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FINAL REPORT
ON THE
LOCAL GOVERNMENT TRAINING
(LGT-II)
PROJECT
DECEMBER, 1985

SUBMITTED TO

EDUCATION AND TRAINING AGENCY
OF THE
MINISTRY OF HOME AFFAIRS

AND

UNITED STATES AGENCY
FOR
INTERNATIONAL DEVELOPMENT

JAKARTA, INDONESIA

P A D C O

AN INTERNATIONAL COLLABORATIVE FORMED TO PROVIDE GOVERNMENTS AND PRIVATE
CLIENTS IN AFRICA, ASIA, LATIN AMERICA AND THE NEAR EAST WITH INTEGRATED
RESEARCH, PLANNING AND MANAGEMENT SERVICES FOR URBAN AND RURAL DEVELOPMENT

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FINAL REPORT
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LOCAL GOVERNMENT TRAINING (LGT) II PROJECT

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F O R E W O R D

This Final Report on the PADCO Advisory Team's work on the Local Government Training (LGT-II) Project of Badan Diklat, Ministry of Home Affairs, provides a summary of the main achievements in the Project over the last five years, and of the lessons which might be drawn from this experience, by Badan Diklat, USAID, the GOI and other donors interested in assisting the development of training functions in the Regional Development and other fields in Indonesia.

The Report has been kept as brief as possible to facilitate its digestion and discussion. It does not describe in any detail the history of developments in the project, nor does it elaborate upon all the issues which arose and their resolution. Readers who wish to familiarize themselves with this information are referred to the Quarterly Reports submitted by the PADCO Team to Badan Diklat and USAID over the past four years.

During the life of the Project, from March 1980 when the Project was launched officially to December 1985 when this Report was written, almost 4,000 officials - most of whom were from the Kabupaten (Tingkat II) level of Government - undertook LGT-II courses; in total they spent 150,000 trainee-days on those courses. Over 70 full-time trainers have been trained or are in the process of training. Three Rural Training Centres are operating, a fourth is about to start operations. Training materials for three major course series have been developed, comprising together over 2,000 individual items. Future Badan Diklat annual throughput capacity of trainees in the courses alone is estimated at 2,800*. Universities have been actively involved in running supplementary specialised courses. One third of all Kabupaten BAPPEDAS in Indonesia have had teams of officials experience the RDPM/PTPD** course, and have therefore drawn up a Strategic Development Framework, for use in future five-year and annual planning, and had their institutional status changed for the better.

A detailed step-by-step "cookbook" guide to strategic planning in rural areas now exists, where none did before. An annual planning procedure has been developed which may have important impact on the bottom-up planning process already in place. The planning and management of development projects can be improved by the application of the practical tools introduced in the PMS course. A responsive, economical and effective procedure for monitoring development projects at Kabupaten level is now in place. A conscientization and skills-training package is available for anyone who is responsible for planning and administering projects aimed at the poorest.

* Made up of 560 for the Regional Planning (RDPM/PTPD) 20 week course and 2,250 for both the Project Management (PMS) 2 week course and Annual Planning and Budgeting (Repetada/APBD) 3 week course).

** Regional Development Planning and Management/Perencanaan dan Tatalaksana Pembangunan Daerah.

The Advisory Team feels that the lessons learned, and the training materials developed, through this Project are not only of immense relevance for future training endeavours in this country, but also for other developing countries as they seek methods of providing practical skills to their personnel engaged in complex development-planning and management tasks.

Progress has been considerable - particularly during the last two years, after the foundations were laid in earlier years. Much still remains to be done to train the remaining Kabupaten BAPPEDAs, and other target groups in rural areas with the packages that have been developed. We hope that the other donors will assist the GOI through its national budget, and that provincial government will put up their own funds, to finance the effective training that Badan Diklat and its Regional Training Centres are now in a position to provide in the field of Regional Development Planning and Management.

The Report assesses progress in all main output categories in Part One. Part Two provides a summary of innovations and successes. Part Three identifies issues arising during this project which are of relevance to future similar endeavours in the field of training. Recommendations for further action by the parties involved in this Project are presented at the end of the Executive Summary.

For the PADCO LGT-II Advisory Team the past four years' experience has been immensely stimulating, and we take this opportunity to thank the Head of Badan Diklat and his staff in Jakarta and the RTCs for the efforts they have made and the support they have provided during the Team's work in the Agency. We are grateful to USAID for the help given over the past four years, and hope that USAID will be able to derive many positive and useful conclusions for future policy in the field of training project support in Indonesia and elsewhere, on the basis of the LGT-II Project.

EXECUTIVE SUMMARY

1. BACKGROUND TO LGT-II

The origins of the LGT-II Project can be traced to a request made in 1977 by the Ministry of Home Affairs to USAID to assist in the upgrading of planning and programme management staff at Provincial, Kotamadya and Kabupaten levels throughout Indonesia.

The Kabupaten Provincial Planning and Management I Project (KPPMT) resulted from this request and was a 14-month analysis of training needs in the above fields for Indonesia as a whole. The Project's main output was a report: "A National Strategy for Training and Regional Development Planning and Management" (later known as the "Buku Kuning"). This in turn became the basis for the design of LGT-II, and, in the words of the Project Document (Ref. 497-0308, USAID, August 1980) "It (the Strategy document) will constitute the plan of action whereby USAID will assist the Ministry (of Home Affairs), through its Training and Education Body (Badan Diklat) in launching a nationwide effort to build and strengthen regional and sub-regional development planning and programme management capabilities".

2. PROJECT OBJECTIVES

LGT-II was initially conceived as a 5 year project (1979/80 - 1983/4). The goal, purpose and outputs of the LGT-II Project are stated on pages 3-6 of the above-referenced Project Document. Paraphrased, the ultimate goal was to bring about a more equitable pattern of development among the regions and sub-regions, to contribute to the broader goal of meeting the needs of the rural and urban poor, and to promote a greater participation in all development activities by the intended beneficiaries.

The project's purpose was to promote better performance by BAPPEDA at Tingkat I and Tingkat II levels, where "performance" was defined in terms of their ability to promote development in the economically most deficient areas of BAPPEDA jurisdiction, with the involvement of all agencies of government, with BAPPEDA playing a leading, coordinating role.

The Project's outputs were to be as follows:

- a. A functioning central agency in Badan Diklat, responsible for planning and managing the total regional/sub-regional training effort, and for the development of training curricula, training course designs and training materials* (Operational in IFY 1980/81; starting with 4 officials/ technicians in IFY 1980/81, increasing to 10 by IFY 1983/84).

* The central agency is referred to in this paper and in the Training Strategy as "Jakarta Office".

- b. A functioning central training-of-trainers programme and facility, producing trained trainers in sufficient numbers to staff the central facility and the Regional Training Centres (RTCs). (Operational during IFY 1978/80 at University of Gajah Mada, in IFY 1980/81 and thereafter at institution(s) to be determined, producing 15 trainers in IFY 1980/81, total of 70 by IFY 1983/84).
- c. Staffed and Operating RTCs. (Starting with one in IFY 1979/80, adding one per year, total of 4 by IFY 1983/84, continuing one per year until all 8 centers fully activated).
- d. Operating arrangements whereby selected universities and institutions of higher learning are involved in regional planning/management functions and training.
- e. Provincial, Kabupaten and Kotamadya leaders and policy makers oriented in regional planning/management training (Annually, prior to departure of development staffs for RTC Training, starting with 30 in IFY 1980/81, total of 120 by IFY 1983/84).
- f. Regional/sub-regional Dinas and Kanwil leaders and technicians oriented in regional planning/management training. (Annually, prior to return of development staffs from training, starting with 110 IFY 1980/81, total of 945 by IFY 1983/84).
- g. Trained BAPPEDA, BAPPEMKA and BAPPEMKO officials and technicians. (Long-term training starting with 75 in IFY 1980/81, total of 1,030 by 1983/84; short-term parallel and other training starting with 690 in IFY 1980/81, total of 2,970 by 1983/84). Table 1 shows planned LGT-II and future training outputs in relation to the projected number of planning and other personnel requiring training.

Quantitative output targets (in terms of trained staff) were presented in Table-1, page 5-A of the document as follows:

PLANNED LGT-II AND FUTURE TRAINING OUTPUTS IN RELATION TO PROJECTED
PLANNING AGENCY STAFFING LEVELS

(BAPPEDA, BAPPEMKA and BAPPEMKO staff members only. Does not include training of Badan Diklat trainers or participants in annual discussion panels or orientation courses for non planning agency officials and technicians).

IFY	Projected Technical Staffing Level all BAPPEDAS BAPPEMKAS & BAPPEMKOS	Number Staff Members Given Long-Term Training (6 mos. - 2 years)		Number Staff Members Given Short-Term Training (2 wks - 2 mos)		Total Number Given Training	
		During IFY	Cumulative Total	During IFY	Cumulative Total	During IFY	Cumulative Total
79/80	1,100	0	0	0	0	0	0
80/81	1,400	75	75	690	690	765	765
81/82	1,800	225	300	730	1,420	955	1,720
82/83	2,300	320	620	770	2,190	1,090	2,810
83/84	2,900	410	1,030	780	2,970	1,190	4,000
84/85	3,700	470	1,500	600	3,570	1,070	5,070
85/86	4,500	600	2,100	500	4,070	1,100	6,170
86/87	5,400	700	2,800	400	4,470	1,100	7,270
87/88	6,400	800	3,600	400	4,870	1,200	8,470
88/89	7,500	900	4,500	300	5,170	1,200	9,670

The course-mix to achieve those outputs, was to be

- (a) A "comprehensive" training programme in Regional Development Planning and Management (RDPM) - 9 months long, two thirds on-the-job, one third in RTC, for BAPPEDA Staff in teams; 1,030 staff to be trained by end 1983/84.
- (b) "Parallel" training programmes - one to two months long - in RTCs and other centres - for those staff not able to be accommodated in the "comprehensive" programme - to be gradually phased out as more (a) type courses become available - total of 2,970 to be trained by end of 1983/4.
- (c) "Specialised" courses - 6 weeks to 6 months long - in technical planning subjects - at RTC and Universities. Included in this category was provision for graduate-level training in regional planning for some people.
- (d) Trainer-Training programmes - one year long - to produce a total of 70 trainers for Badan Diklat and RTCs.

3. PHASES IN PROJECT DEVELOPMENT

Tracing back the history of the progress of the project since 1979, one can see four clear phases of evolution, and distinct, differing interpretations of project objectives.

From 1979 - 1982:

The objectives and the implementation plan in the National Training Strategy in the ("Buku Kuning") were followed as literally as possible. The emphasis was on attainment of quantitative results. Accordingly two TOT (Trainer Training) courses were run by Gajah Mada University in Yogyakarta and a third started in Jakarta (with University of Indonesia involvement). Many "parallel" short training courses were run all over the country, as prescribed in the "Buku Kuning". A "General" (9 month) RDPM course was started in Yogyakarta, using materials developed in Yogyakarta and Badan Diklat by PADCO Consultants (who had arrived early in 1982, over one year later than planned) and trainers who had graduated from the first TOT course.

Calendar 1983

The report of the LGT-II Evaluation Team (finalised and presented in March 1983) called for a change of emphasis in efforts to attain the original objectives. It suggested an increased effort to develop relevant, practical curriculum and to institutionalise skills in this aspect of the training function in Badan Diklat. It also recommended a marked reduction in the number of short "Parallel" Courses run, at least until appropriate materials could be developed. Accordingly during 1983, there was a marked slowdown in course implementation compared to 1982, and a corresponding increase in curriculum development and training support functions and improvement, based on the experience of running the first "general" RDPM

course in Yogyakarta. The PADCO Advisory Team devoted considerable efforts to this task, and also suggested, on Kepala Badan's request, organizational structures for Badan Diklat and Rural Training Centres in Yogyakarta, Medan and Ujung Pandang. In accordance with the Evaluation Report, the Advisory Team also assisted Badan Diklat with the revision of Project DIPs (Budgets) to reflect a new implementation strategy more in line with the Evaluation Report's recommendations. Upgrading of the graduates of the three TOT Courses was undertaken by the PADCO Team in two three-week courses, whose purpose was to introduce to the trainers new, improved materials developed since the Yogyakarta RDPM course was run. Badan Diklat requested and USAID approved a change in PADCO Advisory Team structure, skills and total man-months of Technical Assistance to respond to the new approach.

January - September 1984

This period was one of working towards the strategy objectives outlined in a document produced by the PADCO team in consultation with Badan Diklat and USAID in January of that year. These included:

- > institutionalisation of capacity in Badan Diklat to organize and manage RDPM training;
- > development of relevant, practical RDPM curriculum and support systems such as library services, research (needs identification, course monitoring and evaluation) and learning materials development;
- > development of trainers (including experimentation in combining fulltime instructors with experienced "resource people" in Project Management System courses) emphasizing coaching "on-the-job" especially by advisers during fieldwork in the RDPM and "off-the-job" via a 4-week TOT in PMS for all trainers;
- > development of training institutions Medan and Ujung Pandang RTC began operating during this period, when RDPM "General" courses (and associated Panel Discussions and Orientation Courses) were run for the first time there;
- > implementation of training a mix of courses was the aim: "intensive" training for BAPPEDA staff through the General (9 month) courses and more "extensive" training for BAPPEDA staff through shorter courses (at that time, in Project Management Systems) for other key cadres at Tingkat II level, in more locations. As well as "intensive training" through the start of three PTPD courses (one in each RTC), four PMS courses were run for Tingkat II and Tingkat I staff during this period.

September 1984 - November 1985

The joint Project Meeting ("Rapat Kerja") in Yogyakarta heralded the final phase of implementation, where the emphasis has been on:

- > accelerated implementation of training courses in both RTCs and Provincial Centres based on sound, practical, internally developed curriculum materials;
- > expanded use of external training resources (Universities, for running Specialised Courses);
- > the shortening (to 20 weeks) of the "General" course, omitting bottom up planning, project analysis and management and information system aspects. Major overhaul of materials on Target Group Identification and preparation of Development Action Requirements to ensure closer compliance with the goals of LGT-II vis-a-vis equity in development, and the importance of involvement of all Kabupaten agencies in plan-making;
- > development of a completely new short course design and training materials (Annual Planning and Budgeting);
- > the final re-structuring and revision of earlier years' DIPs to reflect the implementation plan;
- > the concentration of Advisory Team efforts on new and improved materials preparation, upgrading and illustration;
- > the mounting of a limited number of course monitoring and evaluation exercises;
- > the creation of training materials banks (for final versions of materials) in Badan Diklat and four RTCs - Bukittinggi included:
- > the revision of construction plans and budgets and acceleration of building in Bukittinggi, Ujung Pandang and Yogyakarta;
- > overseas training for senior Badan Diklat, Regional and Provincial Training Centre Staff and the best instructors.

We can sum up interpretations of objectives over time as follows:

Initially, achievement of quantitative targets of trainee throughput was of paramount importance. There followed a period of re-assessment of priorities; a policy of intensive development of practical, relevant training materials, and a slow-down in course implementation. The final phase of the project saw a wide range of activities mounted on a firmer base, to attempt to achieve the spread of project outputs initially envisaged in the Project Document.

4. SUMMARY OF PROGRESS AND ACHIEVEMENTS.

Quantitative Output of Trainees.

The Statistical Appendices (A) record the throughput of trainees, and totals of trainee-days, on all LGT-II Programs and courses. Appendix (B) is a detailed summary of what courses ran, when, where, for which target group over the life of the Project.

In aggregate terms, the following table depicts total trainee throughput, and trainee days spent for all LGT-II courses, by level of staff.

