

**BIBLIOGRAPHIC DATA SHEET****1. CONTROL NUMBER**

PN-AAJ-365

**2. SUBJECT CLASSIFICATION (695)**

DD00-0000-0000

**3. TITLE AND SUBTITLE (240)**

Management development and training for program planning and implementation: a workshop to review lessons and applications of experience

**4. PERSONAL AUTHORS (100)**

Hannell, J. P.; Murray, Thomas; Nagle, William

**5. CORPORATE AUTHORS (101)**

Public Administration Service

**6. DOCUMENT DATE (110)**

1980

**7. NUMBER OF PAGES (120)**

132p.

**8. ARC NUMBER (170)**

658.H243

**9. REFERENCE ORGANIZATION (130)**

PAS

**10. SUPPLEMENTARY NOTES (500)**

(Reviews AID-sponsored pilot management development and training projects in Egypt, Nepal, Ghana, Indonesia and Jamaica)

(Funded as part of the Managing Planned Agricultural Development Project)

(Related to PN-AAJ-366)

**11. ABSTRACT (950)****12. DESCRIPTORS (920)**

Egypt	Project management
Nepal	Development
Ghana	Rural areas
Indonesia	Appropriate technology
Jamaica	Agriculture
Management training	

**13. PROJECT NUMBER (150)**

931020900

**14. CONTRACT NO.(140)**

AID/ta-C-1350

**15. CONTRACT TYPE (140)****16. TYPE OF DOCUMENT (160)**

PN- AAT- 365

658  
H242

Management Development and Training  
for  
Program Planning and Implementation

A WORKSHOP TO REVIEW  
LESSONS AND APPLICATIONS OF EXPERIENCE

**Public Administration Service**  
1776 Massachusetts Ave., N.W., Washington, D.C. 20036 (202) 833-2505  
1313 East Sixtieth St., Chicago, Illinois 60637 (312) 947-2121

Management Development and Training  
for  
Program Planning and Implementation

A WORKSHOP TO REVIEW  
LESSONS AND APPLICATIONS OF EXPERIENCE

Organized by  
Public Administration Service for  
The Office of Rural Development and  
Development Administration under  
Contract AID/ta-C-1350

September 1980

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## INTRODUCTION

Over the past several years the Agency for International Development has encouraged the testing of approaches to management development and training. Many such activities have arisen from country-level definition of development needs addressed by host country/USAID projects. Others, including the five described in the materials of this Workshop, involved collaboration among host country institutions, USAID Missions and the "field support" resources of the Office of Rural Development and Development Administration of the Development Support Bureau (DS/RAD).

One of the objectives of the Workshop is simply to summarize these five pilot activities, to share what has been learned from them, and to explore with you what use might be made of this experience to help meet the management development and training needs of this country. Also, on behalf of DS/RAD, we seek your collaboration in making recommendations and in identifying priorities for future A.I.D. work in management development and training.

The invitation to collaborate is genuine. We carry out these workshops with no intent to advocate a particular formula or any special recommendation. Rather, we have a clear request to report back to Washington on whatever you recommend. Similarly, Public Administration Service, although involved in one of the pilots, is, in this workshop role, acting only as convenor, synthesizer and catalyst.

We want this time to be as valuable for you as possible. Regard it, if you will, as an opportunity to spend some uninterrupted time with colleagues to examine management training needs and to reach some tentative conclusions on how best to address them. If the workshop provides that occasion, then our presence, the experience we have had in other training projects, and the reports we bring you of still other projects may prove useful.

It is not difficult for us to plead modesty in an area where there are few absolutes and limited relevant experience. If management training is considered among the newest of disciplines in industrialized society, its application to the developing world and in rural settings has made only early, cautious beginnings.

Among issues that may deserve discussion in the course of the workshop are the following:

1. Planning vs. implementation.

Within AID, as within most governments and international development agencies, planning continues to receive more constant and sophisticated attention than

does implementation. Planning has long been accepted as a necessary tool of public sector development. Earlier international public administration programs placed heavy stress on planning techniques. Indeed, budgets and allocations and appropriations demand some kind of plans, some rational justifications of future actions and expenditures. But effective implementation is equally needed. Can the existing balance be improved? Are planning techniques working? Do we have sound approaches to the improvement of implementation?

## 2. Appropriate management technology.

David C. Korten, formerly with Harvard's Institute for International Development, argues that the U.S. public administration technologies that were exported to developing countries in the 60's were "inappropriate both to the task of development and to the environment in which they were to be used."<sup>1/</sup> The emphasis on rules, procedures, formal structures, PPBS and formal organizational specifications, he said, were better suited to system improvement within well institutionalized socio-political systems than to the need of third world nations for system development. In short, he said, the strongest and most readily available analytical and administrative technologies tended to shape the definition of the development problem rather than the reverse.

What he terms an inappropriate transfer of technology tended to neglect, among other basic requirements, "the need to organize urban and rural poor for participation in making policy decisions affecting their lives." It is significant that Korten highlighted this neglect. In describing its own program in the context of AID's overall mission, the Office of Rural Development and Development Administration describes rural development "at its best" as employing "a process in which the poor themselves are involved in setting priorities, mobilizing resources and planning, implementing and evaluating activities intended for them."

## 3. Sectoral applications.

To what extent are management development approaches sector or technology-specific? Are management needs in agriculture greatly different from those in health? In industry? In integrated rural development?

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<sup>1/</sup>"Toward a Technology for Managing Social Development," paper presented to meeting of the Management Institutes Working Group on Population and Development Management, Caracas, Venezuela, July, 1977.

The Workshop has been organized and planned by Public Administration Service. It is funded as part of the DS/RAD Managing Planned Agriculture Project (popularly known as Agriculture Sector Implementation Project--ASIP). The generous cooperation and support of host country institutions and the USAID Mission are gratefully acknowledged.

The specific purposes of this Workshop are to:

1. Disseminate the experiences of five AID-sponsored management development and training activities;
2. Consider applications of these activities and the experience derived from them to new and on-going efforts to strengthen management performance; and
3. Identify recommendations and priorities to guide AID in considering future activities in management development and training.

Included are brief summaries of the projects, their results and lessons learned from them. Fuller descriptions of the projects and their methodologies as well as some relevant appendix material are also available.

Our hope, in carrying out this Workshop, is that it will be relevant to the work of those who participate, and that it will produce practical insights and approaches to the increasingly complex issues of planning and implementing development activities.

John P. Hannah, Public Administration Service  
Thomas Murray, Consultant, Office of Rural  
Development and Development Administration  
William Nagle, Independent Consultant

**PILOT PROJECT SUMMARIES**

Title: Agricultural Sector Implementation Project

Dates: 1977-1980

Carried Out By: Public Administration Service

### Summary Description

The Agricultural Section Implementation Project (ASIP) was developed to test a model for improving agricultural planning and management performance. The ASIP model is a structured approach to identifying and applying the learnings of previous agricultural development planning and management experience in order to improve the performance and impact of future activities. The basis of the model is applied research which is carried out to identify those factors that have contributed to the achievement of agricultural development objectives.

The ASIP model defines the products of research as "successful practices" for planning and implementing agricultural and rural development activities. The objectives of the model (see Appendix 1) are (1) to identify, through field research, practices that have been successfully applied to overcome agricultural development problems, (2) to disseminate to planners and managers, through training or other means, the products of the field research, and (3) to provide follow-up consultation and support in applying successful planning and management practices to specific agricultural activities.

The activities of the ASIP program in Egypt and Nepal were:

- Compiling country-specific examples of successful planning and management practices into supplements to a general reference book;
- Training local training teams in ASIP training, research and consultancy methods;
- Training groups of agricultural planners and managers in skills and methods for applying successful practices to agricultural activities--the Management Skills Development Program; and
- Assisting selected local institutions establish a capacity to implement and carry on the ASIP training, research and consultancy methods introduced in the project.

## Results

- A general reference book of successful planning and implementation practices identified from a literature search of approximately 1700 references. Published in 1976 as Managing Planned Agricultural Development and translated into French and Spanish.
- Training of local trainers in ASIP training methods--6 trainers were trained in Egypt and 10 in Nepal.
- Pilot testing of a two week general management skills training curriculum based on the "Systematic Approach" (see Appendix 2)--approximately 200 mid-level managers received the training in Egypt; 117 attended the courses in Nepal.
- Identification and compilation of country-specific examples of successful agricultural planning and management practices--a 75 page supplement to the general reference book has been produced in Nepal and a modest Egyptian supplement is expected to be begun by July 1980.
- Development of potential local institutional capacities to continue to train planners and managers in ASIP methods--Agricultural Projects Service Center in Nepal and the Training Department, Ministry of Agriculture in Egypt.
- Numerous training materials, informational brochures and articles describing the ASIP program.

## Considerations For Future Application

1. The ASIP model as a strategic process for identifying and applying successful practices of past experience in planning and managing agricultural activities is promising; however, in order to test the impact of the model it is necessary to further define and implement an on-going information/evaluation system to determine and respond to specific local needs and priorities.
2. There is the need for technical advisors with a strong orientation and experience in applied field research, broad-based training and consultancy skills, and experience to help adapt and implement the ASIP approach to client institution requirements.

The primary aim of the ASIP model is "on-the-job-in-the-organization" applications of field research and training products. This requires attention to developing and implementing locally-appropriate methods for follow-up consultancy which are not now a well-defined part of the ASIP model.

3. The specific value of the management skills training which has been the major activity of the ASIP project in Nepal and Egypt is due in large part to the fact that it develops skills and habits that are very much needed and are basic to most management work. In this respect, ASIP training is a very effective "opening wedge" or "base-builder" for a more specifically-targeted, comprehensive program for improving institutional and individual performance in planning and managing development activities. What is required, however, and the major lesson of the project, is that the ASIP model needs to be applied in each country to respond to specific priorities within the context of the overall planning and management process.

Title: Economic/Rural Development Management

Dates: 1977-1982

Carried Out By: USAID Mission and U.S. Department of Agriculture

### Summary Description

The Economic/Rural Development Management Program (ERDM) was developed to facilitate the full implementation of the 1974 Local Government Act--an act aimed at decentralizing authority for planning and administering development activities. The purpose of the program is to establish training and consulting services in development planning and management in each of the country's eight regions for district and regional-level officials and for the popularly elected district and regional council members.

The program is being carried out in two cycles. Cycle I (1977-1979) focused on the training of three-member, interdisciplinary Ghanaian training teams assigned to each region and training of district-level personnel in basic management and administrative skills. Cycle II (1980-1982) will emphasize practical, operational support and assistance by the Ghanaian teams to participants and their organizations on planning and management problems.

### Results

- 8 Ghanaian training/consulting teams have been established and have conducted training programs for regional and district-level participants;
- 1998 Ghanaians have participated in workshops held in 63 of the country's 65 districts;
- Evidence of improved communication and cooperation between district councils and regional and district department heads;
- At least two specific projects--rural electrification and maintenance of fishing boats--have been implemented as a direct result of the training/consultancy services provided by the Ghanaian teams.

Considerations For Future Application

1. Management development and training programs which are national in scope should be an integral part of the civil service system in order to provide stable career opportunities for the trainer/consultants.
2. Training outside the country, frequently included in programs as an incentive, frequently results in overtrained and subsequently underutilized participants. Regional training opportunities are frequently a more appropriate alternative.
3. Follow-up consultations are critical to support the application on-the-job of skills introduced in the training.
4. Training should be directed to institutionalized working groups in order to maximize the training on the job. That is, teams that work together should be trained together.

**Title:** Training of Trainers in Project Planning  
(One of two management training activities under the  
Provincial Area Development Program.)

**Dates:** July-August 1979

**Carried Out By:** Development Alternatives Inc. and the U.S. Department of  
Agriculture's Development Project Management Center

### Summary Description

A high priority of the Government of Indonesia is to focus on efforts that will directly benefit the landless and near landless rural population. Attempts to decentralize and place major responsibilities at the district and sub-district levels have been hampered by an inability on the parts of provincial, district and sub-district officials to adequately plan development projects and prepare project documents. Officials of the Provincial Area Development Program--then only 14 months old--also saw the need to convey an awareness and understanding of the program's rationale and purpose and how this program would complement rather than compete with the Government of Indonesia's more centrally-planned programs of established agencies.

### Results

- 15 provincial staff trained in: designing and organizing training/consulting activities, project identification and planning approaches;
- 5 three-person teams have been established and are now providing scheduled project planning assistance to approximately 150 district and sub-district staff which is expected to result in the preparation and submission of completed project documents by September 1980;
- Project identification and planning worksheets have been developed and tested (see Appendix 3).

### Considerations For Future Application

1. Implementation of decentralization strategies is facilitated through opportunities for direct communication among provincial, district and sub-district officials.

2. Training of trainers programs whose designs are developed with the participation of the future trainers affords them opportunities to more quickly assume ownership and responsibility for the content and approach of training designs they will use in training others.
3. When provided a structured context within which to do it, participants can demonstrate inherent planning and organizing skills.
4. Because the training was designed in-country and ownership was shared with participants, the required time for external consultants was greatly minimized.

**Title:** Project Monitoring Development  
(One of two activities carried out as part of the Provincial Area Development Program.)

**Dates:** April-May, 1980

**Carried Out By:** Development Alternatives, Inc.  
U.S. Department of Agriculture's Development Project Management Center

### Summary Description

As a follow-up to the training/consultancy in project planning, the Government of Indonesia identified the need for reviewing and making recommendations to improve the capability of provincial, district and sub-district institutions to monitor small-scale integrated rural development projects. It was recognized that monitoring procedures developed for centrally-planned projects were not readily adaptable to the particular requirements for monitoring projects planned and managed at the provincial and sub-provincial levels. The purpose of this activity was to assess the requirements for monitoring projects developed as part of the Provincial Area Development Program and to recommend and define a strategy for monitoring project performance and impact.

### Results

- Assessment of needs and requirements for improved monitoring carried out at national and provincial levels;
- Strategy identified, defined and subsequently approved by Government of Indonesia for developing and pilot testing over a twelve-month period a monitoring and reporting system for small-scale integrated rural development projects (see Appendix 4).
- Institutional responsibilities identified and implementation begun in designing a pilot monitoring system (see Appendix 5).
- Example monitoring and reporting model developed (see Appendix 6).

### Considerations For Future Application

1. A common assumption underlying monitoring activities is that projects can and should be rather precisely planned

("blueprinted") and that the projects could and should be implemented according to plan. The "purpose" of monitoring, then, is to determine if projects are "on-track-on-time" and to take whatever corrective actions may be required to conform the project activities with the original project plan. Thus, project managers, implicitly or explicitly, are held accountable to the original project plan. As any deviation from the plan signals implementation problems, it is not surprising that most project managers not only feel threatened by monitoring, but are reluctant to report (and thereby be identified with) problems.

2. Monitoring is most frequently viewed as the primary means for maintaining accountability of project activities (and project managers) to higher-level institutions, including those responsible for the original planning and, ultimately, the funding sources. Project managers (and the activities they manage) are seldom held accountable to the beneficiaries whose needs the project was designed and funded to meet. Thus, decisions about corrective actions to be taken during the course of project implementation are most frequently made by, or in response to, institutions and individuals furthest removed from the actual project environment.
3. Given the experimental nature of many integrated rural development projects and the complex environment in which they are carried out, the projects should be viewed as developmental learning systems planned on the basis of the best available information at the time but implemented with the understanding that modifications to the original plan will most likely be required. Project managers should be able to view necessary deviations from the original plans, not just as problems attributed to their performance, but as essential learnings. In short, project managers should regard their accountability as being to the project objective rather than to the project plan.
4. Efforts should be made to try and identify ways to establish project performance accountability to beneficiaries as well as higher-level authorities. In part, this reorientation involves establishing a two-way flow of data and information: from the project manager upwards to district, provincial, and national institutions, and downwards to the project beneficiaries. In part, it also simply requires sharing more of the data and information presently being collected (but sent only upwards) with the beneficiaries.

**Title:** National Planning Project

**Dates:** 1976-1980

**Carried Out By:** USAID Mission and the U.S. Department of Agriculture's  
Development Project Management Center

### Summary Description

Jamaica faced the need to attract and mobilize capital for development financing. The Government's ability to attract external capital from donor agencies was seen largely as depending on the capabilities of institutions to prepare and present sound projects to lenders and to demonstrate improved performance in project management. The purpose of this program was to assist Jamaican government institutions to improve their abilities to identify, prepare and manage development projects.

The program was carried out utilizing an "action-training" approach characterized by an emphasis on in-country, on-the-spot training of persons actually responsible for "live" projects. To carry out action-training an interdisciplinary training/consultancy team, the Project Development Resource Team (PDRT), was set up within the Government of Jamaica.

