

MID-TERM EVALUATION
of
AGRICULTURAL PLANNING PROJECT 493 - 0342

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USAID / INDONESIA

by

ABT ASSOCIATES
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Common Acronyms and Abbreviations

AAETE	- Agency for Agricultural Education, Training, and Extension
AARD	- Agency for Agricultural Research and Development (also referred to as Litbang)
ADPA	- Agricultural Development Planning and Administration Project
AP	- Agricultural Planning Project
APBN	- Anggaran Pendapatan dan Belanja Negara-National Budget
APBD	- Anggaran Pendapatan dan Belanja Daerah Provincial-Budget
BAPPEDA	- Badan Perencanaan Pembangunan Daerah - Provincial Planning Boards
BIMAS	- Bimbingan Massal Swa Sembada Bahan Makanan - Mass Guidance for Self Sufficiency in Foodstuffs
BINA PROGRAM	- Planning Unit Within a Government Agency
BOP	- Bureau of Planning
BPPT	- Badan Pengkajian dan Penerapan Teknologi - Agency for Research and Application of Technology
BULOG	- Badan Urusan Logistik - National Logistic Agency
CADP	- Center for Agricultural Data Processing
CAER	- Center for Agro-Economic Research (Bogor)
CDSS	- Country Development Strategy Statement
DG	- Directorate General
DINAS	- Government Service Unit at the Provincial or District Level
DIP	- Daftar Isian Proyek - Approved Project
DSP	- Daftar Scala Prioritas - Development Priorities List
DUP	- Daftar Usulan Proyek - Proposed Project
EM	- Evaluation and Monitoring Division, Bureau of Planning
ESA	- Economics and Statistical Analysis Division,

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	Bureau of Planning
GBHN	- Garis-Garis Besar Haluan Negara - General Guidelines of State Policy
KANWIL	- Kantor Wilayah, Provincial Office (of the Ministry of Agriculture)
KABUPATEN	- Second Level of Local Government, Regency or District Level
KECAMATAN	- Third Level of Local Government, Sub-Regency or Sub-District Level
IPB	- Institut Pertanian Bogor - Agricultural Institute, Bogor
MOA	- Ministry of Agriculture
NADB	- National Agricultural Data Base
NESS	- Nucleus Estate Smallholder System
PATANAS	- Panel Tani Nasional - National Farmer Household Survey
PIMPRO	- Pemimpin Proyek - Project Leader
POLA DASAR	- Basic National Principles
PAWG	- Project Analysis Working Group
PP	- Project Paper
PSC	- Project Steering Committee
REPELITA	- Five Year Development Plan
UGM	- University of Gadjah Mada
UI	- University of Indonesia
UNIB	- University of Bengkulu
UNDIP	- University of Diponegoro
UPT	- Unit Pelaksana Teknis - Technical Implementation Unit

PREFACE

This Mid-term evaluation of the Agricultural Planning Project was carried out in a five week period during March-April, 1988, by a four person team of consultants provided by Abt Associates. The Team was composed of two Indonesians and two Americans :

Dr. A.T. Birowo, Ministry of Agriculture

Ir. Sardjono Reksodimulyo, Ministry of Agriculture

Dr. Russell H. Brannon, University of Kentucky (Team Leader)

Dr. Arthur L. Stoecker, Oklahoma Sate University

During the course of the review, AID Assistant Project Manager Mr. Johannes Verhelst and MOA Project Leader Dr. Moehaimin Sovan spent a great deal of time with the Team, particularly during field visits to the Kanwils. Their assistance in establishing contacts, making travel arrangements, and locating essential documents has been excellent

MOA officials, including top administrators, have provided valuable insights during interviews and discussions of the project. The Kepala Kanwils and their staffs in Semarang, Ujung Pandang, and Bengkulu have been extremely helpful during the field site visits, providing formal briefings, discussions, access to documents, and arranging for interviews both with participants and lecturers in the various training activities. The Winrock International Technical Assistance Team has been readily accessible to the Team and has freely provided reports and other project documents. USAID officials have "opened their project files" to the Team and have been accessible as needed for discussion of the project. The AID Project Manager, in briefing the Team, emphasized that AID held no pre-conceived notions regarding the future of this project and that the purpose of the review was to provide independent views to AID and the MOA.

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The AID Mission Director, in briefing the Team Leader and key AID personnel who have been involved with the project, indicated that the Evaluation Team was to "take a close, hard look at the project and what it is contributing" and come up with an independent evaluation of the performance of the project to date and recommendations regarding the future. This, we have tried to do.

The Evaluation Team

Executive Summary
Agricultural Planning Project 497-0342
Mid-Term Evaluation Report

This cooperative project with the Ministry of Agriculture (MOA) provides technical assistance through a contract with Winrock International.

The overall objective of the project is to assist the MOA to institutionalize at the national and provincial level an improved capacity for agricultural policy analysis and planning, and to link that capacity more closely with the formulation of agricultural programs and projects. The Winrock International contract has provided four long-term expatriate advisors plus several short-term consultants to assist in the implementation of this project. Specific assignments have been primarily within the Bureau of Planning (BOP), the Center for Agricultural Data Processing (CADP), the Center for Agro-Economic Research (CAER), and, at the provincial level, with the agricultural Kanwils in South Sulawesi, Central Java, and Bengkulu. Assistance to the Kanwils has been provided during short field visits by members of the technical assistance team rather than through assigning personnel on a long-term basis to these field sites.

Primary emphasis both at the central and the provincial levels has been upon developing human and institutional resources capable of carrying out relevant economic analyses and planning activities. Particular efforts have been directed towards strengthening the capacity for more participatory and decentralized planning activities. Specific components of the project include academic short courses at Indonesian universities, M.S. degree training both in Indonesian universities and abroad, non-degree specialized training abroad (especially in the South East Asia region), on-the-job training and practica, special studies, and commodity support, particularly in computerizing data processing and management.

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The Project Paper specified that a mid-term evaluation should be conducted in the third year of the project. For various reasons, this review was delayed by approximately one year. The Evaluation Team began its work on 25 March and the final report was delivered to AID on 2 May, following discussions of a draft report with officials of MOA, AID, and the technical assistance team, and the incorporation of several relevant suggestions. Two members of the evaluation team were employees of the MOA and two were from U.S. universities; all four were contracted by Abt Associates to carry out this assignment.

Following a briefing by AID, the team developed a work schedule and a set of questions designed to collect the data required to address the issues set forth in the contract Scope of Work. Interviews were held with each member of the technical assistance team, with key AID officials who have been closely associated with this and related projects, and with MOA officials participating in the project. Visits were made to the BOP and CADP offices in the Ministry of Agriculture in Jakarta and to the CAER office in Bogor. Visits were also made to the Kanwil sites in Central Java, South Sulawesi, and Bengkulu. An extensive review of project-related documents -- both those prepared in English and those in bahasa Indonesia -- was carried out.

Initial conclusions and recommendations were presented and discussed at a meeting held in the Ministry of Agriculture on April 26, 1988, to which officials of the MOA, AID, and the technical assistance team were invited. Those conclusions comprise section III of this document, and the recommendations follow immediately after the Executive Summary.

The Evaluation Team concludes that project objectives are consistent with, and important to, the implementation of AID development strategy, and that good progress is being made towards achieving most of the project's major objectives. Particularly promising is the work which is being carried out in the Kanwils, and the enthusiasm and support which these efforts have received at both central and provincial levels are evident.

The Team is unanimous in its recommendation that the project be extended, with some modifications, for an additional five years. Recognizing the constraints on both AID project management personnel and budgets, it is further recommended that consideration be given to merging the planning and analysis activities of the Agricultural Planning Project and those of the Secondary Food Crops Development Project into a single management entity. Consideration should also be given to possibilities for utilizing some of the resources provided under the ARSSP project to further the objectives of the Agricultural Planning activities.

The Evaluation Team concludes that the technical assistance team is well qualified and has in general, developed close and effective working relationships with its Indonesian colleagues. Project inputs to BOP and CAER are being well utilized, and progress is evident. For various reasons, the project has had less impact on the development of the CADP, and the Team recommends against the continued assignment of a long term advisor to this unit of the MOA.

RECOMMENDATIONS

Introductory comment. The objectives of the Agricultural Planning Project are appropriate and important to the accomplishment of overall AID strategy. Although the usual implementation problems have been encountered, the project is making satisfactory progress towards achieving most of its major objectives. The type of technical assistance embodied in this project is very much desired by top level Ministry of Agriculture officials, and strong support for continuation of the project, with some modifications, is evident. Recent personnel appointments to key positions within the Ministry of Agriculture augur well for GOI support of planning and analysis activities and the effective utilization of project inputs. In particular, efforts to decentralize the planning process to increase the participation of provincial levels will be pushed by this administration. The momentum and good working relationships which have been achieved in the initial phase of this project should not be permitted to diminish through withdrawal of support at this critical stage.

The Evaluation Team, therefore, recommends that the activities being carried out under the AP Project be extended for a period of five years past the currently scheduled termination date of June 1988. This extension will entail some modification in project structure and objectives. These are set forth below.

Recognizing the financial and personnel constraints which the mission must confront, however, the Evaluation Team has elected to present its recommendations in terms of three alternative courses of action : A) termination of AP activities in June, 1989, B) an extension of AP activities for one year, i.e to June, 1990, C) the recommended extension of AP activities to June, 1994.

Actions to be Taken Assuming Project Termination
as Scheduled in June, 1989

1. Make immediate arrangements for a mechanism which will permit sending of the previously selected long-term overseas degree training participants abroad as soon as they have met the requirements for admission to their respective graduate programs. Since there is not adequate time remaining in the project for participants who depart at this time to be able to complete their M.S. degree programs, there is growing concern on the part of those identified for this training. Further delay is likely to result in a serious morale problem. It should be noted that there is a further problem in that two of the candidates already have S2 degrees from IPB and are expecting to enter Ph.D. programs (one has already been accepted by three major US universities).

2. Activate the committee structure as set forth in the Project Paper or some modification thereof and utilize this structure as a management tool in moving the project along towards the accomplishment of its objectives.

3. Continue to support special studies, but strengthen the procedures for identification and prioritization of studies to be undertaken and broaden the participating groups to provide wider representation of the various agencies and organizations involved in the agricultural planning process. This might be accomplished in part by activating the Project Steering Committee.

4. Continue to support the various types of training provided under the AP project and encourage supervisors and selection committees to: a) identify those candidates who are most likely to derive the maximum benefit from participation in the training and who will be in a position to utilize their enhanced professional skills b) take steps to assure that employees, once trained, are not soon transferred out of planning positions c) to the extent possible, protect the participant's government position while he/she is in training.

5. Increase the attention and technical assistance resources devoted to the Kanwil level component of this project, including implementation of the proposal to base short term specialists in Ujung Pandang.

6. Discontinue long term TA support to the CADP upon completion of assignment of the present advisor but consider providing a moderate amount of short term technical assistance in specific areas such as the development and implementation of an MOA management information system. This type of assistance might be better handled through the ARSSP program since it would be ministry wide.

The role of the CADP within the MOA should be re-evaluated since the establishment of a centralized NADB has proven to be infeasible. The CADP is actively providing microcomputer training to the MOA staff. This training is useful and should be continued. However, it is unlikely that all of the MOA staff will be able to develop their own data base applications after a short period of training. The CADP should take the lead in developing data standards and standard data entry forms or templates for data bases such as agricultural statistics, DUP/DIP histories, financial reports, and personnel records where there will be great similarities in data formats among agencies. The CADP should provide assistance to MOA agencies in implementing standardized data base applications. The training needs of the CADP staff should also be re-evaluated in light of the change from operation of a centralized minicomputer system to providing instruction on the selection, use and implementation of microcomputer applications.

7. Continue TA support to CAER but shift the emphasis from computer center establishment and management which looks to be substantially completed by the end of the project, to establishing the econometric/statistical capability to fully utilize the established data bases for planning and policy analysis.

The CAER should place increased emphasis upon conducting analytical studies based upon the PATANAS data set. These studies might include setting up representative rural household models (such as low income rice producing families in East Java) which can be used to measure the potential impacts of alternative agricultural policies. Such analyses would help to effectively exploit the PATANAS data and determine any desirable revisions in the PATANAS methodology. Consideration should be given to using special studies to establish collaborative projects between CAER staff, S-2 or S-3 candidates, and university researchers.

8. Continue long-term TA support in policy to the MOA. If the Deputy Minister organizes an analysis group or task force to provide policy support directly to his office, the TA should work with this group. The TA should also have responsibility for assisting in the development of analytical capabilities of the staff which would support the task force.

9. Undertake a joint GOI-AID-TA team evaluation of what reports and evaluations are really needed to properly manage the project and how they will be utilized. Ensure that useful reports are in fact prepared and disseminated in a timely fashion and that the requirement for non-essential reporting is eliminated, thus freeing TA, GOI, and AID inputs for professional activities.

10. Carefully review other donor projects as well as AID projects to identify areas of complementarity or competitiveness of activities which are currently being carried out in the general field of agricultural planning and policy analysis. Take appropriate steps to effect closer cooperation and where possible coordination of those inputs with the objective of achieving more efficient utilization of scarce resources.

11. The AP Project should act as a catalyst for the following Ministry wide activities:

a) The development of a policy for MOA information systems which specifies individual agency responsibilities in terms of data management. The accomplishment of this will probably necessitate a series of meetings of those individuals who will be most directly involved, and the preparation of an action plan for consideration at the Ministerial level.

b) The Ministry of Agriculture, with the assistance of the AP Project, should set up a task force to develop the mechanism for standardizing an official set of agricultural statistics which can be used in planning and policy analysis. The task force should work with the Central Bureau of Statistics, the Department of Trade, the Department of Interior, the Department of Cooperatives, and other related agencies to find methods of coordinating the collection and reporting of data. The task force should determine how satellite images can be used to improve the accuracy of data such as village level estimates of cropping areas.

Actions to be Taken Assuming a One Year
Extension of the Project to June, 1990

As a result of the delays in signing the contract for the provision of technical assistance on this project, and also delays in the procurement of computers and supporting commodities, activities are behind schedule and will leave a number of loose ends in June, 1989.

1. Recommendations 1-4, 6, and 9-11 (above) would remain appropriate as specified.
2. Under recommendation no. 5, the technical advisor assigned to Ujung Pandang would become a long-term advisor, and an increased

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level of TA support to the other two Kanwils would also continued.

3. Under recommendation no. 7, a long term TA with appropriate statistical and econometric skills would be recruited to work with CAER.

4. Under recommendation no. 8, consideration should be given in recruitment to identifying an individual with some background in international agricultural trade policy (but not at the expense of other requisite skills).

5. If the recommendation for a five year extension of these agricultural planning activities is followed, and can be implemented reasonably rapidly, the interim one year extension will not be required.

Actions to be Taken Assuming the Project
is Extended for a Five Year Period as Recommended

1. The recommendations set forth under the previous alternatives would also be appropriate under this alternative.

2. Following the scheduled August, 1988, intensive review of all AID agricultural projects, reach a decision as to how the agricultural planning activities of this project can be best carried out. Consideration should be given to combining the functions of the AP project with the Secondary Food Crops Development Project. This will not only help reduce AID project management requirements but will also help to insure closer coordination of policy support activities currently being independently supported by the two projects. One Chief of Party might administer the combined projects.

3. Provide an Administrative Officer for the combined projects. The Administrative Officer will be responsible for handling the

bulk of the day-to-day administrative functions, thus freeing the Chief of Party for longer range planning, project coordination, and dealing with the major issues of project development and implementation.

4. Increase substantially the emphasis upon the provincial level (Kanwil) component of the project. Assign one long-term advisor each to Ujung Pandang, Semarang, and Padang (West Sumatra) with the responsibility of continuing the same kinds of Kanwil level activities as have been successfully initiated in Ujung Pandang, Semarang and Bengkulu. However, the effort should include the development of "Centers" in those three sites which will expand their services to neighboring provinces. The specialist assigned to Padang or Semarang should also be responsible for providing planning training to the Bengkulu Kanwil through periodic visits, but a "Center" would not be envisioned for Bengkulu. Provision for commodity support (e.g. printers, photocopy equipment, etc) should be made for these regional centers. The ARSSP project may be an appropriate vehicle for providing this support.

5. Continuation of TA advisory input to the central MOA in the area of Policy Analysis should be dependent upon steps taken within the MOA to effectively utilize such inputs.

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I. Background and Brief Overview.

1. AID Development Strategy in Indonesia and the Relationship to the Agricultural Planning Project.

Over the past five years AID has emphasized broad-based institution-building and support to selected national programs in Indonesia. This focus has now shifted somewhat to encompass a greater emphasis on sector-wide and macroeconomic policy change. Program activities which will influence policy changes towards continued deregulation and reform of the trade and industry sectors will be encouraged, and initiatives will be supported which tend to broaden the decision making process to provide opportunity for greater public participation.

Particular emphasis will be given to those activities which will increase long term sustainable employment and income opportunities, while at the same time promoting both efficiency and productivity. Since AID project management staff is relatively small, and AID funding is small compared to many other donors in Indonesia, attention will be given to those programs that have a high potential for affecting policy changes, while at the same time minimizing the requirements for staff inputs. A strong effort will be made to increase internal program complementarity.

In Indonesia, the agricultural sector continues to maintain a dominant position in terms of employment and is also a major contributor to the GNP. However, as noted in AID planning documents, "Further increases in agricultural efficiency and productivity now require greater decentralization of decision making to local governments, increased participation by the service recipients themselves, and more market-driven investment allocations". It is recognized that to achieve this reorientation, it will be essential to streamline the planning and policy formulation process and to develop the skills of field level staffs to the point where they can make meaningful contributions. In the absence of reliable data, competent planners, and trained policy analysts, both at the central office in Jakarta and in the field, it will be difficult if not

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impossible to move forward towards the goal of decentralized decision making and wider participation in policy formulation. Of the major sub-goals of AID policy, the following three can be considered to be directly addressed by the Agricultural Planning Project, to wit :

- support a more open, less regulated market and trade oriented economy both internally and externally;
- increase sustainability, productivity, and efficiency of the agricultural production, processing, distribution, and consumption system;
- achieve an efficient high quality human resources development system which effectively links system outputs to market requirements.

2. Relationship of the AP Project to other AID Projects.

a) Secondary Food Crop Development Project (SFCO). This project was originally designed as a five year project (January 1983-January 1988) which would focus on local level experimental trials, demonstrations and intensification of production and marketing of corn, cassava, soybeans and peanuts (i e, "palawija" crops). Housed administratively in the Directorate-General for Food Crops, the project was designed to address simultaneously the constraints imposed by agronomic, economic, and social conditions. Three regional sites -- South Sulawesi, Lampung, and East Java -- were to be the targets of the project. Inputs included technical assistance, training (both in-country and overseas), commodity support and local personnel support. Originally, foreign currency funding totaled US\$6.4 million, all in loan funds; a subsequent amendment (August, 1985) added US\$1.0 million of grant funds and extended the project for an additional two years.

It appears that several of the objectives and the approaches used in the SFCO project are similar to those followed in the ADPA project and later by the AP Project. These similarities include provision for special studies on national policy issues relating to pricing, subsidies, import and export, market

development, etc. to be carried out by selected Indonesian or US institutions, and the use of technical workshops and coordinating meetings. Provision was made for an ad hoc panel to identify researchable topics, establish criteria for determining priorities, and guidelines for selection among proposals which were to be solicited from local or foreign universities, private individuals and institutions, or government agencies. In the project amendment, explicit attention was devoted to the need for in-depth policy research leading to policy changes, and US\$ 500,000 in grant funds were earmarked for policy research. An expected outcome of this investment in policy research was to be the production of a number of policy papers and a book. Although the approaches and the objectives are quite similar, the participating agencies and target audiences are different. The complementarities and potential competitiveness with the AP project are discussed in a subsequent section.

b) Agriculture and Rural Sector Support Program (ARSSP).

This activity was designed to support and encourage policy changes aimed at increasing rural employment and incomes. Funded at a level of US\$ 43.0 million, all in grant funds, it was authorized for two and one-half years beginning August, 1987, with extensions possible and dependent upon prevailing conditions. An additional US\$19 million will be made available through PL 480 Title I proceeds. A major purpose appears to be to provide budgetary support during a period of economic difficulty brought about primarily by the severe decline in oil revenues. By providing "program assistance" as opposed to "project assistance" it is apparently felt that some of the major fundamental constraints in the agricultural sector may be quickly and effectively addressed without imposing additional costs on an already tight GOI budget. Some of these ARSSP resources can be channeled to support successful initiatives in on-going AID projects with similar developmental objectives. Since the AP project is designed to strengthen the planning and analytical capability of the Ministry of Agriculture, and the ARSSP program is designed to encourage needed policy changes, the potential for

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strong complementarity exists. As an example, the already agreed upon provision of ARSSP funding for additional micro-computers to the provinces will directly enhance the effectiveness of AP project data base development and analysis activities within the Kanwils.

3. History and Objectives of the Agricultural Planning Project.

The Agriculture Planning (AP) project was initiated in April, 1984, as a five year, US\$12.9 million project composed of US\$6.0 million loan funds, US\$3.0 million grant funds, and US\$3.9 million Rupiah equivalent contribution by the GOI.