TRAINEES AND TRAINEE DAYS ON LGT-II COURSES
BY LEVEL OF GOVERNMENT, 1980/81 - 1985/86

	PERSONS	TRAINEE DAYS
1. National level trainers, training managers	328	31,564
Other National level staff	9	78
Sub-total National level staff	337	31,642
2. BAPPEDA TK. I	548	30,172
Other TK. I Staff	184	2,208
Sub total TK. I Staff	732	32,380
3. BAPPEDA TK. II	1,528	81,706
Other TK. II Staff	1,381	11,734
Sub-total TK. II Staff	2,909	93,440
TOTAL:	3,978	157,462

The throughput of BAPPEDA staff trained is about half that envisaged after four years in the Project Document (see Table on page 8), and one third that expected by 1985/86. However, the Project Document projects persons trained in long courses at the rate of 600 per year by 1983/86 and in short courses at the rate of 1100 per year. It is estimated that Badan Diklat, using its own facilities and trainers (Jakarta, 4 Regional Centres and 11 Provincial Centres) can now effectively train 2810 development officials on an annual basis, made up as follows:

(Persons per year)	
Long Courses (RDPM)	560
Short Courses (PMS)	1,350
(Annual Planning and Budgeting)	<u>900</u>
	2,810

These figures do not include Panel Discussions, Orientation Courses, courses contracted to universities, Advanced Degree Programmes, or Training of Trainers. There would of course be some overlap of individuals attending different courses. In our view, the only long courses relevant to BAPPEDA needs at present are the RDPM 10-week course and Training of Trainers in RDPM.

A commentary on the discrepancy between actual quantitative outputs and the projections in the Project Document is given in Part Three, Chapter 1 below.

The Project Document laid great stress on the establishment of a training delivery system. The Team believes that what has been established through the LGT-II Project represents a major innovation in the field of staff development, certainly in Indonesia, but also in the sphere of rural development in developing countries worldwide. Hardly any of the training materials in the range of main courses (RDPM, PMS, Annual Planning) developed through the Project were taken "off the shelf"*. The basic strategy has been to research carefully the real practices, the existing regulations, constraints and feasible functions at Tingkat II level, and to prepare material specifically for the target groups, based on proven successful regional and project planning and management practices in Indonesia or elsewhere. All materials have been finally produced in lucid Bahasa Indonesia.

The Modular, standardised, procedure-based, practically oriented RDPM training materials have proved effective, not just in raising levels of competence on the part of BAPPEDA staff in over one-third of the Kabupatens of Indonesia, but also in the institutional development impact on the role and credibility of the newly-formed Kabupaten BAPPEDAs. The "Strategic Development Framework" (SDF) performed during the fieldwork component of the Regional Development Planning and Management (RDPM) course, as well as being a powerful skill - building exercise has proved a momentous step in the evolution of BAPPEDAs as rural planning and coordinating bodies. The SDFs themselves have direct and immediate application for future Repelitada planning.

The short Project Management System (PMS) course has proved very popular. It has been progressively refined and adapted and now represents an effective marriage of tried and tested tools for planning and managing rural development projects with technical input on Indonesian implementation procedures. PMS course development represents a case study

* The few that were - on quantitative data analysis and project appraisal - were carefully edited and translated.

in the creation of a cadre of PMS "full-time" trainers, and their cooperation with Resource Persons (for technical subjects) in structured, participant-oriented sessions.

The newly-developed Annual Planning and Budgeting course syllabus has been approved by client parties both at central government level and in local government. It provides, in a short (3 week) course, practical analytical tools which enable local governments to appraise their Kabupaten's situation and identify key sectors for development in each Kecamatan. The Annual plan thus provides a possible source of guidance for those involved in the "bottom-up" planning system as to what projects logically fit with objectively-determined strategic sectors. The materials on annual budgeting are the only "easy-reference" source of help available to Kabupaten officials in all steps of the complicated annual budgeting process.

Thus, a "trilogy" of courses have been developed providing a comprehensive and mutually supportive array of medium-term, annual, and project planning and management skills.

Three RTCs are functioning effectively, and using the materials which have been introduced. Badan Diklat has also served Provincial governments directly with instructors for PMS training. Training Materials Banks have been established in all these locations and in Bukittinggi, which will become operational in IFY 1986/7 when the new cadre of full-time trainers graduate from the fourth "Training of Trainers" course now underway in Yogyakarta RTC.

The design of this "TOT IV" is much more practically-oriented than earlier TOT courses. It is considerably shorter than two of the first three TOTs, and is designed to give an overview of rural planning and management issues (backed up by visits to BAPPEDA offices) as well as a detailed grounding in the materials the trainers will be expected to teach. It will allow them to practice teaching techniques and to develop supplementary materials. The involvement of a major Non-Government Organisation in the training is an innovation which will guarantee sensitive, experienced handling of subject areas such as poverty-focussed planning, and will ensure close supervision of village- and household-level practical fieldwork later in the course. The 25 graduates of this course will supplement and/or partially replace some of the existing RTC trainers.

The image and reputation of Badan Diklat and its network of Regional Training Centres has been, and still is being, improved in the eyes of client local governments, through the efficient implementation of training courses which succeed in imparting useful skills to trainees, and which produce useful outputs for planning at local level. Momentum has been built up in the right direction through this Project, which can be maintained and even increased by the commitment of GOI financial, managerial and administrative resources in future. These may be supplemented by further injections of foreign assistance.

Although the Project ends on a high and successful note, the Project experience for all parties has not always been positive. Considerable problems have been encountered; some have been overcome, some remain.

The PADCO Team strongly feels that it is best to be frank on this point, in the hope that all sides will learn from the experience and thus derive future benefit from it. The Head of Badan Diklat has received a memorandum on these issues, together with detailed recommendations from the Team.

The LGT-II Project represents a major piece of experience that has immense relevance for future endeavours - in Indonesia and worldwide - where key cadres in developing countries have to be trained in precisely what to do, not as part of a training ritual, but as an integral, attractive, positive element in their career path, and as a vital step in increasing organisational effectiveness.

5. RECOMMENDATIONS FOR ACTION BY PARTIES TO THE LGT-II PROJECT

The PADCO Advisory Team wishes to make several suggestions for action in future by the parties to the Project. Our general intent in making these recommendations is to ensure that the products - human, material and institutional - of the Project are utilized and built upon in future.

A general point is that everyone associated with the Project should "spread the word" about its achievements in the hope that many other institutions in Indonesia and elsewhere, can continue further along the path which this pioneering Project has opened up.

A. Suggestions for Badan Diklat action

(i) "Keeping the Pot boiling"

The Advisory Team endorses the efforts already being made by Badan Diklat to secure APBN funding of LGT-II-type courses in 1986/7. In the context of this strategy we suggest:

- > RDPM/PTPD courses complete with fieldwork component, and related Panel Discussions and Orientation Courses, remain an integral part of the budget strategy (NB. Only they have direct institutional impact);
- > detailed cost estimation for budgets should come initially from RTCs or Provincial Centres which will implement courses, before being edited in Badan Diklat;
- > "marketing" LGT-II courses and materials to Provincial Governments should continue. Distribution of LGT-II materials will aid this process (recommendations have been made to USAID and Badan Diklat on who should receive these materials). Provinces will almost certainly be willing to put up their own funds to pay for instructors to train their staff in their own Provinces or in RTCs. "Seminar Pembangunan Daerah" (Rural Development Seminars) can also be used for such marketing efforts;
- > continued close cooperation with Bangda and BAPPENAS.

(ii) Management of Instructors

The Advisory Team suggests that more concerted efforts be made by RTC Directors to nurture the instructor teams presently in post, and particularly the graduates of TOT IV, who have started their training with great enthusiasm. Together with some of the instructors in Badan Diklat, they represent the key resource in the future capacity to execute practical, useful, enjoyable training in RDPM. Most of their supervisory officers have been through UMass training. The time is ripe for improving management of these people. Practical coaching and other staff development programmes should be given to instructors by their superiors. The Head of Badan Diklat should periodically check on implementation.

(iii) Maintenance of Materials Banks.

Suggestions have already been made to the Head of Badan Diklat on this vital issue. We advise strongly against teams being set up to look after the Banks. Accountability is impossible in a team context.

(iv) Materials Development and Expansion

Much remains to be done to refine and supplement the materials so far developed. Practical exercises should be developed in Modules I, II and III of the RDPM/PTPD Course. Mechanisms for communicating the Repetada downwards to village and kecamatan should be devised and visual aids are needed for the Repetada/APBD Course. Project monitoring materials should be expanded to become a complete new short course. New case studies (perhaps gleaned from the press or journals) should be added to standard texts.

All this should become part of the work programme of Pusdiklat I, with explicit provision for regularly involving RTC instructors since they are in a good position to advise on refinements and innovations which are required, based on field experience.

(v) Library Development

The training materials now in place are still only the "bare bones" of what should be available. Participants' minds must be broadened, as well as their skills developed, through training. Supplementary voluntary reading should be encouraged but this needs suitable books or other publications which should be readily available in Badan Diklat, IIP and RTCs. A Bibliography has been prepared by PADCO clearly specifying much-needed titles. If funds from LGT-II up to March '86 or APBN thereafter do not suffice, other donors such as the British Council, USIS, or the Ford Foundation should be approached to see if they would support book purchase. A condition of book purchase is effective library management. Steps along the lines proposed by the Advisory Team should precede procurement of up-to-date RDPM titles.

(vi) Training Records

Many people have already undertaken LGT-II Courses. It is urgent that a system of training records is established in Badan Diklat. We have recommended below that a BAPPEDA Manpower Survey TOR encompass assistance to Badan Diklat to set up such a records system.

(vii) Capacity for Teaching the Annual Planning and Budgeting (Repetada/APBD) Course

We suggest Badan Diklat asks UMass to use the newly-prepared Repetada/APBD core materials as the basis for study and practical assignments during the UMass III Course. More exercises are needed; visual aids must be prepared; briefing notes for Resource Persons should be drawn up. All of this could form the basis for practical work during the UMass course, putting into practice the principles of curriculum development etc. introduced during the course.

B. Suggestions for USAID action

(i) Evaluation of LGT-II

In about six months' time, the Project should be evaluated. Throughout this Report, suggestions have been made as to what should be investigated. The Team was surprised to learn that USAID has no plans to evaluate LGT-II. The Project's size alone should merit some attention. We feel the case is overwhelming when USAID future plans for expansion in the field of training projects worldwide is borne in mind. An important opportunity to learn from this major innovative training project would be lost if there is no attempt to assess its impact.

(ii) Spreading the Word; Using LGT-II Products.

The Provincial Development Programme (PDP) can take advantage of LGT-II Materials, (PDP planners already have). Explicit fund allocation within PDP DIPS for LGT-II-style training (at the Provinces' discretion) can and should be encouraged, along the lines already suggested to USAID by the Advisory Team. As part of its future strategy for local government support in Indonesia, USAID should assess the feasibility of expanding funding for local government training to Provinces other than those already receiving PDP support.

(iii) Translation of LGT-II Materials into English

There is no original English version for most of the final LGT-II materials because products were always finalised in their Indonesian version. Only a limited amount of translation into English has been done so far.

Given the innovative nature of the materials and the approach to training in LGT-II, we believe that the donor should support the

translation of final texts into English, so that other countries receiving USAID assistance in similar fields can appraise the products of LGT-II for their own purposes. LGT-II materials in English would also be useful to USAID policy makers in Washington, who may be contemplating training projects elsewhere.

(iv) Manpower Survey - BAPPEDA Tingkat I and Tingkat II

As part of the LGT-II Evaluation, we suggest that USAID supports a survey of the manpower available to BAPPEDA Tingkat I and II throughout Indonesia. This would strengthen BAPPEDAS by the provision of up-to-date information to key decision makers, and would provide a much needed data base. A system of training records (as noted above) is urgently needed in Bañan Diklat. The Terms of Reference for this proposed survey should encompass assistance in the development of such a system.

C. Suggestions For Bangda Action

(i) Giving official status to the SDF and Repetada compilation procedures.

The Team suggests that the SDF/KPS and Repetada compilation procedures are assessed for suitability as appendices (Lampiran) to any revision of PerMen 9/1982, as detailed guides to compilation of the Repelitada/Repetada Tingkat II respectively. They have been approved so far as training tools by Bangda. It should be remembered that the procedures represent the only practical guide to implementing the general provisions of the Regulations. As such, there is a strong case for giving them official status and recognition. This step would add considerably to their legitimacy and therefore ease the task of persuading Bupatis and others to support RDPM/PTPD fieldwork, and to send good staff on Repetada/APBD courses.

(ii) Consultation with practitioners in drafting of Planning Regulations

In redrafting any future Regulations, the views of the ultimate practitioners at Tingkat II and Tingkat I (at whom the Regulations are targetted) should be sought before finalisation of the text. Ideally, drafts should be circulated for comment before any workshop is held.

(iii) Future "marriage" of SDF and RJM procedures.

The Team suggests that in any appraisal of SDF and RJM planning procedures in future, the present nature of the SDF is not fundamentally altered, but that RJM procedures are amended to become more similar to the SDF approach. The SDF process represents both the maximum and the minimum a Kabupaten should be expected to perform as a medium-term strategic planning exercise. Anything more

is impossible because of staff, money and other limitations. Anything less is inadequate as plan which purports to represent reality for a Kabupaten, and would not be useful or effective for training purposes.

(iv) Bangda review of RDPM Materials.

Bangda should, as a matter of course, review any training materials in the RDPM field produced by Badan Diklat in the future.

PART ONEQUANTITATIVE AND QUALITATIVE ASSESSMENT OF PROJECT OUTPUTS

As a preliminary comment to the first Part of the Report, it is necessary to point out that apart from the work done by the Evaluation Team in early 1983, there has been no thorough external assessment of effectiveness of the LGT II Project or its courses. The qualitative statements made below are the views - backed up with evidence - of the PADCO Advisory Team. The Team strongly recommends that an external evaluation of the impact of LGT-II training is done in future. Along with a qualitative assessment, a quantitative summary of trainee throughput is presented at the end of each Chapter concerned with course implementation.

CHAPTER I:

THE REGIONAL DEVELOPMENT PLANNING AND MANAGEMENT (RDPM/PTPD)
PACKAGE OF COURSES

Three types of course are assessed here, for they are mutually interdependent and are taught to the same groups of Kabupaten. They are Panel Discussions, Orientation Courses, and the RDPM/PTPD Course itself.

A. Panel Discussions (2 days duration)*

In general, these have been implemented with considerable success in the fashion envisaged in the "Buku Kuning". They are an essential complement to RDPM courses in that they can provide essential briefing to the three senior figures in each Kabupaten: Bupati, Chairman of BAPPEDA and Head of DPRD, on the training to be given to their BAPPEDA trainees on the RDPM course. The Panel Discussion solicits their approval for RDPM Course activities. Most important, they are briefed on the aims, functions and advantages of the fieldwork component of the course, the Strategic Development Framework, and the administrative, financial, staff time and logistical implications for them.

The forums have also provided a rare opportunity for participants to discuss Kabupaten manpower training and development issues with representatives of the Provincial BAPPEDA and from Central Government (Badan Diklat, Bangda, Bangdes).

Panel Discussions have been less successful when generalised "development issues" discussion has been unfocussed, or ill-prepared; when it preceded discussion of the RDPM Course, or where too much time was allocated for it. Also, if no senior representatives of central government (minimum Echelon II) were present, participants have felt disappointed.

Regarding timing, there are definite advantages in running the P.D. before the RDPM course starts, in that it can encourage previously sceptical Bupatis to send more, and better qualified staff for training. It also gives Bupatis more time to try to find the budget needed to cover fieldwork costs.

B. Orientation Courses (one week Duration)**

These too have been implemented along the lines of the "Buku Kuning" blueprint, with a fair degree of success. Aimed at Heads of Dinas and

* New format. Before 1984, Panel Discussions were 1 week long and not related to the Orientation or RDPM Course.