### Results

- Project Planning Workshops: 42 projects were assisted and 196 Jamaicans received project planning training;
- Project Implementation Workshops: 28 projects were assisted and 152 team members trained;
- Consultations on Problem Solving: provided to projects in the planning phase and 140 people received training;
- Consultations on Project Implementation: assisted 20 projects and trained 98 team members (see Appendix 7).
- Seminars on planning, implementation and management attended by over 550 project personnel;
- Systematic process and standardized documents for identifying and initially appraising projects-- Project Profile--developed and adopted by Government of Jamaica (see Appendix 8);

- Comprehensive set of training materials and modules developed (see Appendix 9).

### Considerations For Future Application

Every country has special needs and circumstances which have to be reflected in a country project management training program. But the Jamaican experience has made it clear that there are substantial advantages in linking training with actual projects in a close relationship with responsible country organizations. The following considerations, based on the project team's own assessment will influence the design:

1. The action-training approach is most appropriate when there is a commitment, at various levels, to achieving greater country project capability.
2. A measure of commitment at higher levels is the willingness and ability to provide sufficient incentives for members of the required staff.
3. If at all possible, the PDRT type organization should be headed by a host country national who is responsible for the total administrative effort from the very beginning.
4. Where condition 2. and 3. cannot be met, a more prolonged effort should be planned and special efforts must be made to reduce dependency tendencies that are likely to develop.
5. There is a substantial advantage in locating the PDRT in a central agency of the Government or in an organization that is closely linked to such an agency, so that there is legitimacy given to the coordinating role for improvement of the project system. Under some circumstances, the PDRT might be advantageously attached to a non-civil service unit closely aligned with a central government agency.
6. The coordinating role of the PDRT can best be carried out if it is oriented toward offering services to clientele who have the responsibility for planning and carrying out projects.
7. The PDRT should be a small unit. As procedures become settled, it is desirable that the PDRT work to facilitate the transfer of the teaching and substantive procedures to other training agencies but continue to perform a support

and innovative role. In this way the PDRT can serve as a catalyst to existing training facilities such as institutes and universities.

8. For the first two years it is important to minimize turnover of the PDRT personnel. At a later point, movement out of the PDRT into other agencies can be highly beneficial.
9. The role and length of stay of expatriates should be tailored to the availability of local skills. There should be a strong bias in favor of greater reliance on local personnel. Countries with a substantial reservoir of technical skills may not require resident expatriate assistance. Countries that are desperately short of technical skills may have to postpone the use of local personnel as members of the PDRT.
10. The action-training approach can facilitate responsible decentralization of planning and implementation of projects, provided a framework has been established centrally as part of the total effort.
11. Attachment of the PDRT to a project liaison and development office in USAID rather than to an administrative office is advisable. The nature of the USAID attachment is very important because there must be continued interest in the project and knowledge about its progress or lack thereof, if the project is to reach its full potential in the host country.
12. Key skills to be provided for are those of systems design and organizational development (OD) as well as the interdisciplinary skills of project management.

**SUMMARY ISSUES AND APPROACHES**

Issues	EGYPT & NEPAL ASIP	GHANA ERDM	INDONESIA Training of Trainers	INDONESIA Project Monitoring	JAMAICA
Central Government policy to decentralize hampered by lack of skills at district level.		X	X	X	
New district level duties include project planning.		X	X		
Duties include project implementation and monitoring.				X	X
Expressed need for improved understanding and communication among agencies and between levels of Government. (Vertical and horizontal linkages.)		X	X	X	
Widespread need for training in general management skills.	X	X			
Need for specifically targeted skills training.		(Second Phase) X	X	X	X

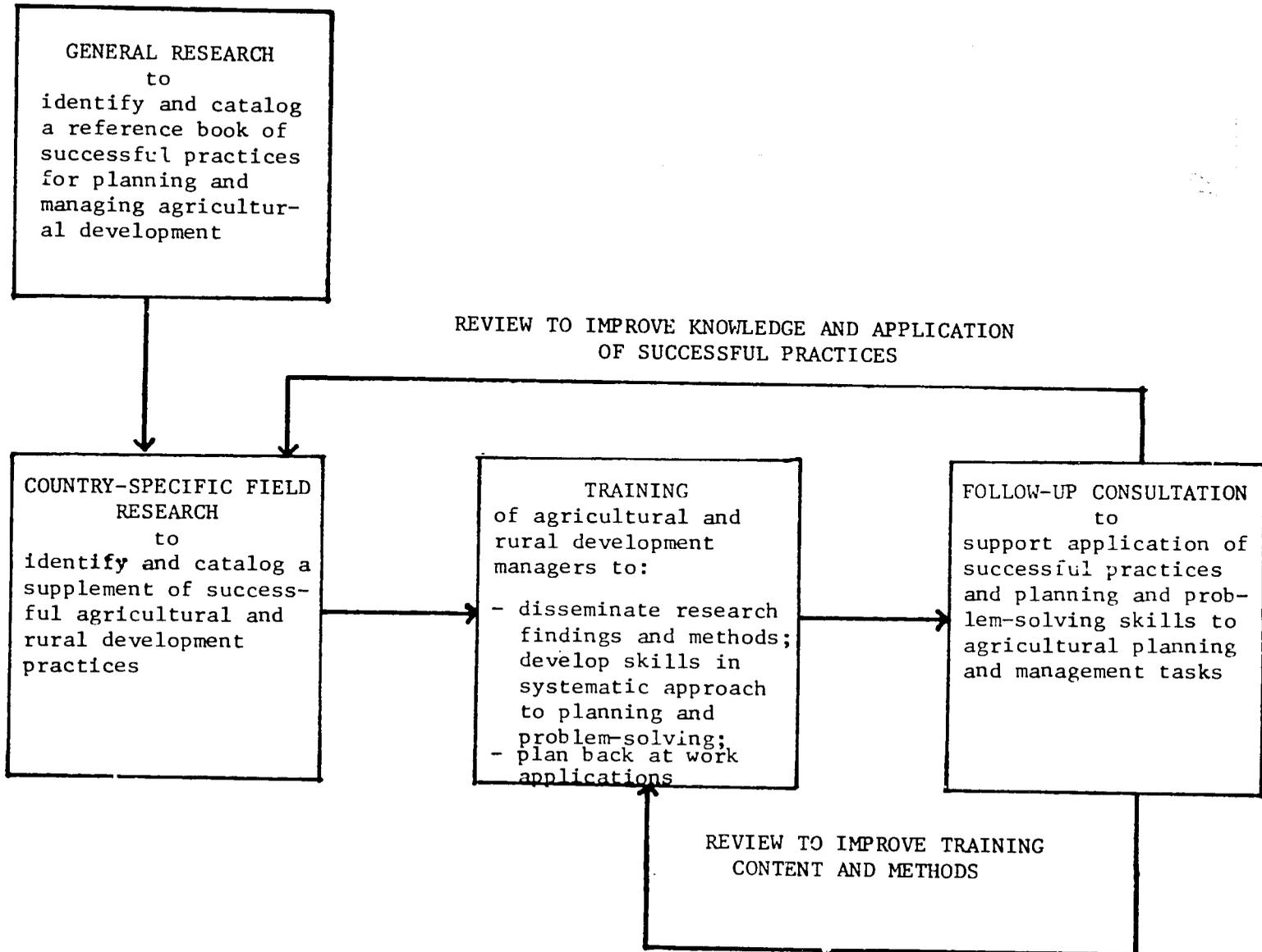
Approaches	EGYPT & NEPAL	GHANA	INDONESIA	JAMAICA
Started with pre-designed model.	X	X		X
Program model/strategy emerged from in-country needs assessment.			X	
Trainees involved in final design.			X	
Used expatriate team to train the trainer.	X	X	X	X
Short-term			X	
Long-term; stayed on as resources	X	X		X
Provided for follow-up consultancy and operational support.	X	X	X	X
Close link of training with operational projects.			X	X
Implementation team was interdisciplinary.				X
Institutionalized internal evaluation and monitoring component.			X	

**Appendix 1**

**ASIP MODEL**

Appendix 1

ASIP MODEL

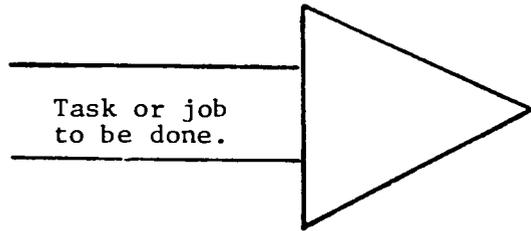


Appendix 2

ASIP SYSTEMATIC APPROACH

Appendix 2

A SYSTEMATIC APPROACH TO GETTING THINGS DONE AND  
ACHIEVING AIMS



AIMS

SET AND AGREE AIMS

Why are we doing this? In order to....  
What do we want to end up with?

INFORMATION	WHAT DO WE NEED TO KNOW? What is already known? What do we need to find out? When and where do we find out?
WHAT HAS TO BE DONE W.H.T.B.D.	WORK OUT W.H.T.B.D. What steps do we need to take to do this task? Which steps come first?
PLANNING	AGREE PLANS. Who will take each step? When? Where? How?
ACTION	CARRY OUT THE PLAN.
REVIEW TO IMPROVE	PLAN TO IMPROVE. Is the job finished? If not what more do we need to do? What worked? How can we improve?

SET  
STANDARDS

How do we  
measure our  
progress or  
success?

ASIP/NEPAL  
1978

**Appendix 3**

**PROJECT IDENTIFICATION AND PLANNING  
WORKSHEETS (INDONESIA)**

Appendix 3

WORKSHEET No. 101

(TO BE COMPLETED BY THE VILLAGE HEAD)

- I. DESA :
- II. KECAMATAN :
- III. KABUPATEN DAERAH TINGKAT II :
- IV. COMPLETE THE FOLLOWING ITEMS (A TO C), IN ORDER OF IMPORTANCE AS EXPRESSED BY THE VILLAGE SUB-POPULATION WHO MEET PDP BENEFICIARY CRITERIA.

A. MAJOR PROBLEMS FACED (IDENTIFY AT LEAST 6)

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.

B. SOLUTIONS TO EACH PROBLEM RECOMMENDED BY THE BENEFICIARY SUB-POPULATION

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.

C. IF THERE ARE ANY PROBLEMS OR RECOMMENDED SOLUTIONS THAT ARE INAPPROPRIATE TO PDP (CAN NOT/SHOULD NOT ADDRESS) WRITE "INAPPROPRIATE" NEXT TO THE PROBLEM(S) AND/OR SOLUTION(S).

V. ADDITIONAL COMMENTS:

Desa.....Date.....  
Kepala Desa.....  
Signature :  
Name :

WORKSHEET No. 102

(TO BE COMPLETED BY VILLAGE HEAD)

- I. NAME OF VILLAGE :
- II. KECAMATAN :
- III. KABUPATEN DAERAH TINGKAT II :
- IV. NAME OF PROJECT PROPOSED :
- V. GENERAL DESCRIPTION OF PROJECT AREA :
  - A. VILLAGE POPULATION (BASED ON RECORDS OR ESTIMATES) :
    1. NUMBER OF FAMILIES WITHIN VILLAGE :
    2. NUMBER OF PERSONS WITHIN VILLAGE :
  - B. NUMBER OF PERSONS EXPECTED TO PARTICIPATE IN THE PROPOSED PROJECT :
    1. NUMBER OF PERSONS EXPECTED TO RECEIVE BENEFITS FROM THE PROJECT :
    2. NUMBER OF PERSONS EXPECTED NOT TO RECEIVE ANY BENEFITS FROM THE PROJECT :
  - C. GENERAL CRITERIA TO BE MET BY PROSPECTIVE PROJECT BENEFICIARIES :
    1. LANDHOLDING
      - a. SANAH
      - b. TEGAL
      - c. HALAMAN
    2. HOUSE :
    3. FURNITURE :
    4. ANIMAL (TYPES AND NUMBER) :
    5. ITEMS PRODUCED :
    6. DAILY AVERAGE INCOME :

WORKSHEET No. 102 Continued

7. ASSOCIATIONS AND WORKING RELATIONSHIPS AMONG POTENTIAL PROJECT BENEFICIARIES :

8. DOMINANT SOCIAL PATTERNS AMONG BENEFICIARY SUB-POPULATION :

VI. ADDITIONAL COMMENTS:

Desa.....Date.....  
Kepala Desa.....  
Signature :  
Name :

WORKSHEET No. 201

(TO BE COMPLETED BY CAMAT)

- I. KECAMATAN
- II. KABUPATEN DAERAH TINGKAT II :
- III. USE THE FOLLOWING TABLE TO SUMMARIZE THE PROBLEMS WHICH CAN BE ADDRESSED BY PDP. LIST PROBLEMS, VILLAGE BY VILLAGE, IN ORDER OF PRIORITIES ESTABLISHED IN WORKSHEETS 101 :

VILLAGE	PROBLEMS

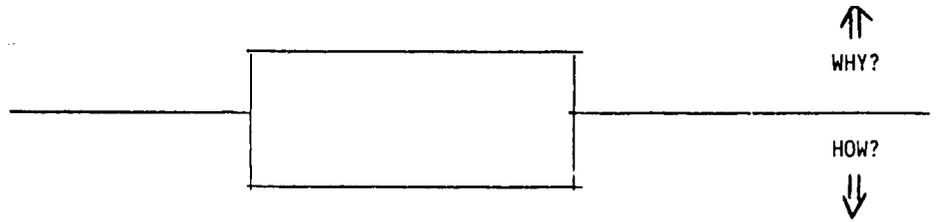
WORKSHEET No. 201 Continued

IV. LIST SOURCES, OTHER THAN WORKSHEET 101, USED IN IDENTIFYING OR PRIORITIZING THE ABOVE PROBLEMS (e.g.) DINAS-SINAS, STUDIES, SURVEYS, REPORTS).

V. USE THE INFORMATION CHART TO CLARIFY EACH PROBLEM

- A. CAUSES :
1. DIRECT IMPACT
  2. INDIRECT IMPACT

INFORMATION CHART.



WORKSHEET No. 201 Continued

- VI. IDENTIFY IN THE FOLLOWING TABLE PROBLEMS THAT ARE POSSIBLE OR APPROPRIATE FOR PDP TO ADDRESS AND COMMENT WHY :

VILLAGE	PROBLEMS	CAUSES

WORKSHEET No. 201 Continued

VII. USE THE INFORMATION CHART TO CLARIFY EACH PROBLEM

B. RELATION BETWEEN CAUSES AND RESULTS :

C. POSSIBLE PROBLEMS :

D. POSSIBLE PROJECTS :



WORKSHEET No. 201 Continued

IX. REVIEW THE LISTING OF POSSIBLE PROJECTS TO DETERMINE IF SOME SHOULD BE COMBINED WITH OTHERS, MODIFIED, ELIMINATED. CONSULT WITH :

A. VILLAGE SUB-POPULATION WHO WOULD BE THE PROJECT BENEFICIAIRES;

B. KALAMATAN AND KABUPATEN STAFF AND FIELD PERSONNEL.

WORKSHEET No. 201 Continued

PROJECTS PROPOSED FOR PREPARATION FOR FY 1980-1981 :

VILLAGE	PROJECTS RECOMMENDED FOR PREPARATION

X. ADDITIONAL COMMENTS :

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 202

(TO BE COMPLETED BY THE CAMAT FOR EACH PROJECT RECOMMENDED IN NO. IX,  
WORKSHEET 201)

- I. KECAMATAN :
- II. KABUPATEN DAERAH TINGKAT II :
- III. NAME OF PROJECT :

IV. PROJECT OBJECTIVE :

(NOTE: BE SURE THE OBJECTIVE IS SPECIFIC, STATED IN TERMS OF OUTPUT(S),  
IS REALISTIC AND ATTAINABLE)

V. LOCATION OF PROJECT (VILLAGE) :

VI. BENEFICIARIES OF THIS PROJECT :

WORKSHEET No. 202 Continued

VII. PROJECT OUTPUTS :

VIII. MARKET DEMAND FOR PROJECT OUTPUTS :

A. DESCRIPTION OF MARKET DEMAND FOR OUTPUTS :

WORKSHEET No. 202 Continued

VIII. B. ESTIMATED VOLUME OF MARKET DEMAND FOR PROJECT OUTPUTS :

C. BRIEFLY EXPLAIN HOW YOU ARRIVE AT ABOVE ESTIMATE :

WORKSHEET No. 202 Continued

IX. DESCRIBE AS SPECIFICALLY AS POSSIBLE THE ECONOMIC AND SOCIAL BENEFITS OF THIS PROJECT TO THE BENEFICIARIES :

A. ECONOMIC BENEFITS

B. SOCIAL BENEFITS

C. WILL ANYONE BE ADVERSLY AFFECTED BY THIS PROJECT? IF SO, DESCRIBE HOW THEY WILL BE AFFECTED.

WORKSHEET No. 202 Continued

- X. LIST AND BRIEFLY DESCRIBE THE ALTERNATIVE WAYS THIS PROJECT CAN BE CARRIED OUT :  
NOTE THE MOST RECOMMENDED ALTERNATIVE  
(FOR EXAMPLE : A. 1. CONTRACTING : a. BASED ON TENDER : b. BASED ON APPOINTMENT :
2. SELF-MANAGEMENT :
  3. IMPLEMENTATION BY VILLAGE POPULATION :
  4. COMBINATION OF 1, 2, OR 3 ;
- B. 1. CREDIT FROM : a. BKK (GENERAL FUND) ;  
b. BKK (SPECIAL FUND) ;  
c. POOR FAMILY ASSISTANCE
2. CATTLE CREDITS ;
  3. CREDITS FOR COMMODITIES

WORKSHEET No. 202 Continued

XI. ESTIMATED PERIOD OF TIME REQUIRED TO COMPLETE PROJECT :      YEAR      MONTHS

XII. ESTIMATED TOTAL COSTS OF THIS PROJECT :

XIII. PRELIMINARY APPRAISAL OF PROJECT :  
 ASSESS THE PROJECT USING THE CRITERIA PROVIDED. SCORE EACH CRITERIA :  
 FOR VERY HIGH (VH) ;  
 FOR HIGH (H) ;  
 FOR LOW (L) ;  
 FOR VERY LOW (VL) .

