

A.I.D. EVALUATION SUMMARY - PART I

PD-ABP-302

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA					
<b>A. Reporting A.I.D. Unit:</b> Mission or AID/W Office <u>JAKARTA</u> (ES# _____)		<b>B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan?</b> Yes <input type="checkbox"/> Slipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY ____ Q ____		<b>C. Evaluation Timing</b> Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>	
<b>D. Activity or Activities Evaluated</b> (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)					
Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
497-0340	DEVELOPMENT STUDIES PROGRAM PHASE II		6/91	\$12,000	\$12,000

ACTIONS		
<b>E. Action Decisions Approved By Mission or AID/W Office Director</b> Action(s) Required  Amend the project to extend the project for two years and to add an additional \$ 4-5 million to the project.  The following evaluation issue areas will receive special attention during Project Amendment design: 1) Role of long-term vs. short-term advisors 2) Necessity for a team leader 3) Level of effort to be amended to institution building 4) Numbers, source and role of research assistance 5) Utility of Steering Committee on Technical Committee 6) Best mechanism for a PIL-82 type process in the project	<b>Name of Officer Responsible for Action</b>  EPSO	<b>Date Action to be Completed</b>  6/90

(Attach extra sheet if necessary)

APPROVALS				
<b>F. Date Of Mission Or AID/W Office Review Of Evaluation:</b>		(Month)	(Day)	(Year)

G. Approvals of Evaluation Summary And Action Decisions:				
	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)	Martin Strait	Rustam Didong	Ned Greeley	D. N. Merrill
Signature				
Date	4/10/90	5/30/90	5/18/90	6/14/90

A B S T R A C T

H. Evaluation Abstract (Do not exceed the space provided)

DSP II is a technical assistance project which was designed to assist the National Development Planning Agency (BAPPENAS) in evaluating existing trade, industrial and employment strategies and in proposing new policies; to assist BAPPENAS in the formulation and management of research on policy issues; and to assist the Central Bureau of Statistics (BPS) to generally strengthen key data bases and analysis in the areas of trade, industry, and employment and to respond to specific data requests in support of BAPPENAS policy studies.

This evaluation, which covers the first three years of the project's work, generally concludes that DSP II has been a useful project. It has served as an important and valuable means to assist BAPPENAS and BPS to build improved informational bases for policy making, it has enhanced the policy dialogue and has had some impact on policy reform.

A recommendation is made that the project should be extended as requested by the Government of Indonesia.

The project has gone through three phases, 1) a start up phase, 2) a consolidation and redirection phase, and 3) an ongoing policy issue response phase. After the initial phase which concentrated heavily on research and rather open policy dialogue the project was redirected. BAPPENAS requested a rather modified operational mode in which the technical assistants would be more responsive to day to day policy issue demands and in which a high degree of confidentiality about policy issues would be maintained.

Throughout all the phases collaborative work at BPS to improve the collection, documentation and analysis of data continued. The work at BPS was found to be very important as a supporting part of the project.

C O S T S

I. Evaluation Costs

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			
Catherine H. Lovell, Ph. D.		31	9,638	497-0340
2. Mission/Office Professional Staff Person-Days (Estimate) <u>10</u>		3. Borrower/Grantee Professional Staff Person-Days (Estimate) <u>15</u>		

2

## A.I.D. EVALUATION SUMMARY - PART II

### SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

Address the following items:

- |  |  |
|--|--|
| <ul style="list-style-type: none"> <li>• Purpose of evaluation and methodology used</li> <li>• Purpose of activity(ies) evaluated</li> <li>• Findings and conclusions (relate to questions)</li> </ul> | <ul style="list-style-type: none"> <li>• Principal recommendations</li> <li>• Lessons learned</li> </ul> |
|--|--|

Mission or Office:

EPSO

Date This Summary Prepared:

April 18, 1990

Title And Date Of Full Evaluation Report:

Mid-Term Evaluation Report , DSP-497-0340  
March 1, 1990

This report contains the findings and recommendations of an interim evaluation, conducted between January 23 and March 1, 1990, of the Development Studies Project II. DSP II was authorized by an Amendment, signed in June 1987, to the Development Studies Project originally authorized in June, 1983, and first amended in May, 1985. The DSP II Amendment added \$8.0 million in USAID funds and some GOI counterpart funds. Approximately 21 months of actual program implementation are covered in this evaluation.

According to the Project Paper, the purposes of DSP II were to assist the GOI with the examination of key issues faced by the government which affect its plans for national development in employment, trade and industry and other related policy areas. In particular, DSP II was designed: 1) to assist the National Development Planning Agency (BAPPENAS) in evaluating existing trade, industrial and employment strategies and policies and in proposing new strategies; 2) to assist BAPPENAS in the formulation, and management of research on policy issues; and 3) to assist the Central Bureau of Statistics (BPS) to generally strengthen key data bases and analysis in the areas of trade, industry, and employment and to respond (as effectively as reasonably possible given manpower, time, and resource constraints) to specific data requests in support of BAPPENAS policy studies.

BAPPENAS plays a critical role in drafting the Broad Outlines of State Policy and within that framework the Five Year Development Plans (Repelita) which sets objectives and targets and resource assessments for the next five years, for the aggregate as well as for sectoral policies and programs. The plan is used as a reference point for the annual budgets. BAPPENAS also reviews and approves all activities under the Annual Development Budgets which include all development projects but also include funding for selected activities which have been given priority by the government such as efficiency measures, and certain controlling efforts.

The Central Bureau of Statistics (BPS) does not fall under any ministry, reports directly to the President and is responsible for the collection and maintenance of government statistics. BPS has headquarters in Jakarta and branch offices in each province and district.

The principal mode of assistance of DSP II has been long and short term technical assistance provided under contract in the amount of \$6,084,164 with Development Economics Group (DEG), a joint venture between the Boston Institute for Developing Economies (BIDE) and Development Alternatives Inc (DAI), located in Washington, D. C. A portion of project funds (\$1,320,000) has been made available for special research and other field costs at both BPS and BAPPENAS under Project Implementation Letter (PIL) 82.

This evaluation is based on two principal sources of information: 1) documents, including quarterly and annual reports, initial project papers, papers and memos produced by the long and short term technical assistants, and 2) interviews with DPS II project personnel, BAPPENAS and BPS leaders, and individuals from related research centers. The evaluation has been particularly interesting because of rather major changes in the implementation processes and an evolution in expectations and relationships between BAPPENAS and the technical assistance team over the period studied.

DSP II has been a useful project and could be, if extended, an important project for enhancing the capacity of BAPPENAS to contribute to improved government policies.

The project personnel have assisted BAPPENAS to build improved statistical bases for policy making and have gained the confidence of policy makers. The project is in a position to provide significant technical assistance to the government's policy reform agenda.

The project has also served as an important and valuable means to help BPS to improve its data reliability and expand its capacity to serve BAPPENAS, other parts of the government, and the wider research community with the kinds of reliable and valid data needed to undergird policy formation.

The project is valued by both BAPPENAS and BPS and should be extended.

While it is impossible to prove a causal relationship between technical assistance through DSP II and any specific policy reform, there is significant evidence that the knowledge and improved information brought to the policy arena has had some impact.

Continued support towards policy reform in the areas of trade, industrial and employment strategies is warranted because of the demonstrated sincerity of the government to move ahead with reform, the continuing severe external and internal economic environments necessitating not only adjustments but forward motion, and the continuing need to reform policy in order to eliminate disincentives to efficient growth and development. The three areas of focus -- trade, industry and employment -- are central areas in development.

Over the three year initial period of the project, substantial institutional capital was developed. Most important was the building of a series of data bases from which the information and analysis necessary to undergird informed policy making can be drawn. A modest beginning was made in developing human resources. Human resource capacity was improved through rather formal training of research assistants and younger staff of the agencies, but more importantly through collaborative activities in research and interactions on policy issues. Further work is needed to build sufficient depth in the "in-house" capacity at BAPPENAS to do the kinds of economic analysis and questioning required for better informed policy decisions.

Although the overall goal of helping Indonesians to make more productive use of resources has remained constant, substantial changes in methods of implementation during the life of the project have been required. As a result of leadership changes in BAPPENAS and the learning acquired from operational experience, implementation strategies were redefined. At the start, the project personnel were devoted to a rather independent research agenda and broad policy dialogue. In the changed mode they were required to become more sensitive and directly responsive to needs as defined by BAPPENAS and to observe stricter limits of confidentiality. The project personnel demonstrated a commendable ability to be flexible; they were able to respond to the redefinition by BAPPENAS of desired relationships and working modes and to adjust to those new modes.

The current working relationship wherein the technical assistants must be responsive to the day to day requirements of those they work with, yet are able to maintain the capacity to provide key officials with the informational resources to support policy research, analysis and review, appears to be a valuable operational mode for generating reform proposals and helping to broaden the consensus for policy change.

This blend of responsiveness and initiative appears to provide a useful balance and an effective working mode.

Certain problems of how to maintain necessary confidentiality of politically sensitive research and policy discussions, while still maintaining enough open dialogue to guarantee high quality research and sound advice, have been identified. Careful attention should be given to this problem in the operation of an ongoing project. The boundaries of confidentiality should be kept as narrow as possible.

The utilization of a special research fund in addition to the principal technical assistance contract has been valuable. This process has provided the flexibility to support needed special studies, to pay for unanticipated data collection, analysis and equipment needs, to support the efforts of working groups or task forces, and to respond to special training needs. A similar process should be utilized in an extended project.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

Catherine H. Lovell, Ph. D., Mid-Term Evaluation Report Development Studies Project II - 497-0340, Jakarta, March 1, 1990

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

The Mission and the Grantee were pleased with this report. The evaluator was quite sensitive to many of the delicate issues and understood the project well. The findings and recommendations are very useful in assisting the Mission and the Grantee in amending the continuation of the project.

XD-ABB-353-A

PA 0100

**Final Report**  
**MIDTERM EVALUATION**  
**DEVELOPMENT STUDIES PROJECT II**  
**497 - 0340**

March 1, 1990

*Evaluation done by  
Catherine H. Lovell, Ph.D.  
Management Consultant*

004205

The cooperation and assistance of numerous officials in Bappenas, the Central Bureau of Statistics, USAID and the consultants and staff who make up the DSP II Team are gratefully acknowledged.

## . LIST OF ACRONYMS

BAPPENAS	-	National Development Planning Agency in Indonesia
BPS	-	Central Bureau of Statistics
DSP-I	-	Development Studies Project I
DSP-II	-	Development Studies Project II
EPSO	-	Economic Policy Studies Office, USAID
GOI	-	Government of Indonesia
IUC	-	Inter University Research Center
REPELITA	-	National Five-Year Development Plan
RP	-	Research Proposal
SC	-	Steering Committee
UI	-	The University of Indonesia
USAID	-	United States Agency for International Development
WG	-	Working Group (sometimes referred to as Working Team)
WID	-	Women in Development

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## EXECUTIVE SUMMARY

DSP II is a technical assistance project which was designed to assist the National Development Planning Agency (BAPPENAS) in evaluating existing trade, industrial and employment strategies and in proposing new policies; to assist BAPPENAS in the formulation and management of research on policy issues; and to assist the Central Bureau of Statistics (BPS) to generally strengthen key data bases and analysis in the areas of trade, industry, and employment and to respond to specific data requests in support of BAPPENAS policy studies.

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A recommendation is made that the project should be extended as requested by the Government of Indonesia.

The project has gone through three phases, 1) a start up phase, 2) a consolidation and redirection phase, and 3) an ongoing policy issue response phase. After the initial phase which concentrated heavily on research and rather open policy dialogue the project was redirected. BAPPENAS requested a rather modified operational mode in which the technical assistants would be more responsive to day to day policy issue demands and in which a high degree of confidentiality about policy issues would be maintained.

Throughout all the phases collaborative work at BPS to improve the collection, documentation and analysis of data continued. The work at BPS was found to be very important as a supporting part of the project.

### The Issue of Confidentiality

The problem of how to maintain necessary confidentiality of politically sensitive research and policy discussions, while still maintaining enough open dialogue to guarantee high quality research and sound advice are explored. A recommendation is made that the boundaries of confidentiality be kept as broad as possible.

### Institution Building

The project has been able to build up extensive institutional capital in the form of a series of important data bases on industry; international trade and finance; and employment, income, and human resources. Also, some 90 research papers have been prepared which lay essential groundwork on methodological issues concerning development of Indonesian data bases, and on policy questions.

Although technology transfer and training were not a major focus in the early stages of the project, human resource development activities have expanded. In the early stages of the project training was almost exclusively focused on research assistants. In later stages, training sessions were held for younger BAPPENAS and BPS staff members and a collaborative mode in working groups or task forces on particular subjects was developed. In these groups the members learn research methods and skills, data analysis skills, and policy analysis skills in a real-world environment. A particularly useful mode of collaborative work has been undertaken in a working group which is developing a macroeconomic model of the Indonesian economy for use in BAPPENAS. A potentially useful developmental mode is being undertaken in the Data Evaluation Group recently formed at BPS.

Capacity building at both BAPPENAS and BPS have been identified as major needs under project extension. At both places staff development, particularly of middle level staff, is a major need. Sophisticated data analysis and policy analysis skills are present in top people but assistance is needed and wanted to improve those kinds of capabilities at middle and lower levels.

### Policy Impacts

The extent to which DSP II studies or advice have had significant policy impact is difficult to judge. Causal relationships between project assistance and policy reform should not be claimed. The role of the project is to contribute to an environment in which better policy can be made but there will always be a veil between specific studies and advice on the one hand and explicit policy results on the other. Certainly the project has provided key officials with policy research, analysis and review which have undoubtedly contributed to reform proposals and helped broaden the consensus for policy change. Some of the principle policy areas to which the project has contributed by introducing better data into the policy dialogue are identified.

