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**MANPOWER DEVELOPMENT RECOMMENDATIONS**

**FOR**

**KEY DEVELOPMENT AGENCIES FUNCTIONING AT THE PROVINCIAL AND  
SUBPROVINCIAL LEVEL OF GOVERNMENT IN THE NORTHERN  
SUMATERA REGION OF INDONESIA**

prepared by  
**NORTHERN SUMATERA REGIONAL PLANNING STUDY  
( PROJECT UTA - 12 )**

**June, 1981**

**FINAL REPORT.**

**DIRECTORATE OF CITY AND REGIONAL PLANNING  
DIRECTORATE GENERAL CIPTA KARYA, MINISTRY OF PUBLIC WORKS  
GOVERNMENT OF INDONESIA**

with the assistance of  
**THE UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT**

**CONSULTANT TO THE PROJECT : PADCO INC.**

## PREFACE

This manpower development report has been prepared by the Northern Sumatra Regional Planning Study (Project LTA-12). The project, extending over a 34-month period which began in October 1978, is jointly-sponsored by the Government of Indonesia, through the Ministry of Public Works, and the United States Agency for International Development. The implementing agency within the Ministry of Public Works is the Directorate General of Housing, Building, Planning and Urban Development, Directorate of City and Regional Planning. The USAID consultant to the project was PADCO (Planning and Development Collaborative International, Inc.).

Overall project policy and general direction are the responsibility of the National Steering Committee, consisting of the Director General of Housing, Building, Planning and Urban Development (Cipta Karya), Ministry of Public Works; the Director General of General Administration and Regional Autonomy (PUOD), Ministry of Home Affairs; and Deputy V of the National Development Planning Body (BAPPENAS). On the project's Technical Committee serve the planning bureau heads of the Ministries of Public Works, Home Affairs, Agriculture, and Communications; the directors of the City and Regional Planning Directorate in Public Works and of the Regional Development Directorate General in Home Affairs; and the head of the Bureau of Physical and Spatial Planning in BAPPENAS. At the regional level, an Advisory Committee consisting of the chairmen of the four provincial development planning bodies (BAPPEDAs) in the Northern Sumatra Region provided guidance to the project.

The broad objective of Project LTA-12 as described in the Project Paper is the creation of "more effective institutional capacity for the planning, implementation and evaluation of development activities in Indonesia, which provide the base for increasing rural income and broadening participation in the development process." Specifically, and as originally conceived, the project's purpose was to assist in the establishment of coordinated provincial and regional planning programs for Major Development Region "A" (WPU-A), consisting of Aceh, North Sumatra, West Sumatra and Riau. As work on the project progressed, however, it became evident that, given the project's resources and the variations within the region, it would not be possible to provide high-impact and integrated assistance to all four provinces

simultaneously and within the period of LTA-12. It also became apparent that it would first be necessary to strengthen the planning and management functions in the individual provinces before interprovincial planning and management could be realized. At the same time, it was felt that urgent interprovincial projects in the Northern Sumatra Region, e.g. environmental stabilization, interprovincial transportation, and some aspects of training and research, could be handled by setting up special committees and working groups comprised of officials from existing governmental institutions.

In consideration of the above, a decision was made in March 1980, to focus project activity in one province, with that province serving as a test case for the development of a planning and management model for the other three provinces in WPU-A. The province selected for this purpose was Riau, primarily because of that province's early expression of interest in being a focal point for LTA-12 activity coupled with the fact that GOI has assigned Riau a heavy role in transmigration schemes. A third reason for selecting Riau as the test province is the GOI's interest in expanding the province's economic base beyond oil.

Using Riau as a laboratory and model for replication since March of 1980, the project has had four projected outputs as follows:

(i) Recommendations for an improved system of annual planning and budgeting (APB). In fact, the project is concerned with the whole configuration of development planning, programming and budgeting/financing, but for the sake of convenience the terminology "annual planning and budgeting" is used most frequently in project documents.

(ii) The preparation of a medium-range strategic development framework (SDF) for Riau for the period 1982/83-1988/89, including guidelines for immediate action.<sup>1/</sup>

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<sup>1/</sup> Originally there was to be support also for the establishment of comprehensive long-range (20-30 years) planning, but it was agreed early in the project that, given the uncertainties inherent in long-range projections, the high discount rates to be applied to future benefits and costs, and data and staffing limitations, the Government's purposes could be best served by focusing attention on a medium-range (5-10 years) horizon. This does not preclude longer-range concerns for specific subsectors and variables for which this is appropriate.

- (iii) A functioning information system.
- (iv) Manpower development activities and recommendations, the latter of which are incorporated in this report.

All four of the outputs are intended to be mutually reinforcing elements for strengthening development planning and management capacity, effectiveness and efficiency in the provinces, with both the manpower development component and the information system looked upon as supporting elements for the other two outputs.

It is perhaps appropriate to point out in this preface that this project differs from earlier regional planning studies carried out in Indonesia in that every attempt was made to avoid a dominance of decisions by foreign specialists. With this in mind, the consultant group was designed to be small, with the intent of strengthening local capacity - in part by having to depend upon that local capacity, and in part through training and by transferring knowledge to the GOI counterpart officials affiliated with the project. As one means of putting this approach into practice, two officials from each of the four BAPPEDAs Tk. I in WPU-A were assigned to the LTA-12 core team and worked with the project throughout its duration. After the March 1980 decision to concentrate project activities in Riau, this core Indonesian team, along with their foreign counterparts, worked extensively with the Riau BAPPEDA, and through the BAPPEDA, with the Kanwil-Kanwil, Dinas-Dinas and other agencies in the province. During the latter half of the project period, LTA-12 personnel also carried out a limited amount of project activity outside of Riau, primarily in Aceh.

In addition to this manpower development report, the project has produced four other major technical reports. These are:

- (i) A Strategic Development Framework for Riau Province  
1982/83 - 1988/89  
With Guidelines for Immediate Action
- (ii) Guidelines for Annual Planning and Budgeting  
at The  
Provincial and Subprovincial Levels of Government
- (iii) Guidelines for Establishing Information Systems  
for  
The Planning and Management of Regional Development
- (iv) Technical Library Operations Manual  
for  
BAPPEDAs Tk. I

All of the project's five final technical reports are supplemented by technical memoranda, working papers and interim consultant reports.

In addition, there is the consulting firm's end-of-project report, which contains a review of project accomplishments and shortcomings, together with recommendations for follow-up activity.

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### ACKNOWLEDGEMENTS

The Northern Sumatra Regional Planning Study (LTA-12) team has been composed of technical staff from central government agencies and the BAPPEDAs of the four participating provinces, together with the consultants to the project. This team has taken the principal responsibility for the work on all four of the project's thrusts, but since March, 1980, when activities were focused on the Province of Riau as a test case, the team has worked in close collaboration with the BAPPEDA Tingkat I Daerah Riau and has had a field office in Pekanbaru provided by the BAPPEDA.

The team wishes to take this opportunity to express its appreciation of the support it has received from the several government policy levels relevant for the project and the technical collaboration provided by the many agencies and individuals who have devoted time and provided information which has been of great help in the execution of the work.

These agencies and individuals are too numerous to identify in detail but special thanks are due to members of the National Steering Committee, the National Technical Committee and the Provincial Advisory Committee. Thanks are due also to the officers and staff members of the Biro-Biro Pembangunan, Biro-Biro Keuangan and Dinas-Dinas Pendapatan Tingkat I who have participated in technical discussions and reviews, together with the officers and staff of the corresponding Tingkat II entities. The officers and staff of a number of Kanwil-Kanwil, Dinas-Dinas and other line agencies in Riau gave their time over extended periods and several of them played key roles in formulating the Project's findings and recommendations. The Bupatis and Camats in Riau have been invaluable in identifying local concerns and priorities and in facilitating the team's field work.

The project has benefited also from discussions held with a variety of individuals and groups in the private sector and from information provided by other teams working on projects in or relevant for Riau. In the latter category, special thanks are due to the team working on the study of the water resources and potentially irrigable land of Riau and the IGS/DMR North Sumatra Project which has been investigating the geology and mineral potential of the province. In

both cases, technical staff members of these project gave unstintingly of their time in discussions with the LTA-12 team and made their own data and findings available even before their formal publication, thus expediting greatly the progress of the LTA-12 work.

The support and close interest of USAID officers and staff, at all levels and in all of the relevant sectoral and program divisions together with the U.S. Consulate in Medan, have been invaluable at all stages of the project --- in providing inputs for the technical work, in evaluating the project's progress and in providing sustained administrative backup.

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## FOREWORD

As mentioned in the preface, and in order to maximize the impact of the project's resources, the focal point of LTA-12 activity in the Northern Sumatra Region has been the Province of Riau. However, the other three provinces in the WPU-A Region, i.e. Aceh, North Sumatra and West Sumatra have also benefited from the participation of selected BAPPEDA Tk. I officials from these provinces, as well as from Riau, on the LTA-12 core team. Further, replication of the three project outputs referred to in the preface will be, or have been, in part accomplished through the dissemination of procedural manuals and guidelines and by means of workshops. For more effective replication in the longer term, however, and in order to meet the specific needs of all four provinces, more intensive training will be required. These types of training requirements, which are beyond both the scope and the capacity of Project LTA-12 to meet, are addressed in detail in this manpower development plan.

A number of comments on the intended beneficiaries of the manpower development recommendations are in order at this point. From the start, it had been the conviction that the recommendations should be made primarily, but not solely, for the BAPPEDAs Tk. I and Tk. II, as these planning agencies have quite rightly been established for exceedingly critical reasons, namely, to coordinate development planning, to monitor projects, and to undertake research in the interest of development, or - to express these responsibilities in more impactful terms - to get the whole development process together at the subnational levels so that the nation's resources can be both used and tapped more effectively.<sup>1</sup> As work on the project progressed, the need for a manpower development program for the BAPPEDAs was confirmed, but it also became evident that the scope of the recommendations would have to be broadened to include more substantial suggestions than originally perceived for the other provincial agencies and officials involved in the development process and whose cooperation and expertise are required if the BAPPEDAs are to be able to carry out their mandates effectively. Thus, the plan, in addition to manpower development recommendations for the BAPPEDAs, includes expanded suggestions for the Biro's and Subdirektorat's Pembangunan and Keuangan, the Dinas Pendapatan, other key line agency Dinas-Dinas, and the Kanwils.

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<sup>1</sup> See pages 3-4 and 23-24 for a detailed listing of BAPPEDA Tk. I and Tk. II responsibilities as specified in the relevant decrees.

Due to the fact, as mentioned, that the concentration of project effort has been in Riau, the primary and more specific recommendations that the plan lays out are for that province. However, and particularly with regard to the BAPPEDAs Tk. I and Tk. II, recommendations are also put forth for the other three provinces in the WPU-A Region. This was possible for a number of reasons. First, the project undertook an extensive survey of BAPPEDA Tk. I officials in all four of the region's provinces. This survey not only covered the work and educational backgrounds, training experiences and other relevant facts regarding the officials, but also attempted to examine their overall work environment, including the constraints under which they have to function. Second, an earlier USAID-supported project undertaken by the Government of Indonesia provides an assessment of skill requirements for the BAPPEDAs Tk. I and Tk. II on both Java and the outer islands.<sup>1</sup> Third, many of the second-level planning bodies have only recently come into existence as a result of the Presidential Decree calling for the establishment of the BAPPEDAs Tk. II; resultantly, the basic manpower development requirements of these planning bodies are generally uniform in nature.<sup>2</sup> In the case of the Biro and Subdirektorats Pembangunan and Keuangan, as well as the Dinas Pendapatan and a number of the line agency Dinas-Dinas, the manpower problems which are addressed in this report are problems faced by Riau, but general knowledge of Aceh, North Sumatra and West Sumatra suggests that, at least in some cases, the respective agencies in these provinces are encountering a number of the same problems as the agencies in Riau. These problems range from a shortage of personnel, to insufficiently trained personnel, to a lack of functioning in accordance with the fact that development planning, programming, budgeting and financing are functionally-interrelated components of a total system.

A matter to make note of in this foreword is that the report gives recognition to the fact that not all manpower development deficiencies can be resolved through training. In fact, in the case of

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<sup>1</sup> Kabupaten Provincial Planning and Management Training Project (KPPMT), a project administered by Badan Pendidikan dan Latihan, Departemen Dalam Negeri, R.I.

<sup>2</sup> Possible exceptions are some of the second-level planning bodies which were established prior to 1980 under a decree issued by either a governor, a bupati or a walikota. However, even many of these planning bodies experience manpower problems which are similar to those of the more-recently or yet-to-be established BAPPEDAs Tk. II.

the government entities for which this plan is designed, training is a necessary but only partial solution to satisfying the manpower development requirements. It has been necessary, therefore, to lay out a plan which provides recommendations that fall both within and outside the realm of training. Within a broader context, it is perhaps unnecessary to also mention that not all of the problems which these agencies face fall within the area of manpower development.

The report also takes into consideration the fact that the Government of Indonesia is going through a transition period regarding the decentralization of the planning process. That decentralization of planning is clearly GOI policy can be evidenced by the INPRES programs and the establishment of the BAPPEDAs Tk. I, the UDKPs, the LSDs (now LKMDs) and, most recently, the BAPPEDAs Tk. II. At the same time, there is some justifiable concern at the center that the sub-national level planning bodies do not yet have the experience and skills to carry out all the planning and programming functions assigned to them and that, therefore, a certain amount of functional control is still required at the center, e.g. review of DATI II DUPs by BAPPENAS. Conversely, the lower-level planning bodies argue that we cannot develop the skills and gain the experience unless we go through the process of planning and programming. The argument on both sides is valid and the recommendations put forth herein attempt to address the concerns at all levels of government.

Finally, a few words on the format used for this report are in order. The report is quite simply divided into two parts. In Part I, an overview of the development planning, programming and budgeting/financing agencies at the provincial and kabupaten/kotamadya levels of government is presented. This overview highlights the mandates, functions, relationships, organizational structure, and problems and constraints of the key agencies at DATI I and DATI II, with particular emphasis on relationships between the province-based agencies and the center. Some of the information presented in Part I may be obvious to many of the readers of this report, but it was felt necessary to include the information in order to provide a basis for the rationale behind the recommendations made later on. Also with regard to Part I, it has been necessary to be frank in assessing the current constraints to effective planning. However, this assessment has been made in good faith, in the interests of providing realistic recommendations, and with no intent to offend any policy-maker or agency; and it is hoped that the report is read with this understanding.

Part II consists of the manpower development recommendations which fall into two categories: (i) training, and (ii) nontraining. Both categories of recommendations are presented first for Riau and then, insofar as possible, for Aceh, North Sumatra and West Sumatra.

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GLOSSARY

- AAETE : Agricultural Agency for Education, Training and Extension.
- APBD (Anggaran Pendapatan Belanja Daerah) : Regional Budget.
- APBN (Anggaran Pendapatan Belanja Negara) : National Budget.
- APB : Annual Planning and Budgeting.
- APPB : Annual Planning, Programming and Budgeting.
- APPBF : Annual Planning, Programming and Budgeting/Financing.
- Badan Diklat (Badan Pendidikan dan Latihan) : Education and Training Body of the Ministry of Home Affairs.
- BangDes (Pembangunan Desa) : Rural Development. In this document, the term refers to the Directorate General of Rural Development, Ministry of Home Affairs, and its offices at the provincial and subprovincial levels of government.
- BAPPEDA Tk. I (Badan Perencanaan Pembangunan Daerah Tingkat I) : Province-Level Development Planning Body.
- BAPPEDA Tk. II (Badan Perencanaan Pembangunan Daerah Tingkat II) : Kabupaten or Kotamadya Development Planning Body.
- BAPPENAS (Badan Perencanaan Pembangunan Nasional) : National Development Planning Body.
- Bidang : Division (of an organization).
- Biro : Bureau. For example, the Biro Pembangunan (Development Bureau).
- Bupati : The chief executive of a kabupaten.
- Camat : The chief executive of a kecamatan.
- Daerah : An administrative region or area at any level of government.
- DATI I (Daerah Tingkat I) : Province.
- DATI II (Daerah Tingkat II) : Kabupaten or Kotamadya.

Departemen : Department.

Departemen Dalam Negeri (or DDN) : Ministry of Home Affairs.

Departemen Pekerjaan Umum (or PU) : Ministry of Public Works.

Desa : Village; rural area.

Dinas : A service/technical agency of the province, kabupaten or kotamadya. The plural is expressed as "Dinas-Dinas".

DPPB : Development Planning, Programming and Budgeting.

DPPBF : Development Planning, Programming and Budgeting/Financing.

DUP (Daftar Usulan Proyek) : List of project proposals prepared annually by the vertical line agencies.

GOI : Government of Indonesia.

INPRES (Instruksi Presiden) Funds : Presidential instruction-based subsidies to local governments or for specific types of projects.

I/S : Information System.

Kabupaten : Regency.

Kanwil (Kantor Wilayah) : A vertical line agency of a central government ministry operating at the provincial level.

