

REPORT AND RECOMMENDATIONS

of the

EVALUATION TEAM

**Local Government Training-II (LGT-II)
Project**

EXECUTIVE SUMMARY

The "National Strategy for Training in Regional Development Planning and Management", dated August 1979, identified an important need for a national training program in regional development planning and management, and proposed a training strategy to improve and expand as rapidly as possible the professional capacity of the Agency for Personnel Education and Training (Badan Diklat) in the Ministry of Home Affairs (DDN) for a proper response to that need. That document, which has come to be referred to widely as the "Buku Kuning" because of its yellow binding, received the strong endorsement of the relevant Government of Indonesia (GOI) authorities and thereby ultimately provided the basis for the project entitled "Local Government Training-II" (LGT-II), a cooperative program between the DDN and the United States Agency for International Development (USAID). LGT-II was designed to make available a large portion of the funding which would be required, over an estimated four year period beginning in April 1980, to implement the proposed training strategy.

Developments since 1979 confirm the need within Indonesia for a rapidly and considerably enhanced institutional capability for training such as envisioned within LGT-II. This is strongly reinforced by the GOI's commitment to such activities, which is verified by policy directives regarding decentralization of development planning and management as well as by greatly increased budgetary support (up to 40% in 1983/1984) for training activities of the Ministry of Home Affairs. Unfortunately, however, although LGT-II generated a respectable number of training programs during its first two years, it is the evaluation team's conclusion that the project is not yet being implemented, or even conceptualized, in ways which can fully optimize its potential for significantly upgrading the performance in regional development planning and management of Provincial, Kabupaten, and Kotamadya planning bodies throughout Indonesia. Analysis of the reasons for this can be divided into two categories:

A. Implementation Issues

1) Initial planning for LGT-II apparently did not focus adequate attention on the professional capabilities or the orientation and absorptive capacity of the agency designated to implement the program, the Badan Diklat. Those capacities were in fact fairly modest, and were oriented primarily toward conventional civil service/administrative training rather than toward development activities conceptually or functionally linked to the objectives of LGT-II. Consequently, the manpower and other resources which Badan Diklat could assign to LGT-II were relatively limited and this inevitably hampered effective implementation.

2) Over and above the staffing problems which Badan Diklat faced, LGT-II was not well guided by either Badan Diklat or USAID during its inaugural period. Thus, for example, for reasons which may have been entirely reasonable given the circumstances surrounding the project at the time, the leadership of Badan Diklat placed LGT-II as a special task force separate from the Badan Diklat structure and therefore, as it turned out, only marginally under its operational control. Concurrently, there were significant and detrimental delays by USAID in establishing and communicating to either the LGT-II leadership or the Badan Diklat leadership its guidelines for project management and disbursement of funds in accordance with the LGT-II loan agreements. An important consequence of these circumstances was that mistakes made were neither identified nor corrected, ill-advised precedents were set, and project management and project content evolved in ways which, in retrospect, were not always in the best interest of project goals and objectives.

3) There also were significant delays in implementation of the grant component of the agreements which resulted in the late arrival, over one year after originally anticipated, of the team of project consultants from Planning and Development Collaborative International (PADCO). Thus,

not only was expert advisory assistance not available to help address some of the initial implementation problems already mentioned, but additionally when the team did arrive it found itself immediately under great pressure to help deal with various pressing issues arising from previous project commitments (e.g., preparation of curriculum materials to be used in a Training of Trainers course which was scheduled to begin almost immediately). As a consequence, some elements of the consultancy assistance tended to be uncritically reactive and, because of the pressures to produce quickly, to operate in relative isolation from the Indonesian (or even the LGT-II) context. This situation gives rise to questions concerning the relevance of some of those initial outputs to Indonesian circumstances and to real LGT-II needs and priorities.

4) Internal project management has been inadequate. Authority has been vested in only one part-time individual who is at a lower level in the civil service hierarchy than required by this important training program. Because of the complexity of the program, this individual has been unable to provide the required leadership. Other people assigned to the project have been given only minimal responsibility to work for its success. Lines of authority and responsibility have not been adequately specified.

5) Project management correctly perceived itself to be under considerable pressure, resulting from the attention the Buku Kuning had received at the time its proposed strategy was being endorsed by the GOI, to quickly produce demonstrable project outputs. Its understanding, which was reinforced by both the LGT-II grant/loan documentation and by the GOI budgeting processes, was that such project outputs should be measured in terms of numbers of courses taught and numbers of people trained. Given the limited resources available to LGT-II, this suggested the necessity of aggressively pursuing the Buku Kuning objectives by using trainers in the provinces to implement parallel training programs and implementing specialized training programs by contracting with

Indonesian universities. This was done, and it largely accounts for the impressively large number of people who have received training thus far under the project. Unfortunately, however, the quality of the training and its relevance to the national needs which had been identified in the Buku Kuning appears not to have been adequately considered, so that in a number of instances questions subsequently have arisen concerning the extent to which training has adequately addressed priority needs. This, in turn, has led many of the external agencies to which project components were contracted to feel that they have been inadequately or improperly utilized.

B. Conceptual Issues

The implementation issues mentioned above are a reflection of deeper conceptual issues.

1) Project leadership in general has not been given sufficient guidance, and therefore does not yet seem to have an adequate understanding of LGT-II's underlying goals and objectives. The program as it has been implemented does not fully reflect the basic principles as proposed by the Buku Kuning. Rather, program implementation has been guided largely by a summary chart, entitled "Implementation Plan, 1980 to 1984", which was appended as the final page of the Buku Kuning. That chart outlined a schedule of proposed training activities to be implemented and the number of participants to be involved, but failed to specify the various institutional capabilities which were envisioned as having to be developed concurrently. Thus, it was an unbalanced and therefore misleading reflection of the proposed training strategy. Nonetheless, circumstances led that chart to be perceived as the guide to implementation, with the result that project activities focussed heavily on output defined narrowly in terms of training courses while failing to adequately address the more basic issues of enhancing the system's

capacity to implement, on a continuing basis, an appropriately focussed national training program. As a consequence, the process of institutional development was relatively neglected when compared to a concern for outputs, with the result that the initial activities of LST-II held forth little realistic promise of enabling the achievement of more basic objectives.

2. The flip side of the foregoing is that the Buku Kuning itself does not adequately emphasize the extent to which the creation and strengthening of an institutional capacity within Badan Diklat to properly plan and implement such a training program is at least as important as the training itself. In fact, it probably is even more so because proper training logically is far more likely to flow naturally from a system with the developed institutional capacities to undertake such activities that it is from one which is not. Although this is implied through much of the text the Buku Kuning, (and in some cases is even stated explicitly), it was not assigned sufficient importance in the overall statement of the National Strategy's goals and objectives for it to have become internalized as the basic thrust of the project. Instead, the Buku Kuning and the resulting subsequent project documentation has come to constitute a blueprint to specified program outputs, rather than a strategic guide to a learning process through which institutional capacities might be developed. This in turn, has led the implementation of the National Strategy to tend to legitimize rigidity and to stress training for regional development planning and management as an end in itself, rather than to view training as one important end-product of sets of processes which need to be carefully nurtured.

In the view of the evaluation team, the importance of the distinction between a process orientation and an output orientation cannot be overstated. Theories of public administration in the late 1970s, when the Buku Kuning was prepared, tended to focus on concepts of institution building, geared to duplicate western models by introducing blueprints

for achieving predetermined outcomes at specified points in time. The more refined theories of development management now emerging, on the other hand, emphasize the importance of enhancing or strengthening the capacities of indigenous institutions to achieve their own objectives on a continuing basis. In this institutional development perspective, learning by doing becomes increasingly important, as does an accent on flexibility, on the importance of revitalizing and supporting indigenous paradigms, and on the creation of coalitions for decision-making among people.

It is the evaluation team's firm belief that LGT-II thus far has been conceived and implemented too much as an output oriented institution-building exercise, and that the emphasis should now be expanded, clearly and unequivocally, to assure a major focus on enhancing Badan Diklat's capacity to grow organically in response to the GOI's evolving needs relating to regional development planning and management. In the absence of such an expanded focus, LGT-II stands little chance of sufficiently achieving its basic long-term goal of assuring an institutionalized capability to assist, on a continuing basis, in bringing about more effective performance in regional development planning and management of provincial, and sub-provinceal planning bodies throughout Indonesia. Much of this report is devoted to observations and recommendations regarding ways in which this might be done.

In general terms, the team emphasizes the extent to which this will require an explicit acceptance that the focus of the project needs to be on the process of institutional change and growth rather than, as at present, on achieving outputs measured in narrowly-defined terms. It will require institutionalized flexibility. It will require understanding and support from concerned GOI agencies, especially BAPPENAS and the Ministry of Finance. It will require new approaches to project management. And it will require a concentrated effort to come to

grips with the many complex pedagogical issues involved in inaugurating such a large training effort while simultaneously having to concentrate on developing the institutional capacities to do so.

C. Opportunities for Significant Change

Notwithstanding the various problems which have been identified, the team is of the view that such a refocussing of the project can succeed in enhancing LGT-II's capacity to make significant contributions. There are five specific reasons for such optimism:

1) There is an increasingly positive environment for training in support of LGT-II type activities in Indonesia, as evidenced by various GOI regulations which have been promulgated since 1979 which have confirmed the Government's increasing commitment to regional development planning and management, as well as by a significantly heightened national interest in training programs to enhance civil service effectiveness.

2) The new Director General of Badan Diklat, Mr. Sumitro Maskun, has outlined 'new directions' for Badan Diklat which are more in line with LGT-II basic principles, and has expressed his commitment to help the successful implementation of LGT-II as an integral component of the Ministry of Home Affairs' on-going training activities currently under the responsibility of Badan Diklat.

3) Project activities to date have produced important assets -- including among other things 30 trained trainers and an inaugural set of curricular materials -- which provide a good basis for future project development.

4) USAID has now constructively focussed its attention on LGT-II to a far greater degree than previously, and gives evidence of being prepared to encourage and support initiatives designed to enhance the project's potential for fully achieving its objectives.

5) The advisory team of project consultants, from PADCO, has now been assembled, is in place, and is actively assisting the project.

D. Basic Recommendations

Under these circumstances, it is the evaluation team's considered conclusion that serious and comprehensive efforts must -- and can -- be made jointly by Badan Diklat and USAID to rectify the existing situation and, based on accomplishments to date, set LGT-II on a new course. The basic requirements for establishing the framework to accomplish this are summarized in the full report which accompanies this executive summary, especially in Chapters 3 through 8.

The evaluation team wishes to emphasize at this juncture its conviction that these recommendations represent the collective consensus of nearly all parties most directly committed to the successful implementation of LGT-II, and that they (or appropriate minor modifications which might need to be worked out later, in a more leisurely atmosphere than has been available to the team) can realistically be inserted into a modified statement of project strategy, goals, objectives, and implementation design.

The team's basic recommendations are subsumed under the broad basic categories into which it believes consideration of the overall project can most productively be subdivided. These are:

1) Strategy, Goals and Objectives

a) While acknowledging the considerable importance of the Buku Kuning in bringing LGT-II to its current state, the evaluation team notes that the National Strategy paper, and hence much of the project documentation which flows from it, is insufficient as a statement of strategy relevant to current and evolving circumstances. The team therefore recommends that in the process of implementation the National Strategy must be revised, updated, and operationalized. Such a revision should place primary emphasis on strengthening Badan Diklat's institutional capacity to formulate and implement activities supportive of the basic goal of conducting an effective and appropriately focussed national training program in regional development planning and management. It should also incorporate the capacity for continuing revision and updating of the training strategy in response to changing circumstances and opportunities. And it should explicitly support the Government of Indonesia's own declared policy with respect to regional development planning and management by conforming to and actively promoting decentralization, participatory processes, and bottom-up planning in all aspects of project conceptualization, planning, and implementation. Integral to that should also be an explicit sensitivity to the desirability of incorporating socio-humanistic orientations into all project activities.

b) Concurrently, the evaluation team recommends that use of the Buku Kuning as the primary guide to implementation of LGT-II should be discontinued. Continued adherence to the implementation plan contained in the Buku Kuning can only be detrimental to the achievement of LGT-II's fundamental objectives. There should be a clear delineation between the statement of strategy (which should deal with long-term objectives and broad policy outlines in much the same way as the Garis Besar Haluan Negara -GBHN- does with regard to the overall national development effort) and the implementation plan; and the latter should be prepared

and revised on an annual basis. LGT-II should be recognized as being primarily an institutional development activity, and only secondarily a training exercise. The emphasis of project implementation therefore should be on flexibility in creating and strengthening an enhanced capacity to develop and manage effective regional development planning and management training programs, not only on the training per se. Good and relevant training should follow as the logical consequence of successful implementation of such an approach. The operational implications of acceptance of this recommendation would be various delays in the phasing of training activities (plus significant changes in the content of the overall training program) in order to enable greater focus now on strengthening LGT-II's management capabilities.

2) Institutional Relations

a) LGT-II should be integrated into the Badan Diklat organization/ management structure, as well as into the larger governmental system within which its activities will have to continue functioning. LGT-II, however, must be structured so that it retains its own character and identity. This can be accomplished most effectively by treating LGT-II as a program within Badan Diklat, under the program directorship of a senior (Echelon II) civil servant, with functional responsibilities sub-divided among the major categories of LGT-II activities and assigned to Echelon III personnel within the Badan Diklat structure. These project managers would work full-time on LGT-II and would also be assigned adequate staff to enable the proper fulfillment of assigned responsibilities.

b) The National Steering Committee for Regional Development Planning and Management should be reactivated and assigned responsibility for helping provide policy direction to the training effort, as well as for assuring effective coordination between LGT-II and related GOI training activities.

c) Systems designed to optimize utilization of external resources (other governmental agencies concerned with training, Indonesian universities and other non-governmental institutions, etc.) in fulfillment of LGT-II goals and objectives should be developed and implemented.

3) Project Management

a) A commitment to a "management-by-learning", as contrasted to the prevailing "planning/training" orientation of the program should be instituted. Project management systems truly supportive of LGT-II strategy, goals, and objectives must be redefined and implemented. These systems should incorporate, but not be limited to: rational sets of definitions and procedures for the management of the regional and provincial training activities, for curriculum development, for reporting, monitoring, evaluation systems, and for budgeting and financial accountability; agreement regarding project management's relations with the project's consultants, and; programs for upgrading Badan Diklat's management staff.

4) Manpower Planning

a) The program should be based on a manpower planning and utilization process, which LGT-II should help develop. Trained personnel are a valuable resource only if used effectively. Badan Diklat must develop the capacity to establish and implement guidelines in the following areas of human resource development: a) manpower needs assessment, b) recruitment, training, and assignments, c) creative rotation of personnel from staff to operational positions, d) promotion and recognition based on acquisition of skills and practical management experience, and e) career and occupational security for those selected for training. Badan Diklat

must assume responsibility for socializing other units of Dalam Negeri at both the national and regional levels to the imperatives of adopting pragmatic personnel policies.

5) Curriculum/Materials/Training Activities

Badan Diklat must articulate a clear vision of what is wanted/needed from which training content and trainer/trainee requirements can naturally flow. To promote regional development planning and management, training must be conceived and executed in a systematic fashion so that there will be a convergence between trained personnel and the positions for which that training is appropriate. Curricula must be comprehensive, course objectives must be precisely stated, and supporting training materials must be complete, relevant, and attractively packaged. To assist in this important activity, a Consortium of Curriculum Development should be established consisting of highly qualified individuals from GOI agencies, universities, and non-governmental organizations experienced in development training.

6) Project Documentation

a) the Project Assistance Completion Date (PACD) for LGT-II should be extended for two years to 31 August 1987 to allow for the timely completion of project activities and achievement of project objectives. Further USAID financial support beyond those funds authorized in the Project Paper should not be required at this time. Provision should be made to extend the services of the PADCO advisory team to April 1986, as well as to accommodate up to as much as an additional 100 to 120 man-months of advisory services, by mutual agreement between USAID, Badan Diklat, and PADCO, to optimize PADCO's capacity to assist in redirecting and strengthening LGT-II as proposed above. This will require that funds from the loan component of the agreements be earmarked to cover the

additional costs. Before accepting this recommendation, it therefore will be necessary for the consultancy needs of the project to be carefully weighed relative to the many other activities to be funded under the loan component of the agreements.

b) In order to assure that the evaluation team recommendations can be most realistically accomplished, the evaluation team urges that the GOI-USAID agreements for LGT-II be modified as appropriate to incorporate the principal recommendations made here. This should be done at the earliest possible moment in order to expedite the necessary refocussing and restructuring of the project prior to the finalization of implementation plans for the 1983/1984 fiscal year, which will start soon. The team sees no need for major changes in the terminology of the grant/loan agreements, as the intent of the team's recommendations is only to realign the internal dynamics of the project, partly to enable the training program to more fully realize its potential and partly to modify the project's strategic and philosophical orientation as recommended throughout this report, not to substantially alter its basic goals and objectives. By extending the PACD by two years, the outputs stipulated in the existing project documentation should be reached and probably even exceeded. Concurrently, however, far greater institutional development also will result.

c) Finally, all reasonable efforts should be made as soon as possible to inform all external agencies with legitimate interests in the success of LGT-II (especially BAPPENAS, other divisions Ministry of Home Affairs, and The Ministry of Finance) of the adjustments which are being made. The National Steering Committee could be especially useful in accomplishing this. The active support of these agencies for the "new directions" herewith proposed for LGT-II can prove invaluable in helping assure the project's success in achieving its important objectives.

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PREFACE

This document constitutes the formal report of the Local Government Training-II (LGT-II) evaluation team, which conducted its investigations and formulated its findings and recommendations during the period from 8 February through 22 March 1983.

The LGT-II is a program of the Ministry of Home Affairs, through its Agency for Personnel Education and Training (Badan Diklat) and utilizing grant and loan funds provided by USAID, designed to bring about the more effective performance of provincial and sub-provincial planning boards (BAPPEDAs) in regional development planning and management, through implementation of a national training strategy. Inaugurated in 1980. This was planned as a four-year project in which the outputs specified in the Project Paper were:

- A functioning central agency within Badan Diklat, responsible for the total Tk. I/II training effort, and for the development of training curricula, training course designs, and training materials.
- A functioning central training-of-trainers program and facility, producing trained trainers in sufficient numbers to staff the central facility and the Regional Training Centers (RTCs).
- Staffed and operating RTCs.
- Operating arrangements whereby selected universities and institutions of higher learning are involved in regional planning/management functions and training.
- Provincial, kabupaten and kotamadya leaders and policy makers oriented in regional planning/management training.
- Tk. I/II Dinas and Kanwil leaders and technicians oriented in regional planning/management training.
- BAPPEDA Tk. I/II officials and technicians trained in the basic processes and techniques of regional planning and management.

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The LGT-II loan agreement between the GOI and USAID calls for an evaluation of the project and of the adequacy of advisory services, including an assessment of progress to date and an identification of problems and constraints to meeting project objectives. The evaluation team also was asked to make recommendations regarding future directions for LGT-II including possible changes in LGT-II policies, plans, and programs to enable effective implementation of LGT-II and the institutionalization of regional development planning and management training within the context of Badan Diklat's long-term strategy for institutional development.

In carrying out this mandate, the evaluation team attempted to examine all pertinent documents, to meet with all directly concerned individuals, to solicit the viewpoints of other GOI agencies and external institutions with knowledge of or interest in regional development planning and management training, to observe training activities in progress, and to discuss needs and project progress to date with the anticipated end-users, especially the BAPPEDAs at the provincial and sub-provincial level. This effort required that in addition to spending over four weeks of intensive activity in Jakarta, members of the team also travelled to Bogor, Bandung, Semarang, Blora, Purwodadi, Salatiga, Solo, Yogyakarta, Kulonprogo and Sleman.

The team's work has greatly benefitted from substantial assistance from many people. We are indebted for their time, their insights, and their unfailing desire to be of help. Some, but by no means all, of those people are listed in the appendix to this report. We extend our thanks to all: without their help (and that of their unnamed but equally appreciated colleagues), compilation of this report and its recommendations would have been impossible. It should go without saying,

of course, that the team assumes full responsibility for errors or shortcomings in findings and recommendations herein reported.

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28 March 1983

GLOSSARY OF TERMS AND ACRONYMS

- ADB: Asian Development Bank
- AID: US Agency for International Development
- AOP: Annual Operating Plan
- APBD (Anggaran Pembiayaan dan Belanja Daerah): Regional Development Budget
- APBN (Anggaran Pembiayaan dan Belanja Negara): National Development Budget
- AFDN (Akademi Pemerintahan Dalam Negeri): Academy for Government Administration (a Bachelor's degree program within Ministry of Home Affairs)
- BADAN DIKLAT/BD (Badan Pendidikan dan Latihan): The Agency for Personnel Education and Training in the Ministry of Home Affairs
- BAKN (Badan Administrasi Kepegawaian Negara): Central Agency for the Administration of State Personnel/Civil Servants
- BANGDA (or Direktorat Jendral Pembangunan Daerah): Directorate General for Regional Development in the Ministry of Home Affairs
- BAPPEDA (Badan Perencanaan Pembangunan Daerah): Provincial or Sub-provincial Development Planning Body, a staff agency assisting and directly responsible to the head of local government. In this document, the provincial planning body is referred to as BAPPEDA Tingkat I and the kabupaten (sub-provincial) planning body is referred to as BAPPEDA Tingkat II. In some cases, the kabupaten planning body is referred to as BAPPEMKA, and the kotamadya (city) planning body is referred to as BAPPEMKO.
- BAPPENAS (Badan Perencanaan Pembangunan Nasional): National Development Planning Agency.
- Buku Kuning: A yellow covered document with the title: "The National Strategy for Training in Regional Development Planning and Management" prepared for Badan Diklat Departemen Dalam Negeri by the consultants from PADCO, dated August 1979.
- Bupati: The Chief Executive of the Kabupaten.
- Camat: The Chief Executive of the Kecamatan
- CDRMS: Center for Regional Development Management Studies

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ITB (Institut Teknologi Bandung): Bandung Institute of Technology

Kabupaten: Regency. An autonomous second level of local government immediately below the province as the first level.