PRELIMINARY PROJECT APPRAISAL

CRITERIA	VH 4	H 3	L 2	VL 1
A. PRIORITY TO TARGET GROUP.				
B. NUMBER OF TARGET FROUP TO DIRECTLY BENEFIT.				
C. PROJECT OUTPUTS				
D. DEMAND FOR PROJECT OUTPUTS.				
E. BENEFITS TO TARGET GROUP. 1. ECONOMIC BENEFITS 2. SOCIAL BENEFITS 3. SOCIETY'S INVOLVEMENT IN GETTING THE BENEFITS				
F. LEVEL OF TARGET GROUP PARTICIPATION IN IMPLEMENTATION OF PROJECT.				
G. LEVEL OF TARGET GROUP COMMITMENT				
H. ABSENCE OF ADVERSE AFFECTS				
I. ESTIMATE OF PROJECT COSTS				
J. CHANGE OF PROJECT SUCCESS				
K. TECHNICAL FEASIBILITY OF PROJECT				
L. CAPABILITY OF PDP TO IMPLEMENT/SUPPORT				
M. APPROPRIATENESS TO PDP OBJECTIVES				

ADDITIONAL COMMENTS :

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 203

(TO BE COMPLETED BY THE CAMAT BASED ON NO. XIII, WORKSHEET NO 202)

- I. KECAMATAN :
- II. KABUPATEN/GABERAN TINGKAT II :
- III. LIST IN FOLLOWING TABLE THE NAME AND OBJECTIVE OF EACH PROJECT FROM NO. XIII, WORKSHEETS NO. 202 AND PROVIDE PRELIMINARY APPRAISAL SCORE :

NO.	NAME OF PROJECT	PROJECT LOCATION	PROJECT	PRELIMINARY APPRAISAL SCORE

WORKSHEET No. 203 Continued

IV. LIST IN THE FOLLOWING TABLE THOSE PROJECTS RECOMMENDED FOR DETAILED PROJECT PREPARATION

NO.	NAME OF PROJECT	PROJECT LOCATION	PROJECT OBJECTIVE	ESTIMATED PROJECT COST

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET N. 204

(TO BE COMPLETED BY CAMAT)

REFERENCE WORKSHEET NO. 203, SECTION II. TO BE COMPLETED FOR EACH PROJECT  
SELECTED FOR DETAILED PREPARATION

- I. KECAMATAN : ;
- II. KABUPATEN DAERAH TINGKAT II :
- III. NAME OF PROJECT :
- IV. LOCATION OF PROJECT :
- V. SUMMARY OF PROJECT IMPLEMENTATION

PHASE PREPARATION, IMPLEMENTATION	STEPS	METHOD OF IMPLEMENTING STEP: TENDERING, SELF-MANAGEMENT ETC.

WORKSHEET No. 204 Continued

VI. MAJOR ACTIVITIES REQUIRED TO SUCCESSFULLY COMPLETE PROJECT

A. IDENTIFICATION AND DEFINITION

B. FORMULATION, PREPARATION AND FEASIBILITY ANALYSIS

C. DESIGN

D. APPRAISAL

E. SELECTION NEGOTIATION AND APPROVAL

F. ORGANIZATION AND ACTIVATION

G. SUPERVISION, MONITORING AND CONTROL

H. COMPLETION AND TERMINATION

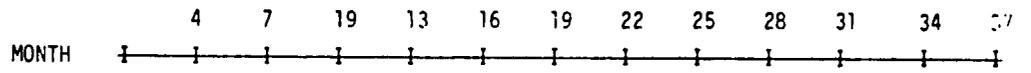
I. OUTPUT DIFFUSION AND TRANSITION TO NORMAL ADMINISTRATION

J. EVALUATION

I. FOLLOW-UP ANALYSIS AND ACTION

WORKSHEET NO. 204 Continued

VII. PROJECT TIME LINE





WORKSHEET No. 204 Continued

VIII. LIST ALL PROJECT INPUTS

STEPS	TASKS	PROJECT INPUTS		COSTS		ADDITIONAL INFORMATION
		TYPE	QUALITY	RPS	TOTAL	
PREPARATION						
IMPLEMENTATION						
CONTROL						

IX. WORKSHEET No. 204 Continued

## ESTIMATION OF PROJECT COSTS AND BENEFITS

## A. COSTS

NO.	TYPE OF EXPENSE	VOLUME	ANNUAL COSTS	COSTS PER QUARTER			
				I	II	III	IV
1	SALARY HONORARIUM						
2	LAND						
3	MATERIAL						
4	MACHINERY/ EQUIPMENT						
5	TRANSPORTATION (MATERIAL)						
6	TRANSPORTATION (PERSONNEL)						
7	CONSTRUCTION						
8	MISCELLANEOUS						
TOTAL							

NUMBERS 1, 6, AND 8 INDICATE MANAGEMENT, ADMINISTRATIVE, AND OVERHEAD COSTS WHICH SUPPORT PROJECT ACTIVITIES.

WORKSHEET No. 204 Continued

**B. KEUNTUNGAN.**

1. KEUNTUNGAN EKONOMIS BAGI ORANG-ORANG YANG MENJADI SASARAN PROYEK  
(SEBUTKAN DAN JELASKAN)
2. KEUNTUNGAN SOSIAL BAGI ORANG-ORANG YANG MENJADI SASARAN PROYEK  
(SEBUTKAN DAN JELASKAN)
3. KEUNTUNGAN BAGI MASYARAKAT PADA UMUMNYA  
(SEBUTKAN DAN JELASKAN)

**C. KESIMPULAN:**

PROYEK INI ADALAH: AMAT BERMANFAAT

BERMANFAAT

KURANG BERMANFAAT

TIDAK BERMANFAAT

(PETUNJUK : GARIS-BAWAHI SALAH SATU PERNYATAAN TERSABUT DIATAS SEBAGAI PENILAI-AN AKHIR PROYEK YANG BERSANGKUTAN)

LAIN-LAIN KETERANGAN :

.....Date.....

CAMAT.....

Signature :

Name :

WORKSHEET No. 405

(TO BE COMPLETED BY BAPPEDA : DAERAH TINGKAT I, FOR EACH PROJECT PROPOSED AND PREPARED BY THE BUPATI'S DAERAH TINGKAT II.

- I. KABUPATEN :
- II. NAME OF PROJECT :
- III. LOCATION OF PROJECT :

## APPRAISAL OF PROJECT WORTHINESS

ASSESS THE PROJECT USING THE PDP PROJECT CRITERIA BELOW BY SCORING THE CRITERIA 4 IN THE APPROPRIATE COLUMN IF VERY HIGH (VH), 3 IF HIGH (H), 2 IF LOW (L) AND 1 IF VERY LOW (VL) :

PDP PROJECT CRITERIA	VH	H	L	VL
I. PROJECT BENEFICIARIES				
A. DIRECTED TO VILLAGERS WHO MEET PDP SELECTION CRITERIA.				
B. ADDRESSES NEEDS AND PRIORITIES IDENTIFIED BY BENEFICIARIES.				
C. HAS COMMITMENT OF BENEFICIARY GROUPS.				
D. INVOLVES BROAD BASED VILLAGE LEVEL PARTICIPATION.				
E. NARROWS GAP BETWEEN VILLAGE "HAVES" AND "NOT HAVES".				
F. INCREASES NET INCOME OF BENEFICIARIES.				
G. INCREASES EMPLOYMENT AND COUNTERS INCENTIVES FOR MIGRATION FROM RURAL TO URBAN AREAS.				
II. CAPACITY				
A. IS SELF-SUSTAINING.				
B. IS LABOR INTENSIVE.				
C. CAPITAL INVESTMENT REQUIREMENTS.				
D. CAN BE MANDATED AT KABUPATEN AND KACAMATAN LEVELS.				
E. CAN BE SUPPORTED BY EXISTING TECHNICAL RESOURCES.				
III. INSTITUTIONALIZATION				
A. PROMOTES FORMATION AND PARTICIPATION OF VILLAGE LEVEL GROUPS.				
E. INCREASES INSTITUTIONAL CAPACITY AT PROVINCE, KABUPATEN, KACAMATAN LEVELS				

PDP PROJECT CRITERIA CONTINUED	VII	H	L	VL
IV. COMPLEMENTARITY				
A. RELATES TO OTHER, VILLAGE LEVEL ACTIVITIES				
B. PROVIDES BASIS FOR FUTURE MULTI-SECTORAL/ CROSS CULTURAL ACTIVITIES				
C. IS REPLICABLE				
TOTAL				

.....Date.....

BAPPEDA PROPINSI DAERAH TINGKAT I

JAWA

Signature :

Name :

Appendix 4

PROPOSED STRATEGY FOR IMPROVING  
MONITORING (INDONESIA)

## Appendix 4

### Assessment and Overview of Proposed Strategy for Improving Monitoring and Reporting Activities

Between April 22 and May, the Consultant Team\* has had meetings with PUOD, the Chairman and representatives of the Monitoring and Evaluation and PDP Units within the BAPPEDA/Central Java, representatives within the Governor's Office responsible for monitoring development activities, and representatives of service agencies who have responsibilities for the implementation of development activities in Central Java. These purposes of these meetings have been to become familiar with the operations of monitoring and reporting within the present set of requirements, to identify problems which exist in meeting those requirements, to assess needs for improving the monitoring and reporting of development activities, and to formulate a workable strategy for improving the monitoring and reporting of development activities for review by the BAPPEDA, PUOD, and USAID.

#### Background of Proposed Strategy

##### A. Mandate to Consultant Team

In the initial meetings with the BAPPEDA, it was emphasized that the Consultant Team should not limit its focus only to PDP projects, but should consider requirements for improving the monitoring and reporting of all development activities which are within the responsibility of the BAPPEDA. Within this context, the Team understands its mandate as being to:

Assess needs, design and develop a means for improving institutional capacities to monitor and report on development projects focusing on rural people.

##### B. Objectives of Monitoring and Reporting Activities

Information gathered suggests that the desired objectives of monitoring and reporting activities are:

###### 1. At the policy level:

- Determine if development activities are perceived as having, or in fact are having, a positive impact on beneficiaries;

##### \*Consultant Team:

Dr. Mochtar Buchori  
Mr. John P Hannah  
Dr. Jerry Silverman  
Mr. Richard Vittitow

2. At the operational level:

- Track inputs and outputs against schedule;
- Measure project impact;
- Identify current and upcoming problems;
- Prescribe solutions project can put into effect.

C. Major Problems Identified

- Monitoring and reporting requirements are established at the national level to respond to schedule and ad hoc demands for information from ministries and donors;
- Frequently, the agencies responsible for collecting and providing data are not sure what data they should be collecting or submitting;
- There are too many forms, overloading and frustrating those responsible for completing them;
- The emphasis is on aggregation of data, rather than analysis of data;
- Project managers tend to report only the good news;
- Monitoring and reporting responsibilities are fragmented (a) among provincial offices, (b) between provincial and sub-provincial offices, (c) among national offices;
- The required schedule for completing and submitting forms does not always correspond to the schedule for effectively monitoring project activities;
- Those required to provide data for monitoring and reporting are outside the authority and supervision of those who request the data;
- Methods for relating actual project performance back to plans or forward to future activities are not established;
- The data being collected for presently required forms does not provide the information required to monitor impact on beneficiaries;
- Data analysis and problem response functions and responsibilities are fragmented and ad hoc.

D. Assessment Summary

- Present requirements and formats monitor and report only the disbursement of funds (financial) and the utilization of inputs (physical);

- Monitoring and reporting activities and priorities are determined by the scheduled and ad hoc demands for information from higher-level government and donor agencies;
- Monitoring and reporting activities at operational levels do not respond to requirements at the policy levels. (See Diagram 1.)

#### E. Options Considered

Based on the (a) objectives for monitoring and reporting, (b) problems identified, and (c) assessment, the Consultant Team considered the following alternative strategies:

1. Training of provincial and, in turn, sub-provincial personnel to meet the present requirements for monitoring and reporting on project activities. The outcome would be the more efficient implementation of the present set of requirements.

Problems affecting the efficiency of the present system are primarily management and administrative--number of forms being required, frequency of ad hoc demands for information, timeliness of report submissions. Training is not an effective way of addressing these issues. Furthermore, improving the efficiency of the present requirements will not respond to the stated needs for monitoring the impact of project activities.

2. Institutional consultations to assist institutions at each level to re-assess their goals for monitoring and reporting, determine the data required to meet these goals, and to identify systematic changes required to implement the goals. The outcomes would be clarified goals for monitoring and reporting and recommendations for implementing them.

This would require a long-term, system-wide effort which is beyond the mandate and present time available of the Consultant Team. Further, it would delay the testing of specific improvements to the present system until such time as the goals had been defined.

3. Developing and pilot testing methods for monitoring impact which can be incorporated into the present set of requirements for monitoring and reporting. This is the option being recommended for review and which is outlined below.

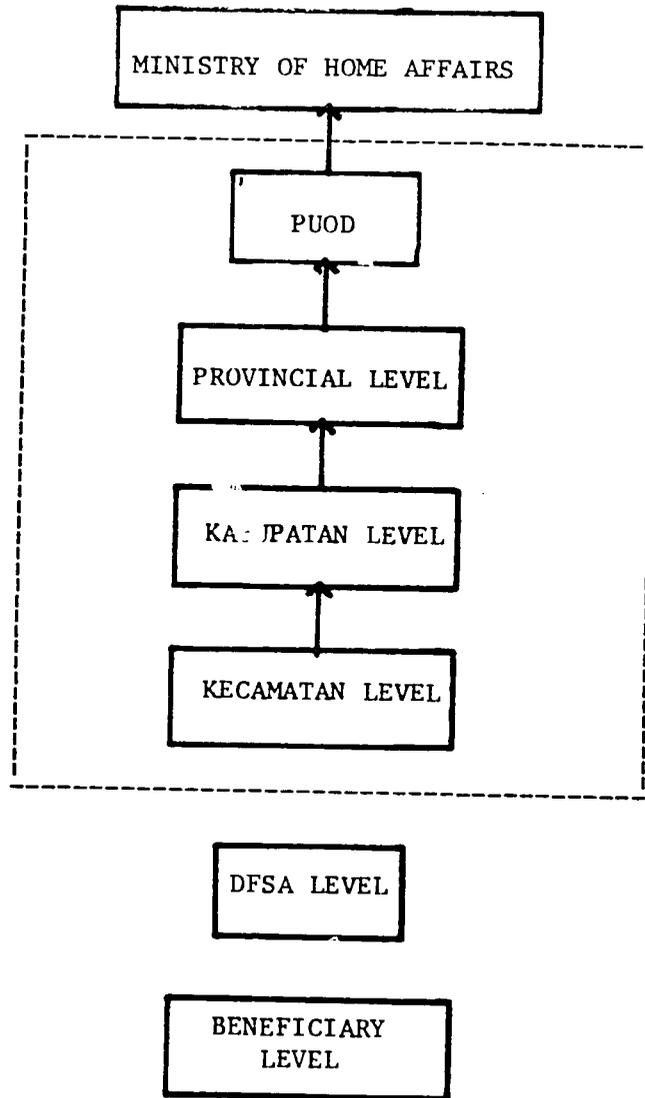
#### Proposed Strategy

#### F. Proposal

Development and implementation of a pilot system for monitoring, reporting and evaluating the impact of development projects focusing on rural people.