Kecamatan : Subdistrict.

Kepala : Head (of an agency, administrative area, etc.).

Keputusan : Decree; instruction.

Kesehatan : Health.

Ketua : Chairman.

Kuangan : Finance

Kotamadya : Municipality.

KPPMT : Kabupaten Provincial Planning and Management Training Project.

LAN (Lembaga Administrasi Negara) : The National Institute for Public Administration.

LTG II : Local Government Training II Project.

LKMD : Village-based community social welfare committee.

MENDAGRI (Menteri Dalam Negeri) : Minister of Home Affairs.

NSRPS : Northern Sumatra Regional Planning Study Project (also designated as Project LTA-12).

Pasal : Chapter; article.

PDP : Provincial Development Program.

Pekerjaan Umum (PU) : Public Works.

Pembangunan : Development.

Pendapatan : Income.

Perkebunan : plantation; estate (i.e. estate crops).

Pertanian : Agriculture.

Peternakan : Animal Husbandry; Livestock.

Pusat : Center. In this document, the term refers to the central government or the government at the center.

SD (Sekolah Dasar) : Primary School (grades one through six).

SDF : Strategic Development Framework.

Seksi : Section, e.g. within an organization.

SPPM : Secondary level agricultural school.

Subdirektorat : Subdirectorate.

Tingkat : Level, e.g. of government.

UDKP (Unit Daerah Kerja Pembangunan) : Development Working Unit at the kecamatan level.

Wakil Ketua : Vice Chairman, e.g. of a BAPPEDA Tk. I.

Walikota : Mayor; chief executive of a kotamadya.

WPU-A Region : The BAPPENAS-designated Northern Sumatra Region, encompassing the Special Territory of Aceh and the Provinces of North Sumatra, Riau and West Sumatra.

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PART I

AN OVERVIEW OF DEVELOPMENT PLANNING, PROGRAMMING AND BUDGETING/FINANCING

AT THE PROVINCIAL AND THE KABUPATEN/KOTAMADYA LEVELS OF GOVERNMENT

PART I

AN OVERVIEW OF DEVELOPMENT PLANNING, PROGRAMMING AND BUDGETING/FINANCING  
AT THE PROVINCIAL AND THE KABUPATEN/KOTAMADYA LEVELS OF GOVERNMENT

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A.0 : Introduction

Under Law No.5, 1974, the Governors have the authority and the responsibility to coordinate all development planning at the provincial level of government. The same law assigns similar authority and responsibility to the Bupati and Walikota at the Tk. II level (the kabupatens and kotamadyas, respectively).<sup>1</sup>

To assist the chief executives at these levels in carrying out their responsibilities for development coordination, a number of key agencies are involved. At the province level, these agencies are:

- (i) the BAPPEDA Tk. I (Provincial Planning Body);
- (ii) the Bir. Pemoangan (Development Bureau);
- (iii) the Biro Keuangan (Finance Bureau);
- (iv) the Dinas Pendapatan (Office of Provincial Revenue).

All four of these agencies are involved in one or more aspects of overall development planning, programming and budgeting/financing.

There are two other types of agencies which are intricately involved in the development process at the provincial level. These agencies, which are primarily concerned with sectoral development functions, including project/program planning and implementation, are:

- (v) all the other Dinas-Dinas (line agencies of the provincial government);
- and,
- (vi) the Kanwils (vertical line agencies of the Central Government Departments).

At the Tk. II level, the concerned agencies concerned are:

- (i) the BAPPEDA Tk. II;
- (ii) the Subdirektorat Pembangunan;
- (iii) the Subdirektorat Keuangan;
- and,
- (iv) the Dinas-Dinas Tk. II.

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<sup>1</sup> Law No.5. 1974. Article 31

Finally, one other agency needs to be mentioned which has offices at both the Tk. I and Tk. II levels as well as fieldworkers functioning out of some of the kecamatans. This is the Direktorat Jenderal Pembangunan Desa (Directorate General of Rural Development), which is concerned primarily with micro-level planning and development in the villages.

The above-listed agencies, then, are the key government entities which have to be taken into consideration in designing a manpower development plan for any province in Indonesia. With this in mind, it is now appropriate to state that the purpose of this report's Part I is to briefly discuss the basis for authority, the functions, the relationships and the problems and constraints of these agencies in order to provide some background for the rationale underlying the manpower development recommendations made in Part II of the report.

#### PROVINCE LEVEL

##### A.1 : BAPPEDA TK. I

The most recent national decrees concerning the functions, composition and organizational structure of the BAPPEDAs Tk. I are Presidential Decree No. 27, 1980 and the Minister of Home Affairs' Decree No.185, 1980.

##### A.1.0 : Functions

Under the decrees referred to above, the BAPPEDA Tk. I has the overall responsibility to assist the Governor in determining planning and development policy for Daerah Tk. I and in appraising the implementation of such planning and policy. More specifically, the BAPPEDA Tk. I is responsible for carrying out the following functions:

- (i) preparing a basic design for the development of the province (Polar Dasar-Dasar Pembangunan Daerah) consisting of both a long-term general design and a general design for the five-year plans;
- (ii) preparing five-year plans for the province;
- (iii) preparing annual development programs which are based on the five-year plans and which are financed by both the Daerah Tk. I (APBD) and by the Central Government (APBN);

- (iv) coordinating development planning among the Dinas-Dinas, other organizations within the provincial government, the vertical line agencies (Kanwils) and other concerned bodies within the territory of the province;
- (v) preparing an income estimate plan (Rencana Anggaran Pendapatan) and provincial expenditures plan together with the Biro Keuangan and in coordination with the Secretary Wilayah/Daerah Tk. I;
- (vi) exercising coordination and undertaking surveys in the interest of development planning in the province;
- (vii) undertaking preparatory tasks, and keeping track of the progress of the implementation of development plans in the province in the interest of future planning;
- (viii) observing and reporting on the implementation of development plans in the province;
- (ix) carrying out other activities which fall within the framework of planning and in accordance with guidance provided by the Governor.<sup>1</sup>

All of the above-listed responsibilities fall within the realm of development planning, programming and budgeting, with number (v) in the list indicating a particular responsibility for income budgeting in cooperation with the Biro Keuangan and the Secretary Wilayah/Daerah Tk. I. The problems and constraints which the BAPPEDAs Tk. I face in carrying out these functions will be covered in Section A.1.2.

#### A.1.1 : Organizational Structure

The Minister of Home Affairs' Decree No.185, 1980 states that the BAPPEDA Tk. I will be composed of:

- (i) Ketua (Chairman);
- (ii) Wakil Ketua (Vice Chairman);
- (iii) Sekretariat (Secretariat);
- (iv) Bidang Penelitian (Research Division);
- (v) Bidang Ekonomi (Economy Division);
- (vi) Bidang Sosial Budaya (Social/Cultural Division);

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<sup>1</sup> Keputusan Presiden Republik Indonesia Nomor 27, Tahun 1980, Pasal 3 - 5, and Keputusan Menteri Dalam Negeri Nomor 185, Tahun 1980, Pasal 2 dan 3.

- (vii) Bidang Fisik dan Prasarana (Physical and Infrastructure Division);
- (viii) Bidang Statistik dan Laporan (Statistics and Reports Division).

Under each Bidang are four sections, excluding the Research Division which has three sections.<sup>1</sup> (Charts illustrating the new and the former administrative structures of the BAPPEDA Tk. I are presented on the following two pages).

An important point to make regarding the Minister of Home Affairs Decree No.185 /1980 is that it calls for the establishment of an additional Bidang in the BAPPEDA k. I which was not called for in the Ministers' Decree No.142/1974. This is the Bidang Penelitian.

#### A.1.2 : Problems and Constraints

Although the effectiveness of the BAPPEDAs Tk. I in carrying out their responsibilities varies from province to province, they are all hindered to a greater or lesser extent by at least several of the problems and constraints listed below, some of which can be resolved, or partially resolved, through manpower development programs and some of which can only be resolved through a clarification of the BAPPEDAs' role vis-a-vis the Kanwils and other government entities at the provincial level, e.g. the Biro Pembangunan, coupled with stronger executive support for the BAPPEDAs to carry out their mandate.

In general terms, then, the problems and constraints faced by the BAPPEDAs Tk. I are as follows:

- 1) Law No. 5 of 1974, which, as mentioned early on, provides the Governor, and through the Governor the BAPPEDAs, with the authority and responsibility for coordinating development planning at the provincial level, also gives the Central Government responsibility for planning development programs and projects funded through the national budget (APBN). Thus, the Central Government Departments interpret Law No. 5 to their advantage, with the Kanwils - the officials of which are paid by the center - tending strongly to adhere to directives issued by their respective departments regarding project/program

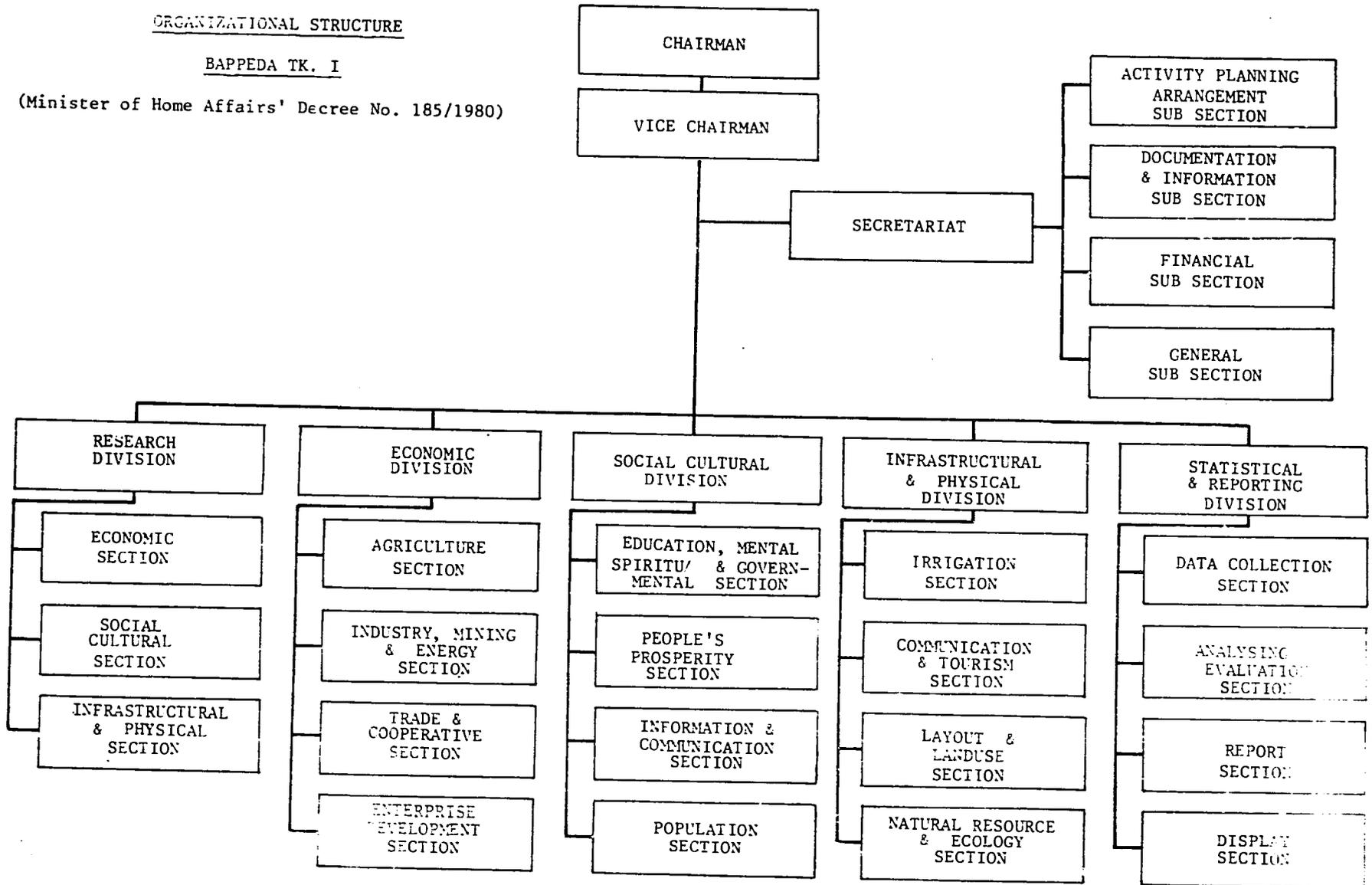
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<sup>1</sup> Keputusan Menteri Dalam Negeri Nomor 27 /1980, Pasal 4 - 29.

ORGANIZATIONAL STRUCTURE

BAPPEDA TK. I

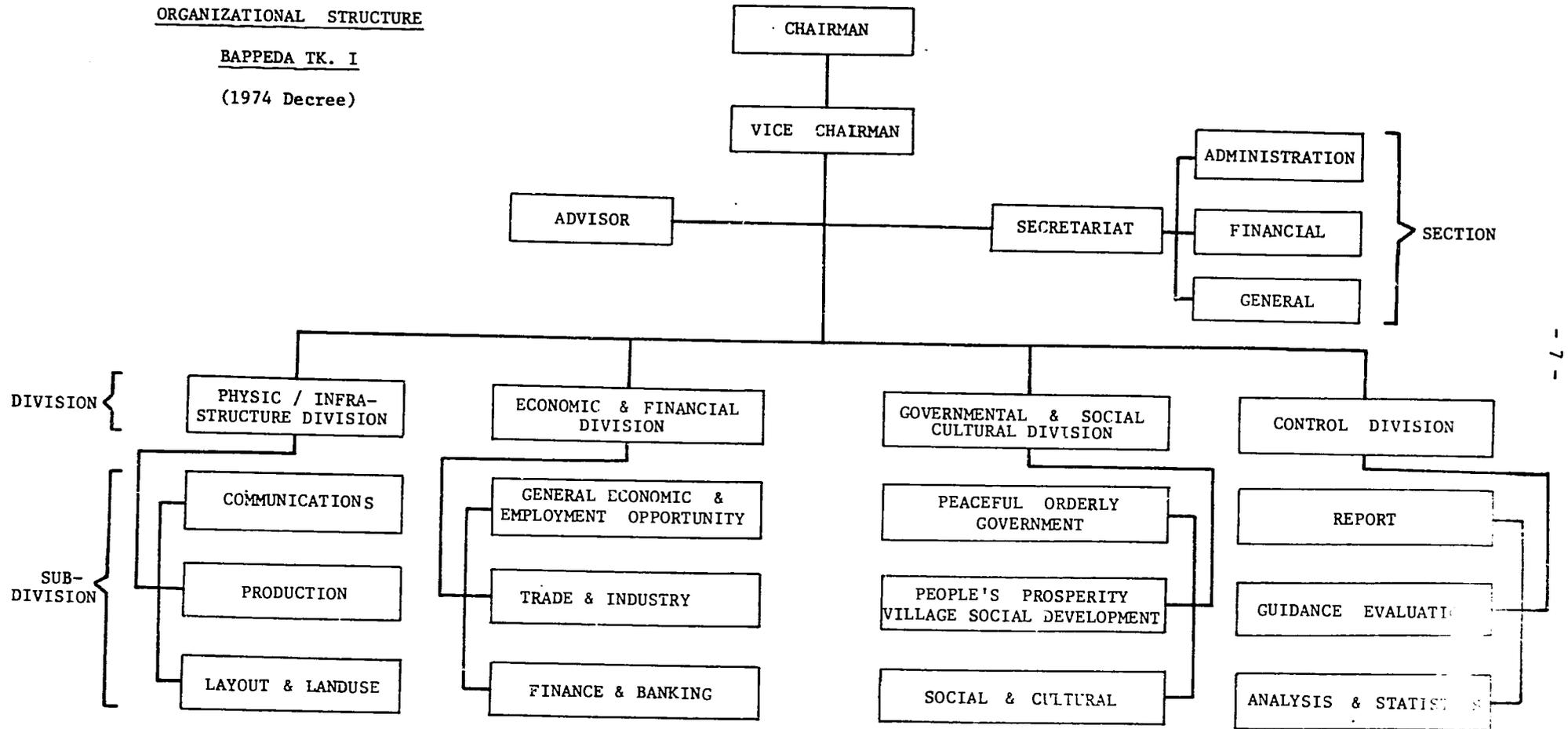
(Minister of Home Affairs' Decree No. 185/1980)



ORGANIZATIONAL STRUCTURE

BAPPEDA TK. I

(1974 Decree)



policy for any given province. The end result is that the BAPPEDA's effectiveness is weakened with regard to their coordinating function and, relatedly, in their ability to synchronize national priorities and needs with provincial priorities and needs.

2) Public works projects funded under that part of the provincial budget consisting of DATI I INPRES funds "yang ditetapkan" (directed category) are determined largely within the Public Works Department. Further, the DATI I INPRES funds "yang diarahkan" (oriented category) are restricted for expenditure on only prescribed categories of projects. Both situations curtail the capacity of the BAPPEDAs to influence how funds made available to the provinces should be expended.

