiscal year : April 1, 1983- March 31, 1984, and also join Kabupaten planning meetings.
August	:	Each WMDC prepares list (matrix) of projects and costs and initiated site selections.
Aug-Sept.	:	Legislative Assembly (DPRD-Kabupaten) review.
Sept-Oct.	:	Lists are combined and taken to Province for Province-wide planning coordination meeting.
October	:	A copy of the list of the greening and reforestation section is sent to the Directorate of Forestry. (This is the annual technical plan (RTT) requested in reforestation and greening instructions).
Oct.-Nov.	:	Legislative Assembly (DPRD-Province) review.
November	:	Prepare project papers (DUP's). All officials of the P3RPDAS project, including chiefs of each basin unit meet for programming and budgeting.
December	:	Budget documents (DIP's) prepared by WMDC, and discussed with National Departments and Bappenas.
Dec. Jan.	:	Revisions are made & finalized.
March	:	Approved budget document received and funds allocated to Province.

ORGANIZATION STRUCTURE
GREENING AND REFORESTATION PLANNING, GUIDANCE, AND
DEVELOPMENT PROJECT FOR THE CITANDUY AND CISANGGARUNG
RIVER BASIN

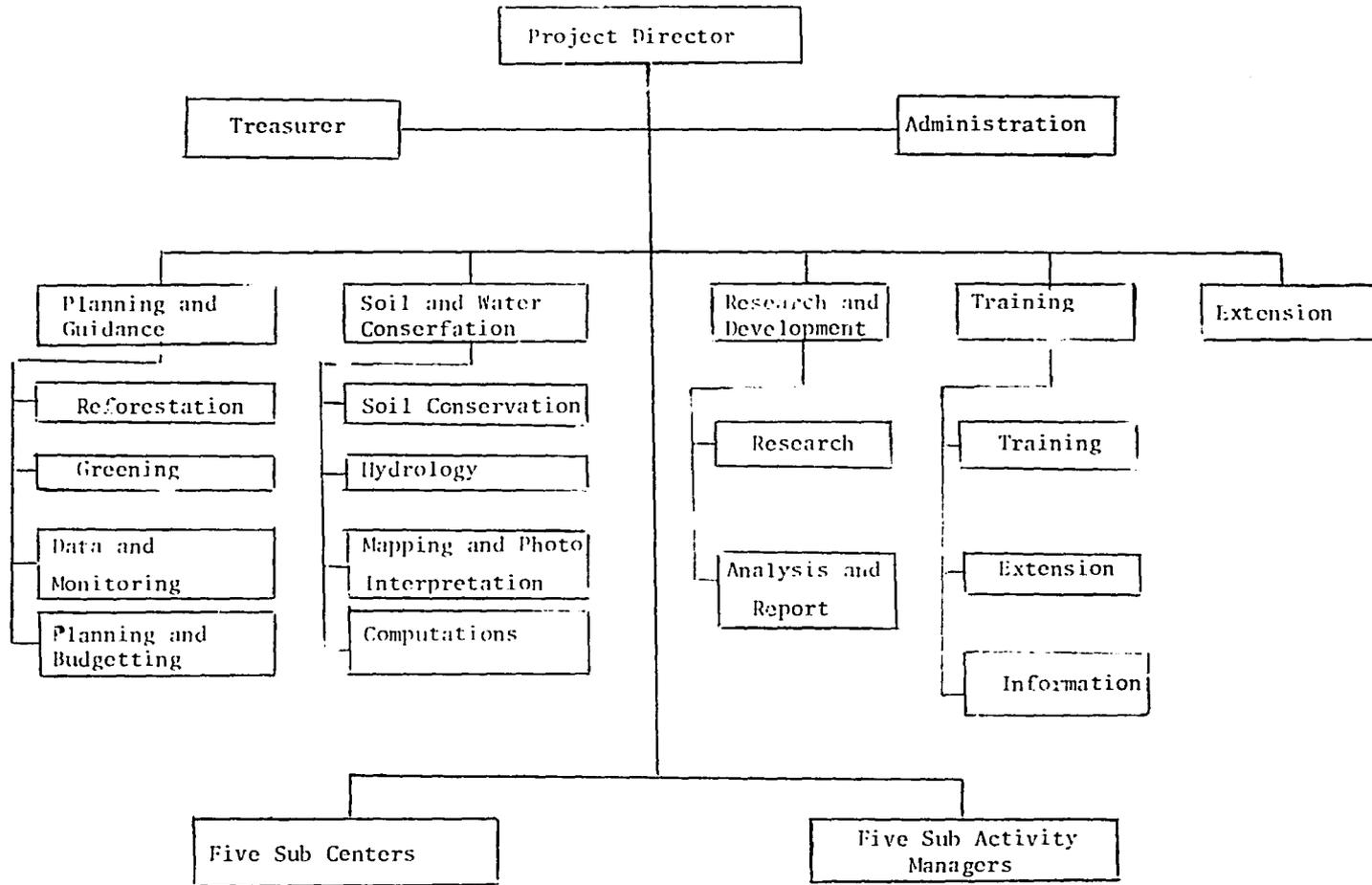
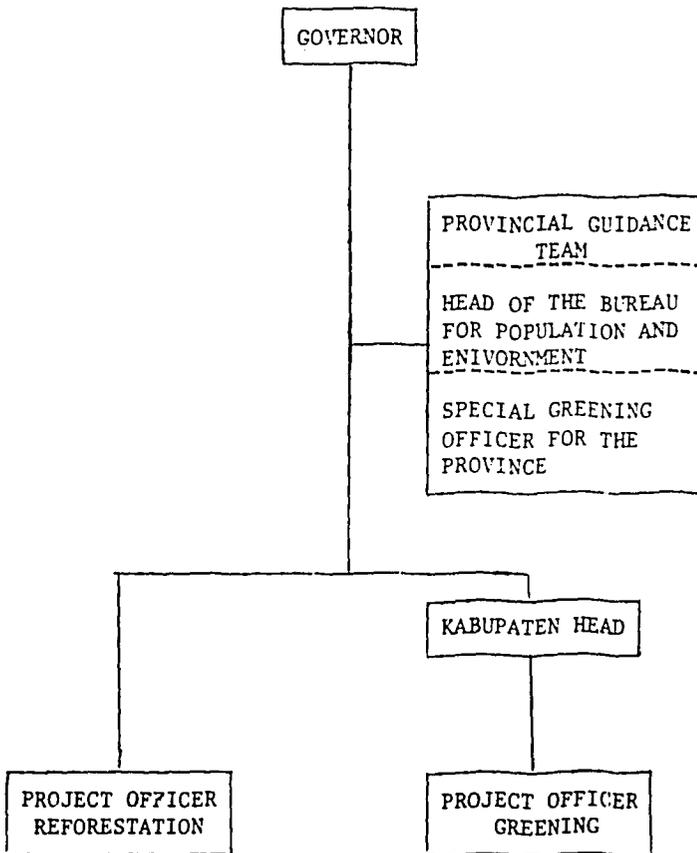


Figure IV-1

Source : Proyek Perencanaan Pembinaan dan Pengembangan Reboisasi dan Penghijauan Daerah Aliran Sungai Citanduy-Cisanggarung, Ciamis, July, 1982

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ORGANIZATIONAL STRUCTURE
FOR
GUIDANCE AND CONTROL OF THE
GREENING AND REFORESTATION ASSISTANCE
PROGRAM FOR 1982/1983

