



PUBLIC SERVICE

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## Foreword

This report has been prepared after about a one-month visitation by Dr. Glen C. Pulver with staff from the Institut Pertanian Bogor, several agencies of the Indonesian Government and many communities on Java. It is under the auspices of the IPB/UW Graduate Education Project USAID Grant 497-0290. It is based on communications with those individuals and organizations most directly concerned with the role of higher education public service programs in aiding the development of Indonesia, particularly as it relates to the concerns of rural areas. The report should be considered a collection of suggestions perhaps in need of substantial modification if it is to fit the real conditions of fact or other considerations.

Dr. Pulver acknowledges the excellent spirit of cooperation and good will on the part of all the Indonesians with whom he met. The positive attitude and evidence of serious work on their parts should ensure future success. Sincere appreciation is expressed to Rector Andi Hakim Nasution, Vice Rector Edi Guhardja and Dr. J. Wahyu for their expressions of support for public service work. Special thanks are due Dr. Kooswardhono, Fadholi Hernanto, Muhidin Noordin, Ms. Hartati, Umar Tuanaya, Saleh Widodo, Dr. Sumono Rukadi and all others who made the visit fruitful. If the report is at all helpful it is because of their insight and assistance.

## PUBLIC SERVICE

### Situation

The public service program situation at the Institut Pertanian Bogor might best be described as a great opportunity waiting for something to happen. Extended visits with several officials of national government agencies responsible for educational and financial assistance and with representatives at the Kabupaten level indicate that there is a large expectation that IPB can be of major assistance in providing practical knowledge for rural development in Indonesia. More importantly there is a tremendous amount of good will existant among the national, state and local officials based on a history of positive experiences.

The Institut Pertanian Bogor has a large number of knowledgeable and well trained staff within the departments and a dedicated, enthusiastic group within the Institute for Public Service (LPPM). At the present time there are a substantial number of individual efforts in public service from IPB, but little coordinated program structure and only limited funding to facilitate organization and action. If IPB is to help Indonesia realize its dream of rural development, this opportunity for public service program expansion must not be missed. Concerted and well-organized effort is called for.

To develop a public service program capable of carrying out the functions identified in PP5, the IPB should establish a specific university policy regarding the principles of public service education and basic IPB program approaches. These principles and approaches can then be used by all administrators, faculties, departments, institutes, centers and staff as a guide in organizational and procedural development.

### Principles (Philosophies)

A set of principles might include the following:

1. Every public service program should address real problems as defined by farmers, villagers, government officials, agency representatives and/or any other individual or group intended to be the recipient of the program. Adults are generally more willing to participate actively in efforts which they have helped create, and in which they feel a sense of importance. In short, it helps if they feel they "own" the problem or need. If the program is to be for villagers they should have a part in its planning. If it is for government officials, they should be involved.

2. Programs should be continuous, consistent and ordered. That is, they should build on one another. One time contacts generally promise more than they fulfill, leaving the intended program recipient with a sense of frustration and disappointment. Real community needs are seldom met with a short contact, requiring instead months and sometimes years of continuing effort.

3. Programs of the University should provide useful (practical) knowledge based on research from the library, laboratory and field. The future of the IPB public service program will depend largely on the quality of the information presented. This can be best assured by the active involvement of staff from the many departments in the design and execution of the programs.

4. The public service approaches used should maximize the effectiveness of the University's limited resources. IPB cannot hope to be "everything to everyone." It cannot provide problem solving information directly to every village. Thus it should carefully direct its activities to those efforts which will provide the maximum benefit.

5. The public service programs of IPB should reflect the University's role as an educational institution. Care should be taken to avoid functions which are regulatory in nature and/or which provide substantive financial or other noneducational assistance.

### Approaches

Recognizing the limits of its resources and its general educational objectives the IPB may wish to identify the basic approaches it wishes to follow in its public service programs. Examples of these approaches might be the following:

1. To provide knowledge (research results) to agencies and organizations working directly and continuously at the village or farm level at the request of national and/or provincial institutions. The

major subject matter focus would be the knowledge of the staffs of the various departments of IPB. This might include extension methods but the major emphasis would be on knowledge of subject matter such as animal production, plant diseases, family life, etc.

2. To develop innovative methods of university outreach which might be duplicated elsewhere throughout Indonesia. Emphasis in this effort would be necessary on both developing an educational solution to a specific problem as well as its duplication through some other agency or institution in other localities. Simply finding a solution in one circumstance is not enough. Considerable institutional analysis will be required.

