

11.017 Other specific policy measures incorporate the following.
(1) Establishment of a 1-year part-time course for skill acquirement at the post-primary level. This course gives practical knowledge and skills, mainly preparing students after graduation from primary school for engaging in self-employed businesses such as simple construction and bookkeeping. (2) Reorientation of vocational schools at junior secondary school and senior secondary school levels to the training of prospective self-employed persons who are equipped to use modern techniques and management knowledge. This goes directly against the conventional idea of schools as distributors of the tickets for entrance to white-collar jobs and thus may provoke resistance, but the stern reality of growing and definitely-will-grow graduate unemployment should be duly reckoned. (3) Encouragement of the students enrolled in the general subjects program to acquire technical and vocational training after graduation. Educational policies are discussed in Chapter X.

(vi) Training for Self-Employed

11.018 As observed in the examination of employment status in Chapter II "Human Resources," there are movements from family workers to employed and to self-employed in the labor market of Central Java. For each step, provision of credit and training for management skills and technical skills is needed.

11.019 Vocational training centers are to be expanded and fully utilized for the creation of skills for the prospective self-employed. The enrollment of employees who already acquired skills to enhance their expertise and management ability to prepare themselves for independence as self-employed should be encouraged. Consequently the apprenticeship training at large- and medium-scale industries should be subsidized and necessary measures are to be taken to help the employees to run their own business after acquiring expertise as employed for several years.

11.020 Other means of informal education, such as mobile units and short-duration seminars given by chamber of commerces also should be encouraged. The next section, 11.2 Vocational Training and Job-Information System will deal with the promotion of informal education.

(c) Development of Community Organizations and Maintenance of Welfare

11.021 The preservation of social stability and maintenance of welfare levels are primarily to be secured by the very development of the economic and social conditions in their totality, the achievement of which is the ultimate concern of the present Report. Several auxiliary public policies are, however, to be undertaken to supplement the overall endeavor for development. Reinforcement of community organizations is direly needed to preserve social ties and to secure social stability; encouragement of voluntary movements is needed for the same reason; and, at least, welfare-services by the public bodies should be enhanced and coordinated for the effective assistance for the poor. Each of the policy measures are to be given brief comments in the following passage.

(i) Rural Public Organizations

11.022 As noted earlier, public organizations at the village level, typically various types of cooperatives, are recommended to concentrate on their specified field of activity. At the same time, the unity of the village community should be strengthened enough to be able to integrate the whole developmental and social activities in the community. Further efforts should be taken to encourage activities of community along with an increasing autonomy and democratic process of decision making, allowing for greater public funds and a wider range of jurisdiction. In the present situation the Ministry of Home Affairs is responsible for the physical side of community development programs, and the Ministry of Social Affairs and other ministries are dealing with the upgrading of welfare at the village level. This division of jurisdiction appears to be inadequate to stimulate and to raise the magnitude of community activities, and the way of alleviating it seems to reside in the better coordination of the two ministries as well as other ministries concerned the village level and the encouragement of villagers to participate in the movement through various kinds of incentive systems. Establishment of additional governmental bodies should be avoided. The analysis of existing rural organizations are to be seen in Chapter V Agricultural Marketing and Rural Organizations. Among rural organizations, LSD (Lembaga Sosial Desa) should be paid attention for social development purposes.

(ii) Volunteer Organizations

11.023 Volunteer organizations such as Youth Leagues and Women's Associations should be supported and should be given due attention. However, these organizations should be considered as the place of training of youth and woman for the autonomous activities lacking in the societies, and social workers should attempt to not lay too much emphasis on their immediate outcome or pure indoctrination of ideas. Necessary action of the governments in this field is the subsidies in the form of equipment that stimulates the interest of the people to the organizations, such as movie projectors for a Youth League and sewing machines for a Women's Association, as well as the provision of necessary orientation by field workers.

(iii) Welfare Policies

11.024 Long-term policy for and to the poor is recommended to be established as soon as possible. The growing population and the emergence of massive unemployment and underemployment in the face of limited economic growth in the Province makes it inevitable that below-poverty-line population should grow with a considerable momentum. Particularly this population appears in the form of increasing alluvium of the landless laborers in rural areas and of the service workers in urban areas. The present policy of the Ministry of Social Affairs; that are (1) provision of shelters for orphans, the poor, and the old (Panti Asuhan, Panti Karya and Panti Wreda); (2) provision of subsidies and training for physically handicapped; (3) deployment of District Social Workers (PSK) and Community Social Workers (PSM), and poor assistance project (AKM); are supported and recommended for maintaining the minimal living level.

11.2 Vocational Training and Job-Information System

11.2.1 Achievement to Date and Major Problems

11.025 The source of vocational training in the Province comprises basically four streams: vocational-type junior and senior secondary schools incorporated in the formal education system; vocational training centers with training periods of less than 1 year in duration; private institutes for training in specific sectors; and in-house factory training programs and apprenticeship training provided by private and provincial businesses. Job-information services in the Province are mainly provided by the Ministry of Manpower and Transmigration, and private and provincial organizations in this field are almost non-existent although there are recruitment services.

(a) Vocational-Type Formal Schools

11.026 Vocational-type junior and senior secondary schools were briefly discussed in Sections 10.4.3 and 10.4.4 in Chapter X "Human Settlements and Community Facilities." The types of vocational junior secondary school include commercial (SMEP), technical (ST) and home economics (SKKP). There were 142 SMEP, 199 ST, and 61 SKKP in the Province in 1975. At the senior secondary school level the types are commercial (SMEA), technical (STM), home economics (SKKA) and primary-teacher training (SPG). In the Province SMEA numbered 128 schools; SKKA, 25 schools; and SPG 48 schools in 1975. The geographical distribution of the types of schools are presented in Tables F.9 and F.11 in Appendix F Present Situation of Education. Graduates from the vocational-type junior secondary schools amounted to 19 thousands, and those from vocational-type senior secondary schools 28 thousands excluding primary-teacher training. Table 11.1 gives the numbers of graduates from various levels of schools in the Province. As is seen in the table the graduates from vocational-type junior secondary schools are relatively small, those from commercial senior secondary schools number 5 thousands, home economics 2 thousands and technical 11 thousands out of the total 60 thousands senior secondary school leavers in 1974. At the senior secondary school level, the vocational-type schools account for a considerable share of students (40 percent excluding primary-teacher training). The graduates numbered 8 thousands from commercial, 1 thousand from home economics, 9 thousands from technical in 1974. It is remarkable that although the share of the graduates from technical senior secondary schools in the total graduates from senior secondary schools is high (32 percent), the ratios of these graduates to the total graduates from junior secondary school and to the total graduated from primary school of the same year are as small as one-tenth and one twenty-third respectively.

Table 11.1 Number of Graduates From Vocational-Type
Junior and Senior Secondary Schools in
Central Java, 1972 - 1974

	1972		1973		1974	
	Number of Graduates	<u>1/</u>	Number of Graduates	<u>1/</u>	Number of Graduates	<u>1/</u>
SD Equivalent	188,359	70.9	196,077	93.4	206,168	94.0
Junior Secondary School	61,891	77.9	64,167	82.5	59,920	85.7
General (SMP)	44,548	84.6	47,034	88.1	41,286	80.5
Commercial (SMEP)	4,777	79.6	5,423	85.0	5,369	84.7
Home Economics (SKKP)	996	79.6	1,384	84.9	1,754	87.0
Technical (ST)	9,413	85.6	9,559	88.1	11,511	90.6
Senior Secondary School	24,616	84.2	28,334	89.4	28,100	90.3
General (SMA)	10,246	84.6	11,225	88.0	10,608	87.1
Commercial (SMEA)	5,756	75.2	7,592	86.4	7,508	85.8
Home Economics (SKKA)	755	81.5	771	94.7	1,095	89.9
Technical (STM)	7,821	95.2	8,746	89.2	8,889	90.9
Extension (KPA)	38	86.3	-	-	-	-
Primary-Teacher training (SPG=KP)	8,821	67.1	11,803	65.7	6,764	48.3
PG, SLP, PGSLP, KPAA	618	78.4	1,594	84.6	295	83.4

Note: 1/ The percentage of graduates to enrollment.

Source: Provincial Office of the Ministry of Education.

11.027 Agricultural training has been given by agricultural secondary schools under the control of the Ministry of Agriculture. But recently there are additional types of new senior secondary schools specialized in agro-related technology have been created. In the Province, they are agricultural technology school (STP) at Temanggung, and agricultural technology senior secondary school (SMTP) at Boyolali. The former offers a 4-year training program at secondary school level, in the field of processing of agricultural products.

11.028 The curriculum of vocational-type schools is exemplified by a course description of a technical senior secondary school as given in Table 11.2.

(b) Vocational Training Centers

11.029 Vocational training centers are under the control of the Ministry of Manpower and Transmigration, and consist of three types: technical training center (PLKI), agricultural training center (PLKP), and management training center (PLKM). There are two technical training centers (at Semarang and Solo), one agricultural training centers (at Kelampok, Banjarnegara), and one management training center (at Semarang) in the Province. The courses offered by the schools and the numbers of trainees in 1975/76 are presented in tables 11.3, 11.4 and 11.5.

Table 11.2 Curriculum of a Technical Senior Secondary School

	(Unit: Hours a Week)		
	1st Grade	2nd Grade	3rd Grade
General Academic Subjects	12	12	12
Mathematics	13	12	19
Special Technical Subjects	14	13	11
General Technical Subjects	2	6	9
Practice	5	3	3
Total	46	46	54

Source: Subsidized Technical High school of Cilacap.

Table 11.3 Enrollment at Technical Training Centers (PLKI)
by Courses in 1975/76

	PLKI at Semarang		PLKI at Surakarta		PLKI at Jogjakarta	
	Entrances	Graduates	Entrances	Graduates	Entrances	Graduates
<u>Main Courses</u>						
Construction	57	36	104	-	160	90
Machine	199	130	1,052	1,042	490	400
Electricity & Radio	136	66	381	252	168	86
Automobile	82	57	316	202	185	75
<u>Various Vocational Courses</u>						
Tailoring	90	62	286	88	199	111
Typing	-	-	175	98	10	-
Commerce	36	22	-	-	18	16
Secretarial	-	-	51	18	90	46
<u>Mobil Training Unit Courses</u>						
Tailoring	104	78	135	71	-	-
Wood & Stone Carving	-	-	-	-	26	8
Construction	249	134	91	72	13	-
Welding	21	-	-	-	-	-
<u>Practical Training for STM (Technical Senior Secondary School) at PLKI</u>						
Machine	-	-	1,152	-	-	-
Electricity	-	-	220	-	-	-
Construction	-	-	127	-	-	-
Total	974	585	4,090	1,843	1,359	832

Source: Provincial Office of Manpower and Transmigration

Table 11.4 Enrollment at Agricultural Training Center (PLKP)
at Klampok, 1975/76

(Unit: Trainees)			
Courses	Entrances	Graduates	(%)
Mixed Farming	354	259	30.7
Agricultural Mechanization	61	41	4.1
Animal Husbandry/Fisheries Mechanization	15	-	-
Typhys	8	2	0.2
Plantation	31	31	3.7
Poultry	49	49	5.9
General Agriculture	106	106	12.7
Poultry (Control of Diseases)	120	120	14.3
Poultry (Breeding)	176	176	2.1
Cloves Plant	30	28	3.3
Mixed Farming	235	27	3.2
Total	1,235	837	100.0

Source: Provincial Office of Manpower and Transmigration

Table 11.5 Enrollment at Management Training Center (PLKM)
at Semarang 1975/76

Courses	(Unit: Trainees)		
	Entrances	Graduates	(%)
Management Training, Primary Level	25	25	9.8
Management Training, Intermediate Level	44	42	16.6
Management Decision Making Training	27	25	9.8
Marketing Management	10	9	3.5
Supervisory Training/Cross Program	40	40	15.7
Net work Method	17	17	6.7
Supervisors Training	13	13	5.1
Cooperation Enterprise Upgrading	30	30	11.8
Technical Officers Upgrading	53	53	21.1
Total	259	254	100.0

Source: Provincial Office of Manpower and Transmigration

In fiscal 1975/76 984 students were enrolled in the technical training center at Semarang including 374 students in "mobile training unit" courses. Of them, 585 trainees took the final examination and passed. The largest share of the trainees at the center in Semarang study mechanics, followed by those in electricity and radio, while mobile training units trained 78 persons in tailoring and 134 in construction. The technical training center in Surakarta graduated 1,843 trainees in 1975/76, out of which by far the majority (1,042 persons) were in the mechanics course. The center is also unique in providing opportunities to obtain practical exercise to the students in technical senior secondary schools. Although the location is not within the jurisdiction of Central Java, the technical training center at Yogyakarta is naturally closely connected to the province's supply of technical manpower. The center produced 832 trainees, including 400 trainees in Mechanics courses, and 90 in construction in 1976/77.

11.030 The agricultural training center at Kelampok, Purwokerto, had 1,235 trainees enrolled and graduated 837 in 1975/76. Of the trainees, a considerable part enrolled in farming (259 graduates), but the largest share was studying poultry, the graduates of three poultry courses combined accounted for 22 percent of the total. The management training center at Semarang had a graduate class of 254 students in 1975/76.

11.031 Besides the training centers under the Ministry of Manpower and Transmigration, there are one mixed training center at Ungaran run by the Provincial Government, and one fishery training center at Pekalongan which is financed by the Ministry of Agriculture. The former is mentioned in the following section in connection with the training of outmigrants. The latter, enrolling a little less than 400 students a year, is introduced in the analysis of the agriculture sector.

(c) Training in Vocational Training Centers

11.032 The duration of training in the training centers ranges from 4 to 6 months depending on the type of training and nature of the subject. The curriculum of the centers are heavily concentrated on practical skills, which is the major difference from the education in vocational-type junior and senior secondary schools. This is exemplified by the curriculum of the Gasoline and Diesel Engine Course in the technical training center at Semarang, which is presented in Table 11.6. Out of the total 480 hours of training, 174 hours are allocated for theories and demonstrations, and 8 hours are for attitude and ethics, totaling 38 percent of the total hours. Table 11.7 presents the enrollment of the technical training center at Semarang by type of career of trainees. It is seen in the table that more than half of the trainees are otherwise out of school and seeking work, but as much as 28 percent are students who are still studying, mainly in senior secondary schools. Those who are already working comprise relatively small share, 12 percent in 1976/77. It should be noted that the number of persons enrolled is greater than those in Table 11.3 because of the inclusion of short-term students.

(d) Private Institutes for Vocational Training

11.033 No reliable statistics or information is available on the value or quantitative aspects of private institutes for providing skills to the labor force, including typewriting and other skills. The same is true for in-company education and apprenticeship training by private corporations which, however, is not likely to be very extensive in Central Java at least at the present time.

Table 11.6 Curriculum of the Division of
Gasoline and Diesel Engines, 1976

		(Unit: Hours/Course)
Subject		Number of hours Allocated
1. Attitude and Ethics		8
2. Theory and Demonstration		252
Gasoline Engine		50
Diesel Engine		50
Frame		48
Electric Circuit		48
Testing		48
Safety		8
3. Practice		460
Gasoline Engine - Practice		70
Diesel Engine - Practice		70
Frame - Practice		72
Electric Circuit- Practice		60
Testing - Practice		60
Maintenance - Practice		48
Driving Trucks		80
Total		760

Source: Technical Training Center at Semarang

Table 11.7 Status of Students in Technical Training Center
at Semarang, 1972/73 - 1976/77

	1972/73		1973/74		1974/75		1975/76		1976/77	
	No. of Students	%	No. of Students	%	No. of Students	%	No. of Students	%	No. of Students	%
Seeking Work	565	51.2	528	53.8	922	46.1	1,385	62.9	1,440	56.9
Employee	122	11.1	73	7.4	389	19.4	204	9.3	314	12.4
Military	-	-	102	10.4	192	9.6	18	0.8	-	-
Police	115	10.4	45	4.6	28	1.4	-	-	-	-
Educational	301	27.3	234	23.8	438	21.9	467	21.2	706	27.9
Candidate	-	-	-	-	-	-	105	4.8	72	2.8
Transmigrant	-	-	-	-	33	1.6	23	1.0	-	-
Total	1,103	100.0	982	100.0	2,002	100.0	2,202	100.0	2,532	100.0

Source: Technical Training Center at Semarang

(e) Job-Information System

11.034 The job-information system in the Province is the responsibility of the Provincial Office of the Ministry of Manpower and Transmigration, under which six District Manpower Offices throughout the Province exist and are staffed with 40 to 60 officials each. The number of registered job-seekers for 1976 is presented in Table 11.8. As a glance at the table reveals, the system is not achieving what was intended mainly due to the shortage of job vacancies. At the start of 1976 there were 31 thousand job-seekers who had been registered in the previous year and were still registered, apparently still without jobs, and during 1976 31 thousand new job-seekers registered, making a total of 62 thousands on the waiting list. Out of these 62 thousands, only 8 thousands got jobs by the end of year leaving another 51 thousands unsatisfied. Out of this latter number 22 thousands withdrew from the registration by the end of the year, and another 29 thousands kept their registration active for the next year. Only 13 percent of the registrants got jobs through the job-information system. There is a possibility that some job-seekers among those who withdrew got jobs through personal connections or other processes, but it is obvious that the system is not working as planned. The major reason is the absolute lack of employment opportunities.

11.035 By far the majority of registrants are senior secondary school leavers, who were 32 thousands of the total job-seekers on the waiting list in 1976, followed by junior secondary school graduates, and those with higher education diploma (7 thousands). It is remarkable that the prospective employees with primary school education or less education account for a very small percentage of the total registrants despite their substantial share in total labor force. Table 11.9 shows the composition of registrants by age and sex. The absolute majority of the registrants (94 percent) of the total registered in 1974/75 fall in the range between 19 to 45 years old. The extremely small share of the registrants under age 18 (5 percent), despite the considerable number of junior secondary school graduates among the job-seekers registered, may indicate the limited function of the system in introducing new school leavers to job opportunities. In terms of sex, only 18 percent of the total registrants in the year were female.