Kanwil (Kantor Wilayah): Vertical offices of central government ministries operating at the provincial level.

Kecamatan: An administrative sub-division of the kabupaten/kotamadya

Kepala: Head, or Director of an institution/agency

Kepala Daerah: The administrative head of a region: provincial, kabupaten or kotamadya

Kotamadya: An autonomous second level of local government immediately below the province; comparable to kabupaten but encompassing urban areas

KPPMT: An acronym representing the first USAID funded project on local government training (LGT-I), and standing for Kabupaten Provincial Planning and Management Training Project

KPS (Kerangka Pembangunan Strategis): Strategic Development Framework

LAN (Lembaga Administrasi Negara): Institute of Public Administration

LGT-I: The first AID funded project on Local Government Training for the Ministry of Home Affairs; it was called KPPMT (Kabupaten Provincial Planning and Management Training)

LGT-II: An acronym representing the project reviewed by this document and standing for the Second Local Government Training project

LKMD (Lembaga Ketahanan Masyarakat Desa): Committee for the Development of Rural Community Resilience

LPEM (Lembaga Penyelidikan Ekonomi dan Masyarakat): Institute for Economic and Social Research of University of

MENPAN (Menteri Penertiban Aparatur Negara): Minister for State Apparatus Reform

MPR (Majelis Permusyawaratan Rakyat): People's Consultative Assembly

MPS: Multi-year Program Strategies

NGO: Non-governmental Organization

PACD: Project Assistance Completion Date

PADCO: Planning and Development Collaborative International, a US based consultant group contracted by AID to provide technical assistance to LGT-II program

PDP: Provincial area Development Project

P. & K (Pendidikan dan Kebudayaan): Education and Culture; usually refers to the Ministry of Education and Culture

PPN (Program Perencanaan Nasional): National Planning Program, consisting of several courses offered by the Faculty of Economics, University of Indonesia in cooperation with BAPPENAS

PPSPR (Pusat Penelitian dan Studi Perencanaan Pembangunan Regional): Research and Study Center for Regional Development Planning of the University of Gajah Mada at Yogyakarta

PU (Pekerjaan Umum): Refers to Ministry of Public Works

Pusat: Center, or Central

Pusdiklat Pusat Pendidikan dan Latihan: Center for Education and Training

Pusdiklat Propinsi (Pusat Pendidikan dan Latihan Propinsi): Provincial Training Center in the Badan Diklat network within the Ministry of Home Affairs, having responsibility to the Governor and BAPPEDA Tingkat I.

Pusdiklat Wilayah (Pusat Pendidikan dan Latihan Wilayah): Regional Training Center of the Badan Diklat, Ministry of Home Affairs; currently a proposed center to replace or upgrade the existing SELAPUTDA

PVO: Private Voluntary Organization

RAKORDA BANGDES (Rapat Koordinasi Daerah Pembangunan Desa): Regional Coordinative Meeting for Rural Development

RDFM: Regional Development Planning and Management

REPELITA (Rencana Pembangunan Lima Tahun): Five Year Development Plan

RTC: Regional Training Center

SDF: Strategic Development Framework

Sekwilda (Sekretaris Wilayah Daerah): Secretary of the Local Government

SELAPUTDA (Sekolah Lanjutan Pemerintahan Umum Tingkat Dua): Advanced School for Second Level Personnel in the General Administration of the Government. In this document it refers to the Badan Diklat's training center at Yogyakarta, Medan, Ujung Pandang, currently used or proposed for LGT-II training in the regions

SESPA (Sekolah Staf dan Pimpinan Administrasi): Administrative Staff College for Second Level Echelon of Government Officials

SEPADYA (Sekolah Pimpinan Administrasi Tingkat Madya): School for Upper Level Managers, Third Level Echelons

SEPALA (Sekolah Pimpinan Administrasi Tingkat Mula): School for Lower Level Managers, Fourth Level Echelons

SPI (Studi Pembangunan Indonesia): Indonesian Development Studies, a non-degree course in Regional Development Planning and Urban Social offered by the Faculty of Social Sciences, University of Indonesia

Tingkat I (or TK.I): Refers to the provincial level of government

Tingkat II (or Tk.II): Refers to those autonomous levels of government immediately below the Province, i.e., Kabupaten or Kotamadya

TOT: Training of Trainers

UDKP (Unit Daerah Kerja Pembangunan): Local Development Working Unit, refers a system of programming, implementation and evaluation of development activities at the sub-district (Kecamatan) level

UGM (Universitas Gadjah Mada): State University of Gadjah Mada, Yogyakarta

UI (Universitas Indonesia): State University of Indonesia, Jakarta

USAID: United States Agency for International Development

Wilayah: Region, or Regional Area

CHAPTER I: ORIENTING CONCEPTS

The terms of reference for the evaluation of LGT-II, as expanded upon by USAID in discussions immediately prior to the beginning of the team's work, stipulated both an evaluation of project implementation to date and a set of recommendations concerning possible modifications in project design. This latter aspect was seen as especially important given various developments, which will be outlined in the text of this report, since the project was authorized in August 1980. Although the team undertook to fulfill its dual mandate as comprehensively as time and circumstances would allow, this report will place primary emphasis on the team's recommendations for the future, and thus will draw upon its findings regarding project implementation to date primarily to place its recommendations regarding project realignment in the appropriate historical and situational context.

In addressing its dual mandate, the team found it necessary to grapple with certain general issues which far transcend, and therefore have implications beyond, the specifics of LGT-II. In particular, these issues included the following:

A. Centralization vs. Decentralization. LGT-II contributes to a major thrust in the direction of decentralization of governmental functions in Indonesia. It is premised upon a belief that the national interests will be better served (in that development with equity for the Indonesian people will be better promoted) if serious efforts are made to substantially upgrade the capabilities of the relevant agencies at the provincial and sub-provincial level to become effectively involved in planning, and coordinating the implementation of, development activities which are responsive to local needs. Such an

approach is substantially different from the highly centralized top-down planning which has characterized Indonesian development efforts to date. As such, moves in this direction are not uncontroversial. After all, the political history of modern Indonesia is in large measure the history of efforts to create a unitary state out of a previously disjointed archipelago of incredible size and diversity. To now begin to move toward decentralization through delegating development planning authority to sub-national levels, is seen by some as potentially could undermine the national interest.

Notwithstanding this, the team believes that the move toward decentralization, as least as it might affect programs such as LGT-II, will prevail. If this assessment is mistaken, then many of the conclusions and recommendations outlined in the body of this report are likely to become invalid.

B. Output vs. Process. There can be important differences between form and substance in developmental activities, as in all other forms of human endeavor. This may be especially true when dealing with activities pertaining to human resources development, where the world abounds with examples of development assistance programs in which considerable sound and fury ended up signifying relatively little. A project such as LGT-II could end up being either. Curricular materials could be developed, courses could be held, trainers could be ostensibly trained, expert foreign advisers could be extraordinarily active and productive, and buildings could be built; a logical framework matrix could conclusively demonstrate all the required quantitative output indicators of a highly successful project. And yet, in activities such as this, practically the opposite might in fact be true. Curricular materials could have been irrelevant to real needs, as could the courses upon which they were based; trainers could last as long as the project then lose their motivation or their raison d'être and drift off to other, unrelated activities; buildings could be reassigned other uses or even fall into disuse. In the team's opinion, other variables

being equal, the deciding factor could well prove to be whether quantifiable output (i.e., number of curricula developed, of trainers trained, or courses taught) or more qualitative factors of systemic, modification are the motivating factors behind the project implementors. Within the Indonesian context at the present time, the forces of "process" and the forces of "output" are doing battle. While the team is not prepared to predict what type of synthesis between the two will ultimately emerge, it opts in the case of LGT-II for an orientation which argues the need to be more concerned with process than with output, i.e., the team's findings suggest that planning and management within the LGT-II context are far more important at the present time than is any rigorous adherence to production schedules for courses taught or trainers "trained", and its recommendations propose that such a process orientation be more explicitly incorporated into the project design for the remainder of the project period.

C. Education vs. Training. This is similar to the output-vs-process issue, but is more specific in that it requires explicit policy guidance from the Government of Indonesia. The education process, especially at the post-secondary level, is still quite new to Indonesia (with Indonesia's first university having been created only 34 years ago, in 1949), and as such continues to be confronted with its own, very considerable, developmental problems. The Government of Indonesia therefore quite properly has placed a major emphasis on education as a priority national goal. Training, however, is a different kettle of fish than is education, and to apply the set of pedagogical rules of the latter to circumstances in which the former is what is required simply will not work, or at least will not work well enough. This is not yet widely recognized in Indonesia, with the result that when people seek assistance in addressing training needs, they too easily end up with educational solutions. The results are predictable, and the failure to recognize that this must be so has, over the years, had a negative influence on Indonesia's urgent need for properly trained personnel to implement its national development (and other) activities.

The team is unable to predict how soon, or how pervasively, this concept might come to be understood and embraced. It does, however, see encouraging signs that the GOI is becoming sensitive to the difference and to the need, and believes that corrective steps are likely to be attempted reasonably soon. Such steps could significantly effect the capacity of LGT-II to achieve its large objectives, and their absence would seriously undermine its capacity to do so.

D. Bureaucratic Change. Indonesia is, currently experiencing revolutionary change in the structure of government. A modern management infrastructure has been built rapidly, symbolized by high rise buildings, echelons of civil servants, paneled offices, fancy operations rooms, and air conditioning. On the other hand, bureaucratic change has been slow in evolving. The traditional patrimonial style of bureaucratic behavior is still much in evidence even in modern offices. The prototype of Indonesian bureaucracy stretches back to pre-colonial times and is based on social status and one's place in the patron client network. For an agrarian society where administrative functions were undifferentiated, such a bureaucratic style sufficed very well. However, functions have defracted into innumerable specializations, and the executive now is expected to manage and coordinate many functions rather than implement a few. Indonesia increasingly needs a bureaucracy based on the legal/rational model where individual roles and performances are clearly designated, coordinated, and assigned. A major expectation of training programs such as LGT-II is to produce civil servants not only with specialized talents and capabilities but with the ability to perform well in modern complex organizations with specifically defined purposes.

E. Management vs. Planning. These are not dichotomous activities. Indonesia needs people trained in both, and these two themes meet precisely in the functions and responsibilities of the BAPPEDA. Skill at planning and programming are essential if BAPPEDAs are to meet their obligations under Repelita, APEN, and APBD as well as in the execution

of DUPs and DIPs and most of the other activities required for regional development. The problem areas must be identified, the data gathered and collated, inputs deliberately analyzed, and the results aggregated into a reasoned and realistic working design. These must then be carefully mated to outputs and costs. However, designs which can not be implemented are meaningless, and their implementation comes in the form of the carrying out of a myriad of projects, some large but most small, which meet the needs of the populace. It is in the design of these projects, the resource support, the multisectoral coordination of implementation activities, the monitoring of progress, the evaluation of project impact, and the elicitation of feed-back from the beneficiaries where the skills of management are so important. Functions must be institutionalized, agencies must operate with an internally accepted set of goals and procedures, and decisions must be made efficiently and carried out effectively.

Planning is the easier half of this equation. Techniques of planning and programming are precise and quickly transferred. By contrast, management is not only a skill, it is an art. Management is a delicate process in which personalities play an important part, and which may in many instances conflict with established behavior patterns and social structures. Successful management can be accomplished only with skill and sensitivity with the emphasis on the latter, but without effective management, no amount of planning will ever live to see its goals achieved. To date LGT-II has focussed largely on planning, to the relative exclusion of management. The evaluation team believes that this imbalance must be rectified.

F. Technocracy vs. Socio-humanism. Inevitably, good technical training produces good technocrats, each with a particular set of skills which plug into the planning and programming circuit. Management is necessary to operationalize planning. In the process, good management presupposes the acquisition of insights into the nature of a society and an appreciation of how members of that society and their institutions can be motivated into purposeful involvement in the

planning and implementation process, as well as into providing feed-back once projects are underway. Training programs, whether in planning or management, tend to underemphasize the socio-humanistic context of development in favor of technological and quantitatively expressed accomplishments. Emphasis is on increase in yield, kilometers of water courses, numbers of wells, increase in average income, and so on. The socio-economic context on the other hand tells one who gains at whose expense, how village social and political structures are holding up under what kinds of interventions, what the effect is of economic change on social and physical mobility, and how in turn this effects community integrity. The ultimate goal of regional development should not be systematically tabulated statistics or even rationally conceived development plans, but rather the welfare of the community and how it holds together and prospers in the implementation of those plans. This socio-humanistic orientation must be behind any technical or skill-directed training program. It has not yet been adequately incorporated into LGT-II planning or implementation.

In conducting its investigations and formulating its conclusions, the evaluation team frequently found it necessary to carefully consider the preferred position of the LGT-II project vis-a-vis these important orienting concepts, because in the team's collective opinion it would be impossible to properly conceptualize or implement the project without doing so. More specifically, the team has concluded that the failure of most concerned parties to adequately address such issues during the project's initial conceptualization and subsequent early implementation has substantially contributed to lack of clear vision, or project drift, which has characterized the project thus far. By drawing attention to these basic orienting issues and attempting wherever possible to make explicit its best judgment regarding the appropriate position of LGT-II relative to them, the evaluation team hopes to contribute to the rectification of this shortcoming.

It is important at the outset to make explicit one fundamental conclusion which the team reached in the course of its enquiries, a conclusion fully supported by the overwhelming majority of the people with whom the team spoke throughout its investigation. Irrespective of whatever delays, inadequacies, and difficulties have been experienced to date in project implementation, and notwithstanding whatever problems or frustrations might emerge in the future, training in support of the GOI's efforts to improve development planning and management at the sub-national level constitutes a legitimate and crucially important activity which fully deserves the support which is intended to be provided under projects such as LGT-II. This report therefore contains no recommendations which should be construed to suggest withdrawal of support or termination of activities. The thrust of the team's recommendations, to the contrary, is to suggest modifications in project design and implementation which might optimize the project's potential to achieve its objectives.

CHAPTER II: THE EVOLUTION OF LGT-II

A. Origins

1. Historical Roots

In 1969 the Government of Indonesia launched its First Five Year Development Plan (PELITA I), which was considered to be an important benchmark in the application of a systematic planning and implementation of national development. As early as 1967, a National Development Planning Agency (BAPPENAS) has been established to coordinate planning and action of development. The BAPPENAS counterpart in the provinces, BAPPEDA Tk.I, were subsequently established in 1974. There have been no particular difficulties in staffing BAPPENAS. The readily available qualified persons in the capital city of Jakarta have further strengthened the capabilities and the performance of BAPPENAS. On the other hand, the staffing of BAPPEDA Tk.I has been confronted with enormous difficulties, owing to the lack of qualified manpower as well as to the lack of interest in becoming BAPPEDA officials.

Since its inception, the BAPPEDA Tk.I has been considered to be a non-structural adjunct (without organization and staff) of the provincial Governor's office. Hence, it did not have special attraction for those who wanted to become career civil servants. In several instances, (Aceh, Sumatra Barat, West Java, etc), BAPPEDA offices were completely staffed on a part-time basis by faculty members of local universities. Some interest in development planning had appeared in a few larger municipalities; Jakarta, Surabaya, Bandung, and Medan were inaugurating boards for urban physical planning, but these were not part of a national policy for regional development planning and management.

The main function of a BAPPEDA is to translate both the long-term and the short-term national development plans into the workable and viable regional context. Regional development planning and management is

something new for Indonesia, and few of the BAPPEDA officials possess any experience in that field. The BAPPEDA Tk.I was created for the primary purpose of coordinating the implementation of inter-sectoral development activities in the region. However, due to the lack of personnel with experience and capabilities in development planning and action, they have not been in a position to discharge their proper duties as coordinating bodies for overall development activities in the regions. This was reflected in the behavior of the Dinasses and the Kanwils, which usually bypassed the authority of the BAPPEDAs, and continued direct communication with the superiors of their respective technical departments at the higher levels.

The lessons learned from the first two Pelitas (Pelita I and Pelita II) were, among others, that: first, it was impossible to achieve the desired goals of the Pelita if there was no effective and efficient coordination of development planning and implementation in the region, and; second, that the performances and capabilities of the BAPPEDA could be improved, if qualified professional personnel were recruited and trained in order to enhance their institutional capabilities.

Meanwhile, a number of technical departments, such as the Department of Public Works and of Health, and also higher education institutions such as UI, IPB, ITB and Gadjah Mada, launched regional development planning programs, either in the form of training (Public Works and the National Family Planning Coordinating Board) or in the form of degree and non-degree programs (universities).

Although the current government of Indonesia has had more than 15 years of experience in the planning and management of development programs, generally speaking the Ministry of Home Affairs so far has been involved more with the administrative and security aspect of government rather than with development oriented activities. Consequently, Badan Diklat, as its training organ, has been set up only to train government administrators, and prior to LGT-II was not prepared to deal with development problems nor train regional planners or development managers.

Although Badan Diklat had also undertaken development administration in the form of training and degree programs (APDN, IIP), these programs have not addressed the issue of regional development planning and management. In the APDN and IIP, for example, the emphasis was on government science, rather than development administration. It was not until toward the end of Pelita II that Ministry of Home Affairs realized the urgent need to have qualified regional development planners in the BAPPEDA Tk.I.

Coincidental with the introduction of a new development planning directive, it also became clear that such capabilities also would have to be installed down to the Kabupaten and Kotamadya levels. This was because during this period the Government philosophy of development through top-down planning was increasingly discarded for a new school of thought in development planning, i.e. bottom-up planning and social development. This new trend called for the creation of a BAPPEDA Tk.II at the Kabupaten and Kotamadya levels, where most of the development planning would be implemented.

The promulgation of Presidential Decree No.27/1980 serves as the legal basis for the establishment of BAPPEDA Tk.II. However, the problem was not in the creation of BAPPEDA Tk.II as such, but in the staffing of this office with professionals. The Minister of Home Affairs announced a recruitment and a training campaign to accomplish just this.

The problem did not end there, however, as the Ministry of Home Affairs was faced with the problem of how to finance this huge project. Although Pelita II mentioned the availability of funds for the improvement of capabilities of government personnel in planning and implementing development plans, these funds were not sufficient, and money alone would not guarantee the success of the program. Indonesia also needed technical assistance to handle this program.

2. Kabupaten and Provincial Planning and Management Training (KPP&MT).

KPP&MT was designed by USAID to assist the Ministry of Home Affairs in addressing these problems by providing assistance designed to help meet the training requirements of Provincial and Kabupaten planning and management throughout the country. Originally the project was intended to assist five kabupaten in Central Java, but at Badan Diklat's suggestion it became a national program focusing on all levels of BAPPEDA. The project began in April of 1979 with the arrival of a three-man team of consultants, and after 15 months of intensive effort the team produced a report which was, officially known as A National Strategy for Training in Regional Development Planning and Management, but which came to be known widely as the Buku Kuning because of its yellow binding. The Buku Kuning consists of a detailed National Training Strategy, and is comprised of a needs assessment, a training plan, a design for creating a Jakarta Office for implementing the plan, a scheme for establishing four regional training centers, a schedule of courses, and chart at the back of the book which indicates the the dates for opening the regional training centers, the number and location of courses, and the number of participants in each over a four year period.

In early August of 1979, a Summary and Conclusions of the Buku Kuning was prepared in both English and Indonesian and was distributed to a wide selection of persons within the Government of Indonesia, to regional governments, to universities, and to a few non-governmental organizations. The book was accompanied by an invitation to attend a grand meeting where the summary and conclusions would be the subject of discussion and the participants would be asked for their comments. Well over 100 attended the two day session, coming from all over Indonesia and including bupati, chairmen and members of BAPPEDA, a large contingent from Ministry of Home Affairs, and officials from BAPPENAS, LAN, Cipta Karya, MEMPAN, and from universities all over Java and Sumatra. This was a distinguished gathering, chaired by the Director of Badan Diklat. Home Affairs Minister, Amir Machmud, gave a keynote address in which he praised the idea of training for BAPPEDA personnel, and recalled the fact

that only days previously he had announced the government's intention of establishing BAPPEDA in each kabupaten and kotamadya in and establishing a budget with which to train 3000 new members. Because of all of these developments and all that they signified, the Minister warmly endorsed the Buku Kuning. The meeting divided up into workshops in which the major features of the strategy were discussed. The Director and two of his senior staff were on the dias at the closing ceremonies, during which the participants gave a hearty endorsement of the Buku Kuning and of the senior staff of Badan Diklat, who would be implementors of the new National Strategy.

B. The Emergence of LGT-II.

The Buku Kuning then became the basis for the LGT-II project which was prepared in Jakarta during the fall of 1979, approved by the USAID Mission Director in February 1980 and by AID/Washington in mid-August, 1980. The project provided the funding to set up the Jakarta Office, the four regional training centers and the variety of training courses specified in the Buku Kuning. Meanwhile, with money left over from the KPP&MT project, a training of trainers course had already commenced in September 1979 and was to last for one year. This course was implemented by the Pusat Penyelidikan Studi Perencanaan Regional (PPSPR) at Gadjah Mada University with a minimum of direction from Badan Diklat. This turned out not to be a training program, but rather a standard academic course with lectures from the regular faculty of the university. At the time this did not appear to be a serious problem, as the advisory team providing the technical assistance under LGT-II was expected to be in Jakarta soon and would be able to "upgrade" the trainers. However the team did not arrive for another year and by that time a second group of trainers had gone through the PPSPR program, which, while redesigned slightly, had not yet become a training of trainers program.