The overall objective of the project is to " . . . assist the Ministry of Agriculture (MOA) to institutionalize at the national and provincial level an improved capacity for agricultural policy analysis and planning, and to link that capacity more closely with the formulation of agricultural programs and projects". It was designed as a "follow-on" to its predecessor, the Agricultural Development Planning and Administration (ADPA) project. The AP project includes technical assistance, training, special studies, and commodity support.

At the national level, support is provided to several different entities of the MOA, including the Bureau of Planning (BOP), the Center for Agricultural Data Processing (CADP), and the Center for Agro-Economic Research (CAER). The latter two organizations fall under the administrative jurisdiction of the Agency for Agricultural Research and Development (AARD), while the BOP reports to the Secretary-General of the MOA.

At the provincial level, the project currently calls for working with three (initially two) provincial offices of the MOA Kantor Wilayah Pertanian (Kanwils) located in South Sulawesi, Bengkulu, and Central Java, in an effort to improve decentralized planning. The Kanwils are responsible for integrating and monitoring all national (APBN) and provincial (APBD) agricultural projects. Potentially, the Kanwils could play a critical role through coordinating the planning activities of the commodity-specific Dinas offices (Food Crops, Fisheries, Livestock, and Estate Crops) which operate in each province and are the major

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source of both agricultural data and project development. By strengthening the professional capabilities of Kanwil staff, it was hoped that a more efficient, effective, and decentralized planning system might be achieved. If successful in the three experimental provinces, the model might then be extended to other provinces. Some of the structural problems that currently limit Kanwil effectiveness are discussed in subsequent sectors of this review. In the development of the AP Project paper, a number of evaluations which had recently been made by external consultants were taken into consideration. Those cited in the PP include the 1982 report by John A. Dixon and Martin Hanratty, a 1983 report by S.R. Wood, a 1983 report by William Stuart and Sandra Rowland, and a 1984 report by Soejono and Barizi (see appendix C for full citations). Several of the issues raised in these reports are still quite relevant in 1988.

4. Structure and Major Elements of the Agricultural Planning Project.

a) Technical assistance. A team of four long-term specialists were to provide the technical assistance input to this project. The four specialists and a brief description of their duties are as follows :

i. Senior Agricultural Policy Analyst. This individual was also designated to serve as Project Chief of Party. Administratively, he was to work directly with the Director of the Bureau of Planning. Major specific tasks were to include :

- developing an agenda of policy issues for review by the MOA's Policy Analysis Working Group;
- coordinating the research program resulting from the above agenda;
- formulating a plan for staff development including individuals to be selected for various kinds of training programs;
- managing the consultant team;
- reporting to AID on project progress and any needed modifications in the project.

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ii. Agricultural Economist. This individual was also to be housed administratively in the Bureau of Planning and report to the Director. Eighty percent of his time was to be devoted to assisting BOP management to develop an organizational and operational plan for the BOP's five divisions so as to improve their capability to provide economic intelligence to decision makers. Twenty percent of his time was to be devoted to the Kanwil program. Specific tasks included the following :

- assist the BOP Director to develop a plan for organizing and upgrading his unit;
- define needs and provide appropriate OJT for BOP and provincial staff;
- assist in developing procedures for responding quickly to policy issues;
- advise Kanwils on computerization and data management;
- monitor and evaluate provincial practicum training;
- provide a complete evaluation of the provincial component.

iii. Computer Applications Specialist. This individual was to work directly with the Director of the CAER and his staff to develop the PATANAS data base, identify potential data base users and their needs, define staff training needs, identify and develop software packages, and provide OJT to CAER personnel. The above duties were to require 80 percent of the consultant's time with the remaining 20 percent to be devoted to provincial level support to the Kanwils. Specific tasks included the following :

- assist in getting PATANAS survey data computerized;
- survey potential data users outside of CAER and their needs;
- assist in acquiring and installing computer software packages;
- advise the CAER Director on future computing needs and how to most effectively meet them;
- assist the project Kanwils to identify data needs, develop a data management system, and provide OJT.

iv. Computer Management Consultant. This individual was to work directly with the Director of the CADP and assist him in developing and implementing policies which define the role of CADP, improve data processing capabilities and efficiency, and establish an integrated data processing network which would link computer facilities in various MOA divisions. He was also to assist in defining training needs and providing OJT supervisory support. Specific tasks included the following :

- assist the CADP to develop a comprehensive policy paper which specifies the role and responsibilities of CADP and its relationship to various users, establishes priorities for users and applications, and clarifies the role of CADP within the MOA;
- assist in the development of a manpower development program for CADP, which suggests policies for a career path for computer specialists within the organization and articulates training needs and a program to meet them;
- establish a conceptual framework and operating procedures for an MOA-wide data storage and retrieval system (i.e. national agricultural data base);
- assist the computer applications specialist assigned to CAER in establishing data management procedures for the PATANAS data;
- conduct periodic progress reviews within CADP to identify problems and recommend remedial action.

b) Special Studies. A budget of US\$ 535,000 was provided under the AP project for special studies of "short-term topics requiring immediate attention which cannot be accommodated within the DUP/DIP process". It was assumed that CAER, BOP, and the planning units of the Directorates-General had the ability, authority, and funds to carry out many of the longer term research efforts. As a condition precedent to the project, a Policy Analysis Working Group (PAWG) was to be established which could serve as the coordinating body for agricultural policy

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research, including the selection of special studies to be undertaken and individuals and/or institutions which would carry them out. Funds were to be provided on a quarterly basis and to be contingent upon the PAWG preparing and submitting to the Project Steering Committee (PSC) a brief status report which outlined progress on research underway, fund balances available for special studies, and analytical topics to be addressed in the coming quarter. AID would disburse funds based upon the recommendations of the PSC following its review of the PAWG submission. At the end of the third year of the project, the PAWG was to sponsor (using special study funds) a study of options for decentralization of planning for the agricultural sector throughout Indonesia. Recommendations to appropriate authorities for needed adjustments in the formal structure of planning and budgeting were to be made which would increase "bottom up" planning in the future. It was also noted that the mid-term review would evaluate the budgeting procedures developed to support short-term studies.

c) Planning and Analysis Training. The project was to provide three types of training, including : on the job training, short courses, and masters level training, both in Indonesia and overseas. Emphasis was to be placed upon applied planning and analytical skills rather than the more theoretical aspects, and participants were to be selected primarily from those offices with a direct role in planning and policy analysis. The training was to include not only national level planners but also those in the provinces. Short courses might include participants engaged in planning in other Ministries in order to foster and facilitate future cooperation among ministries on agricultural policy issues. The criteria and workplan for selection of participants was to be developed by the PSC and approved by AID prior to commitment of training funds. The target established in the PP was for 30 MS trainees (20 in Indonesia, 6 in the SE Asia region and 4 in the US). Short course training of two weeks to two months duration was to be provided to about 300 persons. OJT training was to be provided to an unspecified number of MOA

employees by the TA team. Up to four policy analysis workshops would also be held under the leadership of senior MOA or university staff on topics selected by the PSC with the assistance of the TA team.

d) Data Processing and Management. This component of the project was designed to assist the MOA to implement its long-range plans for computerization, and the CADP was to help guide the computerization activities of the various MOA units and assure compatibility. The CADP would serve as the Center for finance, personnel, project monitoring and the national agricultural data base (NADB). CAER would serve as the Center for research data, particularly the PATANAS data. The project would assist both CADP and CAER to complete their computer facilities. Seventy-five participants were to attend non-degree short term training in Indonesia or overseas, and OJT was to be provided by the TA team. Commodity purchases were to be limited to small items essential to implementation of the NADB and PATANAS data bases; no large hardware purchases were to be funded.

e) Provincial Level Activities. The PP provided for assistance to two locations -- Central Java and South Sulawesi. Subsequently, project activities were expanded to include Bengkulu (Southern Sumatra). Direct expenditure in each province was to be limited to US\$50,000 during the life of the project. Applied "planning practicums" for province and kabupaten level agricultural planning staff, and the provision of a basic microcomputer equipment package to each of the participating provinces, formed the major components of this portion of the project. A Provincial Steering Committee was to be formed in each participating province which would be responsible for supervising the design and implementation of each practicum, including the selection of practicum topics. Similarly, a Province Working Group would be organized which would manage the practicum. Practicum topics and draft implementation plans would be submitted by the Province Steering Committee to the Project Steering Committee. A minimum of five practicums were to be held

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in each participating province during the life of the project, and the Kepala Kanwils were to prepare annual joint progress reports to the Project Steering Committee. These reports would identify problems, participant recommendations regarding the practicum, and assessments by the Kanwils of needed changes to improve the effectiveness of the practicums. Two members of the TA team -- the agricultural economist and the computer applications specialist -- would assist in implementing the provincial level program.

II. Major Project Activities and Accomplishments to Date.

1. Training.

A major component of the AP Project is to provide various kinds of training to the planning staffs of the agricultural agencies at both the national and regional levels. In general, the training which has been carried out during four years of AP operations has been successful in meeting objectives.

a) Master's Degree Training in Indonesia.

Through the end of 1987, the AP funded 43 students for S2 programs at IPB, UGM, and UNHAS. Among these, only 10 students have completed their degrees on time, (4 students at UNHAS, 4 students at UGM, and 2 students at IPB).

Number of Students in S2 Programs 1985-1986

Participants by Field and Training Institution										
University	1985				1986				Total	Plan/ Target
	Reg. Dev.	Nat. Res.	Agr. Eco.	Total	Reg. Dev.	Nat. Res.	Agr. Eco.	Total		

IPB	8	5	1	14	4	0	5	9	23	
UGM	0	0	7	7	0	0	6	6	13	
UNHAS	0	0	7	7	0	0	0	0	7	

Total	8	5	15	28	4	0	5	15	43	40

The number of students sent for M.S. training has exceeded the target, but Central Java has not been represented. The above table indicates that the study of agricultural economics has attracted the greatest interest, and IPB has received the largest number of students. However, IPB also has the fewest students who have completed their studies on time.

Delays in completing degree programs increase budget requirements. Special attention needs to be devoted to determining the reasons for these delays and correcting them. The AP project has continued the funding for S3 studies of 12 students who were originally ADPA students. Among these, 6 have completed their programs. The AP project has also sponsored some students who come from agricultural agencies outside of the three pilot provinces of Bengkulu, Central Java, and South Sulawesi. It is still too early to assess the value of the M.S. level training in terms of how the returned participants are using this training in their professional duties.

b) Masters Degree Training Overseas.

The main problem in implementing overseas training has been weak English language skills. Students are required to achieve a minimum of 500 on the TOEFL. The candidate must also have a minimum of 565 on his/her Indonesian GRE test (Test Potensi

Akademik or TPA). Only 20 candidates out of 47 have achieved a TPA of 565 or higher, and only 2 candidates out of 17 have reached 500 on the TOEFL.

In order to successfully implement the overseas degree program, the English program must be strengthened significantly. The existing approach is unlikely to be successful in preparing adequate numbers of students. Experience with other AID supported projects suggests that, depending upon the starting level of English competency, it often requires six months to a year of intensive English instruction in order to prepare candidates adequately for overseas study. It should also be recognized that most U.S. universities now require at least 550 on the TOEFL in order to begin graduate studies. Over 100 students have completed the AP project supported English training, as indicated in the following table, but as of the date of this evaluation, no participants have been sent abroad for M.S. degree study. English training under this project has not been limited to candidates being prepared for overseas training.

English Language Participants Funded by the AP Project

Institution	1985	1986	1987	Total
PPIA (320 hours)	8	10	11	29
EEP (120 hours)	16	16	0	32
LHIK	11	8	26	45
LBI (Bogor)		2	30	
Collier / Trisni		12	-	
Total	35	48	67	150

c) Short Term Academic Training.

Short term in-country training is carried out at three Universities in courses of 10 weeks duration. Each university is responsible for teaching specific subject matter, namely :

IPB (LPPM-F. Agr.)- Monitoring and Management of Development Plan
 UGM (LPP-F.Econ.) - Economic Analysis and Agricultural Policy
 UI (LPEM-F.Econ.) - Administration and Management of Agricultural
 Development.

The total number of students who have completed this short-term training has exceeded the target, as shown in the following table:

Number of Students Completing University Short Courses
 in Indonesia

University	Target			Achievement		
	1985/86	1986/87	Total	1985/86	1986/87	Total
IPB				0	25	25
UGM	no detail			45	50	95
UI				20	96	116
Total	60	60	120	65	171	236

This type of training can help the Kanwils to improve their planning capabilities within a relatively short time. The lectures should not be too theoretical, and continuous evaluation of the training should be conducted by the lecturers as well as the students. The length of training (10 weeks) represents an adjustment based on the results of evaluations. The curriculum has also been modified following evaluations.

Another type of short term training funded through the AP Project is computer training. This opportunity was initially provided to CAER, since it was already equipped with computers. Approximately \$100,000 has been used to increase the level of computer skills at CAER. This is expected to increase to a total of \$400,000 by the end of the project. To date, some 45 participants have been involved in an English language program and 19 students have attended IBM mainframe courses in-country. Ten students have participated in overseas short courses, primarily at AIT in Bangkok. During the remainder of the project,

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approximately \$300,000 has been provided to cover English language training for 30 participants, IBM mainframe short courses for 16 participants, and to place 78 participants in short courses and in SAS, microcomputer use, farm management, and video-based training. The request also includes 13 participants for overseas short term training and three for long term overseas masters degree training. On-the-job training has been supplied on a continuous basis since the project began, and will continue until the departure of the TA in January, 1989.

A course on the computer programs SAS and MPSX was attended by 14 people in January-February 1985, and by 17 people in February-March 1985. Besides participants from CAER, 2 people also came from BOP and another 2 people came from Food Crops Research and Industrial Crops Research.

d) Provincial Level Training Activities.

This section of the evaluation will address primarily the practicums carried out in the three target provinces which are receiving support under the AP project, i.e. Bengkulu, Central Java, and South Sulawesi. The Evaluation Team visited each of these sites where they met with the Kepala Kanwil and his staff as well as other participating agencies including Dinas officials, BAPPEDA officials, university administrators and lecturers. Interviews were also conducted with a substantial number of individuals who have been participants in various kinds of training activities, especially the practicums. Several planning components have been included such as data collection and analysis, and its use in problem identification and program formulation.

Each Kanwil has completed 5 practicums to date, and each has established its own target. The Kepala Kanwil of Ujung Pandang assigned priority for participation in the practicum to heads of Kabupaten agricultural agencies and heads of Bappeda. This policy is aimed at creating a uniform knowledge of agricultural planning throughout provincial agricultural agencies and Bappedas. This objective is being accomplished.

The Kepala Kanwil of Semarang has decided to train all personnel of the planning section and Bappeda down to the Kabupaten level. He also hopes to train personnel of the BPP (Agriculture Extension Center), which is considered to be the agency most closely involved at the village level.

Bengkulu has the fewest personnel, and here priority is given to the planning personnel of the provincial agencies. The practicums have not attempted to group participants on the basis of background and training. Consequently, planning skills are not equal among participants.

The planning practicum program has succeeded in carrying out 15 training courses as planned, and 383 persons have received training. This performance should be given consideration when assessing the program and determining whether it is going to be extended.

Another form of on-the-job-training has been organized and carried out to introduce the use of the computers which have been distributed to the Kanwils. Computer courses will be conducted this year to prepare officials to begin to carry out planning activities.

The practicums and OJT have proven to be effective in providing useful applied training to significant numbers of people at relatively low cost. This kind of training should be viewed not as a "one-shot" activity, but as a dynamic and continuing program designed to enhance job performance as well as morale in the provincial agencies.

In this presentation, observations are made separately on each Kanwil.

Bengkulu. The meeting at the Kanwil on Thursday, April 14, 1988, was attended by representatives of the following organizations:

1. Kepala Kanwil
2. Kepala Dinas Pertanian Tanaman Pangan
3. Staff of planning section of Dinas Pertanian Tanaman Pangan (Food Crops)
4. Staff of planning section of Dinas Perikanan (Fisheries)

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5. Staff of planning section of Dinas Peternakan (Livestock)
6. Staff of planning section of Dinas Perkebunan (Estate Crops)
7. Lecturer in Economics, University of Bengkulu (UNIB)
8. Lecturer in Agricultural science UNIB
9. Assistant to the Chairman of Bappeda
10. The AP Evaluation Team

The implementation of the AP project in Bengkulu was discussed by the Head of the Kanwil who stated that the ultimate goal for Bengkulu province will be the development of a Master Plan for agricultural development, covering all sub sectors (food crops, estate crops, livestock, and fisheries).

The project was officially established in Bengkulu in May, 1985, when a Governor's instruction was announced through the Kepala Kanwil to Heads of the Dinas (agriculture sub sectors), Bimas Sekretariat, and Bappeda, based on a letter from the Secretary-General of Agriculture. A Steering Committee was subsequently installed, consisting of :

Kepala Kanwil, Chairman of the Steering Committee
 Chairman of Bappeda
 Assistant to the Provincial Secretary
 Head of Dinas Pertanian Tanaman Pangan
 Head of Dinas Perkebunan
 Head of Dinas Perikanan
 Head of Dinas Peternakan
 Head of Planning Division of Kanwil
 Staff of Planning Division, Secretary of the Steering
 Committee

Actual project implementation began in March, 1986, and included:

- planning practicum
- data collection concerning Pelita I,II,III and IV
- mapping for agriculture commodity regionalization in the province of Bengkulu; scale 1 : 250.000
- special studies

Bengkulu has also sent officials to the University of Indonesia (7 persons), Gadjah Mada University (4 persons), and Institute Pertanian Bogor (1 person) to attend short courses of two months duration.

The Steering Committee organized several meetings to properly prepare for project implementation. As a result, the Governor of Bengkulu issued an instruction directed to the Dinas and Bappeda, whereby all participants should be exempted from their daily duties. Also, in July-September 1985, two planning section officials were sent to Semarang and another two to Ujung Pandang to attend joint planning practicums, and to study implementation thus far of project activities in those two Kanwils.

Subsequently, an Organizing Committee, a Study Commission, and a Supervision and Evaluation Team were installed. The Kanwil investigated the possibility of recruiting lecturers and instructors/trainers from the University of Pajajaran (Bandung), UNIB, and from among several Dinas of the agricultural sector and other units related to the Dinas. Instructors from UNPAD were not recruited for the second and subsequent practicums because of financial reasons.

The Study Commission is charged with preparing a syllabus for the curriculum which is divided into :

- i. basic lectures -- an introduction to national and regional policies on agricultural development which covers 30 hours. These lectures are presented by BOP, the Chairman of BAPPEDA and Heads of Dinas Propinsi.
- ii. lectures on the main subject -- a range of 11 subjects for the first group and 19 subjects for the fifth -- covering about 170 hours. These lectures are given by professional educators.
- iii. supporting subjects received about 15 hours of instructional time, and were also taught by professional educators.

The same team also prepared references for the practicum, and a draft outline of the report. The assignment for this team included supervision, guidance, and evaluation.

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Four practica have been completed and the fifth practicum is still ongoing. Relevant data concerning the practica are presented below:

Practicum number	Date conducted	Number of participants
I	15 March-6 May 1986	20 persons
II	23 August-18 October 1986	20 persons
III	29 August-29 October 1987	25 persons
IV	24 November 1987-January 1988	30 persons
V	March- April 1988	30 persons

Number of Participants by Agency:

Kanwil Deptan	19 persons
Bappeda Propinsi	4 persons
Bappeda Tk.II	9 persons
Dinas Pangan Tk.I	6 persons
Dinas Peternakan Tk.I	5 persons
Dinas Perikanan Tk.I	5 persons
Dinas Perkebunan Tk/I	6 persons
Bimas Secretariat	41 persons
Information Center	1 person
Dinas Pangan Tk. II	11 persons
Dinas Peternakan Tk.II	7 persons
Dinas Perikanan TK II	6 persons
Dinas Perkebunan Tk.II	<u>5</u> persons
Total	125 persons

Number of Participants by Educational Level

<u>Group</u>	<u>Degree</u>	<u>Number</u>
I	S1	18
	Sarjana Muda	2
II	S1	10
	Sarjana Muda	4
	High school	6
III	S1	-
	Sarjana Muda	-
	High School	25
IV	S1	-
	Sarjana Muda	-
	High School	30

		95

The third and the fourth groups are the most homogeneous, while the second group is the most heterogeneous. The nomination of participants for the first and the second practica was based more on the individual's position in the province. Most participants (41) of group III and IV are PPM (Heads of BPP). The on-going (fifth) practicum is, again, a heterogeneous group.

At the conclusion of the lectures a written test is administered. Participants who attend less than 85 % of the lectures are not permitted to take test, but thus far this situation has not occurred.

When the draft report of the field work is completed, a seminar is organized, at which time the supervisor has an opportunity to make corrections. Subsequently, a final report is prepared and presented at a seminar which is attended not only by the participants but also by members of the study commission and the steering committee. The report is designed to be useful in developing project proposals.

At the end of the practicum, questionnaires are also distributed to all participants to solicit comments on the training, including both theory and practice, and to evaluate the

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subject matter presentations and the overall management of the training.