Table 11.8 Number of Registered Job Seekers by Education General Java, 1976

(Unit: Job Seekers)

	Not Placed in Last Year	New Registra- tion	Place- ment	Withdraw	Registra- tion Left	(Percent)
Primary School and Less Education	6,327	5,527	2,479	4,095	5,459	(18.6)
Junior Secondary						
General	2,668	2,842	914	2,467	2,351	(8.0)
Other	2,127	2,489	582	1,772	2,145	(7.3)
Total	4,795	5,331	1,496	4,239	4,496	(15.3)
Senior Secondary						
General	4,719	4,662	953	3,904	4,524	(15.4)
Other	10,763	12,247	2,026	8,851	10,155	(34.5)
Total	15,482	16,909	2,979	12,755	14,679	(49.9)
Beyond Senior Secondary School	4,006	3,037	996	1,285	4,765	(16.2)
Total	30,610	30,804	7,968	22,374	29,399	(100.0)

Source: Provincial Office of Manpower and Transmigration

Table 11.9 Registered Job Seekers by Age and Sex, 1974/75 - 1975/76

	(Unit: Job Seekers)									
	Age -18		19-44		45~		Total		All Registrants as % of (3)	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
<u>Year - End of</u> <u>1974/75</u>										
(1) Not Yet Placed in the Previous Year (1973/74)	1,308	327	19,707	3,678	138	3	21,223	4,008	25,231	35.9
(2) Newly Registered	1,432	823	34,438	8,073	329	5	36,199	8,901	45,100	64.1
(3) (1) + (2)	1,810	1,150	54,145	11,751	467	8	57,422	12,909	70,331	100.0
(4) Placed	11	354	9,555	3,441	3	-	9,569	3,795	13,364	19.0
(5) Eliminated	852	217	16,177	3,357	95	4	17,124	3,578	20,702	29.4
(6) Not Yet Placed	1,947	579	28,413	4,953	369	4	30,729	5,536	36,265	51.7
<u>Year - End of</u> <u>1975/76</u>										
(1) Not Yet Placed in the Previous Year (1974/75)	1,947	579	28,413	4,953	369	4	50,729	3,556	54,285	71.7
(2) Newly Registered	518	474	30,438	7,883	154	1	31,110	8,358	39,468	52.1
(3) (1) + (2)	2,465	1,053	58,851	12,836	525	5	61,859	13,894	75,753	100.0
(4) Placed	26	192	11,644	4,225	15	-	11,685	4,417	16,102	21.3
(5) Eliminated	84	241	10,407	3,364	30	-	10,521	3,605	14,126	18.6
(6) Not Yet Placed	862	228	20,779	4,178	280	-	21,921	4,406	26,327	34.8

Prepared by the Provincial Office of Manpower and Training Services

11.2.2 Evaluation of Ongoing Policy and Recommendation

(a) General

11.036 A considerable endeavor for the establishment and expansion of vocational training centers is proposed. This endeavor should include 5 additional technical training centers, 4 small-scale agricultural training centers and 1 management training center. This will raise the total output from the three types of training centers from 3,472 persons for 1977/78 to 7,650 persons for 1983/84, an increase of 3,800 persons. Vocational-type junior secondary schools may be integrated into comprehensive schools, while technical senior secondary schools may be reinforced through various means. Coordination of various methods of skill formation should be enhanced through organization of an inter-ministry or inter-sections at the Provincial and KB/KDY level. The job-information system should be strengthened, and operated in close cooperation with the above-mentioned coordinating organizations. The Provincial government is strongly advised to establish a Provincial Manpower Planning Board concerned with the whole range of problems covered in this sector.

(b) Vocational-Type Secondary School

11.037 The present policy of the government to integrate the vocational-type junior secondary schools into general junior secondary school is supported. The level of vocational education given at junior secondary school level is very limited and in general the training facilities at that level are too poor to envisage a beneficial future investment in them. Besides, the share of the students in vocational courses who desire to enter the job market after graduation is getting lower. Efforts should be paid to strengthen and substantiate the vocation oriented courses in the general school to render it an attractive to students. Also the linkage with the vocational training centers should be considered for the graduating students who are not advancing to senior secondary schools.

11.038 A moderate increase of vocational-type senior secondary school is necessitated both by manpower requirements and the social demand for more educational opportunities at the senior secondary level. The latter will assume a considerable momentum, with growing concern on education and with the rapid growth of the number of children at the eligible age. However, it should be given enough recognition that the unemployment, and presumably the underemployment, is very common among the graduates from the present vocational-type schools, which is well evidenced by the huge number of graduates from vocational senior secondary schools on the list of job seekers discussed in the previous section. Hence, much attention should be paid to improving education in the secondary schools, through various measures which include: First, emphasis on training which prepares students for self-employed by providing them with necessary skills and knowledge required for it. This may require a complete change in the curriculum of some courses and adequate research should be undertaken. The reason for this deserves full attention. As

is depicted in Chapter II of this report, in the near future the sheer lack of employment opportunities relative to the number of persons in the work force is formidable, and the saturation of employment opportunities is unavoidable even if a considerable investment is made in industry and commerce. Still, the idea of vocational secondary school education as a passport for recruitment as employees in large establishments or in governments is still very much inevidence, and the schools are not beginning to go through the necessary process of adjusting themselves to the situation. It should be fully recognized that education in vocational-type school should be transformed so as to much enhance emphasis on training of the prospective self-employed. Second, improvement of the level of training given at senior secondary schools through better equipment and instructors. For this it may be necessary to integrate two or three schools in urban areas to secure a reasonable quality of facility and instruction by use of a relatively small amount of investment. This would not be unrealistic since the graduates per technical secondary school did not exceed 90 students in 1975, which is well under the scale of the equivalent schools in other countries. Practice factories used by several technical senior secondary schools for the student's practical work may also prove to be very efficient in providing practical experiences.

11.039 The priority in establishment of new technical senior secondary school and reinforcement of existing facilities is given to Pekalongan and Tegal in terms of geographical distribution. Part-time courses should be devised in at least one technical, and one commercial high school in each kotamadya.

(c) Vocational Training Centers

11.040 A considerable expansion of vocational training centers is recommended. Table 11.10 gives the goal that the Study team has set. There will be 5 technical training centers in addition to the existing 2 establishments, 4 small-scale agricultural training centers in addition to the existing 2, and another management training center in addition to the existing one. The technical training centers are designated to be established in Cilacap, Tegal, Semarang, Kudus, and Pekalongan. These centers are also to be utilized as practical experience centers for technical senior secondary schools. The existing technical training centers at Semarang and Surakarta should undergo considerable renovation.

11.041 Agricultural training centers will be established at Blora, Cilacap, Sragen and Boylali. These facilities are also to be used for training courses for transmigrants.

11.042 One management training center is established in Surakarta, and the operation will be in the close cooperation with the local university.

Table 11.10 Target Numbers of Graduates from Training Centers

		(Unit: Graduates)						
		1977/78	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84
								Increment in Enrollment Capacity 1978/79 - 1983/84
<u>Technical Training Centers</u>								
PLKI Semarang I	566	600	800	1,000	1,000	1,000	1,000	434
Surakarta	1,922	2,000	2,000	2,000	2,000	2,000	2,000	78
Cilacap		150	300	300	300	300	300	150
Tegal			150	500	500	500	500	500
Semarang II				300	300	300	300	500
Kudus				150				500
Pekalongan						150	300	500
Total	2,488	2,750	3,250	3,750	4,250	4,750	5,100	2,350
<u>Agricultural Training Centers</u>								
PLKP Klampok (Banjarnegara)	280	300	300	300	300	300	300	0
Ungaran (KB Semarang)	50	100	150	200	200	200	200	100
Biora			100	200	200	200	200	200
Cilacap				150	150	200	200	200
Sragen				100	100	150	200	200
Boyolali						100	150	150
Total	330	400	550	750	950	1,150	1,250	850
<u>Fishery Training Center</u>								
Fishery Training Center at Tegal (Management Training Center)	400	400	400	400	400	400	400	0
PLKM Semarang	254	300	450	500	500	500	500	500
Surakarta			300	350	400	400	400	400
Total	254	300	750	850	900	900	900	600
Grand Total	3,492	3,850	4,950	5,750	6,500	7,200	7,650	3,800

Source: Target set by the Study Team

(d) Job-Information System

11.043 A wider range of coverage in locating job vacancies is recommended. In particular, means should be sought to collect job-information in outer islands either through, or not through, the Central Government. Such information should be comprehensive, and include information on living accommodations in order to overcome the psychological resistance of the people in considering transmigration. Provision of transportation expenses for the prospective employees in outer islands should be given consideration. Above all, close cooperation should be achieved with the Directorate of Transmigration at the Central Government.

11.044 Legal process should be established and followed to restrict efficiently the recruitment of employees through private recruitment agencies or through personal connections. Employers with 10 employees or more are to be forced to give the notice of job vacancies to the Regional Office of Manpower if they seek new employees. At the same time, newspaper and radio broadcasting are to be used to report information on job vacancies and job-seekers.

11.045 Registration of school leavers at the Manpower Offices before graduation should be encouraged. This would not only smooth the job seeking process of members of the young generation but also help to grasp the reality of employment among youth, thus providing the for relevant future labor policy. Also it is urged that every school beyond secondary level appoint one teacher in charge of student employment and give him or her responsibility of tracing the result. The Regional Office of Manpower is to keep a good contact with these teacher.

(e) Administration

11.046 Establishment of a Provincial Manpower Planning Board, as well as kotamadya/kabupaten Manpower Planning Board, is strongly proposed; it is to be given high priority. This Board will be responsible for identifying both temporary and chronic manpower shortages, designating enrollments in vocational-type secondary schools and vocational training centers, and undertaking research on the situation and trend of the labor force in general. At the province level it incorporates the representatives from BAPPEDAI, Kanwil of Manpower and Transmigration, Kanwil of Education, local Chamber of Commerce, Associations of Industries and Business, and experts from the local university or academy. A similar organization should be established at kabupaten/kotamadya level.

11.047 Coordination and cooperation between the vocational secondary schools under the Ministry of Education and the vocational training centers under the Ministry of Manpower and Transmigration should be enhanced at local level. Also, a closer coordination of the job-information system with the labor training institutions and with the Directorate of Transmigration should be encouraged. A program to accelerate this process may be necessitated to break through interdepartmental red tape in governmental organizations.

11.048 Greater responsibility should be given to the Provincial office for education and the Provincial office for manpower and transmigration. This includes a wider range of decision making for manpower strategy and the planning of geographical distribution of vocational centers and vocational-type secondary schools. This will necessitate the ability of these bodies in the field of research, planning and budgeting in this field. Necessary training and resources should be provided together with the assignment of this responsibility.

11.3 Family Planning

11.3.1 General Outline of the Sector and Administrative Organizations

11.049 As is stressed in Chapter II of this report, if the present conditions continue unchanged, Central Java Province will continue to have a high rate of population growth in the coming decades, which inevitably will cause various social problems and impose a burden on efforts to improve welfare in the Province. Since the nation as a whole envisages this problem and takes its consequences seriously, a tremendous amount of efforts have been made to overcome the growing pressure of population expansion, and to this Central Java was of course not an exception. Although the progress of family planning programs has been steady in the Province, Central Java is hardly considered to be the leading province in the movement to date, and much further effort should be made to attain the expected role of family planning in development. Moreover, as is clear in the population projection in Chapter II, the Province will again see a superabundance of new-borns in the late 1980s due to the huge population of reproductive-age females at the time -- unless effective measures are taken before the trend gains momentum. In this chapter we review the achievements in this sector by various levels of family planning organizations, and explore the outlook and potential in the coming decades.

11.050 A brief summary of the administrative organization for the movement would be helpful before exploring details of performance. Figure 11.1 shows a simplified picture of the organizations related to family planning in the country. At the national level, National Family Planning Coordination Board, or Badan Keluarga Berencana Nasional (BKKBN) is coordinating national planning for family planning, including identification of required action, projects, and budgets and the evaluation of the results. National Family Planning Coordination Board is independent of the ministries and directly responsible to the President. For each province, a Provincial Family Planning Coordination Board (BKKBN Tingkat I) has been established and is responsible for the province's activities in the field of family planning. At the kabupaten/kotamadya level there are the Regency Family Planning Coordination Boards (BKKBN Tingkat II), which are responsible for the kabupaten/kotamadyas' family planning activities. Under this Regency Family Planning Coordination Board, there are two major sections and one institution, i.e. Family Planning Field Work Section (PLKB), mobile units (TMK), and family planning clinics (Klinik KB).

The former two are responsible mainly for advocating the necessity for family planning and enhancing the knowledge of individual people of the subject, and for initiating contraceptive experiences. Family planning clinics, established basically for every kecamatan as the major sources of medical services and provision of contraceptive devices, are run by the Ministry of Health, but some of them are owned by the Armed Forces or private bodies. At the desa level SKD (see Figure 11.1) or PPKBD formally, are to take charge of providing access to the devices. Mobile units and the field workers are expected to send the acceptors to SKD after identifying them and providing initial access to the devices. As grass-roots organizations for motivating people to accept family planning, organization of women's groups called Paguyuban are now encouraged at the Duku level to complement the activity of SKD. In terms of organizational arrangement a Paguyuban is a subgroup of a local PKK women's organization, which is subsidized from the Ministry of Home Affairs.

11.051 Table 11.11 gives a rough idea of the main institutions which are active at each level of the local government. As is seen in the table, in the Province there are 674 family planning clinics each covering 5.5 thousands married woman aged 14 to 44 and eight desas averagedly. The number of the clinics is slightly higher than the total number of kecamatan. Mobile units are about 5 thousands in number, covering slightly more population and area than the clinics. SKD numbers about 6 thousands in the Province, being responsible for 600 married women of age 14 to 44, and for a little less than one desa. Paguyuban totals only 1,371 to date. This number of Paguyuban which have been organized thus far is not sufficient for the initial goal of this aspect of family planning programs to reach its initial goal.

Table 11.11 Number of Population, Kecamatan and Desa per One of Each of Clinic KB and SKD, Central Java, End of 1976

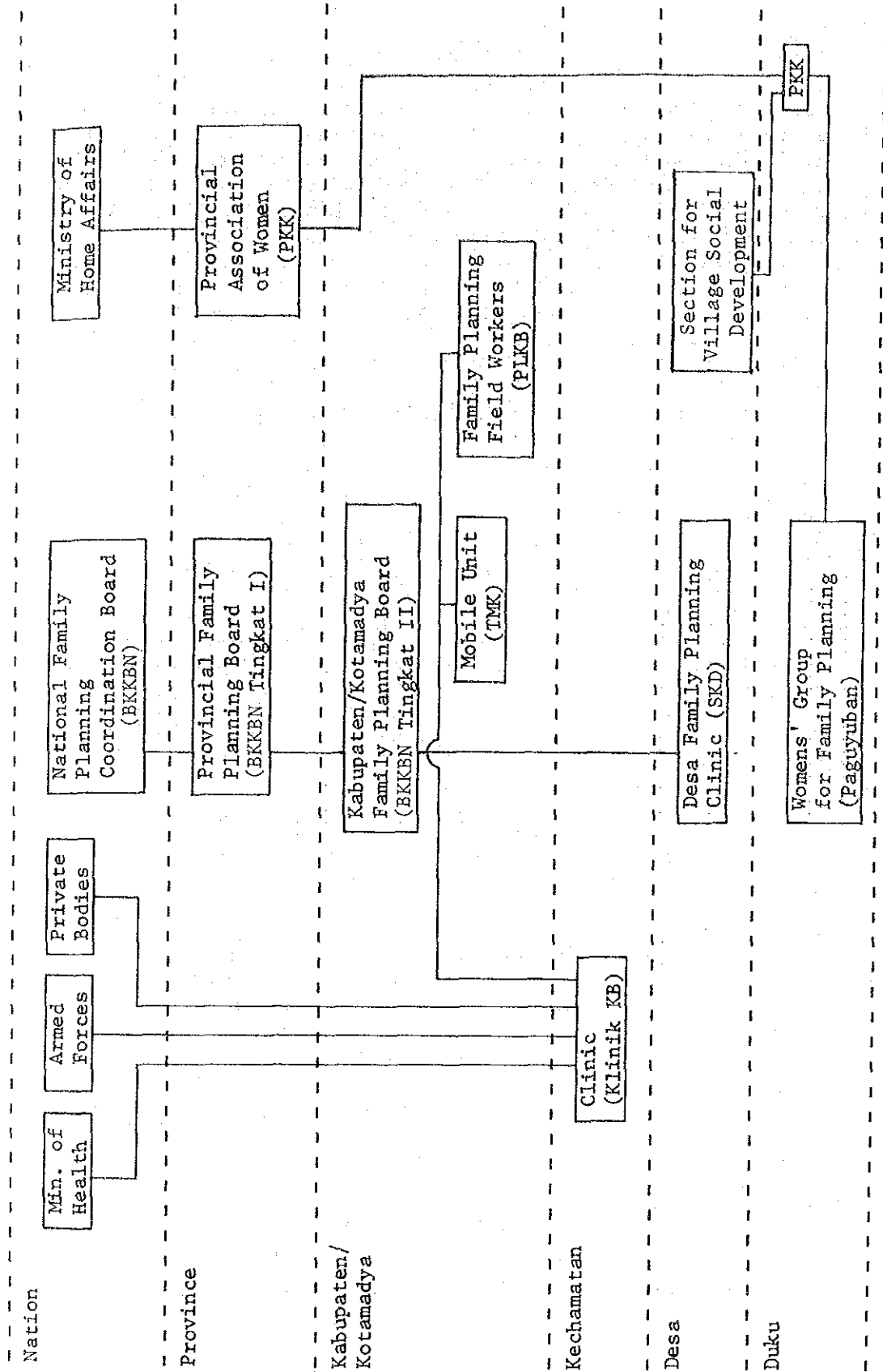
(Unit: Number per Organization)

	Total No. for Central Java	Clinic KB	Mobile ^{1/} Unit	SKD	Paguyuban
(Number of Organizations)		(674)	(499)	(6,142)	(1,371)
Married Female Population Aged 15-44	(3,698,620)	5,488	7,412	602	2,698
No. of Desa	(5,421)	8.04	10.86	0.89	3.95
No. of Kechamatan	(492)	0.73	0.99	-	-

Note: ^{1/} March 1976.

Source: BKKBN and Population Projection by the Study Team.

Figure 11.1 Family Planning Related Organizations



Source: BKKBN, Java Tengah, and others.