KPP&MT/LGT-II were not the only projects funded by AID which were designed to improve the quality of planning and management of the

BAPPEDAs. The Area Development Project, the Provincial Area Development Program (PDP), and the North Sumatra Regional Planning Project were directed through the BAPPEDAs with training components to improve their skills at project selection and documentation. None of the latter projects involved Badan Diklat, and although the PDP project was the most important of them it was directed by the Directorate General for General Administration and Local Government (PUOD) and more recently by the Directorate General for Regional Development (FANGDA) in the Ministry of Home Affairs. PDP did provide the BAPPEDAs with the funding to identify, design, program, and implement a variety of small rural development projects in twenty-eight selected kabupaten in eight provinces (Aceh, Bengkulu, Jawa Tengah, Jawa Timur, Nusa Tenggara Barat, Nusa Tenggara Timur and Kalimantan Selatan). This provided BAPPEDA personnel in those locations with actual hands-on opportunities for project design, implementation, and evaluation which would become the ideal complement to regional development planning and management training.

It can thus be said that LGT-II was integral to the first truly significant efforts by the Government of Indonesia to support a national program in intersectoral planning for development at the provincial and sub-provincial levels. One might even go so far as to suggest that LGT-II constituted a crucial step in that process. Not only was this because of its important role in socializing key policy-makers* to the need of (and the potential for) such planning, but it also was because of its central role in legitimizing training activities to help meet that need as well as in legitimizing the Badan Diklat's position as the key governmental unit responsible for developing and implementing such training programs. Thus, the appearance of the Buku Kuning was important for its role in establishing a direction for activities designed to attain those goals as well as in heightening expectations regarding the steps which would be taken to do so.

* i.e, at the national level (BAPPENAS, DDN, etc.,) at the provincial levels throughout the country, and also within AID and throughout other key elements of the international donor community.

Coupled with the opportunities which were symbolized by the inauguration of the National Strategy, however, were significant dangers ... some of which played sufficiently important roles in the subsequent evolution of activities that they should be noted here. In particular, the way in which the national strategy was legitimized had the effect of turning the Buku Kuning into what the evaluation team frequently had described to it as a "holy book". This, in turn, caused the implementation schedule contained in that book to be viewed by certain key people as the program, which had to be implemented with little or no deviation. Unfortunately, however, that implementation schedule, which was neatly and succinctly summarized in a one page flow chart entitled the "National Training Strategy: Implementation Plan 1980-1984" and appended to the book was not truly reflective of the overall strategy which the text of the Buku Kuning outlined. Nor did it constitute an implementation plan. Nowhere in the Buku Kuning is there definition of the role of the consultants, their number, location, and institutional responsibilities. The figures and time schedules were based on a best-case scenario without any contingency planning or fall-back figures. Furthermore the budget was a last-minute addition which was devised to assist USAID in the preparation of a project paper to seek funding in Washington rather than to serve as a guide to Indonesian implementation. In fact, the so-called implementation plan specified the training courses which were then envisioned, and did not specify the crucially important institutional development and process components of the recommended program. Nonetheless, the Buku Kuning was the only training strategy in existence, and for reasons which will be reviewed below, no strong guidance was provided to the project during its inaugural stages which would have broadened the focus to cover activities other than those which were outlined in the one-page implementation schedule. Consequently, output measured solely in terms of courses conducted or numbers of participants rather than institutional development became the key indicator of the implementation process.

1. Goals, Activities, and Limitations.

The fact that the Buku Kuning become a "holy book" has proven to be a mixed blessing: while it has helped provide both legitimacy and focus for the program, it has tended to reduce the program's flexibility in dealing with a growing appreciation of needs and opportunities, as well as with changing circumstances. In order to understand what this means in real terms, it would be useful first to outline briefly what the Buku Kuning prescribed as the "national strategy".

Briefly summarized, the goals and objectives of the national strategy were as follows:

a) To enhance the professional capabilities and skills of the personnel of the BAPPEDAs Tk.I and Tk.II in dealing effectively with regional development planning and management. Effective regional development planning and management was defined as consisting of generating maximum efficiency in the use of scarce resources, insuring a systematic relationship among projects funded from a variety of sources, meeting regional and local needs while not ignoring national priorities, bringing about equitable distribution of resources, improving the quality of life, particularly of the disadvantaged, and meeting all other goals of Repelita III.

b) To enable the BAPPEDA to assume leadership in coordinating planning and management tasks, and to have the critical techniques to accomplish this. Training would reduce the gaps between skill needs and available resources. The strategy would generate support for the necessity of effective planning and management and the idea of training to increase the capacity for addressing these tasks.

c) To strengthen the linkages both vertically and horizontally to improve communications and lines of authority between national and regional levels of government and between sectoral agencies of the same level, and to provide a continuous channel from the center to

the rural villages, so as to set "realistic policy guidelines for INPRES projects which are designed to generate maximum participation by local people."

The evaluation team feels that the goals and objectives as stated in the Buku Kuning provided a good description of the problem and the need, as well as a good initial strategic prescription concerning what might be done in broad, non-specific terms, to address identified needs. In this context it therefore was a good, and highly desirable, document. As will be detailed throughout this report, however, it has proven to be far better as a concept paper than as a guide to specific actions to be taken, or even as an analysis of how to approach questions of project implementation. Several factors contributed to this being the case:

a) There appears to have been considerable uncertainty within the KPPMT team, until the very end, regarding the extent to which they were expected to produce a "project" document as contrasted with a strategy paper. As a consequence, much of the team effort until late in the game was focussed on identification of need and on strategy formulation. It was only toward the very end of the exercise that it was accepted that project implementation details also needed to be included. Thus, operational aspects, including budget estimates and schedules for course implementation, were added at the last moment -- some would say almost as an after-thought. And by that time the momentum and the pressures to complete the strategy were such that various objections which were being raised were not given the attention they might have deserved, and therefore were not incorporated into the process.

b) In a related but broader, sense, the national strategy was written from the outside -- i.e., by outsiders who, notwithstanding their conscientious work, may not have comprehensively understood the system within which LGT-II would be placed and how that system operated. Important questions of situational dynamics or of determining a position vis-a-vis the dichotomies suggested in the

preface to this document therefore were not adequately considered ... or, if considered, were not acknowledged or made explicit. The most important of these appear to have been:

i) While the Buku Kuning recognized the central position of the Badan Diklat and the fact that it needed structural strengthening to take on training responsibilities, it did not, nor was it appropriate to do so, assess its institutional capacities or the capabilities of its management. Neither the PADCO team preparing the Buku Kuning nor the USAID project officer wished to become involved on the internal dynamics of the Badan Diklat.

ii) The nature of the kinds of assistance which "external agencies" -- i.e., local universities -- might provide was not adequately examined. In particular, the extent to which the "educative" (i.e., theoretical, lecture-format) orientation of universities and university personnel might be incompatible with the "training" (i.e., practical, learning-by-doing) needs of LGT-II seem not to have been adequately addressed, or acknowledged. And finally,

iii) the Buku Kuning pointed out the desirability for multi-sectoral coordination relating to the program, but did not address the question of how this might be accomplished given existing practices, expectations, vested interests, and traditions. This was made more complicated by the extent to which some agencies might interpret the LGT as taking what they considered to be important training functions away from them.

* An alternative interpretation exists; there appears to have been an awareness of Badan Diklat's serious limitations, but USAID/PADCO wanted the project so much that they didn't want to risk losing it by calling attention to all the deficiencies in the key implementing agency. After all, LGT provided USAID's first/best entre to a key GOI agency (DDN) through a program with particularly important potential.

2. Inaugural LGT-II Activities: Mid-1980 to Late 1981

LGT-II got off to a disjointed start, partly as a logical consequence of some of the problems outlined above, and partly because of two other primary factors which evolved following the program's inauguration.

These were:

a) USAID was exceptionally slow in completing its grant negotiations and documentation with the GOI, and also in its contract negotiations with PADCO which submitted the preferred proposal for the provision of the anticipated consultancy services. Specifically,

i) Turn-over in personnel within AID at the time meant that one of the persons who negotiated the grant documentation had, in his own words, "little or no idea of what the project was all about" at the time he started those negotiations. This is reflected in the resulting documentation, which does not always adequately address some of the more subtle aspects of this large and complex project.

ii) There was a relative neglect of the project thereafter, due apparently to its not being assigned to any project officer with the time or interest to assure proper monitoring. As a consequence, implementation documentation was not prepared. For example detailed reimbursement procedures for loan funds were not formulated for more than almost two years after project implementation activities had begun. And little or no substantive guidance, or even monitoring, was provided by USAID to the project principals in Badan Diklat for nearly the same length of time.

iii) There was a delay of more than eighteen months in getting the technical consultants (from PADCO) in place. This was due to the complexities of the regulations concerning the procedures for tendering for expert consultants.

b) The leadership of Badan Diklat was on record as being reluctant to give the project a high priority within the context of on-going Badan Diklat activities, and in particular was reluctant to give LGT-II activities too high a priority compared to the agency's

continuing training programs. This was in large part a direct consequence of the Buku Kuning's recommendation that LGT-II be treated as a separately identifiable set of activities.

The consequence of this perspective was that the project was established as a separate special task force under Badan Diklat, and not integrated at all into that agency's on-going work. No functional relationships between LGT-II and Badan Diklat were defined, nor were specific responsibilities assigned to the Badan Diklat personnel seconded to the task force on a part-time basis other than the project director (Pimpro) and a treasurer. Thus, during its initial stages those involved with LGT-II found themselves responsible for a US\$7.0 million national training program in which funding documentation was inadequate, in which relationships among the principal concerned parties were poorly defined, and for which the institutional capability for project definition, implementation, and monitoring was then practically non-existent.

Notwithstanding these truly formidable obstacles, however, the evidence suggests that the project manager felt himself to be under heavy pressure from various GOI agencies, particularly BAPPENAS and the Ministry of Finance, to begin implementation in accordance with his understanding of project goals and objectives as defined by the final page of the Buku Kuning. He had, after all, been in the spotlight at the time of the Buku Kuning's approval, and was fully aware of the expectations accompanying it. Moreover, funds had been earmarked to start the program*, so there were no immediately obvious obstacles to his doing so.

* The GOI's budget made provision for the program on the basis of the implementation schedule in the Buku Kuning, so funds were earmarked for the program from the outset. The fact that USAID documentation was slow being finalized presented no significant obstacles, because those USAID funds were only to be released to the GOI after the fact, on a cost reimbursable basis. The primary effect of USAID's neglect on this matter was that it thereby lost any control over the course in which the program evolved during its inaugural stage.

Neither LGT-II's peripheral relationships with the Badan Diklat nor that agency's own limited administrative capabilities constituted significant obstacles to the inauguration of project activities. This was because the Buku Kuning provided what easily could have been, and apparently was, interpreted as clear guidance. Specifically, the Buku Kuning specified the training activities which were to occur, and also specifically directed that the resources of "external agencies" -- i.e. selected Indonesian universities -- were to be utilized as part of the program. Under these circumstances, the project manager took the logical step of focussing LGT-II on sub-contracting out to Indonesian universities the various training programs specified by the Buku Kuning. In order to meet other production goals of the implementation plan, he also began arranging for trainers in the provinces to begin conducting parallel training programs to familiarize potentially concerned provincial and sub-provincial personnel with some of the concepts and process underlying regional development planning and management.

This, then, became the primary basis upon which the program was implemented in its inaugural phase. And the approach did, in fact, produce reasonably significant results. During 1980-1981 560 persons had received training in a variety of courses,

While perhaps fully justified in terms of perceived needs and expectations at that time, it has now become clear in retrospect that this approach contained numerous significant problems:

a) First, and most importantly, the approach which was utilized caused the project to focus on quantifiable output (number of course held, man-hours of training provided, funds expended, etc.) not on whether or not those activities were adequately contributing, in the qualitative sense, to the larger project goals and objectives. This, of course, could be seen as conforming to the guidance provided in that final page of the Buku Kuning. But it does not address the strategic issues of institutional development which provided the philosophical basis for the text of that strategy document. Nor does

it systematically address the basic goal of the LGT-II project: to improve the effective performance of BAPPEDAs Tk.I and Tk.II in regional development planning and management.

b) In large part because of Badan Diklat's limited capabilities (substantially exacerbated of course by LGT-II's marginal position within that agency's structure), a highly unsatisfactory process for utilizing the external resources evolved. Specifically:

i) LGT-II provided no guidance to the universities concerning its requirements. When the universities did submit proposed curricula, they received no feed-back from Badan Diklat. This in turn caused the universities to teach whatever they chose, which was primarily theory, much of it presumably of marginal relevance to the training requirements of the program.

ii) To the best of the evaluation team's knowledge, there was little or no monitoring, evaluation, or follow-up by LGT-II project management of any sub-contracted courses.

iii) The on-the-job portion of the training was conducted in an ad hoc fashion with a minimum of supervision.

iv) The types of training courses, orientation courses and parallel training courses which involved the largest number of participants were formed out with a minimum of direction from LGT-II project management. This could be done with or no little training materials production on the part of project.

By late 1981 the prospects for LGT-II began to show dramatic improvement, because other developments outside the project itself had reconfirmed the GOI's continuing, and even growing, commitment to the principles, goals, and objectives of the national strategy, and these would have argued strongly for the growing importance of the project and therefore the need to somehow keep it going.

Four developments in particular were important in this context:

a) The Presidential Decree (Keputusan Presiden-Kepres) No.27/1980 on the establishment of BAPPEDAs Tk.I in each province and Tk.II in each kabupaten and kotamadya. Associated with this decree was the expression in Repelita III of concern that the fruits of development were not reaching the poor, and that there was insufficient concern with basic needs. In order to move in this direction, it was decreed that development planning should be done at the local level and that each local jurisdiction should have the capacity to do this kind of planning.

b) The Instruction from the Minister of Home Affairs No.185/1980 which was a follow-up of the president's decree which furnished guidelines from the ministry for the installation of these planning agencies and a work plan for each.

c) The Ministry of Home Affairs was substantially reorganized with the creation of a new Directorate General of Regional Development (BANGDA) indicating the Ministry's increasing commitment to regional development and, by inference, training to increase capabilities in that field.

d) The Instruction from the Minister of Home Affairs No.4/1981, which provided a management mechanism for the implementation of village-based programs by sectoral units. This instruction also contained an important policy guideline on how the decentralization process should be done through bottom-up planning, which, according to the instruction, should be started from the desa by and through various local institutions up to the BAPPEDA Tk.II and Tk.I.

3. Subsequent Developments: Late 1981 to Early 1983.

The pertinent developments in chronological order during this period were as follows: a) the arrival of the PADCO/LGT-II advisory team, b) the change in the directorship of Badan Diklat, and c) the refocusing of AID interest in the project. Each of these is of sufficient importance to merit more detailed comment.

a) Arrival of the consultant team.

After long delays the members of the consultancy team for the project, from PADCO, finally began arriving in November of 1981. These personnel provided to the project the technical and managerial competencies which had not previously been in evidence within either the Badan Diklat staff generally, or in the Badan Diklat staff which had been seconded to work on the LGT-II project in particular. The PADCO team also possessed skills in training methodologies, curriculum development, materials preparation, and needs assessment analysis which previously had not been available to LGT-II.

Immediately upon their arrival, the PADCO team was inundated with work, especially in the area of curriculum and course materials development. The LGT-II task force had many commitments for a wide range of training programs, but had no materials and limited curricular content with which to implement these programs. PADCO personnel therefore immediately began applying themselves to this task, and over the next several months created a fairly substantial body of materials. However, it is recognized that because of the circumstantial and time pressures (which in general required that the materials be developed in great haste and without adequate reference to local statements of need or even to existing Indonesian case materials or the experience of other training programs within Indonesia), these materials are not of uniformly high quality and required further improvements and revisions. They were prepared in English and the Indonesian translations are generally of low quality.

Concurrently, the PADCO personnel, and especially the team leader, began their own assessment of the situation, which resulted in April 1982 in the preparation and circulation of the PADCO "Inception Report/Work Program" which proposed a detailed course of remedial action. The key recommendations of the report were:

i). A concentration on the rapid upgrading of the Badan Diklat's capacity to plan and manage the implementation of the major training programs which were budgeted under the DIP of 1981/82 and the DIP for 1982/83;

ii). Consolidation of LGT-II through the development of permanent mechanisms for planning and implementation, as well as expansion of coverage of LGT-II based on the experience of previous years, and;

iii). Upgrading the quality of those trainers who had already completed the first two training of trainers courses and much closer supervision of the training of the third group.

b) Appointment of a new Director General for Badan Diklat

In September 1982, Mr. Sumitro Maskun was appointed as the Kepala of Badan Diklat. This perhaps signalled the most significant turning point for LGT-II, because the new Kepala quickly and unmistakably signalled his desire to make the LGT-II project more central to the workings of Badan Diklat. In particular, in working toward the establishment of what have come to be known as the Badan Diklat's "New Directions", Mr. Sumitro has indicated, among other things, his desire to:

i) Integrate LGT-II into the on-going Badan Diklat program, as part of a general reorganization which he hopes to accomplish within the next few months. This general reorganization appears to be based on a belief that strong central resources will be an essential prerequisite to viable/effective subsequent decentralization and localization of training activities.

ii) Explore ways to optimize the effectiveness of LGT-II training, and hence of Badan Diklat's contribution to provincial and sub-provincial inter-sectoral training, including making the training more widely available to GOI agencies other than Dalam Negeri, rationalizing and simplifying the training structure, and developing a research and consultancy capability.

iii) Make the fullest possible use of the PADCO consultancy team in support of a fuller range of Badan Diklat institutional development activities which seem likely to transcend PADCO's terms of reference for LGT-II.

Towards these objectives, Mr. Soemitro Maskun appears to have the full support of his Minister who has decided on an increase in Badan Diklat's 1983/84 budget while having to cut back on the budgets of other Directorate Generals.

c) The focussing of USAID concern and interest in LGT-II

Also in September 1982, following an extended period when responsibility for LGT-II within USAID appears not to have been given a particularly high priority, a full time project officer, Dr. Carl Dutto, was assigned to the project, assisted on a full time basis by Mr. Agus Widiyanto. Prior to that time, a number of important administrative matters had been allowed to slide within USAID -- all to LGT-II's detriment. Most obviously, prior to then the LGT-II task force management had never received substantive support or guidance from USAID regarding either USAID's understanding of the goals and objectives of the program or of USAID's attitudes toward project implementation. More specifically (but no less importantly), procedures for USAID review of activities preparatory to USAID reimbursement to the GOI for allowable expenditures had not yet been established.

The appointment of an AID project officer had the important effect of resolving these important administrative matters and of facilitating appropriate USAID inputs into project implementation. It also enhanced USAID's ability to make inputs toward a more balanced treatment of the Buku Kuning, and to provide appropriate technical inputs through the services of two USAID Indonesian senior trainers.

As suggested above, these three sets of recent changes, when viewed against the backdrop of project progress prior to their occurrence, provided a significant new "breath of life" for LCT-II. The challenge is to "seize the day" by making appropriate adjustments in the project (or, in some instances, merely to reconfirm original components) to optimize its potential for enabling, on a continuing basis, effective training in intersectoral development planning. But this may not be as easy as it sounds, as there are still substantial hurdles which will need to be cleared. For example:

a) How to deal with the momentum which has been established, with the expectations which have been created, and with the current interplay of personality among the persons who are involved?

b) How, within that context, to institutionalize expectations and procedures for overcoming past problems and for responding appropriately to current opportunities and future challenges?

c) How, without having to renegotiate the basic agreements between USAID and the GOI, to interpret modifications in the terms of reference, or in the expectations, or in the relationships, or in the goals and objectives of the national strategy so that there can be optimal responses to new opportunities?

The balance of this document is intended to suggest ways of effectively addressing these issues.

To summarize the preceding account of LCT-II to date, probably the most important thing to be said is that the Buku Kuning described the what, not the how, of a national training strategy, and that a too rigid adherence to that document's sanctification impeded the emergence of a reasoned and realistic implementation program. Meanwhile, and for reasons which have been traced above, the project developed a direction and a set of dynamics which, if these had continued, would not have been cause for optimism that the goals and objectives of the program could have been realized. Nonetheless, various other intrinsic and extrinsic developments have now provided a good opportunity to set things right. In order to do so, there must now be, as a matter of first priority, an acknowledgement that, while of crucial importance in its time and place, the Buku Kuning may never have been -- and certainly is not now -- an adequate guide to project implementation. A clearer set of implementation goals and objectives, and especially a comprehensive, but as flexible, as possible agenda for action needs to be formulated.

This reformulation ought to include, at the minimum:

a) A specific orientation toward "process" rather than "output". This ought not eliminate "output" as an important variable in measurement of project progress and/or success/failure, but should help to get the priorities straight. A priority goal/objective of this project should be explicitly acknowledged to be the development of a viable institutional capability within Badan Diklat to conceptualize, plan, develop, implement, manage, monitor, and evaluate training programs in support of the GOI's stated objective of promoting intersectoral planning for development at the provincial level. Anything less than that would only raise the odds that LCT-II will succeed only in facilitating "training" for X number of individuals during the life of the project, and that once the project is completed, the funds stop flowing, and the consultants leave, such activities will cease operations.

b) An acknowledgement of the important differences between "training" and "education", a reconfirmation of LCT-II's primary focus on training,

and a clear statement of the roles and limitations of educative elements in the overall set of project activities.

c) The recognition that training opportunities should be available for all local government officials on a needs basis, for it is only through collaboration at all stages of the planning and management process that effective regional development might be assured;

d) An acknowledgement that development in the final analysis is for the people. The intermediary steps of training people and increasing the capacity of planning institutions is an exercise in futility unless it is the people and their communities who are the beneficiaries of regional development, and;

e) The establishment of a master plan for curriculum and training course design, formulated by the Badan Diklat, to serve as a general guideline for implementing the training strategy. This plan should be flexible and capable of modification to meet local needs.

Such adjustments will have many operational implications for LGT-II, and specific recommendations pertaining to these matters are contained in the remainder of this report. It is the hope of the evaluation team that these recommendations can provide the basis for redefinition and for a future course of action.