The Study Commission also makes an independent evaluation. As an incentive, the best five participants in each practicum are registered as candidates for a higher level of training. This applies especially in the case of S1 participants.

A number of useful comments and suggestions by course alumni emerged during the Evaluation Team interviews as follows :

- most S1 participants reported that they could follow the material and several suggested the need for more in depth treatment of several subjects (e.g. statistics and economic analysis);
- applications are needed during the practicum which are directly transferable to daily professional activities;
- approximately 80% of the lectures were considered as having broadened their knowledge and views, and also to have upgraded their planning capabilities;
- some lecturers, especially from the universities, are considered overly theoretical, perhaps because of having had less practical experience;
- computer training was felt to be quite important;
- some respondents requested that English language courses be offered.

The alumni also recommended that more in depth training should be organized, especially for participants coming from planning sections.

Observations and recommendations with respect to Bengkulu.

The Kanwil of this "small and developing province" of Bengkulu has been quite successful in utilizing the services of the AP project. The province's late start, compared with Central Java and South Sulawesi, has proved to have been fortunate, because the Kanwil of Bengkulu benefited from the experience of the earlier two Kanwil programs. Visits to, and participation in, practica of both Kanwils constituted one part of the efforts to prepare the practicum in Bengkulu.



The Steering Committee is quite active, and includes the support of the Study Commission and the Organizing Committee. The result of this good organization is a well managed execution of the planning practicum. The progress achieved by a practicum group is continuously monitored; thus, the Steering Committee can determine whether new guide lines should be provided. This results from strong direction provided by a highly motivated Head of Kanwil. A strong organization and a highly motivated manager are important ingredients in successfully carrying out this project.

UNIB is still young, and has a young but well trained teaching staff. The lecturers who join the project are very cooperative with the officials of the Kanwil and the Dinas. Although they are perhaps less experienced in field work, it is still recommended that the project recruit and utilize these lecturers. This may well prove to be an advantage in the future for the province, and especially for the planning process.

The planning practicum training has worked well. Special attention should be given to providing training opportunities to officials of the planning section. Priority should be given to the Head of the section and his staff to continuously improve their planning capabilities. Most of the section heads have not yet been trained.

It is felt that the Heads of Dinas Kabupaten and the Chairmen of Bappeda Kabupaten should also be trained. This is in keeping with the concept of practicing "bottom up" planning, wherein the Kabupaten level is designated as the lowest level of the system. Some feel that the Kecamatan should be the lowest, but this level is very lacking in trained personnel.

It is strongly recommended that priority be given to providing opportunities to planning staff to participate in computer training and English language courses.

Semarang (Central Java). Activities were begun in August, 1984, based on the Governor's directive as set forth in his "Surat Keputusan" No. 055/2177 of 18 August 1984. Guidance for implementation was given by the Kanwil in his "Surat Keputusan"

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No. DL 020/SK/62/X/1984K. A Steering Committee (SC) was installed by the Governor, and an Organizing Committee (OC) by the Kanwil.

The SC was supposed to conduct meetings and to prepare guidance to the OC. However, it appears that most of the decisions were in fact made directly by the Kanwil. Most of the meetings were not attended by the heads of the member institutions.

The provincial candidates for participation in the planning practicums were officials of the planning sections of various provincial agencies, including :

Provincial level : Kanwil, Bappeda, Dinas for Food Crop, Dinas for Estate Crops, Dinas for Livestock, Dinas for Fisheries, Secretariat of Bimas, Agric. Information Center (Balai Informasi Pertanian).

Kabupaten level : Bappeda, Dinas for Food Crops, Dinas for Estate Crops, Dinas for Livestock, Dinas for Fisheries.

Instructors were recruited from Gadjah Mada University (UGM) and from provincial Dinas and other agencies. Some were also used as supervisors of the field work.

The curriculum was divided into three parts, namely :

- i. the basic group of lectures covered an introduction to national and provincial development policies, and included ten subjects;
- ii. the main subjects covered 8 to 11 subject matter areas, for which 150 lecture hours were allocated. These lectures were given by instructors from UGM, University of Diponegoro (UNDIP) and Dinas.
- iii. for supporting subjects, approximately 15 hours were allocated for lectures.

List of Planning Practicums and Number of Participants:

Group	Date of training	Location of field work	Length (days)	Number of participants
I	Oct.-Dec. 1984	Semarang Magelang Temanggung	57	25
II	July-Sept. 1985	Semarang Sukohardjo Sragen Karanganyar	61	27 (2 Bengkulu)
III	Sept.-Nov. 1986	Semarang Boyolali Kendal	56	20
IV	Aug.-Oct. 1987	Semarang	61	30
V	Febr.-March 1988	Semarang	57	30
Total alumni				132

About 50% of the alumni (course graduates) are from the provincial level; the rest are from the Kabupatens. More than 50% hold the S1 degree. It is planned ultimately to train 220 officials; thus, 90 more candidates are to be nominated for training which may be held during the terminal year of the project.

Kabupatens to be selected and subjects for the field practica are determined jointly by the Kanwil and the team of instructors. Prior to undertaking the field practicum, the topical areas were discussed with the participants. Supervision and guidance in the field were provided by the instructors. Reports were subsequently presented at a seminar which was attended by participants and officials of participating institutions. The planning practicum was organized by a committee appointed by the Kanwil, and chaired by the head of the Kanwil Planning Division (Ir. Gafur Mariadi).

To evaluate this training a number of forms and questionnaires were prepared by the committee, and included :

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- a written test at the end of the class;
- an evaluation form covering :
 - i. active participation during lectures
 - ii. capability to absorb the lectures
 - iii. presence in the class
- questionnaires were distributed to participants as a means of soliciting their findings and recommendations.

These evaluations form the basis for improving, among other things, the curriculum, time allocation, method of presentation, subjects covered, and the scope of the planning practicum.

The practicum groups (the 1st-5th), are not homogeneous either in their academic degrees or their positions. This has resulted in some variability in student capabilities, and also in the usefulness of the training for their daily official activities. It was strongly felt that consideration should be given to adjusting the content to the specific needs of the target group. Thus, the first five training programs which have been completed are considered to have been "basic" planning practicum training. The Kanwil has planned an "advanced" planning practicum which will have a more analytical dimension and will be open only to participants (alumni) from the planning sections. Two classes remain to be conducted prior to June, 1989.

The relationship between the Kanwil, UNDIP, and the institutions at the provincial level are good. Support and cooperation are well documented. No contract is signed to recruit the lecturers, but an exchange of letters is made which commits them to participate in a particular practicum.

Ir. Achmad Wazir, Head of the Kanwil, feels that the bottom up planning procedure will become effective when all Kabupaten planning sections of both Bappeda and Dinas are staffed by alumni from these planning practicums. He also plans to train officials of the BPP's, which represent the lowest level of the agricultural service. At the Kecamatan (sub district) level, meetings of the LKMD (Board of Village Resilience) and UDKP (Development Working Area Unit/Kecamatan) are annually held to discuss development proposals. The result is primarily a listing

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of requests expected and problems anticipated. PDP, another AID supported project, also touches upon this activity.

Some summary notes from interviews with alumni of the practicums are as follows :

- the training is most useful for the daily professional activities of the planning staffs;
- the scope and the depth of the lectures are considered generally to be appropriate, although some felt the material was too difficult (high school diploma holders);
- computer training is very desirable;
- a follow on course in greater depth is needed;
- selection of candidates for S2 training should be made from among alumni of this training;
- some alumni who are not from planning sections question the usefulness of the training.

Ujung Pandang. In the province of South Sulawesi, the planning practica were begun in 1984, and were established by the Governor's Instruction. All heads of planning sections of the Agricultural Sector Services and all heads of the Agricultural Dinas (all sub sectors) of the kabupaten were encouraged to attend the planning practica. They were freed from daily responsibilities to participate in the course.

A Steering Committee was established, although it is not fully functioning. The Head of the Kanwil serves as chairman. Since he has a personal relationship with the Rector and Dean of Hasanuddin University (UNHAS), support has been provided to him quite readily. Evidence of this is the availability of UNHAS lecturers to participate in the instructional team. A cooperative letter of agreement has been signed by both the Kanwil and the Dean.

List of Planning Practica and Number of Participants
Ujung Pandang

No.	Institution	Practicum					Total
		Group I	II	III	IV	V	
		Feb.- Mar.85	Jul.- Sep.85	Apr.- Jun.86	Sep.- Nov.87	Feb.- Apr.88	
1.	Kanwil Sulsel	3	2	-	3	2	10
2.	Kanwil Bengkulu	-	2	-	-	-	2
3.	Dinas Food Crops	5	4	4	5	5	23
4.	Dinas Estate Crops	4	4	4	5	5	22
5.	Dinas Livestock	4	5	4	4	6	23
6.	Dinas Fisheries	5	4	4	4	6	23
7.	Bappeda	4	5	4	4	6	23
Total		25	26	20	25	30	126

These initial practica are considered as having provided a "first level" of training. A second level is proposed and will be limited to S1 participants coming from planning sections. Almost all heads of Dinas Kabupaten attended the first practicum. This approach is considered to be very important, since it provides these key managers with planning skills and knowledge.

The executing committee is chaired by the head of the Kanwil's Planning Division. A team of instructors is attached to this committee, consisting of lecturers from UNHAS and other professionals.

The curriculum consists of :

- a. general knowledge, comprising eight lectures and ten sessions, is covered by BOP staff, Kanwil, and heads of Dinas;
- b. core lectures consisting of planning subject matter are allocated 34 sessions. These lectures are given by professionals, including 12 lecturers from UNHAS;
- c. 22 sessions are provided for supporting subjects.

Near the end of the formal classroom component, preparations for the field practicum are made through discussions of field topics and suitable sites. For practical reasons, the districts selected are those from which the participants come.

The team of lecturers is responsible for preparing the curriculum, the practicum program, the seminar, and providing guidance and supervision. Evaluation is done partly by the lecturers and partly by a core team. The components which are evaluated are :

- discussion sections
- home work
- cooperative undertakings
- participation and presence in the course
- seminars
- written examinations
- report writing

Participants also give their personal evaluations of the program by responding to written questionnaires.

Interviews were held by the Evaluation Team in Gowa and Takalar with course alumni, including heads of Dinas (four in each place). It was reported that significant outcomes of the course practica were better coordination between the Dinas and Bappeda, and project proposals which were better presented and well supported by data and analysis. However, it was pointed out that there was a need to involve other related institutions including the Dinas of industries and cooperatives, as well as banks in the provincial planning process. Therefore, they recommended that training also be provided to other Dinas. Another recommendation was that applied and very practical lectures be developed so that representatives from the Kabupaten level could also participate.

Recommendations.

Support and encouragement should continue to be provided to the Kanwils to help them initiate specific follow up activities, including :

- increasing on-the job-training activities in the use of microcomputers for specific applications, such as mapping and data processing and analysis;
- increasing the number of practica designed to improve planning skills and special studies on selected provincial and/or Kabupaten issues;
- introducing practical applications of planning skills of Kanwil designed to :
 - i) synthesize commodity-based DUP's (Dinas');
 - ii) integrate REPELITA V (fifth 5 year development plan) and the Provincial 5 year development plans and programs as well as projects;
 - iii) utilize appropriate planning tools at the Kabupaten level;
- increase the amount of input of the project's technical assistance team in the provincial dimension of the project;

2. Technical Assistance, Winrock International.

The technical assistance component of the budget provided for US\$4.17 million in U.S. dollars plus US\$80,000 equivalent in rupiahs. During the life of the project there were to be 200 person months of long term TA and 27 person months of short term TA. Winrock International was selected as the contractor, and four long term personnel have been supplied, as follows :

- Chief of Party and Senior Planning and Research Advisor, Dr. Douglas Hedley;
- Agricultural Economist, Dr. C.G. Swenson;
- Computer Applications Specialist, Mr. Stanley R. Wood;
- Computer Management Consultant, Mr. Jack Beilby.

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An additional five persons have provided short term technical assistance to the project for a total input of 21.5 months. These consultants, and the nature of their assignments, are listed in the following table :

Short term Technical Assistance : Agricultural Planning Project

<u>Consultant</u>	<u>Nature of assignment</u>	<u>Person/months</u>
1. Klaus Altemier	Data and Model Development (With DG of Food Crops)	11
2. Steve Berwick	Environmental Impact Assessment	3
3. Jane Johnson	Information/Library (Bogor)	2.7
4. Rudi Wibowo	Analysis of Expenditures (BOP)	3.3
5. Odilia Dufner	Programming (CAER/Bogor)	1.5

Project design called for the Computer Applications Specialist to be contracted in month five of the project (i.e. October, 1984) and for the institutional technical assistance contract to be signed in month nine of the project (i.e. February, 1985). The TA team was scheduled to arrive in month eleven (April, 1985). Due to various delays resulting from contract negotiations and other bureaucratic reasons, the team did not actually begin work until February, 1986. Even had the TA team arrived as originally scheduled, the design of the PP called for selection of the first group of overseas short course participants, the initiation of in-country short courses, and starting the practica prior to their arrival. Thus, the TA team had no opportunity for input into the planning for these initial training activities.

Each of the four long-term TA's has now completed the initial two years of his contract. The activities of each are discussed briefly below :

Chief of Party and Senior Policy Analyst.

This individual was assigned a dual role as project administrator and senior technical advisor. Only the latter role is discussed here, as his administrative role is discussed later

under the section on project management. It is clear that the technical assistance provided has been of a high level of competence and that this individual has been successful in establishing good rapport with the Director of the BOP and with the Secretary General. His contributions to the decision making process in regard to critical policy issues have been well received by his counterparts. It is less clear, however, that an institutional framework has been established whereby BOP staff have been brought along through OJT and other means in terms of developing an internal capacity to fulfill this function once the TA input is terminated. Structural considerations which are specific to the BOP and its place in the MOA hierarchy have imposed significant constraints to the development of this capability.

Agricultural Economist. This individual has good control of Bahasa Indonesia and has developed very good working relationships with his counterparts. He has faced some of the same structural constraints as the Senior Policy Analyst in terms of accomplishing several of the tasks relating to the development of plans for organizing and upgrading the BOP and developing procedures for responding quickly to policy issues. Greater detail on accomplishment in strengthening the BOP is found in section II.5 of this report. In terms of his role in working closely with the Kanwils in developing appropriate training programs, advising on computerization and data management (in cooperation with the Computer Applications Specialist), and monitoring the provincial practicum training it is obvious that he is quite effective. Each of the Kepala Kanwils has indicated that they would like to have more of his time. One of his tasks, to "provide a complete evaluation of the provincial component of the project", will need to be undertaken during the coming year as additional activities are completed.

Computer Applications Specialist. This individual also has good command of Bahasa Indonesia and works very effectively with his counterparts. His progress in assisting CAER in computerizing the

PATANAS survey data, assisting in acquiring and installing computer software packages, and advising the CAER Director on future computing needs and how to effectively meet them has been quite good. Similarly, his work with the Kanwils in cooperation with the Agricultural Economist in identifying data needs, developing a data management system, and providing OJT has been enthusiastically received by provincial officials. Kepala Kanwils have also requested more of his time.

Computer Management Consultant. This component of the project has been plagued with the greatest problems of any within the project. The problems appear to stem to a large extent from conditions that arose during the predecessor (ADPA) project and prior to the initiation of the AP project. Key among these are: misjudgment in terms of the feasibility and desirability of attempting to establish within CADP a large national agricultural data base with on-line access to vast amounts of data, and the decision to purchase Honeywell mini-computers. Details are provided in the section of this report that deals with the strengthening of CADP capabilities (II.7). The result has been rather strained working relationships between the consultant and his counterpart, and thus less progress than anticipated towards project objectives of more clearly defining the role of CADP within the MOA, establishing a manpower development program for CADP, and a conceptual framework for an MOA-wide data storage and retrieval system. In fact, in recent months the consultant's assignment has been modified to include broader responsibilities among other units of the MOA.

Summary. The Evaluation Team feels that the technical assistance team provided under this contract has been quite well qualified, attentive to its tasks, generally well accepted by Indonesian counterparts, and is making good progress towards achieving most project objectives.

3. Computer Equipment Provided.

a) Minicomputer Equipment.

The budget in the project paper allocated \$400,000 for upgrading the Honeywell computer in CADP and \$55,000 to upgrade the IBM 4331 minicomputer at CAER. The budget also provided \$300,000 for three years of software rental and system maintenance to cover both the Honeywell and IBM 4331 mini computers.

The actual expenditures have favored the expansion of the IBM facility at Bogor. Project Implementation Letters 15, 19 and 38 allocate a total of \$449,000 to upgrade the IBM 4331 to an IBM 4361. The upgrade provided for a faster CPU which was more suited to scientific analysis, more memory, faster tape drives, more disk space, and additional terminals. Processing speeds were increased by 4 to 5 times. The costs of maintenance, software rental, and software purchases paid for by the AP project have amounted to \$190,000. The AP project has made one-time purchases which have reduced annual computer maintenance and software rental costs to \$57,000.

The AP project has not used any money to upgrade the minicomputer facility at CADP. A request for repairs (\$19,651) and an annual maintenance agreement (\$57,400) for one Honeywell minicomputer and the TI minicomputer was approved in April 1988.

b) Microcomputer Equipment Provided.

The PP was developed before the full potential of microcomputers was evident. The initial budget made reference to the installation of two microcomputers. The AP project has actually purchased 59 microcomputer units. The term "microcomputer unit", as used here, means the microcomputer plus printer, uninterruptable power supply, software and consumable supplies (paper, diskettes, ribbon, etc.). Most of the recently purchased microcomputers have been IBM 'AT' compatible (80286 CPU) types with 640K RAM, 20-40 mb hard disk and two 360K floppy drives. Five of the newer 80386 computers have been ordered. Laser printers have been ordered for some installations. In the provincial sites, air conditioning is sometimes necessary. The

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typical software package includes a spreadsheet, a word processing program and a data base program. The more recent acquisitions also include training in the use of software.

The location of microcomputers is shown below. Twenty-five microcomputers have been installed, while some 34 microcomputers are on order.

Microcomputer Inputs Funded by the AP Project

Agency	Microcomputer units				* Microcomputer Training cost thousand US\$
	Number		Cost \$		
	Installed	Ordered	Installed	Ordered	
			thousand US\$		
Technical Assistance Team	3		6		
Secretary General Office					
Planning	14	1	91	21.3	2.0
Finance		3		37.5	2.0
Personnel		2		22.3	2.0
Housekeeping		2		22.3	2.0
Administration		2		22.3	2.0
Foreign Cooperation		2		22.3	2.0
AARD (Litbang)					
CAER	2	1		27.1	3.5
CADP		15		134.4	5.4
N. Ag. Lib		3		53.0	3.5
Kanwil					
Bengkulu	2	1	19.1	11.1	8.2
Central Java	2	1	19.1	11.1	8.2
South Sulawesi	2	1	19.1	11.1	8.2
	25	34	154.3	396.1	49.0

* Training approved April 1988

The microcomputers which are already installed have been allocated to the Bureau of Planning, the three Kanwils, and to the technical assistance team. Both the reliability and the level of use of the microcomputers installed in the Bureau of Planning has been reported to be very high. The Kanwil microcomputers were installed in December, 1987.

The microcomputers and microcomputer training which are yet to be delivered are to: i) support microcomputer training by CADP ii) develop a management information system in the Bureaus of the Secretary-General's office iii) support a microcomputer based reference information system at the National Library for Agricultural Sciences iv) provide extended planning capability at the Kanwils v) support the on-line information data base at CAER.

4. Special Studies.

a) Funding.

Special studies form an important component of the agricultural planning project. They are designed to be relatively low cost, short term, and to result in recommendations for agricultural policy actions.

Special studies are funded in the AP Project in the amount of US\$1 million over the five year life of the project. Initially, funding was established at only US\$535,000; subsequent increases (some from contingency funds) raised it to its current level.

At the end of fiscal year 1987/1988, the amount of funds already encumbered for special studies was :

(a) Central MDA Agencies	Rp 404 million
(b) Kanwils	Rp 487 million

Total Rp 891 million

Some of those studies have been already completed and some are still underway.

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b) Procedures.

The Special Studies program was designed to be managed by a Policy Analysis Working Group (PAWG) under the supervision of the Secretary General, MDA. The PAWG was to receive, review, and accept or reject all proposals for special studies funding.

The PAWG membership included :

1. Dr. Sjarifudin Baharsjah, Sec.Gen MDA, Chairman
2. Prof. Dr. I. Gusti Bagus Teken, Assistant Minister.
3. Prof. Dr. Gunawan Satari, Dir Gen AARD
4. Dr. A. T. Birowo, Assistant Minister
5. Dr. Faisal Kasryno, Director CAER
6. Dr. Soetatwo Hadiwigeno, Director BOP
7. Dr. Martin Hanratty, Project Officer, USAID

There are a number of issues to be addressed in implementing the Special Studies program, i.e.:

- (i) The problem of programming the current budget over the remainder of the project in a way which is equitable to the many individuals and agencies who could potentially seek Special Studies funding, and which allows funding flexibility to nurture innovative approaches regardless of agency affiliation;
- (ii) Special Studies are undertaken with dual objectives in mind, i.e. to generate information for planning, and to provide opportunity for developing skills for addressing planning issues.
- (iii) In some cases, while the work outlined to be done is straightforward, the support needed for getting on with the tasks relate more to equipment needs than to research support. Hence, the mechanisms for handling the equipment purchases in some cases will need to be examined by the MDA.