11.3.2 Achievements to Date and Problems

11.052 How the Central Java compares to other provinces in the nation in terms of the performance in family planning efforts is shown in Table 11.12 and Table 11.13; where the number of clinics together with the average number of married women aged 14 to 44 covered by one clinic, the number of active acceptors, the distribution of methods of contraception, and the number of active acceptors per 1,000 eligible women are indicated. Central Java has 674 clinics, comprising 560 facilities under the Ministry of Health, 49 facilities under the Armed Forces, and others. The average number of eligible women is 5,245, fairly under the national average, but ranks above D.I. Yogyakarta (3,200), East Java (4,587), and Bali (2,252). In terms of the number of active acceptors of contraceptive devices per 1,000 eligible women the Province together with D.K.I. Jakarta and West Java reveals its lag in development in the field more clearly: there were only 190 active acceptors per 1,000 eligible women in the Province, against 187 for D.I. Yogyakarta, 337 for East Java, 340 for Bali, and 233 for the entire nation. Especially the contrast with neighboring East Java is impressive, leading one to wonder what caused the difference in the otherwise similar provinces. The preferences of acceptors for the different kinds of contraceptive methods again indicates the relative stagnancy of the Province together with West Java in that the two provinces have lower shares of IUD users than do the other developed areas; the share of IUD users is 37 percent, which is significantly lower than those for D.I. Yogyakarta (54 percent), East Java (40 percent), or Bali (84 percent). Obviously Central Java still remains at the stage of relying on the diffusion of pills and condoms which are apt to be easily accepted -- as well as easily abandoned -- compared to IUD.

Table 11.12 Number of Clinics in Java and Bali, December 1976

	Number of Clinics					No. of Married Women Aged 14-44 per Clinic
	Public	Army	Private	Others	Total	
Central Java	560	49	13	52	674	5,750
D.K.I. Jakarta	77	35	26	46	184	5,245
West Java	471	47	0	35	553	7,487
D.I. Yogyakarta	98	6	0	17	121	3,200
East Java	913	54	12	50	1,029	4,587
Bali	142	7	0	7	156	2,252
Total	2,261	198	51	207	2,717	5,315

Source: BKKBN

Table 11.13 Number of Acceptors and Methods Used
in Java and Bali, December 1976

	Total Active Acceptor	Methods Used, in Percent					No. of Acceptors per 1,000 Married Women
		Pills	IUD	Condom	Others	Total	
Central Java	736,939	54.9	36.6	7.3	1.3	100.0	190.2
D.K.I. Jakarta	125,911	34.7	53.7	5.6	5.9	100.0	130.5
West Java	725,990	85.4	9.8	3.1	1.7	100.0	175.3
D.I. Yogyakarta	72,321	24.1	53.7	16.0	6.2	100.0	186.7
East Java	1,589,723	56.8	40.2	2.3	0.7	100.0	336.8
Bali	119,395	9.9	84.3	3.2	2.7	100.0	339.8
Total	3,370,279	59.4	35.2	4.0	1.4	100.0	233.4

Source: BKKBN

11.053 In its relatively short history the achievements of family planning in Central Java show several conspicuous trends, which are to be seen in Table 11.14, where the number of new acceptors for each contraceptive method are presented, together with the growth of the numbers of facilities. Even considering the fact that the total new acceptors does not by itself indicate the number of acceptors who are effectively practicing contraception and that the numbers are said to tend to be high due to over-reporting by the clinics, the growth of the number of new acceptors is remarkable through the first half of the 1970s; from 1970/71 to 1975/76 the average annual growth rate was 77 percent, which is extremely high. But the trend of growth differs by method. Pills and condom users increased very rapidly in the period covered, pills from 11 thousands in 1970/71 to 317 thousands in 1975/76, and condoms from 5 thousands to 150 thousands; whereas the usage of IUD, after the hike from 13 thousands in 1970/71 to 93 thousands in 1972/73, showed a decreasing trend from the 93 thousands to 45 thousands in 1975/76. The reason for this is considered to be the relatively easy way pills and condoms are used, and the maladies caused by the usage of IUD and religious prejudice against it on the other. But it is to be noted that the coerced usage of domestically made IUD sometimes attributed to the decline of the users of IUD for its poor quality. This well fits the fact that the decline of the use among acceptors coincides with the introduction of the domestic-made device.

11.054 The lower half of Table 11.14 may show that the growth of the new acceptors have been achieved mainly by clinics, and that the recent development of mobile units and SKD, which began substantial efforts in 1975/76, might make it possible to shift the trend observed so far. A different kind of social group of acceptors, or a different kind of demand would potentially be identified and realized enabling quality increase as well as quantity expansion in near future, but this will very much depend upon the policies taken in the coming years.

Table 11.14 New Acceptors of Family Planning by Methods,
and Number of Clinics, Central Java,
1970/71-1976/77

(Unit: Acceptors)

	1970/71	71/72	72/73	73/74	74/75	75/76	76/77 ^{1/}
<u>Acceptors</u>							
Pills	11,165	43,761	110,830	152,639	200,355	316,539	254,873
IUD	13,247	56,488	92,591	83,531	47,419	45,322	44,696
Condom	5,150	4,648	20,491	52,566	107,026	149,668	88,127
Others	-	2,844	4,073	489	2,342	3,581	5,250
Total	29,562	107,741	227,985	290,223	357,142	515,109	393,138
Target	30,000	90,000	-	300,000	350,000	475,000	515,000
<u>Number of Clinics</u>							
Klinik K.B.	320	350	500	552	578	659	682
Mobile Units			29	95	100	499	536
SKD						2,053	7,176

Note: ^{1/} Until December

Source: BKKBN

11.055 The degree of the diffusion of family planning practices varies significantly within the Province. Table 11.15 shows which KR/KDY (regency) is achieving well and which is not, in terms of the number of current users per 1,000 eligible women in the regency. Notice that in the table of regencies are ranked and ordered by the number of current users per 1,000 eligible women. As is seen in the table there are only two kabupatens that exceed 300 acceptors per 1,000 eligible women, namely Kabupaten Karanganyar and Temanggung. Even if we take the regencies with more than 233 current users, which is the Java-and-Bali average, the list has only four regencies, i.e. Kabupaten Rembang, Wonogiri, Semarang, and Kotamadya Magelang. On the other extreme, there are 6 regencies that do not reach the level of 150 current users, which include Kabupaten Boyolali, Purbolingo, Cilacap, Kudus, Klaten, and Purworejo. By far the majority of the regencies, 25 out of 35, fall in the range of 150 current users to 250 current users. The whole picture, where only one Kabupaten exceeds the average for the entire East Java and none is well beyond the Bali average, is rather dismal, indicating the great need for intensive efforts to strengthen and expand the whole structure of family planning machinery in the Province.

11.056 There seems to be no salient pattern in terms of distribution of the kinds of contraceptive devices used as related to the total users. If the best four in the ranking are taken, kabupatens Karanganyar and Rembang are heavily dependent on pills, whereas Temanggung and Wonogiri are skewed toward IUD quite substantially. The trend is not profound in the low-achieving group either.

11.057 The numbers of clinics and of their personnel as well as the numbers of eligible women that one clinic or one clinic worker is responsible for are to be found in the right half of Table 11.15. The number of clinics per kabupaten ranges from 4 for Kabupaten Magelang to 36 for Kabupaten Banyumas, and the number of eligible women from 1,565 for Kotamadya Magelang to 37,079 for Kabupaten Magelang. But for the latter pair, the kabupaten's dependence on the kotamadya is obvious. If the number of clinic personnel is examined, the range of the figures is between 374 for Kotamadya Magelang and 3,268 for Kabupaten Pemalang. The regencies with profoundly few personnel for the population of eligible women are KB Pemalang, KDY Tegal, KB Grobogan, and KB Brebes; in none of the regencies do the numbers of current users per clinic worker go below 3,000. The conspicuous fact observable from the table is that although a slight correlation between the number of users and number of clinics or clinic personnel is found, there appears to be no strong evidence that the establishment of clinics and assignment of personnel promotes the diffusion of contraceptives. Of course other social and economic factors should be examined before laying confidence on this inference, but it is definite and to be noted that clinics and their personnel alone can do little to achieve more than a certain stage of diffusion.

Table 11.15 Number of Current Users and Clinics by Kabupaten/Kotamedga --
Central Java, December 1971

Kabupaten/ Kotamadga	No. of Married Woman Aged 14-44	Current Users per 1,000 Women Married					Number of Clinics	No. of Eligible Women per Clinic	Number of Personnel	No. of Eligible Women per Personnel	
		Pills	IUD	Condom	Others	Total					
Karanganyar	89,678	215	95	38	1	348	1	20	4,484	63	1,423
Temanggung	84,259	76	211	22	2	311	2	15	5,617	55	1,532
Rembang	65,569	231	44	5	1	280	3	13	5,044	43	1,525
Wonogiri	159,546	12	262	4	1	278	4	19	8,397	64	2,493
Semarang	120,996	115	104	14	1	234	5	27	4,481	84	1,440
KDY Magelang	17,211	63	125	15	30	233	6	11	1,565	46	374
Pemalang	143,785	204	16	6	2	228	7	16	8,987	44	3,268
Kebumen	167,043	191	13	16	2	222	8	23	7,263	79	2,114
Demak	106,215	126	88	2	0	217	9	15	7,081	55	1,931
Banjarnegara	105,700	113	91	9	1	215	10	18	5,872	51	2,073
Wonosobo	92,401	85	112	11	0	208	11	17	5,435	38	2,432
Tegal	154,648	152	23	20	2	198	12	21	7,364	49	3,156
Kendal	116,452	134	51	10	1	196	13	20	5,823	72	1,617
Magelang	148,316	79	91	18	1	189	14	4	37,079	96	1,545
Sragen	114,695	91	71	24	0	187	15	21	5,462	65	1,765
Pekalongan	98,994	140	29	8	2	179	16	17	5,823	52	1,904
Batang	81,304	134	39	6	0	178	17	13	6,254	37	2,197
Sukoharjo	88,202	143	27	8	0	177	18	15	5,880	75	776
Jepara	105,684	132	44	2	0	177	19	18	3,871	47	2,249
Pati	150,512	116	49	9	1	175	20	27	5,574	86	1,750
Grobogan	157,726	74	85	15	1	175	21	17	9,278	50	3,154
KDY Salatiga	10,896	66	81	25	3	174	22	5	2,179	16	681
KDY Tegal	16,500	77	50	18	27	171	23	10	1,650	25	660
Blora	110,875	67	50	53	1	170	24	16	6,930	39	2,843
Banyumas	186,361	48	116	3	4	170	25	36	5,177	83	2,245
KDY Surakarta	64,640	86	38	24	18	166	26	25	2,586	102	634
Brebes	186,491	135	23	7	1	165	27	18	10,360	60	3,108
KDY Semarang	100,886	71	52	9	27	159	28	31	3,254	130	776
KDY Pekalongan	17,403	93	25	33	3	155	29	6	2,900	22	791
Boyolali	126,598	49	87	11	0	148	30	19	6,663	51	2,482
Purbalingga	104,710	78	62	7	0	146	31	16	6,544	47	2,228
Cilacap	212,148	81	52	8	2	143	32	27	7,857	81	2,619
Kudus	80,292	56	57	21	2	136	33	12	6,691	47	1,708
Klaten	171,058	62	43	19	3	127	34	29	5,899	59	2,899
Purworejo	117,747	55	30	35	0	121	35	22	5,352	71	1,658
Total	3,875,541	104	70	14	2	190	-	639	6,065	2,084	1,860

11.058 In Table 11.16 the numbers of field workers, mobile units, SKD, and Paguyuban are tabulated and given by regencies. Again here no profound relation of the above indices with the number of current users are found, but this is in a sense natural since only 1 or 2 years have elapsed since their substantial expansion began.

11.3.3 Evaluation of the Ongoing Policy and Recommendations

11.059 The discussions above reveal the relatively lagging diffusion of the family planning in the Province, the heavy dependence on pills, and the limited marginal effect of intensifying the allocation of family planning clinics at kechamatan level. Basically the current BKKBN policy of strengthening the IUD users components among acceptors as well as of the enhancement of field workers (PLKB) and the combination of mobile units (TMK) and desa family planning clinics (SKD) is supported. The formation and use of grass-roots organizations of women for family planning (Paguyuban) is strongly recommended. The detailed evaluation and recommendations follow.

(a) General Goal

11.060 First, the number of effective users should be greatly increased in the coming decade. The tentative goal proposed by the Study team is to reach the present level of East Java in terms of effective users per 1,000 eligible women in the year of 1980; and eventually to reach a level higher than 500 effective users per 1,000 eligible women in the last year of Repelita III, which is 1983/84. The targets for growth of the effective users by varieties of contraceptive methods is presented in Table 11.17. This substantial expansion of the usage of contraceptive in the duration assumed is felt to be mandatory considering the relatively mild growth of the eligible population in the 1970s and its rapid increase afterwards; the eligible population is estimated to be 3,699 thousands in 1976, and it will increase by 371 thousands until 1981, but the increase from 1981 to 1986 will be 475 thousands to reach 4,069 thousands eligible women. If the target is not achieved by 1983/84, the tremendous population explosion in 1980s (and afterwards), which was predicted in Chapter II of this report, will be inevitable. In order to achieve this target of effective users it should be noted that the emphasis of the programs is to be made prevention of the dropouts among the existing and newly-acquired acceptors as well as the expansion of the number of new acceptors.

11.061 Second, the use of IUD is to be enhanced through intensive efforts to increase the effectiveness of contraception per acceptors. It is targeted that the effective users of IUD be increased to 962 thousands, a 3.6-fold increase from 1976/77. The share of IUD users then will be 44 percent of the total effective users, about 7 percent greater than that of 1976/77, while the share of pill users will decrease from 55 percent to 46 percent, and that for condom will stay stable. A study revealed that out of 100 new IUD acceptors as many as 97 remain acceptors after one year and a half, while for those who accepted the pill only 67 remain.

Table 11.16 Number of Family Planning Clinics, Field Workers, SKD, and Paguyuban by KB/KDY

	No. of Clinic KB	No. of FKG Leaders	No. of FKB Workers	No. of Mobile Unit (TMK)	No. of Visits of TMK	No. of Desa	No. of Active SKD	No. of Active Paguyuban
KDY Magelang	4	2	16	1	35	-	7	7
KDY Surakarta	12	4	40	3	105	51	19	137
KDY Salatiga	3	1	6	1	35	9	1	1
KDY Semarang	13	13	72	6	210	177	73	1
KDY Pekalongan	4	2	12	15	35	22	18	10
KDY Tegal	6	2	11	2	70	-	-	-
KB Cilacap	24	19	101	24	840	214	83	38
KB Banyumas	24	25	93	23	805	328	227	28
KB Purbalingga	14	11	50	13	455	237	180	142
KB Banjarnegara	18	11	46	18	630	281	147	45
KB Kebumen	21	16	78	21	735	-	235	3
KB Purworejo	16	12	51	16	560	494	319	-
KB Wonosobo	14	7	38	13	455	263	65	-
KB Magelang	20	12	57	20	700	368	203	31
KB Boyolali	19	10	48	19	665	267	109	15
KB Klaten	22	16	79	22	770	401	133	42
KB Sukoharjo	16	8	36	14	490	-	-	-
KB Wonogiri	21	15	67	21	735	308	48	92
KB Karanganyar	18	9	35	18	630	177	146	33
KB Sragen	20	7	48	20	700	212	102	55
KB Grobogan	17	15	61	17	595	280	280	86
KB Blora	15	11	48	15	525	295	105	-
KB Rembang	13	6	36	13	455	295	245	94
KB Pati	21	18	71	21	735	405	258	52
KB Kudus	9	7	38	9	315	130	116	41
KB Jepara	14	11	48	13	455	-	133	10
KB Demak	15	9	41	14	490	-	106	13
KB Semarang	20	11	48	19	665	248	228	56
KB Temanggung	14	5	38	13	455	-	160	-
KB Kendal	16	13	45	16	560	306	177	56
KB Batang	13	7	41	12	420	246	194	-
KB Pakalongan	15	11	41	13	525	298	234	32
KB Pemalang	14	13	56	13	455	-	-	-
KB Tegal	18	14	64	18	630	296	161	4
KB Brebes	17	16	74	17	595	290	290	52
Total	672	369	1,734	500	17,535	5,421	3,516	974

Table 11.17 Recommended Targets for the Number of Effective Users, 1977/78 to 1983/84

(Unit: Effective Users)										
End of Year 1976/77		77	78	79	80	81	82	83	76/77- 78/79 Annual Growth (%)	78/79- 83/84 Annual Growth (%)
Total 1/ Married Women Aged 14-44		3,698,620	3,769,921	3,842,596	3,916,673	3,992,177	4,069,138	4,160,041	4,252,975	
Pill (%)	404,453 (54.8)	485,344 (57.1)	582,412 (58.8)	652,301 (56.6)	730,578 (54.1)	812,247 (51.4)	916,437 (49.0)	1,026,409 (46.3)	20	12
IUD (%)	269,426 (36.6)	280,203 (32.9)	291,411 (29.5)	370,092 (32.0)	470,017 (34.8)	596,921 (37.8)	758,090 (40.5)	962,774 (43.5)	4	27
Condom (%)	53,776 (7.3)	75,286 (8.9)	105,401 (10.7)	121,211 (10.5)	139,393 (10.3)	160,302 (10.1)	184,347 (9.9)	211,999 (9.6)	40	15
Others (%)	9,284 (1.3)	9,748 (1.1)	10,236 (1.0)	10,747 (0.9)	11,285 (0.8)	11,849 (0.7)	12,441 (0.6)	13,064 (0.6)	5	5
Total (%)	736,939 (100.0)	850,581 (100.0)	989,460 (100.0)	1,154,351 (100.0)	1,351,273 (100.0)	1,581,319 (100.0)	1,871,315 (100.0)	2,214,246 (100.0)		
Effective Users per 1,000 Married Women Aged 14-44	199	225	257	295	338	389	450	521		

Note: 1/ Estimate by the Study Team

IUD is more effective than the other devices and easier to supervise. The emphasis on IUD is in the long run effective and economic if a certain stage of diffusion is already reached. The pill and condom are to be encouraged in the areas where diffusion is still at a low stage.

11.062 Third, geographical disparity should be overcome by concentrating efforts on the low achievement regency; it is of the first priority to pull the low achievement regencies at least up to above the level of 233 effective users per 1,000 eligible women, which is the present average for the entire Java and Bali, by the middle of Repelita III. Together with the bottom-up schemes it is also of urgently needed to enhance the activities in the high-achieving regencies, since they are still lagging behind the preceding provinces.