CHAPTER III: STRATEGY, GOALS and OBJECTIVES.

While generally affirming the basic goals and objectives of the National Training Strategy, the evaluation team feels that LGT-II must also take into account and adjust to changing circumstances and opportunities, and in particular must, in all aspects of its conceptualization, planning, and implementaton, conform to and actively promote decentralization, participatory processes, and planning from the bottom as the concepts upon which the national policy on regional planning and management is based. To a point the Buku Kuning does just that, by stating that its goal is to "improve and expand the professional capacity for effective regional development planning and management throughout the country as rapidly as possible." Regional development planning and management is given a long list of characteristics, among the most notable of which are: bringing a "more equitable distribution of wealth both within and between the regions," and "improving the quality of life for those who suffer economic and social disadvantage." Further along under the heading of "Extending Vertical Linkages," the Buku Kuning quite eloquently speaks of "effective communication of local needs to the center" in "setting realistic policy guidelines for INPRESS projects which are designed to generate maximum participation by local people, who will be more likely to participate in a project if it is based on expressed needs and designed for local conditions." If anything, these issues have become even more central to development assistance since 1979 and the strategy is right on target.

However, once stated, the principles of participation, community planning, acknowledgment of local conditions, and delegation of decision-making to the people get little further attention. The professionalization of the BAPPEDA and other agencies of the government at the provincial and kabupaten levels is described in detail in terms of needs, training, assignment, and manpower policy, but nothing is said as to how civil servants are to assist in creating institutional capacities to deal with people on their own terms and to possess the sensitivity to

motivate them to express their aspirations and their priorities and to involve them in the planning process.

The Buku Kuning is explicit in recommending this course for the data specialist and that course for the engineering planner, and the other course for the demographer, or even the general course for a generalist planner. Each is to become a skilled professional in his own speciality. The National Strategy thus can be seen as a commitment to strengthen the government's capacity to produce technocrats with detailed specifications and procedures describing how to do it, but at no point in the Strategy is it indicated that these technocrats must also acquire communication skills to serve the people skills rarely found in any bureaucracy or the orientation or motivation to approach development planning from an entrepreneurial perspective (i.e., from the perspective of taking considered risks to optimize potential benefits to the ultimate beneficiaries of regional development, the people in those regions).

One of the major objectives specified by the Buku Kuning is the building of institutions for regional development planning and management, the BAPPEDAs as well as the central and regional training organizations. This is a worthy objective which cannot be contested. But it defines institutions in terms only of numbers of persons of various specifications and training in terms only of how long and where people are to be trained and in what skills. This kind of institution building, which has been in vogue until recently, stressed the replication in a recipient country of rational institutions modeled on those of the west, in large part through the provision of technical assistance to assist in getting these institutions established, and to train staff for them. All this was to be accomplished under a tight schedule for achieving specified outcomes at a specified point in time. The product is a plan, and the job of the consultant is to obtain compliance with that plan. More recently developed strategies suggest that the learning process is more important than such blueprints to specified outputs. Institutions do not come into being purely by

aggregating a number of bodies and skills. Institutions do feature a collaborative mode with other government agencies, and at least at the local level attempt to reach out more effectively beyond the confines of the organization to the constituency at large. Such a "learning-by-doing" process also requires that in addition to specialized skills in planning, economics, demography, land utilization, statistics, and so on, management capability is also a prime requirement for institutional growth and development. Good management allows an organization the flexibility and innovativeness to accommodate institutional growth and development; it can meet new situations as they arise; it can conceive new procedures to improve its operations.

The objectives as listed in the Buku Kuning tend to focus the attention of training on the BAPPEDAs. But there are many other institutions of local government which also have to be recognized by and included in the training strategy, not just for short courses such as orientation and parallel training courses, but also for the core training program. There should be a greater collaborative effort among the institutions of local government at all echelons, not just among the "chief executives and the key decision makers." Strengthening horizontal linkages is a noble goal, but this must be institutionalized and internalized, which is best done by including more diversity among trainees. The team recognizes that this may not be easily accomplished at the present time, but nonetheless it holds the view that it remains an important goal toward which the strategy should work.

The institutional structure and the training program of the Buku Kuning was designed over five years ago. The descriptions of these structures and training courses is rigid in terms of content and timing. Conditions have obviously changed since then. The evaluation team is not equipped to say to what extent and for what reasons, but it does suggest that an instrument be established to monitor conditions as they change and make organizational and curricular adaptations to respond to these changes.

The goals of successive Repelita may change substantially, altering the nation's ranking of priorities. Social mobility is increasing rapidly, affecting socialization and the political culture. Economic conditions are bound to change each year, as are the demands and constraints upon administrators and the institutions in which they work at the local level. The detail and specificity of the Training Strategy are impressive, but these fail to acknowledge changing circumstances which might alter ways in which project activities are conceived or implemented.

The evaluation team is dubious about the continuing value of vigorous adherence to the National Strategy in LGT-II implementation. As a strategy, it has served an invaluable purpose, and many parts of it will still serve as useful guides. Descriptions of courses and listings of needs are very important to the ongoing program, but even that portion of the strategy which recommends the reorganization of the Badan Diklat is out of date and has been bypassed by the presence of new circumstances and different leadership. In its use by the LGT-II project management, even more attention is given to quantitative outputs with very little awareness of what kinds of products these training mills are churning out. Many important questions have not been adequately addressed: How well are courses taught? What is their content? How well integrated is the subject matter? Is it relevant to the needs of the trainees? Is technical competency sufficient? In other words, are these national, regional, and local government officials being sent to training programs with a specific objective in mind, and is that objective being served by the courses offered? LGT-II project management has had less concern with these qualitative factors than with the numbers trained. The team's recommendation to discontinue the use of the Buku Kuning is not so much based on the document itself, but on the way it is being used to emphasize product over process and quantity over quality. It should give way to a more flexible instrument which would not be used to justify avoidance of institutional development.

In the course of its observations and discussions, the evaluation team has concluded that in order for LGT-II to be successful in reaching its goal of bringing about more effective performance of province, kabupaten, and kotamadya planning bodies throughout Indonesia in regional planning and management, there has to be focus on three essential programmatic elements: a) training, b) institutional development, and c) substance and its quality. Training is the delivery mechanism, the institution is the delivery system and the better these are, more rapidly the product is delivered. But substance is that which is delivered and is possibly the most important of the three. As in the analogy of a cannon: the gun itself is the institution, and supports the powder (training) and the shot (substance) the powder ignites and propels the shot from the barrell and if aimed well will find its target.

So far this report has stressed the importance of institutional development over training, not because training is a lower priority, but because in the implementation of LGT-II there has been a preoccupation with counting the numbers who have been enrolled in courses and little attention has been paid to strengthening the capacities of those organizations which manage the training. But this should not be allowed to direct attention from the fact that in the case of training and institutions, each is a vehicle for achieving an end: an effective regional development planner/manager. To be effective, however, that planner/manager needs to acquire substance of high quality.

The substance of training and training-related activities must be germane to the goals of the program, must incorporate local variations, and must reflect the resources and the priorities of the government. The institution must be able to guarantee, to the best of its ability, a product which has both substance and quality. The quality of the output is a reflection of the quality of the inputs and some of the criteria of that quality are: how well trained are trainers, how well designed and relevant are the courses, how appropriate are the training materials and information packages, and how intelligently are the graduates assigned and utilized? These three elements (training, institutional development,

and substance) in fact are inseparable, and together insure that the product of the program can be effective in regional development planning and management for a long time and that his/her successors will be even better having had the benefit of additional experience which enriches the substance of the program.

Having evolved a consensus on these general principles, the evaluation team then makes the following more specific recommendations:

1) The Buku Kuning is a multipurpose strategy and contains an abundance of both broad generalizations and specific instructions. It is a valuable resource and should be considered as a basic (albeit one needing updating) policy guide. But it should not be used as an implementation guide. It was not designed as one. Also the Buku Kuning was written for an organizational and personnel situation that existed in 1978-79. These conditions have changed substantially since then, and solutions must be appropriate for the present and must constantly undergo revisions for future exigencies. Statistics on course and program outputs are illustrative and show optimal results based on the perfect functioning of all aspects of the strategy which is an unrealistic view of any strategy. There are no contingency plans provided for less than ideal conditions. On the other hand, the Buku Kuning contains many important suggestions which do not as yet appear to be part of the project management's plan for project implementation, and these should be updated and incorporated into a revised strategy. They include:

- a) an institutionalized system of in-training and post-training evaluations to determine the quality of training;
- b) a system of linkages with in- and out-of-country centers of training, and;
- c) the allocation of funds directly to the regional training centers along with the authority to spend these funds on approved activities.

2) The validating language of regional development--decentralization, participation, and bottom-up planning--constantly must be reiterated and reaffirmed in all policy statements and programmatic decisions. The characteristics of effective regional development planning and management should be refined to reflect these principles as well. They must be clearly defined with a common vocabulary which is relatively simple, applicable to a variety of situations and institutions, and understood by all involved.

3) Starting immediately, more emphasis should be placed on the institutional development activity of LGT-II. Since the emphasis of project implementation should be on creating and strengthening the capacity to develop and manage effective regional planning and management training programs, not on the training per se, new implementation guidelines are required to serve that need, and the intent of the recommendations contained in the balance of the report is to provide the framework for such guidelines.

4) The most valuable national service which LGT-II could provide would be to strengthen the Ministry of Home Affairs's institutional capacity to provide regional planning and management programs with the emphasis on the following principles:

a) that of decentralization rather than centralization of planning and implementation;

- b) that training is a process not a product; that it is designed to increase the capacity of institutions not create remote and inaccessible collections of experts;
- c) that the products of training should be dedicated to social and humanistic pursuits, not to purely technocratic exercises which ignore the expectations of the people, and;
- d) that input decisions should be made on the basis of producing quality not quantity. Training programs should be judged on the basis of how well their graduates can perform their allocated functions and how well they can help the institution develop and reach its goals.

CHAPTER IV: INSTITUTIONAL RELATIONS

A. Integration into the Badan Diklat and Ministry of Home Affairs Structure.

1. Introduction

Chapter V of the Buku Kuning spells out in considerable detail the structure and functions of the Badan Diklat "Jakarta Office". It describes the number and specializations of the staff and sets the organization apart from the rest of Badan Diklat with reporting responsibilities from the project manager (Pimpro) directly to the Director. "In order to maintain staff identification with the central purpose of the proposed training strategy, it is important that the general programming, training of trainers, and course design functions should be integrated into one specific structure of the Badan Diklat Jakarta Office."* The "Jakarta Office" was designed to be a separate entity because it had a unique mission in administering LGT-II and could be free of normal bureaucratic encumbrances. To members of the regular staff of Badan Diklat this entity, such as it was, was known as "that task force."

Since its inception, the "Jakarta Office", and with it the LGT-II project, has led an existence isolated from the remainder of Badan Diklat, critically short of staff, and with minimal communication with other parts of the organization, including the previous Director. To the extent that they could, the members of the PADCO team have tried to bridge the gap by bringing the problems of the project to the attention of the Director and by trying to find counterparts who would have a role in LGT-II. Such arrangements have been ad hoc at best, and frequently counterparts have been called away for other assignments. Such an

* A NATIONAL STRATEGY Summary and Conclusions, p.1

arrangement has not permitted the consultants sufficient time and access to properly train their counterparts.

2. Integration into Badan Diklat.

The view of the PADCO team was that if its mission was to develop the capacity of Badan Diklat to design and implement a variety of types of training programs, to supervise the installation of regional training centers, and to monitor all the non-training activities of these centers, then there should be some kind of institutional structure within which to operate. Integration of the LGT-II into the Badan Diklat seemed the appropriate alternative, but with enough of a separate identity to preserve its uniqueness. Therefore a "New Directions" plan was prepared when Soemitro Maskoen assumed the position of Director General of Badan Diklat. This plan stated in part: "the planning, programming, budgeting, staffing, coordinating, monitoring, evaluating, and controlling functions should be done by the two Pusats (major sub-divisions of Badan Diklat) at Badan Diklat's head-quarters, the operational functions should be done by:

1. an education and training institute (Institute Ilmu Pemerintahan (IIP) which is expected to form new cadres for Dept. Dalam Negeri;
2. various Pusediklat at different levels and with different degrees of relationships with Badan Diklat:
 - a. one Pusediklat at the Dept. Dalam Negeri level;
 - b. five Pusediklat at the regional level
 - c. twenty-seven Pusediklat at the provincial level.

This configuration, called the "2 Pus I/II Bandiklat", would provide the main substantial units to undertake: 1) developing planning education and training through formulating policies, preparing master plans, developing library and publications, conducting research, and general evaluation, and; 2) managing education and training by formulating operational programs, setting standards, preparing systems, methods and aids, planning curricula, syllabi and bibliography, coordinating the overall operational plan, and evaluating and controlling.

The expected result of this integration is that more staff will become available and this staff will be assigned to the Pusdiklats on a full time basis so that they can be assisted for their management, operations, and staff support by the consultants. With the end of LGT-II's isolation, its staff will have more inputs into the overall training decisions and will be able to tap the vertical linkage system running from the Director General to the regional and local organizations such as the Pusdiklat Wilayah and the Pusdiklat Propinsi, the IIP, and the APDN and any other training units of the Departemen Dalam Negeri.

Furthermore, the New Directions structure provides for a carefully orchestrated process of decentralization. The Pusdiklat Wilayah will reflect a deconcentration of Badan Diklat functions to the regions, such as the conduct of the general course and certain specialized courses which depend upon a common master syllabus and training materials, while the Pusdiklat Propinsi will have greater autonomy in conducting the orientation and parallel training courses which are geared to local institutions and conditions. By strengthening the design and materials production capacity of Badan Diklat, more of the day-to-day operations of the training can be assigned to the sub-national levels. The more competent the center becomes, the more capability it has to devolve functions to the regions and assist them in developing their respective competencies by training staff and providing support services. The evaluation team welcomes this concept of devolution as a move in the right direction.

If LGT-II is to have any impact on training methods generally, or conversely be the beneficiary of training innovations taking place elsewhere in the Government of Indonesia, the Universities, and the non-governmental organizations, it must be an integral part of a recognized training and education directorate of a line ministry. Its integration into Badan Diklat will give the project that status. The GOI is very much attracted to training as a method of rapidly upgrading its civil servants, and there are uncountable numbers of training programs being implemented today. Many of these courses deal with regional development planning and management and represent examples of some of the major training theories and methodologies currently being discussed and practiced internationally. LGT-II, and by extension the Badan Diklat, must tie into this network to make use of new techniques, their application in various parts of Indonesia, and the latest in curricula and training materials.

In sum, there are a number of obvious reasons why LGT-II should be better integrated into the mainstream of Badan Diklat activities and therefore the evaluation team supports this effort. Badan Diklat is an integral part of the Departemen Dalam Negeri structure with access to all divisions of the ministry. LGT-II would profit from this access. LGT-II needs a full-time operational staff committed to the on-going functioning of regional development planning and management training; it needs the additional resources and expertise available elsewhere in Badan diklat, but perhaps most of all, LGT-II needs to be made accountable both to Badan Diklat direction and to pertinent units in the regions--Pusdiklats and other training centers.

The mandate in the Buku Kuning is to increase the capacity of Badan Diklat. With better integration of the operations of LGT-II, its staff, and the services of the consultants, this mandate is more likely to be achieved.

There are three aspects of organizational integration, each of which should be accommodated in any restructuring. The evaluation team recommends that they be given close consideration:

- a. Structural integration. LGT-II is to be integrated as a program within the organizational structure of Badan Diklat;
- b. Management integration. LGT-II should be managed as a special program, and divided into several projects which should have functions within Badan Diklat, as well as clear job specifications to support the substantive achievements of LGT-II goals and objectives (See chapter V for further details), and;
- c. Functional and substantive integration. In order to avoid unnecessary duplication of efforts and resources, the substantive aspect or program content of LGT-II should also be integrated into the curricular/course design of other types and categories of training currently undertaken by Badan Diklat. Whenever feasible and necessary, for example, Badan Diklat should insert one or two LGT-II course components into the on-going training programs in IIP, APDN, SESPA, SEPADYA, SEPALA, etc.

B. Integration into the GOI System.

1. A National Steering Committee.

Regional development planning and management is a relatively new branch of study and a new venture of public administration in Indonesia. Consequently there are few people with the necessary knowledge and skills who can contribute to building up the requisite body of knowledge, to developing the appropriate procedures and training approaches, and to producing practical job-related training materials. LGT-II is an attempt to cope with such problems by assisting the establishment of effective

regional development planning and management in Indonesia in response to the Government's desire to devolve such planning to the regions. Realizing the strategic nature and impact of such an endeavor, the problem of training civil servants in the field of regional development planning and management (RDPM) should not be the sole concern and responsibility of Badan Diklat, because most aspects of Government are involved in, and public interests are indeed affected by, both the training and the application of regional development planning and management. In other words, for the effective implementation of LGT-II there is a clear need not only for policy coordination related to such activities but also for the development within the LGT-II program of a capacity to interface and be compatible with all GOI agencies dealing with and all aspects of public administration that impinge on regional development.

The National Steering Committee (consisting of senior officials from various GOI agencies and other institutions related to regional development planning and management), should be made more functional and should be charged with the responsibility of assisting the Kepala Badan Diklat in providing the LGT-II program director and project managers with policy guidelines for the effective coordination of, and the strategy for implementing its program activities. The Committee should be continuously kept informed about the development of the program, and should have regular meetings, at least twice per year or whenever needed.

2. A Consortium on Curriculum Development

On a more technical level, the team also recommends that there should be set up a coordinating function in the content and approaches of training on regional development planning and management. This function perhaps could be best performed by establishing a Consortium on Curriculum Development for LGT-II program which should include various people and institutions involved in RDPM. The selection of members for

this Consortium, however, should not be based primarily on institutional representation, but rather on individual competence and expertise, reflecting multi-disciplinary sources and approaches needed in developing RDPM.

3. Center for Regional Development Management Studies.

Based on the programmatic implementation of LGT-II as suggested in this document, the Consortium should make studies and recommendations to the Kepala Badan Diklat and the National Steering Committee on the necessity and feasibility of establishing a Center for Regional Development Management Studies (CRDMS) as a long-term by product of LGT-II. The rationale for exploring the need to establish such a center is for the purpose of institutionalizing the body of knowledge and skills in RDPM that has been gained from the LGT-II program and make it available to RDPM practitioners.

University scholars, researchers and even international experts on RDPM should also be invited to participate in CRDMS, since they certainly could make substantial contribution to and receive benefit from the functioning role of such a center. As indicated previously, however, the decision to establish CRDMS should be seen as the end result of a long-term process in the institutional development of LGT-II, and not the other way around.

4. Linkages with other GOI Agencies.

In addition to the overall policy coordination function for LGT-II which should be performed by the National Steering Committee, there is also a need for Badan Diklat and LGT-II to establish linkages with other GOI agencies on topical or functional bases. In terms of its personnel, trainees, output, substantive content, organization, and program action,

the LGT-II is certainly related to and therefore needs the support of, as well as cooperation and consultation with, the various other GOI agencies which should be taken into consideration is the planning and management of the program. The following list suggests some of the GOI agencies which should be identified and consulted by the Badan Diklat/LGT-II program management in order to establish more effective cooperation and communication that would help the integration of LGT-II into the larger system of the GOI:

a. BANGDA: Within the Ministry of Home Affairs, the Directorate General of BANGDA assumes the responsibility for the coordination of regional development programs and activities implemented at the provincial and sub-provincial levels. Therefore, at the national policy level, there must be closer coordination between Badan Diklat and BANGDA on skill and manpower requirements for the BAPPEDAs and the local governments; on recruitment of LGT-II training participants; on placement and utilization of LGT-II trained officials; and on monitoring of BAPPEDA's performance, etc. Also, since PDP project is under the responsibility of BANGDA, there is a clear need for intensive Badan Diklat-BANGDA cooperation on the coordination of LGT-II program and PDP project.

b. BANGDES: According the Minister of Home Affairs' Instruction No.4/1981, bottom-up planning for regional development should start from the village level (using LKMD institution), then goes through UDKP and other formal sub-district forums (such as Rakorda Bangdes), up to BAPPEDA level. Since LGT-II is training this bottom-up planning process, Badan Diklat must consult the Directorate General of Rural Development (Bangdes) for the policy and procedural issues involved in the LGT-II training. On the other hand, LGT-II training experiences in the field should also be used by Bangdes as a useful feedback to assess the adequacy or effectiveness of such a planning mechanism as stipulated in the Instruction No.4/1981.

c. BAPPENAS: Definitely LGT-II program management needs to have a great deal of consultation with BAPPENAS, not only for getting project and budgetary approval prior to its implementation, but also substantive information on related rules and sets of procedures in the formulation process of Repelita, APBN, DUP, DIP, etc, which are needed for designing LGT-II training modules. Badan Diklat should also consult BAPPENAS on the changing nature of LGT-II, which according to the evaluation team's view, should move away from output to a more process-orientation.

d. CIPTA KARYA: Among Indonesia's sectoral/technical agencies, Cipta Karya, especially its Directorate of City and Regional Planning is the earliest to appear, and therefore has lots of experience and resources in the field of RDPM, that need to be utilised also for improving the curriculum and substantive content of LGT-II. They have prepared not only course materials and training modules on physical planning and urban planning which should be useful for LGT-II training for BAPPEDA Tk.II Kotamadya, but also tested training packages on social planning from their cooperative training program with Unicef in Bali. Cipta Karya has a unit called INFOTRAN that stores data, information, and packaged modules on regional development planning, as well as qualified instructors, which so far has never been utilised for LGT-II training.

e. BAKN, MENPAN and LAN: there are a great number of personnel and administrative problems of LGT-II/Badan Diklat manpower, which have not been resolved yet: the acknowledged functional status of trainers and instructors, their ranking and echelons, incentive and system of reward, recruitment and placement procedures, promotional channels, etc. To resolve all of these urgent problems, Badan Diklat needs to have intensive consultation with BAKN and LAN. Also with the office of MENPAN on the proposed structure and reorganization of LGT-II within Badan Diklat.

h. Departemen P & K: Policy on LGT-II relations with universities, or possible cooperation with and contribution from the Directorate General of Non-Formal Education needs to be explored.