### Women in the Project

The absence of women who were selected by the technical assistance contractor for either long or short term roles in the project is noted. There has been only one woman among some thirty advisors

and researchers. Among the staff members assigned by BAPPENAS, on the other hand, a much higher percent were been women.

#### Difficulties with the Operation of the PIL Process

A Project Implementation Letter (PIL 82) was a part of the project. It provided a credit to BAPPENAS to support special studies, short term analyses of data already available at BPS, pilot efforts to collect additional data, and other unanticipated but essential work related to the project.

The PIL 82 was found to be very useful in facilitating the kinds of studies and work outlined, but there was a problem of delays in getting projects approved and money advanced in a timely fashion. Several alternatives are proposed for a mode of operation to avoid such delays in the future if the project is extended.

#### Proposed Extension Design

Finally, suggestions and recommendations are made about various facets of the project design if it is to be extended. Key questions which must be addressed in the design process are identified.

## 1. INTRODUCTION

This report contains the findings and recommendations of an interim evaluation, conducted between January 23 and March 1, 1990, of the Development Studies Project II. DSP II was authorized by an Amendment, signed in June 1987, to the Development Studies Project originally authorized in June, 1983, and first amended in May, 1985. The DSP II Amendment added \$8.0 million in USAID funds and some GOI counterpart funds. Approximately 21 months of actual program implementation are covered in this evaluation. (See Attachment One for excerpts from the evaluation work plan.)

According to the Project Paper, the purposes of DSP II were to assist the GOI with the examination of key issues faced by the government which affect its plans for national development in employment, trade and industry and other related policy areas. In particular, DSP II was designed: 1) to assist the National Development Planning Agency (BAPPENAS) in evaluating existing trade, industrial and employment strategies and policies and in proposing new strategies; 2) to assist BAPPENAS in the formulation, and management of research on policy issues; and 3) to assist the Central Bureau of Statistics (BPS) to generally strengthen key data bases and analysis in the areas of trade, industry, and employment and to respond (as effectively as reasonably possible given manpower, time, and resource constraints) to specific data requests in support of BAPPENAS policy studies.

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A portion of project funds (\$1,320,000) has been made available for special research and other field costs at both BPS and BAPPENAS under Project Implementation Letter (PIL) 82.

This evaluation is based on two principal sources of information: 1) documents, including quarterly and annual reports, initial project papers, papers and memos produced by the long and short term technical assistants, and 2) interviews with DPS II project personnel, BAPPENAS and BPS leaders, and individuals from related research centers. The evaluation has been particularly interesting because of rather major changes in the implementation processes and an evolution in expectations and relationships between BAPPENAS and the technical assistance team over the period studied.

This evaluation concludes that DSP II is a very important and useful means of assisting BAPPENAS to build a better long term base for policy making and to advance its policy reform agenda. It also concludes that the project has been, and will continue to be, an important and valuable means of helping the BPS to improve its data bases and enlarge its capacity to serve BAPPENAS, other parts of the government, and the intellectual community with the kinds of reliable and valid data needed to undergird policy formation. Although certain problems of institutionalization and working relationships have occurred in the implementation of the project, the mode of operation that has evolved over its course seems to have solved the problems sufficiently so that the main project goals have been met.

Section Two of this report reviews the implementation to date of the technical assistance program and describes the directional and operational changes in both focus and process. Section Three assesses the quality of human resources and other inputs and examines outputs and policy impact.

Section Four discusses institution building issues and Section Five discusses the role of women in the project. Section Six deals with problems found with the operation of the PIL 82.

Section Seven provides the conclusions of the evaluation. Section Eight concludes the Report with some ideas to guide the extension amendment currently requested by BAPPENAS and proposed by the Economic Policy Support Office (EPSO), Jakarta.

## 2. REVIEW OF PROGRAM IMPLEMENTATION

The work of DSP II technical assistance has passed through three main phases. The focus of the TA work in each of the three phases was formed by an interaction of two elements: 1) the vision of the technical assistance team and what it saw as the logic of the work, and 2) changing perceptions from BAPPENAS as to the types of assistance they felt they most needed.

In March 1988, ten months after the start of DSP II, major changes were made in the leadership of BAPPENAS. The change ended phase one of the project. The minister who serves as Chairman of BAPPENAS and many of the key deputy chairmen were changed, and the purposes and methods of the project were viewed in a new light. The new minister and deputies brought with them their own ideas about the scope and processes of the technical assistance desired. In Phases Two and Three the project moved from a more independent, "think tank" operation, to an essentially demand driven, policy advice operation.

### 2.1 Phase One -- Laying the Groundwork. June 1987 to August 1988.

The first vision of the project by the technical assistants and presumably by the former leadership of BAPPENAS, saw the project as a research center where the main objective was its building, over time, of an institutional base for better policy making. Unique to this vision was the idea that the technical assistance would not be focused primarily on day to day policy issues but would concentrate on building data bases on the Indonesian economy, doing basic economic research, preparing reports on various groundwork studies, and expanding the policy dialogue about important economic policy issues. The project would also provide training to a cadre of young policy researchers.

In this phase the basic project structure was developed and staffed. (See Attachment Two for organization chart). A long term technical assistance staff of 4 persons, with support staff, was put in place and numerous short termers (14 for one to three months each) were brought to Indonesia to do special studies. (See Attachments three, four and five for details of names and schedules). The TA team members were assisted by five research assistants who were full time DSP II staff members and several part time interns from BAPPENAS, and in the office at BPS by a BPS intern.

Steering and Technical Committees made up of representatives from BAPPENAS and other ministries were set up and were active, meeting some 25 times during this phase. (See Attachments six and seven for the composition of these committees.) Rather

regular meetings of these committees were held with the DSP consultants.

An extensive several year research agenda was hammered out in the first three months and approved by the Project Steering Committee.

The DSP consultants related primarily to three of the Deputy Chairmen in BAPPENAS: the Deputy Chairman for Economic Affairs; the Deputy Chairman for Fiscal and Monetary Affairs; and the Deputy Chairman for Human and Natural Resources Development; and to the Bureaus under their direction. (See Attachment Eight for Organization Chart of BAPPENAS).

Early in this phase one of the team members was placed at BPS for a trial year in the Bureau of Analysis and Methodology Development under the Deputy Director General for Planning and Analysis. The advisor's job was to assist on data improvement and analysis. (See Attachment nine for the Organization Structure of the Central Bureau of Statistics, BPS). During this phase a close collaboration between BPS and the DSP team developed and the original one year agreement was extended.

Although Indonesia, compared with other developing countries, has a relatively advanced set of economic statistics, a need was recognized for evaluation and enhancement of these statistics. The role of the long term DSP consultant at BPS was to set up an informal data evaluation process working across the different sections to investigate and question data for industry, employment, wages and national accounts. During the early part of this first phase, the consultant worked as a sort of lone trouble shooter. When the value of the work was recognized, a series of working groups were set up with BPS staff and some training programs were undertaken as subject areas evolved.

During this initial phase computers were put in place and extensive software assembled at the DSP offices (one near BAPPENAS and one at BPS). A library was set up containing professional journals in economics and recent economics books, accessed through a computerized library information system. The project developed the capacity to access and download data or printed information from international on-line data bases accessible through satellite transmission. It also subscribed to two important economics data bases, DRI and DIALOG.

Also, during this period the DSP team in collaboration with BPS began the development of three sets of essential Indonesian data bases:

1. Industry
  - a. Industrial Dynamics; Growth of Medium-Large Establishments -- a compilation of all BPS census data on

- medium and large establishments into one data base.
  - b. Industrial Dynamics: Capital Stock Growth -- a combination of data base (a), with capital stock data from recent surveys.
  - c. Industrial Structure: Small Enterprises -- Conversion of Small Enterprise Survey of over 60,000 industrial enterprises with fewer than 20 employees.
  - d. Industrial Dynamics: Changes in Input-Output Structure -- A complete set of input-output models of the Indonesian economy for 1975, 1980 and 1985.
2. International Trade and Finance
    - a. Indonesian Exports, 1975-1988.
    - b. Indonesian Imports, 1975-1988
    - c. World Trade Flows, 1961-1988
    - d. IMF International Financial Data
  3. Employment, Income, Human Resources
    - a. Employment in Medium/Large Industrial Establishments Incorporated in 1a above.
    - b. Employment in Small Establishments Incorporated in 1c above.
    - c. Human Capital in Medium/Large Industrial Establishments -- a conversion of BPS Auxiliary Enterprise Census data.
    - d. Income and Employment in all Economic Sectors, 1977-1986. Merges information from three major labor force surveys.

As a measure of the output orientation and scope of activity of Phase One, some 65 research papers, statistical papers, research memos and policy memos were produced by both long and short termers. A significant number of these papers laid groundwork on data base and methodological questions, others more directly focused on various sectors and issues in the economy.

## 2.2 Phase Two -- Consolidation and Redirection. August 1988 to March 1989.

At the beginning of this phase, BAPPENAS, under its new management, expressed rather clearly a concern for redirecting the project. The Steering and Technical Committees were allowed to lapse, (the last meeting was held in March, 1988), the original research agenda and approvals for new short and long term staff were put on hold.

Contacts with other ministries, donor groups and outside researchers were curtailed and an embargo was placed on many of the research outputs to prevent what was deemed to be premature or politically unwise dissemination.

While the BAPPENAS leadership was rethinking its policy assistance needs, and deciding how it wanted to restructure the project, the TA team continued to work closely with BPS on developing and updating data bases and honing its economic modeling capability. A number of in-depth research studies already planned were also completed.

During this eight month period, 18 research reports, statistical papers, or research memos were produced. Eleven short term researchers came to Indonesia, many of them repeaters from 1987, who developed further their earlier work or undertook related research. The five Indonesian research assistants were actively engaged and providing valuable assistance while at the same time expanding their capabilities.

Partly because of pressures attendant to preparations for Repelita V, partly because of the redirection process taking place in the BAPPENAS-DSP relations, the BAPPENAS interns who had been assigned worked very little with the DSP researchers during this period. During this period also, the long term TA team members, and short term researchers, had only limited interchange with BAPPENAS policy people.

At the same time the technical assistance work with BPS continued to develop smoothly.

### 2.3 Phase Three -- Ongoing Policy Advice and Collaboration on Research -- March 1989 to Present.

During Phase Three a new mode of operation was formulated by BAPPENAS. The new mode called for the development of close and more confidential working relationships between team members and their counterparts in BAPPENAS, the three deputy chairmen mentioned above. The DSP team was asked to concentrate most of its efforts on providing responses to urgent policy questions and to utilize the extensive infrastructure (software, data bases) developed during the earlier phases, to bring timely and detailed information to bear on policy issues. Contacts with other ministries, research groups and donor groups were limited, and the confidentiality applied to many of the research outputs was continued.

Working groups, in which the DSP technical assistants would work with BAPPENAS staff on selected issues were initiated and became the preferred mode of operation in at least one of the divisions. For example, a major research collaboration project to build a macro-model of the Indonesian economy useful for assessing proposed policy changes, was initiated and a macro-model working group was established. In this effort regular report meetings were held for BAPPENAS policy makers in which the working group members, as well as the DSP technical assistants, reported on

developments. A second collaborative research effort on rural credit was initiated and a working group set up.

At the same time, the work at BPS continued and a collaborative project on GDP Data Source Improvement was begun. BPS continued efforts to upgrade surveys and their documentation, and to analyze and question data. Some initial progress was made on the concept and processes for improved data sharing among the divisions of BPS. A second long term DSP advisor was added at BPS. Training seminars for BPS staff (on survey methods and research design) were held regularly. A "data evaluation group" was established for BPS staff to work closely with the DSP advisors on data debugging and evaluation. One BPS person was initially assigned to work in the group. Eventually, a total of four staff were assigned (as of March 1990).

During this period, the emphasis on improving and analyzing data bases had its first major pay off in terms of improving the information available to top policy makers. Analysis and questioning of previously accepted data on growth in the industrial sector, and the use of a new methodology, brought forth some revised data which indicated that value added in non-oil/gas manufacturing had grown at an annual rate of 11.9% over the period from 1981-1986 rather than at the 5.5% rate previously estimated from BPS data. The new figure led to a major upward revision in the National Accounts for the period covered by Repelita IV, and led to a reevaluation of the effectiveness of certain deregulation and other policies that had been introduced during the period.

Six statistical papers and one research memo were completed in this third phase. DSP long term staff was comprised of one person at BPS (with a second person added February, 1990) and for the latter part of the period three persons working in the new mode as policy advisors with BAPPENAS counterparts. Three short term consultants visited during the period.

In both locations, BPS and the DSP-BAPPENAS offices, the foreign technical assistants were assisted by full time Indonesian research assistants (see Attachment ten for details of time and numbers).

Most of the time of the technical assistants working with BAPPENAS was spent on the macro model and credit study with the Monetary and Fiscal Affairs Division, a wage and productivity differential study for the Human and Natural Resources division, and providing data and analysis in response to specific issues. About 30% of the technical assistants' time and most of the time of the research assistants was spent on maintenance and upgrading of the data bases including the development of a new data mapping program.

Toward the end of this current phase, at the request of BAPPENAS, a major effort was begun to transfer the data bases to BAPPENAS. A training program to transfer analytic skills to BAPPENAS staff and to transfer the computer hardware and software necessary to exploit the data was begun. This process is underway at present.

2.4 The above description of the three phases was included to show the evolution of the project from the original model to its present state and hopefully to lay a groundwork for the design of ongoing work. As the journey through the phases has illustrated, the project has evolved from an essentially rather independent research operation to a mode more focused on shorter term policy advice related to the operational needs of BAPPENAS and to a more collaborative approach designed to build "in house" capacity.

We turn now to an assessment of inputs and outputs and to a discussion of the issues of quality control and measurement of impacts.