The general conditions in the Indonesian agricultural sector that shape the priorities for Special Studies include the following :

- Indonesia is entering the last year of Repelita IV and approaching the beginning of Repelita V.
- Because of the drop in energy prices, the development budget for agriculture (and all other sectors) has been cut sharply.
- With the advent of rice self-sufficiency, there is a need to diversify the base for agricultural production.
- There are increasing concerns relating to environmental degradation experienced in the agricultural sector.
- Policy objectives are slowly shifting from production increases to increases in income of farmers.

The broad categories included in the priorities for Special Studies, as suggested by the TA Team of the AP, are :

- Information System and Computerization.
- Planning for Repelita V.
- Research Priorities and Support.
- Policy Models and Tools.

c) Consultants.

Members of the TA Team, particularly Dr. Hedley and Dr. Swenson, have been very active in advising on the selection of topics, scopes of research, and researchers who will conduct the studies.

As indicated earlier, the PAWG is supposed to receive, review, and accept or reject all proposals for Special Studies. However, the PAWG never actually met, and the proposals have been received, reviewed and accepted or rejected by the BOP Director, the USAID Project Manager and the COP/Senior Policy Adviser.

Inquiries indicate that many of the planning officers at the DG's and potential researchers at the local levels have received no information about the Special Studies or the possibility of participating in them.

If the PAWG were to become more active and if information about Special Studies were publicized more widely, more planners might become involved and the benefits could also be spread more widely.

Except for the Study of Shrimp (conducted by UNHAS researchers), all studies have been implemented by MOA officials, i.e. BOP (9), CAER (1), Bureau of Foreign Relations (1), AETE (1) and Ministerial Experts (2). Since, in planning activities, the DG planning staffs are also heavily involved in policy analysis and formulation, in the future more DG planning staff should be involved. Upon inquiry, the D-6 of Estate Crops planning staff mentioned that they have had little or nothing to do with the rubber special study; likewise, the Fishery DG planning staff was not involved in the shrimp study.

d) GOI Agencies involved.

The units within MOA which were expected to become involved with Special Studies are (as suggested by the TA Team) :

- (a) Secretary General and BOP
- (b) CAER
- (c) CADP
- (d) Kanwils (South Sulawesi, Central Java and Bengkulu)
- (e) other (e.g. Pustaka/NLAS)

e) Studies Completed and Their Costs.

Special Studies implemented through Central Agencies, as reported in the Annual Report of the AP project 1985/86-1986/87 which was prepared by BOP, includes the following:

<u>Author/Topic</u>	<u>Total Budget in Rp Million</u>
<u>Stage I 1986/87 (and before)</u>	
1. Dibyو Prabowo. Sugar Industry Study)	31.8
2. I.G.B. Teken. Integrated Rural Development)	
3. R. Lubis. Shrimp Marketing	29.9
4. Suprat. Indicative Program Model for Central Java	16.0
5. Widayati. Linear Programming Model for Central Java	43.4
6. Kasryno. Wages and Prices Survey	40.3
7. A. Widodo. Budgeting Expenditure Analysis	29.7
8. S. Sunarto. BOP Policy Support I	16.2
9. H.S. Dillon. Natural Rubber Industry	27.1

Total	234.8
<u>Stage II 1987/88</u>	
1. Sudradjat. Curriculum Development & Training Requirement	20.0
2. Suprat. Sector Analysis	35.3
3. Hardono Tedjokusumo. Regional Food Balance	40.0
4. Sumartini. Foreign Aid Utilization	19.9
5. Chris Reksosudarmo. Terms of Trade and Farm Cost Analysis	37.1
6. Ning Pribadi. BOP Policy Support II	17.5

Total	169.9
Total up to 1987/88	<u>404.7</u>

Some of the studies have been completed, and some are still underway. As evident in the list, the topics have included mostly general sector-wide planning issues; (two exceptions are specific commodity studies on shrimp and rubber).

Special Studies Conducted in the Three Kanwils

Province/Activity	Starting date	Ending date	Length (days)	Budget (Rp.000)	Status
<u>South Sulawesi</u>					
1. Agricultural Data Collection	01-Jul.85	01-Dec.86	518	10,745	Completed
2. Resources Optimising Research	01-Feb.86	01-Dec.86	150	8,000	Completed
3. Farm Technology Adoption	01-Nov.87	31-Jan-88	91	14,000	Completed
4. Optimalization of Land Use	01-Nov.87	15-Mar.88	135	10,000	Completed
5. Data Base Development	01-Apr.88	30-Jun.88	90	5,000	Planned
6. Effect of Practicum Training on Planning	01-Apr.88	31-Jul.88	121	8,000	Planned
7. Cost and Returns Studies	01-May.88	31-Aug.88	122	18,000	Planned
8. Marketing of Agricultural Commodities	01-Jun.88	30-Nov.88	182	34,000	Planned
9. Structure of Earnings in the Rural Sector	01-Jul.88	31-Dec.88	183	18,000	Planned
10. Comparative Study of Chicken and Egg Production	01-Aug.88	30-Nov.88	121	10,000	Planned
11. Paddy Land Utilization	01-Oct.88	31-Jan.89	122	12,000	Planned
12. Project Monitoring	01-Dec.88	31-Mar.89	120	10,000	Planned
				Rp.	
				Completed	42,745,000
				Planned	115,000,000
				Total	157,745,000

Province/Activity	Starting date	Ending date	Length (days)	Budget (Rp.000)	Status
<u>Bengkulu</u>					
1. Agricultural Data Collection	01-Dec.86	31-Mar.87	120	9,137	Completed
2. Paddy Intensification	01-Oct.87	31-Dec.87	91	11,000	Completed
3. Agricultural Resource Mapping	01-Oct.87	31-Dec.87	91	8,000	Completed
4. Integrated Farm Management				40,000	Planned
5. WKBPP Integrated Commodity Model				35,000	Planned
6. Marketing of Selected Commodities				20,000	Planned
7. Optimalization of Land Use in Bengkulu				20,000	Planned
8. Farm Resource Allocation	15-Feb.88	11-Apr.88	56	20,000	Planned
				Rp.	
				Completed	28,137,000
				Planned	135,000,000
				Total	163,137,000

Province/Activity	Starting date	Ending date	Length (days)	Budget (Rp.000)	Status
<u>Central Java</u>					
1. Agricultural Data Collection	01-Feb.85	01-Apr.85	59	9,645	Completed
2. Agricultural Mapping	01-Sep.86	01-Dec.86	91	6,625	Completed
3. Data Collection at BPP Terrace	12-Oct.87	09-Jan.88	89	21,982	Completed
4. Pola Tanam Research	2-Jan.88	4-Mar.88		20,000	Completed
5. Farm Management Research on Hamparan	16-Nov.87	16-Jan.88	61	14,017	Completed
6. Achievements of Farmers Groups	22-Feb.88	31-Mar.88	38	20,000	Planned
7. Agricultural Profile for Repelita V	01-Mar.88	30-May.88	90	21,220	Planned
8. Agricultural Sector in Economic Development	01-Mar.88	30-Jun.88	121	20,000	Planned
9. Consumption Patterns	01-Mar.88	31-May.88	91	32,630	Planned
				Rp.	
				Completed	72,270,000
				Planned	93,850,000
				Total	166,120,000

There is no specific information on how the results of the Special Studies have been utilized for actual planning and policy formulation. The major way in which the results were disseminated was through seminars conducted at the final stage of the studies. In each seminar, DG officials were usually invited to attend. The remaining participants were BOP officers. The studies, themselves, are well done and have provided educational experience for the BOP staff in conducting policy studies. The TA team of the AP project has been involved in the management of Special Studies.

At the time of finalizing this report there are still about six Special Studies topics in the pipeline waiting to be considered. The amount of funds still available for the remaining period of the AP project for funding Special Studies amounts to around Rp 100 million.

Summary and Conclusions.

The AP Project has at its disposal a sizable amount of funds for financing Special Studies. It is recommended that the PAWG be made operational and information about the opportunity to conduct Special Studies be spread more widely among potential researchers outside BOP circles, particularly at KANWIL levels and at the DG levels. Recent Ph.D.'s should be incorporated into the study teams where feasible, to provide them meaningful research experiences.

In general, the AP project through its Special Studies has addressed important issues in agricultural development planning. It has brought selected BOP and CAER planners into contact with a broader layer of experts in policy and planning in the donor agencies in Indonesia as well as providing expertise from donor countries outside Indonesia. The project has also developed improved planning capabilities in three Kanwils : Central Java, South Sulawesi and Bengkulu. However, many potential participants from the larger MOA planning "family" have not been able to enjoy the benefits of the AP; some of them are not fully aware of the activities of the project. It is essentially a problem of communication. Definitely the previous Secretary General (Dr. Sjarifudin Baharsjah) who has been involved personally from the very beginning, and most of the BOP personnel, have gained from AP activities. However, the spread effect of the AP project to a wider planning group in MOA may be limited. Had they been well informed about AP activities--training and special studies-- they might have participated more and enhanced the function of the BOP as coordinator for agricultural development policy within MOA at the central as well as the regional level.

The fact that PAWG and PSC have not met as expected is another sign of miscommunication problems. Naturally, important

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people at MOA are very busy. However, this should not preclude them from adjusting their schedules to make time to attend PAWG and PSC meetings, if they feel that these meetings are as important as other meetings on their schedules.

It is obviously easier and more convenient to work with a small group of individuals who share the same objectives and interests as well as professional background. However, one should avoid giving the impression that the AP project is implemented only by a small core group of selected individuals who have been successful in addressing important policy and planning issues. Consideration must also be given to institution building and developing a feeling of "sharing the costs and benefits" of the AP project throughout the MOA. A sense of participation is an important element in getting people involved and feeling responsible for any development activity.

5. Support to the Bureau of Planning

Portions of the time of two of the Winrock Contract Team specialists, the COP/Senior Policy Analyst and the Agricultural Economist, have been devoted to efforts to strengthen the BOP. Some of the constraints imposed upon these efforts were discussed previously in the sections on technical assistance (II.2). In respect to the COP, this is further elaborated in the section on project management (III.1a).

A variety of activities have been successfully carried out within the BOP with the assistance of the technical assistance team. Both advisors have had involvement in the planning, review, and methodology for carrying out special studies in the BOP. Both have also worked to establish a means whereby English language instruction can be provided to prospective candidates for overseas study. Assistance has been provided in establishing a procedure for obtaining monthly economic data from USDA, and participating in a computerized U.S. network via modem. Arrangements have been made for equipping the five divisions of the BOP with microcomputer systems, setting them up, and providing OJT in their use. The tasks and duties of the five divisions have been reviewed as a first step in developing



managerial recommendations for improved efficiency, and a personnel data base has been established. A computer based program to summarize and monitor management information on MOA-AID projects has been designed, as has a system for collecting and maintaining annual budget data and historical expenditure records. A number of policy papers on current issues of priority importance have been prepared (for example, rice fertilizer subsidies and crop diversification). These activities are illustrative of the day-to-day efforts to strengthen the institutional capacity of the BOP. Assistance in the organization of the Round Table on Indonesian Agricultural Development (November, 1987) brought together Indonesian and expatriate specialists to discuss major policy issues in advance of the preparation of Repelita V.

The technical advisors have helped to coordinate interactions between international groups, the AP project and the Bureau of Planning. Examples include arranging for the participation of Iowa State University, IFPRI, and Stanford University in the Round Table, and developing a proposal for work by ISU/CARD on sector analysis involving the BOP and the Directorate of Food Crops. Another example includes participation in conferences in the ASEAN region. These activities have helped to provide international exposure for the project and to facilitate access by the GOI officials to international contacts.

Both advisors have been heavily involved in other activities not specifically related to the BOP. The COP, for example, has been relied upon to a significant extent by AID in a variety of special assignments and support activities. The agricultural economist has participated in monitoring the monthly PATANAS wage and price survey, has made major inputs to the development of the Kanwil component of the project, and has worked with M.S. and Ph.D. candidates at the Institut Pertanian Bogor.

A significant amount of work remains to be accomplished in terms of developing BOP staff capabilities to conduct meaningful policy analyses. Continued assistance is also needed in the

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development of a data base system for preparing and monitoring of projects in the GOI development budget (DUP/DIP), and in organizing and managing area, production, and yield statistics for major agricultural commodities.

As noted previously in the section on training, little success has been had in identifying, preparing, and sending participants off for overseas graduate degree programs. At the time of this review, six participants (three from CAER) are apparently nearing readiness, and strong efforts should be made to ensure that they are placed in appropriate programs.

6. Support to CAER.

a) Pre-project Status.

An IBM 4331 mini computer was installed in the Bogor office of the CAER in 1984 with software including SAS, MPSX, and CMS/DMS. Four CAER members attended short courses on system operation and programming. The major priority for CAER became processing of the PATANAS data when the responsibility for processing the PATANAS data was transferred to CAER from CADP. This step was taken to reduce what was at that time an overload on CADP.

Wood (Aug. 1984) reported that the staff of CAER was small and in critical need of training. A June, 1985, review of CAER indicated that the CAER needed to review its organizational structure, avoid being swamped in the processing of the PATANAS data, and devote more attention to other agricultural economics programs in the various AARD units.

b) Current Status.

An upgrade to the IBM 4331 mini computer was requested nine months after the initial installation because the PATANAS data processing was already a "round-the-clock" operation and because CPU loads varied between 80 and 90 percent of capacity. The upgrade which was installed increased operating speeds 4 to 5 times, added more on-line disk space and included higher density tape drives. Additional equipment provided to the CAER included microcomputers which could interface with the IBM mini computer

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so that data entry could be performed on microcomputers and transferred to the mini computer. Two microcomputers were also purchased.

At the present time the computer center at CAER appears to be fully operational and very heavily utilized. A better installation of SAS has increased the throughput of the computer. However, CPU loads are approaching 90 percent. It is anticipated that the present system will be adequate for only another five years.

Pending requests include a gateway for microcomputer access and a token ring local area network. Experience with the network should be valuable in helping the MOA to evaluate the capabilities for more general networks.

c) Training at CAER.

A considerable amount of time has been involved in arranging for the training of CAER staff, which has been described above in part II.1 this report.

d) Information System Development at CAER.

The original project paper focused on the task of processing the PATANAS data at CAER. In fact, a larger information system has been developed. The processing and retrieval of the PATANAS data is one component of the management information system.

i) PATANAS data. The PATANAS surveys were conducted in one province in 1983 and in three additional provinces in 1984. During the last six months the PATANAS program has resumed and has been expanded to seven provinces. Data from the earlier surveys have been entered and stored in disk and tape data sets. The SAS full screen program has been used to design more than 1000 data entry screens for entry directly from the survey form. Some reliability checks are performed as the data are entered. To date, some 300 megabytes of condensed survey data have been entered and checked. The data entry operation still requires 10 terminals operating round-the-clock for several weeks as the data are entered. To date, it has been possible to obtain simple

averages of households in a village and simple averages across villages in a province. Efforts are underway to obtain the population totals so that it will be possible to take account of the appropriate sampling fractions in the two stage sampling process. It will be necessary to utilize the actual sampling fractions before the PATANAS data can be used to make provincial level statements. Wage and price studies have been maintained during the current project when reduction in the MOA budget forced suspension of the other PATANAS surveys. The wage and price survey was helpful in providing an early warning during a period of low paddy prices at the farm level.

ii) Other data sets. Additional data available at the CAER include census tapes (SUSENAS) and the SUGASAR from the Central Bureau of Statistics. Programs have been developed to help users extract data from these tapes.

e) Participation by CAER in Planned Special Studies.

A special study has just been approved to develop a dial-up microcomputer based data base which contains summary information from the PATANAS and SUSENAS data sets along with tabular results from studies conducted by CAER and other AARD research units. When completed, a user with a microcomputer will be able to access, browse, print or down load information from the data set. Major developmental work required is to determine the type of information desired, the format of the information, and the transfer of the data to Lotus data sets. This study was proposed following a request by the Secretary-General for improvements in data accessibility. A follow on study is expected which will build on the experiences from the current study. This should help the staff of the MOA in Jakarta to gain better access to the CAER data. If the telephone modem proves impractical, the group might consider installing data on a Bernoulli Box Cartridge system. Then 10 or 20 mb cartridges could be carried between locations.

A joint study is planned between CAER and the Center for Soil Research to explore methodologies for improving the integration of biophysical and economic data bases for use in

regional planning. The study area will be one of the Kanwils where the project is working. This type of data base integration should help the agricultural planners/policy makers consider environmental concerns in the analytical process. A study has also been initiated to investigate the impact of changes in household consumption patterns on agricultural production and employment. The study will use data from the 1976, 1980, and 1984 SUSENAS. Households are to be grouped by regions, rural/urban, and by income classes throughout Indonesia.

A data retrieval study is designed to restructure the CAER data bases from a survey respondent form to a subject matter dependent form. The purpose is to make it easier for researchers to access the PATANAS data.

f) Collaborative efforts.

The total potential of the CAER data sets appears to be largely untapped, although there have been collaborative efforts with outside agencies in studies dealing with draft animal power, environment, soils, rice policy, nutrition, and irrigation. For example, the PATANAS surveys could support the development of representative farm/household models typical of East Java, Sumatra, etc. While the geographic coverage is not complete, such models could be used to provide an assessment of the impacts of various policies on topics like "the income and consumption of the typical small rice farmer in East Java". These types of analyses have been used very effectively by researchers such as James Richardson of Texas A&M University in relating the impacts of U.S. farm policy to policy makers.

g) Communication Linkage Between the MOA Complex in Bogor and Pasar Minggu.

The budget in the PP contained funds to establish a radio link between the CAER IBM system in Bogor and the CADP Honeywell system at Pasar Minggu. The distance is about 60 kilometers. The radio link was never implemented because the transmission rate was rather low, permission of the Ministry to install the radio link was difficult to obtain, alternate technologies were

becoming more competitive, and because users were moving away from the CADP Honeywell computers.

Work is underway to establish an on-line microcomputer based subset of the CAER data set. Users with a microcomputer would be able to access the microcomputer data base in Bogor by telephone. The data set could be browsed, printed or down loaded on the user's data set. This is an interim measure. The AP project has proposed investigating the feasibility of establishing a microwave network which would serve the needs of the many MOA agencies which must communicate between Jakarta and Bogor. The cost of a feasibility study (\$10,000) is relatively small, and the benefits of a facility for widespread use are large, so hopefully the study will be approved and implemented.

The current situation does leave researchers and policy makers based in Jakarta rather dependent on microcomputers. There are limitations on the size of applications (mainly in the statistical/econometric and mathematical programming areas) which can be realistically solved on microcomputers.

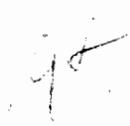
7. Support to CADP.

a. Background Information.

The Center for Agricultural Data Processing (CADP) was established in 1980 under the previous ADPA project. Two major objectives of the CADP were to: 1) establish a National Agricultural Data Base; and 2) assist users in the MOA to develop statistical design and other data processing applications.

The concept of a centralized data base proved to be unworkable because of technical reasons (it was too big for the computer equipment); for logistical reasons (data entry requirements were excessive); and due to a tendency of various agencies to regard their data as proprietary.

The MOA is following a trend to more decentralized data bases relying upon microcomputers. Presently the AP project is supporting this decentralization by funding the purchase of microcomputer systems and the provision of staff training in the use of microcomputers and microcomputer software.



The Terms of Reference for the Computer Management Specialist (CMS) were modified in March 1987. Under the revised terms of reference the CMS would be responsible for the development of a communications network. The original terms of reference for the CMS were retained but the emphasis was shifted to the broader context of serving the office of the Secretary General and the Ministry as a whole. Major objectives include: a) development of a computerization policy for the Ministry of Agriculture b) design and implementation of a communications network within the Ministry c) development of a national agricultural data base.

Discussions with TA team members indicate that there was concurrence by the GOI and USAID on the revised scope of work for the Computer Management Consultant. However, there do not appear to be any documents indicating approval by all parties of what is a significant change in the scope of work.

b) Development of a National Agricultural Data Base.

i) History and Pre-project Status.

The current AP project was designed under the assumption that a centralized National Agricultural Data Base was feasible, highly desired, and supported by a wide number of agencies within the MOA. The concept of developing a single centralized National Agricultural Data Base has proven impossible for reasons which are explained below. Current AP project efforts are directed towards implementing major components of the data intended for the NADB in smaller decentralized data bases located throughout the MOA.

The proposed NADB contained both administrative (finance, personnel, project monitoring, and fixed assets) and statistical (production and price) data. The NADB would have contained personnel records of the more than 30,000 MOA employees, a four year history of the DUPs and DIPs, and Kabupaten level agricultural statistics. Envisioned applications included monthly and even bi-weekly processing of payroll records.