5. Coordination for Implementation of the Strategy at Local Levels.

The purpose of LGT-II is to improve the performance of local government in Indonesia. To accomplish this, training programs in regional development planning and management have to reach out to all institutions of local government. A critical function of the Pusdiklat Wilayah in particular, is to service local government agencies by undertaking research, providing consultation, preparing unique case studies and so forth. The Pusdiklats will also be dependent on these local agencies for generating feed-back on the results of training programs. Therefore, these Pusdiklats must be diligent in cultivating cordial relationships with a) local government executives, b) the BAPPEDA Tk.I and II, c) the Kanwils and dinas, and d) the Dewan Perwakilan Rakyat Daerah (DPRD), and e) local universities, other research and training institutions, and local NGOs.

C. Relations with External Agencies

One of the two basic thrusts of the training strategy which was proposed in the Buku Kuning was the cultivation by Badan Diklat of long-term linkages with training carried out by universities. This was seen as being crucial to the success of the training effort because of the extent to which universities possessed resources and relevant experience which was not available within Badan Diklat itself. For example, four universities had inaugurated programs pertaining to various aspects of regional development prior to the beginning of Badan Diklat's

training program in 1980*, and several Indonesian universities had played key roles in establishing BAPPEDAs in their regions. These BAPPEDAs frequently also were staffed largely by faculty members from these same universities.** Thus, it seemed natural and desirable that such university resources be mobilized to provide support to the LGT-II training effort. The result, as noted elsewhere in this report, was that a significant proportion of LGT-II's training efforts to date have been conducted by the major universities under contract with Badan Diklat.

On the basis of its enquiries, the evaluation team concludes that the relationships between LGT-II and the participating Indonesian universities have not evolved satisfactorily and that there is an urgent need to work toward the resolution of a variety of problems which can be identified. These include the following:

1) There does not appear to have been any adequate effort made by Badan Diklat to define its requirements in ways which would enable the universities to develop relevant responses. There is no stated policy regarding potential university involvement in the development of curriculum or teaching materials, nor is there any Badan Diklat guidance regarding the specialized areas of knowledge for which LGT-II has high priority needs.

2) No efforts have been made to date to establish the long-term linkages which the Buku Kuning called for. To the contrary, relationships are perceived by the universities as having been solely on an ad hoc basis, with Badan Diklat only engaging in dialogue with the universities when it needed to have a course taught, and then only

* These were at Universitas Indonesia, Institut Pertanian Bogor, Institut Teknologi Bandung, and Universitas Gadjah Mada.

** Key examples are the Tk. I BAPPEDAs in Aceh, Sumatra Barat, and the Maluku, and the Tk. II BAPPEDA in Kabupaten Sukabumi (which ITB took the initiative to establish in 1967.)

to the extent of indicating the title of the course required, the amount of time to be devoted to it, and the amount of money budgetted for the activity.

3) Similarly, substantive dialogue appears not ever to have taken place concerning the differences between Badan Diklat's needs for training on regional development planning and management, and the universities' traditional orientations toward education and the evolving focus on regional science. As a consequence, university-conducted activities frequently have suffered problems of relevance, and LGT-II trainees have found themselves required to listen to series of academic lectures on theory which have minimal discernable relationship to the development planning and management needs of provincial and sub-provincial planning bodies. This is not to say that theory is irrelevant. The point is that there is great need for a dialogue to be engaged regarding the appropriate balancing between theory and practice, and between education and training. Such dialogue should also address ways and means by which universities (and selected other institutions, see below) might most usefully be involved, on a continuing basis, in such areas as curriculum content, the development of teaching materials, optimal use of university faculty as teachers/trainers, and so forth. Such dialogue should be conducted on a continuing basis, on the initiative of Badan Diklat. The available evidence suggests that this has not yet occurred to a sufficient degree. Recommendations concerning these matters are included in Chapter VII.

4) Such minimal communication also is evident with respect to Badan Diklat's monitoring, evaluation, and follow-up on courses it has contracted out to universities. There would appear to be no reliable means of verifying the relevance of training to LGT's goals and objectives, and this has contributed to a situation where many of the involved university personnel feel that they have been poorly utilized.

Under such circumstances, the evaluation team sees a priority need for LGT-II to develop and implement systems designed to optimize utilization of Indonesian universities in fulfillment of LGT-II goals and objectives. Moreover, although they are not mentioned explicitly in the Buku Kuning, the team wishes to suggest that such systems also should be capable of identifying and utilizing other external resources which have begun to emerge in Indonesia in recent years. These are the several Indonesian Non-Governmental Organizations (NGOs) which have registered successes in implementing various aspects of regional development planning and management, as well as of numerous specific programs of relevance to LGT-II in such areas as rural cooperatives, family planning activities, rural agricultural techniques, and methodologies for rural development planning*.

In order to respond to this challenge, the Evaluation Team proposed that LGT-II project management commit itself to take the following three courses of action:

1) LGT-II should develop, in cooperation with the concerned external agencies, an explicit set of policies to promote optimal utilization of external resources. These policies should, among other things, define areas in which LGT-II normally should seek assistance

* Any listing of such groups would have to include: Yayasan Indonesia Sejahtera (YIS, in Jakarta, Solo, Kupang and Ujung Pandang), Lembaga Penelitian, Pendidikan dan Penerangan Ekonomi dan Sosial (LP3ES, in Jakarta, and Kläten), Sekretariat Bina Desa (in Jakarta), Lembaga Studi Pembangunan (LSP, Jakarta), Yayasan Tenaga Kerja Indonesia (YTKI, Jakarta), Yayasan Dian Desa (Yogyakarta), Yayasan Lembaga Konsumen (YLK, Jakarta), Wahana Lingkungan Hidup (Jakarta), Lembaga Pembinaan & Pengembangan Manajemen (LPPM, Jakarta), etc.

Private universities such as Universitas Satya Wacana (Salatiga), IKIP Sanata Dharma (Yogyakarta), Sekolah Tinggi Wiraswasta (Jakarta), and various voluntary associations/organisations such as Persatuan Wanita Rep. Indonesia (Perwari), Pondok Pesantren, Dewan Gereja Indonesia, Muhammadiyah, etc. along would need to be considered.

from external resources and those in which it normally would not.* They should make explicit LGT-II's perception of the differences and relative importance of "training" as contrasted to "education", and of "regional development planning and management" as contrasted to "regional science". They should establish the principal of effective two-way communication as the basis for effective cooperation. And

* The following is suggested as a point of departure for discussions among project management concerning this matter:

Suggested LGT-II

- TOI/General Course

Selected university professors/research associates participate as resource persons only, or institutionally handle the educational/theoretical aspects of the off-the-job training.

- Specialized/technical short-courses

Most handled by selected universities based on their institutional resources, expertise, and interest. Such university inputs would need to be coupled with practical exercises conducted by Badan Diklat trainers.

- Advanced degree courses

There must be institutional cooperation between Badan Diklat and the universities selected for such degree courses, principally at UI, ITB, UGM, and IPB.

- Curriculum development

University resources should be utilized in this area. University experts should also be members of the Advisory Consortium on Curriculum Development, both at the national and regional levels.

- Research & other non-training activities

All of the following efforts require the active participation of university research institutions: needs assessment analyses; surveys of regional conditions; monitoring of training impact; evaluations of social impact; and; institutionalization of training cases and field experiences into knowledge/science/theories.

they should recommit LGT-II and Badan Diklat to cultivate long-term linkages.

2) LGT-II should develop and implement comprehensive procedures for cooperating with external resources. Included in these procedures should be a system for incremental bidding by external resources for LGT-II contracts, wherein LGT-II would agree to reward a contract for some activity to a specified university or NGO on the condition that specific criteria/standards were first met, and on the understanding that LGT-II could switch to another potential contractor if those criteria/standards could not be met within a set time period. They also should specify (and obligate both parties to follow) appropriate monitoring, reporting, and evaluation procedures, and should be formulated so as to improve meaningful two-way communication between the concerned parties.

3) LGT-II should create the in-house capacity to compile and regularly update an inventory of potential resources in support of LGT-II goals and objectives. In addition to universities and non-governmental organization, this inventory should incorporate information about training activities as well as curricular and training materials of other government agencies concerned with related training activities. It should become an integral part of the information system to be developed under LGT-II, which in turn should be structured so that it can be optimally useful in the determination of LGT-II policy and training activities.

CHAPTER V: PROGRAM MANAGEMENT

A. LGT-II and Badan Diklat

One major impediment to the effective implementation of the LGT-II program up to the present time has been the fact that it is structured merely as a task-force in the Central Office, administratively managed as an ad hoc project by a Pimpinan Proyek (Pimpro) from echelon III, directly responsible to the Kepala Badan Diklat. This task force has a handful of echelon IV and non-echeloned administrative and clerical staff personnel whose real functions and activities are not structurally supported and are often not even known by other Badan Diklat personnel.

The nature of the present structure and the status of LGT-II as a task force which has functioned so far as an appendage outside the formal structure of Badan Diklat, and the fact that such a large and complex training program is currently treated as a single DIP project managed by an official below echelon II, has had a far reaching negative impact not only on the financial and personnel status of the project but also on the whole operation.

There are historical reasons for this situation. The Buku Kuning, for example, called for creation of a separate formal organizational structure - a new Pusdiklat for Training in Regional Planning and Management - to encourage a team or collaborative approach to the administration of the regional planning and management training effort. It was proposed that this unit should provide the required management and technical support for the effective operation of LGT-II programs in a manner which would separate them from the administrative/financial, general management, and other training functions of Badan Diklat and give them their own separate identity. In short, given the importance of this activity and the need for it to become a permanent and integral component of the Badan Diklat training program, the concept of a new Pusdiklat suggested the need to create a new and separate organizational structure

within the existing formal structure of Badan Diklat for administering the regional development training effort.

However, given GOI policy and regulations (issued by the President and Minister for Administrative Reform), such a structural change, especially the creation of a new organ in the field of education and training (which functionally should be administered under the Ministry of Education and Culture), is practically impossible to implement. Thus, the likelihood of its' happening was very low from the outset of the project. Moreover, the Kepala Badan Diklat at the time of LGT-II's inauguration apparently would have been disinclined, for persuasive reasons relating to his own perception of Badan Diklat's capabilities and needs, to move in this direction. But since the USAID project documentation called for the creation of a separate structure, the solution which emerged was the creation of the LGT-II task force, in what has been called the "Central Training Unit" (CTU) at the Central Office. This unit has not been able to fulfill well the functions for which it was created, because of its isolation from the major Badan Diklat activities. Thus, the evaluation team proposes that the CTU be reintegrated within the Badan Diklat structure so that the LGT activities be well managed and well coordinated with all other Badan Diklat programs. This is a logical, and appropriate thing to do. Badan Diklat - as other GOI agencies - is currently required to make a more uniform organizational set-up, based on a functional - not structural - relationship of its program and activities. In response, the new Kepala Badan Diklat is designing a new organizational chart in which there will be three administrative centers/units and a secretariat at the Central Office in Jakarta, the former of which will manage the operations of Badan Diklat's educational/training centers at the regional and provincial levels. It is within the context of this functional reorganization that there is now an opportunity for LGT-II to be integrated in the Badan Diklat formal structure as a program that can still maintain its distinct character, in which each administrative unit in the Central Office will have a special function to support the effective implementation of LGT-II programs. It is based on the above consideration that the team comes to the following recommendations:

1. LGT-II should be functionally integrated into the Badan Diklat organization/structure. The nature and extent of its integration should, however, be done in such a way that LGT-II retains its own character and identity.

a) Given the various constraints in the GOI's current regulations and bureaucratic procedures, this integration can be most effectively accomplished by treating LGT-II as a program within Badan Diklat, under the program directorship of a professionally competent senior (Echelon II) staff member. The LGT-II program director would have the responsibility of coordinating major project categories of LGT-II activities which are functionally in line with the proposed Badan Diklat's management centers, and which should be managed by qualified Echelon III Badan Diklat staff members who would be appointed as

full-time Project Managers. At present, the proposed organizational plans within Badan Diklat provide for four such categories, namely:

i. LGT-II Program Planning & Development

ii. LGT-II Program Management

iii. LGT-II Training of Trainers & National Training Center

(Pusdiklat Departemen).

iv. LGT-II Regional Training Centers (Pusdiklat Wilayah).

b. This recommendation when implemented will have important staffing implications within Badan Diklat itself, and the evaluation team therefore urges early consideration and appropriate actions by Badan Diklat to assure that sufficient numbers of adequately qualified staff are assigned in order to facilitate effective implementation of LGT-II as modified by the team's overall recommendations.

c) Alternatively, in case the recruitment and selection of professional Badan Diklat staff is not sufficient to meet the required position and qualifications for effective implementation of LGT-II program, Badan Diklat should then make a priority effort to insure proper training for their existing staff to be assigned to LGT-II.

B. Regional and Provincial Training Centers.

In addition to its Central Office activities, and to the need for their integration into Badan Diklat's regular organizational structure, there is also an urgent need to regularize the many "outreach" components of LGT-II. As has been noted, these consist of some coordination activities at the Selaputda in Yogyakarta, (and planned for Medan and Ujung Pandang) which are supposed to be functioning as the LGT-II's Regional Training Centers (RTC). As with the project within the Central Office, the RTC in Yogyakarta is also managed as a task-force, responsible to the Director of Selaputda as well as to the Pimpro in the Central Office. However, the organizational relationship between the Badan Diklat, the Pimpro, the RTC, and the Selaputda remains unclear, and in fact is undefined. There are as yet no staff specified for the RTC, which uses the Selaputda facilities and staff to implement LGT-II courses. These circumstances create operational and other difficult problems which need to be resolved, and to this end the evaluation team recommends as follows:

1. The structure and management of Regional and Provincial Training Centers should be reorganized and strengthened to facilitate a decentralised, more relevant, and more effective implementation of LGT-training and non-training activities. Badan Diklat should:

- a) Resolve the unclear status of the Selaputda as Regional Training Center (Pusdiklat Wilayah).
- b) Define the Pusdiklat Wilayah's authority and structural relationships with Badan Diklat and the Provincial Pusdiklat, within the context of the fact that the Selaputda is going to be converted into a Pusdiklat Wilayah, including for the LGT-II training program.
- c) Define the status, role, and responsibilities of the LGT-II management staff, instructors and consultants assigned to Pusdiklat-Pusdiklat Wilayah (KTCs), and provide a mandate and policy guidelines

to these Centers (using the currently existing RTC in Yogyakarta as a model for application to other centers as they emerge) so that they could really function as a regional facilitator for training and non-training activities in development planning and management of the regions. In order to effectively accomplish the above mentioned role of the Pusdiklat Wilayah, the LGT-II program management should:

- 1) assign professional staff(s) particularly in charge of coordinating and managing the substantive aspects of LGT-II program.
- 2) establish and define Pusdiklat Wilayah's institutional relations with the BAPPEDAs and local governments of the region.
- 3) provide guidelines for Pusdiklat Wilayah's relationships with and optimal utilization of local universities and NGO resources.
- 4) provide guidelines for RTC's non-training activities.

2. Basic policy decisions should be taking by Badan Diklat as rapidly as possible concerning the numbers of Regional and Provincial Training Centers to be established over the medium-term and the priorities for the establishment of such centers:

C. Management Systems.

As indicated elsewhere in this report, internal project management on LGT-II has been inadequate. Some of the reasons for this stem from systemic problems related to LGT-II's isolation in the so-called Central Training Unit, others relate to the limited skills and experience of staff assigned to work on LGT-II, and still others concern to the overly heavy focus to date on project output measured in terms of completed training activities to the exclusion of adequate attention to institutional capacity-building as measured, among other ways, in terms of institutionalized management systems and procedures.

With the proposed refocussing of LGT-II to emphasize institutional development, combined with the proposed integration of the program into the Badan Diklat structure, not only an excellent opportunity but also a real need will be created for the introduction and conscientious implementation of a broad range of management systems and procedures. In the absence of such systems, in fact, it would not be possible for LGT-II to achieve its goals and objectives. Within this context, the team recommends as follows:

1. The LGT-II program director should introduce and implement management systems truly supportive of its program strategy, goals, and objectives; i.e., that encourage whenever possible bottom-up, participatory, and decentralized management approaches.

a) With the assistance of the consultants, the LGT-II program director should develop a clearly written set of management procedures which are appropriate to a project primarily involved in a learning process. This 'management by learning' principle should include the required need for open management, delegation of authority, team work, clear systems of accountability, and internal and external communication systems.

b) In addition, the program director should adopt the principle of Management by Objectives (MBO) to accommodate the required system flexibility in assessing progress of the program, preferably on an annual basis. Along this line, the LGT-II program management should make annual plans within the overall strategy guideline from which annual budgets would flow.

c) The program director should introduce and implement management information systems that would facilitate effective decision-making processes, timely improvement of program direction, and better utilization of LGT-II training materials and resources. These management information systems should have at least the following components:

- i. Reporting and communication systems on the substantive aspects of the program;
- ii. Reporting and budgetary procedures on the financial aspects of the program;
- iii. Monitoring systems for assessment of management performance, implementation processes, and training impact at the operational levels; and;
- iv. Evaluation systems to assess impact of the program and to provide the necessary feedback for future planning.

d) The project management should provide clear guidelines on how and when to establish institutional relationships with universities and non-governmental research and training institutes, and should design procedures to optimize utilization of these external resources to fulfill LGT-II goals and objectives.

e) The Program Director should report regularly to the Kepala Badan Diklat and probably semi-annually provide a progress report to the National Steering Committee, and consequently implement policy guidelines from the Kepala Badan Diklat and the steering committee. See chapter IV, section B.1.

f) The Program Director should recruit and select qualified members for the Consortium on Curriculum Development (see chapter IV, section B.2). He should also implement management procedures to insure effective coordination of multi-disciplinary sources and provide mechanisms to generate inputs from field experiences to be channelled to the Consortium.

As mentioned in chapter IV, the Consortium on Curriculum Development could also be assigned to make studies and recommendations to the Kepala Badan Badan Diklat and the National Steering Committee on the feasibility of establishing the so called "center for Regional Development Management Studies (CDRMS)" the LGT-II Program Director should decide as to when and how such a feasibility study should be implemented.

D. PADCO Consultancy Services.

The performance of the PADCO advisory team appears to be generally good. The team's late arrival in Indonesia placed it in the difficult position of having to define its relationship to a matrix of activities which had evolved in the absence of adequate policy guidance or expert assistance ... activities which, as indicated elsewhere in this report, generally did not meet the standards which might have been expected of such a major and important program as LGT-II. It is to the team leader's credit that the team was able to integrate itself and begin addressing several of the problems which existed without creating major friction between itself and the Badan Diklat staff assigned to LGT-II. Relations between the team leader and the new Kepala Badan Diklat in particular seem especially cordial and mutually respectful, and it is clear that the Kepala Badan Diklat is anxious to tap the skills and resources available in the advisory team to the fullest possible extent.

Relationships between individual advisory team members and both their counterparts and other members of the LGT-II staff also are generally very good. There is no question that team members are experts in their own fields, and that they are respected by their Indonesian counterparts for their professionalism. Most team members have a strong commitment to the objectives of the project and would like to have an impact on the development of training expertise in Badan Diklat. In those instances where relationships are not ideal, the reasons lie more in the inevitable personality factors than they do on anything professional. To the extent that structural factors are involved, they relate to the (possibly inevitable) conflict some advisory team members feel between wanting to "do it themselves" in response to pressures of time and efficient performance and the more basic desirability of taking more circuitous routes in order to build up indigenous capacities. Although some team members have been more impatient than might be desirable, such responses might fairly be attributed to the necessity to play catch-up and to deal with urgent needs on a crash basis. Such historical "explanations" cannot, however, justify any unnecessary prolongation of such an

orientation, and with the realignment of the project which is proposed in this document the advisory team should consciously, conscientiously, and consistently focus more on cooperative working relationships with counterparts wherein responsibilities and expectations are jointly shared. This process will, of course, be aided considerably by the appointment by Badan Diklat of additional full-time qualified counterpart personnel as recommended in chapter VI.

Up to the present time, the advisory team has accurately reflected the relative isolation of LGT-II from the larger system of which it must be a part, as discussed in Chapter IV. Curriculum development, for example, seems to have been undertaken with minimal reference to comparable materials available from other Indonesian programs, or even in some instances to the Indonesian context within which it must be taught. Acceptance and implementation of the various recommendations contained in this report should rectify such shortcomings. It will, however, be especially incumbent upon the advisory team that by their example they take the lead in opening regular and meaningful dialogue with LGT-II's counterparts within other GOI agencies and external institutions, and developing new curricula and case studies based on analysis of available materials.

It also will be important for the advisory team to understand fully the nature of the various realignments in LGT-II which are proposed here. It may, in fact, be necessary (as suggested in Chapter VIII) to amend PADCO's contractual Terms of Reference for its project participation in order to assure that this is the case. The Inception Report which PADCO prepared shortly after its arrival in Indonesia suggests a clear understanding of the differences between education and training, per chapter I above, and it also begins to address some of the institutional development challenges confronting the program. The team will want to pay special attention to such issues in the future, and especially to the importance of a process orientation (rather than an output orientation) in the management of its inputs into the program. Similarly, it will be important for PADCO to review the orientation it is

introducing through its curriculum development work, because from the evaluation team's perspective a technocratic orientation currently is being emphasized in the general course to the detriment of a more needed socio-humanistic orientation.