Diagram 1

OVERVIEW OF PRESENT SYSTEM



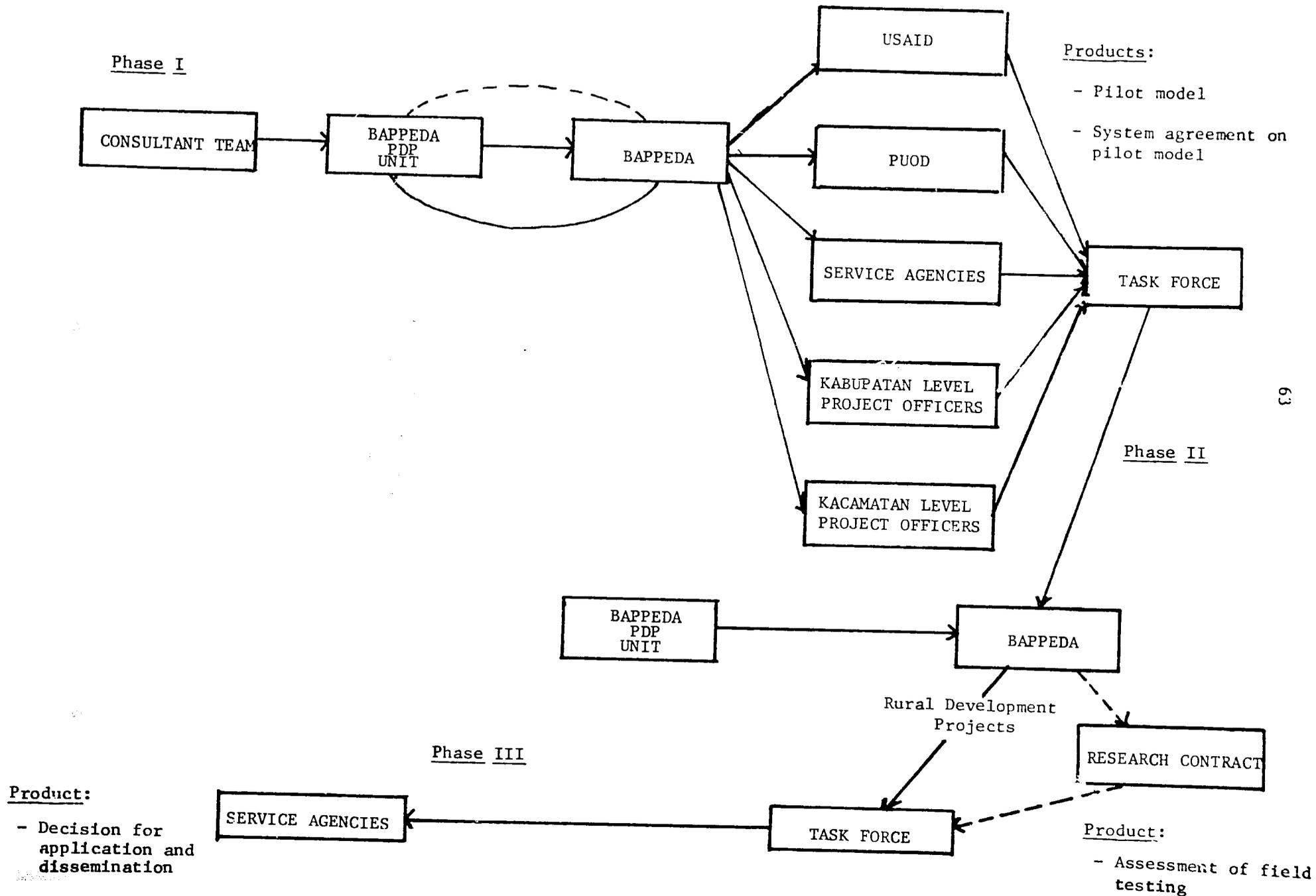
Policy Level: Are activities perceived as having, or in fact are having, positive impact on beneficiaries?

Operational Level: Are funds and materials being disbursed on schedule?

Client Level: Are activities in fact having a positive impact?

Diagram 2

FLOW CHART OF PROPOSED STRATEGY



G. Elements of Proposed Strategy (See Diagram 2)

I. Design, Negotiation and Development:

1. Formulation of preliminary design of strategy;
2. Testing for support, resources, feasibility;
3. Development of implementation plan;
4. Review, assessment, and reality testing of proposed pilot model for monitoring and reporting impact by Task Force;
5. Modification of pilot model and implementation plan.

II. Field Testing and Assessment:

1. Selection of projects;
2. Orientation of project personnel to model;
3. On-going data gathering;
4. Independent monitoring (Interim reports and workshops);
5. Report and recommendations to Task Force;
6. Task Force recommendations and action steps for dissemination.

III. Dissemination and Application:

1. Workshop to report on pilot model performance to service and other agencies;
2. Development of mechanisms for on-going support and consultation.

**Appendix 5**

**STRATEGY FOR IMPLEMENTING PILOT  
MONITORING AND REPORTING SYSTEM (INDONESIA)**

## Appendix 5

### A Preliminary Strategy for Implementing a Pilot Monitoring and Reporting System for PDP Projects in Central Java

In the proposal for development and implementation of a pilot system for monitoring and reporting the impact of development projects focusing on rural people, there are four major organizational components with responsibilities for action within the system (see Figure 1). Those components are (1) the Monitoring Reporting (M/R) Pilot Model Unit of BAPPEDA, Central Java; (2) BAPPEDA/PDP Unit Central Java; (3) Technical Assistance Team and (4) the National Steering Committee. In this paper we would like to outline what we see as the major responsibilities of each of these organizational components, some of the action requirements confronting these components, and issues and potential problems.

#### M/R Pilot Model Unit, BAPPEDA, Central Java

The M/R Unit is responsible to the Chairman of BAPPEDA who will designate the Unit Head and Unit personnel and resources required to implement the pilot model program for a one-year period.

The M/R Unit, through the Unit Head, will be expected to report to the National Steering Committee on: (1) its proposed plan and strategy for implementing the pilot model; (2) progress of work on implementing the model, including learnings, problems, successes, modifications, and issues influencing program effectiveness; and (3) recommendations based on experience during the test period of possible applications of the pilot model by other service and planning agencies concerned with monitoring, and reporting on PDP and other rural development programs.

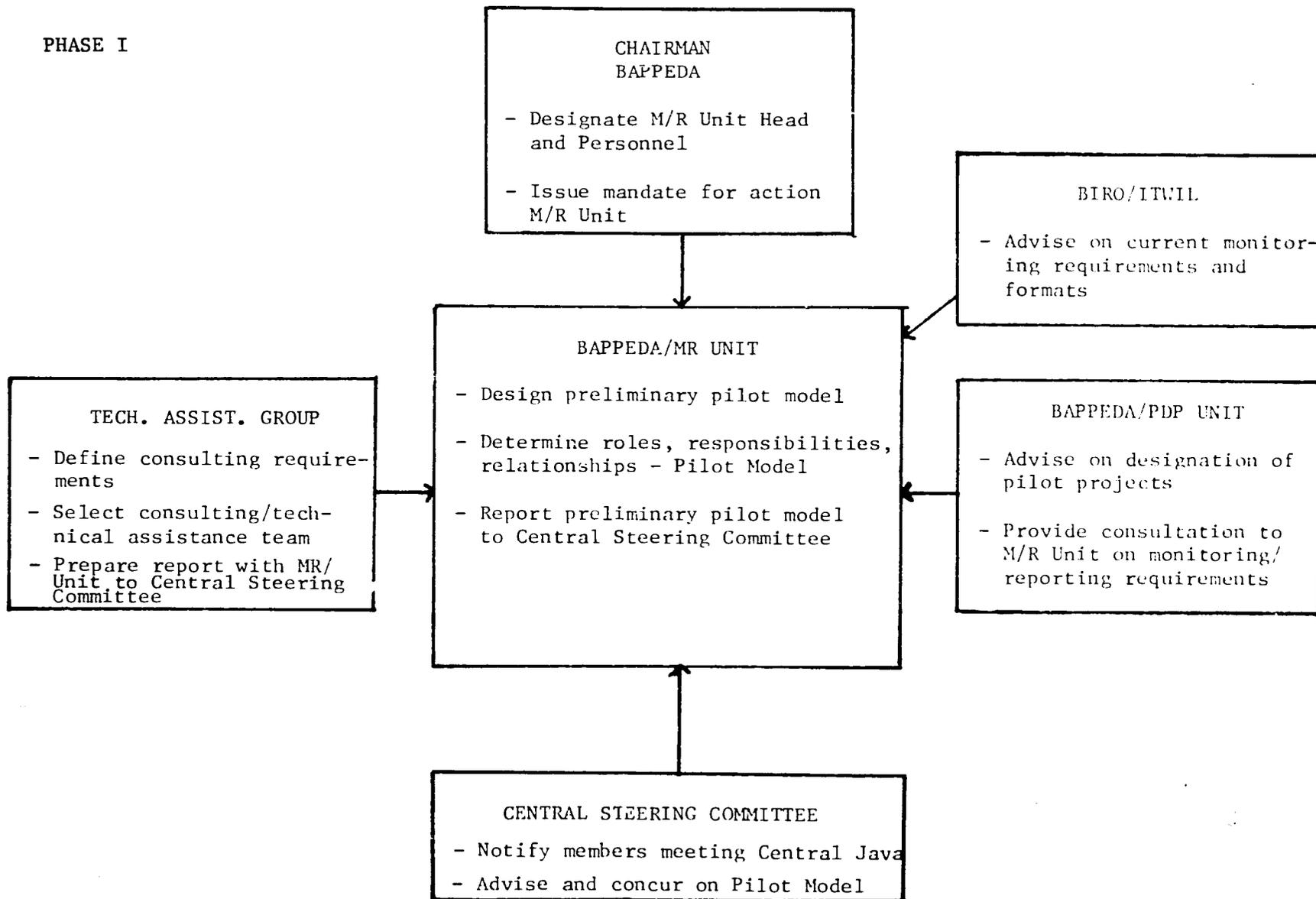
Four reports will be required of the M/R Unit to the National Steering Committee: (1) at the beginning of the pilot implementation program; (2) at the end of the first four months of the project; (3) a second interim report at the end of eight months; and (4) a final report at the end of the 12-month program.

The M/R Unit is expected to coordinate its activities with the BAPPEDA/PDP Unit in the designation of projects and to rely upon the BAPPEDA/PDP Unit for its program experience and expertise in the development and on-going implementation of the pilot program.

The M/R Unit will work with the Senior Consultant and his Technical Team in designing and evaluating the on-going implementation of the pilot model. The Senior Consultant will be responsible to the M/R Unit Head, The Chairman of the BAPPEDA, and The National Steering Committee in providing consultation, training, technical assistance to the M/R Unit in implementing the pilot system and in monitoring, and reporting on the pilot model effectiveness.

Figure 1

PHASE I



### Action Requirements

1. The Senior Consultant responsible for providing technical assistance for the implementation of the M/R Pilot Model ("Senior Consultant") should meet with the Chairman of the BAPPEDA to explore the projected requirements and responsibilities of the M/R Unit in implementing the pilot system.
2. The Chairman of BAPPEDA should designate the M/R Unit Head and delegate responsibilities for designing the pilot model system including specifications on personnel and resources required to implement the pilot model.
3. The M/R Unit Head and the Senior Consultant should develop preliminary personnel and resource requirements and recommend to the Chairman immediate action required to initiate the M/R Unit.
4. After designation by the Chairman, the M/R Unit, the Senior Consultant and technical assistance team should review and modify the preliminary pilot model system. This model should be reviewed and modified with the consultation of the BAPPEDA/PDP Unit.
5. After preparation of the preliminary pilot model the M/R Unit Head and Senior Consultant should present the model to the National Steering Committee along with recommendations for requirements for implementing the pilot model.
6. Based on policy recommendations of the National Steering Committee, the M/R Unit should make whatever modifications are called for and begin implementation.

### Issues and Potential Problems

1. The roles, responsibilities, and relationships of the M/R Unit Head and personnel are all new to the BAPPEDA system. Care and time should be taken to clarify, specify and gain agreement on the uniqueness of those roles, relationships, and responsibilities as well as the resource needs and special support requirements that can be anticipated for the pilot system to be implemented.
2. The M/R Unit Head and the Senior Consultant should clarify their working relationship and what expectations and agreements they need to make to effect the relationship between the M/R Unit and technical assistance team over the term of the pilot implementation.
3. The M/R Unit Head, the Senior Consultant, BAPPEDA/PDP Unit should meet to explore how they can best work together during the pilot period.
4. The Chairman of BAPPEDA should specify in writing, the mandate of the Unit Head and personnel as well as reporting and other special requirements he may deem necessary.

5. The M/R Unit Head and the Senior Consultant should review the list of problems that present monitoring units are experiencing (including data gathered by the Technical Assistance Team) and proposed strategies as well as organizational norms that might overcome identified problems.
6. Since the M/R Unit will be responsible for a pilot project, it can anticipate intense review by the BAPPEDA Chairman, The National Steering Committee and the technical assistance team. This scrutiny could cause a tendency to close down communication and information. The success of the pilot model will depend on maintaining open communication within the unit and with other units. This is a significant demand.
7. The M/R Unit Head with the help of the Senior Consultant should develop a list of potential problems which may or may not occur in the implementation of the pilot model. These potential problems should be presented to the National Steering Committee for their action and awareness.

#### BAPPEDA/PDP Unit

The BAPPEDA/PDP Unit will be responsible for designing and implementing the Monitoring/Reporting Pilot Model at the provincial level. The BAPPEDA/PDP Unit will have a primary responsibility for providing consultation to the BAPPEDA/MR Unit. However, an important responsibility of the BAPPEDA/PDP Unit will be the designation of the projects which should be included in the pilot model program. The BAPPEDA/PDP Unit should advise the MR Unit of its experience and expertise in monitoring PDP project officers and participating agencies what the pilot model should focus on in reporting and monitoring. The BAPPEDA/PDP Unit should also work with project officers at provincial, kabupaten and kecamatan levels in helping to explain the purposes of the pilot model program and to solicit the active involvement of significant persons at all levels. The BAPPEDA/PDP Unit and M/R Unit Heads should meet periodically to review pilot model progress and how the coordination of resources might be helpful in work of each unit.

#### Action Requirements

1. The Senior Consultant, in consultation with the BAPPEDA/PDP Unit, will develop a set of criteria for the selection of FY 79/80 PDP projects for the testing of the Pilot Monitoring/Reporting model.
2. The BAPPEDA/PDP Unit will apply the criteria to select the specific PDP projects and locations for the application and testing of the pilot model.
3. With the Senior Consultant, the BAPPEDA/PDP Unit should draw-up recommendations for the pilot model programs in terms of focus, purpose and intent, and resources required to implement the pilot model. This report should be made to Chairman of BAPPEDA and the M/R Unit Head.

4. The BAPPEDA/PDP Unit and the M/R Unit Heads should meet and plan how the pilot model can best be communicated to the designated pilot projects officers and what steps the BAPPEDA/PDP Unit can take to insure understanding and effectiveness of that communication.
5. Since the role, responsibility, and relationship of the M/R Unit will be new within BAPPEDA the M/R Unit Head should meet with the BAPPEDA/PDP Unit to look at how they plan to collaborate and work together in their unique roles and responsibilities, both indicating any issues or problems they might anticipate as well as ways they can coordinate activities to avoid potential problems.

#### Issues and Potential Problems

1. Since the M/R Unit has responsibility for monitoring and reporting on PDP programs and impact to beneficiaries, there are potential problems of disagreement particularly in areas of "negative or reduced" impact. It is important that the M/R Unit understand PDP history, its goal and purposes, and the importance of its work to PDP effectiveness. It is also important that PDP Unit personnel be informed about the details of the pilot monitoring program, its goals and intent, and how its work can be utilized by PDP Unit and project officers to improve effectiveness. Often monitoring and reporting units are seen as the enemy or as not understanding what the implementers are trying to do. Continuous work to insure communication and collaboration between the units, without interfering with the integrity of either should be planned.