3) Other types of INPRES funds are expended under uniform guidelines from the Central Government, with such guidelines disregarding variations in local conditions. For example, the guidelines for SD INPRES call for the construction of a standard-size school facility which is not financially feasible to construct in areas, including many areas of Riau, which have a thin distribution of population. In such cases also, the BAPPEDA Tk. I comes into conflict with Central Government policy vis-a-vis its theoretical right to coordinate vertical planning in order to better respond to local needs and conditions.

4) Under the Minister of Home Affairs' Decree No. 30 of 1976, the Biro Pembangunan had been assigned functions which could be interpreted to be the same as those tasks delegated to the BAPPEDAs Tk. I under the Minister of Home Affairs' Decree No.185, 1980. This had created a situation of confusion, duplication and waste of skilled human resources available for development planning and management at the province level. The whole matter of Biro Pembangunan - BAPPEDA Tk. I relationships and responsibilities has been further confused as a result of the promulgation of Minister of Home Affairs' Decree No.240, 1980.<sup>1</sup> This decree calls for the fragmentation of the Biro Pembangunan as it previously existed into three separate development bureaus within the Provincial Secretariat, and assigns these bureaus responsibilities which clearly conflict with the mandate of the BAPPEDA Tk. I as summarized on pages 2-3 of this report.

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<sup>1</sup> Keputusan Menteri Dalam Negeri, Nomor 240, 1980, Pasal 28-39.

- 5) The BAPPEDAs are relatively new organizations, understaffed and often lacking the skills and knowledge required to do effective regional planning and to communicate with credibility with the technical ~~experts~~ from the line agencies. On the other hand, the BAPPEDAs have to deal with line agency officials who for the most part have no concept of multi-sectoral planning or of the interrelationship of development problems among the different sectors.
- 6) Many of the BAPPEDAs Tk. I do not delegate sufficient work responsibility and authority to professional personnel below the Kepala Bidang, thereby creating a situation in which only a half dozen officials are doing the majority of the BAPPEDAs' work.
- 7) In many cases in the past, BAPPEDA officials have been sent to training programs and courses in which they have been exposed to some theory that is not applicable to the real work situation in Indonesia. In such cases, expenditures and time for manpower development efforts have been wasted.
- 8) Also in the past, BAPPEDA officials who have attended worthwhile training programs and courses have often not been put into a position where they could apply the knowledge and skills acquired through training. The end result, again, is waste of time and expenditure.
- 9) Related to (8), the BAPPEDAs have often not sent their officials with the highest potential - or those with a high degree of motivation - to participate in training. Further, poorly-motivated officials can often be seen attending course after course.
- 10) Officials in the BAPPEDAs are generally not rewarded for successfully completing a training program or course. For example, it is not a factor for consideration in career advancement.
- 11) BAPPEDA officials are often assigned tasks by the Governor which distracts from the more important work of development planning, programming and budgeting financing.
- 12) An insufficient amount of career and other incentives are offered to attract the best people to positions on the BAPPEDAs.

13) Setting aside the question of available skills and tools for development planning and programming, the BAPPEDAs have been working within the framework of an annual planning cycle which has begun too late in the year to allow the level-one planning bodies sufficient time to review existing/ongoing programs and projects and to assess proposals for projects and programs for the forthcoming fiscal year. Further, project/program proposals generally do not contain sufficient information of the right kind to allow for sound judgement regarding the feasibility of the activities being proposed. Thirdly, the cycle of submission and processing of project/program proposals and budgets is different for nationally-funded projects and for provincially-funded projects, with the result that it is difficult for the BAPPEDAs to coordinate projects submitted for funding through the APBN and the APBD, respectively.<sup>1</sup>

As indicated, not all of the above-listed problems and constraints which the BAPPEDAs Tk. I face can be resolved through manpower development efforts. However, it is necessary to address them in their entirety if the manpower recommendations put forth in this document are to have any validity. This is done in Part II with the exception of number (13) above, as the whole matter of an improved system for annual planning, programming and budgeting/financing is a major and related thrust of Project LTA-12.

A.2 : Biro Pembangunan

Until the latter part of 1980, the Biro Pembangunan, located within the Sekretariat Wilayah/Daerah Tingkat I, received its authority under Minister of Home Affairs' Decree No. 30, 1976. In 1980, a new decree (No. 240) was issued which restructures the agency into three separate development bureaus and redefines its functions.<sup>2</sup>

A.2.0 : Functions

a) Under the Minister of Home Affairs' Decree No. 30/1976, the primary functions of the Biro Pembangunan were:

- (i) A role in the planning of INPRES SD, INPRES Kesehatan and INPRES DATI II.

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<sup>1</sup> Refer to Project LTA-12's final report on "Annual Planning and Budgeting" for recommendations on an improved system for APB.

<sup>2</sup> The relevant decree by the Governor of Riau has been drafted but not yet approved by the DPRD Tk. I at the time of this writing.

(ii) The processing of proposals from other provincial offices for inclusion in the annual development program.

(iii) Coordinating the formulation of the provincial annual development program in the Sekretariat and other organizational units as directed.

(iv) Along with the BAPPEDA Tk. I and the Biro Keuangan, evaluating projects submitted by the Dinas-Dinas for inclusion in the annual development budget.

b) Under Minister of Home Affairs' Decree No. 240, 1980, the three new development bureaus in the Sekretariat are assigned the following responsibilities:

(i) Biro Bina Pembangunan Daerah (Bureau for the Guidance of Regional Development): This agency has the responsibility for collating and analyzing data, preparing program formulation, and monitoring the implementation and progress of regional development within the context of the guidance and implementation of regional development programs and inter-regional development funded by the APBD, INPRES and the Ministry of Home Affairs.

Specifically, its functions involve:

- collating and processing data and preparing and presenting recommendations within the context of formulating development program implementation for the province, for inter-regional development, for intersectoral development, and for other development;
- collating and processing data and preparing and presenting recommendations within the context of the control and implementation of development in Daerah Tk. I and Daerah Tk. II;
- collating and processing data pertaining to the implementation of development and within the context of the preparation and compiling of reports and the visualization of the results of regional development implementation funded by the APBD, INPRES and the Ministry of Home Affairs.

(ii) Biro Bina Pengembangan Produksi Daerah (Bureau for the Guidance of Regional Production Development): This bureau is responsible for collating and analyzing data, coordinating activities within the context of preparing program formulation and development directives, and monitoring the progress of production increases in agriculture, industry, and mining and energy. It is also responsible for collating and processing data and coordinating activities within the context of preparing recommendations for program formulation and guidance of efforts for the promotion of tourism.<sup>1</sup>

(iii) Biro Bina Pengembangan Sarana Perekonomian Daerah (Bureau for the Guidance of Developing the Regional Economic Structure): This third new development bureau has the task of collating and analyzing data and coordinating activities within the context of program formulation and guidance for: cooperative undertakings which contribute toward expanding credit and capital facilities for weak economic groups; regional banking and other enterprises; and transportation and communications.

A.2.1 : Organizational Structure

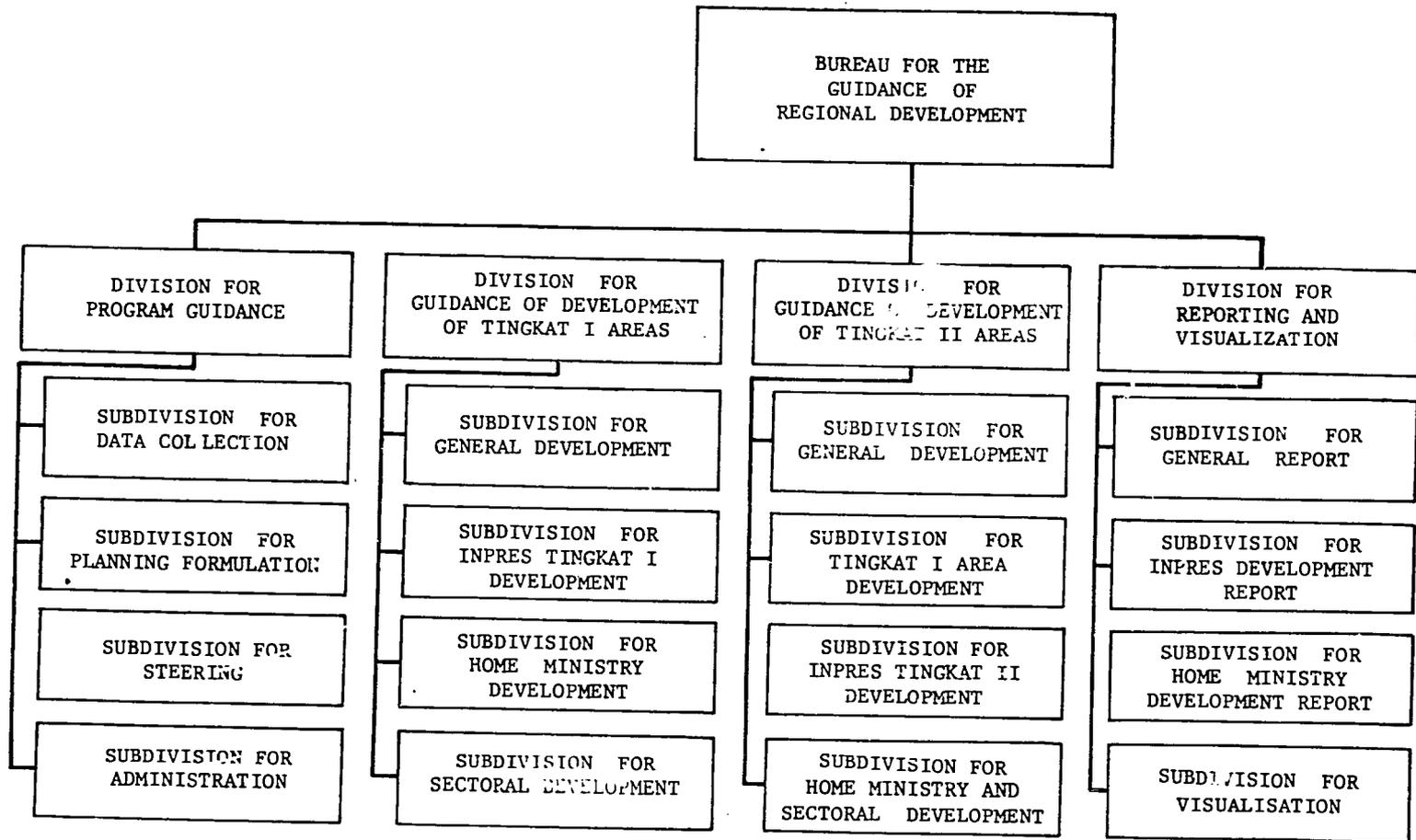
The Biro Pembangunan under the Minister of Home Affairs' Decree No. 30/1976 consisted of four Bagians (Divisions), namely:

- a) Bagian Penyusunan Pelaksanaan (Division for Implementation Formulation);
- b) Bagian Pengendalian Pelaksanaan Program (Division for the Monitoring of Program Implementation);
- c) Bagian Evaluasi dan Laporan (Division for Evaluation and Reports);
- d) Bagian Promosi Pembangunan Daerah (Division for the Promotion of Development in the Province).

(Organizational charts of the three new development bureaus which are being created under Decree No.240/1980 are presented on the following three pages.)

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<sup>1</sup> Keputusan Menteri Dalam Negeri, Nomor 240, 1980, Pasal 28-39.



BUREAU FOR GUIDANCE OF  
REGIONAL ECONOMIC  
INFRASTRUCTURE DEVELOPMENT

DIVISION FOR  
DEVELOPMENT OF  
COOPERATIVES

SUBDIVISION FOR  
COOPERATIVE AFFAIRS

SUBDIVISION FOR  
CAPITAL

SUBDIVISION FOR  
CREDITS

DIVISION FOR  
REGIONAL ENTERPRISES AND  
BANKING DEVELOPMENT

SUBDIVISION FOR  
REGIONAL ENTERPRISES

SUBDIVISION FOR  
ADMINISTRATION

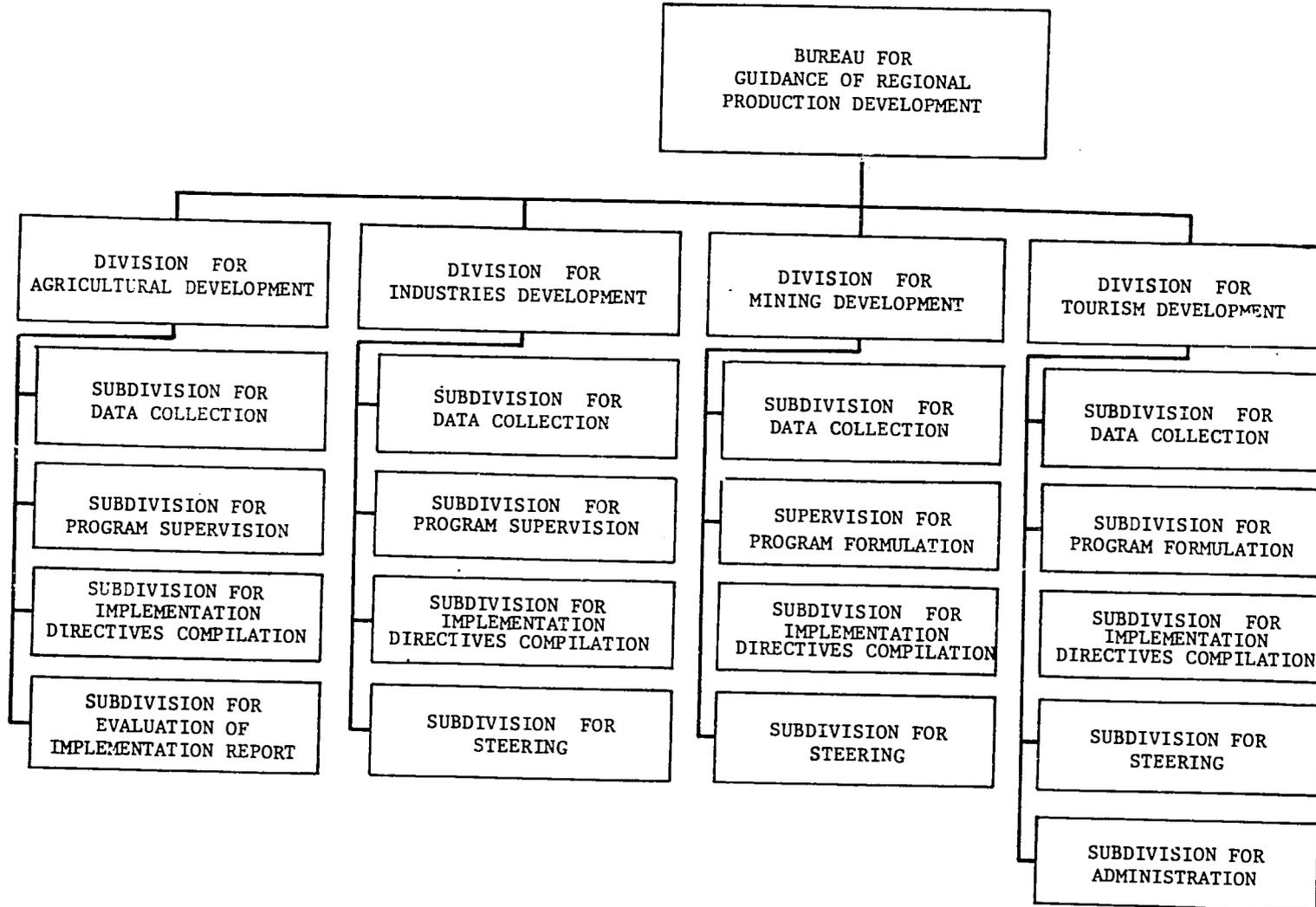
DIVISION FOR  
TRANSPORTATION AND COM-  
MUNICATIONS DEVELOPMENT

SUBDIVISION FOR  
TRANSPORTATION

SUBDIVISION FOR  
COMMUNICATION

SUBDIVISION FOR  
MARKETING

1  
1  
1



A.2.2 : Problems and Constraints

- a) Since the establishment of the BAPPEDAs Tk. I in 1974, both the Biro Pembangunan and the BAPPEDAs have been somewhat uncertain about their respective roles and relationships in the development planning and programming process at the provincial level, although the division of duties has been worked out better in some provinces than in others. Decree 240/1980 does not seem to alleviate this confusion.
- b) The Biro Pembangunan has also suffered from many of the skill/knowledge deficiencies as the BAPPEDAs, particularly with regard to being able to communicate on a technical level with the sectoral agencies, having good sound knowledge of financial planning and of project appraisal, and comprehending the concepts of area planning and intersectoral planning.
- c) Probably most important, the Biro Pembangunan in general seems to lack an appreciation of the fact that development planning, programming and budgeting/financing is a total configuration of integrated and mutually-reinforcing functions.