Finally, the evaluation team observes that the PADCO advisors would appear to have focussed their efforts thus far primarily on the TOT and the General Course, and there is little evidence of their involvement in the full range of program activities being undertaken through LGT-II. This may be another consequence of having to concentrate resources while playing catch up, or there may be other reasons of which the evaluation team is unaware. Whatever the case, it would seem appropriate for the advisory team's involvement to embrace all components of the LGT-II program more comprehensively than is currently the case. In doing this, however, caution must be exercised, especially by the advisory team leader, not to expand the team's involvement too far beyond the parameters of LGT-II. The evaluation team has observed a clear desire on the part of the Kepala Badan Diklat to tap the expertise available in the PADCO team to support his efforts to substantially upgrade Badan Diklat generally. While this is a clear testimonial to the positive manner in which the PADCO team is perceived, it introduces the risk of resource dissipation. The PADCO team's work should remain focussed in the first instance on assuring the successful implementation of LGT-II. This should not, however, prevent PADCO from assisting Badan Diklat more generally, as such assistance can have a synergistic effect on LGT-II while simultaneously impacting broadly on the overall training program of the Ministry of Home Affairs. The point is raised here primarily as a reminder of the importance of not losing sight of the centrality of LGT-II in PADCO's mandate.

Provided that its terms of reference adequately reflect the reorientation of LGT-II toward the institutional development focus which this report urges, PADCO can continue to play a key role in the project, and the evaluation team therefore recommends that its involvement be extended through early 1986. It also acknowledges the desirability of

realigning the team's composition to accurately reflect project needs as redefined by this report, and of slightly expanding its participation to more adequately address those needs. The nature of any such expansion must, however, flow from further discussions between PADCO, Badan Diklat, and USAID.

The evaluation team also believes that PADCO's continuing involvement with LGT-II should be within the context of the additional following recommendations:

LGT-II program management must systematically implement workable arrangements with the PADCO advisory team to avoid dependency relations and to insure a more rapid transfer of knowledge and capability to their Indonesian counterparts.

a) Each advisor assigned to a LGT-II position should not work in isolation, but must have at least one full time Indonesian counterpart with whom he/she works closely together as a team, making collective decisions regarding substantive assignments, and jointly producing written outputs. Each advisor/counterpart team must be supported by the assignment of adequate numbers of Badan Diklat staff required to carry out the work of the project.

b) In order to help them provide more relevant and acceptable assistance, the advisers should be culturally sensitive to the Indonesian context, should be exposed to real world problems in the field, and should be expected to intensively communicate in a low profile manner their findings to other Indonesian partners both within and outside Badan Diklat.

c) Whenever possible and appropriate, PADCO should include more Indonesian experts in its advisory team.

d) Badan Diklat in collaboration with USAID must establish policies and procedures for the selection and management of consultants assigned to LGT-II program, as well as establish criteria for assessing their performance.

e) Whenever a PADCO adviser travels outside of Jakarta to a regional training center, a Pusklat, he/she should be accompanied by a counterpart from Badan Diklat so that the transfer of knowledge and experience can continue and so that the function and position of the counterpart can be paired with that of the advisor. The Indonesian counterpart should also be required to keep abreast of all developments in the regional units and become a part of the internal reporting and monitoring system.

f) PADCO advisors, together with their counterparts, should also use every opportunity to establish links with other government agencies, academic and training institutions, and non-governmental organizations, so as to recognize additional resources which might have qualitative inputs into LGT-II.

CHAPTER VI: MANPOWER PLANNING

The Indonesian civil service, particularly at the regional and local levels, has had a lengthy tradition of dedicated service dating back to precolonial times. Seniority was based on social status or the extent of one's personal support structure or patron-client network. This system worked well in an agrarian society where the bupati or his equivalent had a few undifferentiated magisterial and revenue collecting functions. With the administrative and technological revolution, this situation has changed drastically, with planning, budgetting, programming, and monitoring becoming the chief preoccupation of all regional executives. As a matter of policy the GOI is moving away from this traditional patrimonial model of executive behavior and towards one which is closer to what can be described as a legal-rational model (per Max Weber), where the emphasis is on technically separate but coordinated activities carried on by specialists and where the principal skill of the executive is management. The infrastructure for modern organizations is already in place; organization and flow charts adorn every office wall, but bureaucratic behavior has not kept pace with structural change.

Dalam Negeri personnel, once called the "pamong praja," at the province, kabupaten, and kecamatan levels, have always served as the models of bureaucratic respectability and could now also become major agents for change. Individually and collectively they can provide the prototype of the "thoroughly modern" administrator who is skilled at planning projects and integrating them into an annual budget projection and at coordinating the activities of a variety of sectorally specific offices. They also can move a group of disparate personalities to effective decisions, allocate responsibilities for project implementation, and monitor and evaluate not only the progress of a project but the performance of those involved. Perhaps their most important quality is having the cultural awareness and the social skill to work directly with the people by motivating them to become actors in the development process: planning, ranking priorities, providing

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resources, and agreeing in the final analysis to become the operators and the maintainers of their development projects.

Such change requires a major reorientation of manpower development policies and career planning and support institutions. Organizations must respond creatively to technological change and must utilize modern principles of management to accompany that change. At the same time, the cultural heritage that supports the people and their institutions must never be ignored. Change is much more likely to be for the good of the whole when it can be channeled through traditional value systems and a social structure that is familiar. A good administrator must have the knowledge, patience, and sensitivity to make the kind of accommodations and compromises to achieve these culturally acceptable and supportable solutions.

This sort of change in bureaucratic behavior does not occur in a vacuum, but has to be carefully cultivated through training. Training must become accepted as an integral part of each new bureaucrat's professional growth pattern. Young men and women must be encouraged to enroll in training courses. These courses must be planned and designed to give them both the appropriate skills and the cultural sensitivity for their career enhancement. Training must not be used as a punitive device but as a reward; must serve as a step in the promotion process and as a guide in assignment decisions. Manpower policies must also protect and reward the trainers, the trainers of trainers, the managers of training programs, and all those who produce the curricula, syllabae, and training materials for these programs. They too have to be trained and must enjoy the fruits of that training.

Trained personnel are a valuable resource only if used effectively. Badan Diklat must develop the capacity to establish and implement guidelines in the following areas of human resource development:

- a) manpower needs assessment, b) recruitment, training, and assignment,
- c) creative rotation of personnel from staff to operational positions,
- d) promotion and recognition based on acquisition of skills and practical

management experience, and e) career and occupational security for those selected for training. Badan Diklat must also assume responsibility for socializing other units of Dalam Negeri at both the national and regional levels to the imperatives of adapting such pragmatic personnel policies.

Once these guidelines have been established, the Badan Diklat manpower planning staff should undertake its own manpower utilization plan. A thorough assessment of its personnel and skills should be made, examining each unit within the body and matching needs with available personnel. Should training and upgrading be required, it should be scheduled. For those who might profit from some field experience, it should be arranged, funded, and the individual rewarded for the effort. Should any sort of non-routine activity be appropriate, whether it be a short-term statistics course or a year abroad to earn an Master of Public Administration, it should be incorporated into a training program for the organization. Furthermore, Badan Diklat should set the example for all Pusklat, IIP, the APDNs, and any other Dalam Negeri training establishments, by making explicit its intention to incorporate all trainers and support staff for training activities into regular civil service echelons, and to obtain for them all the privileges normally accorded to those ranks, to set a precise policy for assignment, promotion and retirement, and to provide them with all appropriate fringe benefits and allowances.

In manpower development planning, Badan Diklat must also solicit the assistance of the Pusklat Wilayah and the Pusklat Province. Their requirements and their capabilities must be incorporated in any overall planning activity. Within the Badan Diklat as well as the Pusklat, there exist two categories of personnel: the "technical personnel" or those who are assigned to carry out functions directly related to education and training, and the "staff personnel" whose primary function is to provide support for the execution of education and training functions. Thus far, no clear distinction has been made between these two types of personnel with regard to their specific duties and the rate of remuneration they are entitled to receive. In order Badan Diklat to

achieve a better level of institutional performance, it is desirable that a policy be formulated which stipulates in unambiguous terms the division of labor between these two types of personnel. In doing so, attempts should be made to recognize officially the professional status of the technical personnel, which will make it possible for them to enjoy privileges similar to those granted to government civil servants working in universities. (This step should be taken in cooperation with BAKN--Badan Administrasi Kepegawaian Negeri).

As an important feature of the manpower planning scene in the Badan Diklat is how to improve the level of its performance and at the same time making it less dependent on foreign technical advisers, foreign experts should make a special effort to make sure that the functions they are presently performing are institutionalized into badan Diklat. They must work collaboratively with their counterparts at all times and make whatever effort is necessary to transfer the technology required to perform successfully.

On the basis of the general considerations identified above, the evaluation team recommends that:

The position of the training and training support staff should be regularized. The distinction should be made between the training/instructor category and staff category. It is this latter group which needs special attention in terms of gaining recognition, professional status, and remuneration commensurate with the jobs they perform. To help accomplish this, the following additional recommendations are proposed:

1. The collectivity of the training cadre must be institutionalized, the responsibility and the work load must be shared as equitably as possible.

2. On completion of TOT course, trainers should be assigned to RTC to start training as soon as possible. The more their energies are diverted to other types of activities the less effort and concentration will go to basic training functions.
3. Trainers and trainees must be recruited on the basis of their talents and interests, not because of their immediate availability.
4. Trainers must be given status and incentives commensurate with their functions and responsibilities. They must not only be given the appropriate rank but also the occupational specialization designation along with the appropriate perquisites and recognition.
5. Training staff should be kept fully occupied in their specialized professional functions. When not training or supervising on-the-job training they should assist in raising the Selaputda/Pundiklat capacity to conduct reasearch, to consult, and to improve course content. They should also be asked to trouble shoot wherever needed.
6. There should be a built in retraining or refresher module for trainers so that they can remain current with the state of the art. They should be encouraged to enroll in training courses operated by other government and non-governmental agencies (Tata Kota, BKKBN, LPPM, YIS, etc.) to learn what innovations those training programs are producing.
7. The Badan Diklat should create a small cadre of "Master Trainers" who would circulate among the training centers conducting seminars and workshops to improve the skills and to increase the motivation of the trainers. These master trainers would upgrade the trainers skills in both training and non-training functions, as well as in the development of curricula and training packages.

8. There must be a system of periodic evaluation of participants (trainers and trainees), which could be performed by the "Master Trainers", to determine what their specific talents and skills might be (e.g. materials preparation, training in certain segments of courses, course management, etc.). There also should be a provision that those with no talents might be assigned elsewhere.

9. Trainers should be provided with suitable living and working areas.

CHAPTER VII: CURRICULUM, MATERIALS, AND TRAINING ACTIVITIES

The goals of the training program are to equip each province and kabupaten with an effectively functioning BAPPEDA. To achieve this, each BAPPEDA must be composed of a number of professionals trained in regional development planning and management. The objective of the project is to provide the appropriate training for sufficient numbers of BAPPEDA officials so that collectively they coordinate planning and implement programs for their respective jurisdictions. In addition, the project would be expected to create a viable foundation of knowledge and experience that can contribute to further growth for its participants, so that they will remain on top of their respective fields and seek out opportunities for further training and education, possibly for advanced degrees. A most important by-product is the formulation of the common vocabulary of concepts and procedures which is likely to become crucially important to the improvement of communications between managers and practitioners of regional development.

Training is to be accomplished through a series of courses, the most important of which is the nine-month general course with both off-the-job and on-the-job components. This course for the BAPPEDA generalists was intended to be conducted in the "training mode"; that is, in ways designed to avoid the traditional lecture and examination style of presentation common to academic institutions. Additional courses with emphasis on particular skills such as data collection, engineering planning, land use planning, social planning, and regional economics, were to be offered to complement the general course. In addition, orientation courses for local government officials were planned to familiarize them with the functions of the BAPPEDA and the contributions of regional planning and management to development. Finally, parallel training, shorter courses for BAPPEDA officials not selected for the general course, was to be offered so that eventually most members of the BAPPEDA staff would have undergone some type of training. Also proposed were degree course opportunities at Indonesian universities and other public and private training institutions and overseas degree, and non-degree study opportunities.

By March 1983, two training of trainers (TOT) courses had been completed, and third one was in progress; the first general course was mid-way through its nine month term, having completed both an off-the-job and an on-the-job segment; and a large number of provincial and kabupaten officials had undergone orientation programs and briefings.

The methodology or pedagogical style to be used, particularly in the general course but pertinent to all courses, features experiential learning or "learning by doing." Under these circumstances, the on-the-job training becomes as important, if not more important, than the class room phase, as its purpose is to achieve a stated objective pertinent to the occupation of the trainee. In many cases such occupations are related to the preparation of project documentation and budgets to be incorporated into annual areal plans, and therefore it should be anticipated that the training methodology should include discussions, case studies, simulations, and finally the actual preparation and presentation of such a plan to the important officials of that jurisdiction--the Bupati, the Sekwilda, the heads of the dinas-dinas and kantor-kantor wilayah. An extremely important part of the training should feature organizational behavior, consensus building, crisis management, social learning, and the ability to reach communities on their own terms and to creatively elicit from them their priorities and their responses to development efforts. However, this orientation has yet to be incorporated into the course implementation design.

Thus far, the training programs appear to have been a mixed bag. The two initial courses for the TOT were held at Gadjah Mada by the faculty of the Pusat Penelitian dan Studi Perencanaan Pembangunan Regional (PPCPR). The TOT course was to be a model for the general course, as the graduates of the TOT course were expected to become not only the instructors for the general course but also to assist in designing the curricula and prepare materials for the course. At present the first group of individuals trained as trainers serves as instructors for the general course at the Selaputda in Yogyakarta, and the second, scheduled to serve as instructors at the Selaputda in Medan, are presently located in Jakarta where some of them assist in the third TOT course which is presently underway for instructors to be assigned to Ujung Pandang

Although called a training course, the program at U.G.M. could in no way be so characterized. The faculty of the PPSPR described it as the basis for a degree program, and the teaching methodology was the traditional lecture and question-answer "talk and chalk" classroom situation. The curriculum was academic, general, and unintegrated, lacking specifically stated objectives. Lecturing was done by a wide assortment of teachers from a variety of faculties who were largely unaware of the purposes of the course. Running from September 1979 to September 1980, the course consisted of four quarters: a) an overview of Indonesia's economy, society, and agricultural sector, b) statistical analysis, c) regional planning, and d) field work which was described by faculty from the PPSPR not as on-the-job training but as participant observation and service as resource persons. Problems arose as the instructor-trainees were given peripheral assignments, not necessarily within the BAPPEDA itself. They received supervision from the PPSPR instructors for only five days of the four weeks of field experience. It should be stressed, however, that placing the instructor-trainees into the BAPPEDA and the planning routine would have encountered difficulties at that time, as in many instances BAPPEDAs for the Kabupaten either did not exist or were in the very early stages of development.

The instructor-trainees were not involved in curriculum design nor in materials preparation, even though it was known to the PPSPR and to Badan Diklat that they would have future responsibilities in this area.

The problems faced by the PPSPR were numerous. The only guidance they received was through the course descriptions in the Buku Xuning, and this was not sufficiently detailed to assist in planning a more appropriate curriculum. The TOT participants were very young and junior in their organizations and were not from BAPPEDAs. In fact, most were recruited from the IIP in Jakarta. As a result they would have little involvement in planning procedures during their field stay because they would not be returning to planning jobs. In the case of the second TOT course, the enrollment consisted of three persons from each of ten kabupaten. This was acknowledged as a great improvement, for the instructor-trainees could return to positions they had previously occupied even though their eventual

assignments would be as instructors in the Selaputda rather than as members of the BAPPEDA. The need for on-the-job training for future instructors is obviously less important than for the trainees from the BAPPEDA who are enrolled in the general course, but knowledge of procedures and of the requisite instruments for development planning and management is an asset to any trainer/instructor.

PPSPR personnel interviewed by members of the evaluation team asserted that they had received little guidance from the Badan Diklat and from USAID. The first TOT course was funded from the KPPMT (LGT-I) project and the AID project officer should have had some leverage over the design and the conduct of the course. He, on the other hand, had expected the LGT-II consultants to appear before long and he appears to have assumed that this would remedy the situation. However, the PADCO team did not show up in Indonesia for several months after the second TOT course had been completed, in November 1981. The second course followed the example of the first, and the instructors who had completed the first course had been reassigned to non-training functions.

The personnel of the PPSPR assert, and in this they are affirmed by other UGM faculty who are familiar with the project, that the general course, as well as the TOT course, should be a mixture of professional training and academic education. The argument stresses the fact that trainees need the theoretical and conceptual base so that they can use their intellect to be innovative and constructive. To them, training of the type defined in the Buku Kuning features instruction by rote and does little to develop the intellectual capacity of the trainees. The counter argument is that there are other vehicles for this: advanced degree courses funded by the LGT-II project both at Indonesian Universities and at institutions overseas. In either case this is a major policy issue which must be resolved by Badan Diklat.

When the PADCO consultancy team finally assembled, one of its first acts was to design and implement an upgrading course for the first TOT graduates. This course consisted of: 1) classroom training; a) Process of

Program and Project Formulation (APB), b) regional analysis, c) project analysis, d) strategic development planning, e) reporting and evaluation; 2) training techniques; 3) field work; and 4) preparation for the first general course. This upgrading of trainers course lasted for 2 1/2 months. Those instructors who completed the course commented that it was extremely useful as it gave them a systematic approach to the actual responsibilities of the BAPPEDA in the regional development planning area. Furthermore, their introduction to the use of pre-packaged teaching materials, discussion guides, participatory training methods, and audio-visual materials allowed them to conduct training sessions with a minimum of anxiety and a maximum of predictability.

One note of caution should be offered at this point. The expert consultants have so far done a masterful job of upgrading many of the trainers and in designing and preparing materials for training packages for the training of trainers courses and the general planning course. However, the Indonesian counterparts and the trainers have not been more than marginally involved in this activity and currently do not seem to be building a future capacity to do so. The consultants must show willingness to involve counterparts and trainers at all levels of curriculum development and materials preparation so that they can continue to perform these requirements in manner that is both systematic and creative. This is precisely what is involved in institutional development or capacity building. Future trainers, materials designers, graphic artists and audio-visual specialists should not be bypassed by the consultants regardless of the added costs in time and patience.

The training strategy envisions the trainer/instructors engaging in a variety of non-training activities such as research, serving as resource persons to the BAPPEDA, consulting on regional planning and management, undertaking periodic impact evaluations, and serving as a vehicle for soliciting and articulating feedback from development project recipients. For these purposes these instructor/trainers need additional course work as well as refresher courses to keep them abreast of the state of the art. Furthermore, it must be anticipated that training will not become a chosen

profession of all of those recruited. The opportunities for promotion through the ranks of the civil service appear limited for trainers; other more rewarding positions will appear and some will become discouraged with the frustrations and repetitiveness of training. This requires a constant infusion of new trainer-instructors and a plan for reincorporating veteran trainer-instructors into the line agencies of provincial and local government.

Two further generalization should be made at this point before launching into specific recommendations. Training is most effective when it can be coupled with actual hands-on types of activity. Training for BAPPEDA personnel works best when they are actually concerned with the real functions of regional development planning and management and with the resources which support those functions. When trainers and trainees are involved with selecting, designing, and programming actual projects, they are receiving the most intensely relevant type of training. Provincial Development Project (PDP) activities do provide the trainees with this kind of hands-on experience that is invaluable for sharpening their skills. PDP projects provide an operational vehicle for the application of training theories and techniques, represents an opportunity for LGT-II trainees to become more proficient at their mandated tasks of regional planning, monitoring and evaluation, and provides them with the actual hands-on experience at designing and monitoring projects and sub-projects. There should be additional possibilities for the same type of hands-on applications through the community development and credit programs of the World Bank, the Canadian International Development Agency (CIDA), and other international and bilateral donor as well as non governmental organizations.

Finally, wherever possible, training programs should introduce compatible and consistent planning and management information systems into all courses and non-training activities. LGT-II through its eventual nation-wide scope and its importance in creating regional development planning and management procedures for provincial and kabupaten governments could play an extremely crucial role in the adoption of uniform procedures in dealing with Multi-year Program Strategien (MPS) and the Annual

Operational Plans (AOP) and in making sure that the details of the system receive wide dissemination.

By the end of 1982, 1,342 persons had been enrolled in courses attributable to the National Training Strategy. This included:

1. Annual Discussion Pannel (2 weeks) - Badan Diklat, Jakarta	90
2. Training of Trainer Courses (one year) Yogyakarta & Badan Diklat, Jakarta	30
3. General Planning Course (9 montns) - Yogyakarta	35
4. Administrative Planning Course (3 months) - Yogyakarta	60
5. Orientation Course (2 weeks) - Yogyakarta	205
6. Data Course (six weeks)	34
7. Land Use Planning Course (6 months)	19
8. Technical Planning Course:	19
9. Advanced degree courses	7
10. Parallel Training Course:	
For Provincial Officials (2 months)	111
For Kabupaten Officials (2 weeks)	700
11. English Language Training (250 hours)	32

Other courses (Project Appraisal Techniques Course, Monitoring and Evaluation Course, Regional Economics, Social Planning) have yet to be offered.

For a two year period, this is an impressive product and exceeds projected targets. However, in most instances these courses were arranged without any prior needs assessment, without any indication of what these courses are expected to accomplish, and without a plan for appropriately utilizing trained personnel upon reassignment to their home offices. It may be the case that each of these participants is now gainfully employed using his newly acquired knowledge and skills each day. But that would be a matter of chance, not planning.

On the basis of the foregoing review of the training requirements of the National Training Strategy and the assessments of the current capabilities of the Badan Diklat and the Selaputda in Yogyakarta, the following recommendations are offered:

A. Badan Diklat must articulate a clear vision of what is wanted /needed from which training content and trainer/trainee requirements can naturally flow. To promote regional development planning and management, training must be conceived and executed in a systematic fashion so that there will be a convergence between trained personnel and the positions for which that training is appropriate. Curricula must be comprehensive, course objectives must be precisely stated, and supporting training materials must be complete, relevant, and attractively packaged. To assist in this important activity, a Consortium on Curriculum Development consisting of highly qualified individuals from GOI agencies, universities, and non-governmental organizations experienced in development training, should be established. This Consortium should provide technical assistance for the program director to develop curriculum content and course design for the LGT-II program, through the mechanisms suggested section of Chapter V.C.1.e.