** New format. Before 1984, Orientation courses were two weeks duration and implemented independently of Panel Discussions or RDPM Courses.

other key agencies, the course introduces the notion of inter-sectoral planning (via a simulation) and gives participants a flavour of the subject matter to be covered in the RDPM course. It briefs them on the fieldwork component of the RDPM course, and the importance of Dinas cooperation in SDF formulation.

The course has been criticized for not providing enough skill-training. This justified comment has recently been addressed, by the introduction of a simulation on problem analysis and the formulation of objectives and Development Action Requirements (DAR). It is precisely these skills which Dinas heads will need later, during the (revised) SDF formulation process. They will have to analyse the "Development Report" (produced by the BAPPEDA RDPM trainees on the basis of secondary and primary data gathering during their fieldwork) with a view to formulating DARs to meet the problems identified in the Report. These are produced in a workshop (Lokakarya) during the fieldwork phase of the RDPM Course.

C. RDPM Courses.

(Also known as the "general" Course in its 9 month form, and the "PTPD"* Course in its new 20 week form).

This course has undergone major development, change and restructuring during its 3-year history. That said, it has been, and still remains, the centrepiece of the LGT-II Training strategy, and has had immense impact on BAPPEDA Tingkat II planning practice, performance and institutional growth where trainees have undertaken it.

The original design - suggested in the "Buku Kuning" - was a 9 month, two phase model, with three periods of work. One of these was on the SDF process; one on annual bottom-up planning and project appraisal. These were followed by two periods of fieldwork (directly applying the classroom skills to produce an SDF, and Draft Annual Plan respectively). Finally, a two-week period of classwork (on project management and monitoring) rounded off the course.

The strengths of the first phase of the design were as follows:

With supervision from instructors:

- > the fieldwork allowed reinforcement of skills introduced and practised in the classroom;
- > it enforced familiarization with trainees' own Kabupatens' environment and problems;
- > it encouraged trainees to work with the personalities in the Dinas;

* Perencanaan dan Tatalaksana Pembangunan Daerah.

- > it produced a focussed, strategic plan through a consultative inter-sectoral process, and finally
- > it raised the stature of the BAPPEDA by putting it (literally) up front of all Dinas and other agencies in workshops where it presented plan proposals and encouraged discussion of them.*

The second phase in practice was less well focussed. The main problem was that annual planning skills can be applied directly only at discrete points in the annual planning calendar. However, in most cases (after the first course in Yogyakarta) the timing of the second fieldwork did not "fit" with the appropriate points in the annual planning and budgeting cycle. A range of tasks were suggested for participants to tackle; progress and achievement were realised in some cases; in others, the momentum built up during the SDF fieldwork was not sustained, and routine duties inevitably encroached on participants' workloads.

Problems with the 9-month design included:

- > its length; even with two-thirds devoted to fieldwork, staff limitations in BAPPEDAs were exacerbated by the length of time trainees were engaged in the course;
- > it was difficult to persuade BAPPEDA Chairmen to release senior staff for that time period;
- > it focussed on BAPPEDA staff for its entire duration, even though (particularly in Phase II) other target groups might have found the subject matter more relevant (eg. Project Analysis for Dinas planners rather than BAPPEDA staff);
- > it was an expensive course in terms of instructor time. It represented a very intense investment on the part of BAPPEDAs who took part in it.

The second LGT-II "Rapat Kerja" in Yogyakarta decided on a reduction in length of this course. PADCO Advisers suggested that it be cut in half - and remain in "Phase I" form only (5 weeks classwork on SDF formulation - 14 weeks fieldwork - 1 week review and basic programme design input, back in class).

This new pattern is now running in all three RTCs - apparently successfully. Senior staff (Kepala Bidang) and even a few BAPPEDA Chairmen and Secretaries themselves make up the majority of participants.

Another strength - which has impact in the development of trainers - was that the fieldwork provided an excellent vehicle for progressive in-depth familiarization on the part of instructors with the realities of strategic planning at Kabupaten level.

Regarding impact of this course, no in-depth review has taken place,* but from the informal investigations carried out by the Team so far it appears that:

- > The SDF has been used as a guide and filter in annual bottom-up planning activity.
- > Course participants appear to have a much better idea of what they as planners and coordinators are supposed to do. They have had their confidence boosted by having to undertake (with guidance from instructors) a series of detailed steps to perform all their main functions as planners and coordinators.
- > BAPPEDAS operate on a higher plane once they have the Strategic Development Framework available - they have an important base on which to lay future planning endeavours and develop succeeding Repelitadas.
- > The new Target Group identification procedure** (with primary data collection down to household level in the most deprived areas of the Kabupaten) has undoubtedly given the trainees an experience they might never have had, had they not participated in the course. There have been cases where trainees travelled (by horse or boat) for days in order to reach the most remote parts of their Kabupaten. A consequence is that these remote areas will soon receive development agencies' attention whilst otherwise it might have been years before they could be spared the resources. This an important step in the direction of the "Equity" objective of the "Development Trilogy".***
- > The Governor of South Sulawesi ordered that all Kabupatens should participate in the PTPD Course, so that all could be equipped with SDFs as a basis for future Repelita planning on a sound, common footing. All 22 Kabupatens in his Province have now been through the course (thus making SulSel the first "100 % coverage" Province). Aceh, North Sumatera, Riau, NTB, Kalimantan Selatan will be "100%" Provinces by the end of the Project. In any future evaluation, these Provinces should be studied carefully to assess the impact of SDFs Province-wide.

* Half completed is a brief assessment in Medan and Yogyakarta areas. However, the PADCO Team has some reservations about the usefulness of the data which will result from this, partly because the questionnaire (we understand) related primarily to classroom components - while the fieldwork and its output (the SDF) were hardly investigated at all. The Team was not involved in the preparation of the survey.

** See Chapter II B of Part Two

*** The others are adequate economic growth and national stability

- > The goal and purpose of the LGT-II project (see above in Part 2 of the Executive Summary) are directly served in all respects by the approach to planning introduced through the SDF process. The most deprived areas of the Kabupatens are the focus for detailed investigation; Dinas and community involvement is integral to the planning process; inter- sectoral potential programmes of action are the output.

The Team's general assessment of this course "package" is that it is of fundamental importance to effective institutional development of BAPPEDA Tingkat II; that the guided-fieldwork component is essential to its success; that all the main aims, objectives and provisions of Indonesian National planning regulations* can be directly served by the SDF process. Indeed, the SDF process acts as a detailed, clear, practical guide to how to begin to implement the broad-ranging provisions of the regulations.

Other courses in the LGT-II Project have undoubtedly transferred knowledge and skills to target groups at Tingkat II level and perhaps influenced job performance. However, only this package has made a direct impact on how plans are formulated, on how the various institutions involved interact, and on what BAPPEDAs do day-to-day , and on how other agencies view BAPPEDAs.

The following tables summarize the number of trainees and trainee days spent on the three types of RDPM training activity. The number of Kabupaten so far covered by the RDPM Course is more than one third of the total number of Kabupaten in Indonesia. In view of the fact that all but one of these courses have been run during the last two years, it speaks well of the capacity built up in the RTCs by Badan Diklat through the LGT-II Project.

* Most relevant for the Project's purposes are the provisions of Home Affairs' Ministerial Regulation No. 9 of 1982.

TRAINING STATISTICS SUMMARY RDPM PROGRAMME*

A. Trainees, by year of implementation

COURSE	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL TRAINEES
							80/81 - 85/86
1. RDPM	-	-	33	-	131	201	365
2. Panel/ Discus- sion	-	-	-	-	95	150	245
3. Orient- ation to Region- nal Plan- ning	-	-	-	-	224	263	487
TOTAL	-	-	33	-	450	614	1097

B. Trainee days by year of implementation

COURSE	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL TRAINEES
							80/81 - 85/86
1. RDPM	-	-	7722	-	30650	29250	67622
2. Panel/ Discus- sion	-	-	-	-	190	300	490
3. Orient- ation to Region- nal Plan- ning	-	-	-	-	1344	1578	2922
TOTAL	-	-	7722	-	32184	31128	71034

For definitions and assumptions, see appendix A.

C. Trainees by Agency (BAPPEDA or Non-BAPPEDA) and by level of Govt.

COURSE	NATIONAL		DATI I		DATI II		TOTAL		
	Training	Other	BAPPEDA	Other	BAPPEDA	Other	N	I	II
1. RDPM	-	-	28	-	337	-	-	28	337
2. Panel Discussion	-	-	11	-	78	156	-	11	234
3. Orientation to Regional Training	-	-	-	-	-	487	-	-	487
TOTAL	-	-	39	-	415	643	-	39	1058
GRAND TOTAL	-		39		1058		1097		

D. Provinces Kabupaten/Kotamadya covered

COURSE	DATI I	DATI II
1. RDPM Program	10	88

(Total Indonesia)

(27)

(241 Kabupaten)

CHAPTER II:

PROJECT MANAGEMENT SYSTEMS (PMS) COURSES

The popularity of the PMS course series is an indicator of its effectiveness. Over 30 courses have been run (see Appendix B); no problems are encountered in attracting the target groups. Several Provincial governments (DKI Jakarta, Irja., Bengkulu, Riau) and a related PDP Project (CIDA Sulawesi Regional Development Project) have either already funded PMS training, or have it in their 1986/7 budgets. The Governor of Central Java has ordered all Bupatis to have their Project Managers and BAPPEDA/Development Bureau key staff trained in PMS as soon as possible.

As to whether the course generates improved project management practices in the field, we are not able to say. No rigorous survey of graduates has been done. Sporadic evidence collected by the Team indicates an encouraging degree of take-up and application of principles to annual project preparation and budgeting practice. Further research must be done to establish whether projects planned, prepared and implemented along PMS-suggested lines achieve their objectives to a higher degree than before PMS training was given to Project Managers.

The reasons for the popularity and potential effectiveness of PMS include:

- > the basic PMS materials (analytic, planning and management tools) had already been applied successfully to rural development projects in similar settings to Indonesia;
- > they were straightforward and clearly articulated;
- > the training approach is participative, providing full scope for participants to apply concepts to case studies and real projects and to share experience and learn from each other;
- > it covers the whole Project cycle - including implementation;
- > it includes not just PMS concepts and tools, but all the detailed steps in the Indonesian Government system;
- > it combines full time instructors working as a team, teaching the PMS tools and their application, with experienced Resource People advising on how to avoid common problems in Government-system aspects of implementation. The Resource People are encouraged to follow a participant-oriented session pattern - not "chalk + talk";
- > it features daily monitoring activities. Trainees, trainers and organizers talk about progress, problems, remedial actions;
- > it focusses on trainee action after the course (not just assessment of how much they liked the course). Action Plans provide an excellent evaluation yardstick, and are ready to be used in whatever evaluation activities are mounted in future;

> it is brief and intensive.

Underlying this apparent success story there was much difficult (sometimes painful) preparation work. It is instructive to describe it, as a case study in how a major, standard "package" of short, practical training can be developed, tested, and disseminated over a huge and diverse country in a brief time period.

The key elements in chronological order were:

(Oct/Nov.1983)

1. Hiring of experienced professional training advisers who have run the course in many developing countries before, combined with an experienced Indonesian trainer from the core Padco Team experienced in the application of some PMS tools in Indonesia, and fully conversant with GOI procedures.
2. High level seminars for key decision makers in main client agency (Bangda), Training Agency (Badan Diklat) and technical agencies at Central Government level - to test acceptability of the basic material, gain commitment, and generate future resource people.

(Dec.1983)

3. Adaptation of material and case studies on the basis of this experience; preparation of some locally relevant case study material.

(Jan.1984)

4. Formation of a small team of training agency instructors (the best possible). Demonstration of materials, and organization of course.

(Jan/April 1984)

5. Professional trainers ran courses in Jakarta for Central, Provincial and then (a few) for Tingkat II levels of Government. Courses were run in that order, to build solid "Resource Person" capacity for future training at Provincial level. Instructors' team helped, observed, did some practice teaching under observation and received coaching input from professional trainers. They took progressively more responsibility over time.

(June 1984)

6. Input received from Curriculum Development Head in Badan Diklat; more Indonesia implementation aspects incorporated; structure for technical sessions devised which did not conflict with the participative structure of the original course design.

(July 1984)

7. Translation completed of original materials and visual aids; instructor's guide to each session prepared and translated (taking into account feedback on earlier inadequacies in translation standards).

(August 1984)

8. Larger group of RTC instructors trained in course content and how to teach it, using professional expatriate and Indonesian trainers *, and members of original core group, based on newly translated materials and instructor guides.

(Oct.84 - March 1985)

9. Implementation began to spread to all Provinces (via courses held in Jakarta) and to field, (via courses for Tingkat II level held in Provinces), using Provincial PMS graduates as Resource People for the technical sessions, and instructors (for the first time solely in charge of teaching and running the courses) for PMS concept sessions. Indonesian professional trainer observed, coached, helped with some explanations.

(April 1985)

10. Materials reviewed again, corrections made, visuals and appearance improved, translations polished.

(July/August 1985)

11. Implementation Guide "Petunjuk Pelaksanaan" prepared for the course (based on successes and problems in actual implementation), aimed at Regional and Provincial Training Centre Directors and Instructors.

(August 1985)

12. A brief workshop held, to orient Training Directors to their role in managing forthcoming accelerated implementation programmes.

(September 1985)

13. Planing and preparation for mass implementation effort in eleven Provincial centres (including on-the-spot briefing and inspections by prospective instructors for the courses); mass reproduction of materials in Jakarta and the Provincial centres; budget administration to move funds to implementation sites.

* This is crucial. If the original core group members had been left to their own devices to train their peers, major problems would have developed (a) in the successful communication of materials and their ramifications and (b) in personal relations between those taught and the trainers. The "core group" had only limited experience themselves at this stage and admitted they were not ready to train instructors.

(Oct.85-Feb.86)

14. Implementation of 19 PMS Courses in 11 Provincial centres, involving over 600 participants.

The main conclusions to draw from this experience are:

- > Start slowly, increase momentum gradually;
- > Move from centre to Province, to Kabupaten/Kotamadya in terms of target group; build commitment and future Resource People;
- > Obtain the best possible professional trainer sources of the "message" and pass it on to local instructors gradually giving them progressively more and more responsibility for direct training and general course organization and tutoring;
- > Instructor-training is crucial, and must not be done by peers who have only limited exposure and experience themselves;
- > Revise materials and translations as they are used- it will take about four edits over a one year period to solve problems;
- > Persist with attempts to involve "part-time trainer", technical Resource People in a manner which is participative. Left to their own devices, they will lecture. Write detailed illustrated guidenotes on how they can find out where trainees need help, and on how to help them; tell Resource people clearly what is expected from them.
- > Monitor implementation closely. Involve managerial staff, instructors and trainees in this;
- > Learn from experience, emphasize to (sensitive) instructors the essential role experience plays, and persuade them to receive constructive criticism humbly;
- > Write guidebooks on implementation later rather than sooner, but before any major geographical expansion of training activity;
- > Decide on a cut-off date after which time no further materials revisions will be entertained. The needs of any mass implementation drive must be served in good time. Deadlines must be met.

A quantitative analysis of trainee throughput and sources in respect of the PMS courses is given on the following pages. Once again, geographical coverage is impressive. All Provinces have some people at Dati I level with PMS training. Nearly two thirds of all second-level urban or rural local authorities in Indonesia have been reached in two years of implementation.

TRAINING STATISTICS SUMMARY
MANAGEMENT TRAINING PROGRAMME

A. Trainees by Year of implementation

COURSE							TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Management skills Training			27				27
2. P M S				49	146	669	864
3. TOT-PMS				27	24		51
TOTAL:			27	76	170	669	942

B. Trainees by Agency (BAPPEDA or Non-BAPPEDA) and by level of Government*

COURSE							TOTAL TRAINEE DAYS
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Management skills Training			162				162
2. P M S				588	1752	8028	10368
3. TOT-PMS				282	414		696
TOTAL:			162	870	1166	8028	11226

* For definitions and assumptions, please see Appendix A.