### 3. ASSESSMENT OF THE QUALITY OF HUMAN RESOURCE AND OTHER INPUTS AND RESULTING OUTPUTS AND POLICY IMPACT

#### 3.1 Human Resource Inputs

In a technical assistance project the quality of human resource inputs is a key variable, yet quality cannot be assessed with purely objective measures. Three useful means of assessment are available, however. The first is the qualifications and reputations of the technical assistants, the second is the extent to which the organization being assisted views the TA as useful, and the third is evaluation by colleagues.

The contractors (in this case the two organizations who comprise DEG) are responsible for recruitment of potential technical assistants. BAPPENAS expresses its wishes for people with specified expertise, either for long term assistants or for short term special studies. Educational and experiential qualifications are outlined and reputations assessed by the project office in Boston. Proposed candidates are presented to BAPPENAS who must choose among candidates proposed and sign off on all names.

To this date nine long term and twenty short term people have served as technical assistants. (See attachments four and five for lists of persons and qualifications.) No problem was found with the listed qualifications. Based on rankings by a limited survey of individuals in the research community, at least five of the long term and six of the short term consultants are very well known and considered top experts in their special fields of development economics. A second group of six are a bit younger but also considered exceptionally well qualified. The rest all have reputations of competence.

In interviews with BAPPENAS and BPS leaders no complaints about the quality of the advisors and researchers could be elicited. On the contrary much praise for the high quality, particularly of the long term technical assistants, was expressed. Since the beginning of the project BAPPENAS has taken seriously their task of approving both long and short term consultants using reputation and knowledge of Indonesia as their main criteria. Only one consultant, a short-term person, was removed from the project roster, and has not been asked to return, because a paper of his, which was cited and discussed in the broader development and government communities, contained research findings that BAPPENAS preferred, for political and other reasons, to discuss only within its own circles at that point in time.

Unfortunately, in spite of the high quality of the short term consultants in Phases One and Two of the project, the leadership at BAPPENAS had little opportunity to interact directly with all of them. Interaction was more active in the first phase but

because there were so many consultants interaction by necessity had to be limited. In phase two, during the time that relationships were being reexamined, there were fewer short term consultants but interactions were also limited. Many of the consultants in those phases conducted their research in the field or from the data bases available in BPS or the DSP office without ever meeting anyone in BAPPENAS. Consequently, the ultimate users (BAPPENAS) had little basis for judgement about their abilities other than from their credentials, reputations and from reading their reports. The quantity of research outputs was so high during that period, however, that it would have been almost impossible for most of the studies to be read and evaluated carefully by the government users.

Certainly the research of the short-termers was read and utilized by at least some of the long-term technical assistants and by other short-termers. A number of the studies by short-termers made strong contributions to the buildup of data and to the methodologies utilized in developing the essential pool of data bases. Their contributions may be termed an important part of the investment capital in the buildup of the data bases, methodological groundwork and sector knowledge. The studies remain in the library for reference and in user offices easily available for reference when needed as background on certain policy issues.

The situation was slightly different in BPS. Fewer short termers were connected there and those that were served primarily as consultants on sampling and other data gathering and analysis procedures. Throughout, the consultant at BPS (being only one) had regular interchange with division and bureau staff and could be judged from direct experience and observation. The BPS leadership has been very satisfied with the quality of the persons who have worked with them.

Evaluation by peers in a project of this nature is a very informal process. Interviews with several short term and almost all of the longer term technical assistants elicited the general agreement that almost all of the consultants were of sufficiently high quality. Comments from leaders in two other research organizations in Jakarta reflected the same opinion, and in one case the quality of the consultants in general was given very high praise.

### 3.2 Physical Resources Inputs

A significant part of the project's early phase was the establishment and equipping of offices and organizing the support staff of research assistants, secretaries and drivers, etc. to make the work of the consultants effective. Since BAPPENAS had no space to regularly provide offices to the technical assistance team, offices had to be found very close to BAPPENAS. Excellent quarters were quickly found only one block from BAPPENAS offices, renovated

and equipped with desks, computers and other communication equipment. A move was required at the end of the second year because the premises were sold, but other quarters nearby were found. By the end of the 2nd year of the project the computer resources included:

- 8 DOS-based 386 computers
- 11 DOS-based 286 computers (for secretaries and short term advisors)
- 15 printers
- 8 removable 11 MB Hard Disk Drives
- 3 Laserdisk Mass Storage Devices
- 3 Mainframe Tape Readers
- 1 Color Plotter

The wealth of software accumulated was described in Section 2 above.

### 3.3 Assessment of Outputs

Assessment of the quality of research studies and policy advice outputs is very difficult in a project of this nature, where the usual peer review methods are not operable. Quality is difficult to control and almost impossible to judge. Particularly where studies or policy advice are confidential, none of the safeguards which come from open dialogue about research findings, analysis, or about policy proposals, can take place. Since the studies are not intended for publication none of the peer review that normally takes place in the editing process can be applied. Nor do the processes used in this project appear to incorporate overt peer review methods.

In the early stages of the project when the Steering and Technical Committees were active, and seminars were occasionally held where findings were presented and discussed in the wider research community, the opportunity was present for more open dialog and for criticism or questions to arise. However, even such open discussion does not always guarantee quality control. Much of the research is very technical and sophisticated in content and method, and therefore difficult to assess by a person who is not a highly trained economist, and perhaps also expert in a given narrow field.

As the project has evolved into a mode of confidentiality, quality control has become more difficult. Maintaining super-confidentiality must be recognized as high risk (although sometimes necessary) behavior on the quality control dimension. Without opportunities for wider discussion in the research and policy communities of assumptions, methodologies and research findings, the opportunity exists for many more small and large errors to creep into the work and it will take longer to weed out errors, or

misjudgements. Providing opportunities for the inclusion of different perspectives, different experiential knowledge, and a critical climate of work does reduce the risk factor.

So far in the current phase, formal ways have not been found to provide open dialogue with other foreign advisors or Indonesian economists. Informal channels, largely controlled by BAPPENAS, along with the wisdom of those being advised, now provide the main quality control. The fact that several different groups of advisors are placed in BAPPENAS and other Ministries may also serve as a quality check to the extent that the groups have an opportunity to become familiar with each other's work.

As the project incorporates more confidentiality the problem of quality control will be even more difficult. Clearly the mode of operation utilized in the first phase of the project did not suit the needs of the present BAPPENAS policy leaders. The current mode of much shorter, more policy relevant memos, and an increased degree of confidentiality is found valuable and is the desired mode.

It is generally recognized that the improved data bases which provide the background for the special studies and policy memos are essential. Quality control on the data bases has been improving rapidly. The one-way flow of data from BPS to DSP II has now become a three-way flow. DSP II is now generating data and passing it on to BAPPENAS and back to BPS. The macroeconomic model sub-project has been the major forum for data transfer, with BAPPENAS economists building their own data bases using DSP II re-estimates in areas such as industrial data (backcasting), price deflators, capital stock and input-output tables. In addition, DSP II has written a suite of programs which have made it possible for BAPPENAS staff to quickly and easily access the enormous IMF International Financial Statistics, which are updated monthly from Washington.

### 3.4 Policy Impacts

The extent to which DSP II studies or advice have had significant policy impact is also difficult to judge and may in fact be an improper question. The role of the project is to contribute to an environment in which better policy can be made. There will always be a veil between studies and technical advice on the one hand and explicit policy results on the other. It is difficult to recognize direct causality, nor should it be claimed.

Important policy is not made by one unit of government alone, and certainly not on the advice of one policy unit alone. Indonesia, particularly, operates in a consensual mode. Major decisions are almost never made without a great deal of consultation within and between multiple agencies and factions. The most that should be

claimed for any one research and policy consultant group is that it has contributed to informed thinking on issues and has added the weight of its facts and viewpoints to the accumulating weight of evidence in favor of, or against, a particular policy. Having a preemptive influence or direct policy impact is not the mandate of consultants nor should it be claimed. Additionally, in most cases the anonymity of foreign technical assistants should be maintained, difficult as this may be for those consultants, and for those that support them.

With those caveats it may be claimed that the project has had an impact in introducing better data into the policy dialogue, in building up an accumulation of evidence to overcome policy drag in certain issue areas. It can be pointed out that the project has made some contribution to setting the policy agenda and has contributed background data, studies and policy suggestions in a number of policy areas. Among the most important policy areas identified by the government persons interviewed have been: background data and memos for Repelita V, particularly on input-output data and export projections; improved data on the role of the industrial sector and its growth; sharpened policy evaluations concerning deregulation or about required government actions in selected commodity areas, for example rattan, latex concentrate, and textiles; studies on deregulation issues in a number of areas including immigration policies; studies causing more extensive and deeper policy evaluation on employment and wage areas; briefing papers for policy negotiations on two step loans from WB and ADB for credit programs for small and medium industry; overall help with identifying key issues in the area of trade.

The following are examples suggested by BAPPENAS leaders of the kinds of assistance they need in the immediate future: assistance in improving their capacity for evaluating the flow of proposed projects in the transportation area; how to identify new types of industries for deregulation actions and identification of the key policy issues in each area; methods for longer term viewing or futures projecting; identification of regional development issues and new perspectives on such regional development issues as industry location, allocation and projects for INPRES funding; input-output modeling on inter-island trade and other regional issues to predict outcomes of interventions; issue development on the kinds of projects and locations for poverty alleviation actions.

#### 4. INSTITUTIONAL DEVELOPMENT

A fundamental purpose of DSP II is capacity building -- that is, assisting BAPPENAS and the BPS to develop their own capacity to do even more effective (as defined by them) analysis and policy making. A goal of BAPPENAS is to build up its policy analysis capabilities so that it has a strong "in house" capacity to evaluate development projects proposed by the ministries, and by donors and lenders. A related goal is to build up its analytic capabilities so that it can better anticipate future policy issues, and recognize and contribute to the solution of multi-dimensional issues and problems that cross operating ministry boundaries. The key goal of BPS is to improve its capability to serve BAPPENAS and the Ministries with more consistent, reliable and up to date data.

To what extent has DSP II contributed to the desired capacity building and what might be done in the DSP II extension phase in this regard?

##### 4.1 Institutional Capital

DSP project staff members strongly feel that their most important contribution to BAPPENAS capacity building to date has been the buildup of institutional capital in the form of methodological foundations and in the actual development of a series of data bases in forms that can be accessed to inform policy making. (See a description of these data bases in Section Two.)

The development of the data bases has become a three way collaborative effort with policy issue questions posed by BAPPENAS suggesting data needs, with the recognition by BPS of the kinds and quality and level of data that is required by BAPPENAS, and with the participation of DSP consultants in solving methodological problems and applying advanced analytic tools to turn the data into useful formats so they can be accessed for policy making. Data bases in the improved form are returned to BPS.

As a part of this process the DSP consultants have worked with BPS to assist personnel in evaluating data, and in training others to question data and track down needed corrections, essentially capacity building operations.

In the current phase of the project the data bases are beginning to be transferred to BAPPENAS. BAPPENAS staff are being assisted in methods for updating, and in acquiring the knowledge and methodolgies required to analyze the data and to translate them into policy relevant formats. This cannot be a rapid process because at this point only one of the Deputy Chairman has sufficient staff who are qualified to access, interpret and analyze the data. A start has been made, however.

The Macroeconomic Planning sub-project has so far been the major forum for data transfer, with BAPPENAS economists building their own data bases using DSP II re-estimates in areas such as industrial data (backcasting), price deflators, capital stock, and input-output tables. In addition, DSP II has written a suite of programs which have made it possible for BAPPENAS staff to quickly and easily access the enormous IMF International Financial Statistics, which are updated monthly from Washington D. C. in tape form.

Recently interest has grown at top levels in Bappenas to utilize the data mapping capability developed by the DSP II team and all the Deputy Chairmen are being encouraged to transfer and utilize this method which can map data down to the Kecamatan (and potentially, desa) level.

One of the more important results of the data base buildup has been the improved cooperation between BPS and BAPPENAS and the recognition by BPS of how essential it is that their data be valid. BPS is currently in the process of establishing an ongoing Data Evaluation Group.

The analytical bases have strengthened the capacity of BAPPENAS to do informed decision making.

#### 4.2 Technology Transfer and Training

In the first two phases of the project (as delineated in Section Two above), technology transfer and training were not a major focus. The most important training activity in those two phases was the training of seven Indonesian research assistants at the DSP-BAPPENAS office of the project and one at BPS. Also, one research associate, a lecturer in statistics at the Institute of Technology, Bandung, has worked consistently with the project. As a measure of the value of the training given, two of the RAs have now gone to work at the Ministry of Trade and one at the Export Import Bank, Indonesia, where they will be able to apply what they learned. A fourth may be going to the United States for a Ph. D.

Six interns from BAPPENAS were assigned to work part time at the DSP office in Menteng but the pressures of work at BAPPENAS, the strained relationships in the project, and the lack of a sufficient motivational system for the "outside" work, made that experience less than successful.

Some training sessions for younger Bappenas staff were held focused on basic economics and analysis of data.

In the current phase four interns from BPS have been assigned full time to the consultant located at BPS and that arrangement is working well. The new Data Evaluation Group will involve BPS staff

in the data improvement and analysis work on a regular basis.

A very different mode of work than what was the norm in Phases One and Two has developed in the current phase at BAPPENAS. A series of task forces or working groups have been established (See Attachment Fifteen for structure and names), to work on the macroeconomic modelling activity and on the rural financial services study. Under this model of operation BAPPENAS staff members are actively involved in the day to day work. They are learning to obtain data as needed and how to build up necessary data bases. They are also learning how to pose research questions, how to seek information in the field when needed, how to access and question data bases, and how to analyze and evaluate findings and relate them to policy needs. As a part of these operations training sessions are held on basic economics as well as data analysis and modelling methodologies.

The working group mode of operation is the one preferred by at least some of the BAPPENAS Deputy Chairmen and has a great deal of potential for capacity building. One caution should be noted. Most of those assigned to the working groups are young staff members, and although very intelligent, do not have advanced degrees (there are exceptions, at least one has recently returned from obtaining a Master's Degree in the United States), and are probably more than a few years away from playing significant roles in policy making.