(b) Medical Services

11.063 First, in order to realize the above goal, it is required to increase the number of new acceptors to 1,156 thousands in fiscal 1983/84, the total new acceptors totalling 4,438 thousands for the 5 years of 1979/80 to 1983/84. The number of new acceptors derived from the goal of effective users is presented in Table 11.18. For the estimation several assumptions are made on the number of eligible women, the dropout ratio for each of the devices, and the natural attrition of the acceptors due to aging, which are presented in tables 11.19 and 11.20. The detailed components of effective users in relation with the new acceptors for each year of projection is shown in Table 11.21. It should be noted here that the number of acceptors to be acquired each year is very dependent on the dropout ratio among acceptors; that is, if necessary actions are taken to lessen the number of dropouts, the required new acceptors can be smaller in number.

Table 11.18 Targeted Total New Acceptors,
1977/78 - 1983/84

	(Unit: Acceptors)						
	1977/78	78/79	79/80	80/81	81/82	82/83	83/84
Pill	302,329	362,794	377,111	422,391	465,549	534,330	593,393
IUD	49,914	51,912	124,540	158,166	200,869	255,105	323,983
Condom	110,778	155,093	151,250	173,938	169,920	195,408	224,720
Others	11,000	11,553	12,128	12,738	13,375	14,040	14,745
Total	474,021	581,352	665,029	767,233	849,711	998,883	1,156,841

Source: The Study Team's Projection

Table 11.19 Projected Number of Married Women Aged 14-44

	Share of Married Within All Women	1971	1976	1981	1986	1991
15-19	0.339	459,345	429,946	557,065	504,903	518,290
20-	0.748	543,763	749,693	921,642	1,189,649	1,083,563
25-	0.878	752,464	575,257	818,900	1,009,495	1,317,475
30	0.870	703,883	705,608	533,685	763,248	954,931
35-	0.838	665,954	663,755	665,382	503,260	719,736
40-44	0.764	464,375	574,361	572,464	573,867	434,043
Total		3,480,784	3,698,620	4,069,138	4,544,422	5,028,038

Source: Estimation by the Study Team

Table 11.20 Assumed Rate of Survival of New Acceptors

	Natural Survival <u>1/</u>	Net Survival <u>2/</u>	Gross Survival from the Previous Year	Average Survival for the 1st Year <u>3/</u>
Pill	0.96	0.63	0.602	0.80
IUD	0.96	0.90	0.864	0.05
Condom	0.96	0.50	0.576	0.40
Others	0.96	0.60	0.576	0.40

Notes: 1/ Rate of Survival allowing for natural drop-out by aging.2/ Rate of survival of effective users from the previous year.3/ Rate of Effective Users at the end of year for the total new acceptors for the year.

Source: Assumptions by the Study Team

Table 11.21 Numbers of Targeted Effective Users and Implied Number of New Acceptors

	1976/77	1977/78	1978/79	1979/80	1980/81	1981/82	1982/83	1983/84	1977/78- 1983/84 Total
Pill									
Total New Acceptors	302,329	362,794	377,111	427,391	465,549	534,330	593,393	3,057,897	
New Acceptors at Year End	241,863	290,235	301,689	337,913	372,439	427,464	474,714	2,446,317	
Old Acceptors Remained Effective	243,481	292,177	350,612	392,685	439,808	488,973	551,695	2,759,431	
Total Effective Users	485,344	582,412	652,301	730,578	812,247	916,437	1,026,409	5,205,737	
	404,453								
IUD									
Total New Acceptors	49,914	51,912	124,540	158,166	200,869	255,105	323,983	1,164,489	
New Acceptors at Year End	47,419	49,316	118,313	150,258	190,826	242,350	307,784	1,106,266	
Old Acceptors Remained Effective	232,784	242,095	251,779	319,759	406,095	515,740	654,990	2,623,242	
Total Effective Users	280,203	290,411	370,092	470,017	590,921	758,090	962,774	3,723,508	
	269,426								
Condom									
Total New Acceptors	110,778	155,093	151,250	173,938	169,920	195,408	224,720	1,181,107	
New Acceptors at Year End	44,311	62,037	60,500	69,575	67,968	78,163	89,888	472,442	
Old Acceptors Remained Effective	30,975	43,364	60,711	69,818	92,334	106,184	122,111	525,497	
Total Effective Users	75,286	105,401	121,211	139,393	160,302	184,347	211,999	997,939	
	53,776								
Others									
Total New Acceptors	11,000	11,553	12,128	12,738	13,373	14,040	14,745	89,577	
New Acceptors at Year End	4,400	4,621	4,851	5,095	5,349	5,616	5,898	35,830	
Old Acceptors Remained Effective	5,348	5,615	5,896	6,190	6,500	6,825	7,166	43,540	
Total Effective Users	9,748	10,236	10,747	11,285	11,849	12,441	13,064	79,370	
	9,284								
Total New Acceptors	474,021	581,352	664,029	767,233	849,711	998,883	1,156,841	5,493,070	

Source: The Study Team's Projection

11.064 Second, the new acceptors of the pill is expected to reach 593 thousands in 1983/84, which is 2.3 times greater than the actual number in 1976/77. Usage of the pill is to be encouraged in areas where the diffusion of contraceptives is limited, especially in the ten regencies with less than 170 acceptants per 1,000 eligible women, which constitute the bottom of Table 11.15. Also, the pill is encouraged to be utilized for social groups whose response to IUD is not favorable because of religious reasons. Close attention should be paid to supervision of the usage and to keeping the acceptors active, as well as to acquire new acceptors.

11.065 Third, use of IUDs should be encouraged in the whole Province but especially in regencies that have reached a relatively advanced stage in terms of the numbers of pill and condom users. These regencies include kabupatens Karaganyar, Rembang and Pemanng. Also, the adoption of IUDs by current users of the pill or especially condoms should be encouraged through a proper process of education. Including the recruitment of dropouts from other devices, the number of new IUD acceptors is expected to be 324 thousands for 1983/84, a 3.5-fold increase from the past peak year (1972/73). The present difficulties in increasing the use of the device should be eliminated through intensive research and experimentation, and the domestically-made IUD should be either promptly improved or replaced by imported IUD. The diseconomy caused by the poor quality of these IUDs is enormous and its consequences urgently deserves consideration.

(c) Facilities and Organizations

11.066 First, in order to reach the goals of effective users and the new acceptors, substantive reinforcement of facilities, personnel and organizations is recommended. Strategic emphasis will be laid on the expansion and development of the field worker services (PLKB) and the voluntary organization of women for family planning (Paguyuban), while the expansion and improvement of existing family planning clinics (Klinik KB) and desa family planning clinics (SKD) is to be enhanced. Mobile units' (TMK) are to grow in accordance with growth of Klinik KB. The organic combination and cooperation between the field work services and mobile units on the one hand and the desa clinics and Paguyuban on the other is especially to be strengthened and fully utilized. The proposed expansion of facilities in the duration until 1983/84 is presented in Table 11.22.

11.067 Second, the number of family planning clinics is expected to be nearly doubled so that the coverage of each clinic is reduced to 3,500 eligible women in 1983/84. If this is achieved there will be on average two clinics for one kecamatan, and the average area covered by one clinic will drop from 54 sq. km in 1976/77 to 28 sq. km in 1983/84. It is required to establish an additional 576 clinics by 1983/84 to reach this level. The number of personnel is proposed to be raised to 6 thousands, thus making it possible to deploy an average of 5 persons per clinic. The required number of additional personnel is 3,991 persons.

Table 11.22 Targeted Facilities in 1976/77 and 1983/84
and Required Improvement in the Duration

	76/77	83/84	Number of Required Additional Facilities		
			77/78-	79/80-	83/84
			78/79		
Married Women Aged 14-44	3,698,620	4,252,975			
New Acceptors	-	1,156,841			
Number of Clinic KB	639	1,215	165		411
Eligible Women per Clinic	5,788	3,500			
New Acceptors per Clinic	-	952			
Personnel of Clinic KB	2,084	6,075	1,140		2,851
Eligible Women per Personnel	1,775	700			
Number of Field Workers	2,133	10,632	2,428		6,071
Mobile Unit	636	1,181	184		461
Eligible Women per M.U.	5,815	3,601			
SKD per Mobile Unit	10	6			
Number of Active SKD	5,516	7,088	449		1,123
Eligible Women per SKD	671	600			
Number of Active Paguyuban	974	10,632	2,759		6,899
Eligible Women per Paguyuban	3,797	400			
Coverage of Clinic KB	53.76 (Km ²)	28.27 (Km ²)			
" Mobile Unit	64.09	29.09			
" Active SKD	6.23	4.85			
" Paguyuban	35.27	3.23			

Source: The Study Team's Projection

Because there are considerably substantial regional disparities in terms of the coverage of clinics is as seen in Table 11.15, priority is to be given to the establishment of facilities in the suppressed areas. These areas include kabupatens Brebes, Grobogan, Magelang and Pemalang. In addition, for kabupatens Klaten, Cilacap and Blora, there is urgent need to increase the number of personnel.

11.068 Third, desa clinics are expected to number 7.1 thousands in 1983/84, a moderate increase from 5.5 thousands in 1976/77, making it necessary to establish another 1.6 thousands by the end of period of concern. Emphasis should be shifted from quantitative expansion to the improvement of equipment and activities, which consequently will necessitate managerial improvements. Coordination between mobile units, field workers, and Pakuyubans should be enhanced, which will in turn stimulate the activity of individual desa clinics. By the above improvements, the number of eligible women covered by one desa clinic will drop from 671 in 1976/77 to 600 in 1983/74, and the area covered from 6.23 sq. km to 4.85 sq. km. There are a number of regencies where the numbers of desa clinics fall far behind the number of desa as is obvious in Table 11.16, despite the principle of one clinic for one desa. Priority should be given to allocating new desa clinics to these regencies, which include kabupatens Cilacap, Banjarnegara, Wonosobo, Boyolali, Klaten, Wonogiri and Blora.

11.069 Fourth, mobile units are expected to expand in accordance with the growth of family planning clinics. As many as 645 new units will be added by 1983/84 to the existing 536 units to lower the covered population of eligible women from 6.9 thousands to 3.6 thousands, the number of SKD covered from 10 to 6, and the total acreage covered from 64 sq. km to 29 sq. km.

11.070 Fifth, field workers program (PLKB) should be greatly enhanced and strengthened. The study team set the goal in 1983/84 at 10,632 field workers, or 1,772 field work teams consisting of 6 workers each. Then each field work team will be responsible for 2,400 eligible women or 4 desa clinics. The number of newly recruited field workers is expected to amount to some 8.5 thousands, which still necessitates a considerable effort. Field work service is expected to advance in accordance with improved coordination and augmented efforts of SKD mobile units and Baguyuban, since the coordination of the four is decisively important for the promotion of family planning in areas which so far have been lagging.

11.071 Sixth, organization of paguyuban are to be encouraged throughout the Province in cooperation with the existing Province Association of Women (PKK). It is proposed that influential women in the area head the organization as one of the integrated cores of the PKK. Necessary actions are to be taken and subsidies are to be given to Paguyuban including the provision of sewing machines, radios and showing of movies, to elicit the active participation of the local females. Some special incentives for high achievements may possibly be set up for the Paguyuban.

It is hoped that the number of Paguyuban grows from 974 in 1976/77 to about 11 thousands in 1983/84, so that the average coverage will be 400 eligible women or 3.23 sq. km. Around 10 thousands of new organizations should be organized in seven years, which implies massive commitments to the movement. This is, however, a multipurpose movement, tapping the existing potential of women's participation in social scene. Yet, at the same time it should be noted that the mere formation of organizations is nearly meaningless; much attention should be paid to how these organizations are kept active. The often-observed inertia of many presently existing organizations for social purposes should not be repeated.

(d) Utilization of Other Organizations

11.072 First, mobilizing other social and private organizations should be enhanced to motivate the public for family planning. The major source of this assistance will be from the public education system and mass-communication organizations.

11.073 As was touched upon in Appendix A, it is peculiar to Central Java as well as to the entire nation that higher educational attainment does not by itself imply lower fertility rate. This is partly due to the likely high income level of those with high level of education, but it still deserves attention that schooling itself is not a factor contributing to acceptance of family planning. A strong recommendation is to be made to form a means of cooperation of the family planning agencies at the local level with each level of the school system, to acknowledge the necessity of the practice and to elicit active cooperation. For this purpose, there should be special sessions for the teachers in different levels of schools, to provide them with accurate information on family planning. Schools are also important places to impart the attitude to face the implications of growing population and to consider the further plight of the babies to be born and the responsibilities of the parents for the children's well being. Family-planning lessons will be given in the higher grades in primary schools as well as in secondary schools and other higher learning institutions.

11.074 Second, as was pointed out in Appendix A, in Central Java, high income level in general relates with high fertility rate. The perceived decline of the fertility rate may have been derived from the worsening economic situation of people in the rural area, and their dismal recognition of the fact that there will be no room for additional population. In the urban area, on the other hand, the people's proposed number of children is still above four, according to a survey conducted in Central Java, and the difference of the realized number of children and the desired number is so small that the diffusion of family planning will be limited. Every means should be taken to disseminate the idea of a small family, and the relevant understanding of family planning. Public broadcasting services and TV, as well as newspapers, should be utilized for this purpose.

11.075 Third, religious organizations should be integrated in the movement. Especially since the strong resistance of Moslem women is often reported, persuasion by religious leaders are essential. If their active cooperation is obtained, religious organizations will have considerable influence on society and the eligible population.

(e) Training of Personnel

11.076 First, necessary action should be taken to enhance the skills and knowledge of personnel in the following three categories: management and planning ability of administrative staff; practical and medical knowledge of field workers; and medical training for doctors, midwives, assistant midwives, and nurses.

11.077 Management education and training should be carried out for every level of administrative personnel. Special attention should be paid to the provision of demographic knowledge, to enable the local officials to comprehend the total structure of the population program in the social setting. In the present situation, local officials responsible for the family planning programs are strictly bound to the targets given them from the organizations at higher places in the hierarchy, and are only conscious of reaching targets. The resulting abnormality is the small number of effective users as contrasted to the numerous new acceptors, and the heavy dependence on contraceptive devices which are easy to diffuse. Also, necessary instruction should be given to the concept of cost and effectiveness of family planning, which will eventually render local level officials capable of planning programs and forming budgets fitting to their needs. Short-term seminars and study tours should be given to impart to them the experience of leading provinces and regencies.

11.078 Second, field workers, local information staffs, and desa level officials responsible for family planning should be given intensive training courses. In the coming years the training session for the newly recruited field workers will be a major issue to be given special attentions. Initial training for these should be more than 4 weeks, followed by refresher training of 1 or 2 weeks yearly. Candidates for the post of social workers leader should be trained intensively, exposing them to realities of the social and economic setting of family planning and the situation of the entire nation, as well as detailed medical knowledge. Locally-planned training sessions and seminars should be encouraged through a variety of incentive schemes.

11.079 Third, medical staffs are to be trained through relatively short, intensive courses. The education and training of newly recruited midwives and assistant midwives should given the first priority, while refresher education for nurses and doctors is to be undertaken in suitable ways. Special attention should be paid to enhance the use of IUDs, and the prevention of maladies caused by the device.

11.080 Fourth, special sessions and printed materials should be prepared for the potential leaders of Paguyuban. The dispatch of instructors for the leading Paguyuban is strongly recommended, together with the provision of graphical charts and picture-books. Religious leaders should be given information on the subject. At least one teacher in every primary school or secondary school should be trained for at least 3 days for acquiring knowledge and familiarity with teaching methods on the subject. Radio broadcasting should be utilized for these sessions.

(f) Administration

11.081 First, BKKBN at the Province level should increase its responsibility in planning and budgeting the family planning scheme in the Province. Special attention should be paid to acquisition of a comprehensive understanding of population problems and demographic methodology, thus making it possible to select the most relevant policy alternatives for furthering the welfare of population. The general tendency of laying much emphasis on achieving the goal of new acceptors should be substituted for more flexible and rational strategy to obtain the increase of constant users and other ultimate goals. The same is the case for BKKBN at the regency level.

11.082 Second, BKKBN at each level should pay due attention to the cost incurred in undertaking the projects and the effective usage of resources as well as their effectiveness for achieving the targets set. Post-evaluation of projects is lacking in the performance of the offices and therefore strongly recommended to be undertaken thoroughly.

11.083 Third, BKKBN at the provincial level should coordinate the following studies and research: the major characteristic and trend of the population structure of the Province; the dropout and persistence of the new acceptors for the following years as related to the types of contraceptives and the methods of access to the devices; identification of the major factors hindering the diffusion of contraceptives and their effective use; the organizational as well as the social characteristics of the leading kabupaten or kotamadya; and different family planning patterns for different social groups and different areas of residence.

(g) Budget Proposed

11.084 To achieve the goals and measures presented above, the funds allocated to the sector for the five years of 1978/79 to 1983/84 is Rp. 10,368 million in total. The configuration of the budget estimated by the Study team is to be seen in Table 11.23. The largest share, about Rp. 4,666 million, is to be spent on field work service and related activities, the second largest share, Rp. 2,593 million, is for medical services. The relative share of administrative and supervisory spending is expected to decrease to 16 percent, or Rp. 1,659 million, for the duration.

Table 11.23 Budget for Family Planning,
Central Java, 1978/79 - 1983/84

(Unit: Rp. Thousand)

Planning and Motivation	3,203,154
Education and Training	5,125,046
Field Work Service	28,828,383
Medical Service	15,834,076
Administration and Supervision	10,250,052
Desa Clinic	640,631
Total	64,063,060

Source: Study Team

11.085 Additional funds are expected to be spent on the subject related to family planning by the Ministry of Home Affairs for the construction of the clinics at kecamatan level, and the subsidies to PKK, the Paguyuban's umbrella organization.

11.4 Transmigration

11.4.1 General Outline

(a) General

11.086 Against the background of extremely high population density and the lack of employment opportunities in agriculture and other sectors as depicted in Chapter II, Central Java has been sending out enormous numbers of transmigrants to outer islands from the beginning of the century. According to one estimate, since 1950, from Central Java and D.I. Yogyakarta inclusive, migration of the magnitude of about half of the total migration from all of Java Island moved to outer islands. The prospective population expansion in the Province in the coming one or two decades at least would not lessen the magnitude of the outflow of the population as a phenomenon, and would not lessen the importance of transmigration as a policy measure to mitigate the growing population pressure.