A.3 : The Biro Keuangan

As in the case with the Biro Pembangunan, the Biro Keuangan's functions and organizational structure were effected by the Minister of Home Affairs' Decree No. 240/1980, although to a lesser extent than the development bureau.

A.3.0 : Functions

As promulgated in Decree 240/1980, the basic functions of the Biro Keuangan are:

- a) preparing data for the formulation, amendment and computation of the APBD;
- b) administering the financial matters of Daerah Tingkat I;
- c) guiding the preparation and control of the APBD Tingkat II as well as arranging for legalization of the APBD Tingkat II;
- d) examining the correctness of receivables and the issuance of payment orders (Surat Perintah Membayar Uang, or SPMU);
- e) auditing financial records.

These functions as promulgated in Decree No. 240/1980 do not differ sharply from the functions assigned to the Biro Keuangan under the Minister of Home Affairs Decree No. 30/1976.

A.3.1 : Organizational Structure

The 1980 decree calls for an organizational structure which consists of five Bagians (Divisions) as follows:

- a) Bagian Anggaran (Budget Division);
- b) Bagian Pembukuan (Bookkeeping Division);
- c) Bagian Perbendaharaan (Treasury Division);
- d) Bagian Anggaran Daerah Bawahan (Division for Low-Level Regional Budgets);
- e) Bagian Verifikasi (Auditing Division).

The difference between the 1976 and 1980 decrees regarding the organizational structure of the Biro Keuangan is that the latter-issued decree calls for an additional Bidang, i.e. the Bidang Verifikasi.

A.3.2 : Problems and Constraints

a) Probably the most immediate constraint to the Biro in carrying out its task of receiving and processing expenditure plans for provincial offices including, in particular, the Dinas-Dinas, is that it has very little capacity in most provinces to assess the feasibility of the activities and items which are to be financed. This is particularly true of the development programs and projects which are costed on the DUPDAs submitted by the Dinas-Dinas. There are a number of reasons for this, the first of which is that the Biro Keuangan has shown little interest in coordinating with the BAPPEDA - and the sectoral agencies - during those phases of the annual planning, programming and budgeting/financing cycle in which programs/projects are being assessed. This, in turn, is partly caused by the fact that the Biro has shown little appreciation of the linkages between planning and budgeting. An even more basic problem, however, and one that affects the BAPPEDA even more so than the Biro Keuangan, is that no criteria have been established to meaningfully appraise programs/projects in terms of their impact and cost. The end result is that projects/programs are not approved for funding on the basis of their relative cost effectiveness and the quality and scope of their projected impact on the population.

FINANCE BUREAU

DIVISION FOR  
BUDGET

SUBDIVISION FOR  
ROUTINE BUDGET

SUBDIVISION FOR  
DEVELOPMENT BUDGET

SUBDIVISION FOR  
BUREAU ADMINISTRATION

DIVISION FOR  
BOOKEEPING

SUBDIVISION FOR  
ROUTINE BUDGET ACCOUNTING

SUBDIVISION FOR  
DEVELOPMENT BUDGET  
ACCOUNTING

SUBDIVISION FOR  
BUDGET COMPUTATION

DIVISION FOR  
TREASURY

SUBDIVISION FOR  
EXPENDITURES FOR  
PERSONNEL

SUBDIVISION FOR  
ROUTINE EXPENDITURES

SUBDIVISION FOR  
DEVELOPMENT  
EXPENDITURES

SUBDIVISION FOR  
TREASURES  
PROFESSIONAL TRAINING

DIVISION FOR  
LOWER-LEVEL REGION  
BUDGETS

SUBDIVISION FOR  
LEGALIZATION AND  
FINALISATION OF BUDGETS

SUBDIVISION FOR  
CONFIRMATION AND  
EXAMINATION OF  
BUDGETS' COMPUTATION

SUBDIVISION FOR  
GUIDANCE OF  
LOWER-LEVEL REGION  
BUDGETS

DIVISION FOR  
AUDITING

SUBDIVISION FOR  
ROUTINE BUDGETS  
AUDITING

SUBDIVISION FOR  
DEVELOPMENT BUDGETS  
AUDITING

b) Generally, it appears that the Biro Keuangan does not work effectively with the Dinas Pendapatan and the line agencies (Kanwils and Dinas-Dinas) in analyzing, projecting and generating annual and longer-term revenue, although in the case of the Kanwils, its control and influence over revenue analysis and projection is obviously constrained by Central Government guidelines and other policies regarding funds the central agencies make available to the vertical line agencies.

A.4 : Dinas Pendapatan

A.4.0 : Functions

The Dinas Pendapatan is the major revenue tax collecting agency for the province.

A.4.1 : Organizational Structure

Under the kepala (head) of this Dinas are one Bagian, five Sub-Bagian and five Sub-Dinas-Dinas as follows:

- a) Bagian Tata Usaha (Administrative Division);
- b) Sub-Bagian Umum (Subdivision for General Matters);
- c) Sub-Bagian Personalia (Subdivision for Personnel);
- d) Sub-Bagian Keuangan (Subdivision for Finance);
- e) Sub-Bagian Peralatan Perbekalan (Subdivision for Purchasing);
- f) Sub-Bagian Perpustakaan dan Humas (Subdivision for Library and Public Relations);
- g) Sub-Dinas Pendapatan Lain (Subdinas for other Revenue);
- h) Sub-Dinas Retribusi (Subdinas for Retribusi Tax);
- i) Sub-Dinas Pajak (Subdinas for Taxes);
- j) Sub-Dinas Perencanaan dan Pengembangan (Subdinas for Planning and Development);
- k) Sub-Dinas Pengawasan dan Pembinaan (Subdinas for Supervision).

A.4.2 : Problems and Constraints

- a) The Office of Provincial Revenue is constrained by guidelines on the types of revenue it can raise, by insufficient information in its cadastre, by unrealistic tax rates which disregard the inflation factor, by poor and uneven collection practices, and by a general reluctance to tap or modify the tax base within the boundaries of existing tax laws.

b) As is the case with the Biro Keuangan, the Dinas Pendapatan seems to have little comprehension of the importance of the linkages between development planning and financial planning, the latter of which, in the case of the Dinas Pendapatan, involves income planning as opposed to expenditure planning. Again, the depth of this problem varies from province to province, but certainly in all cases, and in the interest of overall comprehensive planning, the Dinas Pendapatan should have some concept of what it is raising revenue for, even though an increasing percentage of provincially-raised funds are being used to cover routine costs such as salaries for provincial officials.

A.5 : The Dinas-Dinas

It is beyond the scope of this overview, nor is there a need for the purposes of this report, to outline the organizational structures of the Dinas-Dinas. However, a number of provincial service agencies, specifically the Dinas Public Works, the Agricultural Dinas-Dinas and the Dinas Kesehatan, are suffering from manpower and other deficiencies and problems which are addressed further on in this document. In general terms, these constraints to effective delivery of services are:

- a) insufficient training for Level I staff, particularly in relevant technical areas;
- b) a general failure to recognize that a development problem in one sector is interrelated to development problems in other sectors, and because of this reality, that meaningful solutions to development problems for any given area require intersectoral coordination and co-operation,
- c) related to the above, a general unwillingness to recognize the need for the coordination of overall development planning (a BAPPEDA function) vis-a-vis sectoral project planning (a function of the Dinas-Dinas);
- d) a shortage of Level I staff;
- e) a shortage of Level II staff and field staff working out of the kecamatan;
- f) insufficient training for Level II staff and field staff working out of the kecamatan, particularly in relevant technical areas;
- g) lack of transportation and other logistical support for field personnel coupled with difficult geographic conditions in many areas of the outer islands.

A.6 : The Direktorat Pembangunan Desa (Directorate for Rural Development)

The effectiveness of this Directorate varies widely from one area of Indonesia to another. Kabupaten-level officials and village-level fieldworkers functioning out of the kecamatans have received substantial training for Bali, the Provinces on Java and Sulawesi, and some provinces on Kalimantan and Sumatra (e.g. Lampung, West Sumatra). Specifically with regard to the WPU-A Region, only the Direktorat BangDes in West Sumatra appears to be functioning with any degree of effectiveness. In North Sumatra, the Directorate had suffered from, among other things, poor leadership - a problem which has been rectified only in the past eighteen months or so. In Riau and Aceh, the two major problems are insufficient training of existing staff, particularly in community development concepts and techniques, and an extreme shortage of fieldworkers.

A.7 : Vertical Linkages and Constraints

With the Center: The relationships of the provincial agencies with Pusat have a very strong bearing on the whole configuration of development planning at the provincial level. Perhaps the most important of these relationships in terms of impact on the coordination of planning is that between the Kanwils and the Central Government Ministries. As indicated in Section A.1.2, Basic Law No. 5 of 1974 states that the center has authority and responsibility for planning programs/projects funded through the APBN. Resultantly, and quite naturally from the point of view of the center, the Kanwils, as province-based line agencies of the central government ministries, follow directives from Jakarta - often at the expense of responding to local needs and conditions. In fact, there have been cases in the past where Kanwils have forwarded their DUPs directly to their ministries without any prior consultations with the BAPPEDA. The end result of all this is that the capacity of the BAPPEDA to carry out its mandate to coordinate development planning is clearly undermined.

In some cases also, the Dinas-Dinas have an indirect relationship with the center in that the Kanwil and Dinas-Dinas for some sectors have the same Kepala and function under the same "roof". From the province's point of view this can have either positive or negative ramifications, depending upon the degree of responsiveness of the Kepala to local concerns vis-a-vis often conflicting centra.

government directives. A further point to make here is that the Ministry of Public Works has no Kanwil in name at the provincial level but only a Dinas which, in fact, functions as a Kanwil and is strongly influenced by directives from Jakarta.

The BAPPEDA's key links with the center are with the Ministry of Home Affairs, of which the BAPPEDA is an integral component; with the Ministry of Finance; and with the National Planning Board (BAPPENAS), the relationship with which are ordained in general terms to be consultative/functional in nature.<sup>1</sup> In principle, the pinnacle of the BAPPEDA's relationships with the central offices occurs during the national annual consultations, at which time project/program proposals for the forthcoming fiscal year are reviewed by the center in consultation with the BAPPEDAs.

The Directorate of Rural Development falls under the Directorate General for Rural Development, Ministry of Home Affairs, which sets the basic policy guidelines for rural development, and at the same time falls under the jurisdiction of the Governor, who is also a Ministry of Home Affairs official.

With the Lower Levels: The BAPPEDA Tk. I is to effect vertical coordination with the lower levels through the recently-established but often not yet functional BAPPEDAs Tk. II. These Tk. II planning bodies, in turn, will presumably coordinate with the Units Daerah Kerja Pembangunan (UDKPs) in kecamatans where they have already been established. The UDKPs, which are responsible for the coordination of development activities at the kecamatan level, in turn coordinate with the desas through the Camat. At the desa level, the primary coordinating body within the Home Affairs' framework is the LKMD, which is chaired by the Kepala Desa - the direct administrative link with the Camat.

Also within the Ministry of Home Affairs' structure at DATI II are the Subdirektorat Pembangunan and Keuangan within the Sekretariat as well as the Subdirektorat Pembangunan Desa, which, as mentioned, has village-level fieldworkers working out of the Kecamatans.

A number of Dinas-Dinas also exists at the DATI II level which coordinate with their counterpart agencies at the province level. However, the number of Dinas-Dinas at DATI II as well as the sectoral

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<sup>1</sup> Keputusan Presiden Republic Indonesia Nomor 27, Tahun 1980, Pasal 10.

coverage varies from province to province and from kabupaten to kabupaten in accordance with the availability of manpower and, relatedly, the relative need for services in the kabupatens.

The Dinas-Dinas DATI II are also the coordinating link for those line agencies which have fieldworkers operating out of the kecamatans. As is the case with BANGDES, the line agencies are in many areas suffering from a shortage of fieldworkers and insufficient training for existing field-level staff. Often, as mentioned, line agency fieldworkers are also impeded by lack of logistical support from above and by difficulty of access to remote areas.

#### KABUPATEN/KOTAMADYA LEVELS

##### A.8 : BAPPEDA TK. II

The second level planning bodies were mandated for establishment under Presidential Decree No. 27/1980. More specific details on their structure and role are put forth in the Minister of Home Affairs' Decree No. 185/1980. (See also Section A.1).<sup>1</sup>

##### A.8.0 : Functions

The Presidential and Ministerial Decrees of 1980 define the BAPPEDA Tk. II's functions as follows:

- (i) preparing a basic design for the development of the second-level Daerah consisting of both a long-term general design and a general design for the five-year plans;
- (ii) preparing five-year plans for the second-level Daerah;

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<sup>1</sup> Prior to the 1980 Decrees, many DATI II planning bodies were functioning throughout various parts of Indonesia under either a Governor's, Bupati's or Walikota's Decree. These second-level planning bodies, which will function under more authority under the 1980 decrees, operated under various names and with varying degrees of effectiveness. Perhaps good examples of the more effective of these earlier-formed planning bodies would be the then-called BAPPEMKA DATI II Majalengka, Jawa Barat, and the second-level planning body of Kabupaten Langkat in Sumatera Utara. Both these planning bodies were observed for structure, effectiveness and relationships under a 1978/79 development planning study which covered 33 kabupaten/kotamadya in 15 provinces. The major constraints these pre-1980 planning bodies functioned under, with several notable exceptions, were deficiencies in manpower and a lack of high-enough executive backing.

- (iii) preparing annual development programs which are based on both the long-term strategy and the five-year plans, and which are financed by the Daerah Tk. II, the Daerah Tk. I, and the Central Government;
- (iv) coordinating development planning among the Dinas-Dinas, other organizations within the DATI II Government, the vertical line agencies (Kanwilis), the Kecamatan, and any other concerned agencies within the Daerah Tk. II;
- (v) preparing an income estimate plan (Rencana Anggaran Pendapatan) and a provincial expenditures plan together with the Subdirectorat (Bagian) Keuangan and the Secretary Wilayah/Daerah Tk. II;
- (vi) exercising coordination and undertaking research in the interest of development planning in the Daerah Tk. II;
- (vii) undertaking preparatory tasks and keeping track of the progress of the implementation of development plans in the Daerah;
- (viii) monitoring the implementation of development in the Daerah Tk. II;
- (ix) carrying out other activities which fall within the framework of planning as indicated by the Bupati/Walikota of the Daerah Tk. II.<sup>1</sup>

In summary, the functions of the BAPPEDAs Tk. II at the kabupaten/kotamadya level correspond to the functions of the BAPPEDAs Tk. I at the province level. Also, as is the case with the BAPPEDAs Tk. I, the second-level planning bodies' relationships with BAPPENAS are to be consultative/functional in nature.<sup>2</sup>

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<sup>1</sup> Keputusan Presiden Republik Indonesia Nomor 27/1980, Pasal 6, and Keputusan Menteri Dalam Negeri Nomor 185/1980, Pasal 32.

<sup>2</sup> In Fy 1980/81, BAPPENAS was reviewing literally thousands of project proposals from the DATI II governments. This practice clearly overburdens BAPPENAS officials. It is also a function which should logically be carried out by the BAPPEDAs Tk. I. From the point of view of promoting autonomy, it is also in contradiction to one of the basic purposes for establishing lower-level planning bodies.

#### A.8.1 : Organizational Structure

The 1980 Decrees call for the establishment of three categories of BAPPEDAs Tk. II, i.e. Type A, Type B, and Type C. The Type A BAPPEDAs Tk. II are organizationally the most complex, differing only from the BAPPEDAs Tk. I in that they do not have a vice chairman and a section for documentation and information in the Sekretariat. This type of BAPPEDA Tk. II is to function in kabupatens/kotamadyas where larger, more sophisticated planning bodies can be more readily staffed and where the need for a broader functional capability is required. The Type B planning bodies have only four Bidangs, with the Bidang Statistik dan Laporan not included in the organizational structure, and the Type C have only three Bidangs, with the sections for Ekonomi dan Sosial Budaya incorporated into one Bidang. (Organizational charts for the three types of BAPPEDA Tk. II are presented on the following three pages).

#### A.8.2 : Problems and Constraints

Those BAPPEDA Tk. II which are newly-established or which have yet to be established will suffer from the same "growing pains" that the BAPPEDAs Tk. I experienced in the past and continue to suffer from at present. Most pertinently, these BAPPEDA Tk. II: (i) will have great difficulty in recruiting the quantity and quality of staff required; (ii) will need to expose whatever staff they have to relevant training experiences; and (iii) will have difficulty in carrying out their coordinating role, although perhaps not to the extent that the BAPPEDAs Tk. I are experiencing this difficulty.