Five Ph.Ds and thirteen Master's Degree holders returned to BAPPENAS from overseas training between 1984 and 1989, and eight Masters returned in 1989, but few of them have been assigned to work with the consultants in an associate capacity or in the working groups.

Incorporating more highly educated staff into the project may be more possible in the next stage as more persons return from overseas training with advanced degrees. Through the Overseas Training Office of BAPPENAS three more Masters degree holders will be returning this year, 1990, and between 1991 and 1993 six new Ph.Ds will return to BAPPENAS. To the extent that some of this talent can be "captured" to work as collaborators with the consultants, there can be a good deal of healthy transfer of analytic, methodological and other research and policy analysis skills. The project provides one opportunity for the "honing" of the academic expertise of the returnees into policy analysis skills.

#### 4.3 Collaborative Work With Younger Ph.Ds and Researchers From the University of Indonesia or Other Research Centers

It has been suggested by a number of observers that newly returned Ph.Ds do not have sufficient opportunity to work in a collaborative way with older, more experienced researchers. Many of the outstanding Indonesian economists are serving the government full time, in addition to teaching as they can find the time, and therefore have little time left for collaboration with younger colleagues.

The DSP project could provide an opportunity for some post doctoral training and coaching for these people if that work could be combined in some synergistic way to assist BAPPENAS or BPS and at the same time enhance the opportunities for the new degree holders to become involved in a practical way in high quality economic research and policy analysis. The presence of so many highly qualified consultants in the DSP program, both short and long term, opens up the possibility for such activities. The Inter University Research Centers connected with UI demonstrate a case in point. Within the next two years ten new Ph.Ds in economics will be returning to the Economic IUC and are required under the terms of their educational opportunity arrangements to spend at least one half their time on research.

If ways could be found to relate the skills in this talent pool to government needs, it might be positive for all concerned. Significant advantages would be gained for the government and these younger professionals if they could work with some of the consultants for a transitional period after returning from overseas graduate study.

There are, however, difficult problems to overcome before such a collaborative arrangement could be operationalized. BAPPENAS, as is true of other key government ministries, must operate in an arena of confidentiality, particularly in sensitive policy areas. The academic community is not accustomed to working in this way; in fact, the norm of that community is much more toward openness, criticism, and sometimes conflict, rather than toward consensus building and careful policy deliberation.

In spite of the recognized difficulties, perhaps ways could be found to coopt some of the Ph.Ds returning to their research communities to accept the norm of confidentiality and join in some government policy work for a few years, at least. They might agree not to publish or discuss sensitive questions in the broader community. Or ways might be found to build up their analytic capability and research skills, and their experience under senior guidance, while still assisting the government in areas that do not require so much confidentiality.

#### 4.4 Collaboration with Counterparts

Institution building takes place in the collaborative relationships between the consultants and their counterparts in BAPPENAS and BPS. Mutual learning takes place in the give and take of the discussions, information exchange and work. To the extent that there is mutual respect and the relationship is valued, and that both parties make time for interaction, the opportunities for synergistic capacity building exist.

In the early phases of the project, insufficient collaboration took place. It takes time for mutually agreed visions to evolve and for mutual respect and appreciation to develop. In the current phase such collaboration seems to be emerging, and the desired collaboration is expected in the next phase.

In order to make the relationship effective in a way that can contribute to long time capacity building, the consultants must recognize that they must be responsive to the expressed needs of the GOI officials and not try to push beyond certain limits and impose their own ideas. On the other hand the GOI officials, if they are to make the most effective use of the consultants, may wish to curb the impulse to use them entirely for short term, urgent projects and utilize them to help think through some of the longer term issues.

#### 4.5 Library and Reference Development

The DSP II project has made good progress in building a small library of economic journals and books, and a computerized reference system is in place. A question has been raised about eventually merging the DSP library with the BAPPENAS library or at a minimum cross-referencing between the two libraries. Specific attention should be given to this question, including the possibility of building the merger or the cross-referencing into any future phase of the project. The integration of these library resources can be seen as an important element of institutional capacity building. Developing the capability at the BAPPENAS library to reliably gather, catalog and access economic materials should be considered.

#### 4.6 Institutionalization Goals and Indicators of Achievement

The evaluator has been asked to comment on institutionalization goals and possible indicators of achievement for a possible next stage of the project.

##### 4.6.1 Capacity Building at BAPPENAS

BAPPENAS has indicated that institutionalization -- that is, improving "in' house capacity to develop and use data to better inform policy making, and strengthening of policy analysis skills - - is a key goal of the project.

Indicators of achievement on institutionalization might include the following:

1. The numbers or extent of time of BAPPENAS staff working actively with the consultants as trainees or collaborators.
2. The numbers of BAPPENAS staff with improved skills in data analysis.
3. The numbers of BAPPENAS staff with improved skills in policy analysis.
4. The extent to which BAPPENAS leadership reduces its use of foreign consultants and expands the use of its own staff, or the local research community, in preparation of important studies and policy inputs.
5. The extent to which BAPPENAS leaders feel that capacity building has taken place.
6. The extent to which data bases useful for policy making are maintained, regularly updated and utilized.

On the first indicator, the DSP consultants might be asked to keep records, on the second and third the consultants could develop measures by which improved skills in data analysis or policy analysis could be measured. The fourth, fifth and sixth indicators can be measured during evaluation through interviews with BAPPENAS, examination of data bases and reference to documents.

#### 4.6.2 Capacity Building at BPS

The fundamental goal of BPS for the DSP project is institution building. BPS has set itself four specific institution building purposes which may be easily translated for use as indicators of capacity building:

1. To be able to make available to users more consistent and up to date data.
2. To have in place improved methodologies for collection, storage and retrieval of data.
3. The development of a Data Evaluation Group to vet data follow up on discovered problems, and work out ways of improving processes.

4. To have more skilled staff.

Indicator One may be measured by interviews with data users such as BAPPENAS. Indicator Two may be measured by an educated examination of methodologies used before, and those used after a capacity building effort. Indicator Three may be measured by an evaluator observing whether or not a Data Evaluation Group is in place and functioning effectively. Indicator Four may be measured by a comparison of the skills of selected staff before and after the capacity building effort.

## 5. WOMEN AND DSP II

USAID has a policy to encourage the participation of women, and to press for a favorable impact on women, in all the projects that it finances. In view of this special interest DSP II was examined for participation of women and impact on women.

### 5.1 The Impact of DSP II on Women

The impact of the project is generally gender neutral although the project provides opportunity for more informed attention to women's development. Much of the data collected by BPS is gender specific. To the extent that the DSP II project enables these data to be better analyzed, and to the extent that the advisors are sensitive to the status of women and assist in asking the right questions of these data, the status of women will be clarified and the responsiveness of policies to women's needs may be expanded. The mapping potential can be utilized to expose in graphic form women's issues such as work participation rates, wage rates, literacy and educational levels and so on.

### 5.2 Participation of Women in DSP II Advisory Staff

The role of women as consultants in the project, either long term or short term, has been almost non-existent. Of the nine long term consultants assigned by the contractors under the project none were women. Of the twenty short term consultants assigned, only one was a woman and she visited only one time for one month. There are many outstanding women development economists, but none were included in this project.

In short, the track record of utilization of women as consultants in this project was far less than desirable. An excuse cannot be made that the GOI will not welcome women consultantss. Several women are currently serving in major policy advisory capacities in GOI agencies under other projects conducted by other consulting agencies.

### 5.3 Participation of Women as Research Assistants and Working Group Members

Of the twelve research assistants hired directly by the DSP II project office, only one was a woman -- not a good record. BAP-PENAS, itself, however, has set a very good example in its use of women. Among the six interns assigned by BAPPENAS to work at the DSP office, three were women. Of the twenty staff members assigned to the Macromodeling Task Force, four are women. Of the three staff members assigned to the Rural Financial Services Working Group, one is a woman.

The figures shown above make it clear that BAPPENAS, which has a reputation for seeking out the "best and the brightest" for its staff, has been able to find qualified women. The figures also show that BAPPENAS encourages the participation of women.

It seems clear from the above statistics that the DSP II contractor has not been successful in including women in the project. If the project is continued as expected, the contractor should be strongly encouraged to increase participation of women and should be carefully monitored in this area.

## 6. OPERATION OF THE PROJECT IMPLEMENTATION LETTER (PIL) 82

Project Implementation Letter (PIL) 82 provided a credit of \$1,320,000 to BAPPENAS to support special studies, short term special analyses of data already available at BPS, pilot efforts to collect additional data, and work with relevant technical ministries and agencies to produce policy oriented studies and recommendations.

### 6.1 Uses of PIL Funds

From inception through February, 1990, twenty three allocations had been made under the PIL process. Slightly less than half the funds have so far been allocated with approximately \$700,000 remaining in the fund.

About two thirds of the money allocated under PIL 82 through February, 1990, has been used by the DSP-BAPPENAS office, about one fourth has been used at BPS and the remaining at BAPPENAS itself. (See Attachment twelve for details of the allocation amounts.)

Most of the money allocated from the PIL to the DSP-BAPPENAS office was to pay the salaries of research assistants, and to pay for computer hardware, software and data base purchases. The two allocations to BAPPENAS itself were used for overtime work and other costs of building the macroeconomic model and for task force expenses. The large extent to which BAPPENAS has allocated the PIL 82 funds to build up the work at the DSP office is a measure of the value it has put on those activities.

The following list providing the details of money allocated for use at BPS under PIL 82 is given not only to explain the PIL 82 allocations, but also to show the kind of relationship that has developed between BAPPENAS data needs and BPS and the value which BAPPENAS has placed on facilitating satisfaction of those needs:

- RP III. For a pilot study of procedures to be used to locate manufacturing establishments missed in earlier data gathering.
- RP IV. For a pilot study to develop a new designs for wage studies.
- RP V. To expedite completion of data for 1985 Social Accounting Matrix (SAM).
- RP VI. Maintaining and correcting SAKERNAS (Labor Force Survey) data for one quarter.
- RP X. To transfer data from main frame to micro disks for consolidation and improved access.

- RP XIV. Special survey of manufacturing establishments for the backcast.
- RP XV. Pilot study for improvement of SAKERNAS data collection questionnaire.
- RP XVI. Phase 2 reconciliation of 1985 Input-Output tables used as the basis for the Social Accounting Matrix.
- RP XVII. Hardware support for data transfer from DSP to BPS. Bernouli 20 megabyte external drives good for transferring and storing large data sets.
- RP XXII Support for the new Data Evaluation Group (overtime, and small amount for publications and travel).
- RP XXIII For purchase of 11 personal computers for added DSP advisors and RAs at BPS, for Data Evaluation Group, and to lend to others to expedite data requests and transfer.

## 6.2 The PIL 82 Approval Process

Problems in the PIL 82 approval process have been observed. The following shows the steps in the process of obtaining approval and funding of a requested project under the PIL 82.

1. The requesting entity prepares a description of the project and the budget required. This is called an RP (Research Proposal).
2. The RP then goes to the project administrator at the DSP project office in Menteng who looks it over and forwards it to BAPPENAS.
3. BAPPENAS examines the request. Often those requesting the project will be called to BAPPENAS for further discussion and sometimes an RP must be revised. BAPPENAS approves the request. It is then sent to AID for a second approval.
4. Once the RP is approved a request for an advance of funds is then forwarded to BAPPENAS by the DSP administrator.
5. BAPPENAS approves the request for funds and it is forwarded to AID.
6. AID provides funds to BAPPENAS.

7. BAPPENAS provides funds to the entity requesting the funds.

### 6.3 Problems With The PIL 82 Process

In the course of the project, particularly in the latter part of phase one and during all of phase two, there were problems of delay in the processing of RPs. Attachment thirteen provides a short table which shows the actual processing times for the RPs from BPS. The table shows that in the early phase about one month was required for approval. During the difficulties of phase two the approvals took four and seven months for two clusters of requests. In phase three when the project was back on track, the approval time was reduced to 1.5 months.

Another attachment, number fourteen, shows in chart form the amount of time it has taken to obtain funds to start the project once an RP has been approved. This chart shows that there were very few delays in BAPPENAS in getting the request for an advance approved. The normal processing time varied from one day to 8 days with only one period of 23 days.

However, the time required for issuing a check to DSP once the money was received at BAPPENAS from USAID varied from two days to 35 days. The larger delays took place when the project was not running smoothly.

More important, the chart shows that there were significant delays in processing the requests for the money at AID. The time it took to obtain the advance from AID varied from 30 to 53 days.

It seems clear that since the time required after preparation of the request for its processing, including the supply of money, under the present system is running a minimum of a two months to a maximum of eight or nine months, the PIL 82 money cannot be used to finance quick studies or quick collections of data in response to urgent policy needs. It also is apparent that to the extent that further work depends on pilot work the PIL 82 process has not been an effective method for expediting such work.

### 6.4 Proposals for Improving the PIL RP Approval and Money Advance Process

If the PIL process is to be used in the next stage of the project, attention should be given in the design to the PIL's purposes and to methods by which the most time consuming aspects of the process could be cut.

One suggestion has been made that AID advance sufficient money to

BAPPENAS quarterly, or more often, so that BAPPENAS can expedite payment as soon as an RP has been approved.

Alternatively, a suggestion has been made that BAPPENAS advance its own money as soon as the project approval sign off has been given and then get reimbursed from AID? This is USAID's preferred method. One method for doing this would be that BAPPENAS allocate perhaps \$200,000 to set up a revolving PIL fund which USAID would regularly reimburse as needed.