11.087 There are three main types of transmigrants distinguished by the degree of public commitment. They are:

- (1) Government sponsored migrants, who are provided by the national and provincial governments with the costs for transferring to the outer-islands and with already cleared settlement schemes;
- (2) Spontaneous migrants, who are provided with cleared settlement schemes but who are responsible for paying the costs of transportation from origin to destination; and
- (3) Free migrants, who are totally outside the realm of government assistance, moving and finding lands all by their own.

Since 1969 the Government sponsored migration and spontaneous migration were integrated into the official transmigration program. This helped both to decrease the cost for the Government and to regulate and fairlitate the mobility of previous spontaneous migration. Since the applicants for official migration are numerous despite the limited resource capacity, those who are not eligible for the selection as official migrants still move as free migrants. Although their number is likely to be so high as to far exceed the number of official migrants, no valid statistics are available at this point. This Chapter deals mainly with the official migration, either fully-sponsored or semi-sponsored.

(b) Procedures of Transmigration

11.088 The Central Government (the Ministry of Manpower, Transmigration and cooperatives) develops the transmigration schemes in the outer islands, while the Provincial offices of the Ministry are responsible for the selection and transfer of the migrants. The Central Government maintains the schemes for the initial 5 years and then transfers the responsibility to the local government. For recruitment for transmigration, the Central Government allocates the total capacity for each year, and provincial governments again allocate their shares into KB/KDYs (regencies). A kabupaten/kotamadya has a selection board which is organized by the regency officials, and is responsible for screening the applicants sent by desa heads through kecamatan selection boards. For the allocation of the number to each area, priority is given based upon three criteria:

- (1) Dense population with more than 1,000 persons per square kilometer;
- (2) Possibility of a natural disaster such as volcanic explosion, flood, and mountain land erosion; and
- (3) Location of physical infrastructure construction such as dam-sites.

Since the demand among farmers for the chance to resettle in outer islands is considerably abundant, the selection of official migrants is highly selective. The standards for selection are:

- (1) Excellent health condition,
- (2) Aged 20 to 45 years, old,
- (3) With family the members of which are not more than 5 persons,
- (4) Good conduct,
- (5) No involvement in forbidden party, and
- (6) Peasant or those who have any skill.

It should be again noted that the population that hope to migrate is enormous; the ratio of official migrants to the potential applicants is estimated as 10 to 1 in Central Java.

11.089 Those who are selected wait until the lands for them are cleared and minimum facilities meeting government standards are secured. The waiting period being sometimes as long as two or three years. When the departure is definite, the prospective settlers are transferred to transit camps located in several places in a province. In Central Java, they include kabupaten Blora, Cilacap, Sragen, Boyolali and others. After spending a period of orientation and training, the prospective settlers are finally sent to their destinations. There are training courses for the prospective leaders for these transmigrants, which are mainly given in the origin provinces.

11.4.2 Achievements to Date

(a) Number of Transmigrants

11.090 In 1975, Central Java sent out about 8 thousand persons or 1.7 thousands of families through transmigration. The number of migrants fluctuates significantly year to year, the recent peak year being 1974 when 28 thousand migrants went out of the Province. As is seen in Table 11.24 the Province is still ranked as the first in the number of migrants among other provinces in the years of 1973 and 1974 inclusive, totalling 33 thousand persons or 37 percent of all migrants from the Java Islands. The Province is followed by East Java by a small margin, but far ahead of other provinces. In terms of the number of transmigrants per 10 thousand population, however, the Province only ranks at third with 12.1 migrants per 10 thousand population in 1973. The highest figure is that for D.I. Yogyakarta, 22.4 persons, followed by 19.4 persons of Bali. Moreover, East Java is a source of increasingly massive spontaneous migrants, which might have made it possible that East Java Province has by now come to exceed Central Java in supplying transmigrants.

Table 11.24 Number of Transmigrants by Provinces of Origin

Number of Transmigrants in	Government Sponsored-1		Government Sponsored-2		Spontaneous		Others		Total	Number of Families				Average/10,000 ^{1/}
	1973/74 1974/75		1973/74 1974/75		1973/74 1974/75		1973/74 1974/75			1973/74 1974/75				
	1973/74	1974/75	1973/74	1974/75	1973/74	1974/75	1973/74	1974/75		1973/74	1974/75	1973/74	1974/75	
Central Java	1,496	2,297	9,857	3,372	6,541	-	9,884	-	33,447	5,550	1,250	12,1275	2,4280	
D.K.I. Jakarta	-	-	1,160	741	-	-	-	-	1,901	400	284	2,2351	1,3490	
West Java	1,968	1,348	1,907	1,664	2,291	-	559	-	9,737	1,369	672	2,9704	1,3050	
D.I. Yogyakarta	740	1,194	2,433	2,540	1,096	-	1,563	-	9,566	1,400	1,051	22,3704	14,0550	
East Java	1,989	1,762	8,080	1,738	6,096	-	8,417	-	28,082	5,561	781	9,1985	1,2850	
Bali	-	-	3,823	464	557	-	-	-	4,844	925	100	19,4321	2,0070	
West Nusa Tenggara	-	-	1,451	1,298	-	-	-	-	2,749	300	326	6,1992	5,4070	
Others	-	-	-	-	-	-	-	-	-	75	-	0,3631	-	
Total	6,193	6,601	28,711	11,817	16,581	-	20,423	-	90,326	15,580	4,464	74,8963	27,8360	

Note: 1/ Number of annual transmigrants per 10,000 population

Source: Bito Pusat Statistik, Statistical Pocket Book of Indonesia, 1975

(b) Destination and Place of Origin

11.091 Table 11.25 shows the distribution of the destinations of transmigrants from the Province. Lampung has been the major destination of the migrants, but the share has now decreased to 32 percent on the average from 1972/73 to 1975/76 due to the saturation of the area. South Sumatra accepted 21 percent of the migrants during that period. West Sumatra, Jambi, Bengkulu, Central, South and West Kalimantan are now increasing their shares among the destinations. Table 11.26 presents the number of transmigrants by their origin. As is shown in the table, the major regencies in terms of the number of transmigrants are kabupatens Magelang (5,367 persons for 1972 to 1975), Grobogan (5,784), Boyolali (4,538), Wonogiri (3,964), and Kebumen (3,904). In order to give the relative frequency of transmigration among the population, the average number of migrants per 10 thousands of population is calculated for each of the regency, and is indicated in the right of the table. The largest figure comes for kabupaten Brebes which sent 41 persons per 10 thousands of population from 1972 to 1975. The conspicuous fact here is that there are relatively clear separation of regencies with relatively high ratio of migration per capita and those with low figures. Kabupatens Kebumen, Purworejo, Wonosobo, Magelang, Boyolali, Wonogiri, Grobogan, Blora, Jepara, Semarang, Temanggung, Kendal, Batang and Brebes are in the group of higher transmigrations per capita, with more than 10 migrants per 10 thousands every year. On the other extreme kotamadyas and kabupatens Sukoharjo and Rembang show less than 10 migrants per 10 thousand population every year.

(c) Number of Actual Departure and Unrealized Targets to Date

11.092 Despite the efforts made by the Central Government, the clearing of the lands and construction of facilities in the settlement schemes are considerably delayed causing the recruits for transmigration to wait for a long time in their original residency prior to departure. A quick glance at Table 11.27 will be sufficient to realize how the situation has been worsening in this aspect, which is the result of overly ambitious targets, the adoption of recruitment policy without consideration of availability of suitable land, and delays in construction of the schemes. In fiscal 1971 the prospective migrants waiting for transmigration from the previous fiscal year amounted to 6 thousand persons and the new applicants for the year was 11 thousands; consequently the total of 17 thousands were waiting ready for departure. The number of those who actually set out in the year were 6 thousands, less than the number of new recruits for the year, leaving 11 thousands waiting for the next year. This process goes on year after year, and the number of transmigrants on the waiting list continues to increase. Despite the relatively large accomplishment in 1972/73 (18 thousand persons), and in 1973/74 (39 thousand persons) the number of applicants waiting from the previous year grew from 11 thousands for 1970/71 to 58 thousands for 1975/76. On the other hand, the ratio of those who achieved transmigration to the total number of these waiting to migrate decreased from 35 percent for 1970/71 to 12.5 percent for 1975/76. It deserves special note that in the

Table 11.25 Number of Transmigrants From Central Java by Destination

	1972/73	1973/74	1974/75	1975/76	Total	Total Number of Families	%
Jambi	489	959	772	1,368	3,588	757	5.1
South Sumatra	3,270	5,658	4,264	1,784	14,976	2,905	21.3
West Sumatra	-	1,285	797	6	2,088	450	2.9
North Sumatra	-	-	508	947	1,455	300	2.1
Bengkulu	521	2,098	1,336	-	3,955	787	5.6
Lampung	2,113	4,998	14,673	973	22,757	4,539	32.4
West Kalimantan	-	993	695	231	1,919	400	2.7
East Kalimantan	930	1,520	1,311	597	4,358	918	6.2
South Kalimantan	533	773	28	-	1,334	255	1.9
South Sulawesi	1,025	1,472	1,159	200	3,856	550	5.5
Central Sulawesi	700	729	1,396	222	3,047	644	4.3
Southeast Sulawesi	-	-	801	-	801	181	1.1
Maluku	-	1,001	-	-	1,001	200	1.4
Central Kalimantan	511	493	-	-	1,004	200	1.4
Riau	261	-	188	221	670	150	0.9
Irian Jaya	1,152	-	-	623	1,775	421	2.5
North Sulawesi	-	960	-	607	1,567	350	2.2
Total	11,505	22,939	27,928	7,779	70,151	14,007	100.0

Source: Directorate of Transmigration, Central Java

Table 11.26 Number of Transmigrants by Origin

	1972	1973	1974	1975	Total	Total Number of Families	%	1/ %
KDY Magelang	10	22	29	-	61	17	0	1.6
KDY Surabaya	-	-	-	-	32	6	0	0.2
KDY Salatiga	-	-	-	-	-	-	-	-
KDY Semarang	7	33	63	-	103	23	0	0.4
KDY Pekalongan	-	-	8	4	12	3	0	0.3
KDY Tegal	-	-	-	-	-	-	-	-
KB Cilacap	352	981	1,639	310	3,282	581	4.7	6.9
KB Banyumas	164	924	1,510	293	2,891	562	4.1	6.9
KB Purbalingga	188	515	1,008	253	1,964	397	2.7	8.4
KB Banjarnegara	160	547	552	256	1,515	290	2.2	6.4
KB Kebumen	563	1,731	1,054	556	3,904	837	5.5	10.5
KB Purworejo	801	911	1,167	322	3,201	645	4.6	12.2
KB Wonosobo	408	1,291	638	241	2,578	526	3.7	12.5
KB Magelang	942	1,818	1,900	707	5,367	1,157	7.7	16.2
KB Boyolali	905	1,225	2,056	352	4,538	971	6.5	16.0
KB Klaten	218	514	676	138	1,546	385	2.2	4.1
KB Sukoharjo	-	-	97	61	158	33	0.2	0.8
KB Wonogiri	1,233	1,130	1,305	296	3,964	828	5.7	11.1
KB Karanganyar	41	176	165	224	606	134	0.8	3.0
KB Sragen	164	389	583	257	1,393	320	2.0	5.4
KB Grobogan	1,401	1,661	2,267	455	5,784	1,156	8.2	16.4
KB Blora	478	976	1,365	221	3,040	658	4.3	12.3
KB Rembang	6	-	2	-	8	2	0	0.1
KB Pati	559	752	608	420	2,339	373	3.3	7.0
KB Kudus	116	168	504	64	834	172	1.1	4.7
KB Jepara	99	1,463	1,121	281	2,964	589	4.2	12.6
KB Demak	421	132	490	-	1,043	214	1.5	4.4
KB Semarang	313	1,319	1,374	236	3,242	625	4.6	11.9
KB Temanggung	176	464	1,033	284	1,957	382	2.8	10.4
KB Kendal	315	1,415	1,441	80	3,251	643	4.6	12.5
KB Patang	279	502	640	428	1,849	348	2.6	10.2
KB Pekalongan	99	504	245	136	984	197	1.4	4.4
KB Pemalang	529	517	452	29	1,527	286	2.2	4.9
KB Tegal	489	345	294	113	1,237	249	1.8	3.6
KB Brebes	62	504	928	225	1,718	400	2.4	41.3
Total	11,498	22,929	27,214	7,242	70,151	14,009	100.0	8.0

Note: 1/ Number of annual transmigrants per 10,000 population averaged for 1972 to 1975.

Source: Direktorat General of Transmigration, Central Java

Table 11.27 Recruitment and Departure of Transmigrants From Central Java, 1970/71 - 1975/76

	Prospective Migrants Remaining Since Previous Year			Recruitment of the Year			Total Migrants Waiting			Realized Departure			Left Waiting for Next Year			Percent of Departure Out of Waiting Persons
	No. of Families	No. of Persons	No. of Families	No. of Persons	No. of Families	No. of Persons	No. of Families	No. of Persons	No. of Families	No. of Families	No. of Persons	No. of Families	No. of Families	No. of Persons	No. of Persons	
1970/71	1,358			2,215			3,573			1,257			2,321			
		6,208			10,758			10,966			5,937			11,029		54.1
1971/72	2,321			3,055			5,376			1,092			4,248			
		11,029			14,790			25,819			5,238			20,581		20.3
1972/73	4,284			5,260			9,544			3,525			6,019			
		20,581			26,589			47,170			17,948			29,222		38.0
1973/74	6,019			7,309			13,328			7,765			5,563			
		29,222			38,490			67,712			39,115			28,897		57.8
1974/75	5,563			6,971			12,534			1,901			10,633			
		28,597			33,364			61,961			8,210			53,751		13.3
1975/76	19,633			2,569			13,202			1,774			11,428			
		53,751			12,244			65,905			8,245			57,750		12.5

Source: Regional Office of Transmigration

Spring of 1976, out of 66 thousand persons or 13 thousand families, only 8 thousand persons or 2 thousand families were lucky enough to set out for a new life elsewhere in the country, but as much as 58 thousand persons or 11 thousand families, or 87 percent of the total applicants, had no choice but to remain in Central Java without certain hope that their goal may be realized.

(d) Training of Transmigrants

11.093 Efforts have been made to train the leaders among the settlers in agricultural techniques including the mixed farming techniques, fitted to their new environment. Special courses are given to selected prospective transmigrants by the agricultural training center (PLKP) in Klampok at KB Purwodadi. The capacity for 1976/77 is 240 trainees, divided into four groups and given sessions of two months. The other courses are given at the mixed farming center at Ungaran, Kabupaten Semarang, of which the capacity in 1977/78 will be 50 trainees with 30 days of instruction. Both facilities have dormitory accommodations.

11.4.3 Evaluation of Ongoing Policies and Recommendation

11.094 Although growing population pressure has steadily increased the already-crucial importance of transmigration programs, so far the over-all achievement appears to be unsatisfactory. The reason for this is mainly the stagnant development of the settlement schemes in the outer islands due to the saturation of several eligible areas and the increasing difficulty of locating proper land for the settlements. The differential between the pledged number of transmigrants, set by the official target, and the enormous number of applicants waiting for the departure, and the number of persons actually settled in new areas, seems to accentuate the confusion of the present situation. Dedicated efforts of the Central Government to prompt the development of settlement schemes is strongly proposed, and at the same time a rational process of setting targets for the number of migrants as well as closely coordinated activities among the planning section of the Central Government, the local officials in the origin regions and those in settlement regions should be fastered to the greatest extent possible. The present policy of the Provincial office of transmigration to provide training to the prospective leaders is supported and its further enhancement is recommended.

(a) General Goal Up to 1983/84

11.095 First, as is presented in Table 11.28 the total number of transmigrants are 110 thousand families or 550 thousand persons for the period of 1979/80 to 1983/84. The tentative target for Repelita III of 500 thousand families for the whole nation and 150 thousands for Central Java should be reconsidered. The present goal is 6,400 families in 1977/78. However, although availability of land seems to suffice, the goal of 17,000 families in 1978/79 might be difficult to achieve, and to be modified downward, considering the present situation of progress of construction of settlement

Table 11.28 Recommended Goal of Transmigration^{4/}

	Departure (Families)		Recruitment (Families)	Waiting (Families)	1/ Number of Departure (Persons)	Population Increase	2/ Population Increase	3/ Population Increase	Implied Reduction of Population Increase (Percent)
	Total	Government Sponsored							
1977/78	6,500	4,875	1,625	4,000	6,500	17,500	407,636	400,136	1.8
78/79	9,500	7,125	2,375	7,000	4,000	47,500	414,506	377,006	9.0
79/80	12,000	9,000	3,000	11,000	3,000	60,000	421,493	371,493	11.9
80/81	17,000	11,000	6,000	18,000	4,000	85,000	428,601	343,601	19.8
81/82	22,000	13,000	9,000	23,000	5,000	110,000	491,813	391,813	20.3
82/83	27,000	15,000	12,000	28,000	6,000	135,000	501,107	376,107	24.9
83/84	32,000	17,000	15,000	31,000	7,000	160,000	510,700	360,700	29.4
79/80 - 83/84									
Total	110,000	75,000	45,000	106,000		550,000			

Note: 1/ Estimated at 9,000 for the end of fiscal 1976/1977

2/ The case where official transmigration of 10,000 persons, and free migration of 30,000 persons per year are assumed.

3/ The case where official transmigration is assumed to be achieved as targeted.

4/ The criterion used for this target setting is an objective to reduce population growth rate (refer to Paragraph 11.098 and the last column of this table).

Source: The Study Team's Estimation.

schemes and the huge backlog of waiting prospective migrants. The targets set by the Study team are 6,500 families and 9,500 families for 1977/78 and 1978/79, respectively. In 1979/80 the number of families will be set at 12 thousands, and the number is to be raised to 32 thousands in 1983/84. A considerable part of this increase is to be attributed to the growth of spontaneous migrants which is targeted at 1,625 families in 1977/78 but expected to grow by nine times until 1983/84. The full-sponsored migration will be increased by little more than three times during the seven years of the projection. By suppressing number of new applicants, the waiting list should be shortened.