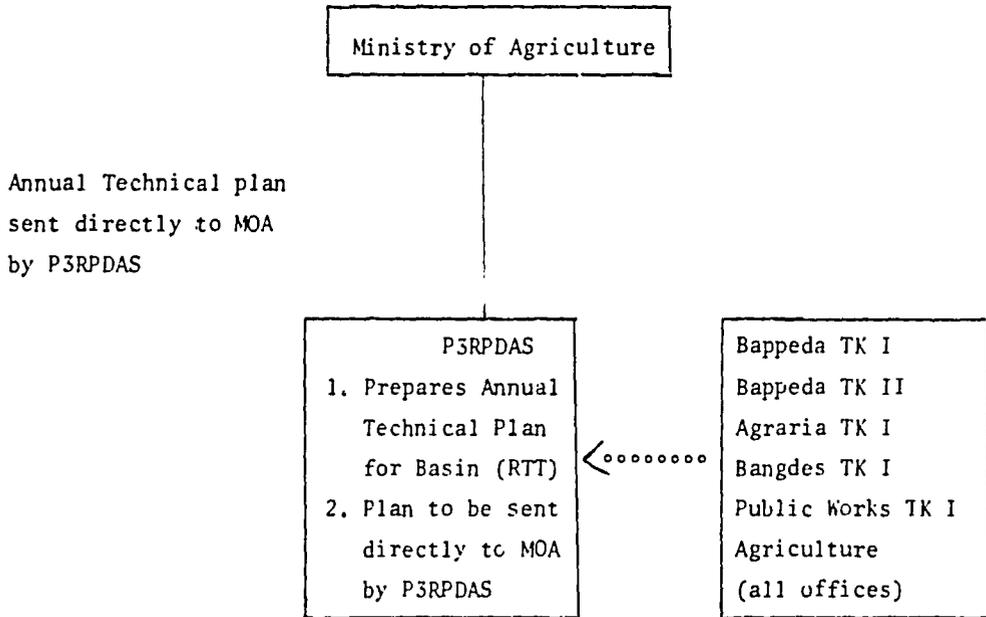


Source : Program Bantuan Penghijauan dan Reboisasi, p.63

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Figure IV-4

PLANNING PROCESS
ANNUAL TECHNICAL PLAN
P3RPDAS



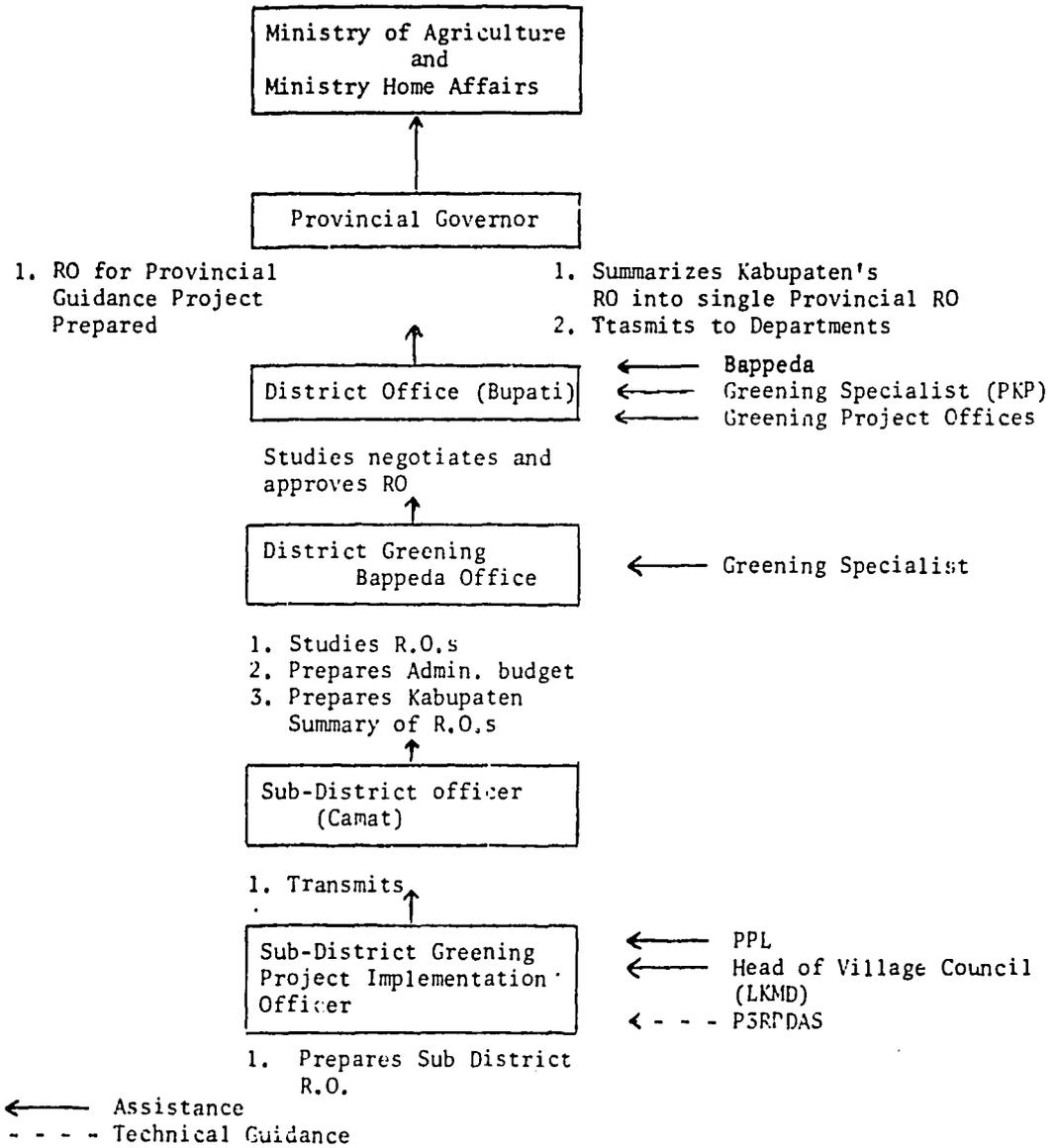
..... Consultation

Source : Program Bantuan Penghijauan Dan Reboesasi 1982/83, page 54

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Figure IV-5

PLANNING PROCESS
ANNUAL OPERATIONAL PLANS : GREENING
P3RPDAS

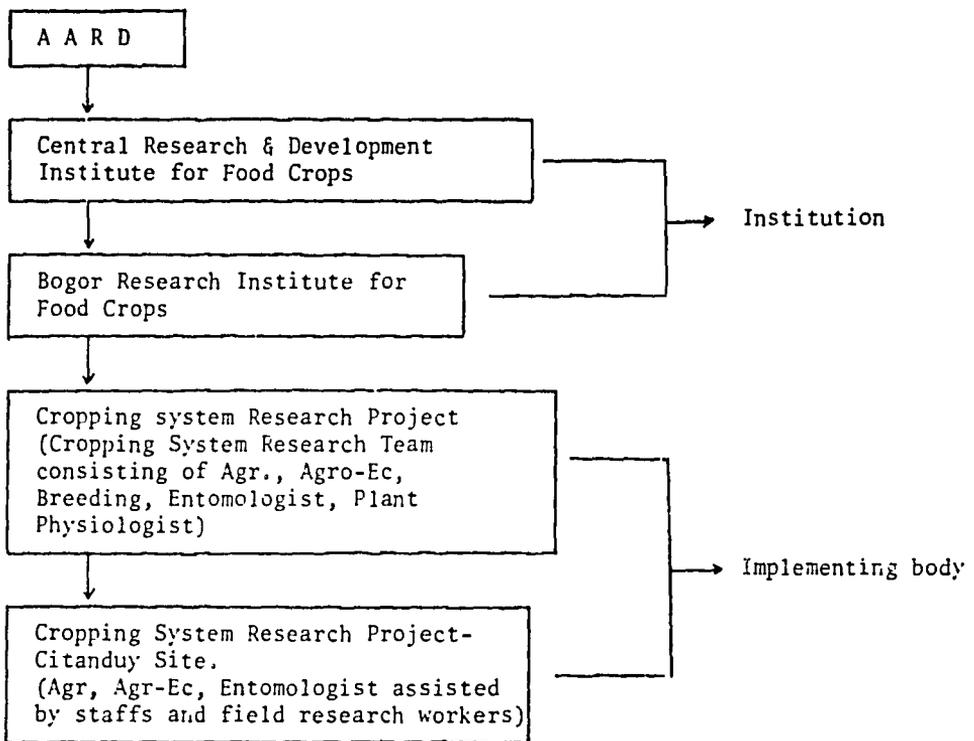


Source: Program Bantuan Penghijauan dan Reboasasi, pp 54-57, 89-91.

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Figure IV-6

ORGANIZATIONAL ARRANGEMENTS IN SUPPORT OF THE
AGRICULTURAL RESEARCH UNIT AT WMDC
(CROPPING SYSTEM RESEARCH PROJECT-CITANDUY SITE)



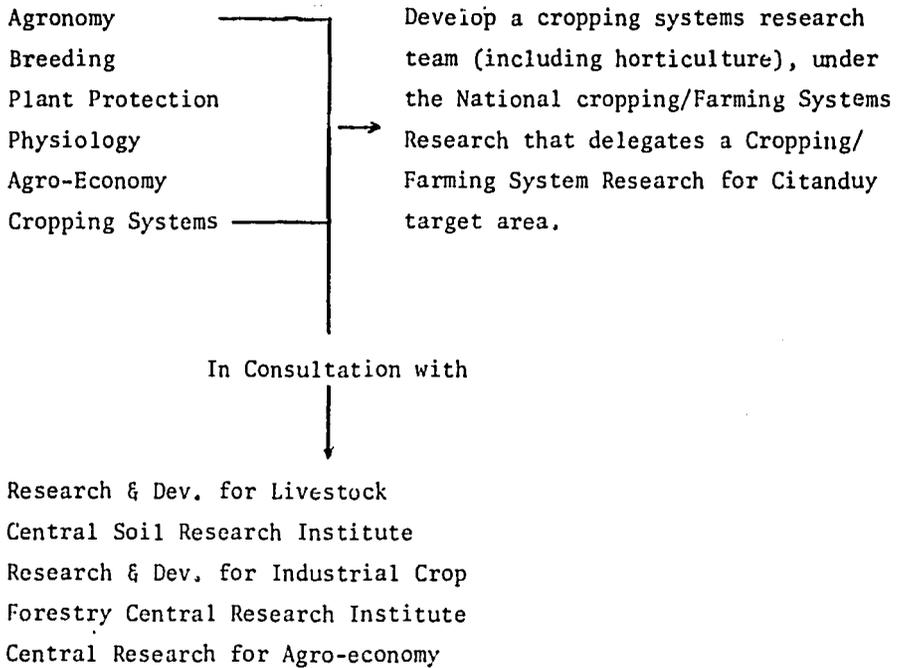
Source : Paper 9.1, Progress and Planning Work Shop,
Ciamis, 14-16 September, 1983

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Figure IV-7

RELATIONSHIPS AMONG AGRICULTURAL RESEARCH
AGENCIES UNDER AARD IN PROJECT CITANDUY
AGRICULTURAL RESEARCH.

CENTRAL R&D INSTITUTE FOR FOOD CROPS



ANNEX IV-A
RESPONSIBILITIES AND AUTHORITY FOR P3RPDAS ACTIVITIES

Responsibilities and authority for the P3RPDAS program are specified in the Program Bantuan Penghijauan dan Reboasasi, 1983/83, which contains the Presidential decree, a joint decree of six ministeries, and detailed implementation instruction from the Ministry of Agriculture and the Ministry of Home Affairs. In these instructions the Governor is made responsible for the reforestation part of the program and the head of the district (Bupati, Kabupaten) is made responsible for the greening section of the program (see Figure IV-3). Project funds flow directly to these two units of local government.

The Governor is charged with 1) guiding, implementing and reporting on the use of greening and reforestation funds, 2) carrying out the reforestation, 3) safeguarding and maintaining the results of greening and reforestation activities, and 4) encouraging/guiding local self-help in these activities. (A Theme runs through the instructions that the greening and reforestation funds are only partially adequate for the job, and that Provinces, Kabupatens and local people must mobilize and apply added resources and effort to solve the problems).

First, the Governor is directed to appoint a Provincial Officer from forestry as the Project Officer for the reforestation part of the program. The Project Officer in turn prepares annual plans and budgets that are reviewed and officially approved by the Governor.

Second, the Governor is directed to establish a Provincial Guidance Team "in order to speed up (facilitate) and firmly establish implementation guidance and control"

The Provincial Guidance Team for the Reforestation and Greening Assistance Program is chaired by the Head of Bappeda, and members of the team consist of major technical services (foodcrops, livestock, estate crops, forestry and public works), as well as representatives from administrative offices (agraria, village development, BRI, treasury and budget, and the P3RPDAS project leaders). Agraria, Village Development and Public Works are specifically tasked to work with the greening and reforestation projects.