The above can be illustrated to some extent by an analysis of the present staffing of three recently-formed but not-yet-operational BAPPEDAs Tk. II in Riau Province.<sup>1</sup> For example, based on information provided as of November/December, 1980, a combined total of only 17 professional-level staff had been recruited for or transferred to the three planning bodies up to that time; yet the MENDAGRI Decree No.185/1980 calls for 26 full-time professional staff through the head-of-section level for the Type A BAPPEDAs Tk. II, 22 for Type B, and 17 for Type C. Further, and aside from attending an orientation course

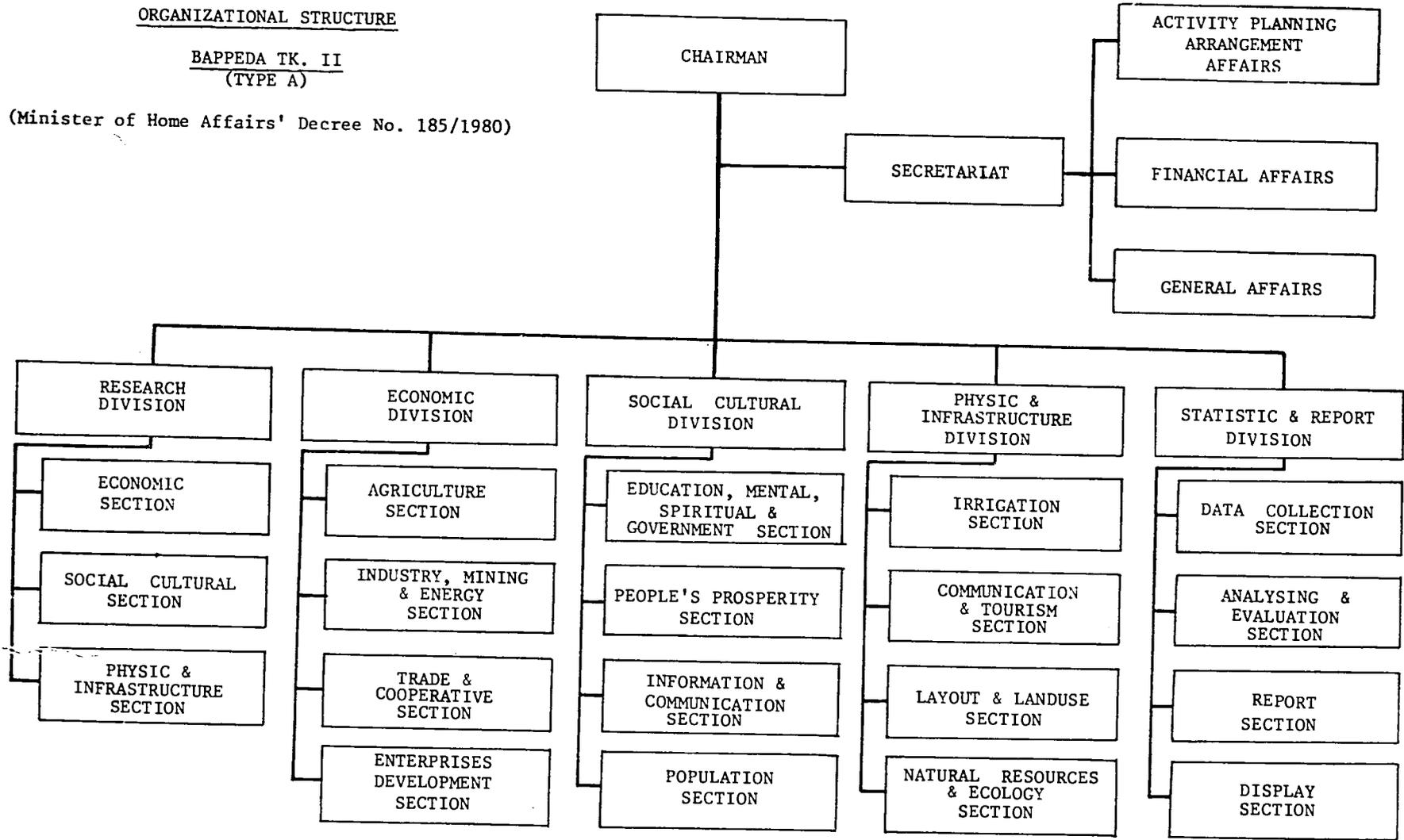
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<sup>1</sup> Information based on an analysis of completed questionnaires received from three of the five Kabupatens and one Kotamadya in Riau which will have a BAPPEDA Tk. II. The three Kabupatens which responded as of December 1980, were Indragiri Hilir, Indragiri Hulu and Kampar.

ORGANIZATIONAL STRUCTURE

BAPPEDA TK. II  
(TYPE A)

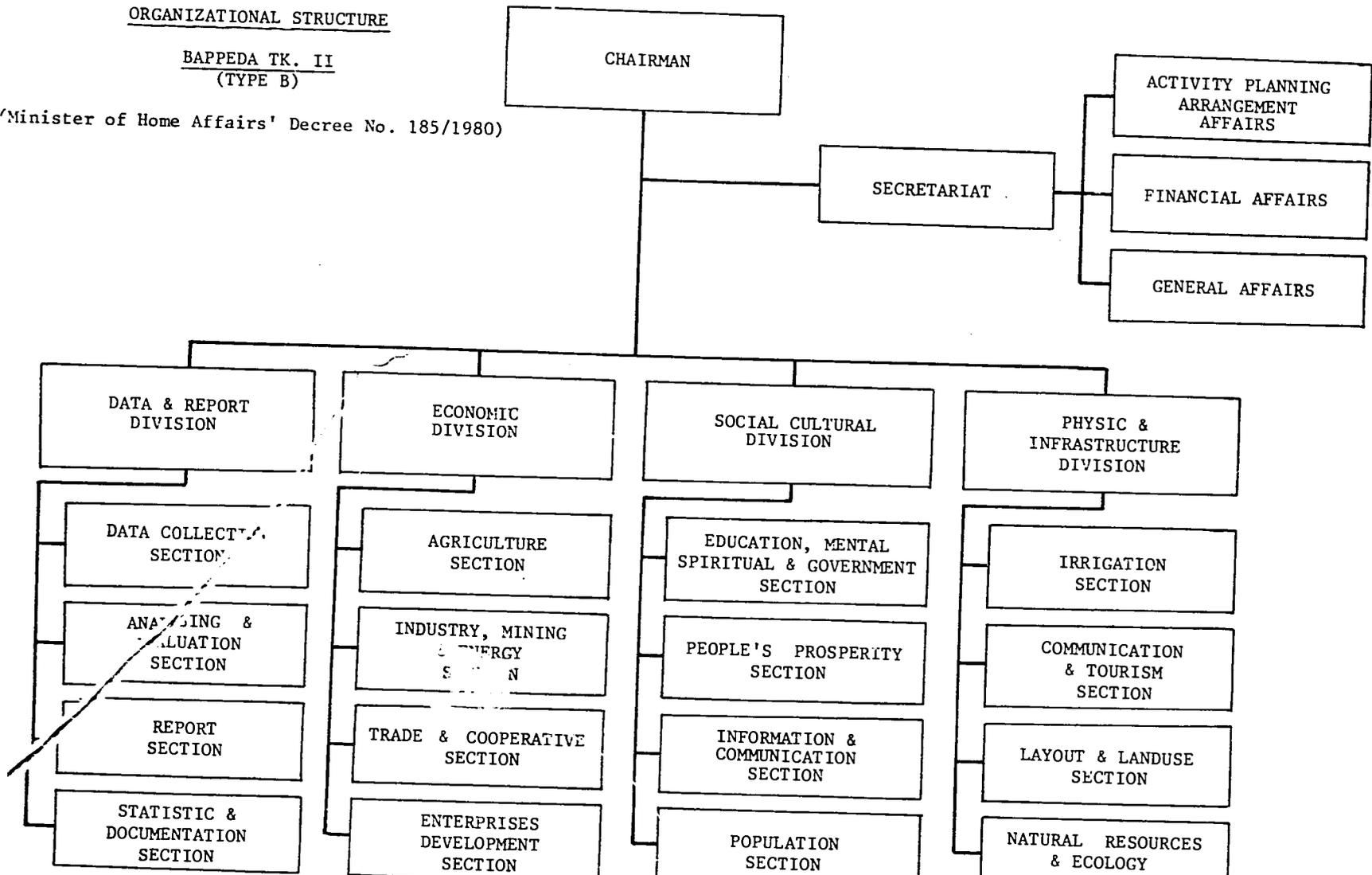
(Minister of Home Affairs' Decree No. 185/1980)



ORGANIZATIONAL STRUCTURE

BAPPEDA TK. II  
(TYPE B)

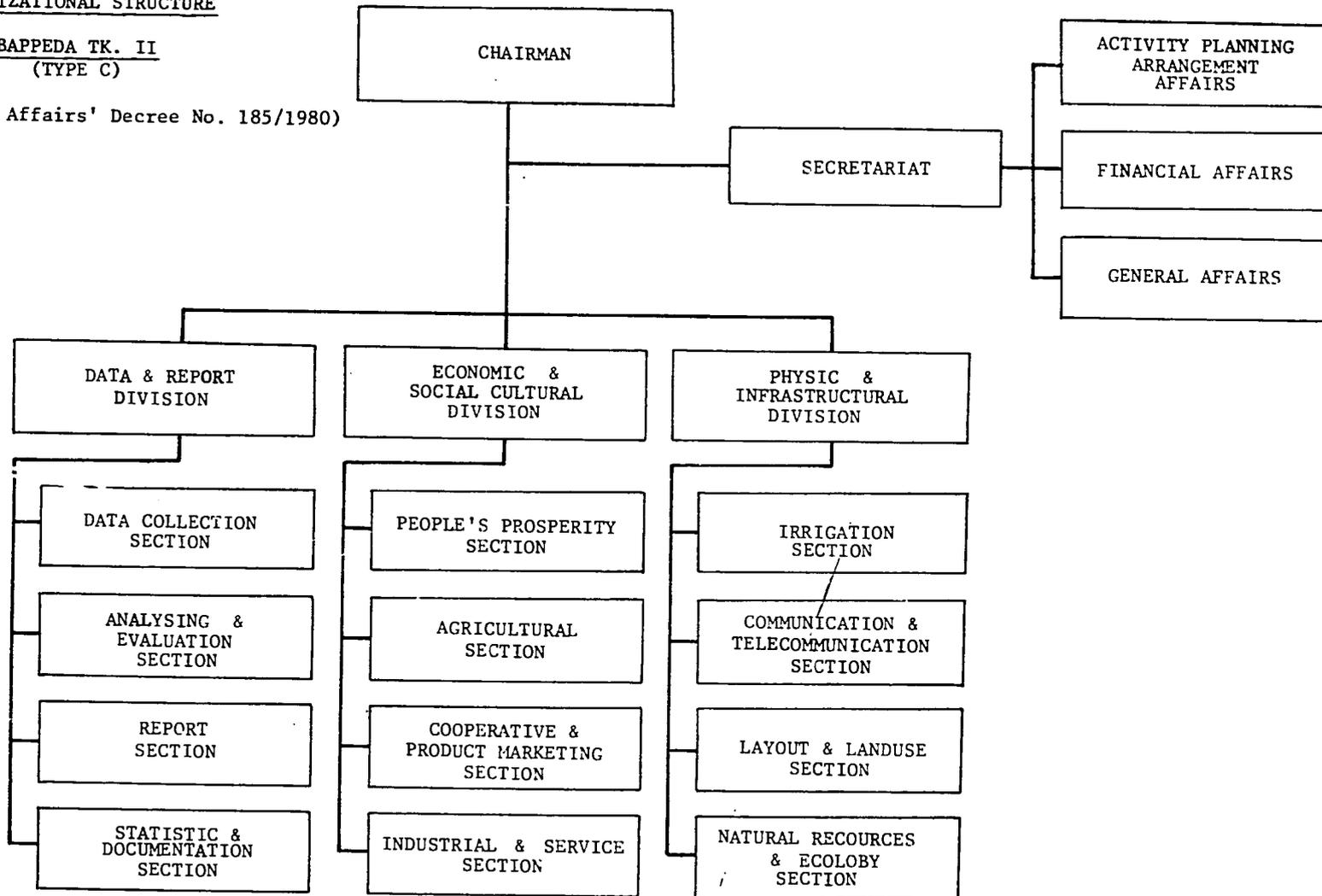
'Minister of Home Affairs' Decree No. 185/1980)



ORGANIZATIONAL STRUCTURE

BAPPEDA TK. II  
(TYPE C)

(Minister of Home Affairs' Decree No. 185/1980)



conducted by the Riau BAPPEDA Tk. I in 1980 for all new BAPPEDA II staff in the province, only 9 of the staff already attached to the three planning bodies under discussion have received any post-academic training relevant to the functions of the BAPPEDA Tk. II.

The problems and constraints discussed above are also faced by the second-level planning bodies in operation prior to 1980, but to a much lesser extent than is the case for at least some of the new BAPPEDA Tk. II.

It should also be mentioned that these deficiencies in manpower and training come as no surprise, were anticipated, and should not be a cause for discouragement. From the point of view of at least Project LTA-12, the establishment of the BAPPEDAs Tk. II at an early date was a correct and necessary move which will serve both national and lower-level interests, and, in fact, the recommendations put forth in this paper coupled with earlier, related action by the GOI should alleviate the major problems faced by the BAPPEDAs Tk. II over the long term.

A.9 : Other Agencies at the Kabupaten/Kotamadya Levels

Basically, what was said about the province-level counterpart agencies of the Subdirektorats Pembangunan and Keuangan, the Subdirektorat Pembangunan Desa, and the Dinas-Dinas Tk. II in Sections A.2 - A.5 applies also to these second-level agencies with the exception of the comments regarding relationships with the center. For the vertical linkages of these Kabupaten/Kotamadya-based agencies, as well as for other relevant information, refer also to Section A.6.

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PART II

MANPOWER DEVELOPMENT RECOMMENDATIONS FOR DEVELOPMENT PLANNING, PROGRAMMING  
AND BUDGETING/FINANCING AGENCIES IN INDONESIA'S WPU-A REGION

PART II

MANPOWER DEVELOPMENT RECOMMENDATIONS FOR DEVELOPMENT PLANNING, PROGRAMMING AND BUDGETING/FINANCING AGENCIES IN INDONESIA'S WPU-A REGION

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B.O : Introduction

The recommendations which follow address the major problems and constraints of the principal planning, programming and budgeting/financing agencies at the provincial and kabupaten/kotamadya levels of government as outlined in Part I.

The recommendations fall into two categories: (i) Nontraining and (ii) Training. The former-mentioned category addresses matters concerning central/provincial/level-two relationships; organizational structure; and personnel policies. The latter category covers suggestions on training programs, policies and approaches as well as subject matter.

The two categories of recommendations are made first for Riau Province, and following these recommendations, for Aceh, North Sumatra, and West Sumatra. In some cases, recommendations have to be made only for Riau Province because, as noted in the foreword to this report, Project LTA-12 has centered its efforts in that province and is therefore relatively more familiar with the needs and conditions in that Daerah. In such cases, the other provinces in the WPU-A Region will have to assess their own needs and conditions and determine whether the recommendations made for Riau are appropriate for them. There are other cases, however, where it is felt that the recommendations are applicable for all four provinces in the WPU-A Region and, for that matter, for most if not all of the provinces and kabupatens/kotamadyas in Indonesia.

All of the government entities at the provincial and kabupaten/kotamadya levels which are responsible for overall development planning, programming and budgeting/financing (DPPBF) fall under the jurisdiction of the Ministry of Home Affairs. This simplifies matters to a great extent for two reasons. First, it means that a single agency, i.e. Badan Pendidikan dan Latihan, Ministry of Home Affairs, has the authority and responsibility for coordinating the training efforts for these agencies. This is exceedingly important as one of the primary training recommendations which follows is that future training should be implemented in such a way that these agencies learn to function as a team and with the realization that the various components of DPPBF are inter-related aspects of a total, single system. Second, and relatedly, all

of these agencies will be able to benefit from a multi-thrust national training strategy designed for the Ministry of Home Affairs and approved for implementation by both that agency and BAPPENAS.<sup>1</sup>

Training recommendations incorporated herein for the province and DATI II-based agencies responsible for sectoral planning and programming as well as for program/project implementation, i.e. the Kanwils and the Dinas-Dinas, fall into three main areas: (i) technical training; (ii) training in certain aspects of program/project planning, including meaningful appraisal of programs and projects; and (iii) training/orientation in regional development planning, particularly so that the line agencies have a better understanding of the logical steps in the planning process and so that there is a greater appreciation of the need for spatial/multisectoral planning.

For BANGDES, and particularly with reference to Riau and Aceh, the primary recommendation put forth centers around the need for upgrading the skills of existing fieldworkers in community development techniques coupled with the recruitment and training of additional field personnel. A number of the line agencies, particularly Agriculture and Public Works, also need to upgrade the technical knowledge and skills of their field personnel as well as to expand the number of personnel available for work at the kecamatan/desa levels. Accordingly, recommendations regarding these constraints are also put forth in this report.