11.096 The implementation of the policy should be flexible and reflect the economic situation of Central Java and of course the development of the settlements. The cost for full-sponsored migration is estimated at Rp. 2 million, which is not necessarily cheaper than creating one self-employed industry in the Province. Careful economic consideration should be given to the economic situation of the Province, notably the shadow wage rate, in setting the target for transmigration. In this connection, the increase of the spontaneous portion of migration will enlarge the whole number of transmigrants to be admitted and it will render the opportunity to achieve enlarged number of transmigrants without substantial institutional constraint. By this, people will have choice between the full sponsored migration with the possibility of a long waiting time and relatively smooth functioning of the migration program which provides only yet-to-be-cleared lands and some expenses for initial costs. Admittedly there are reports that the results of transmigration, including full-sponsored migration, are not always successful and people drift into the big cities eventually, or sometimes stay in the outer islands only because they are not able to pay the cost to come back. And in fact our analysis of the Census in Appendix A of this report makes it clear that there is a considerable number of return-migrants from the outer islands, which amounts to nearly half of the outflow of population. Nevertheless, the existence of the considerable amount of free-migrants who are not registered and not recipients of any form of Government assistance, and the growing cost of construction of settlement schemes in the outer islands in the face of ever-increasing population pressure in the Province, it is urged that the present policy be shifted towards utilization of spontaneous migration. In order to achieve this, it is proposed to improve the assistance to spontaneous migrants by a considerable degree, as well as to expand and strengthen the training opportunities for these migrants.

11.097 Second, the present policy and inclination of some officials to insist on the existing target should be altered. Especially, the present practice of listing prospective migrants in disregard of the actual capacity of program is creating much inconvenience and threatening the reliability of the whole migration scheme. The number of families waiting is estimated at 9 thousands at the end of 1976/78, and this population should be decreased down to 30 to 40 percent of total departures.

11.098 Third, if the above stated goals are achieved in the period proposed, the expected population growth will be decreased by 12 percent in 1979/80, and by 29 percent in 1983/84. In terms of population growth rate, the figure will go down from 1.7 to 1.3. It should be noted that the increase of the spontaneous portion may increase the return of the migrants to a certain degree, which will lessen the effect of population suppression with albeit with several years' lag. On the other hand migration of young couples will have further effect on the reduction of population growth. Necessary actions should be taken to augment the effects of migration.

(b) Policy Measures to be Taken

11.099 First, it is strongly proposed that the Central Government commit itself to the construction of new schemes in the outer islands. Also the Government should be realistic in setting the future target of transmigration capacity; if it is known that the schemes are not possibly achieved as intended the Government should promptly make such results public and considers the alternatives for lessening the population pressure in the Java Island or for creating job opportunities there.

11.100 Second, the training of prospective migrants should be strengthened and expanded. Table 11.29 gives the target total man-weeks for training. The mixed-farming training course at PLKP at Klampok should be expanded slightly in terms of total man-weeks of training, and is expected to give assistance to the other training centers. The existing mixed farming center at Ungaran should be expanded to eventually accommodate 1 thousand man-weeks of training. Besides the center, new mixed farming center of small scale should be built in connection with existing transit-camps in kabupaten Blora, Cilacap, Sragen and Boyolali. The total 3,400 man-weeks of training in 1977/78 will be increased to 5,650 man-weeks in 1983/84. These training centers may be established in an integrated form with the agricultural training centers (PLKP under the Ministry of Manpower and Transmigration) or agricultural senior secondary schools (under the Ministry of Agriculture).

11.101 The above policy is needed basically for the success of the transmigration. Since the number of spontaneous migrants will grow very much, training and orientation of these spontaneous people who are going to live and work in relatively poor environments is essential for their success.

11.102 Third, the idea of transferring the whole community should be tested by researches before implementation. There is a formidable possibility that fundamental community ties in the previous residence work against the adoptive and innovative process in the new schemes. The outmigration from Wonogiri will be a good test case for this possibility.

Table 11.29 Proposed Training for Transmigrants

		(Unit: Man-weeks)							Increase
		1977/78	78/79	79/80	80/81	81/82	82/83	83/84	78/79 - 82/83
PIKP at Klampok		3,200	3,210	3,500	3,500	3,500	3,500	3,510	300
Mixed Farming Center at Ungaran		200	250	500	1,000	1,000	1,000	1,000	750
Blora		-	-	200	250	300	300	300	300
Cilacap		-	-	-	200	250	300	300	300
Sragen		-	-	-	-	200	250	300	300
Boyolali		-	-	-	-	-	200	250	250
Total		3,400	3,450	4,200	4,950	5,250	5,350	5,650	

Source: Study Team.

11.103 Fourth, the transmigration of the people with skills other than agricultural skills should be given consideration. In very near future there will be a need in the settlements to have workers for construction or public utilities, and to develop agro-based industries that can easily be organized in connection with crops in the outer islands. There should be a close cooperation between the Directorate General of Transmigration and the Directorate General of Manpower on the necessary job-information system and technical training.

11.4.4 Finance

11.104 For the period of 1978/79 to 1983/84, the necessary budget for this sector will be Rp. 8,421 million. Table 11.30 presents the proposed budget. This is exclusive of the cost for developing the settlement scheme in the outer islands. The cost for the transport and accommodation from the origin to the transit camps occupies about half of the total budgets, amounting Rp. 4,024 million. The share of this cost is not different from that of 1976/77. The transport and accommodation from the transit camps to the destinations account for 38 percent of the total budget. Due to the construction and expansion of training centers for migrants the cost for training and education will rise to Rp. 929 thousand, constituting 11 percent of the total cost. This amount is estimated low because of the expected utilization of existing facilities and the integration with agricultural training centers or agricultural secondary schools.

Table 11.30 Proposed Development Budget for
Transmigration in Central Java

(Unit: Rp. Thousand)

	1978/79 - 1982/84
Transport from Origin to Transit Camps	6,576,000
Transport from Transit Camps to Destination	5,219,000
Motivation and Information	397,300
Training and Education of Migrants	1,507,000
Total	13,700,000

Source: Study Team.

11.5 Cost-Performance Comparison of Transmigration and Family Planning

11.5.1 Introduction: The Basic of Comparison

11.105 This section contrasts the costs and performances of transmigration and family planning programs from the viewpoint of reduction of population pressure and amelioration of the employment situation, which is an increasingly critical problem for the economic development of the Province as well as the whole nation. Despite the importance of policy measures for curbing population growth, scant achievements have been made in clarifying the economic effects of those measures. One of the major difficulties in engaging in such a clarification is that the two major means for curbing population growth, namely transmigration and family planning, are apt to produce effects of different nature on the population problem, which makes it very difficult to measure the effects of both measures by a single scale. Moreover, the reduction of population growth is not the ultimate value that is pursued, but one of the factors that are restraining the state of welfare of the economy, welfare whose content is either per capita income, growth of GNP, the number of employment opportunities or a combination of them. Thus, ideally, cost-and-effectiveness analysis on this topic should be undertaken by accounting for each of the multiple effects of transmigration and family planning from a specific standpoint of welfare criteria. The second serious problem in attempting clarification is that the cost of the two policy alternatives are not necessarily clear. This is especially the case with the family planning programs, which are still in the initial stage in the nation -- their marginal cost is not stable over time and probably very divergent from average cost.

11.106 The present analysis does not pretend to accomplish a complete comparison of transmigration and family planning in terms of cost and effectiveness. Rather, it aims at presenting some figures that are available, and at juxtaposing the factors to be given consideration when a comprehensive comparison is sought to be established.

11.5.2 Cost and Effectiveness of Family Planning

11.107 The number of total new acceptors from April 1967 until September 1976 amounted to 7,672 thousands. The precise figures are presented in Table 11.31. The total funds used for family planning programs from April 1968 until April 1976 is about US\$84,274 thousand as is seen in Table 11.32. If necessary adjustment is made for the slight discrepancy in the data from the numbers of acceptors, the total cost becomes US\$99,153 thousand. Simple division gives the following estimates of average cost of acquiring one new acceptor if devaluation of the value of the US dollar is neglected:

Table 11.31 Total New Acceptors and
Total Constant Users in 16 Provinces
April 1967 to September 1976

New Acceptors					Estimated Constant Users (1976)
Pill	IUD	Condom	Others	Total	
4,896,290	1,562,336	1,117,591	95,557	7,671,774	3,215,927

Source: B.K.K.B.N. "Cukilan data", Program KB/K, Oct. 1976

Table 11.32 Total Resources Allocated to Population and
Family Planning Programs in Indonesia,
1968/69 - 1975/76

(Unit: US\$ Thousand)

	Indonesian Government	Foreign Sources	Total
1968/69	73	1,051	2,124
69/70	300	1,288	1,588
70/71	1,323	3,319	4,642
71/72	2,300	2,913	5,213
72/73	5,134	4,600	9,735
73/74	5,885	8,552	14,437
74/75	8,400	12,636	21,036
75/76	12,500	13,000	25,500
Total	35,915	47,359	84,274

Source: USAID in Indonesia, Population Planning Program
Orientation Book, Jakarta, 1975

Average Cost per			
New Acceptor	US\$12.924	or	Rp.5,351
(1967 - 1976)			

For constant users only the number for 1976 is available: the number of constant users in 1976 is estimated at 3,215,927, while the total cost allocated for family planning was US\$25,500 thousand. Simple division gives an estimated annual cost per constant user in 1976.

Annual Cost per			
Constant User in	US\$7.929	or	Rp.3,283
1976			

The figure is lower than the average cost for new acceptors due to the decrease of initial costs.

11.108 On the other hand, Repelita II envisages a total of 20 million new acceptors for the planned period and financial funds allocated for it is Rp.49,600 million. Although amounts of foreign assistance expected for the implementation of the program are not specified in the plan, past experience shows that approximately the same amount of funds as the domestic funds were used for the purpose, as is seen in Table 11.32. If this equivalence was assumed in the planning process, the expected cost for one new acceptor should have been about Rp.5 thousand, which is not far from our estimate.

11.109 Necessary considerations should be given to the difference from marginal cost of acquiring another acceptor in the future. The factor that may pull up the marginal cost beyond the above figures is that the population that is apt to favorably receive the scheme probably has been contacted already leaving only the population relatively reluctant to accept family planning as the yet-to-be-contacted part of the total population. The adverse factor derives from the fact that many administrative and medical facilities and organizations are already established. Above all, an enormous cost reduction will be made possible if relatively cheap contraceptive devices, typically the IUD, are employed more extensively rather than the pills the cost of which constitutes a substantial portion of foreign assistance for family planning. Of the two indicators, new acceptors and constant users, of course the latter should be used as the determinant of the magnitude of effectiveness of family planning programs. But the estimate of the number of constant users is not necessarily obtainable by means of surveys and thus the figure obtained should not be given too much credence. The nature of the bias that this estimate has not known to date.

11.110 It should be borne in mind that so far the discussion has been centered on the number of acceptors however defined, and not on the number of births controlled. There has been virtually no survey on the relation of participation in family planning programs and the number of babies borne by the participating mothers. This makes calculations of the exact unit cost of suppressing one birth nearly impossible, since the number of controlled births per constant user may vary considerably depending upon the ideal family size perceived by acceptors and upon effectiveness of the devices. The only statistics that give any information on this aspect is the average parity among new acceptors of family planning, which is 2.68.^{1/} As a matter of course the new acceptors may have just tried family planning once and then abandoned it, and even those who are using devices constantly may be only trying to postpone births; hence the margin between the above figure and the average parity in the nation, which is well above 5.00, does not necessarily stand for suppressed births due to family planning. Nevertheless, through these considerations it might be inferred without too much hazard that each of the constant users are suppressing at least one birth for her life, and this estimate is very conservative in nature.

11.111 The following simple arithmetic shows the cost for suppressing one birth in a very simplified case. Suppose c_m is the unit cost for retaining one constant user for a full year, the amount of which ranges from US\$10 for a pills user to almost negligible for an IUD user; c_n , the unit cost for recruiting a new constant user including the necessary costs for operations; and C_f , the total cost for constructing the facilities required for expansion of total administrative and medical services. Note here only the capital investments are accounted for. Then the "total cost for a year" (C) is,

$$C = P^* \cdot c_m + P_n^* \cdot c_n + C_f$$

where P^* is the total number of constant users; P_n^* , the number of new constant users for the year.

11.112 Further suppose b_i is age-specific fertility rate, i.e., the probability of bearing a child for a mother aged i per year, and i is from 16 to 45; P_i , the number of married women aged i ; B , total fertility rate; P , total number of married women aged 16 to 45; and N , number of new-born in a year. Notice B , total fertility rate, stands for two meanings: the sum of age-specific fertility rate for a given year, and the total number of children that a mother bears for her lifetime if the distribution of age-specific fertility rate remains the same over years. Hence,

^{1/} The National Family Planning Coordinating Board, The National Family Planning Program 1969-1976, Jakarta, 1976.

Parity approximately means number of babies per family, but its exact definition is complicated.

$$B = \sum_{i=16}^{45} P_i = P_{16} + P_{17} + \dots + P_{45}.$$

Then the total number of babies born in a given year is;

$$N = \sum_{i=16}^{45} (p_i \cdot b_i).$$

If the constant users of contraceptives are distributed evenly over the age brackets between 16 to 45, then the "numbers of constant users for each brackets (p_i^*) are,

$$P_{16}^* = P_{17}^* = P_{18}^* = \dots = P_{45}^* = \frac{1}{30} P^*$$

The "number of babies born from these mothers" (n) is then,

$$n = \sum (p_i^* \cdot b_i) = \sum \left(\frac{P^*}{30} \cdot b_i \right) = \frac{P^*}{30} \cdot B.$$

But, since for these mothers, the number of births is suppressed, their total fertility rate is in fact at the new amount, B^* . Then the number of births, n^* , is

$$n^* = \frac{P^*}{30} \cdot B^*.$$

Hence, number of reduced births is,

$$n - n^* = \frac{P^*}{30} \cdot B - \frac{P^*}{30} \cdot B^* = \frac{P^*}{30} \cdot (B - B^*)$$

Hence, the "unit cost for a reduced birth" (c) is

$$\begin{aligned} c &= \frac{C}{n - n^*} = \frac{30 \cdot (P^* \cdot c_m + P^* \cdot c_n + C_f)}{P^* (B - B^*)} \\ &= \frac{30}{(B - B^*)} \cdot \left(c_m + \frac{P^*}{P^*} \cdot c_n + \frac{1}{P^*} \cdot C_f \right) \end{aligned}$$

In a stable society, where family planning has been long accepted, and every age cohorts have the same population; C_f (the construction cost) can be neglected and P_n^* (the number of new constant users) is $\frac{P^*}{30}$. Assume that c_m (the retaining cost) is on the average Rp.1,000 and c_n (the cost for a new recruit) averages Rp.6,000 by a combination of contraceptive devices, and that constant users have averagedly 4.00 children for lifetime against 5.00 children for non-users. Then the unit cost for suppressing one birth is,

$$c = \frac{30}{(5.00 - 4.00)} \cdot (1,000 + \frac{1}{30}P^* \cdot \frac{1}{P^*} \cdot (6,000))$$

$$= 36,000 \text{ (Rp./birth) .}$$

11.113 But if a society has just become committed to a family planning program, the facility cost (C_f) is enormous, and this is the case for present Central Java.

11.114 A reformulation of the previous formula gives;

$$c = \frac{30}{(B - B^*)} \cdot \frac{C}{P^*}$$

The right fraction (C/P^*) stands for the total annual cost per constant user. As was stated before, the figure is estimated at around Rp.13,000. Using this figure the unit cost for suppressing a birth in Central Java is estimated at

$$c = \frac{30}{5.00 - 4.00} \cdot (13,000) = 390,000 \text{ (Rp./birth)}$$

11.115 In conclusion, the cost for suppressing one birth in the Province is estimated at Rp.390,000 at present, but as the construction of facilities required in the initial stages proceeds, the cost will decrease eventually to Rp.36,000.

11.116 Then, what is the benefit for the society brought about by controlling one birth if it must be viewed as an accomplishment over 20 years of time? Obviously the benefit that comes first is the resources otherwise to be used for rearing and educating one child. But a more fundamental benefit consists in suppressing additional population which might be added to the already over-crowded labor market. As is discussed elsewhere in this report, the agricultural sector in the region is more than satiated with laborers, and there is virtually no prospect for betterment of labor-absorbing capacity of the sector. The growth of the work force will just pull down the average size of land-holding which is

already extremely small, and will inflate the huge body of landless laborers. The consequence of the reduction of the pressure on labor market is discussed later in this Chapter. Also, after 20 years the present control of one birth will result in on the average reduction of 3 births.

11.5.3 Cost and Effectiveness of Transmigration

11.117 Since the transmigration scheme is not achieved solely by the Ministry of Manpower and Transmigration, it is extremely difficult to undertake accounting on the past cost of transmigration per one settler family. An international organization estimated this using a sample settlement scheme. The resulting estimate may be summarized as follows:

Basic Costs (recruitment transportation, land management, community infrastructure and road)	US\$1.7 thousand
Settler House	0.5 thousand
Development of Farm (land development and plantation, cattle, and foods and other indispensables for the initial stage)	2.5 thousand
Total	US\$4.7 thousand

This estimated cost of US\$5 thousand per family or about Rp.2 million is, however, considered to be lower than several cases which sometimes might well approach Rp.3 million according to a rough calculation by government officials in charge. Incidentally, Repelita II anticipates 70 thousand families of full-sponsored transmigrants and 180 thousand families of spontaneous transmigrants, with allocated funds of Rp.69.4 billion. Even if the cost for spontaneous transmigrants is neglected, the per family cost for transmigration employed in the planning process must have been less than Rp.1 million. Surely inflation has continued since the time of planning, but it is readily observed that there is a tendency to underestimate the necessary cost for transmigration or, in other words, to overstate the potential capacity of transmigration with the financial resources allocated for it.

11.118 The effectiveness of transmigration on reduction of population is naturally of different nature from that of family planning. Especially important is the fact that cost-benefit consideration is totally different depending upon the frame of consideration, i.e., the province or the nation. If the Provincial economy is taken as the frame, the calculation is that the cost of population reduction by transmigration is at least Rp.2.2 million per family, or around Rp.440 thousand since a transmigrating family typically consists of 5 persons. But once the nation's economy as a whole is taken as the frame, as a matter of course, transmigration has no effect on the absolute number of population and in fact it may turn out to lead a slight upward impact on it since birth rates in the outer islands are distinctively higher than those in Java.

11.119 Undeniably, the benefits of one transmigrating family are enormous. Since the family moves from the place where the marginal productivity of labor is nearly zero to another where the marginal productivity is supposed very high, the national economy will realize a substantial benefit, and the whole development of the yet-unpopulated area will eventually produce considerable external benefits. For the Province's economy a transmigration is not only the reduction of the absolute number of population, but an instant reduction of more than one person in the labor market. The other benefits for the Province include the foregone cost for the children and the reduction of future population through decreasing the prospective parents.