3. To provide direct assistance to field agencies (i. e. agricultural extension, social service, people's bank) and local government at the Kabupaten level with special emphasis in West Java. This might be accomplished by working with field agencies in the design, execution and evaluation of field trials and surveys. Student assistance (i. e. KKN and other field experience work) could be used as a part of an ongoing program planned with local agencies.

4. To provide special assistance in the immediate area of the Darmaga campus in order to facilitate the successful integration of IPB with the surrounding community. It should be recognized that without proper consideration of its duplicatability in other parts of Indonesia it is not truly a pilot program. Nonetheless, it is an important approach for IPB at this time.

## Methods

The specific methods to be used in accomplishing the public service principles and approaches should not be a part of a statement of University policy. It may be helpful to develop a descriptive document which can be used by those staff members who are directly interested in developing public service programs. Examples of methods which might be used are the following:

1. Training programs. The fundamental method to be used in any public service program is the in-service training or continuing education of agency and organizational people who work with people at the local level. The central subject matter focus of any in-service training should be the knowledge possessed by the staff in the departments. These in-service or continuing education efforts could range from animal breeding to mathematics or statistics, depending on the needs of the agency personnel and the knowledge base of the university staff.

2. Seminars. An important method in public service is the exchange of knowledge about common problems between staff from various agencies and institutions (Provincial, National, Foreign). These exchanges are vital to the development of more effective research and thus of deep interest to the Institute of Research at IPB. They are also effective vehicles for the development of potential solutions to current problems as well as sharpening the tools of nonuniversity professionals, thus they are of immense concern to the public service program.

3. Individual Consultation. Many specific problems can best be dealt with by individual consultation. It must be recognized however that this can be a very heavy consumer of the limited staff time available for public service. It may be possible to develop a consultation agreement between IPB and some agencies or organizations to provide some compensation for these efforts.

4. Publications. There is an important role for communications aids of all kinds (i.e. pamphlets, charts, slide-tapes, booklets) in public service education. Effectively used, they often make the difference between success and failure in education. These publications can be addressed to at least three audiences: (a) other university staff, (b) agency professionals working in the field, and (c) farmers and villagers.

5. Mass Media. The university is an important source of information through mass media mechanisms, i.e. newspapers, radio and television. Using these vehicles is not easily accomplished by individual staff members alone because contacts and techniques differ from those normally used in university work. With proper ground work much can be done.

#### Necessary Conditions

Developing an effective public service organizational structure is not easy. It requires a skillfully developed combination of resources which can most efficiently accomplish the policies of the University. There are, however, certain necessary conditions, all of which must be met if IPB public service goals are to be met. Examples of those conditions are the following (IPB may already fulfill one or all of the conditions):

1. A clearly defined university policy on public service. This provides the focus for all activity.
2. A university staff highly knowledgeable in its fields of expertise. This is the single most important factor in the program. Without it, all else fails. It is the backbone of University public service.
3. Strong administrative support for public service by senior University administrators. This is necessary in order for all the other conditions to be met.
4. Public service program and budget control at a high enough level to effectively influence all faculties, departments, institutes and centers. This requires a full-time commitment. It requires the time and dedication necessary to be persuasive.
5. Effective mechanisms to coordinate faculty and staff efforts at the operational level. Staff members in different departments and faculties need to be brought together for joint program planning when they have common interests.
6. Adequate resources (faculty time and support funding) to mount a meaningful public service program. This cannot be accomplished as a 10%-20% responsibility of everyone.
7. Clear understanding of the philosophy and practice of University public service by all staff with public service responsibility. In addition, it would be helpful if all IPB administrators and staff had an understanding of university policy regarding public service.
8. Ample reward (pay and promotion) for participation and cooperation in those public service programs clearly identified with IPB. This reward system should be consistent with that in research and teaching.

### Organizational Possibilities

A wide variety of organizational structures might be used for University public service efforts. The most effective one will fall clearly within University policy guidelines and fulfill as many of the necessary conditions as possible. There are three basic decisions which IPB needs to make in developing an organizational structure.

They are the following:

1. Where to place program and budget responsibility for subject matter specialists (i. e. agricultural economics, home economics, veterinary medicine).

Alternative 1 - Place the subject matter specialists directly in the Centers of the Institute for Public Service. This provides for more direct control of those public service functions funded by IPB but less coordination of other efforts. The non-Institute for Public Service staff would have little incentive for involvement in public service. There would be little sense of responsibility on the part of the faculties and departments for the quality and quantity of public service. This would provide for greater identity of public service programs with the Institute for Public Service but may reduce the total impact of IPB.