The previous ADPA project supported CADP activities by providing the nearly US\$1.2 million worth of mini computer

equipment listed below. The T.I. mini system was intended for use as a data entry system for the Honeywell mini computers. The Honeywell computers were to hold actual NADB.

Summary of Computer Hardware Provided to CADP under the ADPA Project.

Item	Date	Cost (thousands)	Annual Maintenance Costs
		US\$	
Tex. Inst. 990/10 mini	1980	134	
Honeywell 6/43 mini	1981	218	
Honeywell 6/53 mini	1981	466	35,054
Upgrade Hw 6/43 to 6/54	1984	306	41,068
Upgrade T.I. 990	1984	69	16,333

		1,193	

Questions about the technical feasibility of the NADB were raised in 1983 by Stewart and Rowland. They estimated data input time required for a four year history of DUP's and DIP's to be 161 person years; the annual data entry time for the then current users of CADP was estimated to be 81 person years. Stewart and Rowland warned that there was no data entry facility in Indonesia which was large enough to fulfill the present requirements of the NADB. They also pointed out that the capacity of the Honeywell computers was inadequate for the anticipated CADP work load. It was recommended that the PATANAS data processing be moved to the CAER IBM facility in Bogor.

A consultancy report by Wood in August, 1984, noted that a report by the firm contracted to design the data bases indicated that the Honeywell systems could hold less than 5 percent of the price and production data base. Recommendations were made to consider less detailed and more aggregated data bases, use of off-line storage, and more distributed data bases. The report

also recommended that the CADP play a role in specifying standards for data exchange as well as becoming a supplier of general technical support to various MOA units.

However, problems began to emerge which stifled the projected growth in demand for CADP computer services. These problems included incompatibilities between the Honeywell systems which meant that applications for one system had to be revised before they could be used on the other Honeywell system. Other problems were related to attempts to develop applications which were too complex for the level of experience of the CADP staff. Problems with the leadership of CADP apparently caused USAID to withdraw maintenance support.

By late 1986 an estimated 50 percent of the equipment had become inoperable. Maintenance contracts were not renewed after 1983. Essential equipment repairs were made as needed, but lengthy delays caused by maintenance problems, and delays in completing applications for users, caused users to shift elsewhere. This, in turn, led to decline in the use of CADP facilities.

The new director of CADP began to develop applications which relied on microcomputers. The CADP developed (without any AP support) hands-on training courses in word processing, spread sheet applications, and data base applications for microcomputer users. This apparently coincided with an MOA effort to implement a more decentralized planning mode.

ii) Current Status of the National Agricultural Data Base.

The concept of a decentralized data base which can be maintained on microcomputers located throughout the MOA and the Archipelago has been offered as a replacement for the concept of a centralized data base maintained on the CADP computers.

At the time of this review, no definitive design for the decentralized version of the NADB has been completed. As conceptualized, detailed monthly Kabupaten level agricultural statistics, DUP's and DIP's, project expenditures and other project monitoring/implementation would be maintained on microcomputers in each of the Kanwil/Dinas offices. Magnetic

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images of the standard planning documents along with aggregations of the Kabupaten statistics would be sent forward to Jakarta through the Kanwil, Dinas, and Bimas offices to the appropriate Directorates-General and to the Secretary-General in the MOA. The term "vertical slice" has been used to describe a two-way flow of information upward and downward between the MOA agencies in Jakarta and the provincial Kanwil/Dinas/Bimas offices. Planning targets and other information flow downward to the Kanwil/Dinas offices. The collective mass of information in a decentralized data base would be concentrated in the Kanwils throughout Indonesia.

This concept is consistent with decentralized planning and with the development of microcomputer technology, and avoids the problems of reentering at the central level all data entries which have been done at a lower level. Based on current technology, the concept is technically feasible if transfer of information by diskette is acceptable. Where adequate telephone communication is possible, the communication process can occur even more rapidly.

The operational feasibility of the decentralized data base is also dependent upon the establishment of operational microcomputer facilities, completion of staff training, and development of compatible data structures not only throughout the MOA agencies in Jakarta but also in each of the provincial Kanwil/Dinas offices. All of these are partly beyond the reach of the AP project in terms of resources or mandate. However, the steps may ultimately be within the combined scope of the AP and the ARSSP program.

The situation regarding standards for data codes, data formats, and determination of what data could and should be accessible by whom, is contained in the proposal for an MOA Computerization Policy which is discussed below. Currently, the AP project is proceeding on a computerization policy with the bureaus within the Secretary-General's office, although the AP project may not currently have the mandate to pursue such an effort throughout the MOA. The establishment of an MOA-wide computerization policy would appear to be a necessary step before

developing any interagency networks and facilitating the flow of information required for a meaningful data base.

The AP project is providing microcomputers, microcomputer training, and application shells or templates for developing personnel, statistical, and DUP/DIP data bases in three Kanwils. The ARSSP project is providing microcomputers, and the CADP is providing training in the remaining 27 Kanwils. The CADP is also providing microcomputer training throughout the MOA. These efforts should be coordinated since there is a great deal of similarity in the applications and data reporting requirements needed in all of the agencies, both in the Kanwils and at the central level. A logical role for the CADP might be to standardize the initial applications so that a uniform format for major data bases could be implemented across MOA agencies in Jakarta and in the Kanwils. A first step, the installation of a personnel and statistics data base in 27 Kanwils has been undertaken.

c) Status of Mini Computers in the CADP.

The maintenance agreements for the T.I. and one Honeywell computer have recently been renewed at an annual cost of \$57,000. The mini computers at CADP are greatly under utilized; it appears that some 80 percent of the work load has been for payroll processing, which requires only about 2 to 3 days per month. Special studies are under consideration which do use the Honeywell linear programming software. The CADP has been somewhat reluctant to develop additional applications on the Honeywell computers because of: a) relatively slow performance, b) lack of ability to upgrade the current systems, c) cost of maintenance and d) history of unsatisfactory service. Other factors which have been mentioned which limit the desirability of the Honeywell system include: a) inability to run SAS or SPSS and b) lack of word processing software.

Given the near obsolescence of the 16 bit Honeywell computers, and if usage does not increase substantially during the current maintenance period, it would probably be more

efficient to shift the existing application to microcomputers and dispose of the Honeywell system.

It would be difficult to justify the purchase of another mini computer.

8. Ministry Wide Information Systems.

a) Development of an MOA Computerization Policy.

A discussion document which outlined a "Computerization Policy for the MOA" was developed by the AP project in May of 1986. This document was presented to the Secretary-General of Agriculture, the Director of the Bureau of Planning and to the Directors of CAER and CADP. The draft policy statement encouraged agencies to: 1) install microcomputer-based DP facilities, 2) use a computer advisory group to assist in the planning and implementation of DP systems 3) budget line items for installation and maintenance, 4) evaluate proposals for equipment purchases and 5) maintain a centralized DP facility for cross agency integration of data.

While the policy was never formally adopted, it is consistent with the general direction actually taken by the MOA. However, the computer advisory group has not been formed nor is it clear that all the Directorates-General have been involved. However, the CADP staff has been actually involved in micro computer training for MOA members.

While the MOA-wide computerization policy is still uncertain, an active effort is underway to provide management information services within the seven bureaus of the Secretary-General's office.

The work plan (10/87) for computerization discussed the objectives, expected outputs, applications to be computerized, development guidelines, resources needed, and training courses. A larger document "A Basic Integrated Package for the Agricultural Planning Project Implementation Units" (also 10/87) describes the objectives, required equipment specifications, training needs, and plans for data base development for the Secretary-General's office, CADP, CAER and Kanwils. The equipment purchases (to be made from the US) have just been approved, but it will be several

months before the equipment is delivered and installed. In the interim, CADP has begun training with borrowed microcomputers. Subject matter includes word processing, spreadsheet and data base applications.

Data base development plans for each of the seven bureaus of the Secretary-General's office were to be developed by a team consisting of three senior staff members from the respective bureaus.

The proposal did not provide support for the actual data base development although it was expected CADP would provide limited support. It must be questioned whether it is realistic to expect staff members with little data base training to design large data bases, many of which are expected to exceed 30 mb (the normal maximum limit for an MS-DOS disk partition) and have the system function smoothly. The success of this initial computerization effort is important since it is a logical model to follow in extending management information systems throughout the MOA and ultimately attempting to develop a meaningful NADB. If a group like CADP were to take the lead, then economies of effort in developing standardized data base templates when similar operations are carried out in different agencies could be realized .

b) Problems and Concerns.

Three interrelated issues will require Ministry of Agriculture wide concurrence and support for successful implementation of a widespread network. These issues are: a) adoption of an MOA computerization policy which sets standards for data formats, codes, and establishes security/access among agencies. b) establishment of computer networks for the MOA complex at Pasar Minggu. c) establishment of a decentralized NADB.

An MOA computerization policy could be followed in which each major line agency develops its own computer policies and standards independently of other agencies. Each agency would likely computerize existing hierarchical information flows.

The limitation is that there may be no resolution of the problem of lateral inter-agency flows for the information which is needed for planning and policy analysis. Presumably, the need for such information led to the initial desire for a national data base to support planning and policy research. If factors such as data formats and commodity codes vary between agencies, and questions of access are not resolved, then it is unlikely that planners and policy makers can access the information they need even though the data are computerized. Any plans to install a network for the MOA complex are also dependent on the direction and magnitude of information flows.

9. Support to Kanwils in Data Processing and Management.

a) Hardware Provided.

The project paper envisioned that microcomputers would be installed in two Kanwils, Semarang and South Sulawesi, within 12 months of the start of the AP Project. A third Kanwil was to be added later; Bengkulu was ultimately selected.

The TA team circulated a proposal (12/86) outlining "Provincial Level Activities to be Supported by the AP Project" which was approved in March, 1987. The proposal specified hardware, software, training, and provincial data base systems. The process of purchasing the Kanwil computers began in March, 1987 and the actual installation in the Kanwils occurred in December, 1987.

Two AT type microcomputer packages (with hard disks, two 360 Kb disk drives, full memory, printers, un-interruptable power supplies, modem, software, and consumable supplies) were installed in each of the three Kanwils. Approval has recently been received to purchase a third AT type computer with enhanced graphics capability for each Kanwil.

The installation of the microcomputers in the Kanwils has not presented any insurmountable problems. The microcomputers were transported to the Kanwils (Semarang, South Sulawesi, and Bengkulu) as excess baggage on domestic flights. Experience has shown that significant advance site preparation (air conditioning, minimization of dust, installation of outlets,

voltage regulation or conversion) is necessary. The Bengkulu experience indicates that obtaining an adequate supply of power could also be a problem in the more remote Kanwils. Installation or relocation of telephones may also be necessary if modems are to be used for data transfer.

The reliability of the computers has been good although it has been necessary to swap out some defective items such as disk drives and video boards as well as reinstalling operating systems. The project is fortunate in having had technical advisors who are proficient not only in Bahasa Indonesia and microcomputer software, but who are also quite familiar with trouble shooting microcomputers. Maintenance contracts are being arranged with local suppliers in the Kanwils. The type of computers installed in the Kanwil, both in terms of level of technology (AT type) and dependability of equipment, is justified.

The TA team installed a menu driven applications manager on each computer. This enables the user to easily move between word processing, spreadsheet, and data base applications. The software supplied and installed on the Kanwil computers included Word Perfect, Lotus, and Data Ease. Application templates have been developed by the TA team to facilitate entry of Kanwil personnel records and agricultural production data during Repelitas I-V (1969 to the present).

b) Computer Training.

The TA team spent 2-3 days with interested staff in each of the Kanwils covering the basics of microcomputer operation. Most of the computer use to date has been for word processing and spreadsheet applications. In Semarang and Ujung Pandang some staff members had previous microcomputer experience. In addition, there are provincial stores with computer reference books in Indonesian.

The scheduled training will begin in May, 1988. Delays in obtaining both GOI and USAID approvals were a major factor in delaying the installation of microcomputers, and the subsequent development of microcomputer skills in the Kanwils.

Funding for a three phase microcomputer training program in each of the three Kanwils has just been approved (4/88). The first phase (two weeks) will be offered to 20 staff members from each Kanwil. The training includes introduction to word processing, spreadsheet, and data base entry. The first phase will be taught by local firms or agencies. The training facilities at Hasanuddin University are excellent. There will be at least a one month period between training sessions so that the participants can use the training in their jobs before entering the next phase of training. Six participants from each Kanwil will be selected for a more intensive second phase. The second phase will be held in a central location and will provide more indepth instruction in the use of spreadsheet and data bases. The same participants will receive a third session at Hasanuddin University in Ujung Pandang. A CAD (computer aided design) application will be introduced. The CAD application is a regional crop/soil suitability mapping program for regional planning.

The adequacy of the Kanwil computer training program cannot be judged at this time since only the introductory training by the TA team has been completed. Certainly, there is a group of staff members in each Kanwil who are very eager to continue training. The design of the training program appears appropriate. The major concern is the amount of time remaining until the scheduled departures of the Computer Application Specialist (less than 8 months) and the Agricultural Economist (13 months). The inputs of these specialists are considered critical to the implementation of this activity.

c) Kanwil Data Base Creation.

Establishment of Kanwil level data bases is critical if there is to be informed decentralized planning. The Kanwil data base is also an essential element in the concept of a national agricultural data base. The Kanwil data base is to include current agricultural statistics, background information (soils, climate, population, irrigation), project monitoring information, agricultural production time series data, and personnel records.

Special Studies have been carried out in all three Kanwils for the purpose of collecting time series and background information for the Kanwil data base. In Semarang, although the information had not yet been entered into the newly acquired computers, it has been used in drafting a planning document which has been submitted to Jakarta. Results of an agroclimatic zone study designed to determine areas of crop suitability were on display when the Evaluation team visited the Ujung Pandang Kanwil. Thus, it is apparent that the first steps are being made both to collect and to use these data.

d) Technical Approaches to Provincial Agricultural Planning.

Three technical approaches to agricultural planning at the provincial level have been proposed by the TA Team. These include: a) use of an Indicative Model for Indonesian Agriculture b) use of the Land Evaluation Computer System (LECS) and c) measurement and analysis of production parameters.

In view of comments made by the practicum participants to the effect that the content was too theoretical, it may be desirable to emphasize enterprise budgeting methodologies under approach c. These methods can be extended to extension workers for use in their contacts with farmer groups. If the technical package being promoted by extension is the one which provides the highest return to the producers without an undue amount of risk, it is more likely to be accepted.

e) Problems and Constraints.

Lack of economic analysis content in planning activities is evident. The Team saw detailed planning information relative to areas to be targeted for specific technological packages (crop variety, fertilizer, insecticide inputs) displayed on the walls of the PPT office in South Sulawesi. However, there was no indication of analysis to determine the anticipated returns to the producer. One major limitation of the planning software/data sets at the Kanwil appears to be the lack of farm or enterprise level cost and return information. This kind of information is essential if the technical package which is "best" for both the

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producer and the national interest is to be determined. This need could be met by developing spreadsheet templates in which the net returns to the producer (yield times price less the sum of input costs) are calculated for alternative crops, crop varieties, and levels of strategic inputs.

f) Information Flows.

The trials of the hierarchical data "vertical slice" network were expected to begin in 1987. These trials have not begun because the microcomputers have just been installed and the first phase of the formal training is only just beginning. Templates for entering personnel records and time series agricultural statistics have been developed, but little data entry has occurred since the computer training has not been completed. A substantial amount of application program development must be completed before the routine reporting of the Kanwil/Dinas/Bimas agencies has been computerized.

It has also been proposed that the Kanwil facilities be utilized for entering the PATANAS data. Extreme care should be taken that the limited computer facilities (there are only expected to be three microcomputers) and staff in each Kanwil are not overburdened with computerized reporting and thus unable to perform the envisioned planning operations.

The proposal to place additional technical assistance (under the current AP project) in South Sulawesi should be approved. The TA should be used to assist in implementing the data bases, assist with microcomputer training, and work with planning methods. The planning methods should include assisting the staff to develop realistic enterprise cost and return budgets to complement the agroeconomic zone land use studies.

III. Project Management.

1. Committee Structure (planned).

A fairly elaborate committee structure for managing the project was set forth in the PP. This structure included at the national level a Project Steering Committee (PSC) and a Policy Analysis Working Group (PAWG), and at the provincial level a Provincial Steering Committee and a Province Working Group. Specific responsibilities for the committees were set forth in the PP and the committees were to have been established by the third month of the project. As elaborated in the 1986-1987 implementation and work plan of the project, committee structure and responsibilities were to be as follows :

a) Project Steering Committee membership :

- Secretary General (Chairman)
- Director of Bureau of Planning
- Director of CADP
- Director of CAER
- Representatives from Ministries expert staff
- TA Team Chief of Party
- AID Project Manager

Provision was made for the inclusion of others as needed, and specific mention was made of BAPPENAS, BULOG, and Public Works.

Major responsibilities were to include :

- general policy guidance and project coordination
- approval of annual plans for training
- determination of participant selection procedures
- procurement decisions
- monitoring of progress and impact of special policy studies
- review of proposals for practicums

The PSC was scheduled to meet quarterly and to provide a written quarterly report to AID, all PSC members, and to the Province Steering Committee.

b) Policy Analysis Working Group membership.

- Secretary General (Chairman)
- BOP representatives
- Representatives of the Directorates-General
- Representatives of CAER
- Representatives of the Minister's Expert Staff
- Delegates from the outside agencies involved in agricultural policy formulation
- Ad hoc appointments from universities

The function of this group was to coordinate and support analytical effort throughout the MOA. Policy analysis activities of the project were to be carried out within the framework established by the PAWG.

c) Provincial Steering Committee membership.

- Kepala Kantor Wilayah (Chairman)
- Ketua BAPPEDA
- Representatives of the Governor's Office
- Kepala Dinas
- Representatives from provincial universities
- Observer from BOP, Jakarta

The major responsibility of this committee would be to supervise the design and implementation of the practica.

d) Province Working Group membership.

- Kantor Wilayah Staff or Kepala Biro Program of Kanwil
- Kepala / Staff of each Dinas
- Representatives of BAPPEDA.

This committee was to be chaired by The Kepala Biro Program of the Kanwil, would be under the direction of the Province Steering Committee, and would assist in carrying out the activities of the project.

This planned committee structure appears to have been comprehensive and well-conceived. It provided for broad representation of key agencies involved in the agricultural policy and analysis area and had the potential for providing useful project management inputs.

Unfortunately, however, the planned structure does not appear to have been implemented. There is no evidence that the PSC was ever convened. The PAWG did meet initially, but ceased to function after a relatively brief period of time. Similarly, with one notable exception (Bengkulu), provincial level officials indicated that they did not utilize these formal mechanisms to any great extent as a management tool.

Reasons given regarding why the national level committees were not used as planned indicated that: the designated representatives were of too high a level, too busy, and thus unable to convene; and that there was sufficient confidence in the Director of BOP that he could make the necessary decisions without relying on the committee. There was some evidence that internal consultations, often by telephone, were sometimes held with some members of the committee. It is also apparent that the GOI Project Manager has played a very active role in day-to-day project management. At the provincial level, no particular reasons were given for the limited use of the committees.

It is the feeling of the Evaluation Team that, at a minimum, the PSC should become much more involved in the overall direction of the project. Experience with the use of Steering Committees in other AID-supported projects in Indonesia suggests that they can be very effective mechanisms for project management, and that although all upper level government officials are extremely busy, their input is critical to the implementation of successful projects. Where there exists a high level of interest in the project, there normally also exists a high level of participation in the PSC.

2. Technical Assistance Team/AID Structure for Project Management.

a) IA Team Chief of Party. The dual responsibilities of serving as COP as well as in a major technical role as Senior Agricultural Policy Analyst have placed a heavy burden on one individual, particularly during the start-up phases of a rather complex project. In retrospect, it would have been desirable for provision to have been made in the PP for an Administrative

Officer to be included in the contract team to handle many of the more routine administrative details, document processing, and follow-up which are essential to project implementation. The COP has estimated that he has spent some 75-80 percent of his time during the first two years in dealing with administrative matters, and further estimates that his three long term team members have spent 50 percent of their time on such activities. If these estimates are accurate, this suggests a rather uneconomic allocation of professional inputs. However, if "administrative details" were construed by the COP to include time spent in advising on ways of improving organizational, structural, and managerial conditions within the MOA, such activities are very much in accord with the objectives set forth in the PP.

The Chief of Party actually departed Indonesia within a week of the arrival of the Evaluation Team and will not be returning to Indonesia. As a result, it was not possible for the Team to have more than one in-depth discussion with him, and this was in an open meeting soon after the Team's arrival.

The Evaluation Team feels some concern over the limited success which has been achieved in developing a holistic approach on the part of the contract team in terms of addressing the overall objectives of the AP project. The somewhat laissez-faire style of management has resulted, to some extent, in each team member pursuing his individual responsibilities within the project with limited joint planning or discussion of the inter-relationships of each component. Furthermore, since formal Project Steering Committee meetings were not held, there are no signed minutes or other formally agreed to documentation regarding changes in project scope of work and TA assignments that were found to be required as the project progressed. These modifications, however, have apparently been discussed with an approved by AID on an ad hoc basis.