C. Trainees by Agency (BAPPEDA or Non-BAPPEDA) and by level of Government*

COURSE	NATIONAL		DATI I		DATI II		TOTAL		
	Training	Other	BAPPEDA	Other	BAPPEDA	Other	N	I	II
1. Management skills Training	27						27		
2. P M S	17	4	75	66	231	471	21	141	702
3. TOT-PMS	45	5	1				50	1	
SUB TOTAL:	89	9	76	66	231	471	98	142	702
GRAND TOTAL:	98		142		702		942		

* BAPPEDA/Non-BAPPEDA ratio and level of Government contain some estimated data

D. Provinces and Kabupaten/Kotamadya covered

COURSE	PROVINCES	DATI II
1. Management Skills Training	-	-
2. PMS	27	184*
3. TOT-PMS	1	-

* Estimated.

CHAPTER III.

TRAINER TRAINING COURSES.

A Word of Praise.

Notwithstanding the sometimes negative or critical tone of the following paragraphs, it must be emphasized that the cadre of trainers built up painstakingly over the last four years of the LGT-II Project are the single most important resource that Badan Diklat possesses in terms of capacity for future training in the RDPM field. As will become clear, the trainers are of variable aptitude and performance - but that is to be expected. The majority have worked diligently in both classroom and fieldwork training and have strived to learn and adapt to new training materials, procedures and physical working conditions, with the minimum of fuss or complaint. They are responsible for "getting the message across"...for communicating face to face with the ultimate target groups of the LGT-II training programme, and persuading, cajoling, guiding trainees to master the required skills in order to perform their jobs better.

The already remarkable impact of the RDPM training and the popularity of the PMS package are in no small measure due to their efforts. This is despite formal TOT courses of indifferent quality; long periods of under-utilisation in earlier years, lack of clarity about their present or future status or job prospects, constantly changing training materials, and distant management and leadership. Credit should be given to them, because credit is certainly due.

This qualitative assessment of the development of trainers undertaken in the LGT-II Project will take account of five interrelated factors which together contribute to the ultimate performance of trainers.

- (1) how they are recruited and selected
- (2) how they are formally trained (via courses)
- (3) how they are given coaching or other experience as they train
- (4) how they are remunerated
- (5) how they are utilized, managed and motivated to improve standards

(1) Trainer Recruitment and Selection

The PADCO Inception Report and the Evaluation Report have already commented on this aspect for the first three groups of trainers (whose courses started in 1979, 1980 and 1982). The Team is still of the opinion that the sources and methods used to recruit and select the first three groups were inappropriate, that some of the existing trainers in Yogyakarta, Medan, Ujung Pandang and Badan Diklat should not have been selected, and that they will never become satisfactory trainers. The common characteristics possessed by the first three groups of trainers is that they had never worked in a BAPPEDA Office (Tingkat I or Tingkat II) nor in any development function, before they became trainers. This has always been a major drawback both in terms of their trainability, and their credibility in front of trainees.

Recommendations as to possible sources of candidate fulltime trainers for TOT IV were made to Badan Diklat, and to the Director of Bukittinggi RTC (who had a major interest in the courses, since all his future trainers would be trained via TOT IV. The outcome was that aptitude, interest and potential as trainers became selection criteria in all places sending candidates forward. All the Bukittinggi candidates have had work experience in either development-related offices of local governments, or in training institutions (this latter feature is shared by all candidates). From regrettably brief contact with the fourth group in the first week of their course the Team is very favourably impressed with their motivation, keenness and potential as trainers.

(2) Formal Training of Trainers

The Evaluation Report has commented already on the training of the first two groups - 1979/80 and 1980/1 - which took place before the PADCO Team arrived. The courses lasted one year, and were taught by staff from Gadjah Mada University in Yogyakarta. It appeared that this training was general and academic in orientation. It may have increased trainees' knowledge about planning concepts, but it did not impart skills in planning, or in the training function.

The "Remedial/Refresher" training conducted by the PADCO Team in 1982/3 was more practical in nature. It had a closely - supervised fieldwork component and was more geared to the materials the trainers would ultimately have to teach. However, the very fact that such training was necessary (after 12 months' previous course experience) gave rise to some ill-feeling on the part of a few of the trainers which has only recently subsided.

The third (9 month) Training of Trainers (TOT III) group was taught by University of Indonesia staff for two months, then by Badan Diklat staff, TOT II instructors, two USAID trainers, and PADCO Advisers. In retrospect, the course was hurriedly planned, patchily executed, with inadequate continuity or monitoring, and some of the training was inappropriate either in content or means of delivery. The University component was again an academic treatment of the RDPM theme. TOT II trainers had little experience as instructors (at that time), yet were put in the invidious position of having to train their peers. That should not have happened. First, those trainers has little useful knowledge of RDPM, or experience as instructors to impart to their trainees *. Second, it has engendered a feeling of insecurity and arrogance on the part of the second group towards the third which still persists. Third, the TOT III trainers were "sold short" - they deserved better instruction and should have had it.

* Clearly, those doing the training were sensitive about the position into which they had been put. On at least one occasion, PADCO Advisers who had offered to provide observation and feedback to the TOT II trainers, were asked to leave the classroom while the trainers were in action.

Additional refresher training for graduates from all three TOT Courses was conducted by PADCO Advisers and the best and most experienced of the Yogyakarta trainers in two 3 week courses in August and September of 1983 in Jakarta. These courses had good and bad points. It was certainly necessary to orient the trainers to new or improved RDPM materials, in order to gain their understanding and commitment. In general terms this aim was achieved. However, the negative aspects of the experience included the fact that the materials were not all in a similar state of readiness, translations had not all been checked, and there was much to read and absorb in a short time. Some members of the first group (TOT I and II graduates) were attitudinally averse to the training in that they thought they knew it all already - particularly regarding teaching techniques; there was an adversarial relationship between some of the trainers, compounded by the use of only some Yogyakarta trainers to teach in the course. The second of the two courses was the more successful of the two.

A four week "TOT" on PMS materials was conducted in Yogyakarta in August 1984, by PADCO short and long-term Advisers and some Badan Diklat trainers already experienced in PMS teaching. It was a generally positive experience for all concerned, but again gave rise to tensions between various TOT groups, to the detriment of the learning climate. This is a very important factor in a setting where teaching practice can only successfully be carried out in a positive, supportive, friendly atmosphere.

(3) Coaching of Trainers in Training Centres

The obvious deficiencies of some of the above experiences in trainer-training courses (particularly where several groups of TOT graduates were brought together on the same course) has underlined the importance of the coaching in RTCs of TOT groups and individuals by PADCO Advisers. The Advisory Team feels generally positive about the effectiveness of this method. Experience is the best teacher, particularly in trainer - development. This is true for classroom teaching and especially for the fieldwork components of RDPM Courses. The real, and sometimes formidable, difficulties faced by trainers put in front of 35 experienced BAPPEDA trainees were salutary in moulding more humble attitudes and increasing their receptivity to advice and support from PADCO Advisers in RTCs. In retrospect, much of the real learning acquired by trainers was a result of this routine daily contact, guidance, supervision, cajoling, support and friendship from RTC Advisers.

However, several points need to be made:

- > This is only true if courses are about to run or are running. If there is no activity and no prospect of activity (and this was true for much of calendar 1983 and early 1984, especially for the Medan and Ujung Pandang RTCs) then morale slumps, partly because instructors' income levels decline markedly;

- > As mentioned above, RDPM course fieldwork has proved a powerful vehicle for instructor - training in general, and for coaching of instructors by Advisers. This is true only in RTCs, where RDPM courses are run. No such opportunity arose in Badan Diklat, where 14 LGT-II - trained instructors are based. The Advisory Team feels that the relationship between its members and Badan Diklat instructors, except for a few instructors engaged on PMS teaching activities, has been much weaker than between RTC Advisers and instructors.

(4) The Remuneration of Trainers

The Advisory Team is aware that its role has been to advise on technical training issues. However, certain GOI administrative matters impinge powerfully on trainer performance, so we feel obliged to comment in as constructive a fashion as possible, in this Report.*

Trainers receive basic salary, routine allowances, the use of motorcycles, and significant honoraria for each training session undertaken (if engaged in a workshop of some sort, they also receive a daily allowance). The point at issue is not the aggregate volume of remuneration, but what generates honorarium. The fact that it is only when some discrete training activity is running that instructors receive extra payments (either for sessions taught or "lumpsum" for fieldwork) has tended to affect their attitude towards their function as instructors, and their relationship to RTC Advisers.

Activities such as group or individual preparation for sessions, group discussions on curriculum development, assessment of course progress, preparation of monitoring reports, etc. do not attract honoraria and therefore in certain cases have not happened as frequently as hoped. The picture varies between RTCs and individual instructors.

(5) How Trainers are Used and Managed

Trainer motivation and performance are affected by how they are used and how they are managed. As indicated above, the amount of "down-time" experienced to some extent by all instructors in 1983 and early 1984 clearly affected morale.

There is another dimension to "utilization", i.e. the location to which instructors are assigned after training. TOT I, II, and III graduates were destined for the three RTCs, according to Project plans. In practice, fourteen of the 36 TOT graduates** were assigned to a variety of roles in Badan Diklat. None therefore has ever taught a RDPM course

* A separate memorandum has been submitted to the Head of Badan Diklat on this issue; please see Chapter III of Part Three.

** Total of TOT I-III graduates was 46; ten dropped out or were for other reasons unavailable for work as instructors after the courses.

with its vital fieldwork component. Until recently (when the PMS implementation programme was accelerated), they did less direct training than RTC instructors.

The Advisory Team made recommendations on the placement and utilization of instructors in 1983. The essential point made was that all instructors should teach in an RTC initially, (before some are moved to Badan Diklat) as an integral part of their professional development. This would mean that in the early period, Badan Diklat would be short of staff. The Team's argument was that if large numbers of TOT graduates were placed in Badan Diklat without field experience, they would be much less effective than they would otherwise be, and would be ill-prepared to work as counterparts with Advisers. The planned role of Badan Diklat - as a centre for curriculum development and technical leadership of RTCs - could not be realised if staff had no field experience.

This recommendation was not accepted on the grounds that Badan Diklat needed such trainer capacity sooner rather than later. In the Team's view this has been a significant factor which has undermined the working relationship between the Advisers in Badan Diklat and the LGT-II trainers posted there.

The management of instructors in all four project locations (Badan Diklat and the RTCs) has been variable. Sometimes, administrative management has been "laissez faire" in which cases technical supervision has come largely from the PADCO Advisers. In other cases, the situation was less satisfactory in that authoritarian administrative and personnel management of instructors has sometimes impeded the achievement of qualitative objectives (particularly in relation to quality of preparation, groupwork, fieldwork planning and implementation and evaluation of effectiveness of training). Occasionally authoritarian, distant management, and apparent suspicion of the role of RTC Advisers in relation to instructors (seen as a divisive rather than unifying influence) have not helped instructors' professional development nor their cohesiveness as teams.

It remains to be seen whether the training of RTC Directors and others in "Management of the Training Function" by the Centre for International Education at the University of Massachusetts will lead to an improvement in their management of instructors. Elements of the UMass programme have addressed this issue specifically. It is unfortunate that the UMass training came so late in the Project's life span. The whole operational atmosphere and sense of unity of purpose of the the RTCs might have been improved if senior staff had been given such exposure to the practical applications of the systematic training function several years earlier. As it happened, the Advisory Team worked in an institutional context in which its approach and recommendations were based on a notion (systematic training) which was alien to most of the administrative staff for whom the Team worked. Before LGT-II, training had been routine and lecture-based, using part-time external speakers. Administrative functions supported it, but none of the technical or managerial skills needed to support a systematic training function had ever been introduced to or exercised by Badan Diklat/RTC staff.

Thus, not only "counterparting" between Advisers and instructors suffered in Badan Diklat (because of instructors' limited field experience), but also the managerial environment in which Team/instructor interaction took place both in Badan Diklat and RTCs was not conducive to rapid "transfer of technology", or the development and maintenance of technical standards in training quality.

In summary, full time instructors are essential to future capacity to conduct participative training of LGT-II materials. The existing stock (somewhat variable in quality) will be expanded both quantitatively and qualitatively when TOT IV graduates become operational. Care must be taken to improve instructor-team cohesion and professional standards.

A quantitative Summary of trainer-training in LGT II follows.

TRAINING OF TRAINERS PROGRAMME (*)

A. Trainees, by year of implementation

COURSE	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Training of Trainers in RDPM	15	15	16	-	-	25	71***
2. Short TOT Courses*	-	30	52	39	-	-	121
3. Foreign Training**	-	1	-	-	-	29	30
TOTAL:	15	46	68	39	-	54	222

- * 1. English language training, 1981/82, 30 trainees
 2. BAPPEDA Training Needs workshop, 1982/83, 10 trainees
 3. Training course evaluation workshop, 1982/83, 17 trainees
 4. Training skills upgrading course, 1982/83, 25 trainees
 5. Short course in regional development for trainers, 1983/84, 35 trainers

** World tour by the Project Manager, 1982/83 1 trainee

*** Training for trainers to Badan Diklat Trainers. The total number of Badan Diklat staff used regularly as Trainers is as follows:

1. Graduates of TOT I - III
 - a. Jakarta14
 - b. RTCs.....22
 2. Dropped out/unavailable as instructor (10)
 3. to which will be added graduates of TOT-IV.....25 (available March 1986)
- for a total training pool
 of.....61 persons (by March 1986)

(*) For TOT-PMS and TOT Manpower Planning, see respective programmes. For definitions and assumptions, see Appendix A.

Training of Trainers (continued)

B. Trainee Days by year of implementation

COURSE							TOTAL TRAINEE DAYS
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Training of Trainees in RDPM	4680	4680	3744	-	-	2600	15704
2. Short TOT Courses*	-	3900	2652	702	-	-	7254
3. Foreign Training**	-	12	-	-	-	3770	3782
TOTAL:	4680	8592	6396	702	-	6370	26740

CHAPTER IV

OTHER IN-HOUSE SHORT COURSES

The courses referred to in this Chapter are mainly the so-called "Parallel" Training Courses which were suggested in the National Strategy document. The plan was to train BAPPEDA TK.I staff in development planning subjects, and for them thereafter to train staff from their Provinces' BAPPEDA TK.II in the same subject matter. This formula was seen as a way of spreading impact of LGT-II, while capacity to undertake indepth RDPM Courses for BAPPEDA TK.II was being built up. Implementation of this course series took place until 1982/3.

The PADCO team was little involved in the preparation or implementation of this course category. The Team did assist, however, with the design of monitoring instruments for the Tingkat II "Parallel" course series. Therefore this assessment is based on "second hand" experience.

A qualitative assessment of some of these short courses was performed by Badan Diklat Instructors under the guidance of a PADCO Adviser in 1983. One of the problems in interpreting the data in the report (compiled by Badan Diklat instructors under the supervision of the Adviser) was that the samples were small and not necessarily representative of the target group as a whole. The general impact of these courses has been assessed by the Evaluation Team also. It opined that while useful knowledge was imparted, and the courses represented an opportunity to share experiences amongst participants, one could expect relatively little direct application of this information to the participants' jobs afterwards because there was no rooting of the subject matter in their day-to-day functions.

A letter was received by the Head of Badan Diklat from the Director-General of Bangda in 1984 in which he asked for LGT-II training to be made more practical, and related to the tasks BAPPEDAs had to perform. His comments appeared to relate to this category of courses.