11.5.4 Conclusion

11.120 From the above discussion the following conclusions are drawn.

- (1) The cost of controlling one birth through birth control programs is estimated at around Rp.36 thousand, which is about one twelfth of Rp.440 thousand, the estimated cost per person for transmigration. As far as the reduction of absolute number of population in the Province is concerned, family planning is a much superior alternative.
- (2) Transmigration has the advantage of reducing more than one person per one transmigrating family from the Province's labor market instantly. If the alleviation of the widespread un- and underemployment in the Province weighs heavily in the consideration, transmigration might be favored. One could further argue as follows: Assuming 2 employments per one transmigrating family, the cost of employment created through transmigration is calculated as Rp.1 million, which is well below Rp.2.5 million, the estimated cost to create one employment in small or medium manufacturing industries. But from the particular point of view of the Province's economy, these are not enough reasons to employ the alternative of transmigration. First of all, transmigration programs necessitate a bundle of resources at one time.

in face of limited resources, and even if much greater effort are taken the absolute level of transmigration would remain far below the level which is enough to alleviate the general situation of labor markets in the origin provinces. Central Java Province's experience in the past several years indicates that the number of transmigrated family has been below 6 thousands at most and sometimes below 1 thousand annually, while the Province has the labor force of around 8 millions. Supposing two persons in the labor force per one family, the transmigration programs pulled away only 0.03 to 0.15 percent of the labor force each year. Also since many of the transmigrants are from the area of natural disasters and national projects, transmigration in this case does not have any effect on the conditions of the labor market. Incidentally, the creation of employment opportunities through transmigration does not bring about the linkage effect to the origin province, while creating one employment in manufacturing in the Province is regarded to induce a considerable increase of employment in service and commerce sector.

- (3) Transmigration should not, however, be discouraged for the sake of national development, since it will produce a considerable external benefit for the national economy. Indonesia is basically a nation with abundant natural resources, and transmigration is one of the principal means to better exploit those resources.

11.121 From the above three points it is concluded that the Province should not rely on transmigration neither for reduction of population pressure or for alleviation of the present employment situation; every effort should be paid to propell family planning programs and the present allocation of resources for it is far below the economically efficient point. This does not imply a negation of the value of transmigration for national development.

CHAPTER XII

PLANNING ADMINISTRATION

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12.1 Planning Institutions

12.1.1 General

12.001 The process of formulation of the Provincial development plan functions as a very important part of the process of investment decision making for the whole economy since the public sector is relative predominant in Indonesia. In any society, realities differ from a desired situation and human economic activities attempt to attain the desired situation, starting from the realities. There are many ways to reach the desired level, and plan formulation is a process of choosing a feasible set of actions for attaining the desired level.

12.002 To attain objectives, a plan has to be formulated, implemented, executed and evaluated. The bodies which carry out the above process can be called development planning organizations. For any organization, there are two important aspects; the organizational structure, and the conduct of each part of the structure. Performance of the organization largely depends on the organizational structure and its conduct. For instance, in the private sector of an economy, if the market is monopolistic and each component of the market behaves as a monopolist, performance (results) of this market are different from those of a competitive market.

12.003 After a brief investigation of the development planning organizations of the Central and Provincial Governments, the study team realized that the existing problems originate mainly from the structure and the conduct of its parts. There are some problems other than those such as the prevailing scarcity of trained professionals and the insufficient preparation of data for planning. For this reason, the investigation will mainly focus on the structure and conduct of the planning institutions, but other subjects will also be examined as necessary.

12.1.2 Central Government

12.004 Each department of the Central Government generally has a planning unit, but frequently each Directorate General within each Department has its own small planning unit. The effectiveness of sectoral planning at the national level would probably be increased by integrating the small planning units into a single strong planning unit in each Department, which acts as the planning arm of the Minister, and assumes responsibilities for assisting the Minister to coordinate the planning operations of all Directorates and agencies of the department.

12.005 At the center, BAPPENAS has the overall responsibility for the planning of national development and its Chairman is directly responsible to the President. Assisting the Chairman are a Vice Chairman and six Deputies. The first two Deputies are in charge of Departments, the third is responsible for monetary and financial planning, and the fourth for programming and progress. The fifth handles regional planning, while the sixth is in charge of all administrative, accounting, training and personnel services. Since it has the budgetary functions, it has in theory considerable leverage for ensuring inter-departmental coordination.

12.006 In BAPPENAS, the problems related to regional planning and development are handled by the Deputy for Regional and Area Development Planning. Under the Deputy, there are five Bureaus: Regional I, Regional II, Physical Regional Planning, Regional Economic and Social Planning and Regional Development Funds. The two regional bureaus are responsible for coordinating planning in the entire territory of Indonesia. However, Indonesia's 27 provinces are grouped into four development regions, each having a prospective regional metropolis. It would be appropriate instead of having two, regional bureaus, to establish four corresponding to the four development regions.

12.1.3 Provincial Government

(a) General

12.007 Within its autonomous power granted by the Central Government, the Provincial government creates its own regulations. The Government of the Province is legally represented by the Governor and the House of People's Representatives of the Province (DPRD). They together have the authority to establish regulations. While the Governor usually drafts and formulates annual provincial budgets, submits them to DPRD and usually takes initiative for establishing regulations, DPRD takes responsibility for establishing regulations. The Governor, as the head of the region and also the head of the territory of Central Government, functions in two ways, i.e., for the region and for the Central Government. He supervises all activities in the region, including routine and development activities, and activities of all the Central Government agencies, *distrik* and *kabupaten/kotamadya* in the Province (according to Law No.5).

(b) Structure of the Provincial Government

12.008 The Provincial Secretariat under the Governor undertakes auxiliary activities. The organizational structure of this body is shown in Figure 12.1. There are several kinds of agencies located in the Province. One of the kinds is "Kanwil" which is a regional branch office of the Central Government located in the Province. Another is "Dinas" which is a department of the Provincial Government itself. In principle, a Dinas lies directly under the Governor, while a Kanwil, which is responsible to the respective Minister of the Department of the Central Government, is also coordinated by the Governor. In reality, these two organizations are brought into close association in a couple of ways, and the position of their heads also differs accordingly. Kanwil is normally under one head who is an official of the Central Government in the Province. But sometimes the head of a Kanwil is also appointed as the head of the corresponding Dinas.

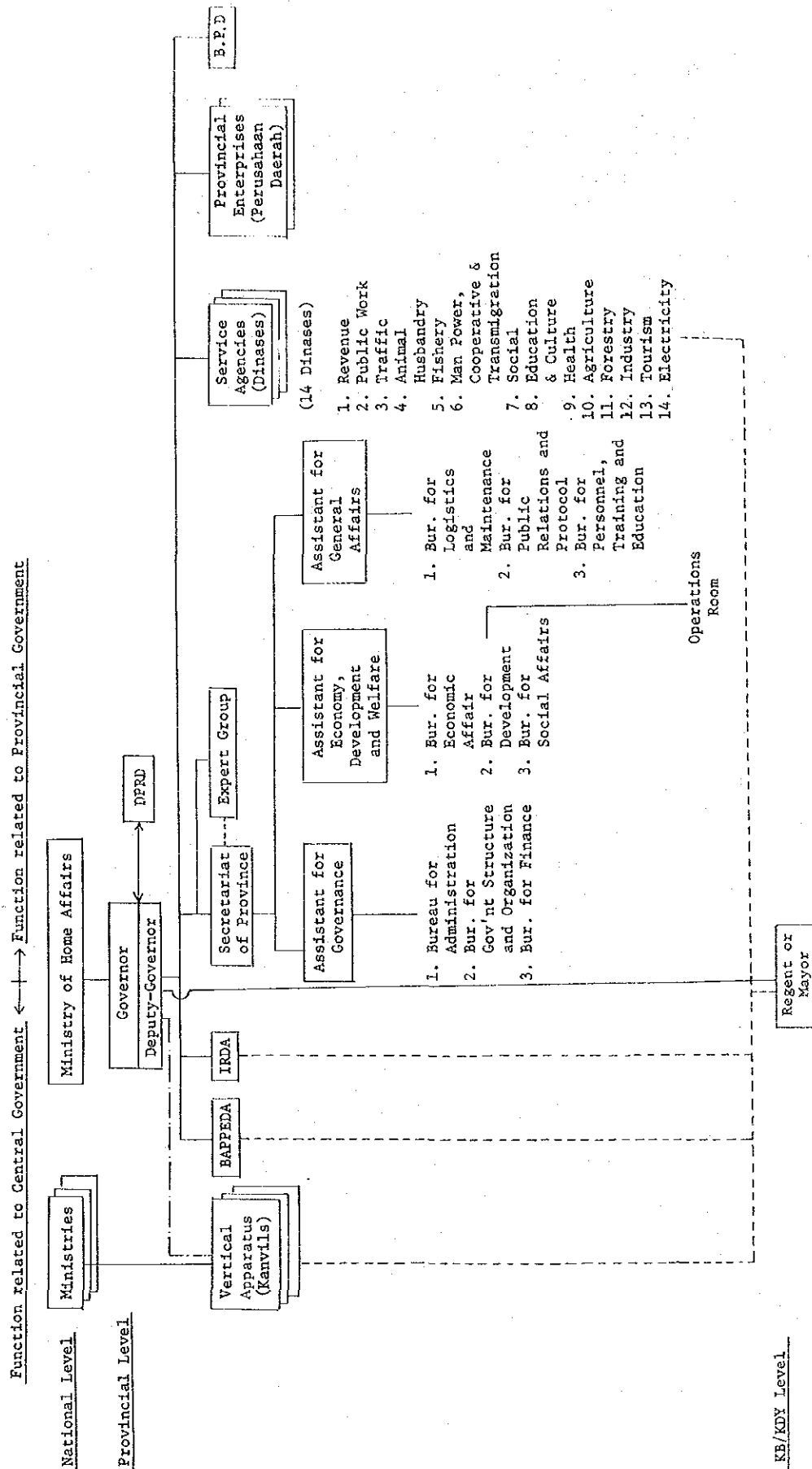
12.009 Broadly speaking, there are three separate functions in development planning administration. The three functions are planning, implementation and evaluation. Within the Provincial Government, BAPPEDA does planning, while Dinas implement programs and projects at the provincial level. Kanwils, which are not agencies of the Provincial Government, play two roles in development. One role is to implement the Central Government's projects in its sector in the Province, while the other is to coordinate all related Dinas in its field in drafting project proposals and in implementing projects in its field. On the other hand, BAPPEDA coordinates the kanwils, dinas, and the second level regions, i.e., kabupaten/kotamadyas. During program and project execution, Provincial Inspectorate (IRDA) inspects the program and project progress, and then evaluates the program and project performances. This functional specialization is a very important component of development administration. If this specialization works as designed, each function works independently and competitively. Findings and results of each functional agency are fed back and forth, and work as foundations for the next round of the planning process. Through these feedback and feedforth activities, experience and knowledge can be accumulated, and the plans and planning administration would improve.

(c) BAPPEDA

12.010 The Provincial Development Planning Board (BAPPEDA) was established at the end of 1974.^{1/} But, its predecessor, in Central Java, called BAPPEDA, had been established earlier, at the end of 1971, although its organizational structure was quite different from that of the present BAPPEDA. The present organizational structure is shown in Figure 12.2. In the Provincial Government, BAPPEDA functions as a planning board for development activities and consists of four working sections and a secretariat, with the staff size of 13 and 37 respectively. Although the Presidential Decree No. 15 of 1974 allows the appointment of some advisors, these positions are currently left vacant. BAPPEDA is administered by a Chairman assisted

^{1/} The Board was founded by the President Decree of March 18, 1974.

Figure 12.1 Organizational Structure of the Provincial Government and Its Relation to Central and Local Government

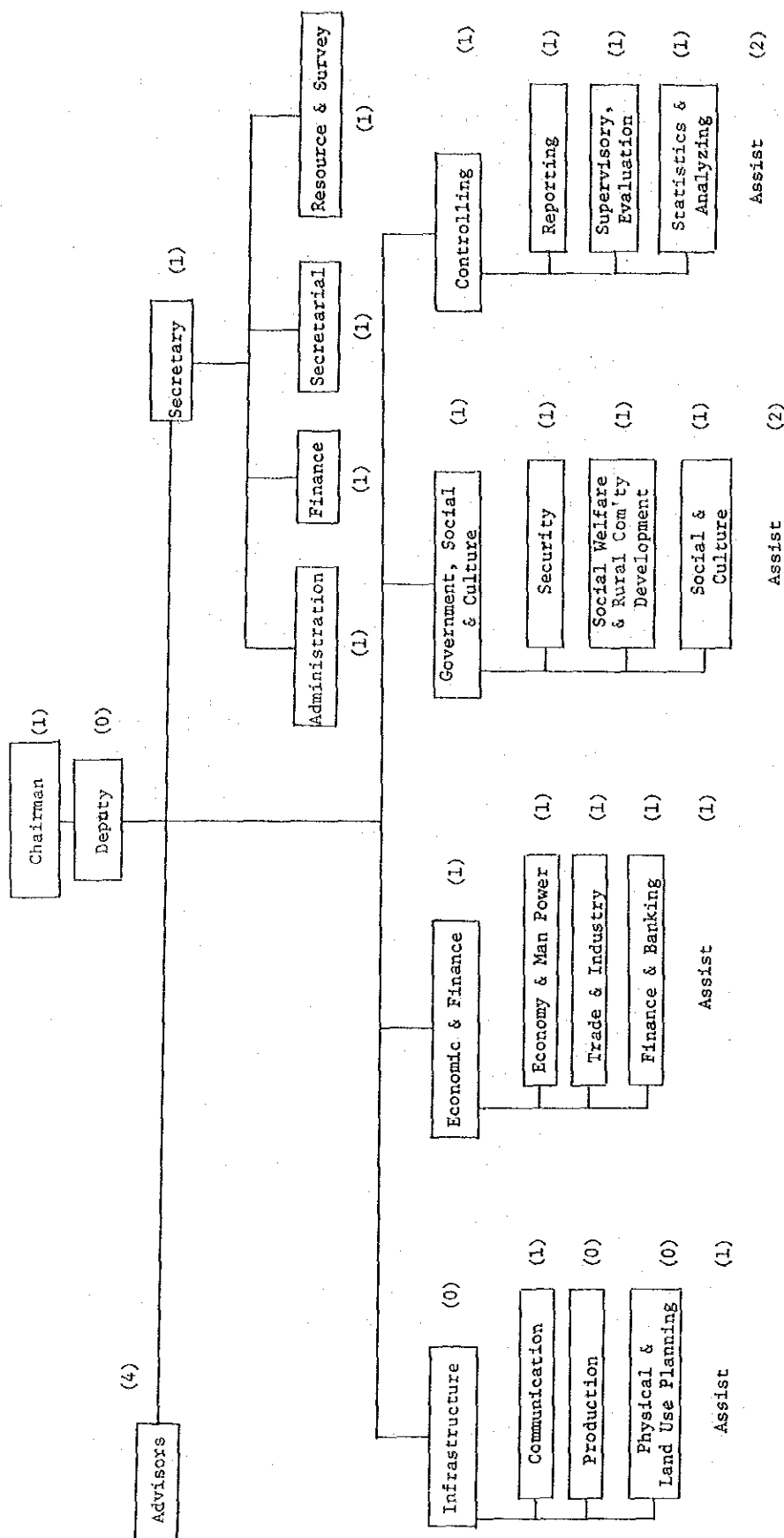


Source: Departemen Dalam Negeri, Keputusan Menteri Dalam Negeri Nomor: 30 Tahun 1976, Tentang, Rancangan Organisasi dan Tata Kerja Sekretariat Wilayah/Daerah Tingkat I, 1976

Command Line: Government of Indonesia, Department of Home Affairs, Information from Ministry of Home Affairs

Legend: KB/KDY Level

Figure 12.2 Organizational Structure of BAPPEDA



- Notes:
1. Numbers in parentheses indicate numbers of staff members in the sections and/or and/or subsection.
 2. There are 37 staff members including technical assistants in the Secretary Section.
 3. Assistants belong to the Secretary Section.

Source: BAPPEDA of Central Java Province.

by a Vice Chairman even though this position is not filled yet. As shown in the figure, three of the four working sections, which perform the main functions of BAPPEDA, are sectoral groupings -- The Infrastructure Section, The Economic and Financial Section, and The Government, Social and Cultural Section, while the fourth, The Supervision and Control Section, is a functional one.

12.011 One problem of BAPPEDA can be readily observed from the figure. In one of the working sections, i.e., the Infrastructure Section, only two positions are filled. But, one of the two officials who are assigned to the section is currently abroad for training. Consequently, only one official is working though there are four positions. The amount of duties to be performed in that section is clearly exceeding what one official can achieve especially at the end of the fiscal year. Even though there are some vacant positions in the administrative sections, the situation is not so serious as the staff shortage in the working section.

12.012 In addition to the staff shortage, BAPPEDA does not appear to possess enough technical assistants to support professionals. On the average, each working section has one or two technical assistants. For efficient and effective plan formulation, well trained technical assistants are as important as professionals.

12.013 Several studies already mentioned that BAPPEDAs, in general, has a serious shortage of trained planners and especially it needs professionals trained in the spatial aspects of development and in all phases of project planning, i.e., identification, preparation, evaluation and implementation,^{2/} although BAPPEDA does recognize the shortage of trained planners and has tried to utilize every opportunity to train its staffs. Coordination among sectoral activities from the aspect of spatial integration is one of the very reason for which BAPPEDA is needed, and BAPPEDA has always tried to the best of its ability to achieve this target, but the coordination in terms of spatial aspect is not fully achieved yet.

12.014 Another factor which makes planning difficult at BAPPEDA is the scarcity of reliable statistical data. One of the most serious problems is that some data are not compiled by the office itself, but by individuals. Even when data are available, they contain a number of careless mistakes. Frequently, statistical books need to be corrected before being used. Even well trained professionals would have difficulties in undertaking planning with poor statistical data. In every society, there are always two situations, "real" and "desired" situations. Planning is a measure to close the gap. Without knowing the present "real" situations, a planner cannot formulate effective measures or a plan to attain the desired situation. Greater attention should be directed to a systematic compilation of data and the improvement of the quality of data presentation.

2/ One of those studies is A Framework for Regional Planning in Indonesia, Vol. III, IBRD, Washington, D.C., August 15, 1974, p. 25.