#### B.1 : Nontraining Recommendations for Riau

##### a) Consolidation of Agencies at the Provincial Level

The three provincial agencies responsible for overall development planning, programming and budgeting -i.e. the BAPPEDA, the Biro Pembangunan (that is, the three new development bureaus being formulated under Decree No.240/1980), and the Biro Keuangan -have in many cases either duplicating or overlapping functions. Further, planning, programming and budgeting

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<sup>1</sup> The strategy was formulated under the Kabupaten Provincial Planning and Management Training Project (KPPMT), which was jointly sponsored and funded by the Government of Indonesia and the United States Agency for International Development. The strategy is contained in the project's final report entitled "A National Strategy for Training in Regional Development Planning and Management" (August, 1979), prepared for Badan Pendidikan dan Latihan, Departemen Dalam Negeri. The strategy will be implemented under a follow-on project designated as Local Government Training (LGT) II, which will also be jointly sponsored and funded by the GOI and USAID.

are all interrelated and functional components of a total system, but the three agencies under discussion, for organizational and other reasons, have not been able to integrate these components to maximum effectiveness. Thus, for example, planning decisions to date have not generally been made on the basis of which projects are the most feasible and will have the most impact in relation to the cost because the right types of information have not been available. These types of information can only be obtained if programming functions such as program/project analysis, monitoring and evaluation are carried out effectively. For the same reason, i.e. lack of information for effective planning based on information derived through programming, projects have generally not been funded on the basis of their relative feasibility and projected impact vis-a-vis their projected costs.

Equally important, there is a severe shortage of skilled professional personnel to carry out the DPPB functions. For example, as of the time of this report, of the 27 professional positions on the BAPPEDA through the head-of-section level, ten positions, including the top four positions in the Bidang Penelitian, have not been filled and an additional nine positions are staffed by part-time personnel. The shortage of skilled personnel will be compounded tremendously with the formulation of the three new development bureaus within the Sekretariat Wilayah/Daerah Tingkat I as called for in the Minister of Home Affairs' Decree No. 240/1980. The establishment of these bureaus will further fragment the DPPBF process, cause a further dispersion of the limited amount of skills available for DPPB, and result in many of the called-for slots remaining unfilled for the foreseeable future.

In view of the above, it is suggested that consideration may want to be given to consolidating the BAPPEDA, the Biro Pembangunan and the Biro Keuangan into one agency under a single-agency heading. It is recognized that this would be a rather dramatic and delicate step to take, that decisions regarding the consolidation would have to be made at the center, and that there would be substantial resistance to such a move; but consolidation of the three agencies would: (i) bring about better utilization of the limited amount of appropriately-skilled manpower available for DPPBF; (ii) reduce personnel recruitment problems to a great extent; and (iii) tie together the three complementary components of DPPB in a more functionally effective way. The end beneficiaries would be the people of the province.

b) Consolidation of Agencies at the Kabupaten/Kotamadya Level

Problems faced by the agencies responsible for overall DPPB at DATI II in Riau are similar to those faced at the provincial level. In the case of staffing for the BAPPEDAs Tk. II, the problem is even more severe. It is therefore suggested that consideration should also be given to consolidating the BAPPEDA TK. II, the Subdirektorat Pembangunan and the Subdirektorat Keuangan,<sup>1/</sup>

c) An Alternative to Consolidation.

In the interests of better utilization of available manpower and more effective coordination for DPPB, a suggested alternative to consolidation at the province level is to promulgate legislation which would redefine the respective roles of the BAPPEDA Tk. I and the Biro Pembangunan so that they would be complementary and in order that there would be a more clear cut division of responsibilities. For example, the BAPPEDA could bear the responsibility for overall development planning/ coordination for and in the province, with the Biro Pembangunan responsible for undertaking the monitoring and evaluation functions and/or developmental research on behalf of the BAPPEDA. At the same time, a "Standing Committee" should be formulated to more functionally integrate the DPPB and SDF work of the BAPPEDA Tk. I, the Biro Pembangunan and the Biro Keuangan.

d) At the Kabupaten/Kotamadya Level

The alternative to consolidating the key DPPB agencies would generally follow along the lines recommended for the provincial level; but without consolidation, the full staffing of the BAPPEDAs TK. II

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<sup>1/</sup> Presidential Decree No. 15/1974, Article 15 states :  
"The BAPPEDA being established, existing organizational units in the Province, fulfilling the functions and performing the tasks as referred to in Article 2 and Article 3 of this Presidential Decree (i.e. regarding BAPPEDA tasks), shall be declared annulled,

The Governor Head of Province shall further arrange the matters arising from the implementation of the provisions referred to in par (1) of this Article."

Nothing in Presidential Decree No. 185/1980 countermands the instructions in the above-quoted Article.

through recruitment and transfer from other government entities will be very difficult to accomplish.

NOTE : Under either of the two basic alternatives outlined above for provincial and kabupaten/kotamadya agencies concerned with DPPB, it is highly recommended that the officials from these agencies go through the common, practical training experience described in Section B.2.

e) Recruitment Policy for BAPPEDA Tk. I

As mentioned earlier on, the Riau BAPPEDA Tk. I had ten positions through the head-of-section level which were not filled as of December 1980. These are :

- (i) Kepala Bidang Penelitian  
(Head of the Research Division);
- (ii) Kepala Seksi Ekonomi, Bidang Penelitian  
(Head of the Economy Section, Research Division);
- (iii) Kepala Seksi Sosial Budaya, Bidang Penelitian  
(Head of the Physical/Cultural Section, Research Division);
- (iv) Kepala Seksi Fisik dan Prasarana, Bidang Penelitian  
(Head of the Physical and Infrastructure Section,  
Research Division);
- (v) Kepala Seksi Pertanian, Bidang Ekonomi  
(Head of the Agriculture Section, Economy Division);
- (vi) Kepala Seksi Penerangan dan Komunikasi, Bidang Sosial Budaya  
(Head of the Information and Communications Section,  
Social/Cultural Division);
- (vii) Kepala Kependudukan, Bidang Sosial Budaya  
(Head of the Population Concerns Section, Social/  
Cultural Section);
- (viii) Kepala Seksi Sumber Alam dan Lingkungan Hidup, Bidang  
Fisik dan Prasarana  
(Head of the Natural Resources and (Living) Environment  
Section, Physical and Infrastructure Division);
- (ix) Kepala Seksi Pengumpulan, Bidang Statistik dan Laporan  
(Head of the Data Collection Section, Statistics and  
Reports Division);
- (x) Kepala Seksi Peragaan, Bidang Statistik dan Laporan  
(Head of the Display Section, Statistics and Reports  
Division).

As a guideline for recruitment (and training), and based on foreseeable needs as well as on the decreed organizational structure of the BAPPEDA Tk. I, the following types and numbers of skilled professional/technical personnel are recommended for the Bidangs within the Riau BAPPEDA;

<u>Skill Type</u>	<u>Number</u>
<u>Research Division</u>	
General Regional Planner/ Research Specialist	1
Sectoral Research Specialists	3
Technical Assistants	2
<u>Economy Division</u>	
Development Economist	2
Financial Specialist	1
Agricultural Economist	1
Soils Specialist	1
Cooperatives Specialist	1
Technical Assistants	3
<u>Social/Cultural Division</u>	
Health and Nutrition Planner	1
Education Planner	1
Family Planning Specialist	1
Demographer	1
Micro-Planner/Community Development Specialist	1
Development Support Communications Specialist	1
Technical Assistants	3
<u>Physical and Infrastructure Division</u>	
Civil Engineer/Planner	1
Transport Engineer/Planner	1
Cartographer	1
Environmentalist	1
Technical Assistants	3
<u>Statistics and Reports Division</u>	
Statistician/Computer Specialist	3
Librarian	3
Graphics Specialist	1
Technical Assistants	4
T O T A L	= 42
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The above list covers recommendations on required professional/technical personnel for the Bidangs only. It does not include support personnel (typists, secretaries, draftsmen), nor does it include technical assistants for the Ketua, the Wakil Ketua and the Sekretariat.

### Priorities

It is recommended that Riau should give priority to recruiting the following skill types and/or developing them through training:

(i) General Regional Planner/Research Specialist. The most notable lack of skills on the Riau BAPPEDA, as is the case with the other three BAPPEDAs in the WPU-A Region, is in the area of regional development planning. The fact is that it will be almost impossible for the BAPPEDA to carry out its coordinating role effectively until it has an understanding and appreciation of spatial and multi-sectoral planning for areas and regions. As there is a dearth of regional planners in Indonesia at present, it is highly unlikely that an individual with regional planning skills can be recruited for the BAPPEDA. Thus, Section B.2 includes recommendations on training in regional/urban development concepts and techniques for existing BAPPEDA staff and other provincial/kabupaten/kotamadya officials as part of an overall staff upgrading effort.

It is felt that the Head of the Research Division should be one of the BAPPEDA officials who receives training in regional development planning. The individual recruited for this position should therefore come into the BAPPEDA with a strong background in research methodology and applied developmental research.

(ii) Statisticians. Riau BAPPEDA's Statistics and Reports Division is badly in need of statisticians with an understanding of the types of information required for sound development planning, programming and budgeting/financing. To develop this understanding, they will have to work closely with the newly-authorized Research Division (see above) on the one hand, and with the other three Divisions on the other, as these Divisions themselves acquire the knowledge required through training.

(iii) Agricultural Economist. Riau's Bappeda is in particular need of an agricultural economist capable of analyzing the possible alternative uses of land with agricultural potential in the province.

(iv) Transportation Planner. The BAPPEDA is particularly weak in the area of transportation planning. This individual would also need to have a fairly comprehensive understanding of the concepts and techniques of regional development planning, a field of knowledge with which transportation economists per se are not always familiar.

(v) Finance Specialist. The person recruited for this position should have a solid understanding of Indonesian revenue collection and budgeting procedures and regulations. It would also be preferable for this individual to have a strong background in development economics.

(vi) Environmentalist. This is a particularly crucial position for the Riau BAPPEDA to fill early on, particularly in consideration of conflicting sectoral policy considerations regarding the best utilization of some of Riau's prime forest lands.

If consolidation of the key DPPB agencies as recommended in (a) above, was accepted as policy, then the recruitment effort to fill these priority positions, as well as the other vacant positions, would be somewhat reduced. On the other hand, if consolidation does not take place - at least in the immediate future - then it is recommended that the Riau BAPPEDA not attempt to fill these positions on a rush basis with personnel who do not have relevant qualifications or the rank/echelon which the positions call for just for the sake of getting people into vacant slots. In the long run, this approach would be detrimental to the professional capacity and status of the BAPPEDA. Rather, a careful search for personnel with the right qualifications should be undertaken. Therefore, to resolve the problem of skill deficiencies in the short-term, the BAPPEDA may want to hire consultants - either individuals or firms - as necessary to provide the expertise required.

f) Recruitment Recommendations for Riau's BAPPEDAs Tk. II

Even if the recommendation for consolidation of the key DPPB agencies at DATI II is put into effect, the staffing of the BAPPEDAs Tk. II will be difficult at best, as already indicated by staffing problems to date (see page 25).

Whether consolidation is or is not accepted as policy, the primary recommendation for the recruitment of personnel for the BAPPEDAs Tk. II is the same as that made for the BAPPEDA Tk. I, i.e. that the positions should not be filled on a rush basis with poorly-qualified personnel in the interest of getting the slots filled quickly. Rather, a careful search should be made to recruit qualified new personnel. Further, it is suggested that in order to attract highly specialized individuals such as engineers/planners to BAPPEDA positions in the kabupaten, it may be necessary for the Government to offer special cash bonuses and/or other types of incentives. An example of another type of incentive would be the offering of scholarships to individuals studying in fields relevant to the BAPPEDAs with the provision that the individuals would work for a given BAPPEDA Tk. II for a specified number of years.<sup>1</sup>

An alternative or supplement to recruitment of new officials (calon pegawai) is the transfer of officials from other government agencies such as the Subdirektorat Pembangunan, as has already been done in the past in some instances.

The numbers, and to some extent the types, of personnel with which Riau's BAPPEDAs Tk. II need to be staffed depends upon whether the Riau second-level planning bodies are classified as Type A, Type B or Type C. As a decision on this matter has not been made at the time of this writing, the following recommendations are offered for consideration:

(i) If consolidation of the key DPPB agencies at DAT1 II as recommended on pages 32-33 is effected, then it is suggested that Riau's BAPPEDAs Tk. II be classified as Type B.

(ii) If a decision is made not to consolidate the agencies, then it is recommended that Riau's BAPPEDAs Tk. II be classified as Type C. The rationale behind this recommendation is that Riau faces a severe constraint on qualified manpower availability for the BAPPEDAs Tk. II; it will not only be very difficult to find the qualified manpower to staff a Type C BAPPEDA, let alone a Type B, but it will also be difficult to attract personnel to work in the kabupaten even if they are located unless appropriate incentives are offered. A further argument is that there is no implied

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<sup>1</sup> This incentive approach could of course also be used in recruiting qualified personnel for the BAPPEDA Tk. I.

functional differences between the Type B and Type C BAPPEDAs. In fact, the only difference between the two types is that the Type C BAPPEDA has one less Bidang, with the sections for Ekonomi and Sosial Budaya incorporated into one Bidang and with the sections in this Bidang more multi-functional than the more numerous sections in the Bidangs Ekonomi and Sosial Budaya under the Type B BAPPEDA. Thus, it is felt that it is better to have Type C BAPPEDAs with qualified staff and fewer vacant positions rather than Type B BAPPEDAs with the same number of qualified staff and relatively more vacant positions.

As a guideline for recruitment for the BAPPEDAs Tk. II, it is suggested that the following types and numbers of skilled personnel will be required for each of the kabupaten planning bodies:

<u>Skill Type</u>	<u>Number</u>
<u>Data and Reports Section</u>	
Statistician	2
Sectoral Research Specialist	2
Technical Assistants	2
Librarian	1
<u>Economy and Social/Cultural Division</u>	
Regional Development Planner	1
Rural Economist	1
Cooperatives/Marketing Specialist	1
Social Development Planner	1
Micro-Planner/Community Development Specialist	1
Technical Assistants	2
<u>Physical and Infrastructure Division</u>	
Civil Engineer/Planner	1
Transport Engineer/Planner	1
Spatial/Land Use Planner	1
Environmentalist	1
Technical Assistants	2
T O T A L	= 20

The strong possibility is that the above type of staffing for Riau's BAPPEDA Tk. II can only be realized over an extended period of time. It is therefore suggested that a combination of at least six of the above-listed positions should be filled on a BAPPEDA Tk. II before it becomes operative and that the initial BAPPEDA staff should receive extensive training early on as recommended in Section B.2.

For Pekanbaru's BAPPEDA Tk. II, a somewhat different set of skill types are required from those that are recommended for the kabupaten planning bodies. The recommendations for this planning body are as follows:

<u>Skill Type</u>	<u>Number</u>
<u>Data and Reports Section</u>	
Statistician	2
Sectoral Research Specialist	2
Technical Assistants	2
Librarian	1
<u>Economy and Social/Cultural Division</u>	
Urban Development Planner	1
Urban Economist	1
Cooperatives/Marketing Specialist	1
Social Development Planner	1
Technical Assistants	2
<u>Physical and Infrastructure Division</u>	
Civil Engineer/Planner	1
Transport Engineer/Planner	1
Land Use Planner	1
Architect	1
Environmentalist	1
Technical Assistants	3
T O T A L =	<u>21</u>
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With regard to the above, an architect is recommended primarily for the purpose of assessing bids by contractors for building construction as well as for quality control in the actual construction of public buildings.

g) Conversion to Full-Time Staffing

Fifty-three percent (53%) of the currently-filled BAPPEDA Tk. I positions through the head-of-section level are filled by part-time staff. There are advantages to this in that these part-timers provide close links with Riau University and with a number of the Dinas-Dinas through their affiliation with these entities. However, as the BAPPEDA develops the know-how for carrying out its full professional responsibilities in accordance with its mandate, and in consideration of the heavier work load required for the agency to carry out its assigned functions in a more professional and thorough way, it is suggested that the BAPPEDA should consider staffing all of its positions with full-time personnel. A further point for consideration is that further on in this report, it is recommended that about 10% of the BAPPEDA staff should at all times be involved in training or some other upgrading activity, e.g. temporary duty in a Dinas or other provincial agency. This implies a constantly heavier work load for the 90% of the staff which would be on BAPPEDA duty at any given time and is a further argument for conversion to full-time staffing.

h) Logistical Support Personnel

The Riau BAPPEDA requires one full-time draftsman at present and as its work load increases it may require two full-time draftsmen. It is also considered important that the number of secretarial/typing personnel on the BAPPEDA be increased in proportion to the increase in profession/technical personnel and as required by the work load. (Section B.2 also provides training recommendations for support personnel).

i) Strengthening the BAPPEDA Tk. I's Coordinating Role with the Kanwils

For reasons either stated or implied in Part I of this report, Riau's BAPPEDA Tk. I, along with most if not all other provincial BAPPEDAs in the country, is having difficulty in carrying out its assigned role of coordinating development planning among and with the vertical line agencies. For example, in the past, some of the Kanwils in Riau have submitted DUPs to the center without any prior consultation with the BAPPEDA regarding the content of the DUPs; and, in fact, the BAPPEDA only knew that the DUPs had been submitted to Jakarta after the fact.