From the PADCO Team's own observations of the courses in Jakarta (2 months in duration) for TK.I BAPPEDA personnel and of those implemented in the Provinces for TK.II personnel we can make the following comments:

- (1) The TK.I courses were not designed as Trainer-Training courses (e.g. no materials on training methods were given) and only a few of the participants realised that they were expected to teach in future to BAPPEDA II staff the material they had just covered on the course.
- (2) No guidance was given to Tingkat I trainees about how to edit or adapt their materials for use in much shorter courses for Tingkat II participants later.
- (3) There was no fieldwork component in either course type, so field impact could be expected to be small.

- (4) Administratively the Tingkat II series was a huge undertaking for Provincial governments with little previous experience of organizing large training programmes for specific target groups. They were given little advice on how to prepare for them. Basic logistical factors went wrong or supplies were not available during implementation. Courses opened late, materials were not printed in time (or not at all); only some of the expected participants turned up.
- (5) The role of the Badan Diklat instructors - sent out to assist the Provinces implement the Tingkat II courses - was unclear to all concerned.

This experience should be compared to the careful and lengthy PMS course series preparation process described in Chapter II. Both are efforts at dissemination of a given message to a large number of trainees. One was much more successful than the other.

SHORT COURSES PROGRAMME(*)

A Trainees, by year of implementation

COURSE	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Short course in development planning, TK.I.	29	41	42	-	-	-	112
2. Short Course in development planning, TK.II.	-	34	759	-	-	-	759
3. Panel Discussion*	30	60	-	-	-	-	90
4. Orientation Course*	-	86	31	90	-	-	207
TOTAL:	59	221	832	90	-	-	1202

* Non-RDPM Course related version

B. Trainee days, by year of implementation

COURSE	80/81	81/82	82/83	83/84	84/85	85/86	TOTAL TRAINEE DAYS
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Short course in development planning, TK.I.	1508	2132	2184	-	-	-	5824
2. Short Course in development planning, TK.II.	-	612	13662	-	-	-	14274
3. Panel Discussion*	180	360	-	-	-	-	540
4. Orientation Course*	-	1032	372	1080	-	-	2484
TOTAL:	1688	4136	16218	1080	-	-	23122

* Non-RDPM Course related version

(*) for definitions and assumptions, see appendix A.

Short courses (cont.)

C. Trainees by Agency (BAPPEDA or Non-BAPPEDA) and by level of Government

COURSE	NATIONAL	DATI I		DATI II		TOTAL
		BAPPEDA	Other	BAPPEDA	Other	
1.Short course in development planning, TK.I.	-	112	-	-	-	112
2.Short Course in development planning, TK.II.	-	-	-	793	-	793
3.Panel Discussion*	-	-	-	30	60	90
4.Orientation Course*	-	-	-	-	207	207
SUB-TOTAL:	-	112	-	823	267	
TOTAL:		112		1090		1202

* Preparation BAPPEDA/Non-BAPPEDA estimated

CHAPTER V

SPECIALISED TRAINING COURSES
(Implemented by arrangement with Universities)

Please refer to the statistical summary at the end of this chapter for a list of courses in this category.

The Badan Diklat short course assessment (1983) mentioned above, covered the Physical Planning and Land Use Planning courses implemented in 1982, but with extremely small numbers of respondents in each case.

The Evaluation Team Report's impressions were that in many cases, where Universities were involved in the 1981-1982 period, little guidance was received from Badan Diklat on technical subject - matter needs, or on the background, aptitudes and job functions of prospective participants. Partly as a result, the training was academic, theoretical, and presented in a disjointed fashion week to week by a succession of lecturers. Fieldwork, if there was any, was ill-supervised.

Universities have again been involved in the LGT-II Project in 1984 and 1985. PADCO Advisers have been involved in the preparation of detailed 'Terms of Reference' for University contractors and in technical discussions with them on the interpretation of TORs. However, since Advisers were not engaged in monitoring these courses, and there has been no assessment done by Badan Diklat of their nature or impact, it is difficult to make any firm statements in this regard. However, a few points are worth making:

1. although TORs were drawn up, no scrutiny by Badan Diklat of Universities' proposed materials was possible before courses started;
2. from the appearance of the timetable of at least one course, it appears that a standard University-type weekly schedule was being implemented (i.e. the same mix, ordering and time distribution of subjects repeated each week);
3. the subject-mixes did not generally conform particularly closely to TORs;
4. some fieldwork was abbreviated compared to planned time, and was inadequately supervised;
5. if courses were expressly aimed at BAPPEDA Tingkat I senior staff, attendance was far from 100%. This may be an indication of how such courses were valued by Provincial BAPPEDA Chairmen;
6. one set of materials seen by the Advisory Team had been expensively bound but was clearly a set of standard lecture notes, not exercise based materials.

The final conclusion the Team draws is that while contracting procedures and briefing of Universities by Badan Diklat have markedly improved in the life of the Project, Universities seem unable to respond flexibly to the requirements of practical, step-by-step training. They are by their nature, educational institutions, which seek to impart knowledge, not job-related skills. This they have done, no doubt, to LGT-II target groups. Whether this is adequate is a moot point for consideration by both Badan Diklat and USAID.

Before closing this Chapter, it should be mentioned that two Non-Government institutions have been involved in the Project; Yayasan Indonesia Sejahtera (YIS) in RDPM/PTPD teaching on Community Development in Bottom Up Planning, and Bina Swadaya in teaching PTPD Module I and Module IV (Poverty Conscientization) materials to the TOT IV course group.

The Team's subjective assessment of NGO input effectiveness is as follows:

1. such NGOs have had some, but not much experience in training BAPPEDA Staff, and therefore need (and ask for) extensive briefing; their TORs should be very precisely drawn up;
2. they seem eager to learn and to try to meet clients' needs and will be self-critical if this is justified;
3. they learn from experience;
4. an (apparently) successful formula was developed and tried where NGO staff taught standard LGT-II materials, and brought to bear their extensive experience in the particular subject matter, which no instructor or PADCO Adviser could. Extensive briefing was given to the NGO personnel involved (Bina Swadaya, teaching a part of TOT IV on Poverty-Oriented materials) by PADCO advisers, on the nature and content of the materials in questions.

The final impression is that NGOs can be more flexible and willing to cater to the specific practical needs of a Project such as LGT-II than can Universities. However, Universities have the "comparative advantage" of an extensive range of written standard materials in technical planning subject areas which can meet information (or knowledge)-needs of the more senior BAPPEDA personnel.

What is clear is that over the life of the Project, Badan Diklat has developed the capacity to prepare detailed TOR for such externally - contracted work, and has developed the critical faculties necessary to judge its ultimate effectiveness. Thus, significant progress can be reported in relation to the achievement of output No.4 in the Project Document.

SPECIALIZED/SUPPLEMENTARY COURSE PROGRAMME (*)

A. Trainees, by year of implementation.

COURSE							TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Statistics/ Research		34					34
2. Land Use Planning		19			30	25	74
3. Planning Techniques		19					19
4. Administration Planning		35	60				95
5. Project Evaluation Techniques				176			176
6. Social Planning					25		25
7. Economic Planning					25		25
8. Manpower Planning*						62	62
TOTAL:		107	60	176	80	87	510

* Includes "Trainers" course.

(*) for definitions and assumptions, see Appendix A.

Specialized/Supplementary Courses (Continued)

B. Trainee days, by year of implementation.

COURSE							TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Statistics/ Research		1224					1224
2. Land Use Planning		988			1560	1300	3848
3. Planning Techniques		988					988
4. Administration Planning		5460	4680				10140
5. Project Evaluation Techniques				2112			2112
6. Social Planning					1300		1300
7. Economic Planning					1300		1300
8. Manpower Planning*						744	744
TOTAL:		8660	4680	2112	4160	2044	21656

Specialized/Supplementary Courses (Continued)

C. Trainees by Agency (BAPPEDA or Non-BAPPEDA) and by level of Government.

COURSE	NATIONAL	DATI I		DATI II		TOTAL
		BAPPEDA	Other	BAPPEDA	Other	
1. Statistics/ Research				34		34
2. Land Use Planning		49		25		74
3. Planning Techniques		19				19
4. Administration Planning		95				95
5. Project Evaluation Techniques*		58	118			176
6. Social Planning		25				25
7. Economic Planning		25				25
8. Manpower Planning	10	52				62
SUB TOTAL:	10	323	118	59		510
TOTAL:	10	441		59		510

* Proportion BAPPEDA/Non-BAPPEDA estimated

D. Trainees, by year of Implementation(*)
Advanced Degree Programme

COURSE							TOTAL TRAINEES
	80/81	81/82	82/83	83/84	84/85	85/86	80/81 - 85/86
1. Masters Degree in Regional Planning			7	4			11

(*) All National level.
For definitions and assumptions, see Appendix A.

CHAPTER VI:

MATERIALS DEVELOPMENT

In a project where a large number of various types of training courses are to be implemented in many locations, by many different instructors, at different times, to different audiences, in a range of conditions, but with similar content and training objectives, two principal factors can keep the training standardised both in terms of its "message" and its quality and intelligibility. The first is the trainers who teach the courses; the second is the materials they use.

The cadre of trainers who deliver the training are of cardinal significance. If they are poorly trained, incompetent, ill-prepared and lacking in motivation and drive to serve their trainees, any programme is almost certainly bound to fail to meet its objectives. The second factor is the nature, quality, comprehensiveness and intelligibility of the training materials used in the courses.

The Advisory Team feels that through LGT-II much has been attempted and executed which is quite new - even from an international perspective - in the realm of original materials preparation for professional development planners and project managers. Never before (to our knowledge) has such a comprehensive and inter-related set of materials been developed to inculcate planning and management skills in such cadres, as those materials developed under this Project. The role of a centralised but responsive materials-development function is of major importance in a Project such as this where trainers are young, inexperienced, and lacking in time, inclination, incentive, information and skills to prepare their own handouts, visual aids, case studies or exercises; where funding of such preparatory activity is difficult to obtain, and where the logistical capacity to type neatly and accurately, or to draw diagrams or charts is rare. If handouts, work sheets, forms etc. are sufficiently comprehensive, lucid and legible, some deficiencies in the introduction or teaching of the material can be overcome. In other words, the materials that trainers use may act as their "crutch" if they lack the background knowledge, experience or talent to illustrate their presentations well. The materials themselves are in practice an important part of trainer-development.

From the outset, the Advisory Team was committed to the equipping of Badan Diklat with the capacity to prepare and produce original training materials of high quality - according to objectives of the Project. Cooperative relationships existed between the Advisers working in Yogyakarta RTC and the instructors there in the 1982-83 period. The Jakarta-based Advisers, worked with a limited number of Badan Diklat staff as the first RDPM materials were built up in the same period. In response to Evaluation Report suggestions, a formal counterparting pattern, linking several Badan Diklat staff to several Advisers in this and other aspects of the curriculum-development function was introduced and endorsed officially for a few months in mid to late 1983. It was then abandoned by the Head of Badan Diklat (on the grounds that

instructors had complained that there was too little to do)*.....

Thereafter, in 1984 and 1985, despite formal written requests for temporary counterpart relationships between Advisers and some Badan Diklat staff in respect of discrete materials development (and other) tasks, no formal cooperation was ever endorsed. Initially, this was explained as impossible because no groupings of counterparts had been formally approved by the Head of Badan Diklat, and funding did not yet exist to provide honoraria for such groups even if they were formed. Later, it became clear that formal counterparting arrangements - particularly in this Materials Development functional area - were unattractive to most Badan Diklat staff because they generated no guaranteed supplementary income, in contrast to direct training in the series of LGT-II and APBD-financed courses which by then were starting in various locations. Some informal cooperation in Badan Diklat between instructors and advisers has taken place in the last two years - primarily in PMS subject areas and re Modules III (Information and Analysis) and VII (Project Appraisal) sections of the PTPD curriculum. Some sections of the above materials have been prepared by Badan Diklat instructors with guidance from advisers. However, it generally appeared that instructors were not encouraged to work with Advisers, partly because their superior(s) wanted them to work on curriculum development tasks related to other training for which Badan Diklat was responsible.**

The end result is that many of the innovative materials in the data analysis (key factor analysis), strategic planning (target group identification, poverty conscientization, village survey design, development action requirement, strategy formulation, simulation preparation, adaptation of Logframe concepts to development programme preparation and monitoring), project monitoring procedures and annual planning and budgeting subject areas, have been prepared by advisers working alone, without day-to-day contact with Badan Diklat staff.

At RTC level, communication with and briefing of Directors and instructors on the nature and detail of the new materials have of course taken place. RTC Advisers have worked closely with instructors as they introduce new material to RDPM course groups. However, at Badan Diklat the degree of familiarity with RDPM materials' technical content and nature shown by senior structural and project staff and instructors is far below what it should be.

* There was plenty to do in preparing curriculum materials, but
 > these activities did not attract honoraria day-to-day;
 > the LGT-II Treasurer had been suspended during this period, so even limited funds for workshops were "frozen";
 > few training activities were taking place as a reflection of the Evaluation Team's report.

** It must be noted that Pusdiklat I - the structural location of most LGT - trained instructors in Badan Diklat also had heavy responsibilities for curriculum development for a large variety of other training courses. Such work was already funded through APBD budget, and honoraria could be paid on a per-output basis. It was seen by influential people as having higher priority than LGT-II related work.

This unfortunate state of affairs has ramifications outside the curriculum domain, into programming and budgeting spheres, where decisions or calculations are made on RDPM courses by Badan Diklat which are sometimes inconsistent with the new approaches, procedures or course structures contained in the RDPM curriculum.

The irony is compounded by the fact that future maintenance of materials "banks" (complete catalogued sets of all types of original training materials) in RTCs and in Badan Diklat itself will hinge on whether Badan Diklat provides the lead, motivation and discipline to the RTCs to keep systems up to date and intact. It is likely that the RTCs will be in a better position than Badan Diklat to perform these maintenance tasks, particularly for the RDPM materials, which are more voluminous, varied and complex than those for PMS or REPETADA/APBD.

Further details of the characteristics of the materials developed, and the innovation they represent are given below in Part Two; issues connected with systems maintenance are dealt with in Part Three. Recommendations are presented in Section 5 of the Executive Summary.

CHAPTER VIIRESEARCH:
TRAINING NEEDS ANALYSIS; MONITORING AND EVALUATION OF COURSES

The research function in the LGT-II project has been of great importance, for two main reasons. Initially little was known about what precisely happens at Tingkat II level in the field of development planning and management. In order for LGT-II courses to be truly relevant, this had to be investigated. Then, as new courses were launched there was a great deal to be learned from the experience of using hitherto untried materials and of running the courses.

Research activity conducted to find out about real practices and training needs among the government development apparatus at Kabupaten level has taken many forms. Individual advisers, with or without counterparts from Badan Diklat or RTCs, have made numerous field trips from the Centre or RTCs, either with a specific research task in view, or as part of a supervisory task vis-a-vis instructors or participants, which produced useful information on local practices at the same time.

Some of the most significant specific research activities have included:

- (a) An analysis of Training Needs of BAPPEDA Tingkat I and Tingkat II (undertaken in late 1982).
- (b) An evaluation of six short LGT-II Courses (undertaken in early 1983).
- (c) An investigation of BAPPEDA functions staffing and constraints (undertaken in late 1983)
- (d) Monitoring of TOT PMS (Yogyakarta, August 1984)
- (e) Investigation into Project Monitoring and Annual Planning practices in Central Java and South Sulawesi (undertaken in late 1984)
- (f) Investigation of Information Systems practices in BAPPEDA Tingkat II in Northern Sumatra, and Central Java (November/December 1984)
- (g) Intensive monitoring of PMS course activities (throughout 1984)
- (h) End-of-course assessment of three RDPM/PTPD Courses (early 1985)
- (i) Training Needs Survey of East Indonesia (September - November 1985)
- (j) Intensive monitoring of (revised) RDPM/PTPD fieldwork procedures in South Sulawesi (September - November 1985)
- (k) Evaluation of the impact of PTPD Courses (Medan and Yogyakarta regions, November 1985.*).