The duties of the Team are confined to identification of implementation problems and steps to solve them. The Team reports on a quarterly basis at a minimum, based on periodic monitoring reports and other sources. The secretariat of the Team prepares information required for effective Provincial guidance, oversight (pengendalian) and reporting, and for periodic recommendations to the Governor for his attention and action. The Team has no explicit instructions to be involved in planning.

Third, the Governor must establish a special Provincial Guidance Project to support the Guidance Team and to provide funding. The Chief of the Provincial Bureau for Population and Environment is designated by the Governor as the Project Officer. He prepares an annual project proposal and budget under the greening and reforestation project to support this Provincial Guidance function.

The Bupati is charged with 1) guiding, implementing, overseeing and reporting on greening activities including the production of seeds/seedlings, 2) protecting/maintaining the results of these efforts, and 3) guiding and directing the local people in implementing and reserving the results of these efforts. (The organization of the greening at the Kabupaten level is shown in Figure IV-2).

One official, who is experienced and trained regarding greening activities, is appointed to assist the Bupati and is attached to the Economics Bureau as a special greening officer (Petugas Khusus Penghijauan). Paranthetically, the Bupati also appoints a Kabupaten Soil and Water Management Coordinator, usually the Head of Bappeda, and not a full time official as stated in the Loan Agreement.

It appears that the special greening officer is primarily concerned with effective administration of the P3RPDAS project, and works with the Local Government to facilitate the flow of documentation to make this possible. The Soil and Water Management Coordinator was intended to work with all offices in the Kabupaten and advise the Bupati, in order to coordinate and integrate all upland development activities. The failure of this arrangement, in spite of its necessity, is discussed in more detail in Chapter V.

The Bupati appoints a project officer (PIMPRO) for the Kabupaten greening project from among the heads of the Kabupaten agricultural, forestry or estate crops services. He also appoints a Kabupaten project treasurer from the same service.

This Kabupaten project officer (PIMPRO) in turn appoints a project implementation officer (PINLAK) and assistant treasurer in each Kecamatan that is involved.

As Figure IV-2 indicates, the head of P3RPDAS consults with the Bupati in planning, but has direct control over the extension personnel and provides guidance and technical assistance to the Kecamatan implementation officer.

The separation of planning by P3RPDAS from implementation by the Kabupaten apparatus is the source of a potential management problem, i.e. the inability to fix responsibility for the project overall. Dual lines of authority between the field extension personnel and the Kabupaten agricultural services on one hand and the P3RPDAS office of the other is another source of potential management issues. The latter problem is made more complex by the existence of agricultural extension centers (BPP) and WMDC sub centers in the same areas.

3. Summary: Organization and Authority. There have been speculation and contradictory impressions reported about the lines of authority between/among the National Department, P3RPDAS, and the local governments. This uncertainty is reason for concern, and lines of authority should be clarified. This problem reflects the generalities in the National Guidance on one hand, and actual operations as they have evolved in the field on the other.

The instructions specify the following from which previous estimates have been made about roles, responsibilities and authority.

1. "The greening and reforestation work is carried out in the field by P3RPDAS as a subordinate unit of the Director General of Forestry", Ministry of Agriculture (Ministry of Agriculture decree 624/.../1976,p3).
2. The directors of P3RPDAS offices were to be appointed by the Ministry of Agriculture. Other appointments in P3RPDAS offices were to be confirmed by the Director General of Forestry. The D.G. of Forestry with the assistance of the Director for Reforestation and Rehabilitation monitored/controlled current implementation activities.
3. The Governor established a Provincial Guidance Team and the Director of P3RPDAS is a member of this team. The Team can identify implementation problems and recommend corrections, including recommendations to the Governor for his decision as the official responsible for the Project".
4. P3RPDAS prepares a master plan (Rencana Induk) and an Annual Technical Plan (Rencana Teknik Tahunan) that fixes the content, amounts and locations of project activities only in consultation with Bappeda and other agencies mentioned above. P3RPDAS is directed to send these plans directly to the Ministry of Agriculture for official approval. (Figure IV-4).
5. P3RPDAS provides guidance and technical assistance to the Kabupaten in preparing the annual Operational Plans (OP) for greening. (However, this planning is already locked into the conditions and limits of the annual technical plan prepared by P3RPDAS). The Bupati gives official approval of the Operational Plan (See Figure IV-5).
6. P3RPDAS is directed to train and control the work of the greening and reforestation extension personnel. Training, in part, is to be done cooperatively with the Agricultural extension personnel (BPP) using model farms as a training aid.

7. P3RPDAS is directed to work with the Agricultural Extension Coordination Forum (FKPP) at the Provincial and Kabupaten levels to carry out extension and information activities.

These provisions suggest that any simple organization chart is unlikely to show the proper relationships between P3RPDAS and other agencies, and actual operations in the field may further complicate the picture.

ANNEX IV-B

DEPARTMENT GUIDANCE FOR P3RPDAS DEMONSTRATION UNITS

Demonstration Unit (Unit Pelestarian Sumber Daya Alam - UPSA)*

1. Kinds of Demonstration Units.

The types of demonstration units should be consistent with the types of problems faced, i.e.

- a. established farming area
- b. areas of shifting cultivation

2. Execution of the Demonstration Unit.

a. Purpose and Objective:

The demonstration units are established in dry areas which can be used as a place to show techniques for using and conserving soils, also to demonstrate techniques to intensify dry land farm production simultaneously with attention to land and soil conservation.

The demonstration units are intended as extension efforts for the farmers, while the objective is to provide demonstrations to farmers in the surrounding area so that they can use land in ways that conserve soil and increase production.

b. Area conditions (criteria for site locations):

- (1) critical areas which are cultivated in annual and perennial crops,
- (2) accessible to other farmers,
- (3) an area that is large enough to demonstrate practices,
- (4) representative of the surrounding area,
- (5) land that is cultivated by farmer-owners with an average of 1 hectare each, and farmers who are amenable to greening activities and group organization,
- (6) located in one village area and to the extent possible in one catchment-area.

c. Class of activities and types of work ;

(1) Plan Preparation :

Planning tasks include (a) determining location boundaries, (b) determining ownership boundaries, (c) determining land use (d) establish farming systems (e) measure and stake out location/direction of waterways, (f) establish locations for water-drops, (g) location and direction of terraces and preparation of designs. The plan is prepared by P₃RPDAS.

(2) First year implementation.

(a) prepare the areas including extension work with farmers, forming farm groups, and establishing work agreements,

(b) prepare terraces, waterways, and cultivate land,

(c) improve farming systems by :

1. adapting a farming system to the level of local skills and to the physical, social, and economic conditions of the location,
2. preparing of the land consistent with the kind of crops that are intended and with soil conservation requirements,
3. supplying seeds/seedlings for trees, grass and annual crops consistent with local needs,
4. supplying needed agricultural tools,
5. planting trees and grass,
6. planting seasonal food crops in way consistent with intensification of cropping,
7. supplying fertilizer and insecticides and see that they are used.

(d) Maintain the accomplishments of the first season to the next.

(3) Second year: provide subsidies for crop seeds, animals, fertilizer, insecticides and for maintenance.

- (4) Third year: Subsidize a packet of seed, fertilizer and insecticides only.

Translated from Program Bantuan Penghijauan dan Reboisasi 1982/83,
Petunjuk II.B., Lampiran II, Instruksi Bersama Menteri Dalam Negeri
dan Menteri Pertanian No. 20, Tahun 1982. (pp 170-172).

CHAPTER V
MINISTRY OF HOME AFFAIRS AND LOCAL GOVERNMENT

Section 1 : Summary

This chapter discusses the role of the Ministry of Home Affairs and units of local government (Provinces, Kabupatens, Kecamatans and Villages) in Project Citanduy II. It also discusses the strengths and weaknesses of units of local government and management arrangements, and recommends actions to improve both.

The direct responsibility for some sub activities of the Project are held at the Ministry level, responsibility for others have been retained by the Province, and in other instances responsibility has been delegated to the Kabupatens. The Provinces, under guidance from the Ministry, have developed management systems to handle these responsibilities. In some instances this process of organization has been slow, and the resulting arrangements are different between the two provinces involved (West and Central Java). Sometimes the arrangements have resulted in administrative bodies performing tasks that would be more appropriately performed by technical services.

In addition to administering specific project tasks, the Ministry of Home Affairs is responsible for other policies and programs that are of special, potential significance to the Project, and that are not adequately integrated with Project management. The Ministry, working through local government, is responsible for programs that implement national policies to decentralize responsibilities and authority for development planning and execution, and to strengthen local government performance. The programs include a nation-wide planning and budgeting procedure, beginning at the village level, a community development assistance program; annual grants-in-aid to Provinces, Kabupaten and villages; and a pilot program (PDP) to test decentralization approaches. These ongoing efforts, although conceived and administered outside the Project framework, are of special significance in efforts to improve Project planning and implementation.

The Kabupaten and Kecamatan levels of government have close proximity to local communities, and local government and associated technical agencies are directly involved in understanding local conditions that are relevant to development planning. However, the study shows that capabilities at this level to perform these and other duties are limited. Technical assistance and training are needed to improve current performance and are needed if local government is to assume a larger Project responsibility.

Local government is dependent on the skills of technical services personnel for project designs and implementation. It is also dependent on these services to carryout effective coordination of the planning process, monitoring and correcting implementation problems. There are recommendations in this chapter, and others, that suggest ways to strengthen the unter-relationship between local government and the local technical services.

In the final section of the chapter, there are recommendation o strengthen management by the Ministry of Home Affairs and local Government, including training, technical assistance and modification of management arrangements.

The Ministry, Provinces and Kabupatens do not appear to have systematically used experiences or procedures of other area development policies and programs in the organization and management of Project Citanduy II, and this is particularly true regarding the attempt to involve rural people in the "bottom-up" planning program. Furthermore it is apparent that the interest and programs of technical services (livestock, tree crops, cooperatives, etc.) have not been adequately considered and then appropriately involved in the Project.

Project personnel have succeeded in identifying and then solving many of the problems of organization, operation and implementation that faced the Project. This report, however, does not reflect this progress, rather it has focussed on the additional opportunities for improvement. The study team believes that the problem-solving ability that has been demonstrated and that can be applied to other problems, makes the present Project organization and management an acceptable option for river basin development.