#### National Steering Committee (NSC)

The National Steering Committee (NSC) is composed of agency members representative of the pilot model system. Some of the criteria for membership are:

1. Agency representatives who have information/and perspectives about different aspects of the pilot model requirements within the pilot model system.
2. Representatives of agencies of the pilot model system.
3. Members of agencies who can present or represent the views, perspectives and interest of their agencies or groups to the committee.

Agencies identified at this time for membership to the NSC are:

\*PUOD

\*USAID

**BAPPEDA - Chairman**

- PDP Unit Head

- M/R Unit Head

**\*2-3 Service Agencies - Provincial Level**

- \*Kabupaten Level - 2-3

- \*Kecamatan Level - 2-3

The Director, Regional Development or his designated representative, will serve as Chairman of the NSC. The purpose of the NSC is to receive reports on the progress of the monitoring system, to make recommendations for the implementation of the model to agencies involved in the pilot system, and to suggest relationships and agreements between agencies at the national, provincial, and local levels that would be helpful in testing out and implementing the pilot model system. While the BAPPEDA/MR Unit will be responsible to the Chairman of BAPPEDA for the operations of the pilot model, the NSC is responsible for adopting and recommending policy.

Members appointed by their agencies to the National Steering Committee should be permanent members and should expect to attend four meetings in the next 12-14 months. These meetings, usually of one-to-two days, should be held at the beginning of the implementation phase, at the end of 4 months, at the end of 8 months, and at the end of the testing period in 12 months. The Chairman of NSC should convene the meetings and determine time, place, and agenda.

The Senior Consultant should, in collaboration with the BAPPEDA/PDP Unit recommend a very specific agenda to the Chairman of the NSC, members of the NSC Committee should make recommendation for the agenda through the Chairman. The Senior Consultant should recommend outside experts who could report to the NSC on actions and activities they are involved with in developing or implementing monitoring systems. For example, reports from the activities of the monitoring program at Family Planning and/or the work of the Harvard group at the Finance Department could be recommended.

The purpose of the NSC is to serve as an advisory committee to both the BAPPEDA Central Java and to the Director, Regional Development, PUOD. Within the NSC itself, decision making will be invested in the committee as a whole.

**Action Requirements**

1. As soon as the preliminary pilot model has been designed by the M/R Unit, the NSC Chairman should be informed and a time and place should be set for the first meeting of the NSC in Central Java.

3. Since the NSC will be a new temporary committee, the NSC Chairman should articulate his understanding of the roles and responsibility of the NSC for its members and particularly its supportive role to the BAPPEDA/MR Unit.
4. The NSC should not be an operational body, but act as an advisory, monitoring committee supporting the implementation of the pilot model system.
5. One of the major dilemma of monitoring and reporting system is the reluctance of members to report "bad news," "errors of judgment," etc. The NSC Chairman should actively encourage an attitude of learning by "success and failure."

#### Technical Assistance Team

DAI, through its technical assistance contract, should provide consultation and technical assistance required to assist the BAPPEDA/MR Unit in implementing the pilot model system. The DAI Chief of Party should nominate the Senior Consultant responsible to the M/R Unit Head for recommending the technical content of the pilot monitoring system and a plan of implementation, training of M/R Unit personnel, and furnishing on-going consultation. At the request of the M/R Unit Head, the Senior Consultant can provide consultation and facilitation and technical assistance throughout the period of implementation.

The Senior Consultant and his technical team is responsible to the M/R Unit Head for recommending the technical content of the pilot monitoring system and a plan of implementation training of M/R Unit personnel, and furnishing on-going consultation. At the request of the M/R Unit Head, the Senior Consultant can provide consultation and facilitation assistance to other agencies and components within the pilot model system when it is deemed necessary for implementation.

The Senior Consultant should also serve the NSC chairman in recommending agenda, times and objectives for the NSC meetings. The Senior Consultant and his technical assistance team should report on their work with and the progress of the monitoring system. The report should be independent of the M/R Unit report to the NSC meetings. The Senior Consultant should alert NSC to any anticipated problems.

The Senior Consultant and staff should prepare recommendations for the final NSC meeting for appropriate application of the pilot model system in other PDP and rural development programs.

The Senior Consultant should prepare verbal reports on the progress of the pilot monitoring system that will help keep various units apprised of the progress of implementation. Reports should be given periodically to the BAPPEDA Chairman, PDP Unit Head, and members of the NSC on request or his own initiation.

### Action Requirements

1. The Senior Consultant should meet with the BAPPEDA Chairman to help develop a plan for immediate implementation of the pilot monitoring system.
2. The Senior Consultant should bring together an appropriate technical assistance team to meet the requirements for consultation, training, and monitoring of the M/R Unit and its work and reporting to the NSC.
3. The Senior Consultant should meet with the PDP Unit Head and M/R Unit Head and together devise plans for designing pilot agencies and implementing the system.
4. At the earliest date the Senior Consultant should advise the NSC Chairman when the preliminary model will be ready for review, recommend persons for membership on the NSC and specify an agenda for the first NSC meeting.

### Issues and Potential Problems

1. The role and expertise of the Senior Consultant is obviously central to the design and implementation of the pilot monitoring system.
2. The Senior Consultant should view himself and his team as consultants and facilitators to the "system" and not to just any one or unit or level.
3. Time requirements at the beginning will be demanding on the Senior Consultant and his staff. Appropriately this time should decrease over the length of the project as the M/R Unit gains its own skills and independence.

Appendix 6

EXAMPLE MONITORING AND REPORTING  
MODEL (INDONESIA)

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## Appendix 6

### Example Monitoring and Reporting Model: Project Management Implementation Review

The following example monitoring and reporting design draws on the experience of Robert Chambers and the developmental work done in testing an integrated planning and monitoring model as part of the Government of Kenya's Special Rural Development Program.<sup>1/</sup>

#### Project Management Implementation Review (PMIR)

##### I. Purpose

Review planned and actual project performance to:

1. Identify deviations from project plans and take remedial actions, if necessary: Operational decisions.
2. Identify and take remedial actions required to meet project objectives: Policy decisions.
3. Identify and apply project experience to future project planning: Learnings.

##### II. Project Performance Areas

Those areas of project performance to be monitored and reported on are:

1. Inputs: Availability, scheduling, and appropriateness.
2. Activities: Scheduling (including appropriate sequencing).
3. Outputs: Quantity and quality.
4. Impact (Benefits):
  - a. Physical: Quantity
  - b. Behavioral: Receptivity, commitment, support, actual behavioral changes.

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<sup>1/</sup>Robert Chambers, Managing Rural Development. Ideas and Experience from East Africa, Africana Publishing Company, New York, 1974.

With reference to monitoring impact, it is highly unlikely that during the investment (or input) phase of the project that physical impact will be evidenced; although if there were some major misjudgements made in the planning of the project, negative or unanticipated physical impact might be revealed during this period. For example, a project to install pumps for the purpose of draining swampland, which is now being used for fishing, for the purpose of increasing rice cultivation would immediately register a negative physical impact on those who depended on the swamps for fishing unless this consideration was built into the project plan. Most frequently, physical impact will occur between the end of the investment period and the end of the project life.

Behavioral impact, however, should be evidenced in most projects early in the investment period, particularly in the areas of beneficiary receptivity, support, and commitment. For example, the care and maintenance of fruit trees by the beneficiaries is an early indication of receptivity and support for the project--long before the quantitative impact is known or behavioral change occurs in the form of adopting fruit cultivation. The point is that behavioral impact indicators are early indications of whether or not the project might produce the anticipated physical impact.

During the pilot period, emphasis should be given to testing behavioral impact indicators, involving to the greatest extent possible what the beneficiaries themselves regard as appropriate or valid indicators. The assumption is that initially the indicators will be quite general, but as more experience is gained they can be more precisely defined.

### III. Periods of Review (Monitoring and Reporting)

The project implementation period can be divided into two phases:

1. Project start-up to end of investment: Input Phase.
2. End of investment to end of project life: Output Phase.

PDP projects are now monitored primarily only during the input phase. This is in large part because the projects in Central Java are, for the most part, still in the early stages of implementation. Also, the present monitoring requirements focus almost exclusively on the physical and financial inputs. As the investment (or input) phase of most PDP projects is one year, it's critical that the monitoring and reporting model include the means for monitoring project outputs after the investment period. The instruments below incorporate this period in the monitoring activities; however, decisions will have to be made as to the frequency of the monitoring in each of the phases.

### IV. PMIR Instruments:

1. Project Manager Work Plan:

This is a detailed description of the planned activities and the schedule for those activities (at least on a monthly

basis if not a weekly basis). The Work Plan would be prepared by the designated and operational project managers as soon as the project has been approved. The activities could be based on the original plan (Worksheet 204), but should be modified by the project managers based on new data since the plan was developed. In preparing the Work Plan, it would be appropriate for the PDP Unit to serve a consultative role to the project managers. This instrument represents the initial act of operationalizing the project plan, and in that respect represents a direct transition from the project planning phase to the project implementation phase. This document would also appropriately be widely distributed as an information piece-- particularly at the beneficiary level. (See Figure 2.)

2. Project Performance Chart:

This instrument is primarily for information dissemination, providing a monthly update of the status of planned and actual project performance and completed by the operational project manager. (See Figure 3.) The list of project activities would be a summary or replication of the activities listed in the Project Manager's Work Plan. This document would appropriately be widely distributed, and could readily be used as a means for aggregating project activity data for distribution at national level.

3. Monthly PMIR Report:

This instrument is primarily for use in making operational decisions. It is completed monthly by operational project managers and sent to offices responsible for problem-solving and action-response support (see Figure 4). The report identifies those activities from the project Performance Chart which require some form of action to be taken during the reporting month. The Explanation column on the report can be reviewed by the PDP Unit and other offices for issues to be considered in planning future projects. The report can be cumulative, providing a "running" record of actions to be taken and the response to the action requests.

4. Monthly Projects Summary:

This instrument is for the purpose of aggregating all the projects at the provincial level requiring actions to be taken and the specific actions requested. Would be compiled at the Provincial level. (See Figure 5.)

5. PMIR Review Meeting:

This would be a quarterly meeting of the designated and operational project managers, appropriate service agency

Figure 2

PROJECT MANAGER WORK PLAN

Project Title: \_\_\_\_\_  
 Project Objective: \_\_\_\_\_

Investment Period: \_\_\_\_\_  
 Life of Project: \_\_\_\_\_

Project Site: \_\_\_\_\_  
 Designated Project Manager: \_\_\_\_\_  
 Operational Project Manager: \_\_\_\_\_

Project Activities	(Week/Month)																			
	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20
1. (Description) (Input)	(a/b)																			
2.																				
3.																				
*4.																				
5.																				
6.																				
7.																				
8.																				
9.																				
*10.																				
11.																				
12.																				
13.																				
*14.																				
15.																				
16.																				
17.																				
18.																				
19.																				
20.																				
21.																				
22.																				
23.																				
Etc.																				

\*Critical Project Indicator

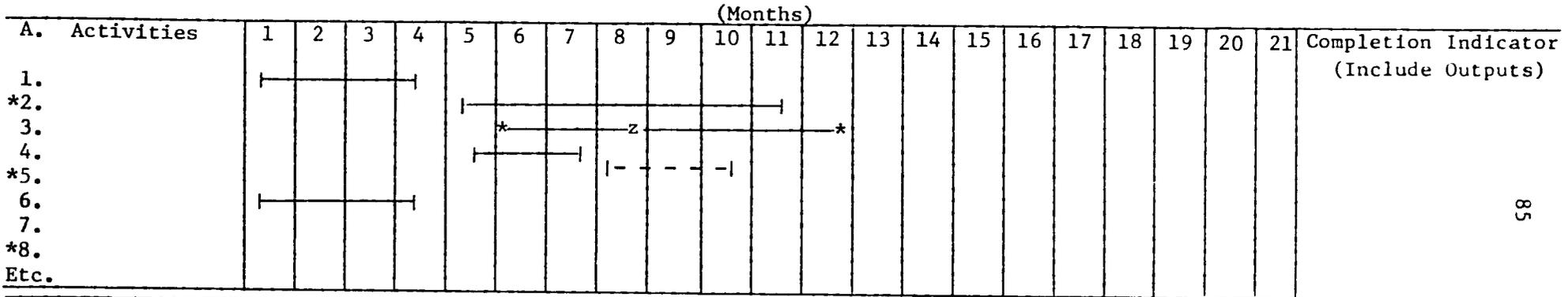
(a) Responsibility Code  
 i.e. Project Manager

(b) Quantity Target (if applicable)

Figure 3

PROJECT PERFORMANCE CHART

Reporting Period: \_\_\_\_\_  
 Project Title: \_\_\_\_\_ Project Site: \_\_\_\_\_ Designated Project Manager: \_\_\_\_\_ Investment Period: \_\_\_\_\_  
 Project Objective: \_\_\_\_\_ Operational Project Manager: \_\_\_\_\_ Life of Project: \_\_\_\_\_  
 Revision: (I) \_\_\_\_\_ Approved: (Date) \_\_\_\_\_



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B. Impact Assessment:	Impact	Description	Action Required	
			Action Request (Include Date)	Response (Include Date)
I. Anticipated Impact (Benefits)	P (Positive) N (Negative)			
1.				
2. (From plan)				
3.				
4.				
Etc.				
II. Unanticipated Impact:				
1.				
2.				
3. (To be completed by				
4. project manager)				
Etc.				

\*Critical Project Indicator

|-----|: Planned and on time, on target  
 \*-----\*: Behind or below target; action requested  
 -----\*: Behind or below target; action taken  
 |- - - -: Revised, approved schedule

Figure 4

MONTHLY PMIR REPORT (MONTH)

Project Title: \_\_\_\_\_  
 Project Objective: \_\_\_\_\_

Project Site: \_\_\_\_\_

Designated Project Manager: \_\_\_\_\_  
 Operational Project Manager: \_\_\_\_\_

Project Activity	Target By (Date)	Actual At (Date)	Explanation	Action Required		
				Action Request (Include Date)	Submitted To	Action Response (Include Date)
2. (Only project 8. activities 11. requiring action) 12. 15. Etc.						

Figure 5

MONTHLY PROJECTS SUMMARY

Kabupaten

Project: (Title)

(Otherwise, as above)

Activities

4

8

10

Project: (Title)

Etc.

representatives, PDP and MR Unit representatives for the purpose of reviewing project performance (based on the Project Performance Chart and Monthly PMIR Report and Project Summary). Its primary function, in addition to a face-to-face review discussion, would be to recommend, as necessary, remedial actions required for the projects to meet project objectives. In this respect, it would serve to identify, propose options, and recommend to appropriate decision-makers, policy decisions to be made.