* Medan region only, up to now.

The ultimate purpose of the above activities was to derive conclusions which would be directly useful for curriculum development or course (re-) design purposes. In accordance with the aims of the LGT-II Project relating to the institutionalisation of the capacity to undertake such research in Badan Diklat itself, an important parallel purpose of performing these functions was to involve Badan Diklat staff, give them guided experience in this field, and thereby attempt to institutionalise capacity in the research function in Badan Diklat.

The Team's assessment of the success of this latter venture is not very favourable. Only in activities (a), (b), (c), (f) and (g) did Advisory staff work with Badan Diklat staff during the research activity. In activities (e), (h) and (j) Advisers worked alone. In (i) an Ujung Pandang instructor, but no Badan Diklat staff participated; in (d) and (k) Badan Diklat instructors worked alone, without PADCO participation in the design, data gathering, analysis and reporting phases. Where there was collaboration by Badan Diklat staff, the following tendencies emerged:

1. There was generally little interest shown in the design, data analysis and reporting phases of the research activity ...often the Research Adviser had to perform the latter tasks herself. (An exception was (b) above, where four Badan Diklat instructors from TOT III did perform all tasks diligently);
2. While data collection fieldwork held most attraction for Badan Diklat staff (not least because of the per diem allowances it attracted), there were numerous cases of sloppy, careless data collection and over-reliance on questionnaires as a collection method in the field;
3. Course monitoring activities were constrained in practice by the sensitivity of instructors to critical feedback. On the other hand, there have been cases where "monitoring" was not used in a constructive fashion. In general, little momentum to monitor training activity diligently and analytically was ever built up, either in the PMS series or the RDPM/P/TPD courses in the RTCs. Monitoring takes time and trouble, and is seen as a potentially threatening, even dangerous activity. In an atmosphere where direct training activity is seen as the end product (not just one element in a continuous cycle of qualitative improvement of training), monitoring apparently lacks purpose and is not seen to be worthwhile.

The structural location of responsibilities for research activity in Badan Diklat are split. Pusklat I is responsible for needs analysis research for curriculum development. Pusklat II is charged with the task of monitoring and evaluating training courses. In practice, there is little communication between the Pusklat I and II either in terms of a common approach to research, or in terms of feedback (from II to I) on the basis of findings of monitoring exercises. Pusklat II staff appear to know little about the aims and content of training courses (including those under LGT-II) because there is little communication of such information from Pusklat I to II.

On the brighter side, the Research Adviser did manage to obtain official confirmation that the Head of the Evaluation and Reporting section of Pusdiklat II could be assigned as her counterpart. The two did collaborate on an assessment of a (non LGT-II) SEPALA course in Ujung Pandang; in the preparation and delivery of a two-day workshop on Monitoring and Evaluation methods for Pusdiklat II staff in Badan Diklat, and in the drafting of early sections of a Manual on monitoring procedures and policy (which remains, unfortunately, incomplete). One of the writers of the Short Course Evaluation report is doing some evaluation work of several non-LGT-II Courses. The East Indonesia activity ((i) above) went well, and represented an important step in the emergence of Badan Diklat's role as a provider of responsive, relevant training services to a unique area of Indonesia. It also featured cooperation between a RTC and the local University (UnHas) in a joint research activity in their region. A Bangda representative was also involved in this activity.

However, good progress can be reported in the training of research methodology as a curriculum component of LGT-II. Comprehensive research procedures for investigation of poverty and development potential have been produced as part of the SDF process. From now on, BAPPEDA staff taking the RDPM course will be given practical training and direct experience in primary data collection and its analysis for planning purposes.

That said, the abiding impression the Team has is one of lip-service being paid by Badan Diklat to the importance of research as an integral element of the training cycle. One reason for this might be the perception that the Agency is an implementer of training courses, not an Agency which undertakes the complete range of functions in a systematic training cycle (needs analysis, design of programmes, curriculum and materials development, monitoring and evaluation). The comments in the preceding chapter on Materials Development (and the apparently low priority given to assigning staff to work with Advisers on this) when read together with this Chapter on Research reveal a disturbing pattern.

The official policy of the Agency is that the full range of training-cycle tasks should be performed. However,

- > interlinkages from one function to another across organisational boundaries do not seem to be well-developed.
- > needs analysis and monitoring functions have not been performed well on LGT-II activities undertaken by the Agency's staff.

- > any negative feedback on a course's effectiveness does not guarantee that any action will be taken to improve or amend the design, materials or teaching of the programme in question *

* Since December 1984, a USAID management adviser has been assigned to Badan Diklat as part of the LGT-II Project. His Terms of Reference encompass these areas (especially Training Needs Analysis and Management training materials design for regular management courses). He has begun to work with some Badan Diklat staff on a new style of participative Needs Analysis Workshops. We hope that by the end of his service, Badan Diklat will be better equipped to undertake such activities, and that the results will be better linked to (for example) curriculum development functions than has been the case up to now in the experience of the PADCO Team on LGT-II subject areas. The Advisory Team has designed the LGT-II RDPM materials expressly with a view to making them easy to amend or upgrade over time, based on the conclusions of further research into training needs and/or course monitoring and evaluation.

CHAPTER VIII

INFORMATION SYSTEMS DEVELOPMENT AND BIBLIOGRAPHY OF RDPM PUBLICATIONS

The Project Paper and the national Training Strategy are not specific about Project objectives with respect to information systems. The generally-stated objectives about the development of training courses, the management of training programmes, and the improvement in the capacity of training institutions to deliver training programmes imply the need for a variety of information support services. It was left to the Advisory Team to design a strategy with respect to information systems implications of the basic Project objectives. The strategy changed over time in response to conditions, the most important of which was the willingness and ability of Badan Diklat to provide the resources necessary to undertake development of its information support services.

Several vehicles have been used by the Team to communicate its proposals in the Information Systems field to Badan Diklat. The Interim Report (April 1982) and Revised Strategy Document (January 1984) both contained draft targets and workplans; a full written proposal was made in May 1984 covering Library and filing systems, training materials production and storage, publishing and reporting systems, training records systems, research, and the use of computers. A report on the status of activity of proposals on Library and Publications Division development was presented in November 1984.

The Team's assessment is that progress on the institutional development front in this field has been limited. Little action has been taken by Badan Diklat to revise library lending policy, indexing or to clean out old stock; very few new titles have been purchased (in all locations); no definite moves have been made to supplement specialised RDPM materials developed through the project with relevant material published in Indonesia or elsewhere. Little has been done to publish in-house publications relevant to RDPM. There has been no response to date to the 750-item RDPM bibliography of publications recommended for procurement by Badan Diklat, delivered in October 1985. As in other training-support functions, no counterpart staff have ever been assigned to the Adviser responsible for this aspect of the Project. An informal arrangement has been made to train some Badan Diklat staff in the use of a microcomputer to print the LGT-II materials (all of which are now on diskettes, which will be handed over to Badan Diklat), although as yet Badan Diklat has not procured a desktop computer budgeted for two years ago.

Badan Diklat, with help from the Advisory Team, has established a system of training records within the LGT-II Project Office. It had been hoped to establish a computerized system as a demonstration of the application of a microcomputer to this function; however, the cut-back of the PADCO contract by one month interrupted this flow of work, and it remains incomplete.

Recommendations have been made with regard to future action which Badan Diklat might consider in this field of activity.

Substantive work has, however, been completed on a collaborative basis in terms of curriculum development in the Information and Data Analysis field. Module III of the PTPD course contains three units on this subject (including data collection and analysis); Module Ten of the syllabus (now omitted from the 20 week version of the PTPD course) dealt with mechanisms for exchanging information among Kabupaten agencies, Kabupaten library and archives, and library and filing operations within the BAPPEDA.

Techniques for communications and information systems within the BAPPEDA and for BAPPEDA leadership in inter-agency cooperation, and matters of information retrieval and storage, are important to the ongoing institutional capability of the BAPPEDA to plan meaningfully. The material developed for Module Ten of the PTPD course might well be the core of a follow-up course for those who have taken the PTPD course or for Heads of the Information Sections of the BAPPEDA TK.II. The above materials were developed after analysis of the information collected in a collaborative PADCO/Badan Diklat survey on Information Needs and Practices in BAPPEDA Tingkat II in Northern Sumatra and Central Java (November-December 1984).

PART TWO

In the view of the PADCO Advisory Team, the LGT-II Project has given rise to several major innovations and achievements, some of which are of international importance in the field of rural development planning. It is worthwhile to focus on these, under four main headings:

- I. Institutional impact on BAPPEDAs through training
- II. Innovations in the production of practical step-by-step planning procedures
- III. Innovations in training materials, system design and materials management
- IV. Successes in the institutional impact on Regional Training Centres

These are examined in this Part of the Report.

CHAPTER I

INSTITUTIONAL IMPACT ON BAPPEDAS TK.II THROUGH TRAINING

It is appropriate to describe how, through a certain type and design of training, it appears that significant institutional development of a rural planning agency can be effected in a very short time. Even though some BAPPEDAS have only recently participated in the RDPM/PTPD course, their role, position, function and credibility seem to have been enhanced, as a result. The biggest single impact appears to have been from their execution of the procedures to draw up their SDF during the fieldwork component of the course. This assertion should be further tested in any future evaluation of LGT-II.

It is worthwhile here to suggest why this might be so, in view of the plethora of factors militating against BAPPEDAS (their relative youth, their lack of experienced staff, their low status in the eyes of peer institutions, the vertical orientation of most agencies and Departments, their shortage of funds, data, and logistical capacity).

Some causal factors for the institutional progress might be:

1. The fact that all main "actors" at Kabupaten level were briefed as to what was planned, what was expected from them, and what the advantages and output would be, in relation to the process of drawing up the SDF.
2. At the Panel Discussions and Orientation Courses, the legal background to BAPPEDA's establishment and role, and the advantages to all parties of intersectoral cooperation, were all discussed. For many participants (especially Heads of Dinas Agencies) this might have been the first time they had received an explanation of the content of a Presidential Decree (Number 27 of 1980) promulgated some three to four years previously. Yet its content (on the establishment of BAPPEDA Tingkat II) was of great relevance for their day to day work.
3. In actually drawing up the SDF, the trainees had been taught what to do. A procedure was clearly laid down. In earlier courses, a fieldwork manual was provided; in later courses, procedural handouts were so detailed that no separate guide was necessary.
4. During the SDF fieldwork back in the BAPPEDAS, the trainees were periodically helped, guided and encouraged by instructors and PADCO Advisers; they were not left too long to their own devices.
5. All the "actors" at Tingkat II level were consulted by the BAPPEDA trainee team at various stages in the SDF formulation process. They were made to feel involved in the process of strategic planning and a party to what transpired. (NB. This is even more obvious, in the latest version of the SDF procedure).

6. The BAPPEDA was put in a position whereby it had to perform a specific plan-making task, in a limited timeframe, and wind-up the process with a presentation of findings to a public gathering (workshop) chaired by the Bupati, in front of all Camat, representatives of the DPR(D) (local council) and all Agency heads. The BAPPEDA was - literally - put up front, and had to take the lead in attempting to reconcile inconsistencies in data (for there are many) and conflict between individual agency interests. For perhaps the first time, the performance of the BAPPEDA was up for public view. The work done by a team of young trainees was on display. Visual aids, presentations of data, though often flawed, particularly in the early days of the course, were evidence of the effort expended by the BAPPEDA for the general good. These workshops were often the first occasion when all interested parties had ever focussed their attention on manageable, intelligible, limited data about the main problem - and potential - areas in the Kabupaten, and what they could do about it. The workshops were not just an important experience for the BAPPEDA - they were an important blow struck for the cause of decentralisation of decision-making on resource allocation. They reaffirmed that officials working at Tingkat II level owe a measure of loyalty and fellow-feeling towards their colleagues in other agencies and the populace of that area, not just towards their own superiors further up the vertical chain of command to Jakarta.
7. In some cases, the documentary output of the SDF process was given official status (Surat Keputusan - SK) by the Bupati - thus lending a legitimacy to a product of the BAPPEDA (with input from all agencies), and to a specific plan of action, binding on all parties.

A corollary of the foregoing is that if there is no fieldwork as part of a course (in which participants must put into practice what they learned, must involve other parties, and must produce an output with something of a fanfare at the end)..... then institutional impact of the training experience will be markedly reduced, if not nullified.

For this reason, the Advisory Team strongly recommends the continuation of RDP/PTPD type training as part of a LGT-II derived package of programmes in future.

CHAPTER II

INNOVATIONS IN PLANNING PROCEDURES

A. The Strategic Development Framework (SDF) Process of Medium-Term Planning

The emphasis in the National Training Strategy document and the USAID Project Document was on the creation of a practical training programme for Kabupaten planners. In other words, they were to be given guidance in the steps to take to draw up Plans, their sequencing, timing, and methodology. Any planning process introduced through the LGT-II training was to be applicable at Kabupaten level - i.e. consistent with regulations, and feasible from the point of view of requirements for data, manpower, time and money. Regional planning concepts were to be introduced only so far as they were needed to explain or put in context the process.

The PADCO Advisory Team recommended, and Badan Diklat agreed to, the adoption of a modified "Strategic Development Framework" process, which, as the title suggests, focusses planners attention on key development problems and the most obvious aspects of development potential only. Implicitly not all groups, areas or sectors are covered by the plan. Its main steps are in logical order and consistent with both established "state of the art" planning practice and pertinent Government regulations. The SDF approach was first developed and applied in Indonesia in the late 1970s during the Northern Sumatra Regional Planning Study by a PADCO Team in an analysis of Riau province. The SDF thus produced proved the practicability of the approach.

The precise nature of the sub-steps in the SDF-making process have undergone extensive revision over the three years since the notion was first introduced for Kabupaten level planning in the LGT-II Project. For example:

1. "Programs, Projects and Activites" were to be the outcome of the process initially; this was revised to become "Candidate programs" defined in general terms, not in detail and suitable for further analysis later, as time permitted, in order to select which were economically feasible;
2. The 50-factor analysis process (to determine which Kecamatan needed more detailed study) was redefined to encompass 66 Factors - including ones to be inserted by BAPPEDAS based on their own specific situations. Income per-capita and several other very unreliable statistics or unrepresentative factors were dropped, and more cogent indicators (e.g. distance of villages from markets, past volume of government projects, levels of infant mortality) were introduced. The task of compiling this data has proved to be a salutary experience for many Kabupaten, in that inconsistency in data from various Dinas` sources can be identified and resolved and thus a commonly agreed data base built up.

3. Target group identification - always a key element in the SDF approach - has been extensively modified so that it is less rigid in the classification of people by broad economic livelihood. The new approach is more responsive to the mix of occupations often followed by a single household in practice. Indeed, households become more significant foci of analysis - especially female headed households - and thus become sources of primary data in the revised process.
4. A major change has been the introduction of primary data collection (down to household level) to be undertaken by BAPPEDAs, as well as secondary data collection among Dinas. Initially, it was thought non-feasible to perform such a survey in the time available. However, it became clear that the omission of such a process, combined with the formerly rigid and subjective target group identification formula, was merely leading to confirmation of preconceptions and beliefs held by BAPPEDA trainees and Dinas staff (Viz the next Section which discusses this innovation in more detail).
5. An important additional innovation has been the requirement that trainees write up a "Development Report" ("Laporan Pembangunan") immediately after they have completed the primary and secondary data collection and analysed the results. They present the main conclusions (on problems, target groups and economic potential) in the document, which is aimed at the Heads of Dinas, as background material to....
6. A workshop between BAPPEDA participants and Dinas Heads (with guidance from an instructor) which reviews the conclusions from the Laporan Pembangunan. It is the forum for joint analysis of interlinkages between problems, and for the discussion of inter-sectoral "Development Action Requirements" ("DAR") to tackle the problems derived. This new feature has proved effective in avoiding some of the problems in the earlier procedure whereby Dinas were sometimes not committed to SDF proposals because they felt it was "the BAPPEDA'S plan". The "DAR" step above is undertaken before draft strategies and candidate programmes are drawn up - so Dinas feel involved and committed to the plan from an early stage in the process, and get "early warning" of possible future requirements, that they can feed upwards into their own budgeting mechanisms.