There are a number of steps which can be taken which can improve the present undesirable situation. Outside the realm of training, it is suggested that the Governor can exert his authority under basic Law No. 5/1974, Article 81 (C), to bring about closer cooperation between

the BAPPEDA and the Kanwils. At the same time, the Riau Provincial Government should attempt to educate the Kanwils to the fact that the BAPPEDA is there to help the Indonesian Government as a whole to better respond to the needs of the Indonesian people by synchronizing development planning among all bodies in the province - a task which any one of Kanwils is both unwilling and unable to carry out. Within the same context, the Kanwils should be caused to understand that the BAPPEDA is not in competition with them; rather it is responsible for the coordination of overall planning vis-a-vis sectoral planning (a Kanwil function), and in this capacity it can help the vertical line agencies, as province-base bodies of the central ministries, to design more effective programs and projects which are funded through the APBN - merely by the fact that it is closer to and more familiar with local needs and conditions and also because it is more aware of the development activities of the various sectoral agencies in the province.

j) The BAPPEDAs Tk. II and Their Mandate to Coordinate Development Planning with and among the Kanwils

The BAPPEDAs Tk. II have the same mandated responsibilities for development planning coordination for their respective daerahs as does the BAPPEDA Tk. I for the province. As is the case with the provincial BAPPEDA, the second-level planning bodies will have difficulty in performing this role.

It is suggested that, as is the case with the Governor, the Bupatis/Walikota, functioning as chief executives of their respective daerahs, can exert their authority for coordinating development planning under Basic Law No. 5/1974 in a manner which allows the BAPPEDAs Tk. II to perform their mandated coordinating functions.

B.2 : Training Recommendations for Riau

B.2.1 : Training Recommendations for the BAPPEDA Tk. I, the BAPPEDAs Tk. II, the Biro and Subdirektorats Pembangunan and Keuangan, and the Dinas Pendapatan

The BAPPEDA Tk. I, the Biro Pembangunan, the Biro Keuangan and the Dinas Pendapatan are all responsible for carrying out one or more of the functions of development planning, programming and budgeting/financing; and as stressed throughout this report, DPPBF is a total system of interrelated functions, with any one of them carried out in isolation a rather futile effort at the least and a very costly effort to the Indonesian people at the worst. In Riau, the whole system of

DPPBF needs to be integrated and carried out in a more comprehensive and functional way. Further, all of the four agencies concerned require specific types of both general training and specialized technical training in areas pertinent to carrying out DPPBF, including regional/area planning.

At the kabupaten/kotamadya level, the agencies involved in overall DPPBF are the BAPPEDA Tk. II, the Subdirektorat Pembangunan and the Subdirektorat Keuangan, with the Dinas-Dinas Tk. II traditionally playing a more active role in the overall planning process than their counterpart agencies at DATI I. The manpower development problems at Level II which can in-part be resolved through training are basically the same as those at the provincial level, except that the problems are compounded at this level by the fact that the BAPPEDAs Tk. II in Riau are newly-established organizations which are not yet staffed to meet minimum staffing requirements and whose existing or appointed staff have in most cases minimum work and training experience which is relevant to the functions of the BAPPEDA Tk. II.

Given the situation and needs of DATI I and DATI II in Riau, the following training recommendations are offered for the agencies under discussion.

B.2.1.1 : Comprehensive Team Training with an Emphasis on On-the-Job Training in DPPBF Systems

Regardless of whether or not the key DPPBF agencies at DATI I and DATI II, respectively, are consolidated (see pp. 32-34 ), it is strongly recommended that selected officials from these six agencies as well as from the Dinas Pendapatan should go through a common, comprehensive training experience as a team.

The objectives of this team training approach would be:

- to get the agencies to understand the whole configuration of development planning, programming and budgeting/financing as a total system as well as to provide them with the knowledge and skills which will enable them to execute DPPBF in a more effective and coordinated manner;
- to strengthen the horizontal linkages for DPPBF at DATI I among the BAPPEDA Tk. I, the Biro Pembangunan, the Biro Keuangan and the Dinas Pendapatan;

- to strengthen the horizontal linkages for DPPBF at DATI II among the BAPPEDA Tk. II, the Subdirektorat Pembangunan and the Subdirektorat Keuangan;
- to strengthen the vertical linkages for DPPBF between DATI I and DATI II.

As it would not be feasible or necessary to train more than 30 to 35 individuals under this approach, it is suggested that the following number of individuals from each of the agencies concerned should participate in the team training program:

<u>Agency</u>	<u>No. of Participants</u>
BAPPEDA Tk. I	3
Biro Pembangunan	2
Biro Keuangan	2
Dinas Pendapatan	2
BAPPEDAs Tk. II	12
Subdirektorats Pembangunan	6
Subdirektorats Keuangan	6
T O T A L	= 33
	====

The individuals selected for the training should have sufficient status so that they can influence policy in their respective agencies and also so that they will be able to effect implementation and replication of applicable skills, techniques and methods developed during the training. For example, the BAPPEDA should select one Kepala Bidang and two Kepala Seksi to participate in the training; the Biro Pembangunan and Keuangan two Kepala Bagians or their designates, respectively; and the Dinas Pendapatan two Kepala Sub-Bagians. The participants from each of the six BAPPEDAs Tk. II should be the Ketua and the Kepala of one of the Bidangs. Although the recommended length of the training program is approximately nine months, time away from the job would not be a matter of concern for, as indicated immediately below, most of the training would take place on-the-job.

Other key recommended features of the team training program are:

- (i) An Emphasis on On-the-Job Training. The program calls for three months of classroom training followed by six months of practical on-the-job training in which the participants would carry out their normal duties under guidance from the trainers.

The purpose of the initial period of classroom-oriented training would be to sensitize the trainees to regional development planning, programming and budgeting/financing concepts and to develop skills among the trainees in specific techniques. Subjects covered would include:

- Definition of comprehensive regional development planning; objectives; types of regions; types of regional plans and planning; critical steps in the regional planning process.
- The legal basis for regional development in Indonesia: Autonomy with Unity (UND - Article 18); Law No. 5/1974; Presidential and Ministerial Decrees regarding the BAPPEDAs Tk. I and Tk. II.
- Relevant regional DPPBF for Riau: the interrelationship of the planning, programming and budgeting/financing functions; the importance of intersectoral and vertical coordination for planning; spatial planning vis-a-vis sectoral planning; the need for the development of workable DPPBF systems; a review of DPPBF systems developed for Riau to date.
- Regional location theory including: structure of rural land use and urban locations; planning of regional transportation and other regional infrastructure systems; impact of fiscal and institutional measures on spatial structure.
- Crucial aspects of rural development with special reference to Riau: natural resources; agricultural land use and productivity; income, expenditure, investment credit and other economic factors; distribution of wealth and poverty; factors related to social equity and services; review of key elements within and interdependencies among the social, economic and physical sectors; integrated approaches to rural development.
- Crucial aspects of urban development with special reference to Riau: population and urban social systems; employment and other key factors in the urban economy; housing, markets, and other land use activities; transportation and other movement systems; relationship between the social, economic and physical sectors; urban/hinterland relationships; urban management; water and sanitation.

- Discussion of major techniques to support the DPPBF process: data collection, presentation and analysis; techniques for projecting/forecasting aspects of the system, including population, economic activity and land use; techniques for program/project appraisal and feasibility analysis; techniques for monitoring and evaluation.
- Analysis of current budgeting/financing procedures in Riau: financing principles; development budgeting; income budgeting; taxation, including a review of the cadastre for Riau; the relationships between the development planning, programming and budgeting/financing agencies in Riau.

For this first phase of the program, the trainers will require a thorough knowledge of existing DPPBF agency relationships, systems and procedures in Riau, including DPPBF methods and procedures developed with Project LTA-12 assistance. The trainers will also have to have a substantial knowledge of existing and potential development needs and conditions in Riau as well as knowledge of the Strategic Development Framework prepared for the province as an LTA-12 output.

Although Phase I of the program would largely take place in a classroom setting, an emphasis should be placed on using a "learn-by-doing" approach with workshops, problem-solving exercises, brainstorming, role-playing and other training techniques which involve maximum participation by the trainees used insofar as possible and as applicable.

Phase I is designed to provide the trainees with a foundation of knowledge and skills required for the more detailed and specialized six months' of on-the-job training in the second phase.

In Phase II, the trainees would return to their agency locations and carry out their job responsibilities under guidance from the trainers. Throughout this phase, the trainees would be involved in applying, testing and modifying techniques systems and procedures covered in Phase I as they go through the development planning, programming and budgeting/financing process. Another important feature of this Phase II training is that the trainees would work as a team and continue to be trained as a

team with the intent of strengthening the horizontal linkages of the DPPBF agencies concerned as well as the vertical linkages for DPPBF between DATI I and DATI II. At the same time, the cooperation and involvement of all the components of the agencies to which the trainees are attached would be required if the program is to succeed. In this context, the trainers and the trainees would serve as coordinating links for both intra-agency and inter-agency cooperation and involvement.

A major function of the trainers during this phase will be to more intensively train the relevant participants and their colleagues in specialized areas of DPPBF including:

- spatial/multi-sectoral planning;
- program/project analysis and evaluation;
- project monitoring and post-project impact evaluation;
- data collection, processing and analysis;
- library science;
- procedures for the annual economic-social review (AESR);
- routine budgeting and development expenditure planning;
- revenue planning and income budgeting;
- public utilities finance;
- accounting and auditing.

This specialized on-the-job training would be carried out coincidentally with the more generalized training and with inter-agency DPPBF planning sessions which would be required from time to time throughout this phase of the program.

(ii) Training in Workable DPPBF Systems. The program would focus on training in an effective DPPBF system for Riau and in the execution of the various functional and supporting components of the system. The program should therefore place a strong emphasis on training in the methodology, systems and techniques developed or identified as being in need of development with Project LTA-12 assistance in the areas of annual planning, programming and budgeting/financing and information systems. The methodology used in preparing the Strategic Development Framework (SDF) for Riau should also be a subject for training. Further, the trainers should bear the responsibility for building upon the work initiated by Project LTA-12.

Implicit in the above is the recommendation that the trainers should not only be responsible for training per se, but also for developing, testing, improving and expanding upon the DPPBF systems in which they train. DPPBF theory, systems and techniques which do not work should be modified or discarded as necessary. The end product should be an improved system of DPPBF which works within the Indonesian context along with a greater capacity to operate the system.

(iii) Program Evaluation and Follow-Up Training. A period of several months will have to lapse before an evaluation of the impact of the team training program can be made. The evaluation should not only cover an assessment of the training, but also a critical study of the systems, methods, techniques and procedures for development planning, programming and budgeting/financing in which the trainees received instruction and which, in fact, they executed throughout the course of the program. Also, the evaluation should be based upon the goal of the training, which for both the province and the kabupatens/kotamadyas could be, for example, the completion of realistic and effective medium-term development plans as well as annual plans for the fiscal year following the year in which the training took place. The medium-term plans should be based upon the Strategic Development Framework (SDF) developed for Riau with modifications as required, and the annual plans should evolve out of the medium-term rolling plans. Criterion for evaluating whether a plan is effective should include:

- the degree to which the plan responds to the "Development Trilogy" and the "Eight Paths to Equity" (i.e. how many economically and/or socially deprived people will benefit from the programs and projects contained in the plan - and in what way ?);
- the degree to which the plan responds simultaneously to national, regional and local needs and interests;
- the degree to which the plan's programs/projects support and complement each other (i.e. does the plan reflect an inter-sectoral/spatial approach to problems and needs ?);
- the degree to which the plan responds to priority needs and problems;

- indications that programs/projects in the plan are technically sound and implementable;
- indications that the plan reflects the best integrated utilization of natural, human, financial and material resources;
- indications that the plan's programs/projects can be evaluated in terms of the types and amount of positive impact they will have on the population;
- indications that the plan takes into consideration environmental concerns;
- indications that the social ramifications of economic and physical development programs/projects have been taken into consideration.

Insofar as possible, and as applicable, the above indicators should be measured in both quantitative and qualitative terms.

The training per se should be evaluated in terms of content, methods and techniques, and a primary source for this aspect of the evaluation would be the program's participants.

The final major element of the proposed program involves follow-up training. The objectives of the follow-up training would be:

- to overcome deficiencies uncovered in the evaluation;
- to provide additional training in specialized areas of DPPBF as required;
- to introduce materials, concepts, methods and DPPBF aids which were developed or designed subsequent to the initial training.

The length and frequency of the follow-up training would depend upon the actual needs. Considering the nature and complexity of DPPBF, it is estimated that a period of three to six weeks would be required for the first follow-up effort.

The Mechanism for Program Implementation: LGT II. The forthcoming project designated as Local Government Training (LGT) II has the strategic capability for carrying out the proposed team

training program and in fact was designed for the type of effort called for. However, some modifications to the strategy put forth in the KPPMT final document are called for in accordance with the recommendations put forth in this report,<sup>1</sup> These are as follows:

- The KPPMT strategy document calls for the training of officials from only the BAPPEDA Tk. I and the BAPPEDAs Tk. II in the general courses, whereas it is recommended in this report that the team to be trained in Riau should include officials from the BAPPEDA Tk. I, all of the BAPPEDAs Tk. II, the Biro s Pembangunan and Keuangan, all of the Subdirektorats Pembangunan and Keuangan, and the Dinas Pendapatan,<sup>2</sup> This should present no problem to the executing and coordinating body for LGT II (Badan Pendidikan dan Latihan, Departemen Dalam Negeri), as all of these agencies fall under the jurisdiction of the Ministry of Home Affairs.

This recommended modification requires that the Badan Diklat Regional Training Center in Medan would conduct each of its general courses for one province only in order that the total range of agencies recommended for participation in a team training program would in fact benefit from the training. However, and for example, if Riau was selected as the province in the Northern Sumatra Region which would participate in the first general course offered by the Medan RTC, the other three provinces in the region could also benefit by having two or three officials from each of the provinces participate in or audit the course. Further, North Sumatra, West Sumatra and Aceh, as well as Riau, would benefit from the parallel short courses called for by the strategy during the first year the Medan RTC is in operation.

- The parallel short courses called for by the strategy which will be implemented under LGT II should focus on improving

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<sup>1</sup> See the foot note on page 32 for specifics on this document. The relevant sections of the document regarding the modifications which are recommended for the LGT II strategy are Chapters III and VI.

<sup>2</sup> See page 45 of this report for suggestions on the composition of the team to be trained in Riau.

skills for all the major components of DPPBF in Riau. Consideration should therefore be given to including officials from the Biro and Subdirektorats Pembangunan and Keuangan as participants in the special courses as appropriate. Specialized subjects for the short courses might include:

- research methodology;
- data collection and analysis;
- project design and analysis;
- project monitoring and post-project impact analysis;
- transportation theory;
- land use planning;
- routine and development budgeting;
- accounting and auditing procedures;
- critical steps in the planning process;
- the interrelationship of problems and solutions in the social, economic and physical/infrastructure sectors.

Depending on the subject matter for any given short course, the participants might be from only some of the agencies under discussion, e.g. for a short course in research methodology, while in other cases it might be appropriate for officials from all of the agencies to attend the short course, e.g. for a course in project design and analysis.

- A third recommendation for modification of the strategy designed for LCT II involves broadening the range of the special courses suggested in the KPPMT document to include coverage for training in the budgeting/financing aspects of DPPBF in addition to the special courses already recommended for planning and programming.

These special course would supplement the recommended training in budgeting/finance which would take place during the general course and the parallel short courses and would cover the following subjects:

- regional and national finance, budgeting and program/project appraisal;
- routine and development budgeting;
- public utilities finance, accounting and auditing;
- Indonesian accounting and law;
- Indonesian taxes, fees and charges, including land and land

As is the case with the recommended special courses for planning and programming, the budgeting/financing courses would have to be contracted out by Badan Diklat to institutions with the appropriate subject matter knowledge and skills for training in the subjects recommended above.<sup>1</sup>

The officials from the budgeting and financing agencies who attend these special courses should in some cases be the same officials who participated in the general courses and the parallel short courses if it is felt that more intensive training in specialized areas is required; but as a general policy recommendation, it is suggested that, in order to broaden the scope of skills in the budgeting/financing agencies, the officials should be other than those who attended the general team training course or the parallel short courses.

The other key elements of the KPPMT strategy are also considered valid and require no modification. These include: (i) orientation courses for chief executives and other decision makers at DATI I and DATI II; (ii) orientation courses for the line agencies in the province; and (iii) the carrying out of non-training functions by the trainers. With regard to the latter, it will be exceedingly important for the trainers, prior to the start-up of the general course, to make an assessment of development needs and problems in Riau as well as a study of the DPPBF process in Riau, including a thorough review of the systems developed with the assistance of Project LTA-12.