Appendix 7

Jamaican Projects  
as of August 25, 1980

Type of Assistance to Projects  
by The Project Development Resources Team,  
Funding and Status of Projects,  
As of August 25, 1980  
Under the National Planning Project of  
Jamaica

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
1. Manzo Top Work	Profile Training and Follow-on Consultation	Domestic	Complete, members of Team involved in other projects
2. Logging and RR sleeper ties	Profile Training and Follow-on Consultation	Local Funding	Pilot Project for UNDP. The people involved in other projects-1 went on to be implementer for project.
3. Seed Production Farm	Profile Training and Follow-on Consultation	Local Funding	Seeking Foreign Funding. Site has been provided.
4. Marginal Land Dairy Development	Profile Training and Follow-on Consultation	Foreign Funding	In Execution on Pilot, revised significantly. People working on other projects.
5. Sorghum, Joint Venture with Aluminum Company	Profile Training and Follow-on Consultation	Government and Private Funding	Project Rejected
6. Urban Farmer Training	Profile Training and Follow-on Consultation	Local Funding	In implementation, expanded in several other places.
7. Soya Farm Project	Profile Training and Follow-on Consultation	Local Funding	Rejected
8. Pork Processing	Profile Training and Follow-on Consultation	Local Funding	Rejected-later became foundation for a different project.
9. Craft	Profile Training and Follow-on Consultation	Local, Foreign, and Non-Government Funding	In Implementation
10. Garment Industry Upgrading	Profile Training and Follow-on Consultation	Foreign Funding	Completed

	<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
11.	Women's Vocational Training Center	Series of Consultations	Foreign Non-Government	In successful operation
12.	Land Settlement Project in Ebony Park	Consultation on Feasibility Study and Implementation Planning	Foreign Funding	In Implementation
13.	Utility Pole Program	Profile Training and Follow-on Consultation	Local and Foreign Funding	In Implementation
14.	Fishing Boats	Consultation on Feasibility	Foreign Funding	Approved
15.	Coordinated Craft Industry	Consultation on Profile and Feasibility Study	Local Funding	Attempted to get foreign funding, reduced project for local funding
16.	Land Reclamation for Rice	Consultation on Profile and Feasibility Study	Foreign Funding	In Implementation
17.	Childhood Basic Services	Consultation on Profile, Feasibility and Implementation	Foreign Funding	In Implementation
18.	Childhood Nutrition Gastroenteritis Project	Profile Training and Follow-on Consultation	Local Funding	In Implementation
19.	Black River Upper Morass Land Development	Consultation on Profile, Feasibility and Implementation	Foreign Funding	In Implementation
20.	Sunflower Pilot Project	Consultation on Profile	Local Funding	Present Status Unknown
21.	Adolescent Mother Project	Consultation on Profile	Local and Foreign Non-Government Funding	Present Status Unknown

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
22. Sugar Factory Rehabilitation.	Consultation on Feasibility	Foreign Funding	In Implementation
23. Villians Water Project	Consultation on Feasibility	Foreign Funding	Early Stages of Implementatio
24. Blue Mountain Water Supply	Consultation on Profile and Pre-Feasibility Study	Foreign Funding	Still in Study Stage
25. Agriculture Marketing Program	Consultation on Profile	Foreign (AID) Funding	Early Implementation, limited Scale
26. Meat Processing Plant	Consultation on Feasibility	Foreign Funding	In Study Stage (limited implementation of of some aspects)
27. Agricultural Credit Small Farm	Consultation on Profile and Feasibility	Foreign Funding	In Process of Approval
28. Meat Processing Project	Profile Training and Follow-on Consultation	Foreign Funding	Rejected Locally
29. Market Improvement	Consultation on Profile and Feasibility	Foreign Funding	Significantly revised some aspects in Training
30. Polyester Cotton Mill	Consultation on Appraisal and Design	Foreign Funding	In Implementation
31. Commercial Fisheries	Consultation on Feasibility	Foreign Funding	Awaiting Approval
32. Solid Waste Marketing Study	Consultation on Feasibility	Foreign Funding	Still in Study Stage
33. Coffee Expansion	Consultation on Profile and Feasibility	Foreign Funding	Limited Implementation with Domestic Funding

	<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
34.	Second Population Project	Consultation on Appraisal	Foreign Funding	In Implementation
35.	Dependent Women Vocational Center	Consultation on Profile	Foreign Non-Government Funding	Approved-but no progress yet
36.	Integrated Rural Development	Implementation Training	Foreign Funding	In Implementation
37.	Particle Board Factory	Consultation on Feasibility, Implementation and Training	Foreign Funding	Local Approval Pending
38.	Blue Mountain Coffee Processing	Implementation Training	Seeking Foreign Funding	Some Local Implementation awaiting Foreign Funding
39.	Secondary Roads Project	Implementation Training	Foreign Funding	In Implementation
40.	Charlemont Settlement Project	Implementation Training	Mostly local, but some Foreign Funding	In Operation
41.	Land Lease Site	Implementation Training	Local Funding	In Operation
42.	Integrated Rural Development Demonstration Center	Implementation Training	Foreign (AID) Funding	In Operation
43.	St. Mary Pioneer Farm	Implementation Training	Local Funding	In Operation
44.	First Rural Development Project-Site Development	Implementation Training	Foreign (World Bank) Funding	In Implementation
45.	Lacovia Irrigation Project	Consultation on Profile	Foreign Funding	Approved

	<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
46.	Pedro Plains Irrigation Project	Consultation on Profile	Foreign Funding	Approved
47.	Pura Farm Production	Profile Training and Follow-on Consultation	Local Funding	In Implementation
48.	Grape Production Tallah	Profile Training and Follow-on Consultation	Local Funding	In Implementation
49.	Cocoa Demonstration	Profile Training and Follow-on Consultation	Local Funding	In Implementation
50.	Potato Expansion	Profile Training and Follow-on Consultation	Local Funding	In Implementation
51.	Home Industry Fruit Processing	Profile Training and Follow-on Consultation	Local Funding	In Implementation (expanded)
52.	Grape Production St. Catherine	Profile Training and Follow-on Consultation	Local Funding	In Implementation
53.	Vegetable Demonstration	Profile Training and Follow-on Consultation	Local Funding	In Implementation
54.	Demonstration Farm	Profile Training and Follow-on Consultation	Local Funding	In Implementation
55.	Tumeric Pilot Project	Profile Training and Follow-on Consultation	Local Funding	Rejected
56.	Small Stock Feeding	Profile Training and Follow-on Consultation	Local Funding	In Implementation

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
57. Pioneer Farm	Profile Training and Follow-on Consultation	Local Funding	In Operation
58. Cassava Production Marketing	Profile Training and Follow-on Consultation	Local Funding	Significantly Revised, in Implementation
59. Pepper Processing	Profile Training and Follow-on Consultation	Local Funding	In Implementation
60. Fruit Juices Processing	Profile Training and Follow-on Consultation	Local Funding	Awaiting Approval
61. Export Vegetable Project	Profile Training and Follow-on Consultation	Local Funding	Pilot Project in Implementation
62. Agriculture Training Complex	Profile Training and Follow-on Consultation	Local Funding	In Implementation
62. Agriculture Training Complex	Profile Training and Follow-on Consultation	Local Funding	In Implementation
63. Tropical Plants for Export	Consultation on Profile	Local Funding	In Operation
64. Black Coral	Consultation on Profile	Local Funding	Awaiting Legislation on Environmental Protection
65. Crown College Project	Profile Training and Follow-on Consultation	Foreign Funding	Approved-Awaiting Site Selection
66. Community Health Clinic in Junction	Profile Training and Follow-on Consultation	Non-Government Funding	In Implementation

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 25, 1980</u>
67. Correspondence Education Project	Profile Training and Follow-on Consultation	Local Funding	In Implementation
68. Health, Nutrition	Consultation on Profile and Feasibility	Foreign (AID) Funding	Awaiting Approval
69. Family Planning Education	Profile Training and Follow on Consultation	Local Funding	In Implementation
70. 12 Pioneer Farm Sites	Implementation Training	Local Funding	In Implementation
71. Fish Farming Extension	Imp'ementation Training	Local Funding	In Implementation
72. Production Education	Consultation on Project Profile	Foreign Funding	In Authorization Stage
73. Agricultural Planning/Training	Consultation on Profile and Feasibility	Foreign Funding	In Implementation
74. World Bank Rural Integrated (cluster of 9 sites) Land sites Development	Implementacion Training	World Bank	In Implementation
75. 20 Commercial Enterprise Projects*	Profile Training and Follow on Consultation	Local Funding	In Implementation
76. Duhaney Clinic	Consultation on Feasibility	Foreign Funding	In Implementation
77. Maternal Health Clinic - Expansion at Jubilee Hospital	Implementation Training	Local Funding	In Implementation

\*Small industry, craft and Agriculture Projects (Furniture, dairy farms, tourism).

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project As of August 31, 1980</u>
Secondary School Family Planning	Implementation Training	Local Funding	In Implementation
Family Planning Consulting Services Follow-up for College Students	Implementation Training	Local Funding	In Implementation
Health Records Project	Implementation Training	Local Funding	In Implementation
Fort Antonio Development Project	Consultation on Feasibility	Foreign Funding	Awaiting Approval
Solid Waste Management - Kingston	Consultation on Feasibility and Appraisal	Foreign Funding	Awaiting Approval
Grain Storage	Consultation on Profits Feasibility and Appraisal	Foreign Funding	Awaiting Decision
Water Reclamation and Reuse - Kingston	Consultation on Feasibility	Foreign Funding	Awaiting Decision
Goats and Sheep Multiplication	Consultation on Feasibility	Foreign Funding	Approved
Community Health Aids Effectiveness	Consultation on Profile	Foreign Non-Government Funding	Awaiting Decision
Sanitation Mulching	Consultation on Profile	Foreign Funding	Still in Preparation
Small Fisherman	Consultation on Implementation	Foreign Non-Government Funding	In Implementation

<u>Name of Project</u>	<u>Kind of Assistance</u>	<u>Funding</u>	<u>Status of Project</u> <u>As of August 25, 1980</u>
49. Fruit Juice Processing	Consultation on Feasibility and Appraisal	Foreign Non-Government Funding	Pending Decision

## THE PROJECT PROFILE PAPER

The Project Profile Paper is a brief description of the proposed project idea. Prepared by the initiating agency, this paper represents the first step of planning a project. The Project Profile Paper, in a concise form, introduces the project idea for governmental consideration and action. Specific questions which must be addressed include:

What is the proposal?  
Why should it be done?  
How can it be accomplished?  
How much will it cost?  
Is it worth doing?  
When will it be done?  
Who will do it?

The purpose of this document is to provide sufficient information to permit an appraisal of the merits of this project relative to other projects submitted for consideration within overall government investment programs. The Project Profile will be submitted to the Ministry of Finance and the National Planning Agency for appraisal. The appraisals will result in recommendations which are then forwarded, along with the Project Profile, to the Economic Council. The Economic Council makes a decision to approve or reject the project idea based upon the Project Profile and the accompanying appraisals. If approval is granted, the authorization of necessary investments for a Project Pre-Feasibility Study can be formalized. This approval must be attained before any project can be submitted to a financing agency.

Data requirements for the Project Profile Paper should be obtained only from readily available sources. This will facilitate consideration of the project for later investment priority and will minimize costs at this early planning stage. Data can generally be drawn from sources such as Ministerial green or white papers, market and sector studies, documentation from similar projects, etc. It is anticipated that expenditures for new data will not be made to complete this document.

The Project Profile Paper is to be completed on the attached pages. If all relevant information cannot be presented in the space provided, additional pages can be attached to the pertinent sections.

PROJECT PROFILE

A. Project Title: \_\_\_\_\_  
\_\_\_\_\_

Submitting Agency: \_\_\_\_\_

Contact Name & Title: \_\_\_\_\_

Phone: \_\_\_\_\_

Date: \_\_\_\_\_

B. What is proposed to be done:

Project Description: A concise description of what the project will consist of, its major components and expected outcomes. Alternative locations for the project should be surveyed with a ranking of recommended locations where relevant.

C. Why should it be done?

Objectives: Describe in concise and operational form the benefits that will be realized as a result of the project. Objectives should be stated in specific quality and quantity terms.

D. How can the project be accomplished?

Describe alternative ways of carrying out the project, and rank these in order of preference.

Estimates of Resource Requirements: Identify and quantify roughly the streams of inputs, both investment and operational, over the project life.

E. How much will it cost?

Estimates of Costs and Revenue: Study of the costs, isolating capital costs from operating costs, and phase expenditures through the project life. State revenue estimates, as relevant.

Recommendations for Financing: State the foreign components of the project clearly. Foreign exchange and domestic costs for both capital investments and operating costs must be identified and probable sources for financing should be noted.

F. Will the project have negative effects?

Environmental Impact Statement: An indication of all anticipated ecological and environmental effects of the project should reflect judgements on resources in the project area, including esthetic, historic, archeological, human and natural resources. Negative and irreversible changes should be identified.

G. When will it be done?

Scheduling Estimates: Provide a recommended schedule, by year for the major components of the project. Include scheduling for the planning, designing and testing components of the project, e.g., Pre-Feasibility and Feasibility Planning, as well as implementation scheduling.

**H. Who will do it?**

Responsibility for the Project: Begin by stating who, or what organization, initiated the project and any other pertinent background information. Provide recommendations on alternative organizational arrangements for planning, construction, implementation and operation of the project. Indicate any need for external technical or consultancy assistance.

## 1. Is the project worth doing?

Justification of the Project: An indication of the worthiness is reflected in the summarizing judgements on project desirability. Projects must be ranked from good to poor in each criterion. Any explanatory comments, not covered in the previous discussion, may be added on supplementary sheets to follow this chart.

Criteria of Project Worthiness	Good	Fair	Poor
1. National Priority			
2. Sectoral Priority			
3. Social Desirability			
4. Net Direct Benefits			
5. Direct Employment Effect			
6. Ecological Impact			
7. Positive External Effects			
8. Negative External Effects			
9. Capital Requirements			
10. Recovery Period			
11. Government Indebtedness			
12. Foreign Exchange Savings			
13. Foreign Exchange Generation			
14. Input Requirements			
15. Manpower Requirements			
16. Goal Achievement			
17. Organizational Capacity			
18. Project Constraints			

Conclusions reflected above must be consistent with the information presented elsewhere in the Project Profile.

Criteria of Project Worthiness: Project ProfileA. Priority Criteria

1. National Priority: How well does the project fit within the total investment and development programs of the nation?
2. Sectoral Priority: How well does the project fit within existing and proposed programs for the sector and region?

B. Social Criteria

3. Social Desirability: To what extent is the project likely to gain support from relevant populations and institutions?
4. Net Direct Benefits: Do estimates of direct benefits and returns justify expenditures?
5. Direct Employment Effect: To what extent does the project generate increased employment in needed areas of labor?
6. Ecological Impact: To what extent does it appear that the project will not generate adverse ecological effects?
7. Positive External Effects: To what extent will additional production and employment in related areas be generated by the project?
8. Negative External Effects: To what extent are negative external effects not anticipated as a result of this project?

C. Financial Criteria

9. Capital Requirements: Can requisite capital be easily raised?
10. Recovery Period: To what extent is the recovery period short enough to facilitate early reinvestment?
11. Government Indebtedness: To what extent does the project avoid heavy government indebtedness in terms of equity, guarantees, etc.?

D. Economic Criteria

12. Foreign Exchange Savings: To what extent does the project create favorable foreign exchange savings?
13. Foreign Exchange Generation: To what extent does the project generate an income of foreign exchange for the economy?

**E. Input Criteria**

14. Input Requirements: To what extent are domestic and foreign raw materials and sources likely to be adequate.

**F. Implementation Criteria**

15. Goal Achievement: Are the goals as stated obtainable by the project as outlined?
16. Organizational Capacity: To what extent can existing capacities be used to successfully carry out the project?
17. Project Resistance: To what extent can resistance and constraints to the implementation of the project be overcome to successfully complete the project as designed?

A judgemental ranking of responses to the above sets of criteria will provide a sound basis for comparatively examining the worthiness and desirability of a project idea. Projects considered sound and given high priority will be sent back to Ministries for further study and development in a Pre-Feasibility Study. Any guidelines recommended for the structuring or planning of the project should be attached through an amendment which clearly states the proposed guidelines and their rationale.

Appendix 8

**PROJECT PROFILE PREPARATION MANUAL**

**Prepared by**  
**Projects Division**  
**Ministry of Finance**  
**Government of Jamaica**  
**October, 1977.**

This manual is designed to assist project teams throughout the private and public sectors in Jamaica as they identify projects for the appraisal and approval of the Government of Jamaica. The completion of the Project Profile provides the first project document which must be approved before advanced planning in the form of pre-feasibility or feasibility studies can begin.

## PROJECT PROFILE PREPARATION MANUAL

### NATURE AND SIGNIFICANCE OF THE PROJECT PROFILE

The Project Profile is a document which concisely describes a proposed project idea. The Project Profile presents the project idea in a standardized format to facilitate the appraisal of project ideas by the Government of Jamaica. This standard format required particular preliminary data and information necessary for project appraisal and pre-selection. As the first step in introducing a project idea for the consideration and action of the government, the Project Profile is a necessary document for project development.

The Project Profile is prepared by any initiating Agency, Department or Ministry. To ensure that adequate information and data is available at this initial stage of the project development, the Project Profile assures that project ideas are clearly identified and that all important information is available to decision-makers. The various sections of the Project Profile answer the following questions: What is the project? Why should it be done? How can it be accomplished? When will it be done? How much will it cost? How will it be financed?

The primary purposes of the Project Profile are to:

- establish preliminary documentation on a project idea to assist decisions on the future of the project;
- identify the basic needs and objectives which the project would be developed to address;
- identify the specific outcomes (benefits) and outputs (products and/or services) of the project as designed to satisfy the identified needs;
- outline in a preliminary design, the major components of the project and critical assumptions and conditions upon which project development is dependent;
- provide preliminary financial information so that projects can be appraised, pre-selected and incorporated into the capital budget.

### LEVEL OF ACCURACY

Data for the Project Profile can be obtained from readily available sources. These sources might consist of such documents as Ministerial papers, sectoral studies, market studies, data and history from similar projects, etc. New data need not be developed for the preparation of this document. Where data is not available, assumptions must be made, and so identified, during the preparation of the Project Profile.

Because of the nature of data, estimates and assumptions required for the Project Profile, no specific level of accuracy regarding costs and quantities will be expected. However, the Project Profile should be as accurate and detailed as possible, especially in the statement of project objectives, goals and needs. This information will form the basis for initial appraisals of the project idea, e.g., its contribution and role to national and sectoral priorities.