Alternative 2 - Leave the subject matter specialists in the departments and employ a small coordinating and supporting staff in the Institute for Public Service. There would be less direct control by the Institute for Public Service but this would allow a mechanism for coordinating all IPB public service. All faculties and departments

could be appropriately charged with the responsibility for the quality and quantity of program. This would better assure high quality public service content. This places the Centers of the Institute in the role of coordinators and supporters, but not as sole executors of the IPB program.

2. Where to place the IPB administrator with major day-to-day responsibility for program and budget in public services.

(This will be strongly influenced by the decision made about Item 1, above.)

Alternative 1 - Leave the administrative responsibility in the hands of the head of the Institute for Public Service who is parallel to the Deans of the Faculties in the organization. This would require all program and budget decisions in public service to be made by a combination of Deans and Institute Heads at a common level. This might work if all had equal enthusiasm and interest in public service, but the public service administrator would have the ultimate responsibility yet little authority to insure coordination and action across the university.

Alternative 2 - Place the day-to-day administrative responsibility for public service in IPB in the hands of an individual in the Office of Vice Rector I (possibly an Assistant Vice Rector). This would place the administrative head further from the functioning staff, but would give the administrator both the responsibility of program and budget and the authority to insure coordination among the Faculties, Departments, Institutes and Centers in public service.

3. How to divide the responsibilities for program coordination and support within the Centers of the Institute for Public Service.

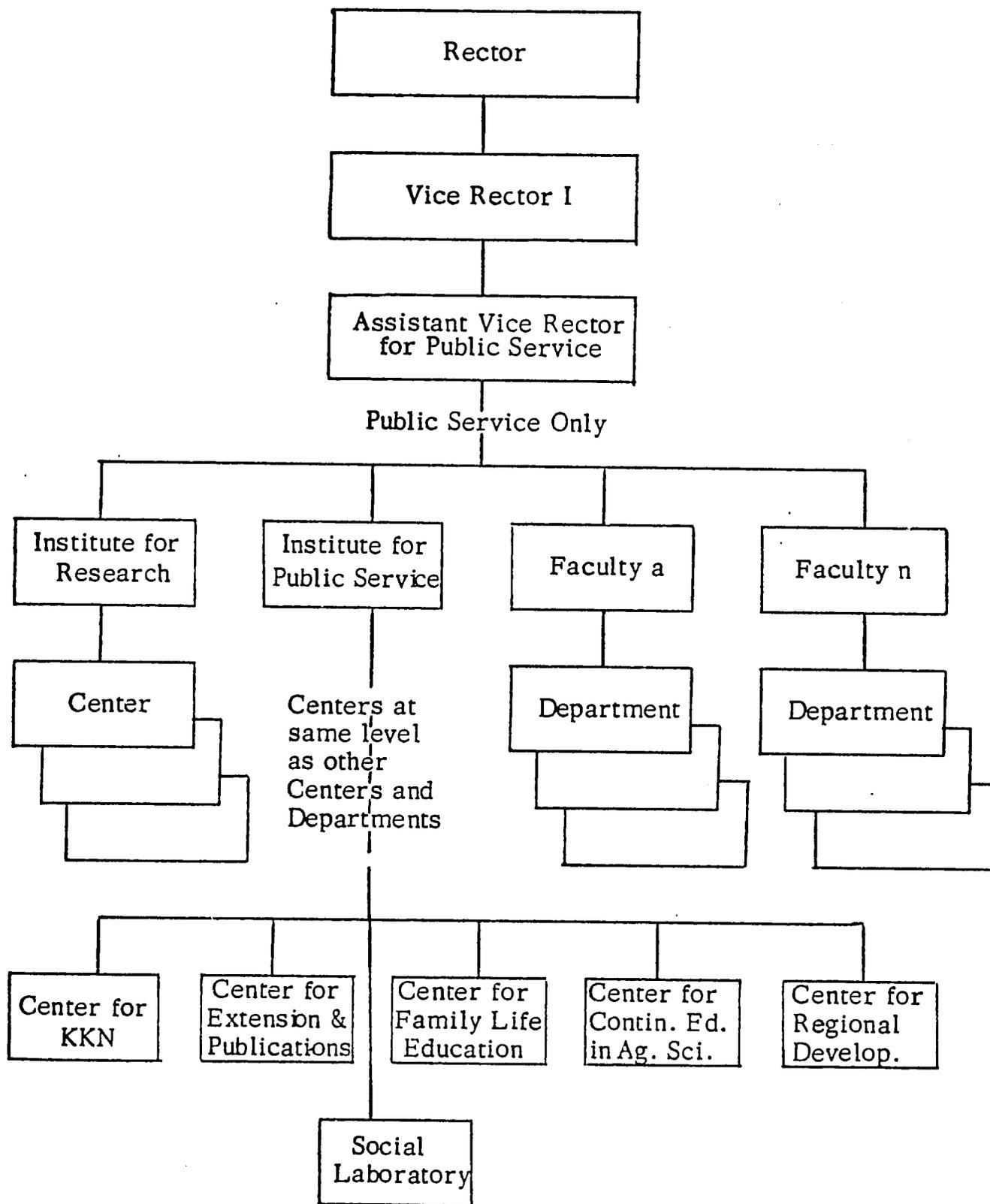
Alternative 1 - Divide the Centers by general subject matter and clientele group (i.e. agricultural sciences, family life, regional development). The staff of the Institute and the Departments would be able to focus sharply on the problems and needs of the client groups and responsibility for specific programs could be more clearly defined. This would not provide adequate guidance for other administrative activity (i.e. KKN, staff development, publications).