A final concern relates to the role of the in-coming replacement COP. If this individual has not had significant previous experience working within the MOA, it will be quite difficult for him to develop the requisite institutional

knowledge and to establish the essential working relationships with, and confidence of, his high level counterparts in the short time remaining in the project. It would appear particularly unlikely that he will be able to fulfill the role of policy analysis advisor to top decision makers, since such a role requires the establishment of a high degree of mutual respect and confidence -- and this can not be quickly or easily developed. There have been indications from the MOA that the replacement Senior Advisor should be both able and willing to communicate well with junior Staff in the BOP and develop their analytical capabilities as well as providing assistance and counsel to upper level policy makers.

It should be recognized and emphasized that the out-going COP has been quite effective in establishing good working relationships both with his Indonesian colleagues and with AID officials. The high regard in which he is held is apparent.

b) AID Project Manager. About six months ago a change was made in AID project managers for this project. Along with this change came a change in management style. The former project manager had been involved to some extent in the designing of the project and maintained a fairly strong personal and professional interest in the technical aspects of the project in addition to the more purely administrative aspects. He was also, perhaps, somewhat more relaxed in his interpretation of rules and regulations. The current project manager plays much less of a "hands on" participatory role in the project, while at the same time bringing a "tighter" management style in terms of assuring that rules and regulations are closely adhered to. This, in turn, has apparently resulted in slower turn around time in terms of processing of action documents, and increased frustration levels on the part of the contract team in implementing the project. However, appropriate adjustments appear to be being made by both the contract team and the project manager. It should be noted that this reduced direct involvement of the project manager is in large part attributable to AID under staffing in terms of the number of projects which each manager must oversee. It should

also be noted that the project manager has delegated a considerable amount of responsibility for day-to-day oversight of the project to his Indonesian assistant, and this person maintains close and effective contact both with the contract Team and with the GOI project manager.

3. Reporting Procedures and Evaluations.

Provision was made in the PP for regular progress reports and evaluations. Appendix F lists reports required by the TA Team. The following list indicates some of the evaluation and reporting requirements of various entities :

- evaluation of short course planning and policy analysis training provided by Indonesian universities;
- review of the design of the NADB prior to implementation;
- review annually progress towards a distributed, integrated data processing system across the MOA;
- evaluation of each university short course at its completion;
- evaluation of the data base management systems within the first four months of the project;
- full scale external project evaluations during the third and fifth project years;
- quarterly reports prepared jointly by the PSC and the TA Team;
- semi-annual reports to the PSC and AID on the provincial component of the project, to be prepared by the Computer Applications Specialist and the Agricultural Economist.

Whereas a number of the evaluations and reports have been prepared as planned, some have apparently fallen by the wayside or been delayed. For example, there is no evidence that the quarterly reports which were to have been jointly prepared and distributed by the PSC and the TA team were ever undertaken. In the view of the Evaluation Team, these quarterly reports could have been quite effective as a management tool which would

provide regularly scheduled assessments of project progress, problems, and joint activities to be undertaken. On the other hand, reporting requirements under this project appear to be fairly high. Perhaps a joint AID-TA-Team-GOI review of what reports are really needed and how they will be utilized is in order at this point. The objective of such a review would be to ensure that useful reports are in fact prepared in a timely fashion and that the requirement for non-essential reporting is dropped, thus freeing TA inputs for other professional activities.

4. Summing Up.

The foregoing observations are not intended to convey the idea that the Evaluation Team feels that there have been major management problems with this project. They are no greater than those normally encountered in undertakings of this nature. However, attention to some of these issues may result in even more effective project management in the future.

IV. Conclusions.

1. Some of the key assumptions which were made at the time of preparation of the Project Paper have since proven to have been incorrect. These include the following:

a) that it was feasible within the CADP to develop a large centralized agricultural data base, and that this was both required and desired by the MOA;

b) that the BOP had the stature, potential strength, and personnel to play a major planning and analytical role within the MOA and that BOP had the GOI mandate for conducting research and policy analyses;

c) that structural changes would soon occur within the MOA which would permit the development of a strong BOP with an analytical capability to support and influence top level decision making;

d) that the various operating units of the MOA would be

willing and interested in communicating closely with one another and freely sharing data bases.

In fact, experience has shown that there was inadequate computer capacity anywhere in the MOA to develop the centralized National Agricultural Data Base as originally conceived, that it was not feasible to attempt to put in place such a system, and that in fact there has not been much demand for such a system. It has become apparent that the BOP does not, in fact, have a research mandate (within the MOA only AARD has such a charge), and that BOP functions were and have continued to be primarily administrative in nature as opposed to being oriented towards research and policy analysis.

Structural changes which were anticipated at the time of project design have, in the main, not been realized; at the time of this review optimism again runs fairly high that structural changes may be imminent which will facilitate the development of a strong policy research and analysis unit which will be relied upon to provide professional support services to decision makers.

In terms of data sharing, it was found that although data could be obtained from sister units, there was a tendency on the part of each unit to regard its data as proprietary in nature and sharing was based more upon the strength of personal relationships than upon an institutionalized system for data exchange.

2. Restructuring within the MOA may be desirable for the development of a strong economic research/planning/analytical unit which will be capable of providing Ministerial decision makers with accurate and carefully conceived policy alternatives and the likely impacts of each. Recognizing the procedural difficulty in implementing organizational changes, such functions may initially be performed by a task force group. To be effective, such a unit would need to have not only highly qualified staff and the mandate to fulfill such a function; it would also need to be placed administratively at a sufficiently high level that it commanded respect and cooperation of other key units of the MOA -- notably the various Directorates-General and

AARD. This suggests the desirability of attaching the unit directly to the Office of the Minister or the Deputy Minister and giving it both the responsibility and the authority for policy analysis within the Ministry. This would imply that the unit would coordinate all policy related issues emanating from the respective Directorates-General. Secondment of selected professionals from CAER, CADP, "Staff Ahli", and possibly some of the Directorates-General would perhaps be one means of bringing together a staff of the required professional quality for such an undertaking. Whether such action would be considered desirable or feasible by the MOA is problematic.

Discussions with the Deputy Minister indicate that any such major structural changes are unlikely to occur in the short run. However, the question as to whether AID should continue to attempt to support the development of an analytical capacity within BOP in the absence of some form of internal reorganization must be addressed.

3. There appears to be the potential for substantial overlap in the objectives of the AP project and the Secondary Food Crops Development project in terms of economic research and policy analysis. Plans under the latter project to further strengthen the professional capacity for agricultural planning and analysis within the Directorate-General for Food Crops might tend to diminish the potential for developing the BOP into a viable policy unit. The similarity of some objectives and approaches between the AP project and the SFCD project, coupled with the current policy of AID to reduce the number of projects which it supports, suggests that collapsing the two projects into one merits consideration. This would not only meet the AID objective of reducing project monitoring requirements but could also effect greater coordination of project activities towards agreed upon objectives.

4. Project activities at the KANWIL level appear to have been particularly well received and it is apparent that there is very strong support at the provincial offices for continuation and

expansion of this dimension of the project. The Deputy Minister has clearly indicated to the Evaluation Team that he assigns high priority to developing the planning capability of the Kanwils. The project has been effective in bringing together key actors in the field level data collection and planning process (e.g. DINAS, BAPPEDA, etc.), especially through the training practica. Strengthening of the planning capabilities of, and increasing cooperation between, officers of the Kanwil, Dinas, and Bappeda is a prerequisite for effective decentralized planning.

However, given the structure of the GOI the question must be asked as to whether the KANWIL will ever have the power or influence to be a force in provincial planning irrespective of the levels of training provided and expertise which may be achieved. At the present time the KANWIL apparently has the responsibility but not the authority or the resources to function as a coordinating unit for the proposals (DUPs) that are developed in the field. Rather, they appear to be in the position of serving more of a "rubber stamp" function for the submissions of the various DINAS offices. The Deputy Minister has stated that he intends to implement changes which will strengthen the role of the KANWIL, so this situation may change in the future.

5. The qualifications of the technical assistance team have been high and they have been generally quite well received and well utilized by their counterparts in the MOA. Two of the four have developed particularly good communication skills in bahasa Indonesia and appear to be very effective.

The professional inputs of the team may have been constrained somewhat by the requirements of project administration (the COP estimated that upwards of 75% of his time and perhaps 50% of his other team members' time was devoted to "administration" during the first two years of the project). However, it is not unusual to have to spend considerable time in such activities in getting a project off the ground. It is also expected that technical assistance time will be involved in developing technical specifications and justifications for computer equipment but not in the actual solicitation of bids.

In retrospect, it would appear that the design of the project which cast the COP in the dual role of project administrator while also expecting him to fulfill the responsibilities of a senior economics advisor and policy analyst may not have been realistic. The inclusion of an Administrative Officer on the team could have freed up much of the TA team's time for more professional activities and at substantially lower opportunity costs to the project.

Despite this, the COP appears to have been quite effective in establishing a strong collegial relationship with his high level counterparts and in providing personally the kinds of analytical services that they desired; the question must be asked, however, as to what the long term impact of these "policy inputs" will be in the apparent absence of success in the institutionalization of a system designed to continue these professional services now that the COP has departed.

Very good progress has been made in the continued development of the CAER and in getting the PATANAS data computerized. For a number of reasons, the TA input has probably been relatively ineffective in efforts to meet project objectives in terms of the CADP and in fact the duties of the advisor have to a large extent been shifted in recent months to other areas within the MOA.

As a general observation of the overall TA input, it appears that it may have suffered somewhat from a lack of coordinated direction designed to weld the unit into an integrated project whole as opposed to a number of relatively independent activities. With the exception of the Kanwil activities, there appears to have been little in the way of group planning among the team members over the past two years; rather, each seems to have been concerned with and responsible for his particular component of the project with little provision or opportunity for input of a holistic nature.

6. A change in AID project managers took place some six months ago with the result that much less of a "hands on" participatory role in the technical aspects of the project is now evident.

Along with this change in management style came a tighter interpretation of AID rules and regulations which govern project activities. This, in turn, resulted in slower turn around time in terms of action documents and increased frustration with difficulties encountered in implementing the project.

It should be noted that this reduced involvement of the AID project manager is in large part the result of under staffing in terms of the number of AID projects which must be managed; thus the move by AID to reduce the number of projects and the burden on project managers. It should also be noted that the Indonesian AID assistant project manager has continued to be closely involved in the project and it appears that much of the responsibilities that might formerly have been carried out by the project manager have been delegated to him. Nevertheless, a somewhat closer involvement of the AID project manager is probably warranted and would result ultimately in a stronger project and better AID- Contract Team joint understanding and project planning.

7. The Project Paper called for the establishment of four key committees which could provide a mechanism for planning and guiding the project. At the national level there was to be a Project Steering Committee (PSC) and a Policy Analysis Working Group (PAWG). At the provincial level there was to be established a Province Steering Committee and a Province Working Group.

Although the concept appears to have been sound, there is little evidence that the proposed committee structure has ever been effectively implemented. The full PSC apparently was never convened although some telephone consultations among committee members were held from time to time. The PAWG did meet initially but subsequently ceased to function. With a couple of exceptions, the provincial level committees have not been utilized. Reasons for not fully implementing the national level committees revolve around the fact that high level officials who formed the membership were too busy to meet.

The Evaluation Team feels that failure to use the committees has tended to restrict participatory input from a broader representation of those agencies and organizations involved in agricultural planning and analysis, and thus may have reduced the potential effectiveness of the project. It is recommended that a strong effort be made to operationalize and effectively utilize these committees in the management of the project.

8. In general, the Special Studies component of the project has addressed important issues in Indonesian agricultural development planning. It has also provided an effective vehicle for bringing BOP and CAER planners together with a broad array of specialists, both Indonesian and expatriates. These studies have also provided an opportunity for greater professional involvement at the provincial level and for greater cooperation with provincial universities.

On the negative side, it appears that the broader "MOA planning family" has not been made sufficiently aware of the activities of the project and opportunities for participating more fully in them. To be fully effective, it may be necessary to solicit greater involvement of the planning units of the Directorates-General in these activities. Such involvement should, in the long run, facilitate and strengthen the role of BOP as a coordinator of planning and analytical activities throughout the MOA.

9. Training under this project was to be of four major kinds, i.e. 1) masters degree training, both in Indonesia and overseas 2) non-degree short course training at universities 3) on-the-job training of several types, and 4) planning practica at the provincial level.

Among these, the degree training has been the most difficult to implement for a number of reasons, including: insufficiently high GPA's achieved in S-1 programs, difficulty in passing the "Indonesian GRE test", and (for overseas training) weak English language skills. There is also, apparently, the concern on the part of the participants that they will not have a similar or

higher position available to them when they complete their training and return. Thus, there is a reluctance to accept long-term training opportunities.

In regard to short course training at universities, there continues to be concern expressed by participants that the courses are not sufficiently applied in nature; there remains some tendency to provide standard courses from the existing curriculum rather than courses specifically tailored to the needs of the participants.

On-the-job training and practica have generally been popular and well-received. Some problems have been encountered when individuals who have no previous planning background are invited to participate in planning oriented programs, particularly when mixed in with individuals from planning backgrounds; the lack of homogeneity reduces the effectiveness of the training and adds frustration to the participants. It was also noted by a number of respondents that following completion of the training it is not uncommon to be transferred out of planning positions, thus reducing the effectiveness of the training program. At some of the provincial sites, former participants indicated that they had been led to believe that if they finished a particular program ranked among the top five students in the class they would automatically receive further university short term training and perhaps even S-2 level training opportunities. This subsequent training apparently has not been routinely provided and this has created some discontent.

Overall, however, the training appears to be both useful and well-received both by participants and by their supervisors. Many of the latter commented on enhanced job capabilities of the trainees. At the provincial level the value of bringing into contact trainees from various planning units within the government was also regarded as an important contribution to closer and more effective cooperation in the planning process.

10. Provision was made in the PP for regular progress reports and evaluations, some the direct responsibility of the TA Team, some the responsibility of the GOI or project committee, and some

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(especially evaluations) the responsibility of AID. Whereas a number of the evaluations and reports have been prepared as planned, some have apparently fallen by the wayside or been delayed. For example, there is no evidence that the quarterly reports which were to have been jointly prepared and distributed by the PSC and the TA team were ever undertaken. These reports were also to be key to PSC agenda formulation. In the view of the Evaluation Team, these quarterly reports could have been quite effective as a management tool which would provide regularly scheduled assessments of project progress, problems, and joint activities to be undertaken. On the other hand, reporting requirements under this project appear to be fairly high.

Perhaps a joint GOI-AID-TA Team review of what reports are really needed and how they will be utilized is in order at this point. The objective of such a review would be to ensure that useful reports are in fact prepared in a timely fashion and that the requirement for non-essential reporting is dropped, thus freeing TA inputs for other professional activities.

11. AID has supported efforts to strengthen planning capabilities among ASEAN member countries through the Agricultural Development Planning Center (ADPC), which is located in Bangkok. ADPC provides training in areas appropriate to the needs of the AP project and similar to some of the training provided through the AP project. There would be advantages to be derived through developing closer relationships between AP activities and ADPC activities -- perhaps joint training programs in some areas. It might also be possible to arrange to send the outstanding "graduates" of AP project training in Indonesia to ADPC for more advanced programs.

It might also be beneficial to develop a closer communication and cooperation between the AP project and the Project on Systems Analysis for Agricultural Development which is also housed in the BOP but supported with UNDP funds and implemented in cooperation with the Center for World Food Studies (University of Amsterdam), the FAO Policy Analysis Division in Rome, and the International Institute for Applied System Analysis

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in Vienna. A similar observation can be made in respect to the IFPRI/ADB project which is located in Bogor.

The results of cooperation between the AP project and the Secondary Food Crops Project is an example of the benefits from such interactions. The AP project funded over 4 months of short term econometric assistance to the SFCD project to collaborate with the staff of the Food Crops Directorate. The outcome of this effort (supported by the Director of BOP) was a series of papers on topics such as fertilizer subsidies, international trade, domestic food prices, marketing, and diversification. The results were fed back through the BOP to the Minister and to international donors. In addition, the AP project provided support for a field survey. Personnel from the DG of Food Crops were also involved in the Round Table discussion which was supported by the AP project.

Given the limited available resources and the substantial need for policy research and analysis in a number of fields, this kind of inter-project communication and exchange is essential to efficient resource allocation and utilization.

12. The concept of replacing the centralized National Agricultural Data Base with a series of smaller and/or more aggregated data bases maintained on microcomputers throughout the MOA is technically feasible. Whether the concept can be made operational in the foreseeable future depends on :

- 1) establishment of an MOA-wide computerization policy which sets up standards for data formats and priorities for the type of information to be computerized;

- 2) purchase of additional microcomputers, development of microcomputer skills, and development of application programs for entering and verifying information in each of the 27 Kanwils;

- 3) installation of microcomputers, provision of microcomputer training and development of data bases in each of the Directorates-General of the MOA.

Steps 2 and 3 are being implemented under the AP and ARSSP projects, and by the efforts of the CADP. Proposals for an MOA computerization policy have been presented but not yet formally

acted upon. An acceptable MOA policy should be developed and adopted so that the design for the decentralized data bases and the mechanics for computerizing information flows throughout the MOA can be worked out.

V. Appendices.

Appendix A.

MID-TERM EVALUATION -- SCOPE OF WORK

1. Project: AGRICULTURAL PLANNING PROJECT # 497-0342

2. Purpose

The general purpose of this mid-term evaluation is to provide the Ministry of Agriculture (MOA) and USAID with an assessment of project performance to date and guidance for future project direction. The evaluation seeks answers to the following specific questions:

a. Changes have taken place in the Project's activities and mode of operation as a result of new circumstances that emerged during early project implementation. Are these changes in the structure of the economy and GOI (MOA) administrative apparatus consistent with original project activities? Are any further adjustments in activities and level of effort required to achieve project outputs?

b. Is the Project sufficiently integrated with other related USAID/I initiatives to assure complementarity and to avoid duplication of effort? Are changes in the project's objectives called for to bring it into alignment with any new dimensions of the Mission's program as reflected in current CDSS guidance.

c. What changes in the mix of project inputs, eg. T.A. skills, training programs and commodities, may be necessary to support remaining project activities and be responsive to new emerging needs both in Jakarta and in the provinces?

d. What measures can be taken to establish effective project management arrangements so as not to detract from the technical roles and duties by the contract T.A. team?

- e. What evidence is there to date of improved GOI agriculture policy analysis and planning skills?

The results of the evaluation will assist the MOA and USAID to determine what modifications, if any, will be needed to the current Project Design, Grant/Loan Agreements and Technical Assistance Contract to redirect activities and provide additional resources and/or time to assure attainment of project objectives.

3. Project Background and Description

3.1 The Project Evaluation Plan

The Evaluation Plan for the Agriculture Planning Project calls for a mid-term evaluation during Year #3 of the project. USAID/Indonesia has scheduled the mid-term evaluation to be undertaken during February/March 1988. While this is in the middle of Year #4 of the project, this rescheduling is viewed as appropriate because:

- a) Delays in negotiating the AP technical assistance team resulted in a lapse of 20 months from the time the project began with the signing of the grant/loan agreements in April 1984 and the arrival of technical assistance team members in January 1986.
 - b) An internal GOI evaluation of the project is scheduled for December 1987 to January 1988 and is needed to provide information for use by the USAID evaluation team;
 - c) Administrative changes within the GOI are anticipated to take place as a result of elections in May 1988 and an evaluation report prepared immediately prior to that time would be useful for guiding any project modifications by new MOA leadership.
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3.2 The Economic and Political Environment

The mid-term evaluation should recognize explicitly the impact on past and future project performance of several emerging realities in the Indonesian economy and agriculture sector:

a) In the public sector severe financial strains are affecting GOI capacity to sustain the range of agricultural development programs launched in the past. It will be necessary to foster changes in the mix of public sector programs to emphasize those that impose the least demands on operating budgets. At the same time a corps of well-trained and motivated GOI agricultural technicians enable the government to launch more sophisticated and ambitious programs in new crops and regions. Trends toward decentralization of the governments institutional structures and deregulation of administered markets create new scope for mobilizing local government and private sector initiative which can partly compensate for fiscal shortfalls and can absorb a share of available trained technical manpower. Finally reorganization plans are underway within the MOA which are aimed at enhancing its research and analysis capabilities particularly with regard to policy.

b) In the agricultural sector the technological base has been broadened both through earlier investments in research and through utilizing ways to tap external technologies generated particularly in the international agricultural research centers. Indonesian farmers are becoming more market oriented as well as more disposed to experiment with new technologies and crops. This increases the scope for responding both to demand for new food crops as a result of rising national incomes and purchasing power and to the need for more employment opportunities as the supply of labor grows. It important efforts to establish sustainable agricultural production systems in harmony with regional biophysical resources endowments. This will require the planning of programs and projects which work to preserve the

natural resource base from damage by over farming or overuse of agricultural chemicals as pressures build to increase the intensity of agricultural production.

c) In the national economy, rising incomes and purchasing power need careful monitoring to assure that agriculture is responsive to new demands for food products as diets change and diversify. International market trends also merit careful watching to determine where new market opportunities mesh with the country's comparative advantage in crop, livestock and fisheries production. Better and more comprehensive data bases on both domestic production and on international market conditions through affiliations with U.S. academic international agricultural research centers (eg. Harvard, Stanford and Iowa State) create new opportunities for more timely, relevant and accurate policy and planning activities than have been possible in the past. Fast-paced innovations in microcomputer and telecommunications technologies also enable planners and analysts to gain more rapid access to data and to decentralize while at the same time better coordinate their efforts.