Section 2 : Introduction

Project Citanduy II is divided into three major Sub-Projects with several sub-activities under each sub project. Management of these Sub-Projects and sub-activities involves the Citanduy Basin Project Office at Banjar, the Watershed Management Development Center at Ciamis, some of the sector offices in the Province and Kabupatens, and the Ministry of Home Affairs and Local Government (Provinces, Kabupatens and Kecamatans). Consequently, the Ministry of Home Affairs and its instrumentalities have made a special effort to establish a management arrangement for those sub-activities among the Sub-Projects for which it is responsible. This Chapter examines these efforts, arrangements and results, and recommends adjustments to improve the effectiveness of these management arrangements, and management overall.

Section 3 : Sub Activity Responsibilities

The sub activities for which the Ministry of Home Affairs and local government are responsible, or for which they are partially responsible, are shown on tables V-1. The Ministry of Home Affairs has responsibility for almost all inputs/outputs under the Sub Project for Local Development Planning and Management. It also has responsibility for several activities under the Up Watershed Management Development Sub Project. The Ministry of Home Affairs is responsible for other activities not financed by Project Citanduy II, but which have special significance for the Project: i.e. area development planning policy and procedures; community development to heighten the degree and value of local participation and self help; and local administration. This web of responsibilities, including Project and non-project activities, is outlined in the following three sub sections.

A. Local Development Planning and Management Sub Project.

Under this Sub Project the Loan Agreement provides support for activities for "Basin wide development planning and management for the uplands and low lands"

The objectives of this sub-project are:

1. Enhancement of local planning management capabilities, as evidenced by better annual plans for district development and development activities reflecting better annual plans and planning.
2. An updated Master Plan for the Citanduy Basin.
3. Improved management organization which facilitates participation of local people and local private and government bodies.
4. A permanent organization for local management of the basin's water resources.

The activities under this sub-project include 1) training, 2) local initiative projects, 3) socio-economic research, and 4) consulting services for planning, local administration and finance, credit, management and other consulting requirements.

The training element for this sub-project is based largely on consultant-counterpart relationships and on existing national training programs to enhance local planning-management capabilities. Particular attention is given to associations with the Local Government Training Program (LGT II).

The local initiative project component finances relatively small activities that "might include food processing, local handicrafts, and other rural industry". The component assumes that local people together with local government and technical services will identify, review, approve these projects in an acceptable manner, leading to a more integrated and effective village development program.

The Loan Agreement provides for a socio-economic research unit in the basin. It was conceived as a permanent institution, providing information to improve the planning and implementation of the Project in collaboration with other research bodies, and using personnel from Kabupaten Bappedas as researchers. Its input to an updated Master Plan is of special importance.

Progress in implementing this sub activity has been steady but slow.

B. Upper Watershed Management Development Sub Project.

The objectives of this sub project are to develop an integrated, multidisciplinary plan and approach to conserve resources, increase production and income over the short and long term, and emphasize the full and effective participation of local government and local people.

The core of this Sub Project is the Model Farm Concept, supported by previous and ongoing research and extension. The Model Farms develop and demonstrate technologies capable of achieving the Project objectives. These farms are handled by the Watershed Management Development Center and associated governmental and technical offices.

The Ministry of Home Affairs is responsible for 1) the technology expansion package, 2) farmer credit 3) access roads, 4) erosion control on existing roads, and 5) District watershed management.

The technology expansion activity provides funds and manpower to help farmers adopt the technology demonstrated on the model farm. The levels of assistance on the model, however, are higher than levels afforded the adopters.

Each model farm must be accessible and the Loan Agreement provides for road improvement/development to the site. Implementation has been obstructed by construction standards and costs on the Loan Agreement that differ with those in the G.O.I. source of funding (Inpres Penunjang Jalan).

A farmer credit program is being developed to support farmers in the uplands who choose to adopt and employ the improved production and conservation techniques. Development of administrative mechanisms and the provision of training and manpower development needed for rural credit administration are proceeding, but is a time consuming process. Another task for successful credit operation is the creation of local attitudes and skills favorable to handling rural credit through legitimate financial institutions.

Funds for erosion control on existing roads are derived from the national grants to the Kabupatens (Inpress Dati II). This program has also been impeded by inadequate information and inadequate planning efforts.

The Loan Agreement also provided for a full time Soil and Water Resources Coordinator (KKTA) as a senior staff assistant to the District Chief (Bupati). The concept was that this senior, full time person would help in integrating the administration of upland development projects, especially, but not exclusively, those of the Home Affairs Department. The KKTA was to be supported with adequate remuneration and a vehicle.

This position was assigned to a member of the Bappeda as a part time obligation. The scope of work, duties, targets for the position were never worked out, nor was financial support forthcoming in the manner intended. Furthermore, little attention was given to the role of the special greening official (PKP) on the Bupati's staff. There remains a need for an official in the Kabupaten Government who is knowledgeable about upland programs in particular, and about the Project in the Kabupaten in general.

Figure V-2 shows (imperfectly) the linkages among the sub activities for both major sub Projects: i.e. The Watershed Development Sub Project and the District Planning and Management Sub Project. It also shows the activities that are the responsibility of the Ministry of Home Affairs and the responsibilities of other Ministries. If Figure V-2 has merit, it is in showing the interdependencies of these several sub activities and the essentiality of coordinated planning and budgeting at the local (District) level.

C. Other Area Development Efforts by Home Affairs.

The Development of Home Affairs supports and promotes area development in several respects. First, it provides policy and guidance for area development planning, programming and budgeting. This specifically includes a program for "bottom-up" planning in which village people and institutions are given an important role. The Kecamatan-level Development Planning Unit (UDKP), discussed in the following section, is a basic element in this program.

Second, the Department includes a Directorate General for Community Development. Its work involves training and assistance to villages in order to increase local capabilities for administration and development.

Third, grants-in-aid are provided to the Province, Kabupatens and villages to support local initiatives in problem identification and solutions. Although the grants-in-aid are bounded by conditions, they nevertheless encourage the choice of projects and use of resources in ways appropriate for local conditions.

Finally, the Department administers a pilot project in eight provinces (PDP) that provides a single source of funds to the Governor for inter-sectoral and integrated planning and development at the local level.

River basin project planning and execution should take more cognizance of these and other efforts for area development of river basin projects.

Section 4 : Organization

This section discusses the Home Affairs and local government organizational arrangement for the several activities discussed above.

A. National Level

A single official in the Directorate General for Regional Development is primarily responsible for oversight of the Home Affairs role in the Project, and also serves as one of the joint chiefs of the Secretariat for the Project's National Coordination Committee. He has other responsibilities, and of necessity, attention to the Project is part-time. This official has had immediate responsibility for the creation of the socio-economic research unit and the work of the foreign consultant involved, and also for the training portion of the Home Affairs part of the Project. In addition he provided guidance to the local units of government in efforts to create an administrative system to handle other subactivities (See Figure V-3).

B. The Province:

1. West Java. A project manager (PIMPRO) was established at the Provincial level to directly manage 1) the District Watershed Management sub-activity, 2) rural credit, and 3) a provincial guidance activity for sub-units of local government. In addition the provincial project manager directs

the work of Project sub-managers in the Kabupatens for 1) local initiative projects, and 2) the technology expansion activity. (See Figure V-2 and V-3).

The Province also provides for a Provincial Guidance Team for technical guidance and coordination among the 5 sub-activities. However, its role is diminished by existence of a Project Manager at the Provincial level.

2. Central Java. A single Kabupaten is involved, therefore organization and management is less complex than in West Java. The Province retains project funds for administration and guidance. Otherwise, funds and responsibility for all activities have been delegated to the Kabupaten, discussed in more detail in Section 4 below.

C. Kabupatens

In both Provinces the Kabupaten Government is directly responsible for two activities: 1) Access roads to model farms and 2) erosion control on existing roads. Neither Province has made much progress with these activities due to funding and planning problems. Management of local initiative projects and the technology expansion project have been handled differently between the two Provinces.

1. West Java. The Project Sub-Manager for local initiative projects in each Kabupaten in West Java is an official from the Community Development office (Bangdes). The Sub-Manager identifies, designs and implements village activities with advice and consultation of other agencies.

The Sub-Managers for the technology expansion project include the Agricultural offices in two instances and the Bappeda in another.

2. Central Java. The Sub-Managers for local initiative projects are determined by the nature of the activity chosen in the planning process. Home industry type projects are designed and carried out by the local industry service, and so on. The technology expansion activity is managed by the agriculture and tree crops services.

D. Summary

It has been difficult to ascertain how management at the National level for Project Citanduy II and for other area development programs and procedures

have been inter related. It is clear that the guidance for the Provincial Area Development Program - PDP (Sec. 2.C. above) has been used for the Home Affairs portion of Project Citanduy II. However, adjustment of the guidance to Project Citanduy II problems is not apparent, on one hand, and the local government, management arrangements established under Project Citanduy II are different from those in PDP in important respects.

One principle pursued under the PDP program is the delegation of authority to the lowest level of Government possible, but this has not been done consistently in Project Citanduy II. Furthermore, it appears that technical responsibilities have been held by staff organizations (Bappeda) that would be better delegated to technical services.

It is also disturbing to see the excessive time and effort required to establish a rural credit system, when so many similar efforts have been made over recent years in Indonesia. National attention should be given to the establishment of a basic policy and conditions within which rural credit systems can be established, and thereby allowing more time by local planners to study local conditions and adjust a credit program to them.

Section 5 : Kabupaten Government

A. Introduction.

This Study suggests that the Kabupaten Government and the associated technical services assume additional responsibilities for Project Citanduy II. This is consistent with one element of Indonesian Government policy to decentralize authority and responsibility. At the same time there is reluctance on occasion by national and provincial agencies to delegate further responsibility to the Kabupatens, reflecting a concern that Kabupaten capability is limited. This section briefly reviews responsibilities and capabilities at this level of local Government, and ways to increase both.

The focus is on the Kabupaten Bappeda, since it is a central element in planning and assisting in coordination of project implementation.

B. Bupati

The Bupati is involved in Project Citanduy II as the responsible officer for the greening program in his area, in turn appointing a project manager and controlling the release of funds. Otherwise involvement in the Project is approximately proportionate to the size of the effort compared with other responsibilities, and this proportion is small. Furthermore, there is no special organization or funding to facilitate greater involvement by the Bupati in the Project.