Another alternative suggestion has been made that a PIL be written directly to BPS so that the RP approval and money reimbursement processes passing through BAPPENAS could be avoided. However, since the project is primarily a BAPPENAS project and funds are allocated to BPS mainly for the purpose of improving and expediting data needed for BAPPENAS in relation to the DSP II project, it may be better to maintain the BAPPENAS sign off procedure, provided the time consumed in the process can be reduced.

It appears that when the project is running smoothly the RP proposal process can operate expeditiously. However, a method must be found to expedite the transfer of money from BAPPENAS to those whose RPs have been approved and from USAID to BAPPENAS.

## 7. CONCLUSIONS

DSP II has been a useful project and could be, if extended, an important project for enhancing the capacity of BAPPENAS to contribute to improved government policies.

The project personnel have assisted BAPPENAS to build improved statistical bases for policy making and have gained the confidence of policy makers. The project is in a position to provide significant technical assistance to the government's policy reform agenda.

The project has also served as an important and valuable means to help BPS to improve its data reliability and expand its capacity to serve BAPPENAS, other parts of the government, and the wider research community with the kinds of reliable and valid data needed to undergird policy formation.

The project is valued by both BAPPENAS and BPS and should be extended.

While it is impossible to prove a causal relationship between technical assistance through DSP II and any specific policy reform, there is significant evidence that the knowledge and improved information brought to the policy arena has had some impact.

Continued support towards policy reform in the areas of trade, industrial and employment strategies is warranted because of the demonstrated sincerity of the government to move ahead with reform, the continuing severe external and internal economic environments necessitating not only adjustments but forward motion, and the continuing need to reform policy in order to eliminate disincentives to efficient growth and development. The three areas of focus -- trade, industry and employment -- are central areas in development.

Over the three year initial period of the project, substantial institutional capital was developed. Most important was the building of a series of data bases from which the information and analysis necessary to undergird informed policy making can be drawn. A modest beginning was made in developing human resources. Human resource capacity was improved through rather formal training of research assistants and younger staff of the agencies, but more importantly through collaborative activities in research and interactions on policy issues. Further work is needed to build sufficient depth in the "in-house" capacity at BAPPENAS to do the kinds of economic analysis and questioning required for better informed policy decisions.

Although the overall goal of helping Indonesians to make more productive use of resources has remained constant, substantial

changes in methods of implementation during the life of the project have been required. As a result of leadership changes in BAPPENAS and the learning acquired from operational experience, implementation strategies were redefined. At the start, the project personnel were devoted to a rather independent research agenda and broad policy dialogue. In the changed mode they were required to become more sensitive and directly responsive to needs as defined by BAPPENAS and to observe stricter limits of confidentiality. The project personnel demonstrated a commendable ability to be flexible; they were able to respond to the redefinition by BAPPENAS of desired relationships and working modes and to adjust to those new modes.

The current working relationship wherein the technical assistants must be responsive to the day to day requirements of those they work with, yet are able to maintain the capacity to provide key officials with the informational resources to support policy research, analysis and review, appears to be a valuable operational mode for generating reform proposals and helping to broaden the consensus for policy change.

This blend of responsiveness and initiative appears to provide a useful balance and an effective working mode.

Certain problems of how to maintain necessary confidentiality of politically sensitive research and policy discussions, while still maintaining enough open dialogue to guarantee high quality research and sound advice, have been identified. Careful attention should be given to this problem in the operation of an ongoing project. The boundaries of confidentiality should be kept as narrow as possible.

The utilization of a PIL process in addition to the principal technical assistance contract has been valuable. This process has provided the flexibility to support needed special studies, to pay for unanticipated data collection, analysis and equipment needs, to support the efforts of working groups or task forces, and to respond to special training needs. A PIL, similar to the PIL 82 that was utilized in the current stage, should be utilized in an extended project.

The following section provides more specific suggestions for the design of the project if it is extended.

## 8. PROPOSED EXTENSION DESIGN

BAPPENAS has officially requested that USAID extend the project for two years. Although decisions have not been made as to the details of a proposed extension design, a few comments can be made about some of the design elements under discussion and some possible issues that will need resolution.

The size of the project will depend on the amount of resources available and on what is determined to be the most pressing needs and the absorptive capacity of BAPPENAS and the DSP.

The proposed structure under discussion calls for a minimum of six and a maximum of nine full time consultants and data analysts, and a minimum of 21 months and a maximum of 30 months of short term technical assistance.

It is proposed that long time consultants be placed with four Deputy Chairmen in BAPPENAS, 1) the Deputy Chairman for Economic Affairs, 2) the Deputy Chairman for Fiscal and Monetary Affairs, 3) The Deputy Chairman for Manpower and Natural Resources Development, and 4) the Deputy Chairman for Regional and Local Development. These four Deputy Chairman are in policy making positions, they all want technical assistants. They all head or serve as the secretariate for important interministerial committees in addition to their regular BAPPENAS duties.

The data consultants at BPS would be attached to the Deputy Director General for Planning and Analysis as at present. A convincing case has been made that two people are necessary there over the next three years.

The role of the long term consultants at BAPPENAS would be what the name implies, a professional counterpart with whom the Deputy Chairman can discuss issues, who can conduct studies when required, who knows how to find, quickly, relevant information and can draw upon data bases, and who can generally be responsive to the Deputy Chairman's needs. Also, in a two way exchange, the consultant would be encouraged to initiate ideas and would be responsible for the creation of data bases and models necessary as groundwork for informed decision making. The consultant would also serve as a coach for younger staff. The contemplated mode for that is the task force and working group, plus more formal training activities as needed.

The role of the long term data consultants at BPS is slightly different, the consultants there having a more specific mandate, to work with their counterparts to improve data and data access on a continuous basis. A special mandate for one of the people there is to assist in the rebuilding of certain data, particularly in the industry area, necessary for BAPPENAS policy use. Coaching of younger staff in a joint working mode or more formal training

sessions, and the building of the Data Evaluation Group will be an important part of the work of both advisors there. In addition to the long term consultants, the design proposes the rather extensive use of short term consultants as the need for special studies and issue discussions arise.

The role of the short term consultants will be issue specific in both places and experts will be brought when particular and very experienced expertise is needed in a certain substantive or methodological area. The type of persons wanted as short term consultants are very outstanding persons in their fields but also persons who have had extensive experience in Indonesia. As one person interviewed put it, they would be "recidivists" rather regularly coming back when needed at special times.

One vision of the design shows two expatriate data analysts (one for monetary and industry data, and one for regional and employment data) in addition to the full time consultants. At the minimum level of funding these would be included among the six full time expatriate staff and would displace one of the consultants at BAPPENAS and one of the consultants at BPS. At the maximum level they would be an addition to the four full time consultants at BAPPENAS and to the two full time data consultants at BPS.

The recommendation of this evaluator is that those data analysts be recruited locally from among returning Masters or Ph.Ds or from other sources. Persons with the capacity to become qualified data analysts are available. In the beginning, they could work under the close supervision of the consultants, as necessary. At the minimum level of funding such local recruitment would make it possible for the requested number of full time consultants to be assigned to the four Deputy Chairmen at BAPPENAS and to BPS.

### 8.1 Other Questions to be Decided

A question which has arisen is whether or not a team leader is required in addition to the consultants to individuals mentioned above. With so many long termers in place, and the expected visits of a large number of short termers each year, and the fact that two different GOI institutions are involved, a good deal of administration and coordination is required. If a separate team leader is not put in place, one of the consultants will be required to play the coordinational and administrative role, and among the consultants a good deal of self-coordination would have to take place as they share data bases, research assistance and so on. If the administration is done by one of the consultants, the counterpart of that person would lose about thirty percent of the time which that consultant could spend directly in the technical assistance work requested by his or her counterpart.

Several of the BAPPENAS persons interviewed felt that it would be essential to have a separate team leader and envisaged that person as a sort of coordinational link among the areas and as the person they could talk to about problems, short term requests, training activities, broader institution building issues and so on. They felt that this person should be flexible and could work on crosscutting issues, possibly on more futures oriented areas, as he or she would not be so tied to day to day technical demands. Also, such a person would be responsible for forward thinking on necessary data bases and other areas.

Others in BAPPENAS were not sure that a separate team leader is needed and in fact appeared to feel that having a team leader might possibly reduce the responsiveness of the project, giving the project more "a life of its own," rather than being primarily a technical assistance function.

The issue of team leader is one that will need to be carefully explored during the design discussions. Certainly a team leader is needed. If funding is available, the arguments for a team leader not regularly assigned to one Deputy Chairman are convincing.

Another issue that should be carefully explored in the design discussions is how high a priority will be given to institution building. Interviews with the different deputies indicated that there may be different priorities among them, some feeling that the consultative-technical assistance function is the top priority with institution building work a more distant second priority, others feeling that technology transfer through working groups and other means is a high priority. Perhaps different consultants will be required to work in different modes depending on the requests and perceived needs of their GOI counterparts.

Also to be clarified in the design stage is the number, source and role of research assistance for the project. It seems clear that the data bases cannot be improved, enlarged and maintained without a lot of research assistance. Nor can the consultants do effective work without regular research assistance. The question is whether or not that assistance will come from within BAPPENAS and BPS through the assignment of full time people, or whether research assistants should be hired from outside as was the case during the current DSP II. Probably institution building goals would be more fully met if existing or future staff of BAPPENAS and BPS could be assigned full time. If this becomes the preferred choice incentive systems to make it possible will need to be designed. Part time or non-concentrated assistance will hinder the execution of the project work.

A final question on structure is whether or not there is any role for a Steering Committee or Technical Committee. Certainly the role originally envisaged in DSP II for such committees, that of

cross fertilization among ministries, approval of research agendas, and so on, will not be pertinent to the suggested design of the ongoing project. Perhaps a Steering Committee made up of the four BAPPENAS Deputy Chairmen and one from BPS would be sufficient. The question of where primary responsibility lies should be clarified.

Finally, everyone interviewed agreed that it would be essential to include a process like the PIL 82 in the project design. It is necessary to have unallocated money so that field work, research, and other unexpected needs can be financed. Since one of the main purposes of a PIL is to facilitate responsiveness to unexpected needs, ways must be found (as discussed in Section 6 above) to expedite approval and funding processes under the PIL.

## EXCERPTS FROM STATEMENT OF WORK

A. For BAPPENAS, the evaluation will focus on the following indicators of achievement:

1. Technical Assistance - has the contractor been able to provide appropriate and high quality long and short term technical assistance, responsive to the project requirements and appropriate to the needs established by BAPPENAS? Has the technical assistance been provided on a timely basis?
2. Institutional Arrangements - how has the changed role of the DSP II Steering Committee affected project implementation and possibly altered project objectives?
3. Research Agenda - has the project formulated a clear and coherent research agenda, which is appropriate, timely and responsive to the concerns of BAPPENAS? Has the agenda established a realistic set of objectives for the project thus far? Does current BAPPENAS thinking on future research hold implications for the nature of DSP assistance?
4. Policy Studies - has the project led to the production of timely, appropriate and high quality research analyses and studies? Have these conformed to the requirements established by BAPPENAS?
5. Policy Dialogue - has the combination of project inputs stimulated dialogue within the GOI about policy issues and options? Did the implementation of research activities involve appropriate offices and agencies? Were the products of the research activities used by policy-makers in an appropriate fashion? What other opportunities for policy dialogue were created by the project? Specifically, has the project contributed to improved channels of communication between BAPPENAS and other relevant agencies? How has the shift from a more open forum through the DSP II Steering Committee to the "Confidential Advisors to BAPPENAS" effected the nature and outputs of the project? What formulation of government policy drew upon the work of the project?
6. Policy Objectives - What is the status of the project implementation in relation to its originally drafted objectives? Does the existing logframe require updating?, and how? How have adjustments in operations (steering committee structure) and dissemination of results affected the effectiveness of the project? Are project objectives current with existing Mission strategic objective as defined by the Development Problem Areas and Program Emphasis statements? How have adjustments in operations (steering committee structure) and dissemination of results affected the effectiveness of the project?

7. Technology Transfer and Training - how effective has the collaboration between the DSP and BAPPENAS staff been? Have research methodologies and techniques as well as data been effectively transferred to BAPPENAS? How could the project better address BAPPENAS and GOI training needs?
8. Data Processing Equipment - has the equipment been provided as required, and is it being used appropriately?