Alternative 2 - Divide the responsibility of the Centers according to general administrative and support functions (i.e. KKN, publications, training). This would more likely provide staff support but does not provide for program focus and coordination.

Alternative 3 - Place the program focus responsibility in two or three Centers and program administration and support responsibility in two or three Centers. This would provide both the program focus and coordination as well as administration and support. It must be remembered that PP5 allows for only five Centers in the Institute at this time.

An example of an organizational structure for public service which might be considered by IPB is shown on the following page.

IPB Public Service Organizational Structure



Assistant Vice Rector for Public Service

Responsible for all administrative matters dealing with University public services such as:

1. All programs and budgets,
2. Insuring internal coordination between Institutes, Faculties, Centers and Departments,
3. External relationships with agencies of the government in close cooperation with the Rector,
4. Advising Vice Rector I regarding staff promotion and pay,
5. Reporting to Vice Rector I on all matters.

Faculties and Departments

Responsible for acquisition of knowledge in appropriate subject matter fields and for assurance of its continuing high quality by:

1. Understanding and following University policy on public service,
2. Maintaining an integrated relationship with the Institute of Research in laboratory, field, and other research,
3. Monitoring all other appropriate research activities,
4. Cooperating closely with the Institute for Public Service in program planning, execution, and evaluation,
5. Rewarding public service in a manner which is consistent with that of teaching and research (both promotion and pay),
6. Maintaining close cooperation with other faculties and departments of IPB, and

7. Reporting to the Assistant Vice Rector for Public Service on public service matters.

The departments are the heart of the program. They are ultimately responsible for the quality and quantity of public service program. They too should be the home of the largest budget commitment to public service in the long run. In the short run, perhaps a minimum of two staff members in each department might be allowed to spend at least 50% of their instructional time in public service with budget support. Other faculty could be involved as external funds can be found to do public service work (sources: agencies of government, national, provincial, local; fees for seminars and conferences, etc.). Pay and per diem should be comparable in all cases to research.

#### Institute for Public Service - LPPM

Responsible for the coordination of all IPB public service programs  
by:

1. Communicating public service activities of all departments to other IPB staff,
2. Leading the faculty and department staffs in planning an organized public service program,
3. Evaluating the success or failure of IPB public service programs,
4. Assisting the Assistant Vice Rector, the faculties and departments in the acquisition of external funds,

5. Training all staff in public service philosophy and practice,
6. Aiding all staff in the preparation of publications and other communication mechanisms for public service,
7. Coordinating the KKN program,
8. Coordinating the Social Laboratory surrounding the Darmaga campus,
9. Recording and reporting the public service activities of IPB to the Assistant Vice Rector for Public Service.

The Institute staff need not be the main conveyors of University knowledge. Their function instead would be that of expediting the creation and execution of public service programs.

#### Centers - LPPM

The centers in the Institute for Public Service would be generally staffed by a limited number of people with a substantial time commitment for each. They would execute the previously-described responsibilities of the Institute For Public Service. It is important that each Center have a clearly-defined set of program goals. The Centers might be as follows:

1. Center for KKN - Developing and administering KKN is a substantial task requiring a special commitment. The program should be carefully integrated into ongoing field efforts of IPB and/or other agencies and organizations rather than a one-time effort in a community.
2. Center for Extension and Publication - Responsible for IPB and other staff training in extension and public service methods and

for publication and other mass media support to IPB staff.