#### OPERATION OF THE PROJECT PLANNING SYSTEM

The following is an account of the flow or progress of a project through the system which has been designed to assist entities in fulfilling expeditiously assigned responsibilities.

1. Ministries/Agencies receive project ideas from various sources. Some ideas may be spontaneously given; others may arise from sector analysis conducted by the Ministries/Agencies.
2. Ministries/Agencies screen the project ideas and select some for more specific identification.
3. The sponsoring Ministry/Agency is responsible for project identification. Project Identification will culminate in the preparation of a Project Profile.
4. The Project Profile is submitted by sponsoring Ministry/Agency to the Projects Division, Ministry of Finance and Planning, where it undergoes further examination under the Identification Stage of the Project Cycle.
5. The Projects Division may collaborate with the sponsoring Ministry/Agency to facilitate completion of the Project Profile. On the basis of the Project Profile, the Projects Division prepares a Preliminary Analysis.
6. The Projects Division consults with the:
  - (a) National Planning Agency;
  - (b) the Scientific Research Council;
  - (c) the Town and Country Planning Department;
  - (d) Ministry of Finance;

- (e) Jamaica Development Bank;
  - (f) any other relevant Ministry/Agency, in order to assess project compatibility with the overall planning framework.
7. These will append comments and/or analysis and return Preliminary Analysis with comments to the Projects Division.
  8. The Projects Division then prepares a Preliminary Selection Report for submission to the Pre-Selection Committee. The Pre-Selection Committee will comprise M.S.F.P. Chairman, N.P.A., T.C.P.D., S.R.C., J.N.I.C., J.D.B., Ministry of Finance, Projects Division.
  9. The Pre-Selection Committee decides upon consideration of the Preliminary Selection Report whether the project should be:
    - (a) accepted for preparation;  
(Feasibility Study)
    - (b) returned for better identification;
    - (c) deferred for specific period of time;
    - (d) rejected.
  10. Decisions of the Pre-Selection Committee are transmitted to the Ministries/Agencies through the Projects Division with appropriate instructions. The Projects Division will detail the requirements of "deferred" or "returned" projects and work closely with Ministries/Agencies to accomplish the desired effect. No further action would be necessary on rejected projects.

#### PREPARATION PROCEDURES FOR PROJECT PROFILES

The format of the Project Profile is designed to facilitate the understanding of the project reviewer, that is, the person who will be reading the document. The order of presentation in the Project Profile does not conform with the logical steps required to prepare the document. Therefore, it is useful to explain the sequence of steps recommended for the preparation of the project Profile.

An outline of the logical sequence of steps to complete the Project Profile are recorded below. Each step of the preparation is noted with a cross-reference to the section of the Project Profile to which the compiled information is relevant.

**Step 1:** Record the history and origin of the project idea along with any other relevant background information. Record this information in a concise statement in Section A.2 of the Project Profile.

**Step 2:** Identify the needs which the project is intended to address. State these in terms of specific objectives for the project. Record this information in Section B.1, paragraph a, of the Project Profile.

**Step 3:** State the expected outcomes of the project in general terms of objectives and goals. Record this information in Section B.1, paragraph b, of the Project Profile.

**Step 4:** State the specific outputs of the project, in terms of goals and targets as specifically as possible. This will require the identification of the type of product or service to be generated by the project. Record this in Section B.1, paragraph c, of the Project Profile.

**Step 5:** Estimate the overall demand for major project outputs in gross quantity terms. Record this in Section B.2 of the Project Profile.

**Step 6:** Identify how the project will be done, that is what are the methods and technologies involved in the project. Make a preliminary selection of an appropriate technology, but identify alternatives. The selected technology will become the basis for further estimates in the Project Profile. Record in Section C.1 of the Project Profile.

**Step 7:** Identify the sources and quantities of raw materials as specifically as possible. Record this in Section C.2 of the Project Profile.

**Step 8:** Determine a rough schedule for the major activities of the project related to planning, implementation, financing and operations. Record in Section D of the Project Profile.

**Step 9:** Estimate fixed capital investments for the project. These costs should be broken down into major expenditure categories. Identify any foreign exchange component (See Appendix I for suggested format). Record as Section E.1 of the Project Profile.

**Step 10:** Estimate production or operating costs for the project. These may be based upon gross unit cost estimates or major categories of expenditure. Identify any foreign exchange component (See Appendix II for suggested format). Record as Section E.2 of the Project Profile.

**Step 11:** Review the human resources required by the project and identify skills which may be particularly scarce or which require advance planning for training or recruitment. Record in Section C.3 of the Project Profile.

**Step 12:** Estimate any revenues to be generated by the project, and identify any foreign exchange benefits (See Appendix III for suggested format). Record as Section E.3 of the Project Profile.

**Step 13:** Determine the Cash Flow on the revenues and expenditures estimated for the project (See Appendix IV for suggested format). Record as Section E.4 of the Project Profile.

**Step 14:** Determine the net investment and financing requirement for the Project (See Appendix V for suggested format). Record as Section F.1 of the Project Profile.

**Step 15:** Identify the number of additional jobs that will be created directly by the project, making sure to take into account any possible job displacement due to the Project. Record in Section E.5 of the Project Profile.

**Step 16:** Identify any other benefits that are likely to accrue from the project. Record in Section E.6 of the Project Profile.

**Step 17:** Identify recommended financing sources for the subsequent pre-investment, implementation and operating phases of the project. Record in Section F.2 of the Project Profile.

**Step 18:** Restate project objectives and goals, if necessary, and state specific targets for the project as appropriate. This is a reconsideration of information presented in Step 4 and 5 above. Record in Section B.1 of the Project Profile.

**Step 19:** Identify organizations responsible for various planning, implementation and operational activities of the project. Record in Section G, of the Project Profile.

**Step 20:** Describe the project, complete with major project components, relevant details and outcome. Record in Section A.1 of the Project Profile.

Finally, the presentation of the Project Profile should be reviewed to ensure that it is completed and that it presents the project appropriately. Make any adjustments which seem desirable.

The Project Profile is now ready to be submitted for review and appraisal, as noted above.

#### EXPLANATION OF PREPARATION STEPS FOR PROJECT PROFILE

The preparation steps to complete the Project Profile may be a useful orientation for persons assigned the responsibility to complete a Project Profile. The following section is an explanation of each preparation step and includes:

- (a) an expanded statement on specific requirements of each step and section of the Project Profile;

- (b) a discussion of the purpose of each step and section; and
- (c) a general discussion of how to complete each step and section.

Persons who prepare the Project Profile should draw information from all readily available sources. The preparer is not expected to be an expert on all areas or sections to be completed, but is expected to find sources of information and to use the advice and skills of other persons at relevant points in the completion of the document.

The following explanation of the preparation steps can be used as a guide to complete a Project Profile on any project. A completed Project Profile on a specific project (Attachment A) is provided to assist in reviewing and understanding the preparation procedures. Attachment A is Project Profile for a Cassava Processing Plant which is part of programme of Cassava Production. The case project is intended as an example and is provided as a teaching device. As an illustration, it provides guidelines for the development of other Project Profiles, but is not expected to be strictly modelled because each project will require special organization and presentation of the data.

#### STEP ONE: HISTORY AND BACKGROUND

Step One is a record of the general background and development of the project idea. It may begin with a statement of the origin and history of the project idea, e.g., market study, individual or group initiation, political desirability, etc.

The preparer should identify those groups who would support the project and describe all relevant history of the project idea, such as, How long has the idea been around? Has it been considered by government or other agencies before? Have any promises or statements been made concerning the project by any responsible authorities?

The purpose of this information is to alert planners and appraisers to additional sources of information and data on the project. It also assists in the formulation of the needs statement for project documentation by clarifying the areas and sources of support and resistance for the project. It alerts attention to any commitments or announcements on the project so the preparers have a better understanding of the institutional setting and the desirability of the project in its social context.

The information gathered on this initial preparation step will be summarized in Section A.2 of the Project Profile. An example is provided in Attachment A, the case study of a Cassava Processing Plant.

#### STEP TWO: NEED FOR THE PROJECT

The general needs which the project will be designed to meet should be carefully identified. The statement of needs can be expressed qualitatively as the broad objectives of the project. Initial statements of these needs should not be quantified, but they should be clear.

The need statement as expressed in general objectives for the project, will be related to national and sectoral objectives. Projects which are consistent with broader national and sectoral priorities will be given favourable attention in the review and appraisal processes. These objectives relate directly to larger programme and sector goals. The project objectives need to be clear and accurate. Examples of common general objectives might be: "increase the health of the people", "provide employment", "reduce population migration to urban areas", etc. More specific objectives are preferable, if appropriate.

A clear statement of general project objectives is an important part of project documentation as design and evaluation ultimately are based upon the capabilities to achieve the intended objectives. The general objectives are recorded in Section B.1, paragraph a, of the Project Profile. An example of the statement of needs and general objectives can be seen in Attachment A.

### STEP THREE: EXPECTED PROJECT OUTCOMES

Project outcomes are those intended and expected tangible results and/or benefits to be provided by the project. The implementation and operation of a project will produce some desired good or service. The specific goods and/or services of a project are called the project outputs. Project outcomes are broader than project outputs in that the project outcomes refer to a broader impact of the project, e.g., including the spillover and externalities produced by the project. Project outcomes refer to the achievement of a desired state of affairs or set of conditions through the successful execution of the project.

As an example, an agricultural processing plant will provide a specific consumption commodity, such as cassava flour (see Attachment A), but it also provides employment opportunities and additional land development opportunities. These benefits maybe considered project outcomes although they are not specific project outputs.

Anticipated project outcomes may be referred to as project goals. The project outcomes or project goals must be related directly to the project objectives described in Step Two, above. Goals are direct contributions to objectives. If a project outcome (goal) is not related to project objective, then the objective statements are incomplete and should be expanded or the goals are misplaced and the project is really being designed to achieve other objectives.

The purpose of a clear statement of project goals (outcomes) is to provide a clear picture of the range of potential benefits to be gained from a project beyond the specific outputs of the project. These goals will be useful in project formulation and project evaluation. Project goals are specific statements of the project objectives and will permit the ranking of projects according to established priority ratings among those ideas having similar broad objectives.

The statement of project goals is recorded in Section B.1, paragraph b, of the Project Profile. See Attachment A, the Cassava Processing Plant, for an example of the statement of project goals or objectives. This is under the general section heading of Objectives for the project.

#### STEP FOUR: PROJECT OUTPUTS

The chief identification and definition of specific project outputs is the next step in completing the Project Profile. This is a critical step in the shaping and formulation of specific projects. Simply, this step requires the determination of the product(s) and/or services which will be generated by the project.

For integration projects, all intermediate project outputs (goods and services) should be identified so that total demand, both internal and external to the project, can be discussed.

The listing of project outputs is the foundation for the demand analysis which follows. The listing should identify clearly the type and quality of project outputs anticipated, but where appropriate ranges of, project output may be identified for analysis in later market/demand studies.

Project Outputs (goods and services, intermediate and final) are to be recorded in Section B.1, paragraph c, of the Project Profile. In a case example shown in Attachment A, the listing of intermediate and final output is shown to illustrate the range of outputs which might be recorded relevant to specific projects.

#### STEP FIVE: ANALYSIS OF DEMAND

After identifying project outputs, the next step is to estimate the demand for the specific outputs. Demand estimates should be made from readily available sources, such as historical data on past and current demand, which can be projected as an indication of future demand.

Analysis of the demand for the project outputs (goods and/or services) will depend upon the type of product being generated by the project. Two general categories of products can be identified which determine the methodology used for demand analysis.

- (a) Goods and services generated by the projects which can be sold for prices determined by the market system;
- (b) Goods and services generated by projects for which demand is determined through collective decision-making, such as by governments. This category includes such goods and services for which there is a collective need such as schools, health facilities, transportation facilities, etc.

Projects with marketable goods and services generate output which can be estimated through conventional forecasting methods. Projects with non-marketable goods or services are more difficult to project. Therefore, we shall observe that demand analysis differs, generally, for those projects falling in categories (a) and (b) above.

Projects in category (a) above, will have estimation of demand based upon data or estimates of quantities demanded in the past. Such data might be obtainable from import statistics, domestic producers, tax records, consumption studies, requirements of government or of industrial users, sector studies, etc.

If readily available data are not available, appropriate estimates can be made from the experience or observations of individuals who are familiar with similar projects or from experiences of similar projects in other countries, as very few projects are completely unique. All assumptions which must be made concerning the projection or estimation of demand must be explicitly identified.

If demand analysis is made upon a total market, there must be an estimation of the extent to which the project will fill the demand. This means that necessarily, projections of output from other existing sources must be estimated, as appropriate, to determine the proportion of demand which the project will meet. The project will generally attempt to fill, in part at least, the supply gap.

For projects in category (b), above, decisions regarding the supply and quantity of goods and services are not based upon the direct demand of a market as much as the general demand based upon wants or preferences with respect to social priorities. Such demands may be based upon population trends (e.g. education and health services) and the financial capabilities of appropriate authorities to provide the services. For non-marketable goods and services, it is very important to project the costs which will be recurring as well as the capital costs so that demand is consistently coordinated with capabilities to provide.

The purpose of demand analysis can be summarized as the need to identify the market (including the collective market) for the critical project outputs so that adequate information is available to determine the level of production and the types of project production for the project output.

Project demand analysis on the major project outputs is recorded, along with significant and critical assumptions in Section B.2 of the Project Profile.

#### STEP SIX: PROJECT TECHNOLOGY

Without going into extensive technological investigations, this section requires that the technologies and/or unit processes required by the project be identified. Based upon the selection of appropriate technology, other project components and inputs can be calculated. For this stage of planning, the preparer should recommend the type and level of project technology which appears to be most appropriate. For example, should the project be labour intensive, capital intensive, centralized, decentralized, etc.

Selection of the type and level of technology for a project is the first step in determination of production and service processes. Project technology suggests the types of inputs required for projects (e.g., labour and skill requirements, raw materials, location, process equipment). It also identifies the standards which project processes and outputs must meet to fulfill the requirements of the project users and operators (e.g., durability of materials, levels and quality of services and products).

Information on the technology and methods proposed for the project are recorded in Section C.1 of the Project Profile. This information is preliminary and will be tested in detail in pre-feasibility and feasibility studies which will follow approval of the Project Profile.

#### STEP SEVEN: RAW MATERIAL SUPPLY

The level of production for the project is based upon the level of demand determined previously. This will also determine project size and level of technology to be used.

However, the level of production or service generation is greatly influenced by the availability of critical resources such as land, intermediate and raw materials, water, power and other inputs.

It may well be found that these constraints mean that the project will only meet a part of the supply gap even though the technology is available. It is essential then that the quantities and sources of raw materials should be determined so as to permit the determination of the level of production possible and thus the size of the project. Data and information on the supply of raw materials should be recorded in Section C.2 of the Project Profile.

#### STEP EIGHT: PROJECT SCHEDULE

A tentative schedule of implementation for the major project components should be recommended in the project profile. Rough calculations of a schedule may take the form of a bar chart, Gantt chart or milestone chart and should phase only the major project phases such as pre-investment planning, design and engineering, implementation or construction, and on-going operations or project divestment. Particular project components (such as procurement of land, equipment or personnel or training and construction times) should be included if they are especially critical or relevant to timing and scheduling for the project.

Assistance and advice may be sought from persons qualified in particular project component activities in order to obtain reasonably accurate time estimates and to assist in the sequencing of activities. A recommended project schedule allows the judgement of time requirements for project development so that the project can be internally coordinated as well as facilitating coordination with other projects and programmes. This may be critical for example, in the assignment of personnel or in the acquiring of foreign technical or financial assistance.

The project schedule is recorded in Section D of the Project Profile. An example is provided in Appendix A for an actual project.

#### STEP NINE: CAPITAL INVESTMENT COSTS

Based upon the selection of technology and estimation of the levels of production for the project, capital investment costs can be estimated. Capital (or fixed) investments of the project will consist of such requirements as land, buildings, equipment, machinery, construction cost, etc.

The quantity and cost estimates should be aggregates in the general categories of expenditure appropriate for the project and should be based upon historical unit cost records if possible. It should not be necessary to do extensive calculation as much information is available on "order-of-magnitude" estimates which are adequate for this planning stage.

## STEP TWELVE: REVENUE ESTIMATES

When appropriate, estimates of revenues to be generated by the project should be calculated, based upon the order-of-magnitude of the project as proposed. The calculations can be based upon the quantity of the primary product or service level and upon the estimated unit value (or service fee) which is recommended for the project product(s). These estimates need not be highly refined, but should be of similar accuracy as the cost estimates discussed above. Any assumptions made in the estimate of revenues should be clearly stated. The purpose of revenue estimates is not for sophisticated financial analysis, but to provide full information on the nature and objectives of the project at this initial planning stage. Any foreign exchange benefits derived by the project should also be determined.