B. For BPS, the evaluation will concentrate on the effectiveness of the project in improving the data base needed for DSP support research. Specifically, the evaluation will examine the following:

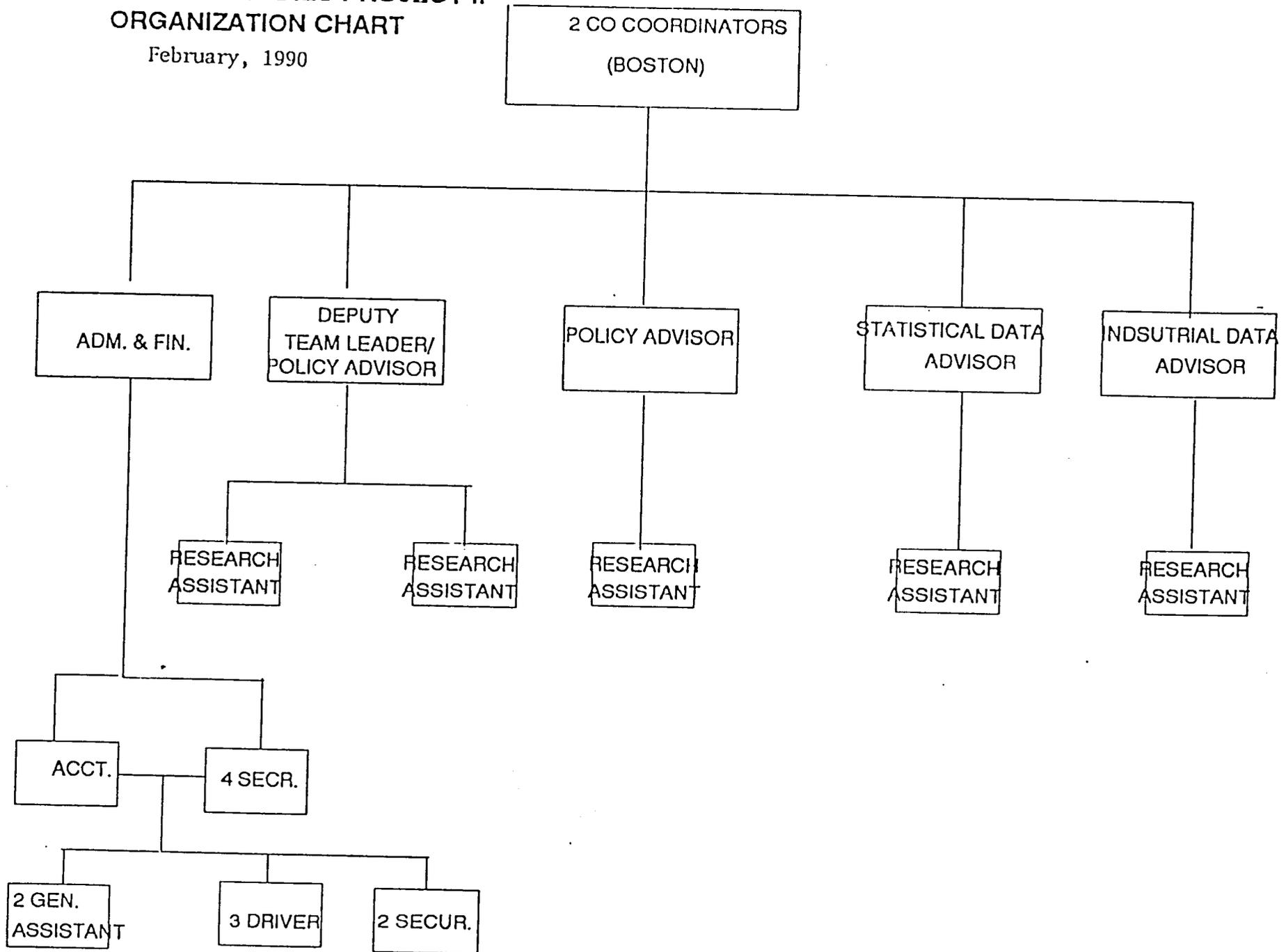
1. Appropriateness of data - have the data collection activities of BPS, including both improvements in routine data collection and analysis and the conduct of special studies and surveys, been able to incorporate new methods and procedures to provide the kinds of data needed to carry out the research studies?
2. Accuracy of data - has the project been able to support the improvement of data reliability and accuracy?
3. Timeliness of data - has the project been able to improve the timely delivery of data to the research teams and other agencies who need it? Has it been able to respond to special requests outside the normal and established data collection routines?

C. In its examination of each of these issues, the evaluation team will be asked to provide recommendations on specific steps which can be taken to improve the performance of the procedures of research identification, research implementation and data collection, including the identification of any administrative or management constraints to improved performance. It will also be asked to assess the extent to which these are being institutionalized within BAPPENAS and BPS. The team will be asked to prepare a draft strategy for strengthening the institutionalization of these activities. This will include specification of institutionalization goals and indicators of achievement.

D. Project Extension: BAPPENAS has officially requested that USAID extend the project for two years. BAPPENAS and USAID are in the process of drafting the documentation for such an extension. The team will review the proposed extension design and evaluate it in light of the knowledge learned from the above work. The team will recommend adjustments in the design as they feel appropriate.

DEVELOPMENT STUDIES PROJECT II  
ORGANIZATION CHART

February, 1990



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## PROJECT COORDINATORS IN U.S.A.

NO.	N A M E	POSITION IN DSP	D A T E S
1.	Prof. Gustav F. Papanek	Project Director	June 87 - June 89
2.	Prof. David R. Wheeler	Project Co-Coordinator	June 89 - present
3.	Prof. John R. Harris	Project Co-Coordinator	Jan. 90 - present

## DSP-II ADMINISTRATIVE STAFF

NO.	N A M E	SEX	POSITION IN DSP	D A T E S
1.	Drs. Sabdono Y. Wibowo	M	Administrative & Finance Manager	1 Jul 87 - present
2.	Clara L.J. Hilman	P	Secretary cum Administrative Associate	22 Jun 87 - present
3.	Titi Chairani	P	Secretary cum General Librarian	1 Jul 87 - present
4.	Siti D. Risrijadi	P	Secretary cum Software Librarian	1 Mar 88 - present
5.	Siti Halimah	P	Secretary at BPS	1 Aug 87 - present
6.	Herlia Husein	F	Secretary	15 Jun 87 - 20 Oct 88
7.	Betty Munadi	P	Part-time Secretary	6 May 88 - 31 Oct 88
8.	Setiyanto	M	General Administrative Assistant	1 Sep 89 - present
9.	Ray Henri	M	General Operations Assistant	1 Jun 87 - present
10.	Sanidi	M	Office Assistant	1 Jun 87 - present
11.	Pieter	M	Driver	15 Jul 87 - present
12.	Suminto	M	Driver	10 Aug 87 - present
13.	Kachaud	M	Driver	1 Oct 87 - present
14.	Kundari	M	Securityman	1 Jul 87 - present
15.	Sukatno	M	Securityman	1 Jul 87 - present

## DSP-II LONG TERM ADVISORS

NO.	N A M E	TITLE, INSTITUTION	POSITION IN DSP	DATES IN INDONESIA
1.	LEROY P. JONES	Professor of Economics, Boston University	Consultant Team Leader and Industry Policy Advisor	1 Jul 87-31 Dec 88 30 Dec 89-13 Jan 90
2.	E. MARTIN GODFREY	Fellow of Inst.Dev.Studies, Univ.of Sussex, UK	Employment Policy Advisor	10 Jul 87-10 Dec 88
3.	STEVEN P. GRIZZELL	Indonesia Representative for Dev.Alternatives, Inc.	Management Systems Specialist	Jun 87-15 Dec 88
4.	TAHYA H. JAHMAL	Previously ILO Consultant Previously Consultant to RI Ministry of Public Housing	Statistical Analyst Industrial Statistics Advisor, Central Bureau of Statistics	29 Dec 87-29 Dec 88 1 Feb 90-present
5.	ALEXANDER KORNS	Senior Economist, US Dept of Commerce	Economic Statistics Advisor	12 Jul 87-present
6.	DAVID E. WHEELER	Associate Professor, Boston University	Trade&Indus.Pol.Adv/Team Leader Co-Coordinator	30 Jul 87-28 Jun 89 15 Sep 89- 7 Oct 89
7.	ALEC L. HANSEN	Development Economist, Dev.Alternatives, Inc.	Data Analyst Policy Advisor	1 Sep 88-31 Dec 89 1 Jan 90-30 Aug 90
8.	JOHN E. HARRIS	Professor of Economics, Boston University	Employment Policy Advisor Team Leader Co-Coordinator	2 Jun 88-26 Jun 88 4 Jan 89-19 Dec 89 4 Jan 90-20 Jan 90
9.	WILLIAM B. WALLACE	Previously Mgr.of Analytical Services, The Futures Group	Trade & Industry Policy Advisor Deputy Team Leader	7 Sep 89-present

## DSP-II SHORT TERM ADVISORS

NO.	NAME	TITLE, RANK, INSTITUTION	POSITION IN DSP	DATES IN INDONESIA
1.	GUSTAV P. PAPANEX	President, Boston Inst. for Developing Economies, Ltd Director, Center for Asian Development Studies	Project Director	29 Jun 87 - 25 Sep 87 21 Jan 88 - 26 Mar 88 16 Jun 88 - 11 Aug 88
2.	BEHRMAN, Jere	Professor of Economics, Univ. of Pennsylvania	Trade Policy Advisor	6 Jul 87 - 24 Jul 87 3 Dec 87 - 29 Dec 87 30 May 88 - 4 Jun 88 18 Jul 88 - 19 Aug 88
3.	BERTRAND, Trent	Chief, Economics & Policy Division, World Bank	Trade Policy Advisor	5 Jul 87 - 31 Dec 87
4.	CHOWITZ, Kenneth	Asst. Professor of Economics, Boston University	Employment Policy Advisor	1 Jul 87 - 23 Oct 87 23 May 88 - 10 Nov 88
5.	COLE, William	Staff, Program & Project Support Office, USAID Jkt	Research Analyst	18 Jan 88 - 30 Jun 88 25 Jul 88 - 3 Sep 88
6.	DEOLALIKAR, Anil	Visiting Professor of Economics, Harvard University	Employment Policy Advisor	25 Jan 88 - 8 Feb 88 28 Jun 88 - 26 Aug 88
7.	DOERINGER, Peter	Professor of Economics, Boston University	Employment Policy Advisor	2 Jul 87 - 30 Jul 87 21 May 88 - 3 Jun 88
8.	FLYNN, Patricia	Assoc. Professor of Economics, Bentley College	Education & Industrial Policy Adv.	1 Jul 87 - 31 Jul 87
9.	GUISINGER, Stephen	Prof. of Int'l Management Studies, Univ. of Texas, Dallas	Trade Policy Advisor	6 Jul 87 - 8 Aug 87
10.	HANSEN, Bent	Chairman, Dept. of Economics, Univ. of California, Berkeley	Employment Policy Advisor	4 Aug 87 - 24 Aug 87
11.	HILL, Hal	Professor of Economics, Australian National University	Improving Wage Survey, BPS	Nov 88 - Dec 88
12.	KEUNING, Steven	Researcher & Economist, Inst. of Social Studies, The Hague	Statistical Data Specialist, BPS	11 Jan 88 - 25 Jan 88
13.	LEVY, Santiago	Asst. Professor of Economics, Boston University	Industry Policy Advisor	31 May 88 - 12 Aug 88
14.	MANNING, Christopher	Senior Lecturer, Flinders Univ. of South Australia	Wage Data Specialist	1 Jun 89 - 19 Jun 89 30 Jul 89 - 15 Aug 89
15.	MORLEY, Samuel	Professor of Economics, Vanderbilt University	Employment & Trade Pol. Advisor	6 Jul 87 - 14 Aug 87 20 Jun 88 - 29 Jul 88
16.	OSHIMA, Harry	Visiting Professor of Economics, Univ. of the Philippines	Employment Policy Advisor	12 Jul 87 - 25 Jul 87
17.	SCHYDLOWSKY, Daniel	Professor of Economics, Boston University	Trade & Industry Policy Advisor	1 Jul 87 - 30 Jul 87 18 Jan 88 - 12 Feb 88 5 Jul 88 - 28 Aug 88
18.	STROUT, Alan	Sr. Lecturer, Massachusetts Inst. of Technology, Cambridge	Acting Team Leader/Employ. Pol. Adv.	12 Feb 90 - present
19.	VERMA, Vijay	Private statistics consultant for developing countries	Statistical Data Advisor	12 Jul 87 - Dec 88 Jan 89 - 31 Dec 90
20.	WARR, Peter	Sr. Fellow, Dept. of Eco., Pacific Studies Research School, ANU	Industrial Policy Advisor	12 Dec 87 - 31 Jul 88 15 Nov 88 - 20 Dec 88

## PROBABLE SHORT-TERMERS:

1. Shirley Cassing, Sr. Lecturer, Univ. of Pittsburgh (Feb 21-Dec'90).
2. Michael Romanos, Dir. School of Planning, Univ. of Cincinnati (Mar 4-Apr'90).
3. Robert Rice, Sr. Lecturer, Monash University.
4. Eric Nelson, Economist, Development Alternatives, Inc.

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LIST OF DSP II STEERING COMMITTEE MEMBERS  
1987/1988

Decree of the Minister/Head of National Development Planning Board  
(BAPPENAS) No: KEP.175/KET/12/1986

No.	Name	Position	
		1987	1990
1.	Prof. Dr. Rustam Didong (Chairman)	Professor of Economics, Economics Department Univ. of Indonesia	Deputy Chairman for Economic Affairs, BAPPENAS
2.	Dr. Sayuti Hasibuan (Vice Chairman)	Deputy Chairman for Manpower and Population,	Deputy Chairman for Human and Natural Resources
3.	Dr. Adrianus Mooy (Vice Chairman)	Deputy Chairman, for Fiscal and Monetary Affairs	Governor Bank Indonesia
4.	Dr. J. Soedrajad Djiwandono (Member)	Assistant I, Coordinating Minister for Economy, Finance & Industry/Chief Bureau of Monetary Affairs and State Finance, BAPPENAS	Junior State Minister of Trade Finance
5.	Ir. Sotion Ardjanggi (Member)	Director General of Multifarious Industries, Ministry of Industry	Director General of Multifarious Industries, Ministry of Industry
6.	Prof. Dr. Suhadi Mangkusuwondo (Member)	Chief, Research and Development Committee, Ministry of Trade	Staff, Institute for Trade & Management Development
7.	Dr. R.B. Suhartono (Member)	Chief, Industrial Research & Development Committee, Ministry of Industry	Chief, Industrial Research & Development Committee, Ministry of Industry
8.	Sutopo Juwono (Member)	Secretary General, Ministry of Manpower	Director General, Manpower's Social Insurance Agency
9.	Sugito, MA (Member)	Deputy Chairman for Planning and Analysis Central Bureau of Statistics	Deputy Chairman for Planning & Analysis, Central Bureau of Statistics
10.	Drs. Marzuki Usman, MA (Member)	Director, Financial Institutions, Ministry of Finance	Director Financial & Accounts Institutions, Ministry of Finance