It might better be called the Center for Staff Development and Communications. It may ultimately need a larger staff.

3. Center for Regional Development - Responsible for coordinating programs in regional and local planning, natural and environmental resources, community economic development, and similar efforts.
4. Center for Family Life - The Center for Education and Training might be reassigned the responsibility for coordinating programs in youth and family living.
5. Center for Continuing Education in Agricultural Sciences - This should be the strongest and largest program area in IPB. It could include coordinating programs in agricultural sciences including veterinary medicine, field crops, agricultural engineering, chemistry, statistics, etc. IPB should seriously consider transferring the in-service (continuing education) bureau to the Institute For Public Service because of this.
6. Social Laboratory - A responsibility within the Institute For Public Service aimed at easing the integration of IPB and the Darmaga community. It need not be at the Center level, but should continue to be headed by a very skilled public service oriented person.

Plan of Action

The first steps in further improving the public service efforts of IPB will undoubtedly have to be taken with limited additional expenditures.

The following are steps which might be considered:

1. Establish a university policy on public service including the basic principles (philosophy) and approaches to be used in guiding the effort. The policy need not include specific methods which might be used in carrying out any public service program. Such a policy needs the full endorsement of IPB administration, faculty and staff.
2. Establish an acceptable organization within limitations of PP5 and identify management mechanisms to expedite the University policy.
3. If the previously-suggested organization were acceptable, appoint an Assistant Vice Rector and charge him with implementing the established policy.
4. Establish appropriate centers within the Institute For Public Service and provide the head of each with a general statement of purpose. These could be developed by a committee composed of Institute staff and representatives of the faculties and departments.
5. Charge each faculty and department with the responsibility of developing a specific statement regarding its role and responsibility

in public service programming. Public service programming should be accepted as a responsibility parallel to that in instruction and research.

6. Assign staff members within each department to have a major responsibility to public service. Their work responsibility remains within the department. They should be involved early on the program planning committees.
7. Establish program planning committees chaired by the head of each Center and including representatives of the faculties and departments. Charge them with the development of a specific set of program objectives for the public service program of all of IPB within their general purpose. Subcommittees may be necessary in some Centers.
8. Initiate the training program as soon as possible (see next section).
9. The Center for Extension and Publication should also establish a multi-faculty and staff planning committee to begin developing an effective program support plan (i. e. staff development and publication policy).
10. The Assistant Vice Rector with assistance of the Chairman of the Institute For Public Service and the Deans of the Faculties should begin strengthening their contacts with government agencies to lay the groundwork for comprehensive working agreements.

11. When program planning committees (see item 7) have some specific suggestions about possible programs (knowledge, approaches, audiences, etc.) efforts should be made to develop pilot efforts with agencies. Many programs are already in existence and could be included in a planned compensation mechanism.
12. KKN relationships with ongoing programs of IPB research and public service and with agencies of government should be more clearly defined in order to insure continuity and effectiveness over time. This is a resource-consuming effort which needs better focus. (Special efforts should be made to clarify the role of the IPB-Kabupaten liaisons.)
13. The administrator of the Social Laboratory should meet with each of the program planning committees at some time to identify opportunities for program application in this special case.

#### Staff Training (Related to Public Service)

The amount and location of staff training is necessarily limited by the time of the people involved and the funds available. An optimistic plan might include the following:

1. IPB to U.S.
  - a. Extension program development and administration - Assistant Rector for Public Service and administrator from the Institute For Public Service.
  - b. Extension program coordination (planning, execution, evaluation) - Representatives of the Center for Family

Living, Center for Continuing Education in the Agricultural Sciences, and the Center for Regional Development.

- c. Staff Development and Communication Methods - Representatives of the Center for Extension and Publication.
- d. Program planning and execution - Representatives of 6-8 Departments who will be active in public service program development.

2. In Indonesia

- a. Seminar for the Institute For Public Service staff on extension program planning and coordination with assistance from the U.S.
- b. Training for faculty and department staff with major responsibility as well as interested others on extension program planning and execution including possible approaches. This should be taught by the IPB staff who visited the U.S. with assistance from the U.S.
- c. Several months later, a training program for all interested staff on communications methods (publications, radio, slide-tapes, etc.)

3. After this, the Center for Extension and Publications planning committee should be able to plan and carry out ongoing staff development in public service philosophy, approaches, and methods.