Combined, these conditions create an atmosphere of both challenges and opportunities in which the Agricultural Planning Project must function. Equally important is the experience base built up during the first two years of project activities which has identified the divergence between project activities as originally designed and the framework within which the public agricultural sector institutions operate at a national and decentralized regional level. The mid-term evaluation will be critical in identifying measures that can be taken to redirect remaining project resources to assure accomplishing project objectives as well as assess the relevance of those objectives today.

3.3 Project Description

The Agricultural Planning Project (APP) was initiated in April 1984 with USAID loan funding of \$6.0 million, USAID grant funding of \$3.0 million and GOI counterpart funding of \$3.9 million. (In September 1987, USAID and the GOI agreed to amend the Project moving \$1.250 million from loan to grant funding so that Grant funds were reallocated at \$4.250 million and Loan funds at \$4.750 million.

The project was developed to assist the GOI Ministry of Agriculture in its efforts to improve and institutionalize, at the national and provincial level, its capacity for agriculture policy analysis and planning and for the formulation of agricultural programs and projects. These objectives have not changed but the nature of the project's activities has evolved to reflect circumstances encountered during early implementation. The Project was originally designed to provide assistance support to the GOI under five project elements:

a) Special Studies. The project supports special studies, conducted with the help of short-term Indonesian and foreign technical consultants, directly related to the conduct of a policy analysis agenda formulated and to be coordinated by an informal Policy Analysis Working Group within the MOA.

b) Planning and Analysis Training. Applied training is aimed at government professionals inside and outside the MOA who have direct impact on agriculture policy formulation. Based on selection criteria developed under the project, participants will engage any of three types of training programs:

- o On-the-job training. Guidance and coaching by the team of four technical advisors and through applied policy analysis workshops led by the advisors and/or senior Ministry and university staff;
- o Short-term training. Curriculum development for use by national and provincial university short-courses

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focused on applied skills improvement for planning staffs within MOA and related planning agencies;

- o Masters training. Economics, rural development and public management training for approximately 30 MOA Directorate General (DG) and Dinas offices to be carried out in Indonesia (approx. 20), Thailand or Philippines (approx. 6) and U.S. (approx. 4).

c) Data processing and management. Originally the project conceived of developing a mini-computer based large centrally operated National Agricultural Data Base (NADB) containing financial, personnel, project monitoring, material and agricultural production and price information. The NADB was to be accessed in a decentralized fashion by GOI agencies both in Jakarta and in the provinces. In practice the logistics of such a centralized system plus the proprietary control over data sources exercised by many GOI agencies have proven this option to be unfeasible. Instead a "vertical slice" approach to building smaller data bases within a microcomputer environment has been proposed by the technical assistance team. Computer and communications equipment are covered under this component as well as training for approximately 75 Indonesians in short-courses in computer related subjects in Indonesia and abroad.

d) Technical Assistance. A team of four long-term technical advisors work with the MOA agencies in: planning and research (two advisors); computer applications (one advisor); and computer systems operations and management (one advisor). The team's activities include: (a) assisting in the development of a policy analysis agenda; (b) providing technical assistance in the analysis of policy options; (c) defining MOA computer development strategies; (d) developing staff training plans; (e) assisting to improve data accessibility and management; (f) helping develop and conduct provincial level activities; and (g) providing on-the-job training and guidance. Additional short-term local and

foreign advisory help is used in support of the Special Studies element of the project.

e) Provincial Activities. New approaches to local level agricultural planning are being tested in three pilot regional locations. (Originally two sites were proposed.) The development of two-month training "practica" for the application of analytical skills to local agricultural issues, programs and projects; the upgrading of agricultural information available to analysts and of the micro-computer based equipment and skills needed to manage and analyze that regional information and to integrate national, macroeconomic and international trade considerations into policy, program and project analysis.

Overall Project management was to reside in a Project Steering Committee composed of participating MOA agencies and chaired by the MOA Secretary General. The Steering Committee itself was to be assisted by and to coordinate with: a) the Consultant Team responsible for technical assistance; b) a Policy Analysis Working Group charged with Special Studies management; and c) Provincial Steering Committees established in each Kepala Kanwil to oversee regional activities. In practice apparently less structured arrangements have evolved for oversight of project activities.

4. Statement of Activities

The mid-term evaluation team will conduct its work in Indonesia over a period of five weeks beginning o/a February 15, 1988. The evaluation will be conducted in Jakarta at the offices of the Indonesian Ministry of Agriculture Bureau of Planning and at USAID, and at the three provincial locations where pilot agriculture analysis and planning activities have been initiated under the project.

The mid-term evaluation team will be led by a Senior U.S. policy advisor who will direct one U.S. specialist in training in micro-computer techniques for policy analysis and two Indonesian consultants specialized in agriculture data systems management

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and in developing and conducting training courses on policy analysis and planning.

The basic task of the evaluation team will be to measure and assess progress to date toward attaining the End of Project Status (EOPS) benchmarks as outlined in the Project Paper. Background materials for the evaluation will include: a) the project paper, grant and loan agreements, technical assistance contract, trainee selection criteria and project management plans developed by the GOI; b) quarterly and annual project monitoring reports, semi-annual reports on provincial activities and evaluations of training courses conducted to date; c) commodity procurement specifications; and d) special study and policy research reports prepared to date; e) USAID CDSS policy dialogue agenda and other program guidance documents and related project papers for Agriculture and Rural Sector Support and Secondary Food Crops Development among others to be identified by USAID/I staff.

As detailed in the Project Paper the evaluation will examine the effectiveness of the project from the standpoint of general project management arrangements and in terms of national and provincial level activities.

4.1 Project management arrangements

The evaluation team will examine the institutional relationships established for the management and coordination of the project and assess their effectiveness up to the moment. The team will also make recommendations for any simplification in these arrangements. The team will examine institutional arrangements on two levels: a) how this project is coordinated with other related USAID funded activities in the agriculture sector; and b) the arrangements for coordinating the various MOA agencies involved in the conduct of project activities.

a) Related USAID-Funded Projects. Related USAID-funded projects include the Secondary Food Crops Development Project (SFCDP) # 497-0304 and the Agriculture and Rural Sector Support Program (ARSSP) # 497-0357. Under the SFCDP, production and

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distribution system models for rice and major secondary food crops have been developed in conjunction with staff from the Directorate of Food Crop Economics. As well, the system is being used by the Ministry of Agriculture in evaluating food crop policy and in preparation for Repelita V. USAID and the Government of Indonesia are cooperating on policy support program to be conducted over the next two years. The ARSSP provides funding to the AARD of the Ministry of Planning among other GOI agencies to supplement ongoing and high priority agriculture policy research activities. The relationship of APP to these projects in the context of the Mission's overall CDSS guidance is an important evaluation consideration.

Finally, to conduct its activities in a responsive fashion, the contract consultant technical advisory team has developed a set of management arrangements for the GOI in order to expedite processing its requests for commitment and disbursement of AID funds. These arrangements should also be assessed for their effectiveness at achieving project objectives and to assure that the technical role of the consultants is not diminished by administrative duties.

b) Institutional Arrangements within the MOA. The APP proposes the establishment of steering committees and working groups to oversee project activities. In practice, these arrangements have not been utilized to the extent foreseen. The evaluation should look at the rationale for these arrangements in relation to current needs for coordinating relationships between participating GOI institutions in the Project and identify any modifications that would be appropriate to increase the effectiveness of project implementation. The evaluation should also examine how project activities are affected by the proprietary arrangements employed by GOI agencies in the management of the information and data systems.

Working relationships between the consultant technical assistance team, USAID and the GOI counterpart agencies within the MOA should also be examined for their management effectiveness. A major structural change is anticipated within

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the MOA in the Spring of 1988; the evaluation would assess how the basic structure of the project might be altered to keep in step with these changes.

4.2 National level activities

At the national level, the evaluation team will examine progress to date on:

a) Special studies: (1) What is the status of the special studies and policy research agenda setting? (2) What special studies have been completed and how have they been used? (3) How effective have been the arrangements for the sub-contracting of local and foreign consultants in special study preparation? (4) What has been the role and effectiveness of the Policy Analysis Working Group which was to be created to oversee the development of the special studies agenda and the use to which the studies would be put?

b) Planning and Analysis Training: (1) How does the current mix of on-the-job, short-course and MA training activities compare with that planned for in the project paper? (2) How are the on-the-job training activities being conducted by the consultant team and how many have participated in them? (3) What do the short-course evaluations reveal about their usefulness and how have they been used as feedback into the course redesign and development? (4) What does the lack of M.A. training participants reveal about the need for or administration of this element? (5) Are trainees coming from the appropriate agencies, with the needed preparation and with the opportunity to use newly acquired skills? (6) What has been the involvement of local universities in the short-course development process?

c) Data Processing and Management: (1) What adjustments have been made to the concept of the National Agricultural

Data Base (NADB) and why? (2) How has the project dealt with the issue of GOI agency proprietary control over data and how can this problem be resolved in the future? (3) What new microcomputer and telecommunications equipment needs have emerged during the project and how appropriate have early project equipment purchases been? (4) How effectively and extensively is this equipment now being used? (5) What is the status of the MOA plan for decentralization of the information system and how effectively have project targets and benchmarks been met?

4.3 Provincial level activities

The evaluation should give special emphasis to the provincial level activities of the project because of their experimental nature and the lessons sought on how to build skills and improve decentralization of planning efforts. Particular attention should be given to the training and data management activities during the mid-term evaluation.

a) Planning and Analysis Training: (1) What has been the progress to date in short-course practicum development and use in provincial training activities? (2) What has been the relative effectiveness of local university involvement in each of the three provincial locations? (3) What has been the level of participation, preparation and receptivity of provincial trainees?

b) Data Processing and Management: (1) What progress has been made at upgrading provincial information resources and analysis techniques at the three provincial locations? (2) What special equipment installation, use and maintenance problems have been encountered at the provincial level? (3) What is the status of plans for setting up provincial communications networks with the MOA Jakarta agencies for the transmission of information?

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5. Evaluation team qualifications and responsibilities

5.1 Senior policy analysts team leader (5 weeks). The foreign senior policy analyst and team leader should be a Ph.D. trained economist or agricultural economist or social scientist with experience at agriculture policy making and counseling in Asia, and if possible Indonesia. The team leader must have hands on experience working in a technical advisory capacity with host country nationals in a national government atmosphere involving the improvement of capacity to conduct agriculture policy analysis, planning and project development and using that capacity for policy making and implementation. Experience in agricultural information systems management and/or agricultural communications would also be useful. The team leader will be responsible for coordination of the overall mid-term evaluation and directly responsible for evaluating the special studies and related training and T.A. elements of the project.

5.2 Team evaluator #1 (5 weeks). This individual must be a Ph.D. trained economist, agricultural economist or agricultural communications skilled in quantitative analytical techniques and agriculture information systems management and with experience in the training and use of microcomputer applications in agriculture development planning, policy analysis and project development. Experience in agriculture communications would also be useful. This person will be responsible for evaluating the data processing and management and the related training, technical assistance and provincial activities elements of the project. This foreign consultant must have prior experience in Indonesia or Asia.

5.3 Team evaluator #2 (5 weeks). This person should be an Indonesian specialist with at least M.A. level training in economics or agricultural economics with English fluency. He/she should have practical policy and project analysis and program planning experience in the Indonesian official institutional setting. Understanding of the Indonesian policy-making process will be critical for this person to contribute effectively. This

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person will be responsible for working directly with the evaluation team leader on the special studies and technical assistance elements of the project.

5.4 Team evaluator #3 (5 weeks). This person should be an Indonesian with at least an M.A. level specialist in quantitative techniques in the application of agricultural statistics to analysis and planning within the agricultural sector. This person also should be acquainted with the national and regional agricultural setting and institutional framework and experienced in academic training in related fields. This person will work with the U.S specialist in microcomputer applications to agriculture data base management, policy analysis and planning and project and program planning.

6 . Evaluation Schedule

USAID anticipates that the evaluation team will require 30 working days to complete the evaluation tasks outlined above from the time it arrives in-country in mid-to-late February 1988. It is essential that the evaluation be completed by early April to enable its readiness for consideration by new GOI leadership expected to take control shortly thereafter. The tentative schedule of activities is as follows:

Week #1	Evaluation team arrives in country and meets with USAID and MOA staff. Arrangements made to travel to provinces during middle of Week #2.
Week #2	Continuation of MOA meetings and depart for provinces mid-week.
Week #3	Continue review work in three pilot provinces.
Week #4	Complete work in provinces and return to Jakarta. Begin to prepare first draft of evaluation report.
Week #5	Seminars at USAID and the MOA presenting findings and recommendations. After

USAID comments, submission of final evaluation report.

7. Reporting Requirements

The mid-term evaluation team will be responsible for preparing a final report addressing the issues identified in the Statement of Activities (Section #3) above and including any recommendations to USAID and to the GOI for revisions in the project design to bring project objectives and inputs into alignment within the existing or any proposed alternative time frame for the project. The final evaluation report will be prepared in English by the evaluation team while in country and delivered to USAID in draft with enough time to incorporate mission comments in the final version.

8. Funding

The source of funds for this mid-term evaluation will be grant funded under the USAID/Jakarta Agricultural Planning Project (#497-0342).

Appendix B. Procedural Outline and Data to be Collected
by the Evaluation Team.

At the outset of this review, the Team Leader of the Evaluation Team convened the Team to discuss procedural matters and to develop a tentative outline and set of procedures to guide the review. The resulting draft outline was presented to the AID Project Manager for review and suggestions for revision. The following outline represents the guidelines which were subsequently adopted and followed, with some modifications, during the review.

**Outline for Mid-term Evaluation
of
Agricultural Planning Project 493 - 0342**

List of commonly used acronyms	
Executive Summary	
Recommendations	
Evaluation Procedures and Methodology	
- Persons interviewed and institutions visited	
- Field trips	
- Reports/documents reviewed (Appendix -)	
- Mid-term Evaluation Scope of Work (Appendix -)	
I. Background and Brief Overview	
1. AID Development Strategy in Indonesia (CDSS)	
2. Relationship to other projects (especially Secondary Food Crops and Agriculture and Rural Sector Support Program)	
3. History and Objectives of the Agricultural Planning Project	

4. Structure and Major Elements of the Agricultural Planning Project

- . Special Studies
- . Planning and Analysis Training
- . Data processing and management
- . Technical assistance
- . Provincial level activities (training, commodities, data processing)

II. Provision of Inputs and Accomplishment of Purpose to Date

1. Input : Participant Training

A. Masters level training

- . Selection procedures
- . Number sent, fields of training, Indonesian Agency or Unit, where placed

B. On - the - Job Training

- . Procedures for determining training needs
- . Participant selection procedures
- . Number and kinds of training provided
- . Duration of training
- . GOI agencies or units participating
- . Where held and who provided the training

C. Short-term Training

- . Procedures for determining training needs
- . Participant selection procedures
- . Number and kinds of training programs provided
- . Duration of training
- . GOI agencies or units participating
- . Where held and who provided the training

2. Input : Technical Assistance, Winrock International

A. Budget

- B. Consultants provided (long and short-term)
 - C. Counterpart relations
3. Input : Special Studies
- A. Funding provided
 - B. Procedures developed and followed
 - . identification and priority action of studies
 - . identification/selection of researchers
 - C. Specify consultants (both Indonesian and expatriate) provided to date and time input
 - D. GOI agencies or units involved
4. Input : Commodity Support
- A. Computer equipment provided

III. Outputs and Accomplishments to Date

1. Output : Training
- A. Masters Degrees
 - . completed and in process
 - . employees returned and on the job
 - . evaluation of appropriateness and effectiveness of training (interview returnees)
 - . how are returnees being utilized and supported
- pot*

- . identification of problems to be addressed
- B. On - the - Job Training
- . evaluation of appropriateness and effectiveness of DJT (interview sample of trainees)
 - . utilization of training and enhanced skills
 - . identification of problems to be addressed
- C. Short-term Training
- . evaluation of appropriateness and effectiveness of training (interview participants)
 - . utilization of training received
 - . identification of problems to be addressed
2. Output : Special Studies
- A. Studies Completed
- . title and subject matter area
 - . authorship (individuals and/or units of GOI)
 - . how utilized (presentation to top level policy makers)
3. Output : Strengthened CADP Capabilities
- A. Development of a National Agricultural Data Base
- . status
 - . problems
 - . changes in objectives and approach
- B. Capability to Process data throughout the Ministry
- . status
 - . problems
 - . changes in objectives and approach

- C. Establish Physical Communication Linkages with CAER
 - . micro-wave
 - D. Personnel Trained
 - E. Equipment
 - . computer support
 - . problems
4. Output : Strengthened CAER Capabilities
- A. Processing of PATANAS data
 - . status
 - . adequacy of approach taken
 - B. Equipment and Software
 - C. Personnel Trained
5. Output : Provincial Level Activities
- A. Planning and Analysis Training
 - . practica and planning activities completed (by Kanwil)
 - . number of participants (by Kanwil)
 - . procedures for selection of participants
 - . GOI agencies represented (trained, by Kanwil)
 - . institutions providing training (by Kanwil)
 - . appropriateness and effectiveness of training (interview participants and supervisors)
 - . status of activities planned to end of project
 - . problems and/or constraints
 - B. Data Processing and Management

- . hardware provided
- . computer training (how many, what kind, who provided, effectiveness)
- . procedures for selection of participants
- . data bases established
- . information flows established (between Kanwil/Dinas/MOA Jakarta)
- . problems and/or constraints

IV. Project Management

1. Committee Structure (planned)

A. Project Steering Committee

- . composition
- . purpose
- . utilization
- . problems

B. Policy Analysis Working Group

- . composition
- . purpose
- . utilization
- . problems

C. Provincial Steering Committee

- . composition
- . purpose
- . utilization
- . problems

D. Province Working Group

- . composition
- . purpose
- . utilization
- . problems

2. Technical Assistance Team / AID Structure for Project Management

A. COP Responsibilities

- . supervision of technical assistance team
- . dual responsibility as Senior Policy Analyst
- . relationship with AID Project Manager
- . problems

B. AID Project Manager Responsibilities

- . management role in project
- . relationship with COP
- . other AID responsibilities
- . problems

C. Recommendations for Change

**Organizational/Structural Questions
Regarding Policy Analysis and Planning**

1. What are the major current sources of advisory inputs on policy and planning that the Minister relies upon in making decisions ?
2. What is the role of the BOP in providing policy and planning inputs to the minister ?

What are the constraints to a more effective/active role of the BOP in this respect ?

- . trained personnel/research staff ?
- . budget for operations ?
- . data base ?

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- . confidence of the Minister ?
- . computational facilities ?
- . status within the MOA ?

3. What is the appropriate role of CAER in providing policy analysis and planning inputs ?

What are the constraints to a more effective role ?

4. What is the appropriate role of the CADP in providing support for policy analysis and planning ?

Constraints to more effective participation ?

5. What is the role of AARD (aside from CAER and CADP) ?
6. Role of the various Directorates ?

Constraints ?

7. Role of the Dinas ?

Constraints ?

8. What kinds of policy analysis and planning inputs are considered most critical by the Minister in terms of assisting him to make appropriate decisions ?

- Yield data
- Area data
- Price data
- Elasticities
- Employment data
- Wage and income data
- Market data

9. To what extent does the current ministerial structure facilitate or constrain the development of needed policy studies and planning efforts ?

Are other structures being considered ? (for example, combining CAER, BOP, CADP or selected components of them and elevating them to a Directorate level, perhaps attached directly to the office of the Secretary General or the Minister)

10. To what extent has the Agricultural Policy project contributed to the availability of higher quality, more timely, more readily available policy analysis and planning inputs ?
11. If AID were to continue to provide support for agricultural planning, what are considered to be the most critical areas of support needed, in order of priority, and to what specific units of the MOA ?
12. What is the relationship in planning and policy formulation between Agriculture and BULOG, Finance, BAPPENAS, etc ?

TRAINING

Information to be Gathered

1. Academic degree training
 - . Budgeted under project, No. of M.S. and Ph.D, in-country and overseas
 - . Number sent to date, where to, fields of study
 - . Number completed, in-country and overseas
 - . Number identified but not yet sent, in-country and overseas -- is there a long term plan (get copy)

DLK

- . Relevance of training (interview returned participants and their supervisors)
 - . Problems encountered
 - . Recommendations for change
2. Short course training
- . Number of participants, by course, where held, taught by whom (institution), topical area, length of training, home institution of trainees (unit of MOA or other agencies)
 - . Relevance of training (interview sample of trainees and their supervisors) -- end of course evaluations ?
 - . Future training planned (is there an overall long-term plan if so, get copy)
 - . Problems encountered
 - . Recommendations for change
3. On - the - Job Training
- . Who and how many employees have received (agencies/units represented among participants)
 - . Subject matter covered ; length of training ; where ?
 - . Who provided training (institutions and/or individual instructors) -- how much has been provided directly by TA team ?
 - . Is there a written plan for needed OJT training in the various components of the project ? Plans for future training ? . If so, obtain copy.
 - . Relevance of training (interview participants and supervisors).
 - . Review any evaluations that have been carried out (get copies if written).
 - . Problems.
 - . Recommendations for improvement.
4. Practica in the Kanwils.
- . What funds, how many, who has participated (what institutions represented).
 - . Length and subject matter areas.