B. LGT-II is designed to train a variety of people: trainers, Badan Diklat personnel, BAPPEDA officials, key persons in dinas and kanwil. However, training under LGT-II should never lose sight of the fact that the ultimate beneficiaries of development are the people and not those who serve the people.

1. Training should be people oriented. This basic principle should be stated and restated frequently as a training philosophy.
2. Training that deals with people should be fully incorporated into the training program. Modules dealing with social development and social learning should be incorporated into training courses.

C. The objective of LGT is to train local government personnel in regional development planning and management. This requires a more systematic look at the training requirements of all local government officials, not just those in BAPPEDAs.

1. A regularly updated needs assessment of BAPPEDAs and other regional development planning bodies at both Tk.I and Tk.II should be undertaken and used as the basis for designing and scheduling courses.

2. Compartmentalized training should be avoided; officials from other units of local government should be included in courses wherever possible.

3. Modules featuring the development of management skills and human resource development should be incorporated wherever possible into training courses.

4. A standardized master syllabus should be designed for each course, supplemented by training packages which reflect socio-economic and institutional realities in various parts of Indonesia and prepared by trainers assigned to the area. It may also be practical to convert these master syllabae into training manuals with the addition of introductory and background materials.

D. Curriculum and materials production as well as training should become institutionalized within the structure of the Badan Diklat and the regional training centers and receive high priority support for all activities.

1. Badan Diklat must be convinced of the importance of on-the-job training. Without it the skills learned in classrooms and workshops can not be sharpened nor linked to actual situations. Funding and transport facilities must be provided fully for this part of the program.

2. Badan Diklat should be encouraged to collaborate with the consultants in the translation and editing of curriculum materials to minimize confusion and inconsistent use of terminology.
3. Trainers must actively participate in course design and curriculum and training materials preparation. They must begin to internalize this process so that they can continue effectively when consultants have left, and so that they can provide local variation to course curriculum and materials when they are working with the Selaputda (Pusdiklat Wilayah).
4. Curriculum development and revision and materials production should be done in workshops where trainers, trainees, and consultants can collaborate, and where Indonesian participants can earn honoraria.
5. Training personnel from Badan Diklat should be urged to examine or enroll in other types of training courses to acquire the knowledge and skills appropriate to them and to transfer these to their fellow trainers.
6. Trainers must be convinced of the necessity of preparing and maintaining a materials bank, systematically organized and appropriately stored so that it is both available and secure.
7. Badan Diklat should assist in every possible way the strengthening of the training capabilities of the Selaputda (Pusdiklat Wilayah) and Pusdiklat Propinsi, so that these centers can effectively manage and training programs and non-training activities.
8. Training centers (Pusdiklat Wilayah or Selaputda) should be provided with capable support staff to assist in preparing materials such as charts, transparencies, and graphics, not only for training courses but also for BAPPEDAs and other offices. They should also make an attempt to teach these skills to BAPPEDA staff.

9. Training centers should develop linkages with regional universities to produce case studies, simulations, and other training materials relevant to those regions. These case studies would be useful for comparative analyses of training problems and appropriate solutions on a nation-wide scale.

10. There should be assigned to each Pusdiklat Wilayah one full-time person from Badan Diklat who is responsible for the training program, the activities of the trainers and trainees, and liaison with the Pusdiklat Wilayah administration.

11. A learning resource center should be set up in each Pusdiklat Wilayah. It should be equipped with current journals, manuals, and instructional materials both in Indonesian and foreign languages and should be appropriately staffed with trained personnel. The main function of these centers would be to circulate current training materials and disseminate training information.

12. Badan Diklat should explore the possibility of setting up an in-house newsletter or magazine with reprints of recent literature relating to training and regional development planning and management.

E. Course planning and implementation should be done deliberately and systematically.

1. Courses as defined in the Buku Kuning were created in response to needs of six years ago. These needs should be reassessed and courses redesigned where appropriate.

2. Courses should be undertaken only when there is a clear idea of their objectives and methodologies and where there is a reasonable expectation of adequate training materials and courses packages being prepared before hand.

Best Available Document

3. Too rapid deployment of courses will prevent Badan Diklat and other offices (Pusdiklat Wilayah and Propinsi) from developing training capabilities and support services for these courses.

4. Courses, other than the general course and TOT course, have been launched without planned timing or reference to needs. Courses should be reevaluated to determine time priorities and frequency of offering.

5. Courses with several different segments or locations must be carefully integrated. That portion done by universities or by non-LGT-II training staff need to be closely linked to provide continuity and to avoid confusion of styles and content.

6. Course management and instruction staff should not be overloaded too soon. 1983/84 year seems to have large quantities of courses and large numbers of trainees and participants.

7. Numerous local government officials have commented favorably on the Project Design and Evaluation (PD&E) course that has been offered regularly by USAID/Jakarta. They have maintained that techniques learned in the course have simplified preparation of project documentation and increased the likelihood of swifter approach. The Badan Diklat should examine seriously the relevance of PD&E course to the training curriculum and consider its adoption.

F. The training program must develop a vocabulary and a set of concepts which are consistent with the established GOI usage. E.g. Is the Strategic Development Framework (KPS) the same as Repelita? What are its relationships to APBD, or to the DUP/DIP process?

G. LGT training should be linked to other rural development projects (AID, World Bank, PVO, ADE, etc.) whenever possible. The evaluation team noted that in those kabupaten in Central Java where trainees were also involved in

selecting kecamatan for special attention as specified under PDP, they were better prepared had better data, and were learning some of the fundamentals of survey research and of community development.

CHAPTER VIII: PROJECT DOCUMENTATION

It is the evaluation team's conviction that acceptance of, and sincere and successful efforts to implement, the proposals and recommendations herewith submitted can enable LGT-II to be restructured and refocussed in ways which will optimize its potential for making significant long-term contributions to Indonesian planning and management for regional development. Given the heightened priority the Government of Indonesia has placed on such activities, the potential national significance of LGT-II has increased and the effort undeniably would be worth attempting to make. Realistic and responsible implementation of these recommendations will, however, take time. But since LGT-II already is approximately half-way through the time originally allotted to it, it is not realistic to expect that this can be accomplished prior to the currently stipulated Project Assistance Completion Date (PACD) of 31 August 1985. The evaluation team therefore recommends that the Project Assistance Completion Date (PACD) for LGT-II should be extended for two years to 31 August 1987 to allow for the timely completion of project activities and achievement of project objectives.

Further USAID financial support beyond those funds authorized in the Project Paper should not be required at this time. Project resources have been poorly utilized to date because of various factors which have been noted, and expenditures from project loan funds have been correspondingly slow. Extension of the PACD should therefore have the primary consequence of enabling effective reprogramming of funds which already have been authorized but not yet utilized, thus facilitating the various realignments which are herein recommended.

It should be noted that the team sees no need for major changes in the USAID project paper on LGT-II, as the intent of the team's recommendations is only to realign the internal dynamics of the project, partly to enable the training program to more fully realize its potential

and partly to modify the project's strategic and philosophical orientation as recommended throughout this report, not to substantially alter its basic goals and objectives. Although the evaluation team has called for a new statement of strategy and new implementation plans for LGT-II, it is not proposing anything other than means by which existing project goals might be more effectively attained. By extending the PACD by two years, the outputs stipulated in the existing project documentation should be reached, and probably even exceeded. Concurrently, however, far greater institutional development should also result. The capacity of the project to achieve its basic goal of contributing to more effective regional development planning and management will thus have been significantly enhanced.

Although no major adjustments in USAID's project papers (other than extending the PACD) seem called for, the evaluation team strongly urges that in order to facilitate their realistic accomplishment, the principal recommendations made here should be appropriately incorporated as official amendments into the existing GOI-USAID grant and loan agreement for LGT-II. This should be done at the earliest possible moment in order to expedite the necessary refocussing and restructuring of the project prior to the finalization of implementation plans for the 1983/1984 fiscal year, which will start soon. It could most easily be accomplished within the context of the new loan and grant agreement amendments, which are required in the near future to obligate the last tranch of USAID funds earmarked for LGT-II.

It is the team's hope that this report will provide the framework, and much of the substance, to accomplish this task of amending the grant and loan agreements. It has not been the team's intention, however, to be prescriptive regarding implementation details, as these must be allowed to emerge naturally from the learning-by-doing, institutional capacity-building approach to LGT-II which the team urges be adopted. The team understands that this process already has started within Badan Diklat and LGT-II. Extensive discussion between project personnel and

the evaluation team have taken place during the course of the team's investigations, and implementation plans for 1983/1984 and beyond are being developed. Such documents, in combination with this report, can provide a sound basis for project realignment and amendment of agreements.

In addition to taking into account this report plus Badan Diklat is own official response to it, when preparing amendments to the GOI-USAID grant and loan agreements USAID should also consider carefully its own preferred relationship and direct contribution to future project activities, and then make these explicit as appropriate. It should be kept clearly in mind that one of the key causes of the many problems which confronted LGT-II during its first two years was USAID's own inattentiveness, particularly in monitoring, providing policy guidance inputs, and expediting the arrival of the advisory team. To the extent that these issues stemmed from incomplete or fuzzy documentation, corrective adjustments should be incorporated into the forthcoming amendments and project implementation letters. The team suggests that these might include a budget review system and a set of guidelines on the project budgetary system procedures to complement and support the procedures for approval and disbursement of loan funds as outlined in Project Implementation Letter No.3. Such guidelines should encourage flexibility (with accountability, of course) in planning for implementation and should be sensitive to the requirements of the GOI budgetary cycle. They also should strive to provide models of efficiency and relevance which LGT-II might wish to adopt and internalize as components of the financial management systems it will need to begin introducing in the immediate future.

To the extent, on the other hand, that USAID's earlier contribution to LGT-II's problems really only reflected administrative procedures within USAID, then USAID must itself assess the adequacy of the various corrective steps it has taken since the appointment of a full-time project officer and project assistant and to take whatever additional steps, if any, might be deemed necessary. The evaluation team has

observed, incidentally, that very great improvements in this regard have been made in recent months. USAID also should begin taking the necessary steps now to assure a smooth transfer of responsibility when the current project officer leaves Indonesia for another assignment in June of 1983.

As noticed already in Chapter V, section 4, the evaluation team also recommends that provision should be made to extend the services of the PADCO advisory team to April 1986.

Concurrently, once the LGT-II agreements between the GOI and USAID are amended as proposed above, then it probably will become necessary for USAID to amend its contract with PADCO so that the scope of work can explicitly incorporate language referring to the new program emphasis on institutional capacity-building and development. Additionally, as noted in Chapter V, Section 4, it could prove useful for the contract documents to more clearly specify working relationships between USAID, PADCO, and Badan Diklat.

The PADCO team has played a significant role in the project since its arrival in Indonesia, and successful implementation of the recommendations contained in this report will require that it continue to do so at a slightly expanded level of involvement, especially over the near-time future, in order to optimally contribute to resolving the immediate project management and institutional development issues which the evaluation team has identified. The evaluation team therefore

* Although somewhat peripheral to its terms of reference for this evaluation exercise, the evaluation team wishes to observe that USAID might benefit by assigning responsibility for all training components of its programs with the Ministry of Home Affairs to a single career staff member within USAID, preferably the LGT-II project officer. This should eliminate the existing risk of USAID's speaking with too many voices, possibly with different perspectives, regarding USAID-financed training activities ... in the process unnecessarily complicating efforts toward coordination. It also would help minimize unnecessary duplication of activity within both the USAID mission and the Ministry of Home Affairs,

additionally recommends that the extension of PADCO's contract also should attempt to accommodate up to as much as an additional 100 to 120 man-months of advisory services, by mutual agreement between USAID, Badan Diklat, and PADCO. This will require that funds from the loan component of the agreements be earmarked to cover the additional costs. Before accepting this recommendation, it therefore will be necessary for the consultancy needs of the project to be carefully weighed relative to the many other activities to be funded under the loan component of the agreements.

Finally, all reasonable efforts should be made as soon as possible to inform all external agencies with legitimate interests in the success of LGT-II (especially BAPPENAS, other divisions Ministry of Home Affairs, and The Ministry of Finance,) of the adjustments which are being made. The National Steering Committee could be especially useful in accomplishing this. The active support of these agencies for the "new directions" herewith proposed for LGT-II can prove invaluable in helping assure the project's success in achieving its important objectives.

CHAPTER IX: CONCLUSION

Institutional development along the lines advocated in this report necessarily has its basis in the non-prescriptive learning-by-doing approach to development management. Integral to this approach is an understanding and acceptance of the extent to which external groups, such as foreign advisers or outside evaluation teams, are constrained from telling people exactly what to do, when, how. The process of technology and/or competency transfer thus becomes an iterative one, in which the concerned and responsible participants together seek solutions, in the process enhancing the system's capacity to dispose of difficult problems in timely and appropriate fashion.

The LGT-II evaluation team has attempted to practice what has been preaching. It has tried to avoid suggesting any quick-fix solutions to the various problems facing LGT-II, just as it has tried to stop short of making specific operational recommendations concerning implementation details. Instead, the evaluation team has undertaken to identify constellations of problems, to suggest areas where changes in conceptualization or implementation might produce better results, to map out its best estimates of appropriate directions for change, and to explore some of the process by which change might be initiated and institutionalized. Beyond that the team dares not go: specific solutions to specific issues are the more proper domain of those who are involved in project implementation in policy and/or operational capacities. Within this context, the evaluation team's most important observations might be summarized as follows:

- 1) There are complex historical and sociological reasons why LGT-II has not yet realized its full potential for making truly significant contributions to national training efforts relating to regional development planning and management. But these are now a matter of record and need not necessarily deter a redirecting and reformulation of the project in order to substantially enhance its capacity to making such

contributions. Moreover, the circumstances currently surrounding the project seem especially conducive to the kinds of redirection and reformulation which seem desirable.

2) It must be accepted that the Buku Kuning, while useful in validating the desirability of a national training program for regional development planning and management, has been partly supplanted by time and circumstances. It has become inadequate as a statement of strategy and is self-defeating as a guide to implementation. The training strategy should be updated and refined to place greater emphasis on creating and strengthening the institutional capacity of Badan Diklat to implement, on a continuing basis, as an integral component of its overall mandate, an optimal national training program for regional development planning and management. This updated and refined strategy should make explicit Badan Diklat's preferred position vis-a-vis the various conceptual dichotomies which are identified in Chapter I, and project implementation should then be designed to assure appropriate responses. Moreover, the development of implementation plans should be undertaken separately from the reformulation of strategy, preferably on an annual basis to facilitate flexibility in responding to changing circumstances, growing LGT-II/Badan Diklat capacities, and new opportunities.

3) LGT-II must be integrated into the larger system of which it needs to become a functioning part. This system includes not only Badan Diklat and the relevant GOI apparatus, both nationally and at provincial and sub-provincial levels, but also the external resource network which includes universities as well as various non-governmental organizations. This integration must be both structural and functional. And it must be based on effective two-way communication designed to promote mutually-beneficial long-term linkages.

4) LGT-II must as a matter of highest immediate priority begin developing and introducing improved management procedures and systems. This is fundamental: without it LGT-II can not possibly achieve its reformulated strategic and operational objectives. Such procedures and

systems must be supportive of, and therefore consistent with, the principles of decentralization, participating processes, and bottom-up planning. They additionally must incorporate a viable manpower planning and utilization process.

5) And finally, every effort must be made to assure that the focus and content of the LGT-II training program is optimally relevant to Indonesian needs. This will require a sensitive awareness of the pedagogical issues noted in chapters I and VII, and a clear vision concerning what is needed, and both a willingness and an institutionalized capacity to continually adjust to changing circumstances and opportunities.

It is not likely to be easy to accomplish these important goals and objectives. It is, however, the evaluation team's firm belief that they are attainable, and that with the application of sensitivity, dedication, and above all some hard work on the part of all personnel who are directly involved, the odds are favorable that LGT-II ultimately will not only reach but possibly will even exceed the ambitious goals originally established for the project.

(2608A & 2615A)

APPENDIX A

PERSONS/INSTITUTIONS CONSULTED BY THE EVALUATION TEAM

Badan Diklat/LGT-II Personnel

Drs. H. Sumitro Maskun - Head of Badan Diklat

Drs. Soebagyo Sapoetro

Drs. Koeswandi

Drs. Arief Djamaluddin

Drs. Barlian Jayadikarta

Drs. A. Amir Husry

USAID Personnel

Dr. William Fuller - Director

Mr. Robert Simpson

Mr. Douglas Tinsler

Mr. Paul Strupharik

Mr. Robert Dakan

Mr. Rudolphe Ellert-Beck

Mr. Jonathan Sperling

Mr. William Berg

Dr. Carl Dutto

Mr. Agus Thomas Widyanto

Drs. Firman Aji

Drs. Martin Sirait

DAI Consultants

Dr. John Taylor - PDP Chief of Party

Mr. Victor Bottini - PDP Consultant

Kabupaten Grobogan, Jawa Tengah

Col. Soegiri - Bupati

Pardjono - Chairman of BAPPEDA Tk.II

Pusdiklat Propinsi Jawa Tengah, Salatiga

Muhadi, SH

Dra. Nani Suryani

Suratman Brotohardjono

Satya Wacana University, Salatiga

Dr. John Ihalaw

Dr. Arief Budiman

Kabupaten Blora

Drs. Margono - Sekwilda

Saptono - Chairman of BAPPEDA

Ex-participants of LGT-II (for Dinas and BAPPEDA Tk.II Blora)

Yayasan Indonesia Sejahtera (YIS) Solo

Ir. Sutrisno Kusumohadi

Ms. Mary Johnston

Ms. Sunarti

SELAPUTDA, Yogyakarta

Drs. M.T. Sudartha

Drs. Basoeki

BAPPEDA Tk.I, Daerah Istimewa Yogyakarta

Drs. Ilham Zainudin, Secretary

BAPPEDA Tk. II, Kabupaten Kulon Progo

Mr. Widagdo, Chairman

Kabupaten Sleman

Drs. S. Prodjosujoto - Bupati

Pusat Penelitian dan Studi Perencanaan Pembangunan Regional (PPSPR-UGM)

Ir. Bondan Herman Slamet

Dr. Sulistyono

Lembaga Studi Pedesaan dan Kawasan, UGM

Dr. Lukman Soetrisno

Instructors at RTC Yogyakarta

Drs. Harsono

Drs. Redhani Sani

Drs. Oman Sutarnan

Ir. Sutrisno

Pusat Pendidikan dan Latihan Badan Koordinasi Keluarga Berencana Nasional, Jakarta

Mrs. Lestari Yuwono

Mr. Tom D'Agnes

Pusat Pendidikan dan Latihan-DKI Jakarta

Drs. H. Rukanda Permana - Chairman

PADCO Consultants

Mr. Joseph Arrington - Coordinator

Mr. Soesiladi

Mr. Richard Cooper

Mrs. Helen Cruz

Mr. Colin Bacon

Mr. Stuart Holle

Mr. James Mangān

Ms. Nancy Bergau

BAPPENAS

Prof Dr. Bintoro Tjokroamidjojo, M.A. - Deputy Chairman

Drs. Hariri Hadi - Head of Bureau of Regional Development

Dr. Sayuti Hasibuan - Deputy Chairman of Regional Development

Department of Public Works

Ir. Radinal Mochtar - Director-General Cipta Karya

Ir. Astri Suryanto - Directorate Tata-Kota and Tata Daerah

Ir. Timmy Haryono - Directorate Tata-Kota and Tata Daerah

Ministry of Home Affairs

Drs. Atar Sibero - Director-General for Regional Development

Drs. Tojiman Sidikprawiro, MPA - Directorate-General for Social Political Affairs. Former Head of Badan Diklat

Lembaga Administrasi Negara

Dr. Buchari Zainun

Universitas Indonesia

Drs. Marjono Danusaputro - Director PPN

Dr. Rustam Didong - Director LPEM

Dr. Priyono Heruprayitno - LPEM

Institut Pertanian Bogor (IPB)

Prof. Dr. Wahyu

Institut Teknologi Bandung (ITS)

Ir. Mira Gunawan - Department Planologi

Dr. Collin Rosser -Department Planologi

Dr. Eana Kartasasmita - Development Technology Center

Prof. Ir. Hasan Purbo - Center for Environmental Studies

Pusat Pendidikan dan Latihan (PUSDIKLAT) Propinsi Tk.I Jawa Barat

Drs. Makih

SELAPUTDA Bandung

Drs. Moch. Toha

RAPPEDA Tk.I Jawa Barat

Ir. Sukanda - Secretary

Vice-Governor of West Java

Ir. Suhud

BAPPEDA Tk.I Jawa Tengah, Semarang

Ir. Soewarno

Drs. Soepomo

Drs. Soewarno

LGT INTERIM EVALUATION

A. BACKGROUND:

The Project:

Local Government Training II (LGT II)
Project No.: 497-0308
Loan No.: 497-V-062
AID Contribution: Grant US\$2.5 million
 Loan US\$7.0 million
 Total US\$9.5 million

The purpose of LGT II is to assist the GOI in bringing about the more effective performance of all BAPPEDAs Tk. I/II in regional development planning and management, through implementation of the National Training Strategy.

The major planned outputs of LGT II are:

- A functioning central agency within Badan Diklat, responsible for the total Tk. I/II training effort, and for the development of training curricula, training course designs and training materials.
- A functioning central training-of-trainers program and facility, producing trained trainers in sufficient numbers to staff the central facility and the Regional Training Centers (RTCs).
- Staffed and Operating RTCs.
- Operating arrangements whereby selected universities and institutions of higher learning are involved in regional planning/management functions and training.
- Provincial, kabupaten and kotamadya leaders and policy makers oriented in regional planning/management training.
- Tk. I/II Dinas and Kanwil leaders and technicians oriented in regional planning/management training.
- BAPPEDA Tk. I/II officials and technicians trained in the basic processes and techniques of regional planning and management.