C. Technical Services

The technical services at the Kabupaten level have not been systematically involved in planning or carrying out the Project. For example, a study of the agricultural technical services revealed the following:

1. The food crop service at the Kabupaten level is directly involved in implementing the greening portion of the Project. Other agricultural services are involved to a smaller degree, and livestock not at all.
2. The agricultural services lack a detailed understanding of the Project, and all except food crops have little appreciation of the model farm concept or the work going on.
3. Only the food crops service at the Kabupaten, of all the agricultural services, has received specific guidance from its national or provincial office, explaining relationships to the Project.
4. Officials of all of the agricultural services feel that they have programs relevant to Project Citanduy II but not the encouragement or the assistance needed for effective cooperation.

It is probably safe to assume that other agencies that have a potential construction to the Project are similarly inadequately involved. Improving these working relationships should be given high priority.

D. Bappeda Responsibilities.

The local Bappedas were created in 1980, but were preceded in West Java by similar organizations. The instructions call for the Bappeda to assist in establishing planning policy, plan in the long and short term, coordinate all Kabupaten planning, and monitor development progress. The full range of the instructions is shown in Table V-5.

E. Bappeda Organization and Staffing

The presidential Instruction provides the framework for the Bappeda's organization consisting of a chief, a secretariat, and not more than five sections each consisting of not more than four sub-sections. A typical organization structure is attached as Figure V-4.

The Bappeda organizations in the five Kabupatens included in the Project areas have an average of 23 people. Roughly one half are University trained; the other are largely high school graduates. The levels of education for a typical Bappeda are as follows:

Sarjana Lengkap (5 years University degree)	- 5
Sarjana Muda (3 years University degree)	- 7
Graduates of Special High School (S.T.M., S.P.M.A., and etc.)	- 8
Graduates of ordinary High School (S.M.A.)	- 1
Other	- 2
	<hr/>
Totals	23

This distribution is relatively uniform among the Bappeda organization in the Project area.

Among the University trained personnel, the average distribution by area of specialization is as follows:

Agriculture	1
Economics	4
Socio-Political	3
Engineering/Physical Sciences	1
Law	1
Government/Public Administration	1
Unspecified	<u>1</u>
T o t a l	12

The distribution of University trained specialists is very uneven among the several Bappedas. Two have no engineers or physical sciences personnel. One has a single economist, and another has nine. All have 2 or 3 agriculturalists, and 2 to 5 from the social-political faculties or from the Government Administration Institute of the Department of Home Affairs (APDN).

Bappeda officials generally consider that the organization is grossly under-staffed to carry out the duties assigned to it. Apparently there is an ideal staffing pattern for a Kapupaten Bappeda consisting of about 45 employees, vis-a-vis the present ceiling of 24 or 25, and the number 45 was cited as the target desired. However, limiting a hypothetical expansion to 4 additional professionals, the requests among 4 Bappedas were as follows:

Agriculture	2
Economic	2
Engineering & Physical science	7
Socio-political	3
An analyst for data and reports section of Bappeda	1
Unspecified	<u>1</u>
T o t a l	16

Justification for these additions included the following observations:

1. Agricultural production responses to proposed interventions; better relations with agricultural personnel/officials.
2. Economists are needed in the marketing and coops section to link marketing to production programs, and to upgrade the existing economics staff.
3. Engineers who can follow technical reasoning and calculation regarding structures and erosion control forecasts, site selection and design of rural roads and other environmental development measures.
4. Socio - political science graduates to help with the heavy load of INPRES Programs in health, education and labor intensive rural works, and to strengthen work in the population field.
5. Strengthen the capability to acquire and use data in planning and reporting.

F. Training

Table V-2 shows that 31 Kabupaten Bappeda officials have had training of two weeks or more over the past two years. One half of the training concerned area development planning, administration and evaluation. The other consisted of short courses on neighborhood development (PIK) soil and water conservation, population, filing, etc.

On one hand Bappeda personnel recognize the need for job related training, but on the other hand they object to the time that it requires, taking people away from a heavy Bappeda work-load. Sometimes the training is considered too general and not closely enough related to work to be performed. It is apparent that Bappeda personnel learn-by-doing, but there is no conscious, in-house, on-job-training program, nor a sense of training needs and priorities.

G Bappeda Workload

Bappeda's work load consists of :

1. Administering the annual planning and budgeting exercise for the Kabupaten.
2. Special planning work to carry out Inpres Programs (primary schools, health clinics, roads, etc.) and selected elements of Project Citanduy II.
3. Project monitoring.
4. Preparation of inputs for each five year plan in the final year of the existing plan, and,
5. Special tasks assigned by the Bupati.

The annual planning exercise begins in March for the fiscal year that begins 13 months later, that is, in April of the following year. The planning schedule is set out in Instruction No. 4, 1981 and supplementary instructions from the ministry of Home Affairs (See Table V-3).

In this planning process project ideas are solicited from the villages, discussed and compiled at the Kecamatan, and sent to the Kabupaten. Selected projects are supported through funds made available at the Kabupaten level during the following fiscal year, i.e. local resources (Swadaya), Kabupaten funds (APBD Kabupaten), Provincial funds (APBD Province), Inpres Programs, Presidential assistance, and sector programs. Programming and funding decisions are made at a Bappeda sponsored meeting among local government officials and technical services personnel.

Unfortunately, Citanduy activities are not well integrated with this participatory approach to planning. For example site selection for model farms and model blocks are made long after the above process begins, even though other village related activities depend on these site selection decisions.

During the Kecamatan planning process, about 3 Bappeda officials are involved for a full month. During the May-June review, all Bappeda personnel are engaged fulltime. At a minimum, the administration of the annual planning and budgeting process consumes 15 to 18 man months of time. This does not include the follow-up work in the Provincial planning process, or plan modification following the Provincial-National review process.

The Bappeda also plays a large role in carrying out the Inpres Programs and the Citanduy II Projects. Ususally this includes the creation of study teams, chaired by Bappeda, to choose locations (Primary Schools, Health Clinics, Roads, etc.). The peak of this work appears to be between July of one year and March of the next. We have no estimate of the months of Bappeda time consumed, but a reasonable guess would be 9 man months which is the equivalent of one full time job for the period noted. In only one Kabupaten visited had this approach been applied to the selection of Project sites.

Bappeda's role in monitoring project implementation has been severely limited, although it is an essential function of the Bappeda. Constraints include lack of system, manpower, and funds. In considering development of a monitoring program, recognition must be given to the formal and informal monitoring elements in the Kabupaten. Most sector projects have monitoring and reporting requirements. These reports may or may not go through Bappeda, and they may or may not contain desired qualitative and quantitative information. Also, Bupatis have regular staff meetings, providing a forum for discussion of project implementation, problems and follow-up.

Another element of Bappeda's workload is the preparation of material for the five year development plans, usually a major burden in the final year of the current plan. In addition, Bappeda has a continuing flow of work in support of the Kabupaten (Bupati's) week-to-week responsibilities.

H. Summary

There is no one at the Kabupaten level that has a full grasp of the Status of Project Citanduy II as carried out in the Kabupaten. Planning and budgeting, and monitoring and reporting are divided among several agencies. As a result, documentation is received and reviewed as individual parts (if at all), and not as a coherent package for the Project, its status, problems and possibilities.

The opportunity to strengthen the Kabupaten (particularly Bappeda) has been dissipated by not immediately establishing a full time Soil and Water Conservation Coordinator, and by withholding watershed development management funds from the Kabupaten. A further potential danger is the proposed assignment of Bappeda personnel to the Social and Economic Research Unit. Kabupaten Bappeda's have sometimes contributed to the problem by managing projects that could be more effectively handled by Kabupaten technical services.

Site locations for model farms, the location for expansion areas, and sites for model blocks are not coordinated with established "bottom-up" planning procedures, even though other Project activities are dependent on these decisions. As a result the timing is wrong and opportunities to involve local people in the planning process are foregone.

The Bupati's office and Kabupaten level technical services are not involved to the degree or in ways that the experimental nature of the Project requires. This represents a fundamental deficiency in the original Project planning phase, and subsequent deficiencies in the information and guidance system and the lack of local support to bring about greater cooperation.

Attention given at the Kabupaten level to the concept and the requirement for developing local capabilities is very small or does not exist. A single Kecamatan had a coherent statement about how to improve its capabilities. In other instances responses to this issue were fragmentary, especially about staffing and training needs.

Local government does not have a systematic Project Monitoring system that encourages the identification of problems and then follow-up activities to solve them. As a consequence issues go undressed regarding site selections, access roads, other conservation measures, integration of Project planning with other programs.

Section 6 : Sub-Districts (Kecamatans)

A. Description

There are 42 Kecamatans involved in project Citanduy II, and of these 32 are completely included, 3 have 50 to 99% of their land area within the Project, and 7 Kecamatans have less than 50% of their areas involved. Some Kecamatans have all Project activities, others do not.

The Kecamatan is administered by a sub-district official (Camat) with the help of a Government affairs staff, and a staff representing the technical services. (See Figure V-5 for typical organization and staffing).

The Kecamatan is the lowest level of government administration in the Indonesian system. The Camat is responsible for administering government affairs consistent with National and Provincial laws and regulations, and supervising the performance of his staff. He also supervises or oversees many of the development activities in his area, including roads, family planning, the mass guidance project for food crops (BIMAS), livestock, fisheries, irrigation, reforestation and greening, and Project Citanduy II. The latter is a relatively small responsibility compared to the total.

Almost all Kecamatan in the Project area have a Development Planning Unit (UDKP), with responsibility for planning, implementing, supervising, and evaluating development projects. The major distinguishing feature of the Unit is the village and Kecamatan level planning program that it carries-out annually. The process begins in the village, with guidance and technical assistance from the Kecamatan. Village meetings produce a list of projects for the village and simple project papers. These are collected and discussed at the Kecamatan level, the discussions include all the village chiefs, Kecamatan officials and representatives from the Kabupaten Bappeda and Community Development Offices.

Projects are selected from among those proposed and sent to the Bappeda, where further reviews are held. At these reviews various projects are selected for support by the various local, district, provincial and national funding sources. The Study Team was told that from 25 to 40 percent of the proposals from the Kecamatan are funded each year. Some proposals rejected one year reappear and are funded the next.