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- . Who provided the training (interview participants and supervisors).
- . Get copies of any evaluations that have been conducted.
- . Problems.
- . Recommendations for improvement.
- . Plans for future practica.
- . Level of involvement of provincial officials in setting priorities for practicum content -- procedures for establishing practica .

Special Studies

Information to be collected

1. Obtain copies of all special studies completed to date:
 - . Cost of preparing each
 - . Principal researchers and their institutions
 - . Disposition/utilization of the studies (are they having any impact on MOA policy formulation)

2. Procedures for determining areas requiring special studies and system for prioritizing.
 - . Were general proposals selected ? or
 - . Were topics selected and then researchers sought to conduct them?
 - . What were the objectives of the studies ?
To what extent do they address issues of major policy significance for the MOA/GOI ?
 - . Has an agenda of needed studies been developed ?
If so, obtain copy.

3. Problems encountered by TA team in monitoring studies
 - . Need for start-up funds to plan studies
 - . Means to support "on-going" policy and planning activities as opposed to new studies
 - . Requirements for committee approvals (PIL 10)

- . Lack of established priorities
4. Investigate status of the "Rural Indicators Study" designed as a follow-on at CAER of the PATANAS survey and the wage and price survey.
 5. Problems encountered by individuals conducting special studies.
 - . Timely fund availability
 - . Access to data
 - . Access to computational facilities(interview some of the people who have carried out studies)
 6. Role of the TA team in helping to get Special Studies organized and implemented.
 - . Generation of ideas
 - . Discussions with key MOA policy level people to determine informational needs
 - . Recommendations on procedures for establishing a system of prioritization
 - . Providing technical inputs to potential researchers in conceptualizing studies and developing methodologies
 - . Assistance in providing access to data sources and computational facilities
 - . Facilitating arrangements for flow of funds

Appendix C. LIST OF DOCUMENTS REVIEWED

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- Beilby, Jack. "Policy Paper for the Center for Agricultural Data Processing", August, 1986, 7pp.
- Beilby, Jack. "Contracts for Purchase of Computers for CADP, 1981-1984", Memo for Messrs. Hedley, Hanratty, Swenson, and Wood, November 20, 1986, 10.pp.
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- Church, Philip. "End of TDY Report, Jakarta, November 15 to December 19", December 17, 1987, 5 pp.
- Dixon, John A. and Martin Hanratty. " Planning for Agricultural Development in Indonesia", undated, 30 pp. + tables.
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- Kanwil Departemen Pertanian Bengkulu. Laporan Evaluasi Proyek AP di Propinsi Bengkulu. Januari 1988. 15 pp.
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- MOA Bureau of Planning. "Report: Workshop to Evaluate the Agricultural Planning Practicum Training Program", Semarang, April 26-27, 1985, 8 pp. + annexes.

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- MOA Bureau of Planning" Report: Curriculum Development and Seminar, Successful Project Implementation Workshop", Bogor, August 29-September 2, 1984, 27 pp. + Appendices
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- Penelitian dan Pengembangan Ekonomi, Fakultas Ekonomi Universitas Gadjah Mada, Yogyakarta. Laporan Pelaksanaan Program Penataran Analisa Kebijakan Pertanian.
- Prabowo, Dibyo "Evaluation of Agricultural Planning Project", English Language summary typescript, Jakarta, February, 1988, 4 pp.
- Prabowo, Dibyo. Laporan Sementara Studi Evaluasi Proyek Agricultural Planning, Januari 1988. 24 pp.
- Soejono, Irlan and Barizi. "Evaluation of ADPA Training Programs", IPB-Bogor, November, 1983, 52 pp. including appendices.
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- USAID/I "Project Loan Agreement Between the Republic of Indonesia and the United States of America for Agricultural Planning", April 30, 1984, 13 pp. + annexes.
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- Winrock International Technical Assistance Team (assumed, no authorship indicated). "Agriculture Planning Project : Considerations for a Computerization Policy for the Ministry of Agriculture -- A Preliminary Review and Identification of Development Options", Jakarta, May, 1986, 43 pp. + appendix.
- Winrock International Technical Assistance Team (assumed to be S.R. Wood and G Swenson). "Status of Computerization in the Kanwil Office", undated, 18 pp.
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- Winrock International Technical Assistance Team . " Semi-Annual Review : Agricultural Planning Project, September 1986", October 2, 1986, 26 pp.

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- Winrock International Technical Assistance Team (Hedley, et.al.)
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August, 1984, 39 pp.
- Wood, S.R. "Recommendations for Improvements in Data
Processing and Analysis Systems for CADP and
CAER", Final Report for USAID Project ADPA
I/II, Bogor, February, 1984, 28 pp.
- Wood, S.R. "Computer Applications Specialist Proposal
Activities for 1987/88", undated, 6 pp.
- Wood, S.R. "Agricultural Planning Project, Computer
Applications Specialist Work Plan, May 1986-
April 1987", undated, 7 pp.

Appendix D. List of Persons Consulted by AP Evaluation Team

Jakarta and Boqor.

1. Dr.Ir. Sjarifudin Baharsjah
Deputy Minister of Agriculture, MOA
2. Dr. Soetatwo Hadiwigeno
Director Bureau of Planning, MOA
3. Dr.Ir. Tohar Danakusuma
Director, CADP, MOA
4. Dr.Ir. Faisal Kasryno
Director, CAER, AARD, MOA
5. Dr.Ir. Moehaimin Sovan
Project Leader, AP project, MOA
6. Dr.C.G. Swenson
Agricultural Economist, Winrock International TA Team
7. Mr. John Beilby
Computer Management Consultant, Winrock International
TA Team
8. Dr. Douglas D. Hedley
COP of Winrock International TA Team
9. Mr. Stanley Wood
Computer Application Specialist, Winrock International
TA Team
10. Mr. David Merrill
Director, AID
11. Mr. George Like
Project Manager, AID
12. Dr. Margaret Bonner
Chief, AID Program Office
13. Dr. Timothy Mahoney
Evaluation Officer, AID
14. Dr. Martin Hanratty
Chief, Water Resource Division, AID
15. Ms. Joanne Hale
Chief, Agricultural Research & Fisheries Division, AID
16. Mr. Johannes Verhelst
Program Assistant, AP Project, AID

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Semarang.

1. Ir. Achmad Wazir
Director, KANWIL Dep. Agriculture, Central Java
2. Ir. Gafur Mariadi
AP Project Officer, Kanwil Central Java
3. Dr. Suwito
Dean, Fac. of Economics UNDIP
4. Drs. Basuki M.Sc
Lecturer, Fac. of Economics, UNDIP
5. Drs. Soehardjo
Lecturer, Fac. of Economics, UNDIP
6. Secretary of Bappeda Central Java
7. Dr. Dimyati
Lecturer, Fac. of Economics UNDIP
8. Drs. Syarifudin
Lecturer, Fac. of Economics UNDIP

Yogyakarta.

1. Prof. Dr. Ir. Moh. Adnan M.Sc
Dean, Fac. of Graduate Studies, UGM
2. Dr. Ir. Sri Widodo M.Sc
Lecturer, In-charge of Study Program in Agricultural
Economics, Fac. of Graduate Studies, UGM
3. Dr. Suparmoko
Lecturer, Fac. of Economics, UGM
4. Dr. Dibyo Prabowo
Lecturer, Fac. of Economics, UGM
5. Prof. Roekmono Markam SH
Fac. of Economics, UGM

South Sulawesi.

1. Dr. Farid Bahar
Director, Kanwil Deptan South Sulawesi
2. Ir. Mono Samsudin
Administrative Head, Kanwil South Sulawesi
3. Ir. Saefudin M.Sc
AP. Project Officer, Kanwil Deptan South Sulawesi

4. Prof. Dr. Hardjuno
Dean, Fac. of Graduate Studies, UNHAS
5. Dr. Anna Paeruman
Secretary Fac. of Graduate Studies, UNHAS
6. Dr. Karim Saleh
Lecturer, Fac. of Graduate Studies, UNHAS
7. Dr. Halide
Head, Computer Center, UNHAS
8. Drs. M. Syarif Gajang
Head, Food Crops Agriculture Service, Kabupaten Gowa
9. Andi Baso Embu
Head, Livestock Service, Kabupaten Gowa
10. Drs. Sakka Manggasali
Head, Fishery Service, Kabupaten Gowa
11. Ir. Siradjuddin Pallampa
Head, Food Crops Service, Kabupten Takalar
12. Ir. Tandiri
Head, Livestock Service, Kabupaten Takalar
13. Sahran Aidid
Head, Fishery Service, Kabupaten Takalar
14. Ir. Jabbar M
Head, Estate Crops Service, Kabupaten Takalar
15. Aspar Nur SE
Bappeda Staff, Kabupaten Takalar

Bengkulu.

1. Ir. Azwir Syarif
Director, Kanwil Deptan Bengkulu
2. Ir. Siringo-ringo
AP-Project Officer, Kanwil Deptan Bengkulu
3. Vice Chairman Bappeda
Bengkulu
4. Drs. Witman Rasyid M.Sc
UNIB
5. Drs. Yusril, S. U
UNIB

Appendix E. Criteria and Procedures for Selection of Candidates for Overseas M.S. Degree Training.

Candidates are expected to meet the Bappenas requirements for overseas training. Similarly, candidates are expected to fulfill the requirements established for the Agricultural Planning Project in August, 1984.

For those applicants meeting the above guidelines, candidate selection will be based on the following criteria :

- GRE score
- grade point from previous University training
- TOEFL score
- work experience in the Ministry of Agriculture

The Bappenas OTO guidelines indicate that candidates for the masters degree should be 40 years of age or under and candidates for the PhD degree 45 years of age or under. Exceptions to this should be made in writing to the Director of the Bureau of Planning. The Bappenas OTO guidelines for the GRE (TPA) for overseas training is a minimum of 650. (Note: a telephone call to Bappenas/OTO by the Evaluation Team indicates that in actuality the minimum requirement is 565 with a minimum score of 50 on each section of the test).

Selection of candidates will be made by the Director of the Bureau of Planning, the Project Leader in the Ministry, the Chief of Party of the Technical Assistance Team and the USAID Project Officer.

For the implementation of the overseas training, all three agencies, the Ministry, Winrock Technical Assistance Team and USAID Project Officer, will need to be involved as follows :

USAID :

- To participate in the selection of candidates for the MS training and the English Language Program
- to participate in the development of the guidelines and work plan for the training
- to arrange the initial travel and travel documentation for the

trainees

- to carry out whatever testing of English may be required to establish progress for the candidates

Winrock International Technical Assistance

- to participate in the selection of the candidates for the MS training and the English Language Program
- to participate in the development of the guidelines and work plan of the training
- to identify schools and programs for each candidate

Ministry

- to participate in the selection of candidates for the MS training and the English Language Program
- to participate in the development of guidelines and work plans for the training
- to arrange regular (every three month) testing of the possible candidates through the Office of Overseas Training in Bappenas for the TPA and TOEFL
- to arrange and conduct the English Language program for the possible candidates
- to make all arrangements within the Ministry for candidates' clearance to be absent from work during training.

The exact timing of the candidates going abroad will depend on how quickly schools can be found and arrangements made. Also, the timing will depend on the personal arrangements for some of the candidates. By and large, it is expected that processing for departure for two or three candidates will be complete by September-October 1987.

Source: Winrock International. "Overseas Masters Degree Training: Implementation Plan, Agricultural Planning Project", 29 June 1987, pp 7-9.

Appendix F.	Summary of TA Team Reports Required Each Project Year		
Month/Frequency	Responsibility	Client	Content
3/Annual	AE/CAS/CMC	COP	Draft Work Plan for one year to meet all project needs and activities.
3/Single	CMC (CAS,AE,COP)	BOP USAID PSC	Review of Directions for Computerization in MOA.
4/Annual	COP	PSC	Consolidated Annual Work Plan.
5/Annual	AE (CAS)	PSC	Review of Practica.
5/Annual	CAS (AE)	PSC	Review of Regional Computerization.
5/Semi-Annual	COP	PAWG	Policy Issues Review.
5/Single	CAS	PSC	CAER Methods Review.
6/Semi-Annual	COP	PSC	Semi-Annual Status Report-to consolidate above reports.
7/Semi-Annual	COP	PSC	Edited Status Report for distribution.
9/Annual	AE	PSC	Staff Development Plan: BOP.
9/Annual	CAS	PSC	Staff Development Plan: CAER.
11/Annual	COP	PSC	Ministry Staff Development.
11/Annual	COP	PSC	Consultants projections Reports.
11/Semi-Annual	AE(CAS)	PSC	Policy Issues Review.
11/Semi-Annual	AE(CAS)	PSC	Review of Practica.
11/Semi-Annual	CAS(AE)	PSC	Review of Regional Computerization.
11/Annual	CMC	PSC	Annual CADP Progress Review.
11/Annual	CAS(AE)	PSC	PATANAS

11/Annual	AE	PSC	Report on Policy Crises Methods.
12/Annual	COP	PSC	Annual Status Report.
13/Annual	COP	PSC	Edited Status Report for distribution.

AE = Agricultural Economist

CAS= Computer Application Specialist

CMC= Computer Management Consultant

COP= Chief of Party

Source : TA Team. Agricultural Planning Project Implementation and Work
Plan 1986-1987 (format modified by Evaluation Team)

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Appendix G. Invitation to Attend Briefing on Evaluation
Team Findings

April 25, 1988

To : Ministry of Agriculture Officials

Dr. Sjarifudin Baharsjah, Deputy Minister
Ir. Nusyirwan Zen, Secretary General
Dr. Soetatwo Hadiwigeno, Director, Bureau of Planning
Dr. Tohar Danakusuma, Director, CADP
Dr. Faisal Kasryno, Director, CAER
Dr. Moehaimin Sovan, Project Leader
Dr. Farid Bahar, Chief, Kanwil, South Sulawesi
Ir. Achmad Wazir, Chief, Kanwil, Central Java
Ir. Azwir A. Syarief, Kanwil, Bengkulu

USAID Officials

Mr. David Merrill, Director
Dr. Margaret Bonner, Chief, Office of Program and Project Support
Dr. Timothy Mahoney, Evaluation Officer
Mr. Marcus Winter, Chief, Agric. and Rural Development Office
Mr. William Douglass, Chief, Regional Resources & Management
Division
Dr. Martin Hanratty, Chief, Water Resources Division
Ms. Joanne Hale, Chief, Agric. Research and Fisheries Division
Mr. George Like, Project Manager, Agricultural Planning Project
Mr. Johannes Verhelst, Program Assistant, Agric. Planning Project

Winrock International Contract Team

Dr. C. G. Swenson, Agricultural Economist
Mr. John Beilby, Computer Management Consultant
Mr. Stanley Wood, Computer Application Specialist

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From : Agricultural Planning Project Evaluation Team

Dr. A.T. Birowo
Ir. Sardjono Reksodimulyo
Dr. Russell H. Brannon (Team Leader)
Dr. Arthur Stoecker

Subject : Presentation of Conclusions and Recommendations
Resulting from the Mid-Term Evaluation of the
Agricultural Planning Project 497-0342

Attached for your information are two documents which the Evaluation Team has prepared for the Project Evaluation briefing. The first document represents a summary of twelve major conclusions reached during the evaluation. The second document represents the Evaluation Team's recommendations regarding the future of this Project.

The content of these documents is to be discussed on Tuesday, April 26, 1988 at 09.00 a.m. at the Ministry of Agriculture, Jl. Harsono RM no.3, Building A, Ragunan, Pasarminggu. Each of you received from USAID, on April 19, a formal invitation to attend this meeting.

This evaluation has been carried out by a four person consulting team supplied by Abt Associates under contract to USAID. The Evaluation Team would like to express its sincere appreciation to each of you and your staffs for the excellent cooperation which has been provided the Team throughout this review. Copies of the completed final evaluation report will be provided to USAID on May 2, 1988.

Attach. 1) Tentative Conclusions for Discussion
2) Recommendations

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Appendix H. List of Individuals Attending Project Evaluation Briefing Held at Ministry of Agriculture on 26 April 1988

No.	Name	Title or Position
1.	Ir. Nusyirwan Zen	Secretary General, MOA
2.	Dr. Soetatwo Hadiwigeno	Director, Bureau of Planning, MOA
3.	Dr. Faisal Kasryno	Director, CAER, AARD, MOA
4.	Dr. Moehaimin Sovan	A. P. Project Leader, MOA
5.	Dr. Kaman Nainggolan	CADP, MOA
6.	Dr. Edi Abdurachman MSc.	CADP, MOA
7.	Ir. H. Achmad Wazir	Director, Kanwil, Central Java
8.	Ir. H. Azwir A. Syarief	Director, Kanwil, Bengkulu
9.	Dr. Farid A. Bahar	Director, Kanwil, South Sulawesi
10.	Mr. George Like	A.P Project Manager, AID
11.	Mr. Marcus Winter	Chief, Agricultural and Rural Development, AID
12.	Ms. Joanne Hale	Chief, Agricultural Research & Fisheries Division, AID
13.	Mr. Johannes Verhelst	Program Assistant, AID
14.	Dr. C. G. Swenson	Agricultural Economist and Acting COP, Winrock International TA Team
15.	Mr. Stanley Wood	Computer Applications Specialist, Winrock International TA Team
16.	Mr. John Beilby	Computer Management Consultant, Winrock International TA Team
17.	Dr. A. T. Birowo	Abt Associates Project Evaluation Team
18.	Ir. Sardjono Reksodimulyo	Abt Associates Project Evaluation Team
19.	Dr. Arthur Stoecker	Abt Associates Project Evaluation Team
20.	Dr. Russell H. Brannon	Abt Associates Project Evaluation Team

Appendix I. Evaluation Team Itinerary or Schedule of Activities

Date/day	Activity
Mar 23 We	First team member arrived. Met with Like at USAID.
24 Th	Reviewed documents.
25 Fr	Reviewed documents. Evaluation Team Briefing at USAID (Douglas, Like, Hale and TA Team).
26 Sa	Reviewed documents.
27 Su	Reviewed documents.
28 Mo	Reviewed documents. Met with Hanratty on AP Project. Met with Evaluation Officer Mahoney.
29 Tu	Reviewed documents. Met with Hedley, Swenson and Sovan at BOP.
30 We	Met with Faisal and Wood at CAER in Bogor.
31 Th	Reviewed documents. Met with Beilby.
April 1 Fr	Reviewed documents. Met with Greenberg, Environmental Issues.
2 Sa	Met with Tohar and Beilby at CADP.
3 Su	Reviewed documents.
4 Mo	Reviewed documents.
5 Tu	Traveled to Semarang. Met with Kanwil staff for Central Java. Interviewed practicum participants.
6 We	Met with Bappeda, UNDIP, Computer staff at Kanwil. Traveled to Jogjarkata.
7 Th	Discussed AP training with Faculty of Economics at UGM. Return to Jakarta.
8 Fr	Reviewed documents.
9 Sa	Reviewed documents.
10 Su	Traveled to Ujung Pandang.
11 Mo	Met at UNHAS: Research Institute, computer training; Director Hardjuno, AP graduate training. Visited Kabupatens Gowa, Takalar and one Extension Office.

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12 Tu Met with Bahar, Kepala Kanwil, South Sulawesi. Interviewed practicum participants. Returned to Jakarta.

13 We Reviewed documents. Met with USAID director.

14 Th Traveled to Bengkulu. Met with Kepala Kanwil. One team member was in Jogjakarta and met with the Dean of the Graduate School at UGM on AP S2 training.

15 Fr Met with practicum participants and Bappeda in Bengkulu. Returned to Jakarta.

16 Sa Reviewed documents. Began drafting report.

17 Su Reviewed documents. Drafting report.

18 Mo Reviewed Documents. Drafting report.

19 Tu Drafting report.

20 We Drafting report. Met with Beilby to discuss Management Information System for Sec. Gen. office.

21 Th Met with Soetatwo Hadiwigeno and Sjarifudin Baharsjah. Met with Steve Tabor, SFCD Project.

22 Fr Drafted tentative recommendations and conclusions section.

23 Sa Drafting report.

24 Su Drafting report.

25 Mo Drafting report.

26 Tu Presented tentative conclusions and recommendations at MOA/USAID seminar held at Ministry of Agriculture.

27 We Reworked conclusions/recommendations section based upon seminar discussions.

28 Th Drafting/revising report. Met with Winter, Like and Hale to discuss format for presenting recommendations.

29 Fr Revising report. Delivered revised recommendations to AID.

30 Sa Finalizing report.

May 1 Su Finalizing report.

- 2 Mo Met with USAID officials, presented, and discussed
final report.
- 3 Tu Departed Jakarta.

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