The SDF approach in its modified form has been submitted to Bangda and BAPPENAS. It has received their endorsement as a valid planning approach which has a major impact on BAPPEDA staff skills development, and which produces a document which is directly useful by the BAPPEDA in the preparation of its next Repelitada plan.

In some Kabupaten, SDFs have been given official status (via Surat Keputusan - Decision Letters) by the Bupati as the basis for future annual project selection and filtering as part of the regular bottom-up planning cycle. Some Bupatis have decreed that all programmes derived via the SDF process will receive backing from the Kabupaten's development budget.

In any future evaluation of impact of the RDPM/PTPD courses, an assessment of the extent to which SDFs were used and adhered to would be very pertinent. However, even at this stage, the Team suggests that any assessment of the effectiveness of the RDPM/PTPD course is at least in part already done - in that trainees have been able to draw up SDFs in all Kabupaten which undertook the course* - and by definition have therefore been able to perform the tasks taught on the course to produce such a plan. The quality of SDFs is variable, but they stand as a testament to the ability and dedication of the BAPPEDA trainees, whose planning skills have been considerably enhanced by the process of drawing up the document.

In the evolution of the SDF approach, two issues have been raised in relation to its validity and desirability. First, does it conflict with the Repelitada (comprehensive 5 year plan) required from BAPPEDAs? Second, does it conflict with the RJM (medium term plan) approach introduced by the PDP project as the framework for detailed annual operational plans for projects? The answer to the first has been accepted - by all Parties - to be "no". It is not a substitute for the Repelitada (as the latter is defined), but the detailed step-by-step approach closely follows the broad phases of Repelitada production and provides analytical tools to facilitate and guide planners as they go through the planning process.

The second question can also be answered in the negative. Again, the SDF is not the same as an RJM document. They are drawn up in a different fashion, for different reasons (the aim of the RJM is to identify objectives to be addressed by participating Kabupatens' PDP programmes, and major phases in PDP project plans in the future. Potential target groups and locations for projects are also described). The guiding principles are the general PDP objectives which are to focus attention on the poorest groups with potential to become more economically active and prosperous if given developmental assistance, and in the process of defining inter-sectoral programmes to assist such groups, to increase the institutional capacity of the Governmental apparatus to perform this function in future.

It can be seen that there are significant similarities with the SDF approach here. The main points of contrast in the drawing up of the RJM as compared to the SDF are as follows:

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- * Except in one case in South Sulawesi where only two participants attended the course from a certain Kabupaten and afterwards only one was active during fieldwork. It is not possible for one person to draw up an SDF in the time available.

- > In the RJM approach the initial survey of Kabupaten conditions and existing objectives is more cursory, and focussed on a few Kecamatan, than is the case in the SDF approach which uses 66 and 20 Key Factors analysis to define strategic Kecamatan;
- > Data collection is from secondary sources in the RJM approach, with consultation with senior village figures and camats in the context of "brainstorming" workshops as its version of bottom-up planning. The SDF process involves a series of discussions with individual officials and members of the public - down to household level - on living conditions, development issues and development potential as perceived by groups who are to be the target groups for development action later.
- > The RJM's focus is on the identification of programmes which will qualify for PDP funding - largely "software" (credit, small livestock, extension) not "hardware" such as building construction. The SDF can and should encompass both types of action, and therefore tends to involve more agencies in deliberations as to what should be done over a broader range of development possibilities.
- > The biggest single distinction between the two approaches is in their ultimate aims. For the RJM, it is to provide a framework for PDP project identification in future. For the SDF it is to permit the complete range of planning skills to be applied by BAPPEDA staff. The SDF document is sufficiently broad in its original appraisal of Kabupaten conditions and ensuing range of development ideas for it to be directly useful in future Repelita planning. It is intended to be an institutional development vehicle for the BAPPEDA. More Dinas agencies are involved in the SDF process than in the RJM process, because the range of potential programmes emerging from the former is broader than in the latter.

Our conclusion is one of "no conflict" between the two. (This is supported by all those involved in Central Java PDP/LGT-II cooperation in 1984 when they drew up RJMs, using LGT-II instructors and advisers to help train BAPPEDA and other staff involved). However, it has been suggested that the SDF approach asks BAPPEDAs to do too much, and should be pared down to be more similar to the RJM. As indicated above, the revised SDF has been shown to be feasible. Valid, well-thought out SDF's have been produced. The Team feels that if the SDF process was made more cursory, many of the training, institutional development, and plan-making objectives implicit in the SDF approach would be jeopardised. Instructors have been able to deal with problems arising when the trainers are collecting and analysing both secondary and primary data. Furthermore, the efforts the BAPPEDA (in conjunction with other agencies) has to make to draw up the SDF have been shown to have a major effect on the position and credibility of the BAPPEDA in the eyes of the other agencies. Any diminution of the task would undermine this "non-training" effect.

On the other hand, some in Bangda have criticised the SDF approach for not being comprehensive enough, and for focussing too much on the problems of the poorest. The Advisory Team has argued:

- > that it cannot be made more comprehensive without exceeding the human, material and financial capabilities of most off-Java BAPPEDAs Tingkat II, and
- > that development potential is an explicit focus of enquiry in the SDF process. So both the "pemerataan" (equity) and "pertumbuhan ekonomi" (economic growth) criteria of the "Development Trilogy" are addressed. Several Bupatis have commented that the third criterion "stabilitas nasional" (national stability) is directly supported by any approach which demonstrates governmental concern for the extension of development enquiry and effort to sosio-economic groups who have not so far benefitted from development programmes. The SDF explicitly addresses this point.

B. Poverty-Focussed Rural Research Procedures

In earlier informal assessments by the Advisory Team of the effectiveness of strategic planning materials, and indeed the LGT-II package in general, the importance of "humanising" the approach was discussed. The Evaluation Team made the point strongly that what was needed was not "technocratic" planners who made broad-ranging plans behind their desks using sophisticated analytical methods. The aim was the creation of a cadre of planners who were personally familiar with conditions facing the population of their Kabupaten, and who had the attitude, openness of mind and sensitivity - as well as technical skill - to make realistic, relevant and practical suggestions on future development strategies which would directly benefit poorer groups in rural society.

Based on these considerations, the Advisory Team (with short-term assistance from an adviser who had specialised in poverty-related research amongst rural households in Java), drew up a procedure and a set of data-gathering instruments and analytical tools to guide BAPPEDA trainees in observation and primary data collection at village and household level. The ultimate aim of the exercise is to find out which groups are most in need of development assistance, and the nature of the development activities these groups require. An important point is that there is no a priori classification of people into socio-economic groups before this survey starts. The outcome of the survey is a picture based on reality of the problems faced by various groups.

The procedure starts in those Kecamatan in the Kabupaten which the 66 and 20 Factor Analysis shows to be in the most critical condition. A simple formula is used to compute the number of Kecamatan for further study. For each Kecamatan thus selected, a procedure is followed to identify the poorest villages. This involves interviewing Camats and other staff in the poorest Kecamatan and asking them to rate all the villages in their Kecamatan against certain criteria (eg. the Bangdes poverty classification, Depsos poverty indicators (eg. housing); Doctors' assessment of overall health levels; agricultural productivity etc.); a

matrix is then provided to help in the aggregation of this data, to produce a ranked listing from which a certain number of the poorest villages are identified. Again, a straightforward "rule of thumb" is provided to limit the number of villages to be studied further.

Thereafter, field trips are made by the trainees - with periodic supervision by instructors and Advisers - to approach the village heads, development committee (LKMD) chairmen etc., with a view to discussing village development issues and potential in general, but also to choose the poorest hamlets to visit, and in them, the poorest households (based on information from hamlet leaders). The advice and assistance of the local primary school headmaster is sometimes sought and a child used to introduce the BAPPEDA staff to these households. A comprehensive survey instrument is then used, in as informal an interview as possible* to collect data on household living conditions, constraints, occupations, problems, migratory patterns, water and food supply, access to education, health service, land and credit, and ownership of livestock.

The emphasis is on the collection of factual data, not lists of preconceived "felt needs". It is up to the BAPPEDA staff to interpret these data after they return to their office with a view to producing the "Development Report" mentioned in the previous section. It is only as part of this data analysis process that certain occupational groupings are defined as being strategic. The definition is the result of careful objective analysis of data on living conditions.

Clearly, the survey is not likely to produce a statistically valid representative picture of development problems in all areas of the Kabupaten. A much more long-term in-depth survey would be required to do that. Notwithstanding its limitations it achieves much that is valuable in the planning process:

- > for the first time, the survey yields data directly from the poorest. This data is revealing and pertinent to all planners, whether from the BAPPEDA or Dinas;
- > the survey provides a firm factual (if partial) base for discussion of problem issues based on an analysis of village and household-level conditions, not on officials' hearsay;
- > it brings to planners' attention geographical areas and socio-economic groups that probably would not otherwise be investigated or considered for development action for many years;
- > it puts the BAPPEDA staff through a process which introduces them to officials and members of the public they would probably never otherwise meet, and thus gives rise to some understanding (or doubts) about the way village society works, and the way the government machine interacts with it;

* Preferably not in front of the village head, not in groups of households, but with both man and wife present.

- > it brings planners, who have never been poor, face to face with some of the realities of poverty; it may influence their attitudes and perceptions and it must increase their understanding of the development process from the "recipients" point of view.

From the result of trials in South Sulawesi, the process is feasible, despite it being more complicated and time consuming than before. In no case did the BAPPEDA or the trainees shy away from the task at hand. Clearly, however, close supervision by instructors and RTC staff is even more important than before.

One implication of the type and purpose of field visit just described, is the need for considerable preparation of trainees to conduct the survey. The procedural steps have to be reviewed thoroughly in class; example calculations and scoring must be done. The survey instruments and their questions must be clarified (and the importance of the use of the local* language stressed) before trainees can be expected to embark on this completely new type of assignment.

The Advisory Team has invested much time and effort in the preparation of a simulation game, OHP transparency sequences, photo posters, 35MM slide series and case studies to begin to prepare trainees attitudinally and in terms of their perception and powers of observation for this task. This preparation, when combined with the actual field experience, will give trainees a firm grounding in some of the methods and pitfalls of "rapid rural appraisal" as a device for ensuring that development proposals are to some degree rooted in rural reality.

The Advisory Team has received a suggestion from a senior official of BAPPENAS that the training materials and survey instruments (all in Module IV/1 of the RDPM/PTPD course) should be shown to other Departments at Central level, who are engaged in development programming for rural communities. The materials could be used in short courses to orient central government staff to rural conditions and to stress the importance of inter-sectoral cooperation at that level of government as well as at the centre. The Advisory Team strongly endorses this suggestion. The time needed to handle the materials, exercises and survey instruments in the classroom (in the participative style for which they are designed) is a little less than one week.

C. The Annual Planning Process

When the Advisory Team was asked by Badan Diklat to prepare a course design and syllabus materials in Annual Planning and Budgeting, the Team welcomed the request. Many pleas had already been received from local government personnel for practical training which would equip them with information and skills with which to prepare annual plans and budgets. Clearly, there was much more to learn than the elements of the Bottom-up Planning system (laid down in Ministerial Instruction No. 4 of 1982). The system, it appeared, was not working well. Random, excessively long lists

* Not Bahasa Indonesia.

of proposals for projects were generated annually at village level, inadequately analysed at Kecamatan level, and then drastically cut at Kabupaten level because of lack of funds. Rarely was feedback given to the projects' proponents. To village leaders and dwellers, it appeared an exercise in futurity; to the planners at Kabupaten and Provincial level it was an unmanageable chore.

Two Advisory Team members investigated briefly the workings of the annual planning and budgeting system, and the detailed provisions of the Ministerial Regulation No. 9/1982, in late 1984. They returned from the two Provinces sampled (South Sulawesi and Central Java) with depressing findings, and ones that were difficult to interpret for training purposes. They indicated that annual plans were rarely drawn up. If they were, they were mere listings of already-budgeted projects, prepared after the start of the financial year to which the "Plan" referred. The PerMen 9/1982 laid down that an annual assessment of conditions, including a review of progress and problems in implementation of ongoing programmes, should be followed by the preparation of an operational plan listing objectives, sectoral priorities and concluding with a statement of programmes to be implemented in the given year. However, if the Regulation was to be taken literally, this would mean that the Annual Plan document could not be published until early in the given financial year, because it was only then that final confirmation of budget availability was obtained, by Tingkat II level local governments. Thus the "Plan" could not serve as a guide and/or filter to bottom-up planning; instead it could only be a document of record.

The Advisory Team proposed, in consultation with Bangda personnel, that a full 15 months before a given financial year starts, a more limited "Repetada" document is drawn up, based on an assessment of Kabupaten conditions, to serve as a guide to bottom up planning at village and Kecamatan level. Key sectors in each Kecamatan are identified by the use of 66 factor analysis in a modified form, and possible development action needs are isolated. Information on the array of ongoing projects and programmes in the Kabupaten is also included and used as a guide to their deliberations. This approach has in general been endorsed by BAPPENAS and Bangda.

Further guidance - this time for technocrats at kabupaten level - in the field of annual budgeting was clearly required according to the findings of the above survey. Practices differed from province to province and from Kabupaten to Kabupaten. Sometimes important regulations had never been heard of, let alone seen and studied. Therefore, another important course component was prepared on the basis of painstaking study of pertinent regulations and (good) examples of real practice, to lead kabupaten planners and financial staff through the mire of instructions and handbooks relating to budget preparation. Step-by-step detailed guide notes against a time frame and with responsibilities clearly assigned, were prepared as part of the syllabus.

A workshop between Badan Diklat, Bangda, Bappenas, Provincial representatives and NGO staff studied and generally endorsed the draft materials in October, 1985. No courses have yet been run, however. It is hoped that the (revised) materials can be the focus of study during the

forthcoming course for Instructors in Massachusetts (January-March 1986). In this way the "UMass III" group would become trainer-trainers in Repetada materials when they return, and could help to establish capacity to run this course in a similar fashion to the development path of the PMS course series.

D. Project Planning and Management (PMS)

As mentioned above, the PMS "core" package of materials and ideas was introduced by a short term consultant on the basis of work done by him and others in the U.S. Department of Agriculture. Thus the LGT-II Project has no claim to originality in respect of the core PMS materials. However, what can be labelled a major success for the Project was the adaptation of standard PMS material which was added to and directly related to the prevailing government regulations, definitions and norms in Indonesian government development project planning and management.

Some of the major distinctive features of practices in Indonesia, as compared to the countries where the PMS tools were developed, include

- > the notion of a "project" in Indonesia is broader than usual definitions. It can and does include many "routine" activities and payments;
- > inter-agency communication is particularly difficult in Indonesia for various reasons. Some PMS tools had great pertinence to this characteristic;
- > the standard PMS treatment of budgeting (particularly "Performance" budgeting) had to be heavily adapted to be useful in the Indonesian budget system;
- > the PMS treatment of project monitoring and evaluation was cursory. Much had to be done to relate principles to Indonesian conditions and elaborate the core material into a detailed operational set of guidelines.
- > the PMS materials contained little on the role of the Project Manager as a leader (a great weakness in Indonesian conditions), so an extra unit was created. Furthermore, PMS assumptions about the power and authority of Project Managers were somewhat different from practice in Indonesia, where the Project Manager is (as a matter of deliberate policy) of only middle rank and often has very limited freedom of action.