While this bottom-up planning process is going on, sector projects designed at the National and Provincial level are also prepared. The streams of plans come together at the district, provincial and National level for overall planning and budgeting decisions.

The system is not a perfect case of "local participation", but it is an established procedure that involves villages in selecting projects that are ultimately funded, and it should be utilized and supported by the Project.

The Kecamatan personnel generally consider that support is the least possible (or sometimes, inadequate) for the work that must be done. One Kecamatan outlined a plan to strengthen performance generally, and with respect to the Project in particular. Its suggestions were as follows:

1. One high school graduate each should be added to the Community Development Section, (Bangdes) and the government affairs section in order to free the single official in each Section from routine work and to allow him to carry-out more important functions.
2. Five motorcycles should be added: two for the Government affairs staff and three for agricultural extension workers, the latter are without transportation altogether.
3. Additional training and opportunities for study tours outside the area should be provided for field workers, farm leaders and village leaders.
4. Additional technical assistance should be provided to conduct surveys and analyses of local conditions in order to firm-up a development plan for the Kecamatan.

5. The Camat wants an annual evaluation of development activities by a team from the Province or the Capital in order to judge progress and problems.

6. Per diem to field workers should be increased beyond existing levels, which are inadequate for travel, accommodations, and as an incentive.

Similar observations were made in other Kecamatans, but this was the most coherent. Suggestions, particularly regarding technical assistance for planning studies, training and evaluation, are indicative of the need and the opportunities for greater involvement of the Project with Kecamatan level agencies.

B. Summary

The Kecamatan officials work directly with village people, not only on routine administrative matters, but also in development, identifying development problems, projects, and marshalling the resources for project implementation.

The man-power and skills, at the Kecamatan level are limited compared to present responsibilities, and a request that the Kecamatan assume a more positive role in Project Citanduy II will add to its work-load.

Section 7 : Village Development

A. Description

This section of the report is based on materials from visits to several villages, but is no substitute for existing studies by Indonesian scholars, Government reports and others sources. However, the information presented is useful regarding management of Project Citanduy II.

Changes have occurred in basin villages over the last five years that should be noted, and particularly the processes by which these changes were brought about. Project planning and implementation should relate to these processes.

Institutional development included the conversion of the Village Social Development Council into a larger organization with expanded functions. (It is now called the Village Self Reliance Organization-LKMD). This group has a major role in participatory planning under the UDKP program, discussed above, and the Government has emphasized training for its members..

From the LKMD, a smaller executive board has been created (LMD) within this past 5 years to guide, review and approve the work (especially planning activities) of the LKMD.

Some villages have been divided into smaller units to conform with local geography and infra structure development, and to improve village management. A local cooperative (KUD) has been reorganized to improve its performance, and in an other instance the KUD is developing a program in response to production, marketing and environmental impact problems.

Efforts have been made to strengthen local water users' associations, but village people recognize that they needs further development to be effective.

Economic developments over the past five years, as perceived by village people, are also worth noting. In one village cultivated land expanded 50% in response to a local mill's demand for cassava and in response to demand and price incentives for cloves. In another village livestock production has increased substantially, but declined due to reduced production of feed in another. There has been steady progress in road and bridge construction, both with Government help and also through local initiative and local cooperation (Gotong Royong). Much of this is planned through the annual bottom-up planning process, involving the UDKP planning system. One village reported, for example that the government had improved 12 kilometers of road, and villagers converted 4 Kilometer of footpaths into a road for four-wheel vehicles with Community Development (Bangdes) guidance. In another village fishponds doubled from 50 to 100 with the assistance of the fisheries service. The service has several project packages to help fish farmers, including, demonstrations, marketing arrangements for fry (stocking material), training regarding production techniques, and a special program for educationg farmers to grow fish in household areas and in dry-land regions.

These and other developments have been aided and abetted by several factors. In one case leadership and material assistance was provided by a

local citizen noted for community spirit and strong religious leadership. The LKMD and the annual planning process has clearly grown in influence and performance; not in all cases, but some. The interviewer was told that commercial credit contributed to the introduction of serving business in the village. Five years ago there was no one producing clothing for sale and now 15 households are involved. All villages differ in the pattern of influences that bring about progress and the main features of a village need to be understood.

B. Summary

Development is occurring in villages supported by local leadership, institutional growth and support from the public and private sector. Far more needs to be known about village dynamics and problems in order for the Project to relate in a more meaningful way to the changes that occur in villages and to the people, institutions and programs that support this change.

Section 8 : Recommendations

A. Responsibilities

The role and responsibilities of local government in the Project should be increased and refined.

1. Special Teams should be established and funded at the Provincial, Kabupaten and Kecamatan levels for which the Governor, Bupati, and Camat would be responsible. They would use these teams to improve coherent Project planning and budgeting, management, and monitoring and follow-up for the whole of Project Citanduy II in their respective areas. (See Annexes I-1 and I-2).
2. The Province and the Kabupaten should shift responsibilities for sub-activity management to lower levels of local government, and further to the Kabupaten technical Services that are most qualified to produce technical plans, project justifications, and that are qualified to acquire, deliver, and supervise sub-activity inputs.

3. Annual plans and budgets for all project activities should be received, reviewed, amended as necessary in the Kabupaten and Provincial annual Coordinating Meeting, and then collated as a complete Kabupaten and/or Provincial Project plan and budget for submission to Home Affairs. (Copies of sector plans and budgets would follow existing channels).

4. The position of Kabupaten Soil and Water Conservation Coordinator should be established as provided in the loan agreement with specific terms of reference, including supervision of the planning and budgeting process under the direction of the head of Bappeda.

5. Selection of model farms, expansion areas, and model blocks should be made 14 months before the beginning of the fiscal year in which they will be implemented. These decisions, plus information about related activities (access roads, other conservation measures, erosion control on existing roads, local initiative projects) should then be incorporated into the annual "bottom-up" planning process, which begins 13 months prior to the year of implementation.

6. In future area development projects the Provinces and Kabupatens should prepare operational plans with technical assistance from the National level in order to identify and resolve operational issues.

B. Training, Technical Assistance and Staffing

More attention than at present should be given to increasing the capabilities of local agencies to plan and manage development programs thru training and technical assistance. Consideration should be given to long term professional development, but also to the immediate needs of the Project.

1. Training. Training should be provided Bappeda staff regarding:

a. policies procedures and project content and conditions,

b. office management and administration,

c. planning and management concepts and procedures to achieve performance targets over time that develop capabilities with Presidential Instruction No. 29, 1980.

- d) development planning and management,
- e) follow-up training for agriculturalists, economists, engineers, etc. on Bappeda Staffs that improves the common knowledge between Bappeda and technical services personnel.
- e) expended training for technical services personnel regarding upland conditions and improved technologies for those areas.

2. Technical Assistance. Added technical assistance should be provided by Indonesian personnel or foreign consultants, especially for the following:

- a) administration and management,
- b) area development planning and project design,
- c) development and use of a monitoring system,
- d) effective community development approaches.

3. Staffing. The Bappeda staff should be strengthened by small additions, or transfers between Kabupaten where excess or deficiencies exist.

- a) the position of the Kabupaten Soil and Water Conservation Coordinator should be established in Bappeda with a prescribed work program and support,

- b) personnel should not be taken from existing Bappeda to staff the socio-economic research unit,

- c) consideration should be given to elevating Kabupaten Bappedas with major area development projects to the class "A" status which permits a fifth section for research.

4. Community Development and Participation

1. Time and cost-effective surveys of village circumstances must be made.

2. The economic and social research unit of the Project should continue its efforts in order to structure a study program, but Project Management should look beyond this unit as the final answer. Management should

encourage a program that involves universities and private scholars in reasearch, and the creation of a special information bank or network to utilize what is already known, and to use new knowledge as it is developed.

3. The community development processes that effectively engage people in development need to be reassessed and formulated into better approaches to be used by personnel in community development and the technical services, and for use by local village leaders. To do this the work at Cigaru, YIS in Solo, and work at the pilot model farms in the Solo and Citanduy basins should be reviewed. Improved approaches should be designed with the support and involvement of the Directorate General for Village Development and local or foreign consultants.

4. The attitudes and practices of rural people regarding credit, and the degree and kind of credit-worthy opportunities that exist in rural areas should be surveyed and then translated into procedures and practices appropriate for village credit efforts.

TABLE V-1
SUB ACTIVITIES UNDER MINISTRY OF HOME
AFFAIRS FUNDING AND MANAGEMENT

Sub-Project and Sub-Activities	G.O.I. Funding		U.S. AID Funding		
	\$	Source	F.A.R.	Procurement and Contracts	Direct Reimbur.
<u>Sub-Project</u>					
<u>Local Development Planning and Management Sub-Project.</u>					
<u>Sub-Activities</u>					
Training	-	-	-	-	89.0
Local Initiative Activities	252.0	IN. I	504.0	-	-
Socio-Economic Research	110.0	A.P.B.N.	-	539.2	150.7
Consultants	100.0	A.P.B.N.	-	917.0	-
<u>Sub-Project</u>					
<u>Upper Watershed Management Development Sub-Project</u>					
<u>Sub-Activities</u>					
Technology Expansion	662.6	IN. I	662.6	-	-
Credit	2,453.5	IN. I	2,453.5	-	-
Access Roads	1,032.4	IN. II	1,032.4	-	-
Erosion Control on Existing Roads	240.9	IN. II	240.9	-	-
District Upland Program Administration	149.3	IN. I	-	50.8	-

TABLE V-2
TRAINING FOR KABUPATEN BAPPEDA PERSONNEL, LAST TWO YEARS

<u>Training Course</u>	<u>Source of Training</u>	<u>Number of Training</u>
Regional Development Planning Course	Directorate of Education and Training, Ministry of Home Affairs (DIKLAT DIPDAGRI)	9
Regional Development Planning Administration	-do-	3
Planning and Budgetting	-do-	1
Project Design and Evaluation	Ministry of Home Affairs & U.S. AID	4
Kampung Improvement Program	Cipta Karya Ministry of Public Works	6
Soil and Water Conservation	Office for Agricultural Education, Training and Extension (BDLPP)	1
Environmental Problems	University of Agriculture, Bogor (IPB, Bogor)	1
Environmental Impact Analysis	Dipenogoro University, Semarang	1
Population Workshops	-do-	2
Filing	District Government	1
Treasurer's Training	-do-	2

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TABLE V-3

OFFICIAL PLANNING BUDGETING SCHEDULE

1.	February	Provincial/Kabupaten discussion and instructions.
2.	March	Kabupaten instructions to Kabupaten Units.
3.	March - April	Village level planning based on item 2.
4.	April - May	Kecamatan level planning based on item 3.
5.	May	Kecamatans send proposals to Bappeda Tk.II.
6.	March, April, May	Sector programs prepared and submitted to Bappeda
7.	May - June	Kabupaten level review and planning.
8.	June - July	Kabupatens send proposals to Bappeda TK I based on item 5, 6, 7.
9.	May, June, July	Sector programs prepared and submitted to Bappeda I
10.	July-August	Provincial level review and planning based on items 8 and 9, and involving consultation with National level agencies and Provincial Assembly and draft budget for regions (APBD).
11.	August-September	Regional Bappeda Meeting for Planning.
12.	September - October	Provincial Plans sent to National Level.
13.	October - November	National Level Meeting of Provincial Bappedas for Planning based on item 11, 12.
14.	October - December	Revise budgets for region (APBD)
15.	December - March	Complete budgeting, allocation and release of funds.