Estimates of revenues generated by the project are recorded in Section E.3 of the Project Profile (See Appendix III for suggested format). The case example, Appendix A, provides an illustration of the estimation of revenues for a production project.

## STEP THIRTEEN: CASH FLOW

Having determined the approximate revenues and costs, one way of estimating the worth of the project is to subtract the costs from the benefits on a year-to-year basis to arrive at a net benefit stream or the cash flow. A project can be seen as earning a stream of gross benefits from which must be paid toward the input costs of the project such as raw materials, labour, power, etc. What is left over is available to pay interest on capital borrowed, and to repay the capital borrowed.

A Cash Flow Statement should be prepared in Section E.4 of the Project Profile using Appendix IV as the suggested format.

## STEP FOURTEEN: NET INVESTMENT SCHEDULE

The financing of a project can take the form of suppliers credit, short term debt, long term debt, and equity. Projects that have a long investment period may be partially self-financing, that is, the revenues may be used as part of the investment thus reducing the total financing (outside of the project) required.

The net investment schedule provided a year-to-year description of the financing needs of the project. This should be recorded in Section F.1 of the Project Profile using Appendix V as the suggested format.

## STEP FIFTEEN: ADDITIONAL EMPLOYMENT

One of the Government's main objectives is the creation of employment opportunities for the large number of unemployed in the society. The desirability of advancing a project to the feasibility stage is dependent on its relative priority on the national level. It is, therefore, important that an identification be made of the number of additional jobs that will be created directly by the project, and making sure to take into account any possible job displacement due to the introduction of the project.

Record this information in Section E.5 of the Project Profile.

The estimates of capital costs should be updated, however, to reflect the time periods anticipated for implementation of the project, e.g. if inflation is increasing prices of materials at predictable rates.

Information on the general levels of capital expenditures should be available locally, but if unavailable, data from the experiences of other countries might be available. Commercial firms will also have relevant information in many instances. Any information taken from sources external to the local situation, should be modified to reflect local conditions such as productivity, building and construction standards, material costs, etc.

Fixed or capital costs are presented in summary form in the Project Profile. The foreign exchange component of any capital costs should be identified at this point. The estimates of capital investment are recorded in Section E.1 of the Project Profile (See Appendix I for suggested format). In the case example, attached as Appendix A, the recording of capital investment costs illustrates the general level of accuracy of planning.

#### STEP TEN: OPERATING COSTS

Estimates for physical resource requirements are completed with assessment of input quantities and cost required for project operation. Operating costs are estimated in the same general manner as capital investment. That is, the estimates are aggregated into major categories reflecting the order-of-magnitude recommended for the project. If adequate historical data for local conditions is unavailable, estimates maybe obtained as described above. Also, engineers familiar with the specific processes incorporated in the project may be consulted to advise on estimations of operating costs. Operating costs normally include such inputs as raw materials, intermediate materials, overhead and maintenance costs, labour, packaging or delivery costs, etc.

As with the estimation of capital investment costs, any foreign exchange component of operating costs should be isolated. Operating costs are recorded in summary form in Section E.2 of the Project Profile (See Appendix II for suggested format). An example of the estimation of operating costs for a specific project is provided in the case example of Appendix A.

#### STEP ELEVEN: SCARCE SKILLS

Successful completion of projects is often dependent upon the recruitment of appropriate human resources to fulfill the demands of the project. All labour requirements for project implementation and operations should be identified. Special attention must be given to any skills which may be difficult to obtain. These may be technical, managerial or professional positions, in particular. These should be noted in early planning stages so that there is sufficient time to prepare for the recruitment and/or training of persons with the required skills.

Conclusions regarding the human resource requirements for the projects, and especially any recommendations regarding scarce human skills, should be recorded in Section C.3 of the Project Profile.

## STEP SIXTEEN: ADDITIONAL BENEFITS

Most projects give rise to indirect benefits which are not clearly attributable to the project itself. An agricultural project, for example, may give rise to new income from investment in new processing facilities, and higher farm incomes will benefit local shop keepers.

When appropriate, additional benefits generated by the project should be indicated and any assumptions clearly stated. Since any additional benefits will not be included in the Cash Flow, it would not be necessary at this stage for these to be quantified.

## STEP SEVENTEEN: PROJECT FINANCING

Financing constitutes the critical link between ideas and action. It is often necessary to obtain financing for pre-feasibility and feasibility studies as well as for project implementation. The problem of financing is not only that of securing the total investment requirements of a project but also, and equally important, ensuring that the funds are available when and as needed. Otherwise costly delays may occur. The Project Profile should indicate the volumes and schedules of investment requirements in a crude set of estimations over the life of the project. If financing is required for subsequent planning, this should be indicated with some accuracy and prospective sources of such financing should be proposed.

In proposing financing for advanced planning stages, sources for financing should be identified, together with relatively accurate amounts and schedules. Sources of funds may be broadly classified as internal or external (i.e., to the operating Agency or Ministry). They may also be broken down into foreign and domestic sources or into governmental or private sources. If a project can be primarily financed from within an agency it will not be generally essential to follow the planning stages required for projects which demand special or capital budgeting. The following general sources of financing might be indicated in the Project Profile.

### Internal to the Agency:

- (a) Agency's income;
- (b) Depreciation reserves.

### External to the Agency:

- (a) Capital contributions (e.g., stocks)
- (b) Loans (domestic and foreign)
  - Corporate bonds
  - Government bonds
  - Borrowing from investment/financing institutions
  - Borrowing from foreign government assistance programmes
  - Other special financing arrangements
- (a) General Revenues
- (b) Special funds
- (c) Grants or aids

A clear justification should be presented for proposals to tap each of the identified financing sources. If appropriate, proposed terms and conditions of credit might be stipulated, e.g., often only direct and indirect foreign currency costs of projects are eligible for loan financing by foreign institutions.

Discussions of financing arrangements, terms and conditions may proceed under the direction of the Ministry of Finance and the operating Ministry after the pre-selection of the project by the Pre-Selection Committee.

#### STEP EIGHTEEN: OBJECTIVES

After the formulation of the major components of the project, it is beneficial to review the project objectives and goals which have been identified in Section B.1 of the Project Profile (Step Three, above). The shaping of the project and any substantive changes which may occur through the development of the project idea may now require a modification in the previous statement of objectives. This step provides an opportunity to test the project as proposed against the initial statement of goals and objectives. Modifications may be required, if for example, the shape of the project or the objectives are not congruent and consistent with each other.

As the project has essentially taken shape, it is now possible to finalize specific, quantifiable targets for the project. Project targets are identifiable both quantitatively and qualitatively as the project is formulated. For example, a project output may be the production of 15,000 tons of flour of a specific quality annually. The 15,000 tons of milled flour is a project target. Additional targets may include any employment opportunities attached to the milling process, such as the employment of 40 persons through the provision of new jobs through the project. This is a subsidiary project target, although it is not a direct output of the project.

Modification of the statement of objectives and project targets in quantifiable terms are recorded in Section B.1 of the Project Profile, as appropriate. See the case example in Appendix A for an illustration of the statement of project targets.

#### STEP NINETEEN: ORGANIZATIONAL RESPONSIBILITIES

The Project Profile includes the recommendation of agencies or Ministries which will assume responsibility for the various phases in the development of the project. For example, organizations responsible for pre-investment planning, financing, implementation and operations should be specified and their relationships indicated. Alternative organizational arrangements may be suggested, as appropriate. If unusual organizational recommendations are made, a justification may be attached to the recommendation.

Identification of agencies responsible throughout project development is important at this initial planning stage so that all relevant agencies may be involved in the planning processes. Early discussion of organizational responsibilities may result in the selection or the creation of organizational arrangements for planning and/or implementation which may be more appropriate than traditional arrangements.

The recommendations on organizational responsibilities are recorded in Section G, of the Project Profile. See the case example in Appendix A for an illustration of recommendations for project organization.

#### STEP TWENTY: PROJECT SUMMARY

The project summary can only be comprehensively presented after the shaping of all the integrated components which form the project. After completing the above steps, the project can be concisely and easily described. The project summary is a description of what the project essentially is, whether it is integrated with other projects, a description of the major components, and the expected outputs and outcomes of major importance.

This section is a summary of the detail presented throughout the text of the Project Profile. It is primarily intended to provide an introduction of the Project idea to the reader of the document. Any unusual features which may distinguish the project should be included along with the normal project description. The location of the project and rationale for the location, for example, may be important as part of the summary. Issues involved in project selection should also be incorporated into a summary description of the project. Thus, if the location or technology is controversial, this should be indicated.

The Project summary is presented in Section A of the Project Profile. It cannot be competently presented until all other steps in project identification for the Project Profile have been completed. In Appendix A, the case example provided an illustration of how to present the description of a project.

## Attachment

PROJECT PROFILEWHAT IS A PROJECT PROFILE?

The Project Profile is a brief document prepared by the Ministry or Agency which sponsors a project idea. It represents the first step of planning a project and presents the appropriate preliminary information to permit an early appraisal of the merits of a project.

Project Profiles must be completed in the standard format which is outlined below. The Project Profile is comprised of seven major sections which answer the following questions about the proposed project:

What is the project proposal?  
 Why should the project be done?  
 How can it be accomplished?  
 When will it be done?  
 How much will it cost?  
 How will it be financed?  
 Who will do it?

It is estimated that each section will require approximately one page, so that with the accompanying Appendices of financial information the completed Project Profile should not exceed ten to twelve pages. The Project Profile is submitted to the Projects Division of the Ministry of Finance for appraisal and selection.

PROJECT PROFILE FORMATA. WHAT IS PROPOSED TO BE DONE?

- A.1 Project Summary: Provide concise description of the idea, consisting of its major components, expected products and/or services to be generated and project location(s).
- A.2 Project History: State the history of the project idea and other pertinent background information. Please append any reference documents.

B. WHY SHOULD THE PROJECT BE DONE?B.1 Objectives

- a. State the broad objectives of the project.
- b. State the more specific goals of the project.
- c. State specific quantifiable outputs (targets) of the project.

B.2 Demand Analysis:

- a. Identify the project outputs for which demand analysis has been performed.
- b. Describe the demand for the project products or services. Critical assumptions for calculations of demand must be identified.

b. Describe briefly the preferred technology and level of output for the project, giving reasons for such choice.

C.2 Raw Material: Identify the raw materials required giving quantities and sources.

C.3 Scarce Skills: Identify any scarce skills required for project operation and state the plans for securing such skills.

D. WHEN WILL THE PROJECT BE DONE?

Scheduling Estimates: Provide recommended schedules for the major phases and components of the project by appropriate time periods. At a minimum, include pre-investment planning, design and engineering, implementation, and starting date for operations.

E. WHAT ARE THE PROJECT COSTS AND BENEFITS:

E.1 Estimates of Capital Requirements: Identify, quantify and cost out the aggregate investments or capital requirements of the project. Identify any foreign exchange component. (See Appendix I for suggested format)

E.2 Estimates of Operating Requirements: Identify, quantify and cost out aggregate operating requirements of the project. Identify any foreign exchange component. (See Appendix II for suggested format)

E.3 Estimates of Annual Revenues: Estimate annual revenues from the project, if applicable. Identify any foreign exchange benefits. (See Appendix III for suggested format)

E.4 E.4 Estimates of Cash Flow: A cash flow estimate - an estimate of revenue and expenditure of the Agency carrying out the project from which it can be determined whether the funds will be available when needed. (See Appendix IV for suggested format)

F. E.5 Employment Generation: State how many additional jobs will be created directly by the project.

E.6 Additional Benefits: Indicate other benefits which are likely to accrue from this project.

F. HOW WILL THE PROJECT BE FINANCED?

F.1 Net Investment and Financing: Summarize net investment and financing requirements. (See Appendix V for suggested format)

F.2 Financing Sources: State the recommended sources and amount of financing for the major project phases. Include domestic as well as foreign sources.

CAPITAL COST ESTIMATES

APPENDIX I  
(See E.1)

J\$'000

ITEMS	Year			Year			Year			Year			Year		
	Local	Foreign	Total	Local	Foreign	Total	Local	Foreign	Total	Local	Foreign	Total	Local	Foreign	Total
	1. Land Site Development Infrastructure (Specify)														
2. Building and Civil Work (Specify)															
III. Machinery & Equipment															
IV. Engineering Fees Consultant Fees															
V. Preproduction Launching Expenses															
VI. Interest during Construction															
VII Other (Specify)															
<b>TOTAL</b>															

OPERATING COSTS

APPENDIX II  
(See F.2)

ITEMS	Year														
	Local	Foreign	Total												
1. Manufacturing Cost															
a. Raw Materials															
b. Labour															
c. Royalties															
d. Factory Overheads															
(i) Power															
(ii) Fuel															
(iii) Repairs & Maintenance															
(v) Others															
2. Administrative & Selling Exps.															
(i) Salaries															
(ii) Rents															
(iii) Advertising etc.															
3. Other Exps.															
(i) Taxes															
(ii) Insurance															
(iii) Depreciation															
<b>TOTAL</b>															

GROSS BENEFITS

APPENDIX III  
(See E.3)

PRODUCT DESCRIPTION	Year				Year				Year				TOTAL TO 20 YEARS				
	Local		Foreign		Local		Foreign		Local		Foreign		Local		Foreign		
	Quant.	Value	Quant.	Value	Quant.	Value	Quant.	Value	Quant.	Value	Quant.	Value	Quant.	Value	Quant.	Value	
(Product A)																	
(Product B)																	
(Product C)																	
(Product D)																	
<b>TOTAL</b>																	

CASH FLOW STATEMENT

APPENDIX IV  
(See E.4)

YEARS:

	0	1	2	3	4	5	6	7	8	9	10	11	12	13
<b><u>SOURCES:</u></b>														
Revenue (Benefits)														
Debt														
Equity														
Salvage Value														
Other														
<b>TOTAL SOURCES</b>	\$													
<b><u>APPLICATIONS:</u></b>														
Capital Expenditure														
Interest During Construction														
Start-up Operating Expenditure														
Capital Replacement														
Operating Cost														
Other														
<b>TOTAL APPLICATIONS</b>	\$													
<b>Net Cash Flow before Service</b>														
<b>CUMULATIVE NET CASH FLOW</b>														
<b><u>DEBT SERVICE:</u></b>														
Loan (A)														
Loan (B)														
<b>TOTAL DEBT SERVICE</b>														
<b>Net Cash Flow after Debt Service</b>														
<b>CUMULATIVE NET CASH FLOW</b>														



Appendix 9

LIST OF TRAINING MATERIALS, MANUALS,  
AND MODULES (JAMAICA)

## Appendix 9

### Project Planning and Management Series

MANUAL I - Planning for Project Implementation

MANUAL P - Project Planning Manual

MANUAL M - Project Management Manual

MANUAL PF- Pioneer Farm Implementation Planning

#### Modules

1. Defining Project Objectives (Objective Tree)
2. The Logical Framework
3. Work Breakdown Structure
4. Activity Description Sheets
5. Project Organization
6. Linear Responsibility Charts
7. Project Scheduling - Bar Charts
8. Bar Charting for Project Control/Scheduling
9. Project Scheduling - Network Analysis
10. Milestones Description Charts
11. Resource Planning & Budgeting
12. (Title not yet decided)
13. Project Technology Analysis
14. Demand Analysis
15. Market Strategy Analysis
16. Project Area Analysis
17. Project Costs & Benefits

18. Project Profile
19. Financial Analysis
20. Cash Flow Analysis
21. Discounting
22. Net Present Worth Analysis
23. Cost-Benefit Analysis
24. Benefit-Cost Ratio Analysis
25. Internal Rate of Return
26. Social Analysis of a Project
27. Economic Analysis of Projects (including Border Pricing)
28. Financial Statements & Ratios
29. Project Selection & Needs Analysis
30. Brainstorming
31. Decision-Making System for Projects
32. Project Institutional Environmental Analysis
33. Ecological Analysis for Projects
34. Introduction to Contracts, Jamaican Contract Documents & Tendering Procedures
35. Selection & Use of Consultants
36. Project Documents for Planning & Implementation
37. Report Writing for Projects
38. Project Files
39. Formats for Pre-Feasibility & Feasibility Studies
40. Motivation of Employees and Personnel Evaluation
41. Design of a Project Management Control System

42. Evaluating & Forecasting Project Progress & Performance
43. Project Termination
44. Introduction to Lending Agencies
45. Organizing and Conducting Conference Meetings
46. Withdrawal of and Accounting for Loan Funds in the Financing of Projects