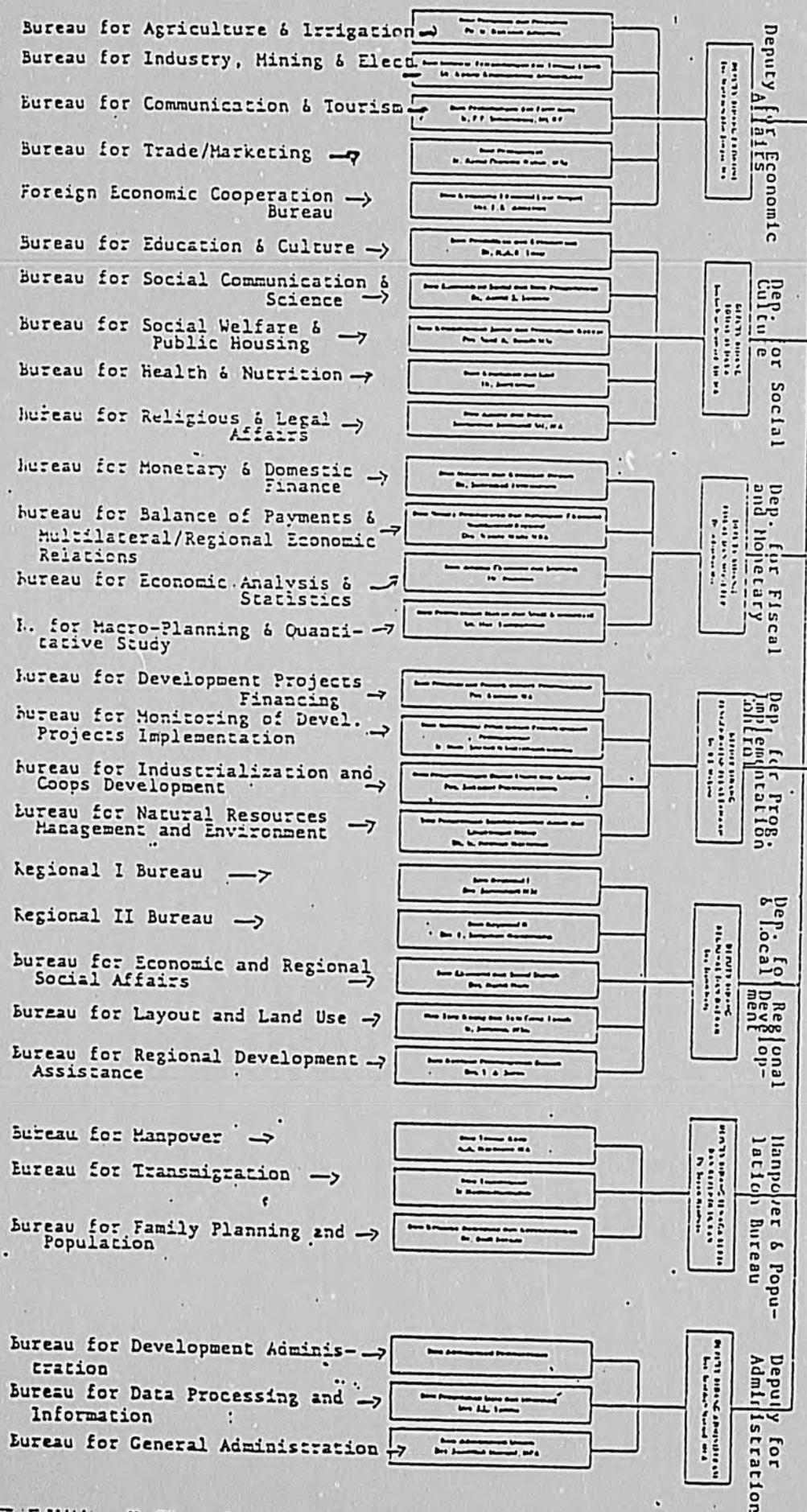
LIST OF DSP II TECHNICAL TEAM MEMBERS  
Decree of the Minister/Head of the National Development  
Planning Board (BAPPENAS) No.Kep.023/KET/5/1986

Attachment 7  
p.1

No.	Name	Position	
		1987	1990
1.	Dr. Boediono (Chairman)	Head, Bureau of Economic Analysis and Statistics, BAPPENAS	Deputy Chairman for Fiscal & Monetary Affairs, BAPPENAS
2.	Dr. Soekarno (Executive Secretary)	Staff, Bureau of Regional/Multilateral Economic Relations & Balance of Payment	Head, Bureau of Monetary Affairs and Public Finance BAPPENAS
3.	Dr. Ir. Bambang Purnomo Adiwijoto (Member)	Head, Bureau of Industry Mining & Electrical, Power, BAPPENAS	Head, Bureau of Industry, Mining and Electrical Power, BAPPENAS
4.	Ir. Ratna Djuwita Wahab, Msc. (Member)	Head, Bureau of Trade, BAPPENAS	Head, Bureau of Co-operatives and Commercial Development, BAPPENAS
5.	A.A. Machrany, MA, Dipl. E.D. (Member)	Head, Bureau of Manpower, BAPPENAS	Head, Bureau of Manpower, BAPPENAS
6.	Dra. Wanda Aswita Mulia, MBA (Member)	Head, Bureau of Regional/Multilateral Economic Relations & Balance of Payment	Assistant Minister for Development Budget/Head, Bureau of Regional/Multilateral Economic Relations & BOP.
7.	Dr. J.L. Tamba (Member)	Head, Bureau of Information & Data Analysis, BAPPENAS	Head, Bureau of Information & Data Analysis, BAPPENAS
8.	Dr. Hasudungan Tampubolon (Member)	Head, Bureau of Quantitative Studies and Macro planning	Managing Director Economic & Statistics, Bank Indonesia
9.	Ir. D. Bisuk Siahaan (Member)	Head, Data Processing & Analysis, Ministry of Industry	Head, Data Processing & Analysis, Ministry of Industry
10.	Drs. Zulkifli Siregar (Member)	Secretary to the Director General of Foreign Trade, Ministry of Trade	Secretary to the Director General of Foreign Trade, Ministry of Trade
11.	Drs. Moedjiman (Member)	Head, Bureau of Planning, Ministry of Manpower	Head, Bureau of Ministry of Manpower

No.	Name	Position	
		1987	1990
12.	Dr. Hananto Sigit (Member)	Head, Bureau of Analysis Development, Central Bureau of Statistics	Head, Bureau of National Accounts, Central Bureau of Statistics
13.	Dr. Soetatwo Hadiwigeno (Member)	Head, Bureau of Planning, Ministry of Agriculture	Director General Agency for Research and Development, Minister of Agricul- ture
14.	Dr. H.A.R. Tilaar (Member)	Head, Bureau of Education and Culture, BAPPENAS	Assistant Minister for Human Resource BAPPENAS
15.	Dr. Ir. Ali Rachman (Member)	Head, Bureau of Agri- culture and Irrigation BAPPENAS	Head, Bureau of Agriculture and Irrigation, BAPPENAS
16.	Ir. Haslim Hasbullah (Member)	Head, Bureau of Transmigration	Head, Bureau of Transmigration

BAPPENAS Organizational Chart with Translation

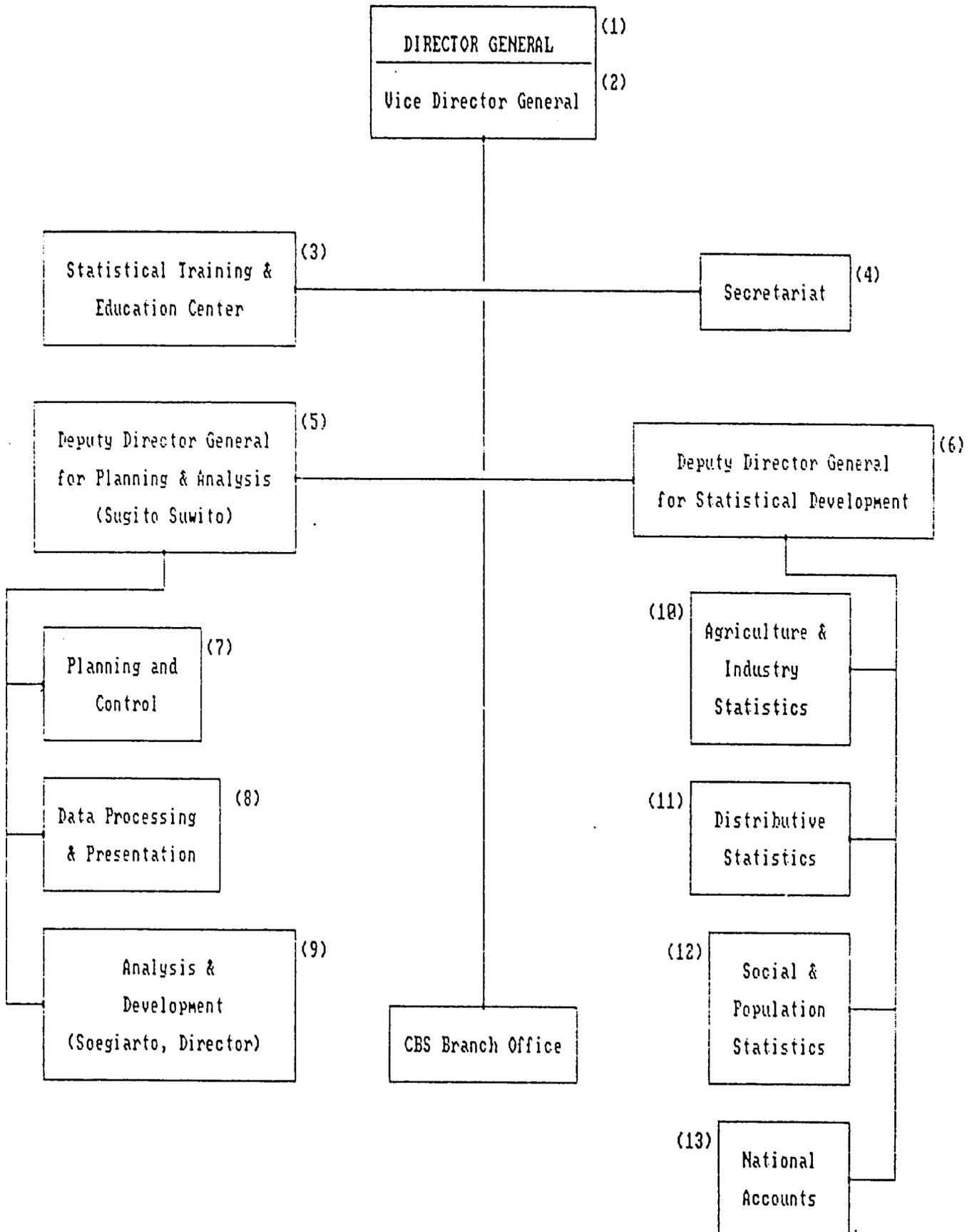


BAPPENAS Organizational Chart  
 with Translation

State Minister for the Order of  
 State Apparatus/Vice Chairman

Chairman

CENTRAL BUREAU OF STATISTICS (BPS)  
ORGANIZATION STRUCTURE



## RESEARCH ASSOCIATES and ASSISTANTS

NO.	N A M E	SEX	TITLE, INSTITUTION	POSITION IN DSP	D A T E S
1.	Dr. Suzanne Brenner	F	Anthropologist, Cornell Univ.	Research Associate	25 Feb 88 - 31 Aug 88
2.	Dr. S. Reksodiprodjo	M	Senior Lecturer, UGM, Yogya	Research Associate	1 Jul 88 - 19 Jul 88
3.	Moh. Syamsuddin, MA	M	Computer Specialist, PT SARANA SOLUSINDO, Jkt	Research Associate	1 Mar 88 - present
4.	Ir. Adiwaman Karin, SE, MBA	M	Assisant Lecturer, Institut Pertanian Bogor	Research Assistant	9 Dec 87 - present
5.	Drs. Triarko Hurlambang	M	Assistant Lecturer, University of Indonesia	Research Assistant	1 Oct 89 - present
6.	Ir. Sjamsuridjal	M	Physics graduate, Inst. of Technology, Bandung	Research Asst/BPS	1 Aug 89 - present
7a.	Eifa Rufiadi	M	Staff, Central Bureau of Statistics (BPS)	BPS Intern	15 Mar 88 - 30 Nov 88
7b.	-idea-		-idea-	Research Asst/BPS	1 Feb 90 - present
8.	Ir. Supriadi	M	Computer Specialist, PT SARANA SOLUSINDO, Jkt	Research Assistant	1 Jul 88 - 30 Sep 89
9.	Dra. Lisana Irianiwati	F	Assistant Lecturer, University of Indonesia	Research Assistant	9 Dec 87 - 8 Jan 90
10.	Drs. Hursyid Syamsudin	M	Economics graduate, University of Indonesia	Research Assistant	9 Dec 87 - 30 Sep 89
11.	Drs. Taufik Sunawinata	M	Economics graduate, University of Indonesia	Research Assistant	22 Jun 88 - 15 Dec 88
12.	Ir. Rendi Karyawan	M	Freelance writer of Economics	Research Assistant	9 Dec 87 - 31 Apr 88
13.	Drs. Sjahrudin Senat	M	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88
14.	Ir. Eiko Whisauliyadi, MSc	M	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88
15.	Ir. Hinawan Hariyoga	M	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88
16.	Dra. Hoeraini D. Husni	F	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88
17.	Dra. Irianti Baiquni	F	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88
18.	Dra. Suhartati Slamet	F	National Development Plan- ning Agency/BAPPENAS	BAPPENAS Intern	1 Dec 87 - 1 Dec 88

LOG FRAME FOR DEVELOPMENT STUDIES PROJECT

Narrative Summary

Goal:

To assist Indonesians in making more productive use of resources (public, private and donor).

Purpose:

1. To strengthen Indonesian policy formulation by improving the analysis of development issues, and consequently decision making and implementation by Indonesian institutions.

2. Through the involvement of Indonesians in studies, enhance the acceptability of analysis as an instrument of policy making.