TABLE V-4

PROPOSAL SYNCHRONIZATION OF PROJECT CITANDUY II PLANNING AND BUDGETING
WITH THE OFFICIAL SCHEDULE FOR 1985/1986

February, 1984	-	Report and discussion at Bappeda Dati II of anticipated Project Citanduy activities for 1985/1986.
March - April	-	Site selections, preliminary activity choices, training requirements, preliminary budgets.
May - June	-	Plan preparation (DPUPs or agreed upon formats).
June - July	-	Bappeda Dati II Review (Project Citanduy II as a Coherent Package).
July	-	Consolidation of Citanduy Project Plans.
July - August	-	Provincial Review
August - November	-	National Level Review
November - December	-	Reconciliation
December - March	-	Complete reviews and allocation of funds.

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TABLE V-5
KABUPATEN BAPPEDA RESPONSIBILITIES AND DUTIES

A. General Responsibilities

1. Assist the Bupati in establishing development planning policy.
2. Assessment of development project implementation.
3. Integrate national and regional development plans.
4. Coordinate all development planning in the district (Kabupaten).

B. Specific Duties

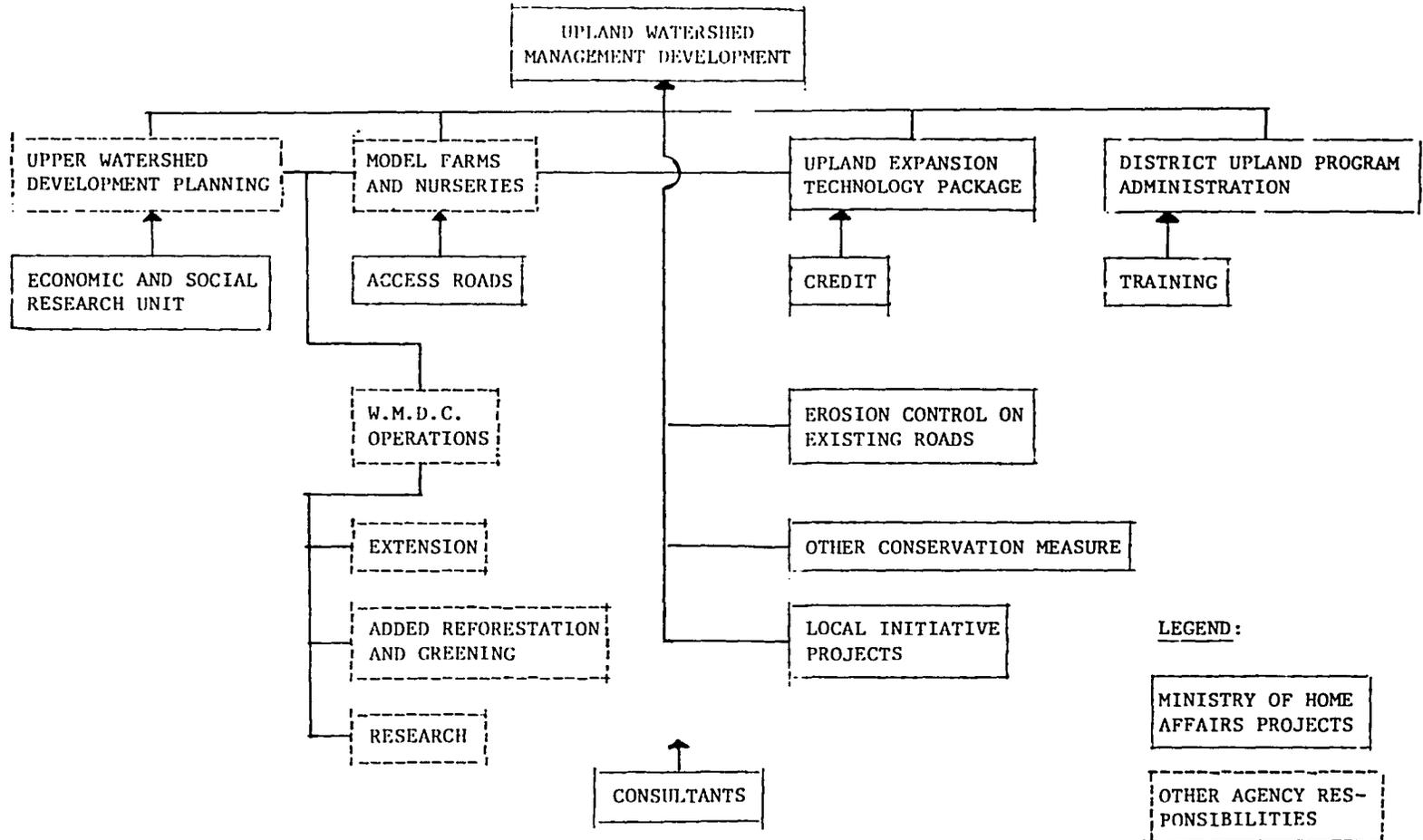
1. Design a basic development plan for the Kabupaten.
2. Prepare the five year plan for the Kabupaten.
3. Select and design annual programs consistent with basic and 5 year plans for funding from all sources.
4. Coordinate planning among all elements in the Kabupaten.
5. Prepare the annual Kabupaten budget (APBD Dati II) in concert with the Kabupaten Finance Bureau.
6. Coordinate and/or establish research that is essential for development planning.
7. Follow-up on development program implementation in order to improve future planning.
8. Monitor development progress.
9. Carry out Provincial planning instructions.

Source : Presidential Instruction No. 27, 1980.