12.015 One of the problems of the planning procedures is made evident by the fact that the Central Java Repelita II Second Regional Five Year Plan does not define clearly its principal development strategy with which various programs and projects should be evaluated. It is one of the major objectives of this report to fill this gap.

(d) Directorate of Development (Operation Room) and
Provincial Directorate of Inspection (IRDA)

12.016 At the present, the Operation Room works on the administration including monitoring of implementation of INPRES programs as well as Provincial and local government projects. On the other hand, IRDA inspects and evaluates the execution of provincial projects regularly and its main emphasis is on the financial aspect of the projects. This functional specialization is a very important component of development administration. If this system works well, each agency works independently and competitively.

12.1.4 Structure and Functions of Kabupaten and Kotamadya Governments

12.017 In the same way as the Provincial Government, Bupati Kepala Daerah Tingkat II or Walikotamadya Kepala Daerah Tingkat II together with DPRD Tingkat II (DPRD at the second level regency) legally represents the Governments of kabupaten or kotamadya. They together have the authority to formulate regulations on kabupaten and kotamadya affairs, and also enact and enforce the regulations that originate from the Central and Provincial Governments. A kabupaten government also has departments such as Dinas Agriculture and Dinas Industry as the Provincial Government does. Besides these, some departments operate as a branch of the corresponding Provincial department are placed under the coordination of Bupati or Walikota.

12.018 Under a kabupaten or a kotamadya, there are kecamatan, which are administrative units of the kabupaten or kotamadya government. The head of kecamatan, Camat, is subordinated to Bupati or Walikota, and manages several activities in his kecamatan. There are a few institutional units in the kecamatan and these are under the coordination of the Camat. The lowest level of the autonomous administrative unit is the desa. The Lurah as the head of desa manages several officials under him. In most cases, a Lurah is elected by the people in the desa; however, the Lurahs of Surakarta are appointed by the Walikota of the kotamadya.

12.1.5 Centralized vs. Decentralized Planning

12.019 BAPPEDA has the mandate to coordinate sectoral departments and attempts to achieve a consensus among them through its budgetary powers. However, this effectiveness also depends on resource availability to the Provincial Government. Public development resources in the country are allocated to the central, provincial, kabupaten and desa levels. The absolute amount of resources allocated follows this order. As shown on Table 12.1, during the first four years of Repelita II, approximately 52 percent of investable public funds was spent directly by the Central Government, while the available funds for the Provincial Government was 10 percent including Provincial INPRES (INPRES/D.T. I). The remaining 38 percent of the funds is left for the governments at kabupatens, kotamadyas and desa levels. Thus, the question of resource allocation virtually depends upon the policy of the Central Government.

12.020 The projects directly undertaken by the Central Government tend to be large enough to induce development in specific areas, thus often widening income disparity within the Province. With a relatively small amount of public resources, the Provincial Government may not be able to lessen the disparities which are induced by the Central Governmental projects. Thus, planning at the provincial level alone would not be as effective as planning at the central level.

12.021 The process of development planning and fiscal policies undertaken in Indonesia can be characterized by its being strongly centralized. Powers granted to the Province to raise revenues are limited. The administrative authority granted to the Provinces to exploit fiscal resources is also limited. The result is that the revenues of the Province fall considerably short even for its routine expenditure of which 90 percent has to be supplemented by grants from the Central Government. Because of this situation, the Central Government might have found it necessary to grant increased resources along with decision-making authority to the provinces, kabupatens and kotamadyas, and desas. One outcome of this recognition is the series of INPRES programs.

Table 12.1 Value & Share of Public Development Finance
by Source, Central Java

	Central Government Projects	Provincial Own Resource	KB/KDY Own Resource	INPRES 1st Class Region (Province)	INPRES 2nd Class Region (kabupaten/ kotamadya)	All Other INPRES	Total
Repelita I	Rp. Mil. 54,811	6,518	8,388	-	10,585	7,010	87,312
	Share(%) 62.8	7.5	9.6	-	12.1	8.0	100.0
Repelita II (1974/75-1977/78)	Rp. Mil. 180,225	15,459	29,162	19,660	40,436	63,411	348,353
	Share(%) 51.7	4.4	8.4	5.6	11.6	18.3	100.0

Source: Table 13.10.

INPRES programs are designated to give out funds to lower levels of administrative units, provided that those units complement it with their own funds, that they use it for investment as broadly defined, and that they follow uniform but simple accounting and project evaluation rules. Beside these discretionary funds programs which account for 60 percent of the total funds of INPRES, there are also specific INPRES programs, the uses of which are earmarked for specific purposes such as the construction of primary school buildings, simple clinics, market buildings and reforestation programs.

12.022 A large part of the INPRES programs has neutral effect in terms of allocations of resources per capita except for the case of INPRES/D.T. I (INPRES/Province) where the amount of funds is determined by the areal size of the Province, the length of roads and irrigation channels, etc. The most INPRES programs distribute wealth to urban as well as to remote rural areas, and has created productive assests geared to local "needs." Indeed, INPRES programs have been working in distributing benefit to all, which has been a major objective for which INPRES programs were created.

12.023 However, there are also several drawbacks to this policy. For most of The INPRES programs, there is little room for local governments' discretion. Some kabupatens and kotamadyas may find manufacturing extension service programs more economically desirable than public works, but those kabupatens and kotamadyas are not allowed to use the funds for that purpose under the present system. INPRES programs have been successful in achieving its aims, but it would not be able to attain greater economic effects under the present administrative system. Restrictions on discretionary decision-making by local governments would lead to significant economic losses.

12.024 The second problem is a possible consequence of the INPRES programs of creating a greater income disparity between the land-holding farmers and the landless farmers in the long run, although this problem is common to all infrastructure development programs. Even though the programs are providing wage payments to landless workers, since the programs put emphasis on infrastructure development, their implementation will raise the economic rent of agricultural land, but may not raise wages until the existent labor surplus is wiped out. For this reason, a greater emphasis should be given within INPRES programs on creating perpetual job opportunities in addition to temporary jobs.

12.025 The last problem is that they are generating incentives to distort internal organizations just to obtain more funds from the Central Government. For instance, it was reported that some desas split into two desas to double the receipts of INPRES Desa funds. Even though we did not find any clear evidence of it, other INPRES programs may be working to extend roads and to expand agricultural areas to obtain greater INPRES funds. At an early stage of development, this kind of incentive system may help build infrastructure, but soon it would lead to an overinvestment in this field.

12.026 The study team could not investigate the performance of the present INPRES programs. While some of them allow discretionary decision-making, others have restrictions on fund utilization. The "needs" of a local government differ from one to another. Introducing more room for discretionary decision-making would make it possible to improve their economic performance while maintaining the important function of the INPRES programs -- to improve infrastructure and to provide employment.

12.027 Typical cases of economic inefficiency caused by restrictions imposed on discretionary decision making are also found in the case of Provincial enterprises (Perusahaan Daerah). By chance, the study team visited three enterprises owned by the Provincial Government, an ice-making factory, a coconut processing plant and a textile factory. They are among the 30 provincial establishments which are currently operating, mainly in the field of coconut processing, textiles and metal manufacturing. The director of the Provincial Government Enterprise Board stressed that one of the functions of the provincial enterprises is to provide employment opportunities and, to some extent, to yield profits.

12.028 Among the three establishments visited, the least effective was the coconut processing plant, which operated only 70 to 90 days a year. However, it was keeping 150 employees on the payroll all year round. During the idle months the employees are sweeping floors, painting walls and repairing some equipment, but most of them doing nothing. Demoralization of employees and misallocation of human resources are obvious. The ice factory was better than the coconut processing plant. However, daily production was held to around 60 percent of full capacity due to continuous mechanical break-downs. The best one was the textile factory, which employs 1,550 persons. The same kind of private factory would be able to produce the same quantity with less than 300 employees including clerical workers.

12.029 One thing common among the three is that the managers could not make any decision except for routine affairs. In the case of the textile factory, even though most raw materials are provided by the Central Government, the manager was complaining of shortages of raw materials.^{3/} Their low economic efficiency was beyond the imagination of study team members. If the managers are given the authority to manage, and an incentive system, the situation would be greatly improved. In addition, the Provincial Government enterprises would be able to attain greater economic efficiency without losing its important function -- providing employment opportunities.

^{3/} Most of the provincial textile factories use raw cotton provided through PL 480 of USA. So, the Central Government does allocate raw material.

12.2 Planning Process, Implementation and Evaluation

12.2.1 Planning Process in the Province

12.030 Central Java Repelita II (Rencana Pembangunan Daerah/Modernisasi Desa Tahap II 1974/75 - 1978/79) consists of a delineation of the objectives, a rough sketch of the macro-economic framework, a description of macro-economic policies and sectoral programs, and the planned allocation of development budget for the first year and for the whole five years covered by the plan. It emphasizes that the detailed and operational specifications of the public sector programs will be spelled out in the Provincial annual budgets. Thus it aims at introducing flexibility into the implementation process while maintaining its general direction.

12.031 In Central Java the overall responsibility for regional development planning is entrusted to BAPPEDA. When Central Java Repelita II was formulated at the end of 1974, the process of preparation of the local plan was decomposed into the following steps:

- (1) BAPPEDA, on behalf of the Governor, formed a committee for planning exploration and formulation of Central Java Repelita II in cooperation with the staff of Diponegoro University, Secretaries (Assistant I, II, III and IV), Directorate Finance, Dinas Revenue, Provincial Inspectorate and kabupaten and kotamadya governments.
- (2) The committee was then divided into four small committees (economic, social, general and administration groups) according to the spheres of the plan. On top of these committees, one steering committee (8 members from the above groups) was formed.
- (3) After working for 8 months, the small groups submitted their drafts of regional plans. These drafts were examined by the steering committee in order to relate the plan to various sectors, and to coordinate them.
- (4) After a semi-final draft was formulated, several meetings took place to examine it.
- (5) After these steps were taken, the draft was edited and declared to be the Provincial plan under the Governor's order.

12.032 The Plan consists of three chapters: Basic Policies for Development; Financing of Development, and Sector Development. The first chapter includes characterization of the regional planning, delineation of main objectives, and basic approaches towards regional development. As stated, the major objectives are loosely defined as (1)

improvement of the whole people's prosperity and welfare spiritually and materially by means of increasing real income per capita, and (2) creation of strong foundations for the coming rural modernization, in the fields of economy, religion, culture, politics, government defense and security. But the major point of this chapter is its strong emphasis on improvement of each sectors in various districts within the Province (see section 1.3.2).

12.033 The second chapter, Financing of Development, includes descriptions of financial sources, regionally available funds for development and fund allocation to sectors. As the measures to increase the Provincial revenue, several tactics are listed. Some of them are: (1) examination of the possibility of increasing tax items; (2) intensification of collecting the existing taxes; (3) modernization of Provincial enterprises and (4) improvement of the roles of the Provincial Development Bank. However, most of them require skilled administrative and managerial abilities and highly disciplined civil servants. As for fund allocation, it suggests that all available funds will be directed to financing desirable projects (see section 1.3.2). An important point in this section is the Provincial Government's intention to maintain a certain ratio of routine to development expenditures, which will be 1 to 5 throughout the period of the Second Five Year Plan. In the last chapter, the Plan describes more specific tactics for development for each sector including those for social and general sectors.

12.034 Since the Plan is very loosely defined and provides a great flexibility for its implementation in each year, each year's fund allocation becomes very important in materializing the Plan's objectives. If the Plan analyzed possible combinations of policies along with the priority among alternatives at the disposal of the implementing parties, and possible outcomes from each set of the combinations, it would have provided a clear basis for allocating funds in each fiscal year. Or, alternatively, if the Plan could explicitly spell out weights attached to main objectives and/or targets for the next five years, it would help to make a systematic fund allocation from one year to another.

12.035 One important point missing in formulating the Plan was inter-provincial coordination. Due to its location in the Java Island, Central Java's economy has to interact very strongly with those of West Java, East Java and Yogyakarta. As the economy of Central Java grows, its interdependence with those of the other parts in the Java Island will be further intensified. When BAPPEDA produces Central Java Repelita III (the Third Regional Five Year Plan), it should not overlook the interprovincial coordination.

12.036 In the process of plan formulation, there was no clear evidence for the interaction between the Planning Board in the Central Government and the Steering Committee. One reason for the lack of interaction would be the timing of plan formulation. As indicated above, Central Java Repelita II was formulated at the end of 1974, when almost 8 months had

elapsed after the national Repelita II started. However, efforts for development of the vertical coordination -- the National Consultation of BAPPEDA -- had materialized in the first meeting in November 1976, and this meeting would encourage better interaction and coordination between the center and the regions.

12.2.2 Planning Process at the Kabupaten and Kotamadya Level

12.037 Some of the kabupatens in the Province have also their BAPPEDA; however, its function is not well defined. Some kabupatens make their own development plans, but the majority of the kabupatens mainly execute the plan that is given by the Provincial Government. For development activities, kabupatens receive subsidy funds from the Central Government as INPRES D.T. II. The allocation of this fund and the related utilization are regulated by the Central Government.

12.038 At the desa level, a lurah calls for conferences of the desa people where they discuss what kind of construction should be done and how to finance it. Then he submits a draft of projects to a camat. The camat mainly coordinates projects from desas within his kecamatan and helps to draft project proposals if needed. After drafting project proposals within his kecamatan, the camat sends them to a bupati of his kabupaten to get his approval. The Lurah makes preparation for project implementation and executes projects, which usually have to be finished within 6 months. The project proposals and progress reports will be sent all the way up to the Ministry of Home Affairs.

12.2.3 Plan Implementation

12.039 Central Java Repelita II formulated along that of the Central Government are materialized through the annual allocation plan of the development budget. When the 1977/78 budgets were formulated, the process followed comprised the steps shown below:

- (1) Directorate Finance and Dinas Revenue initiated a discussion on provincial revenues and also estimated them for the coming year.
- (2) Each Dinas sent its development program and Project Proposals (DUP) to BAPPEDA.
- (3) At the National Consultation Meeting in Jakarta, all BAPPEDAs, all Departments and BAPPENAS met together and coordinated their programs.
- (4) The Central Government produced the National Budget (APBN). The Province received information about how much funds were available (INPRES D.T. I).

- (5) BAPPEDA produced a draft of the development budget by January 15, 1977. Then BAPPEDA submitted it to DPRD. After several revisions, the draft was approved by DPRD at the end of March.
- (6) Dinas prepared Project Contents (DIP) and sent it to Directorate of Development, BAPPEDA and Directorate of Finance, in this order to be checked and approved. After this, the governor put his signature on DIP.

12.040 There are several problems in this process. One of the major problems is that there are several Dinases in very closely related economic areas and a strong coordination among them is not necessarily in evidence. One typical example is in the agricultural sector where four Dinases and one governmental enterprise exist -- Dinas Agriculture, Dinas Animal Husbandry, Dinas Fishery, Dinas Food Crops and the Government Enterprise of Forestry. Sometimes these five areas of the agricultural sector vigorously compete for resources' to be utilized, while they are complementary in other aspects. As for land utilization, for instance, they are very competitive, but they are complementary in supplying their by-products to others. Hence, independent projects and programs by each of the five agencies are creating many losses in resource and by-product utilization. Recently Kanwil Agriculture was established to coordinate those five agencies. But its function as a coordinator has not been fully developed yet. Coordination of the five agencies under the Kanwil should be strongly promoted and before each agency produces project proposals, the Kanwil should coordinate the planning of the five agencies.

12.041 Just the same as in other provinces, the BAPPEDA in this Province has a staff function on behalf of the Governor in allocating funds. With its wider perspective than Dinas, BAPPEDA is to formulate efficient plans and coordinate project proposals from Dinases to attain better balanced growth within the Province. Although the major function of BAPPEDA is multi-sectoral planning, judging from the present structure of BAPPEDA, the study team considers that it is emphasizing more sectoral planning than multi-sectoral planning for implementing the Second Regional Five Year Plan. In the regional planning process, the Planning Board should select programs and projects from the standpoint of development of the sectors as well as that of a district. BAPPEDA's function as the regional planning board will be improved further by strengthening its function of multi-sectoral analysis and planning.

12.042 To begin with, this multi-sectoral planning office can focus on the development planning of the four development areas which were spelled out in Central Java Repelita II. And if BAPPEDA can find out an appropriate district planning for each region and supply data to sectoral planning sections, BAPPEDA can produce a more balanced annual plan through an interaction between the multi-sectoral plan and sections.

12.043 Even though the new fiscal year starts on April 1 in theory, it seems that the year starts later than that date due to the administrative process. At present, the Provincial Budget Draft approved by DPDR is submitted to the Ministry of Home Affairs at the beginning of April. Since the Central Government's DIP figures reach the Province in April, the Provincial Government does not know exactly the projects by the Central Government when it is preparing the Provincial projects. As stated previously, more than 50 percent of the investable public funds will be spent by the Central Government. Without knowing the Central Government projects, the Provincial Government may not possibly be able to allocate its funds for attaining both national and provincial objectives. Unless this practice is changed, the effectiveness of provincial planning will not be improved.

12.2.4 Evaluation of the Plan

12.044 In the process of planning administration, one of the most important aspects is the need to select policies and projects to attain social goals at minimum costs, while another important aspect is to evaluate results of the policies. The existing organizational arrangements for implementation and evaluation are summarized in the following.

12.045 The various sectoral projects proposed by Dinas are implemented by each Dinas, while INPRES projects are implemented by the responsible regional and local governments. Directorate Development coordinates the implementation of some INPRES and also evaluates their progress. Provincial Inspectorate (IRDA) is primarily responsible for evaluating provincial projects regularly and mainly is concerned with financial aspects of projects.

12.046 In addition to IRDA's regular evaluation, a committee (which consists of the staff from BAPPEDA, Directorate Finance, Directorate Development, IRDA and all Assistants in the office of the governor's secretary) is established for evaluating projects, though not on a regular basis. Directorate Development plays the central role in the committee in evaluating the plans. This is a reasonable setup from the viewpoint of functional separation between planning and evaluation. This evaluation committee is called Team Pengendalian and investigates project progress from financial as well as physical aspects. The evaluation in this case requires a wider perspective including project progress, cost accounting and physical setup. If the officials in charge of the planning and evaluating process accumulate knowledge and experience, they could also better take into account the impact of the project on the economy, social welfare, human behavior and ecosystem.

12.047 Economically profits, the excess of revenues over costs, measures the net increment of social value. Whether or not a project is worth implementing largely depends on profitability. Nevertheless, the study team found that quite often this concept was set aside by the planners and the evaluators in the Province. If a project is not