B. PURPOSE OF THE EVALUATION:

The LGT II loan agreement calls for an evaluation of the project and the adequacy of advisory services. This interim evaluation will assess the progress to date, and identify constraints and make recommendations on future directions of the project. Of particular importance to the purposes of this evaluation is the fact that Drs. Sumitro Maskun recently took office (September 22, 1982) as the new Kepala Badan Diklat (Director General). Under his leadership, a new long term institutional development strategy for Badan Diklat and a manpower development plan for the Ministry of Home Affairs is being

developed. The PADCO Advisory Team have been asked to assist in developing this strategy and to submit to USAID for review and approval any recommended changes in LGT II plans, policies, and programs which will enable USAID to more effectively support Badan Diklat's long-term institutional development through the implementation of LGT II. These recommendations and material concerning Badan Diklat's emerging "new directions" will be made available to the Evaluation Team as part of the documentation which forms the basis for evaluation activities.

Thus, the basic purposes of this interim evaluation are:

- 1) to assess the progress made thus far in implementing LGT II and to identify key issues, problems and constraints in meeting project objectives. The evaluation will focus especially on the implementation of the LGT II work program submitted by PADCO and accepted by USAID and Badan Diklat on May 28, 1982;
- 2) to assess the adequacy of advisory services to support the LGT program;
- 3) to make concrete and practical recommendations regarding future directions for LGT II, including any changes in LGT II policies, plans and programs which are considered essential to the more effective implementation of LGT II and the institutionalization of Regional Development Planning & Management (EDPM) Training within the context of Badan Diklat's long term strategy for institutional development; and to discuss in detail all possible implications of each recommendation in terms of re-allocation of project resources and composition, timing and placing of advisory services.

The findings and recommendations of the evaluation will be utilized by USAID and Badan Diklat in making any adjustments in the nature, scope, or levels and types of support which are required to improve the effectiveness of LGT II in achieving its planned outputs (objectives) as well as to make determinations on additional assistance requirements.

C. DETAILED SCOPE OF WORK FOR THE INTERIM EVALUATION:

I. The LGT Strategy

- How has the LGT strategy and process evolved over time?
- What are the major strengths and weaknesses of the "National Strategy for Training in Regional Development Planning and Management", prepared by PADCO with Badan Diklat in August 1979?
- Which components of the strategy have been implemented and which have not been implemented? Why? (See PADCO's inception report.)
- What are the major positive and negative internal and external factors which have had an impact on LGT implementation?
- What has been learned?

- What are the components of the new emerging strategy? What is new and what is continuing? How does it fit within the new national manpower development strategy for Indonesia? Does it meet the manpower development needs for the Ministry of Home Affairs?
- How can the LGT project be re-focused to support the new Badan Diklat's strategy without changing the substance of the project as stated in the grant/loan agreements?

II. The LGT project: assessment of performance to date.

The Evaluation should focus on the major planned outputs, a review of progress to date and of the problems/constraints in achieving such outputs:

1. INSTITUTIONAL DEVELOPMENT

- a. Output 1: A functioning central agency within Badan Diklat, responsible for the total training effort, and for the development of training curricula, training course designs, and training materials.

Major Activities/Outputs thus far

A Central Training Unit (CTU) has been established and is responsible for the technical management and organization of the LGT II Program. This unit is complemented by an Administrative/Financial Unit. A minimum level of Badan Diklat technical support staff has been assigned. This staff is supported by an intensive allocation of consulting assistance directed at mobilizing and upgrading the internal resources and upgrading the technical skills and capacities of the Badan Diklat staff as an integral part of all LGT II implementation activities.

Problems/Issues

- While the establishment of the CTU has permitted the LGT II program to be implemented on a more rational basis over the last nine months, its identity and organizational relationship within the Badan Diklat still needs to be clarified in terms of both short and long-term institutional development potential.
- Almost all of the Badan Diklat staff assigned to the CTU have been seconded from other units within the Badan Diklat organizational structure. Many of the key staff (unit and sub-unit heads) are still required to fulfill responsibilities both in the CTU and in their regular Badan Diklat assignments.
- While PADCO advisory assistance was intended to be focussed on "technical" training issues, a significant amount of time has been required from individual advisors to support CTU staff in handling LGT II program management, administration and logistics functions (in helping staff to plan and manage their work assignments, etc.).

- Badan Diklat's 1981/1982 DIP for LGT II was severely underbudgeted in many areas. Furthermore, many revisions have been required in order to adjust the LGT II program to meet unforeseen implementation needs and realities.
- Due to constraints of time and the lack of qualified technical resources (in the substantive fields of regional development planning and management), the PADCO advisory team has carried almost exclusive responsibility for the development of basic curriculum resource materials with only minimal inputs from Badan Diklat staff. Their efforts have largely focussed on the development of the minimum levels of curriculum considered essential to meet the immediate implementation needs of scheduled training and courses (Orientation Course, General Course, Training of Trainers Course).

Essential Questions to be answered

- To what degree is Badan Diklat interested in, committed to and capable of developing and administering training programs in regional development?
- What capacity to design, implement and evaluate the effectiveness of training programs in regional development has been built within Badan Diklat at the Center?
- How adequate is the staffing pattern of Badan Diklat to meet the objectives of the project?
- What permanent "home" for LGT II and Regional Development Planning Training and Management is envisioned within the emerging long-term institutional development strategy of Badan Diklat? What types of mechanisms, procedures and institutional linkages are required from LGT II to support the immediate implementation of subproject activities and to set the basis for long-term institutional development?
- What procedures and steps should be established to ensure that new annual programs are based on lessons learned during project implementation and the new long term strategy being developed by Badan Diklat.
- What types of resources (consultant, Badan Diklat, universities, and public sector agencies) are required to institutionalize and support the ongoing development effort in the field of Regional Development Planning and Management?

- b. Output 2: A functioning central training of trainers program and facility, producing trained trainers in sufficient numbers to staff the central facility and the Regional Training Centers (RTCs).

Major Activities/Outputs

Two groups of trainers (30 total) were recruited and trained by Gadjah Mada University prior to the arrival of the PADCO advisory team. Their skills and knowledge were subsequently upgraded in a special course run by the consultants at the Yogyakarta PTC, in workshops (Annual Planning and Budgeting, Training Organization and Teaching Methodologies), and over the course of subsequent "work experience" at the Yogyakarta RTC (preparing to teach the General Course and Orientation Courses) and at the Jakarta Pusat Office (preparing to teach and teaching in the third training of Trainers Program). The Third Training of Trainers Course (TOT III) represents the first attempt by Badan Diklat to take on responsibility for planning and management of the Training of Trainers Course. (The course currently is training 17 persons. Upon completion of training, ten will be assigned to the Ujung Pandang RTC and the remainder to the CTU Jakarta Pusat.)

Problems/Issues

- The first three groups of trainers for LGT II were recruited from outside of Government. Generally, after completing the Training of Trainers Course, trainers have not been given official "pegawai" status, thus creating considerable constraints on their effective participation in LGT II implementation activities.
- The personnel recruited to be trained as trainers generally had almost no previous experience with regional development planning and management nor with the GOI.

Essential Questions to be answered

- How can Badan Diklat's LGT II staffing policy and implementation of that policy be improved in regard to:
 - * Recruitment of sufficient numbers of trainers and training staff;
 - * The training of such staff;
 - * The status within Badan Diklat and the RTCs of such staff;
 - * Personnel Development (management and technical);
 - * Incentives to stimulate greater trainer participation in training unit and training materials development.
- What is the relative competence of the trainers?
- What mechanism and support is required to progressively upgrade their skills and knowledge required for LGT II?
 - * To what extent have the current TOT programs prepared the trainers?
- Are additional trainers needed? When?

- * What types of additional training and advisory support (short-term and long-term) will be required to develop a corps of professionally competent trainers in Regional Development Training within Badan Diklat?
- * Which subject areas can adequately be handled by Badan Diklat Trainers and which require specialist training assistance from outside. Have these areas been satisfactorily identified? What is the nature of support required?

c. Output 3: Staffed and Operating Regional Training Centers (RTCs)

Major Activities/Outputs thus far

By the middle of 1983, LGT II is expected to have operational training programs at three Regional Training Centers. The Yogyakarta RTC is already staffed and operating within the Selaputda Training Center assisted by two PADCO advisors. Ten trainers have been trained to staff the Medan RTC, but no training activities have been started. Ten trainers are currently being trained for the Ujung Pandang RTC. Designs for the construction of the Regional Training Center in Ujung Pandang have been reviewed and construction is expected to start in early 1983.

Issues/Problems

- The institutional identity of the RTCs and their overall organizational structure and relationship with the Selaputda and Badan Diklat Pusat (including both technical and administrative support for LGT II) remains unclear.
- The role and relationship of the RTCs to other institutions within the emerging Badan Diklat organization and structure is unclear. (When the proposed Badan Diklat structure is operating, there will be 27 provincial PUSDIKLATS, five-to-seven RTCs and one Pusediklat at the Center.)

Essential questions to be answered

- What capacity has been built in the RTCs? What has been learned in the process?
- To what extent are the RTC trainers capable of designing appropriate training programs, developing training materials, and conducting training activities?
- What are the major constraints to the institutional development of Badan Diklat in the RTCs? How can these constraints be realistically overcome?
- Is the rationale for opening new RTCs still valid? How many should be opened? How should they be organized?

- How should the institutional relationships between Badan Diklat Pusat and the RTCs be structured in order to meet the immediate operational needs of LGT II while setting the basis for long-term integration of the LGT project within Badan Diklat?
- What types of administrative and technical support personnel (training and supervisory) are required for the full effective operations of LGT II programs and courses at the RTCs?
- What role should the regional universities be playing in the establishment and progressive institutional development of the RTCs? What types of structure and support will be required to ensure the effectiveness and relevance of their participation?
- Is it feasible to develop curriculum and materials centrally, but to teach them in the RTCs in the regions?

2. CONTENT, QUALITY, AND IMPACT OF TRAINING PROGRAMS:

- d. Output 4: BAPPEDA Tk. I/II officials and technicians trained in the basic processes and techniques of regional development planning and management. Provincial, Kabupaten and Kotamadya leaders and policy makers oriented to, and supportive of, regional development planning and management training; Tk. I/II Dinas and Kanwil leaders and technicians oriented in, and supportive of, regional development planning and management training.

To develop the planning and management skills of each of these groups, five interrelated training programs are being implemented:

1. A general course in Regional Development Planning/Management operating in each RTC is considered the core training program for regional planners/programmers and for planning specialists using the services of full-time, project-trained instructors. It is of nine months duration, three months at the RTC, six months on the job.
2. A Parallel Training program to train BAPPEDAs Tk. I trainers in regional planning/management. These trainers, assisted by Badan Diklat, will then train Tk. I/II officials and technicians who have not yet been reached by the training program.
3. An Orientation Course in Regional Development Planning/Management for non-BAPPEDA officials.
4. Supplementing the foregoing basic training programs are a series of specialized training courses, some to be conducted at the RTCs, others at various institutions and universities.
5. Finally, selected project-related officials and Badan Diklat personnel will participate in selected in-country and out-of-country academic and non-academic training programs.

Major Activities/Outputs thus far:

Gadjah Mada University, the University of Indonesia, ITB Bandung, and IPB Bogor have all conducted LGT II training courses under LGT II contracts. Representatives of these four key universities have also participated in the field assessment of training needs for BAPPEDA Tk. I/II.

The initial round of Parallel Training Programs for Personnel from BAPPEDA Tk. I was conducted by the University of Indonesia (LPEM) in three two-month courses implemented in 1981 and the first six months of 1982. 82 Tingkat I personnel were trained. They were then responsible, together with Dadan Diklat, for carrying out Parallel Training Programs for Tk. II. A total of 548 persons have been trained at Tk. II thus far.

Basic curriculum and resource materials were developed for the Orientation Course and the First General Course in Regional Development Planning and Management is being conducted at the Yogyakarta RTC. Thirty non-BAPPEDA officials were trained through the Orientation Course.

Problems/Issues

- The initial round of Parallel Training was characterized by:
 - 1) lack of a sharply focussed curriculum (too much was taught at a too general level);
 - 2) insufficient preparation of Tk. I personnel as trainers;
 - and 3) insufficient organization and support for the follow-up training at Tk. II.
- Frequently, the lack of clearly defined systems and processes for regional development (i.e., Strategic Planning, Annual Planning and Budgeting, etc.) places constraints on the ability of LGT II to develop and carry out task-oriented training which is directly relevant to assigned functions and responsibilities.
- Some of the major problems which prevent more effective planning and budgeting reside in both the BAPPEDAs and executing agencies. The ability of LGT II to reach non-BAPPEDA agencies has been quite limited thus far.
- Thus far inadequate information exists concerning training needs, target group characteristics, and (as mentioned earlier) current GOI development processes.
- The results of the Training Needs Assessment carried out in 1982 tend to identify a lower level of need for highly specialized technical short-courses than originally anticipated and suggest that initial emphasis be placed on training in more basic development planning and management skills.

- Time and Basic Technical Resource constraints greatly limited the level and extent to which curriculum and training materials for LGT II key courses have been developed thus far by Badan Diklat and the PADCO advisors. In many cases, curriculum development was carried out largely by the consultants, with only limited inputs from Badan Diklat staff.
- Thus far LGT II training courses and programs conducted by universities have often been too theoretical, emphasizing education and not the types of training which are directly relevant to the roles and responsibility of the trainees in their jobs.
- Experience to date suggests that improved relevancy of LGT II programs done in conjunction with universities will require extensive effort and sustained support if it is to succeed.
- No institutional structure exists to facilitate the full participation of universities within LGT II.

Essential questions to be answered:

- What were the planned outputs? What has been achieved so far both in quantitative and qualitative terms?;
- What is the content, quality and initial impact of the first general course?
- What has been the content and impact of the orientation courses to non-BAPPEDA officials?
- What has been the experience and impact of the parallel training courses? How can this program be strengthened to reach more effectively a wider audience?
- What has been the experience, content and impact of training programs implemented by universities?
- What are the key indicators to measure the impact of LGT training programs?
- How can the LGT II processes of Training Needs Assessment and Curriculum Planning and Development be made more effective?
- What types of mechanisms are appropriate to begin to resolve the problems caused by: 1) lack of official information on the nature of many GOI development processes and 2) the lack of specificity of GOI guidelines concerning GOI development processes?
- Should LGT II try to provide greater coverage and training to non-BAPPEDA personnel and regional leadership than that already planned? How might this be accomplished?
- What roles should the Universities play in LGT II? What types of resources (time, money and manpower) is required to ensure the relevance of their contribution to training within LGT II?
- What mechanisms and procedures are required to facilitate coordination with other government departments? Since regional development planning is important for many government departments, it would seem necessary to have effective co-ordination procedures to determine:

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- (a) Training "boundaries" with other training institutions.
 - (b) Ways to avoid "overlapping" with other training institutions.
 - (c) Priorities for training
 - (d) Availability of support for training from other departments and institutions.
- Is the present LGT II Steering Committee adequate for this task? What additional mechanisms should be considered?
 - How can LGT II efforts to mobilize and effectively utilize outside training resources to contribute to Badan Diklat's long-term institutional development?

III ADEQUACY OF ADVISORY SERVICES

The key questions to be answered are:

1. What has been and what should be the role of the advisors?
2. What are the project outputs as outlined in the original strategy and in the PADCO's inception report? Have they been achieved? Are there qualitative changes in the training conducted before and after the arrival of the advisory team?
3. How did the delay in the provision of advisory services affect project implementation?
4. How successful has been the process of transfer of knowledge and developing the needed skills of the LGT Badan Diklat task force?
5. What are the major team achievements so far? What are the major weaknesses and problems encountered?
6. What support did the advisors receive, e.g., counterparts, offices, training materials?
7. Is the present composition of skills among the PADCO personnel adequate to meet the realistic objectives of the LGT?
8. Are the language and technical skills of the consultants adequate?
9. What TA has been provided to the NTC and how adequate was it? Is TA needed and what kind of TA is needed in the future?
10. What criteria and indicators should be used in measuring the success of advisory services in the future?

IV, Recommendations and implications for the future:

- What are the recommendations of the evaluation team in terms of:
 - a. the overall strategy for manpower development planning and Badan Diklat's institutional development?
 - b. the specific components of this strategy which relate directly to the LGT project?

- What are the implications of these recommendations in terms of:
 - a. the possible reallocation of LGT project resources and extension of the PACD (project assistance completion date);
 - b. the composition, timing, placing of advisory services.
- What should be the nature, content and extent of future AID support to LGT?
- What are the recommendations of the evaluation team regarding the content of specific training programs focusing on regional development?
- What are the key indicators to measure the impact of LGT training activities on the trainees and ultimately on the beneficiary communities?

D. TEAM COMPOSITION AND TIMING (for the interim evaluation):

The team will be composed of:

- two U.S. consultants (possibly one AID/W)
- two Indonesian consultants:

All four key members of the team should have the following qualifications:

- experience with teaching and training programs
- experience with regional development planning
- appropriate academic degrees

Badan Diklat will appoint a full-time coordinator to work with the evaluation team, and USAID's LGT project officer and project assistant will provide administrative/technical support, to the team.

E. METHODOLOGY, PROCEDURES AND TENTATIVE WORK SCHEDULE:

- Methodology to be used:
 1. in depth review of secondary data: project paper, national training strategy, project and consultant reports (15%)
 2. unstructured interviews with GOI and USAID officials, trainers, trainees and clients (25%)
 3. group discussions (10%)
 4. field visits (25%)
 5. analysis and report writing (25%)

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- Documents to be provided to all team members:

1. National Training Strategy
2. Project Paper
3. PADCO's inception report and quarterly reports
4. USAID quarterly and status reports

- Tentative work schedule:

Week I - II :

1. orientation;
2. review and analysis of national strategy, inception report, and new emerging strategy;
3. review of institutional development;
4. section of report on strategy and institutional development drafted.

All team members

Week III and IV;

The team will be divided into 2 sub-groups:

SUBTEAM I

Members: Dr. Millidge Walker
Dr. Ismid Hadad
Dr. Mochtar Buchoori

Accompanied by: Drs. Arief Djamaluddin (Badan Diklat)
Dr. Carl A. Dutto (first week) and Agus Widiyanto (second week) (USAID)

Tasks:

1. Content, quality and impact of LGT training programs:
 - a. Training of Trainers I and II
 - b. General Course
 - c. Orientation course
 - d. Administrative Planning
 - e. Upgrading of trainers
2. Role of RTC
3. Role of Pusdiklat Propinsi (Provincial Training Center)
4. Role of Gajah Mada University, other universities and training institutions in the area.
5. Adequacy of advisory services.

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Tentative Schedule:

1. February 20:
14:00 Depart for Semarang
February 21 - 24: Central Java
February 21 : - BAPPEDA tk. I Semarang
February 22 : - Grohogan
February 23 : - Provincial Pusdiklat
February 24 : - Blora
2. February 25: YIS (Solo), Gajah Mada: JMiksic, Loekman (Yogyakarta)
3. February 26: Report writing
4. February 28 - March 4: Yogyakarta
February 28 : - Selaputda
March 1 : - Gajah Mada university
- BAPPEDA Tk. I Yogya
March 2 : - Kulon Progo
March 3 : - Sleman
5. March 4 - 5 : Report writing
6. March 6 : Depart for Jakarta

SUBTEAM II

Members: Dr. Russ Betts
Dr. Sutomo Rusnadi
Dr. Mochtar Buchoori (after February 23)

Accompanied by: Drs. Amir Husry (Badan Diklat)
Dr. Carl A. Datto (second week) and Agus Widiyanto (first week) (USAID)

Tasks:

1. Content, quality and impact of LGT training programs:
 - a. Training of Trainers III
 - b. Parallel Courses
 - c. Special Course in cooperation with universities and other training institution.
 - d. Training methodology and training organization course.
2. BAPPEDA Needs Assessment
3. Role of Pusdiklat Propinsi (Provincial Training Center)
4. Role of IIP
5. Adequacy of advisory services.

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Tentative Schedule:

1. February 21 - 24:
 Jakarta: - Badan Diklat
 - University of Indonesia
 - IIP (Institute for Governmental Sciences)
 - Provincial Pusdiklat in Jakarta
 - GOI Departments
2. February 25 - 26: Report writing
3. February 28 - March 4:
 February 28 : - IPB (Bogor)
 March 1 : - BAPPEDA Tk. I Jawa Barat (Bandung)
 March 2 : - ITB
 March 3 : - Selaputda - Pusdiklat Jawa Barat
 March 4 : - LAN Management Training, etc.
4. March 5: Report writing

F. REPORTING REQUIREMENT

1. Format of the report
 The final report will contain the following sections:
 - (a) Executive summary (two pages, single spaced, including a brief statement on the LGT project, and a summary of the major evaluation findings).
 - (b) Project Evaluation data sheet (form provided by AID).
 - (c) Body of the report (which provides a brief analysis of the information gathered and of the findings, and a clear statement of the recommendations made and of the implications of each recommendation.
 - (d) Appendices (including the scope of work and other materials as necessary).
2. Submission of the reports
 - (a) Section of the report on strategy and institutional development will be submitted in draft to Badan Diklat and USAID on February 14, 1983.
 - (b) Section of the report on training programs and on advisory services will be submitted in draft to Badan Diklat and USAID on February 28, 1983.
 - (c) The completed draft report, including recommendations, will be submitted to Badan Diklat and USAID by March 5, 1983, and will be discussed during a one-day joint workshop.
 - (d) The completed final report will be submitted to Badan Diklat and USAID by March 12, 1983.

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