Considerations if Riau becomes a PDP Province. As Riau has been tentatively selected as a province which will participate in the Provincial Development Program (PDP), implemented under the Department of Home Affairs in cooperation with USAID, it is recommended that the program may want to build upon and improve the DPPBF work initiated under Project LTA-12, with a continuing emphasis on working with and providing on-the-job training for the DPPBF officials in

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<sup>1</sup> Special courses and techniques courses recommended in the KPPMT document for developing and improving planning and programming skills cover the following subjects: (i) Data Collection, Presentation and Analysis (six weeks); (ii) Social Planning (six months); (iii) Land-Use Planning (six months); (iv) Engineering/Planning (six months); (v) Program/Project Appraisal and General Plan Evaluation (minimum six weeks); and (vi) Monitoring and Evaluation (minimum six weeks).

the province. Depending on the nature of PDP thrusts and activities, and capacity to carry out on-the-job training, Badan Diklat may want to select another province other than Riau in the WPU-A Region in which the Medan RTC would focus its first year of activities. Whether this was done or not, close liaison should be maintained between LGT II and PDP in the Northern Sumatra Region to assure that the LGT II trainers keep abreast of and are able to provide training in workable and replicable DPPBF systems/techniques developed under PDP.

B.2.1.2 : Other Training Recommendations Specifically for the Riau BAPPEDA Tk. I

(i) The Riau BAPPEDA Tk. I, as is the case with the other three provincial BAPPEDAs in the WPU-A Region, has no regional development planner on board at present. However, implementation of the recommended training approach and courses as described above should provide the BAPPEDA with sufficient fundamental knowledge and expertise in regional development planning.

The BAPPEDA also needs to develop further specialized expertise in the areas of financial planning; civil engineering/planning; transport engineering/planning; agronomy; cartography; and social development planning. Some of the expertise in these areas will be acquired through technical assistance provided through LGT II (and/or PDP) and some through the recommended special courses. However, constraints may arise in finding on-going training in cartography and in transportation planning. As the other three BAPPEDAs in the Northern Sumatra Region also need to develop further expertise in these areas, it is suggested that Badan Pendidikan dan Latihan, DDN, may want to make special arrangements with appropriate institutions to provide training in geography/cartography and transportation planning.<sup>1</sup>

The alternative would be to bring in resource personnel under either LGT II or PDP to provide training in these subjects in the province.

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<sup>1</sup> The Ministry of Public Works sponsored a course in aerial photography and topography under Project LTA-15 for officials from Public Works Planning Units in Eastern Indonesia, and the Ministry of Communications ran a series of short courses between 1971 and 1977 in transportation economics within the context of multi-sectoral planning.

As the new BAPPEDA structure calls for a Section for Natural Resources and (Living) Environment, special attention is drawn to the Center for Resource Management and Environmental Studies at the Institut Pertanian Bogor. The Center offers both a degree program and nondegree short courses in environmental matters under the primary topic headings of coastal zone management, watershed management and water quality (control).<sup>1</sup>

It should be mentioned at this time that the purpose of recommending special "sectoral" courses for the BAPPEDA Tk. I is not so that its officials become sector experts but, rather, so that the BAPPEDA has sufficient knowledge in the various sectors to allow the agency to have a common language of communication as well as credibility with the sectoral specialists from the Kanwils/Dinas-Dinas and, further, so that it has sufficient sectoral knowledge for project analysis.

(ii) As part of a long-range program for building up BAPPEDA capacity, consideration may want to be given to offering scholarships to students working toward a degree which is relevant to the BAPPEDAs work. With the provision that the student would be obligated to work for the BAPPEDA for a given number of years after he graduates.

(iii) It is recommended that approximately 10% of BAPPEDA professional and support staff should be involved in some type of upgrading activity at all times. The activity should include attendance at short courses, working on a degree program, or working on a temporary assignment in a Dinas office or one of the Biro's in the Sekretariat so that knowledge is acquired on the operational procedures of other agencies.

(iv) As the BAPPEDA professional staff expands and its work load becomes heavier, there will be a need to increase the capacity of the clerical, secretarial, typing staff. It is therefore suggested that the BAPPEDA may want to send existing

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<sup>1</sup> An inventory of previous and current training and educational programs and courses for regional development planning and management can be found in the "Annexes" to the KPPMT final report.

or newly-recruited support personnel to upgrading courses such as those offered by the Lembaga Administrasi Negara (LAN). The Lembaga offers courses in general administration, office administration, and secretarial services as well as course in regional development administration.

(v) Rewards should be offered to BAPPEDA personnel who successfully complete training courses and programs. The rewards, for example, could take the form of a "cash award" and/or an official policy notification that completion of the training program or course would be a positive factor for consideration with regard to the participants' career advancement.

(vi) The BAPPEDA is urged to send officials with high production potential for participation in training programs and courses. Further, a policy should be put into effect which would insure that participants in training/education programs and courses will be in a position to apply the knowledge and skills acquired in the training for the benefit of the BAPPEDA after they return to their jobs.

#### B.2.2 : Training Recommendations for BangDes in Riau

Bangdes in Riau has a total of 171 personnel, 51 of which are assigned to the Direktorat's office in Pekanbaru. The balance of 120 officials work at the subprovincial level, with 69 of these officials assigned responsibilities for BangDes activities in specific kecamatans. A major problem faced by BangDes in Riau is that most of the existing staff have not had the quantity and quality of training they need and deserve to carry out the village subsidy, PKK and resettlement programs in the province with maximum effectiveness. Relatedly, there is a need for more intensive and extensive community leadership training in the province, but this community leadership training can only take place after Bangdes field personnel have themselves been adequately trained in the appropriate areas.

In consideration of the above, and recognizing the limitations on manpower availability and other constraints, what is recommended for Riau is a recruitment campaign for additional field personnel who would be kecamatan-based coupled with a training program for new personnel. At the same time, existing staff should be upgraded through further training in such areas as community development concepts and techniques,

micro-planning and resettlement program planning. It is also suggested that any future training should contain a substantial fieldwork component and cover the following topics :

- the logical steps in the micro-planning process;
- community survey techniques, including techniques for surveying human and other local resources available for village development;
- techniques for establishing rapport with a community;
- motivation techniques;
- techniques for ascertaining and responding to community needs;
- project planning (project design and impact analysis);
- the interrelationship of development problems and their solutions among the various sectors;
- intersectoral planning and coordination for resettlement programs;
- administration of resettlement programs;
- village administration;
- mechanisms for community-government liaison and coordination;
- preventive health education;
- family life education;
- family planning.

The ideal strategy would be to train selected formal and informal leaders in Riau simultaneously with the training of the BangDes personnel in the province. The longer-range alternative is a separate training effort for village leaders.

Finally, it is suggested that ample in-country expertise is available for the types of training suggested above - both within the Direktorat Jenderal Pembangunan Desa and through resources available to the Direktorat Jenderal. The real issue is the priority the center wants to give to this type of training in Riau vis-a-vis the other provinces in Indonesia.

B.2.3. : Training Recommendations for the Kanwil<sup>2</sup>/Dinas<sup>2</sup> in Riau

The following manpower development recommendations for the Kanwil<sup>2</sup>/Dinas<sup>2</sup> in Riau are supplemented and, in some cases, expanded upon in the Northern Sumatra Regional Planning Study (Project LTA-12) final report entitled A Strategic Development Framework for Riau (1982/83-1988/89) - with Guidelines for Immediate Action, Medan, June, 1981.

B.2.3.1 :An Overall Recommendation for all of the Kanwils/Dinas-Dinas in Riau.

The impact of planning and programming in Riau would be substantially greater if the Kanwils/Dinas-Dinas had a better conception of the validity of multi-sectoral/area planning and of the importance of the assigned role of the BAPPEDA to effect this type of planning approach. It is therefore strongly advocated that the Riau Government should arrange a one-week orientation session for the heads of the Dinas-Dinas on multi-sectoral/area planning. Key kanwil personnel in the province should also be encouraged to attend the session, which would be conducted by the BAPPEDA with support from qualified resource personnel. The session should center on several case studies, based on the Riau experience, which would clearly and dramatically illustrate the interrelationship of development problems as well as their solutions for any given area. The objective of the session would be that the participants would develop a clear appreciation of the need for coordinated intersectoral planning if maximum impact of resources available for development is to be attained.

B.2.3.2 :Training Recommendations for the Agricultural Subsector Offices in Riau.

In general, all of the subsector agencies are suffering from a shortage of field staff, and in a number of the subsector agencies, the existing staff lacks specific types of required technical knowledge and skills. Other problems, not solvable through training, include: (i) too much time being expended by field personnel on administrative matters, e.g. in the livestock subsector agency; (ii) lack of logistical support; and (iii) difficulties in servicing remote areas as a result of the geographic configuration of the province coupled with generally weak communication infrastructure for many parts of Riau.

More than 50% of Riau's population is dependent upon estate cropping for its livelihood, and the percentage should increase substantially over the forthcoming years.<sup>1/</sup> At the same time, the Dinas

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<sup>1/</sup> In 1978, 207,717 families (1,000,000 + individuals) were dependent upon estate cropping for their livelihood, Source: Dinas Perkebunan, Riau.

Perkebunan in Riau has only 99 of its 151 organizational positions at DATI I and DATI II filled, with the staffing of empty slots hampered by the fact that the agricultural secondary school (SPPM) in the province is not graduating enough potential extension workers as well as by the fact that the procedures for appointing candidates to civil service positions are not running as smoothly as required.<sup>1</sup>

The food crops, fisheries and livestock Dinas-Dinas are also short on field personnel. As mentioned, in the case of the Dinas Peternakan, most of the staff are concentrated at the headquarters level and involved in administrative matters, with the field service component almost completely neglected. Further, staff transport is minimal and inadequate.<sup>2</sup>

Within the agricultural sector as a whole, further staff technical expertise and manpower is required in agronomy; animal husbandry; fisheries; food and estate crops protection; reforestation; and supervision and control of lumber concessions.

In consideration of the general shortage of staff within the agricultural subsector agencies in Riau coupled with the need for additional technical expertise, the following tentative recommendations are offered:

- (i) Efforts should be made to increase the number of graduates from the SPPM in Riau, and the curricula should be modified as and if necessary so that students graduate with a broader and deeper technical knowledge in the various agricultural sub-sectors.
- (ii) Simultaneously, procedures for appointing candidates to civil service positions should be improved.
- (iii) At the same time or as an alternative to (i) above, consideration should be given to the establishment of an agricultural training center for Northern Sumatra which would

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<sup>1</sup> Source: M. Zulkifli, "The Estate Crops Sub-Sector", a summary paper on Riau's Annual Economic Social Review, Pekanbaru, 1980, p.13.

<sup>2</sup> Source: "Volume I, Main Report; Sumatra Livestock Development Project", (Hunting Technical Services Limited, 1980), pp. 25, 26, 55, 56 and 136.

train SPPM graduates to be "polyvalant" extension workers. However, the establishment and operation of the center would be expensive and would probably require substantial foreign technical assistance during its early years. An assessment should therefore be made of the extent to which the Java-based Agricultural Agency for Education, Training and Extension (AAETE) will be able to meet Riau's near and medium-term needs for polyvalant extension workers before any decision is made regarding the establishment of an agricultural training center for the province.

B.2.3.3 : Training Recommendations for the Dinas Pekerjaan Umum in Riau

Spot observations by a number of Project LTA-12 staff and resource personnel indicate that a number of Public Work's irrigation projects in the province may not be technically sound. In another case, indications are that an irrigation project is ineffective because Public Works failed to coordinate the planning and implementation of the project with agriculture. It is therefore suggested that Dinas PU may want to evaluate its irrigation projects in the province and make an assessment of whether its personnel responsible for planning irrigation projects require additional training in civil engineering and project planning and analysis.

B.2.3.4 : Training Recommendations for the Kanwil/Dinas Kesehatan in Riau

Considering that some of the most common health problems in Riau, e.g. skin and intestinal diseases, can be avoided through proper personal hygiene and environmental sanitation practices, the health agencies in Riau are strongly urged to expend a greater portion of their budgets on the training of personnel in preventive health education aids and other forms of support communications for preventive health education at the community level (for example, radio could be used more effectively for delivering health messages to remote areas). Given the geography, the problems with the communications infrastructure, and the difficulty involved in extending health services to the more remote areas of the province, the health office may also want to conduct short courses in basic preventive health education for fieldworkers from other province-based agencies, e.g. agriculture and BangDes, in the interest of broadening the resource base for health education at the community level.

**B.2.4 : The Need for an Analysis of Training Requirements of other Sectoral Agencies in Riau**

As indicated in Section B.2.3, Project LTA-12 was unable, due primarily to time constraints, to assess the training requirements of all the sectoral agencies in Riau. It is therefore recommended that in-depth analysis of the manpower deficiencies of sectoral agencies not covered in this document is required. This analysis should focus particularly on such key sectors as forestry and communications.

**B.3 : Nontraining Recommendations for North Sumatra, West Sumatra and Aceh**

The nontraining recommendations made for Riau as put forth on pages 26-35 are also recommended for North Sumatra, West Sumatra and D. I. Aceh in their entirety with one exception involving the classification of the BAPPEDAs Tk. II in these provinces.

As with Riau, it is recommended that the BAPPEDAs Tk. II for the three provinces be classified as Type C except for the planning bodies for the following administrative units:

- Kotamadya Banda Aceh
- Kabupaten Aceh Besar
- Kotamadya Medan
- Kabupaten Deli Serdang
- Kotamadya Padang

It is felt that the BAPPEDAs Tk. II for these kabupatens and kotamadyas might be classified as Type B, as these administrative areas are either metropolitan or suburban/semi-suburban and the recruitment of staff for the planning bodies will therefore not be as difficult as for the BAPPEDAs Tk. II in the other second level administrative units. Further, the BAPPEDAs for these five areas will be concerned with a greater volume of development activity than most of the other BAPPEDAs Tk. II in the three provinces.

**B.4 : Training Recommendations for North Sumatra, West Sumatra and Aceh**

**B.4.1 : Training Recommendations for the BAPPEDA Tk. I, the BAPPEDAs Tk. II, the Biro and Subdirektorats Pembangunan and Keuangan and the Dinas Pendapatan**

It is recommended that these agencies in each of the three provinces go through the same type of practical, on-the-job-oriented, team training program as that recommended for the overall DPPBF agencies in Riau - and for the same reasons. (see pages 43-53).

As Badan Diklat's regional training center in Medan will only be able to accommodate one of the provinces in the WPU-A region with a nine-month team training course during its first year of operation under the LGT II program (see pages 50-53), it is suggested that the other three provinces send high echelon officials to audit the first year of training in whatever province it is held.

Further spread of the benefits of the training by the Medan RTC during its first year of operation could be effected through the holding of periodic seminars, e.g. tri-annually, which would be attended by DPPBF agency officials from all four of the provinces in the Northern Sumatra Region.

In its second year of operation, the Medan RTC should be in a position to conduct the team training programs in two additional provinces, with a focus on using already workable and possibly replicable DPPBF systems as models for training and for application on a test basis.

B.4.1.1 : Other Training Recommendations Specifically for the BAPPEDAs Tk. I

An analysis of the staffing situation of the BAPPEDAs Tk. I in Aceh, West Sumatra and North Sumatra indicates that these planning bodies basically lack the same types of technical expertise as does the Riau BAPPEDA if - considered correctly from this point of view - the government-mandated staffing and independently-assessed skill requirements are used as the criteria. What the analysis indicates is that all three BAPPEDAs require further technical knowledge of: agronomy; civil engineering/planning; transport engineering/planning; cartography; and social development planning. These three BAPPEDAs should also make note of the courses offered by the Center for Resources Management and Environmental Studies at IPB.

The other general recommendations made for the Riau BAPPEDA as presented on pages 55-56(ii through vi) are also considered appropriate for the BAPPEDAs Tk. I in North Sumatra, West Sumatra and Aceh.

B.4.2 : Training Recommendations for BangDes in North Sumatra, West Sumatra and Aceh

BangDes fieldworkers in North Sumatra and West Sumatra had in the early/mid-1970s received training under a program supported with UNICEF technical and material assistance. It is urged that the Direktoratats in these two provinces should make an objective assessment of whether follow-up training is required.

BangDes in Aceh suffers from many of the constraints that BangDes in Riau has to cope with, particularly in terms of manpower deficiencies and insufficient training for field staff. The recommendations for BangDes Riau as presented in Section B.2.2 are therefore also considered applicable for the Rural Development Directorate in Aceh.

B.4.3 : Training Recommendations for the Kanwils/Dinas-Dinas in North Sumatra, West Sumatra and Aceh

It is strongly felt that the overall recommendation for the Kanwils/Dinas-Dinas in Riau as put forth in section B.2.3.1 is also appropriate for the line/technical agencies in the other three provinces of the WPU-A Region as well as for the Kanwils/Dinas-Dinas in all the other provinces of Indonesia.

Due to resource constraints, it has not been possible to make specific recommendations to overcome technical deficiencies in the Kanwils/Dinas-Dinas offices in North Sumatra, West Sumatra and Aceh. However, these three provinces should make note of the fact that even though the whole development planning, programming and budgeting/financing process may eventually be caused to work more effectively, this will be to no avail unless programs and projects are technically sound and implementable.

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