3. To encourage greater involvement of private research institutions with public ones.

Outputs:

1. Completed studies on development topics.
2. Identification of new and implementable approaches to development problems.
3. Strengthened environment for continued Indonesian (and bilateral) policy discussions.

Inputs:

1. Studies, seminars, workshops, small experiments, translations, and publications.
2. Consultants, study tours
3. Funding, mission support.

Objectively Verifiable Indicators

Goal:

Drafting of new (or altered) policies and programs.

Purpose:

1. Better and more frequent operational definition of development efforts.
2. Indonesian counterpoint initiative improves acceptance of studies' conclusions

Outputs:

1. Completed seminars, studies, experiments training are material in helping policy makers to strengthen development decisions.
2. Studies, experiments, publications completed, seminars and workshops held.
3. Indonesians undertake study tours.

Inputs:

T.A.	\$2,500,000
Seminars, workshops	\$ 200,000
Other costs	\$ 300,000
	\$3,000,000

Means of Verification

Goal:

Issuance of government plans, policies and programs.

Purpose:

1. Policy changes and programs undertaken in areas that studies focused on.

Outputs:

Evaluations

Inputs:

USAID Budget  
Other costs

Assumptions

Goal:

1. Indonesian institutions willing to consider policy and program implications suggested by studies.

Purpose:

1. GOI amenable to USAID financing policy-related studies for GOI and other institutions.
2. Indonesians and USAID agree on problem areas to be studied.
3. Indonesians perceive that the quality of outputs is high, and are willing to make use of results.

Outputs:

1. Studies will provide realistic solutions to identified problems.
2. Problems can be discussed openly in seminar setting, maybe involving other donors.
3. Indonesian experts contribute to project.
4. Indonesians attend seminars.
5. Quality experts will be identified and hired.

Inputs:

1. AID/Mission will approve project and provide adequate funding.
2. Indonesians will identify problem areas to be studied and undertake studies.

(Definitional note: The term studies refers to the use of consultants, studies, seminars, small experiments, publications, and foreign travel for conferences, training and study tours.)

Source: Annex II of the Project Paper (Development Studies Project No. 497-0340), June 1983, p. 23.

1372.004

## SUMMARY OF PIL # 82 ALLOCATION FUND

RP #	BUDGET	DSP/DEG	(Rupiah) BAPPENAS	BPS		(US\$)*
I	HARDWARE	66,008,950	0	0		38,829
II	DATABASE	50,904,500	0	0		29,944
III	SURVEY	0	0	25,452,250		14,972
IV	WAGE	0	0	5,761,388		3,389
V	SAM 1985	0	0	25,136,809		14,786
VI	SAKERNAS	0	0	27,216,383		16,010
VII	RESEARCH	64,256,600	0	0		37,798
VIII	COLLABORATOR	66,963,618	0	0		39,390
IX	RESEARCH ASST	109,277,775	0	0		64,281
X	DATA TRANSFER	0	0	18,676,110		10,986
XI	SOFTWARE I	17,252,453	0	0		10,149
XII	PATANAS	11,683,000	0	0		6,872
XIII	LABOR SURVEY	57,580,500	0	0		33,871
XIV	INDUSTRY SURVEY	0	0	32,699,048		19,235
XV	SAKERNAS	0	0	10,895,000		6,409
XVI	VO TABLE	0	0	2,934,000		1,726
XVII	DATA TRANSFER	42,249,690	0	0		24,853
XVIII	RESEARCH ASST	86,737,000	0	0		51,022
XIX	SOFTWARE II	9,027,000	0	0		5,310
XX	BUILDING MACRO	0	50,448,000	0		29,675
XXI	TASK FORCES	0	91,400,000	0		53,765
XXII	DATA EVAL GROUP AT BPS	0	0	56,880,000		33,459
XXIII	PC'S AT BPS	0	0	119,340,000		70,200
	TOTAL RPS APPROVED	581,941,086	141,848,000	324,990,988	1,048,780,074	616,929
	TOTAL USED (FEB'90)	423,449,910	11,558,220	130,475,871	565,484,001	332,638
	TOTAL UN-USED	158,491,176	130,289,780	194,515,117	483,296,073	284,292

TOTAL PIL # 82 BUDGET = 2,181,300,000 \$1,283,118  
TOTAL RPS APPROVED (FEB'90) = 1,048,780,074 \$616,929

TOTAL REMAINING BALANCE OF BUDGET = 1,132,519,926 \$666,188

\* Conversion rate average Rp.1,700/\$1.00

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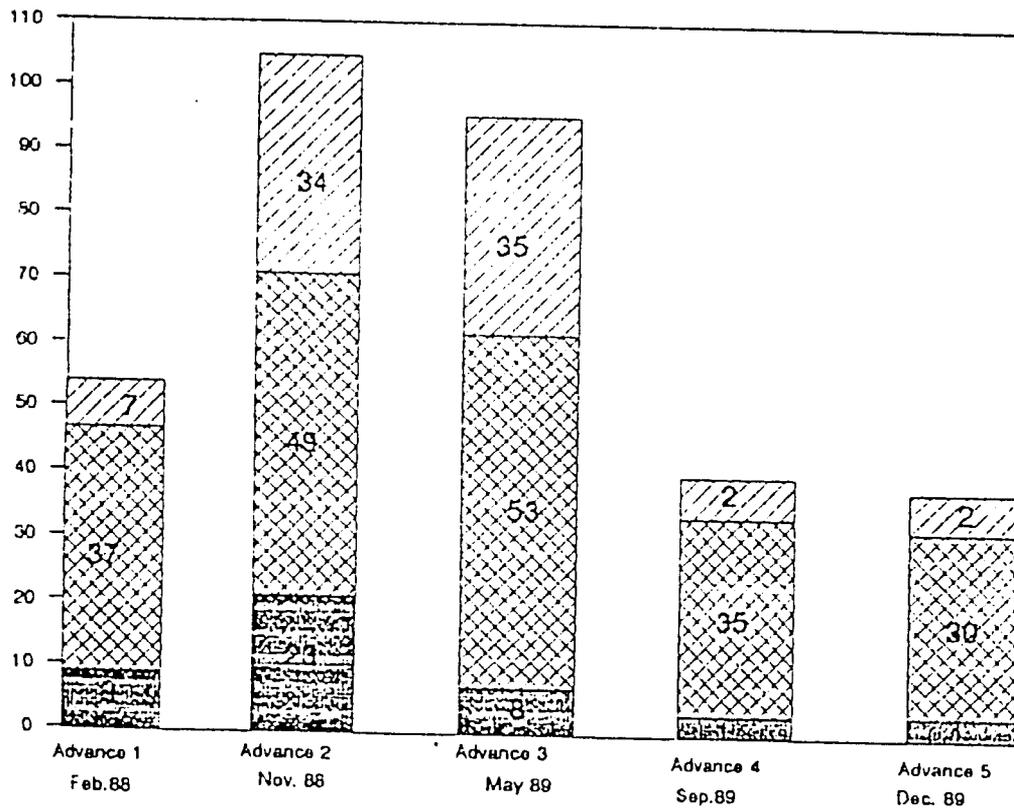
## Months Required for Approval of RPs Initiated by BPS

	Cluster of RPs	Date of First Submission	Date of Signing at BAPPENAS	Total of Months for Approval
A	III,IV,V,VI,X	Dec. 12, 1987	Jan 14, 1988	1
B	Revision of III	Sept. 15, 1988	Oct 15, 1988	1
C	XIV	April 1, 1988*	Aug. 18, 1988	4.5
D	XV,XVI,XVII	Nov. 15, 1988	June 15, 1990	7
E	XXII,XXIII	Dec. 19, 1989	Feb. 7, 1990	1.5

\* Revised July 21 – Revision may reflect rethinking at DSP

### Flow of Financial Documents PIL #82 and Time Consumed

Days



-  Advance Request approved by BAPPENAS (DEG-BAPPENAS-DEG)
-  Advance Request processed by AID (DEG-AID-BAPPENAS)
-  Check issued to DSP (BAPPENAS-DEG)

Prepared by DSP II administrator

## MACRO ECONOMIC MODELLING TASK FORCE

## List of BAPPENAS Staff under DSP-II Training

SUB-GROUP	NAME	TEL.EXT.	BUREAU/ROOM NO.
INDUSTRIAL SECTOR	Budi Sektiadji		Quantitative Study and Macro Planning
	Daan Pattinasarani	233	Information and Data Processing
	Leo	436/437	
	Suhartati Slamet		Quantitative Study and Macro Planning
	Tuti Riyati	446/447	Economic Analysis and Statistics
MONETARY	Boby Hamzar	434	Monetary and Finance
	Imarita Trihanda	442	Balance of Payment and Multilateral Reg. Econ.
	Ibnu Budiono	446/447	Economic Analysis and Statistics
	Irawan Kadiman	435	406
	John Patty	436/437	
	Onny Noyorono	435	406
BALANCE OF PAYMENT	Daru	436/437	
	Imarita Trinanda	442	Balance of Payment and Multilateral Reg. Econ.
	Rizal	446/447	412
	Sumijati	446/447	Economic Analysis and Statistics
	Tubagus A. Chusni	446	Economic Analysis and Statistics
FISCAL	Bambang Priambodo	435	406
	Edid	446/447	Economic Analysis and Statistics
	Robert Simandjuntak	435	406
	Wismana Hadi	434	Monetary and Finance

Started: MAY 1989

Updated: JANUARY 1990

Principals from Bappenas

- Dr. Budiono - Deputy Chairman for Fiscal and Monetary Affairs  
 Prof. Dr. Wan Usman - Director of Task Force  
 Dr. Soekarno - Bureau Chief of Monetary Affairs and Public Financing

Principals from DSP-II

- Prof. John Harris - Policy Analyst and Project Coordinator  
 Dr. Alec Hansen - Policy Analyst  
 Ir. M. Syamsuddi - Research Associate

**RURAL FINANCIAL SERVICES**  
List of BAPPENAS Staff working closely with DSP-II

SUB-GROUP	NAME	TEL.EXT	BUREAU/ROOM NO.
RURAL FINANCIAL SERVICES	Tuli Riyati	446/447	Economic Analysis and Statistics
	Oni Noyorono	435	406
	Bambang Priambodo	435	406

Started: DECEMBER 1989

Updated: JANUARY 1990

Principals from BAPPENAS:

Dr. Boediono           - Deputy Chairman for Fiscal and Monetary Affairs  
Dr. Soekarno           - Bureau Chief of Monetary Affairs and Public Financing

Principals from DSP-II

Dr. William Wallace   - Policy Analyst and Deputy Team Leader

## NAMES OF PERSONS INTERVIEWED

1. Dr. Boediono, Deputy Chairman for Fiscal and Monetary Affairs, BAPPENAS; Chairman, DSP II Technical Team
2. Anil Deolalikar, Ph.D., DSP II Employment Policy Advisor
3. Prof. Dr. Rustam Didong, Deputy Chairman for Economic Affairs, BAPPENAS; Chairman, DSP II Steering Committee
4. Peter Gajewski, Chief, Economic Policy Support Office, USAID
5. E. Martin Godfrey, Ph.D., DSP II Employment Policy Advisor
6. Alec L. Hansen, Ph.D., DSP II Data Analyst and Policy Advisor
7. John R. Harris, Ph.D., DSP II Employment Policy Advisor Team Leader, Co-Coordinator (Interviewed by telephone)
8. Prof. Dr. Sayuti Hasibuan, Deputy Chairman for Manpower and Natural Development, BAPPENAS; Chairman, DSP I Steering Committee
9. James Hradsky, Project Development Officer, USAID
10. Yahya M. Jammal, Ph.D., DSP II Statistical Analyst
11. Leroy P. Jones, Ph.D., DSP II Team Leader and Industry Policy Advisor (Interviewed by telephone)
12. Alexander Kornis, Ph.D., DSP II Economic Statistics Advisor
13. George E. Lewis, Chief of Program and Project Support, USAID
14. Mari Pangestu, Deputy Director, Inter University Center Department of Economics, U.I.
15. Gustav F. Papanek, Ph.D., DSP II Project Director, 1987-1988 (Interviewed by telephone)
16. Lee Ann Ross, Ph.D., Mission Economist, Economic Policy Support Office, USAID
17. Martin Sirait, Project Officer, DSP, Economic Policy Support Office, USAID
18. Soegiarto M.A., Director, Bureau of Analysis & Methodology Development, Central Bureau of Statistics
19. Prof. Dr. Sugijanto Soegijoko, Deputy Chairman for Regional Development, BAPPENAS

20. Alan Strout, Ph.D., DSP II Acting Team Leader/Employment Policy Advisor
21. Sugito Suwito, Deputy Director General for Planning & Analysis, Central Bureau of Statistics
22. Muhammad Syamsuddin, DSP II Research Collaborator
23. Dr. J.L. Tamba, Bureau of Information and Data Analysis, BAPPENAS
24. William E. Wallace, Ph.D., Deputy Team Leader, DSP II Trade & Industrial Policy Advisor
25. David R. Wheeler, Ph.D., Team Leader, DSP II Trade & Industrial Policy Advisor, Co-Coordinator (Interviewed by telephone)
6. Drs. Sabdono Y. Wibowo, DEG/DSP II Administrator
7. Dr. Sukarno Wirokartono, Head of Bureau for Monetary Affairs and State Financial Affairs, BAPPENAS; Secretary, DSP-II Technical Team



## PARTIAL LIST OF DOCUMENTS CONSULTED

DSP Project Quarterly Reports Numbers 1 through 9 covering period June, 1987 through August, 1989.

Mid-Term Evaluation Report DSP Phase I, December 1988.

USAID Project Paper Amendment, Development Studies Project, June, 1986.

USAID Country Development Strategy Statement, Indonesia, FY 1989 - FY 1990, USAID/Indonesia, January 1988.

Selected Outputs of DSP II Project including Papers, Research Memos, and Policy Memos.

USAID/I Proposed Program Performance Contract 1990 Targets.