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Figure V-1

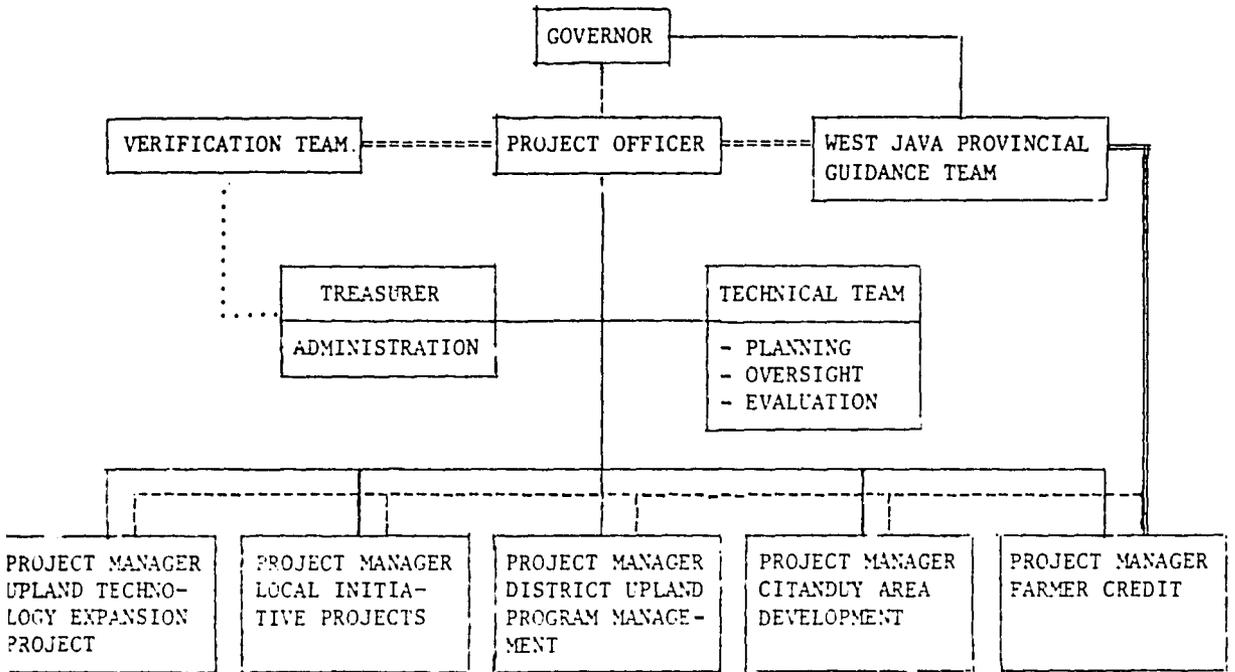
SUB-PROJECT ACTIVITIES, RELATIONSHIPS, RESPONSIBLE AGENCY



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G

Figure V-2

ORGANIZATION FOR IMPLEMENTING
THE CITANDUY RIVER BASIN DEVELOPMENT PROJECT
WEST JAVA



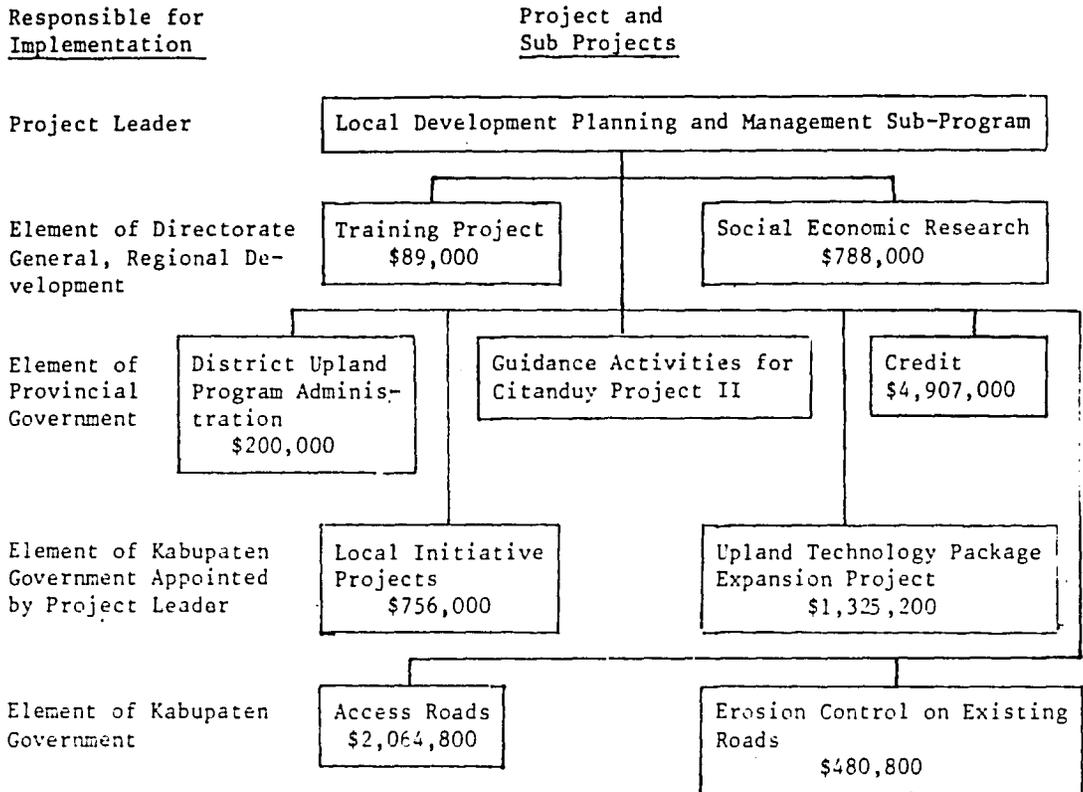
- Lines of Command
- Lines of Financial Oversight
- ===== Consultative Linkages
- ==== Lines of Technical Guidance
- Lines of Vertical Coordination

Source : Provincial Bappeda, West Java, Citanduy River Basin Development Program. Operational Guidance, 1982/1983, p. 18.

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Figure V-3

STRUCTURE OF LOCAL DEVELOPMENT
 PLANNING AND MANAGEMENT
 PROJECT AND SUB PROJECTS



Consultant Support is provided for these activities.

Source : Loan Agreement and Paper prepared by Mr. Rachlan, Ciamis, for Bappeda Tk. I, Jawa Barat.

TYPICAL ORGANIZATION OF BAPPEDA AT THE KABUPATEN LEVEL

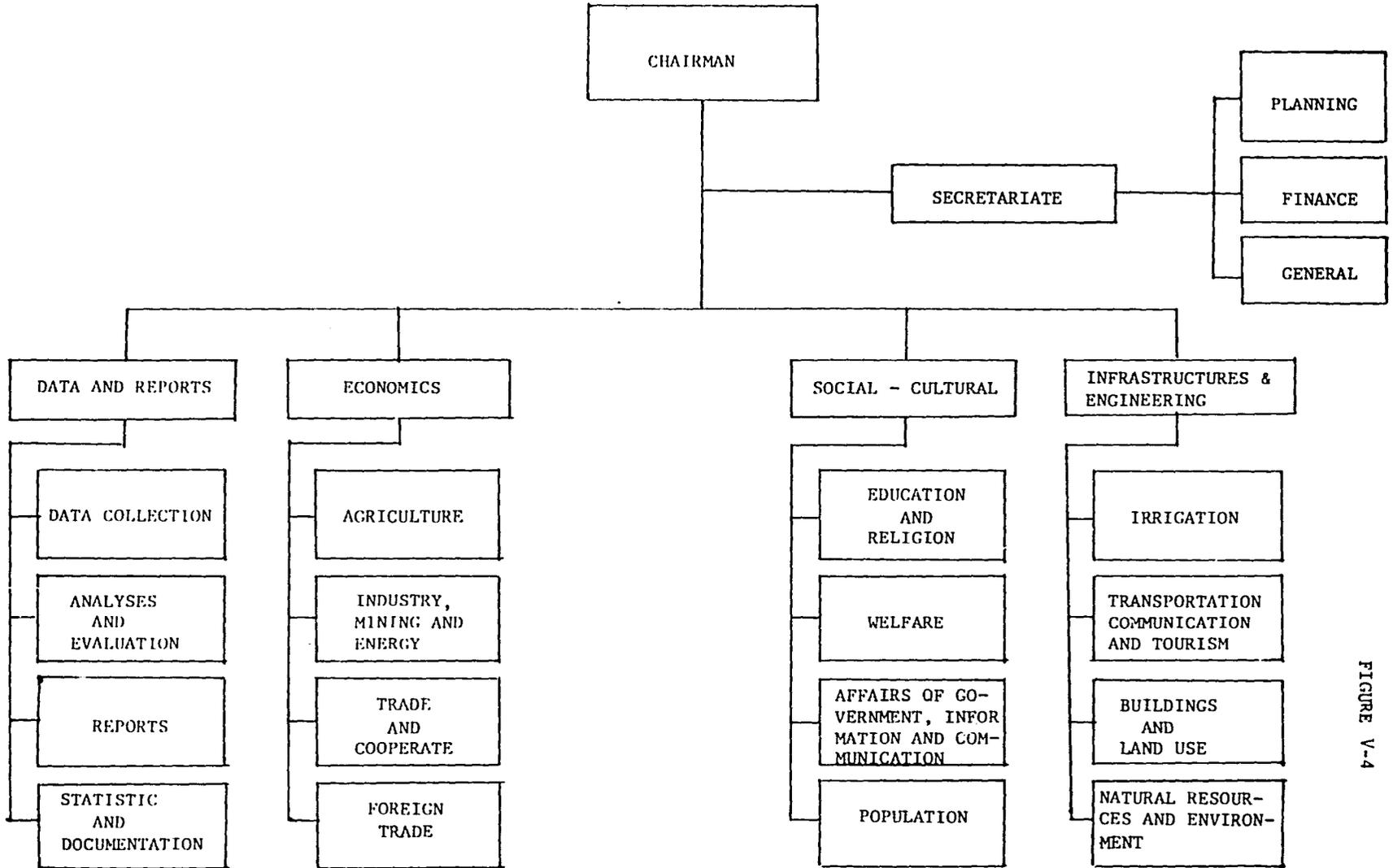


FIGURE V-4

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FIGURE V-5

ORGANIZATION AND STAFFING
OF A TYPICAL KECAMATAN

Classification of Officials	Number of Officials and Levels of Education				Remarks
	University degree	High School	Junior School	Primary School	
<u>Government Administration</u>					
Camat	1				
Policy Chief	1				
Finance/Personnel				1	
Community develop.		1			
Adult Education		1			
Govt. Affairs				1	
Economics				1	
Social Welfare				1	
Administration		2		3	
Policemen		2	1	3	
<u>Technical Services</u>					
Food Crops			1		
Livestock			1		
Information			1		
Tree Crops		1			
Ag. Exten. Greening	1	5			PPL's *
Ag. Extension	1	2			PPL's *
Greening Ext		7			PPL's *
KUA			1		
Health	1				
Banking					
Public Works					
Cooperatives					
Forest Police					
	Occasional visits				

Responsible to P3RPDAS

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GLOSSARY OF TERMS

AARD	=	The National Agency for Agricultural Research and Development (Lembaga Pusat Penelitian dan Pengembangan Pertanian).
Bappenas	=	National Development Planning Board (Badan Perencanaan Pembangunan Nasional)..
Bappeda I	=	Provincial Development Planning Board (Badan Perencanaan Pembangunan Daerah Tingkat I).
Bappeda II	=	District Development Planning Board (Badan Perencanaan Pembangunan Daerah Tingkat II)
Bimas	=	National Food Crop Production Program (Bimbingan Massal).
BPP	=	Rural Extension Center (Balai Penyuluhan Pertanian)
Bupati	=	District Government Head.
CBPO	=	Citanduy Basin Project Office, Banjar (Kantor Proyek Pengembangan Wilayah Sungai Citanduy).
Camat	=	Sub-District Government Head.
DATI I	=	Provincial Level of Government (Daerah Tingkat I).
DATI II	=	District Level of Government (Daerah Tingkat II).
FKPP	=	Provincial and District Agricultural Extension Coordination Forum (Forum Kordinasi Penyuluhan Pertanian).
INPRES	=	Presidential Decrees Providing Grants-in-aid for development. (Instruksi Presiden).
Kabupaten	=	Districts
Kecamatan	=	Sub-Districts.
KKTA	=	District Soil and Water Conservation Coordinator (Koordinator Konservasi Tanah dan Air Kabupaten).
LKMD	=	Village Self-Help Association (Lembaga Ketahanan Masyarakat Desa).
PDP	=	Provincial Area Development Project (Proyek Pengembangan Wilayah).
PENDA	=	Local Government (Pemerintah Daerah).
PKP	=	Special Regreening Official, Assistant to the District Head (Bupati) (Petugas Khusus Penghijauan)
P3A	=	Water Users Association (Perkumpulan Petani Pemakai Air).
P3RPDAS	=	River Basin Organization for the National Reforestation and Greening Program (Proyek Perencanaan, Pembinaan Dan Pembangunan Reboisasi Dan Penghijauan Daerah Aliran Sungai).

PINLAK = Project Implementation Officer (Pimpinan Pelaksana).
PIMPRO = Project Officer (Pimpinan Proyek).
UDKP = District Development Working Unit (Unit Daerah Kerja
Pembangunan).
WMDC = Watershed Management Development Center, Ciamis
(Pusat Pengelolaan Pembangunan Daerah Aliran Sungai,
Ciamis).

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