The course provides a vehicle to bring to the attention of its participants the fact that certain PMS tools (eg. Objectives diagram, Logical Framework, Barchart) are legally mandated in Ministerial Regulation No. 9 of 1982 as supplements to the submission of proposed projects (DUPS). This provided a powerful reinforcement to the impact of

the PMS training in the classroom, and, according to some preliminary investigations, to its impact on work practices when participants return to their jobs.*

E. Project Monitoring Procedures

This crucial aspect of project management has for some time been the focus of attention by ministers and senior officials in the Government of Indonesia in view of the huge volumes of "SIAP" (unspent balances of approved/committed development project funds) accruing in certain Ministries. One of the causal factors, it has been suggested, is weak monitoring and supervision of projects which results in their confronting obstacles which produce delays in implementation and thus "SIAP" at the end of the financial year.

Based on the research conducted in late 1984, the Advisory team has developed training material and exercises on the theme of project (and programme) monitoring for the RDPM/PTPD Course, the Repetada course and the PMS course.

The essential characteristics of the procedures suggested are

- > they are suggestions to be experimented with by participants, in order that they can assess their effectiveness themselves;
- > they are consistent with the main provisions of the Regulation No. 9/1982 (which is sometimes vague and occasionally contradictory in its pronouncements on this theme);
- > they stress that in order to monitor any project, the original input and output targets, indicators, and assumptions and implementation schedule must be clearly specified in a logical framework;
- > that not all projects should receive equal attention (because most Tingkat II administrations do not have the capacity to monitor all projects). Criteria are suggested to be used in the selection of projects for monitoring;
- > even for those projects so selected, attention should be focussed on correcting deviations or removing bottlenecks only where there is a critical divergence from original plans. A method is suggested for keeping track of progress on the basis of routine quarterly reports from Pinpros, for working out percentage divergence between planned and actual performance, and for identifying which projects are in a "critical" state.

* A few months after their course, some participants from a certain Province were visited by a PADCO Adviser. They showed him how they had promulgated a circular to the effect that Logframes were required as DUP supplements, and had offered (and already run) short courses in preparation of logframes etc. using the materials they had obtained in the PMS course.

- > the "Rapat Koordinasi" (Project Coordination Meeting) is identified as an excellent forum for airing, and beginning the process of resolving, such obstacles. However, what is suggested in the materials is a much more limited gathering than the meetings that have assembled in several Provinces. There are cases where several hundred Project Managers (the heads of all Projects in the Province) gather monthly to review progress. While such diligence is to be admired, it is unlikely that it is a productive use of time for most of the participants.
- > A series of procedural steps, and standard sample forms are suggested to facilitate control, continuity and minute - taking at such meetings;
- > for those Projects with a problem, a special report is suggested (to be compiled by the BAPPEDA in consultation with interested parties) to be sent to the Project Manager, copied to the Bupati as the official responsible for overall monitoring in his Kabupaten. This focusses on the nature of the problem, who is responsible for doing what to remove it, and the consequences of inaction.

A crucial point in the materials is the differentiation made between upward, regular, mandated reports, (which are not useful for resolution of practical problems, but only for purposes of record), and "special" reports (as above) oriented horizontally (i.e. within the Kabupaten) to attempt to produce action to resolve problems. This is a fundamental difference to established practice. No mention of such "special" reports is made in the Regulations. Yet one of the biggest problems experienced in Indonesia's development project implementation and administration is the extent to which reporting is done as a matter of routine, is oriented upwards, perhaps used for record purposes, but hardly ever to elicit action from higher authority. Indeed, reports are not necessarily routed to those officials who can take effective action.

No feedback has yet been received on the effectiveness of the system for project monitoring as suggested. However, through the present report the Advisory Team wishes to draw the attention of Badan Diklat and responsible Government authorities that the "bones" of a short course in Project Monitoring exist within the materials already prepared. The need for such training is painfully obvious, on the basis of observation of Ministers of Government and senior Government officials.

Finally, the Team wishes to explain why relatively little material has been prepared on Project Evaluation*. From our assessment of conditions prevailing in most Tingkat II BAPPEDAs, they are not in a position financially, logistically and organizationally to evaluate projects.

* Meaning the ex-post analysis of a Project's impact in relation to its Purpose and higher goals. "Project Appraisal" has been used in this Report to refer to exante analysis of the financial and economic viability of a proposed project.

Furthermore, the size of most projects directly under the control of Tingkat II authorities does not merit expensive evaluation exercises. It is better, we think, to establish effective project monitoring systems first at TK. II, then to turn to project evaluation. However, the Team suggests that project Evaluation can and should be taught to Tingkat I Dinas and BAPPEDA personnel, as well as to planners in Central Government.

CHAPTER III

INNOVATIONS IN TRAINING CONCEPTS

A. Training Units

All LGT-II training materials are arranged in the form of Training Units. Each Unit covers one discrete topic in a course syllabus. There are 33 Units in the 4 modules of the RDPM/PTPD Course; 26 Units in the PMS Course, and 20 units in the Repetada/APBD Course. The Training Unit is closely related to the notion of "Training by Objectives", or "Systematic" Training. This is at the heart of the approach to training used in the LGT-II Project. A basic distinction has been drawn between "training" and "education" for the purpose of this Project. While education is associated with the provision of background information and knowledge, training is concerned with provision of specific skills - i.e. the ability to do certain things - for the purposes of a particular job. The philosophy behind the Project has never departed from an emphasis on training (not education), and is reflected clearly in the National Strategy, the Project Document, the Evaluation Team's Report, and the approach the PADCO Advisory Team has always adopted.

All Training Units have objectives, both general and specific, that are directly related to training needs for the target group, as derived from investigations of jobs beforehand. These training objectives will be expressed in terms of what trainees should be able to do after the training unit is over.

Most Training Units are structured, in terms of their practical application in the classroom, as follows.

1. They start with a presentation and/or demonstration of the information and/or skill to be mastered by trainees at the end of the Unit (with an explanation of how it relates to trainees' jobs, earlier units, succeeding units etc.). Few notes need to be taken by participants during this period (to do so would interrupt concentration) because comprehensive handouts covering main information or procedural points are always provided.
2. The next activity is where participants put into practice what was covered during the presentation/demonstration. This is a crucial step in their mastery of a skill. Indeed, it is true to say if trainees have not demonstrated they can perform a task during training, it is unlikely they are skilled to perform the task after training. This practical exercise serves several purposes. First, it is a powerful aid to learning. If participants have to do something, they tend to understand and remember the task or procedure better than if they only memorized the main steps. Secondly, it serves as a means of assessment for the trainer, to find out how much of the material from the presentation has been mastered by trainees.

3. Depending on the nature of the Training Unit in question, during or after the presentation or demonstration, a discussion and question/answer session is held, in order that participants can obtain clarification of a point or can deepen their understanding.
4. An assessment of trainee performance in practical sessions is conducted, to see whether trainees have met or exceeded the criteria of success in the activity. If they have not, instructors are obliged to work with them further to strengthen their grasp on the subject.

The original plan was to have a ring binder for each Unit containing specific training objectives (expressed in terms of what trainees would be able to do at the end of the Unit); evaluation measures; a lesson plan; practical exercise materials; visual aids; a handout; test sheets and a "logbook". A set of Units in ringbinders constitutes a library, for installation in each Regional Training Centre. Sets of binders were provided, and are still available in all centres. However, their contents were not kept up to date, and the layout of forms proved too rigid and unwieldy for describing in sufficient detail what was supposed to happen. As the number, size, complexity and comprehensiveness of material items increased, it became clear that an alternative system to ringbinders would be needed. This is described in the following sections.

B. Training Materials

There are 5 main categories of training materials developed for the RDPM/PTPD, PMS and Repetada courses. Training Units may contain all or some of the following:

- (1) Handout (Makalan): A concise text, listing the main points to be learned, steps in a procedure, and /or giving background information.
- (2) Visual Aids (Alat penyajian): These may be OHP transparencies for use during the presentation; 35 mm slides for projection; a diagram to illustrate a point, a poster, a map, a photograph or a wallchart or other visual aid.
- (3) Practical Material (Sarana Praktek): For example blank forms or diagrams (to be filled in by participants during practical sessions), problem-solving exercise question/answer sheets, case study text and related questions; data sheets, simulation materials, flash cards.
- (4) Instructors Guide (Petunjuk Pelatih): A crucial document which describes in great detail the general and specific objectives of the unit, gives a suggested lesson plan, lists all materials needed, gives a suggested timeplan, a checklist of equipment or room layout requirements, gives suggested questions to raise and model answers, gives hints on how to handle difficult situations, and in some cases how to prepare to deliver the Unit. (This is not shown to participants, of course).

- (5) Other Material (lain-lain): This category includes translations of sections of books which are particularly relevant as background reading (Bahan Bacaan); (real) examples of forms used in Provinces, proforma letters, articles, newspaper cuttings, and anything else which does not fit into any previous category.

The characteristics of the above materials are as follows:

- > Written materials have been edited and printed via a micro-computer used as a word-processor. An original (clean, clear, correct) copy of each piece of material has been supplied to all RTCs (Yogyakarta, Medan, Ujung Pandang, Bukittinggi) as well as Badan Diklat, Jakarta. This will facilitate photocopying and promote legibility.
- > All written materials have the same page format (size, layout). The first page of any piece has a logo and letter-set heading pasted on to it. This makes the materials attractive, distinctive and easy to identify.
- > All pages of all written materials are coded with the course code, Module and Unit number, material type (see above) and page number. This is essential in practice, since pages often go astray, or are misplaced during photocopying. Chaos results if codes or page numbers are missing.
- > All written (and diagrammatic) materials are in Bahasa Indonesia that is the product of at least two rounds of editing, to ensure intelligibility and consistency of terms and style. (That said, major difficulties have been experienced in achieving a consensus as to vocabulary and style).
- > All diagrams, charts or maps are carefully drawn on "kalkir" (translucent) material and are available in this form ready for reproduction in each RTC.
- > In the more recent materials, cartoon characters are featured in the core text to make the material more readable, humorous and attractive.
- > All OHP transparencies are photocopied from the black-line originals; the photocopies are then sent out to RTCs; all RTCs have (or will have) "thermofax" machines to produce OHP transparencies from these copies.
- > In the PMS Course, photo reductions of OHP transparencies (three to a page) are used as handouts to permit individual note-taking alongside the pictures.
- > Photographs or 35mm slides are in original form in all RTCs.
- > All materials are recorded in inventories. For RDPM/PTPD and PMS materials, these have been produced as Unit-by-Unit guides to what should be reproduced, and when, in the Course Manuals (Petunjuk Pelaksanaan) for these courses.

- > The materials are not bound as a "book". They are instead reproduced and distributed to participants before, during, or after sessions. Ringbinders or some other form of secure, neat materials storage device, should be purchased for all participants - funds are available in budgets to permit this.

The above characteristics can be compared to the situation in the early days of the Project. Written materials were often poor - inconsistent translations of text books, typed on stencils, not proof-read, and mass-reproduced in book form as "diktat" (reading material). If similar material were needed in another location, it was retyped on stencil (thus giving rise to new typing errors), and reproduced again. There was no storage or coding system for stencils.

C. Training Materials Banks and Materials Management.

To replace the "ringbinder" system of Training Units, mentioned in (A) above, a "Materials Bank" system has been developed in every RTC, whereby all original materials are kept in a filing cabinet and separate set of drawers or special cupboard.

Written materials are stored in folders which are colour coded, depending on the type of material. All folders are labelled, in unit order, in a separate drawer for the materials of each course. Oversized pieces (maps, charts etc) are not stored in the filing cabinets, but in a separate area. However, a sheet is inserted in the appropriately-coloured folder in the filing cabinet describing where the item can be found and what it is.

A humorous label is attached to every original piece denoting it as "Asli" (original). A register-form is supplied, to be filled in by the person removing each piece for photocopying. Clearly, the system is vulnerable to misuse in future. As long as Badan Diklat has no computer, originals cannot be replaced. If they are misappropriate, lost or accidentally distributed to participants, gaps will appear which will severely affect the effectiveness of future training. Recommendations have been made to Badan Diklat as to the importance of assigning clear and singular responsibility to one person in each place to maintain the Bank securely. Teams are not appropriate, because individual accountability is lost. RTC advisers and the Media Specialist have made particular efforts to explain Banks' functions and the importance of responsible use. Procedures are not in themselves complex; however a spirit of care and discipline in handling apparently mundane pieces of paper is not easy to build up. Special trainer - training materials have been developed on Materials Banks, coding systems, procedures and how to make OHP transparencies using the Thermofax copiers.

The Advisory Team have recommended mass-reproduction of complete sets of materials for specific purposes. Provincial BAPPEDAS and Training Centres, Non-Government Organisation, Bangda, Bangdes, Bappenas are all examples of agencies which, if they received materials,

- > would be likely to be interested in the types of training in LGT-II;

- > could in an emergency use them for reproduction purposes;
- > could use certain materials as manuals or guidebooks.

All instructors should also receive complete sets of materials, as a token of gratitude for their work, and as a measure to reduce the likelihood of originals being "borrowed" and not replaced in Material Banks.

Any future evaluation of the LGT-II Project should study how well the Banks have survived, and how they have been used in practice.

The foregoing comments should not be taken to imply that the content of materials is sacrosanct, and should not be changed. On the contrary, we strongly encourage revision of and addition to these materials by instructors, based on course monitoring experience.

CHAPTER IV

IMPACT ON REGIONAL TRAINING CENTRES

Before the advent of the LGT-II Project, Badan Diklat and its "Selaputdas" in the regions relied almost exclusively on external resources to conduct training. Organisations were co-opted, or more probably, individual officials from other Departments, or divisions of The Ministry of Home Affairs would deliver training sessions. The training function comprised the administration of courses delivered by someone else. The standard training method was "talk and chalk". Syllabi were unlikely to change much over time. Training was a routine, a ritual. Trainees came for regular routine courses, collected certificates, and left.

With the initiation of the LGT-II package of courses, the function of the Selaputdas (now Regional Training Centres) was dramatically changed. Some of the biggest changes are as follows:

1. The RTCs cater for a "constituency" of Provinces and Kabupatens. Directors of RTCs visit them to brief senior officials on forthcoming RDPM/PTPD courses, and ask Bupatis to send good staff. Contacts are made; relationships forged; Kabupaten officials are invited to RTCs for the first time (for Panel Discussions and Orientation Courses).
2. Respective Provincial Governors are made aware of a national programme - executed largely through the RTCs - which could have a major impact on their BAPPEDAs performance and their rural planning systems.
3. For the first time, RTCs had on their staff trained full-time instructors backed up by training materials and experience, who could provide training and advisory services to Kabupatens in their region. (There have been several examples of instructors being invited to return to Kabupatens to undertake "consultancy" services in respect of plan preparation).
4. Related development projects have come to call on RTCs for training assistance. Both the PDP project in Central Java (USAID) and the Sulawesi Development Project (CIDA) in South And South East Sulawesi have paid to obtain RTC services. In the first instance, PDP hired Yogya RTC instructors to provide "asistensi" for Kabupaten Bappeda staff in how to draw up RJMs (the PDP multi-year plan document). In the second case CIDA paid for several instructors to give a PMS course to project managers in Bone, and paid for the attendance of several BAPPEDA staff on a PTPD Course in the Ujung Pandang RTC.
5. RTCs have established links to Universities and other institutions of higher learning in their region, through the LGT-II Project;
6. There has been at least one major survey of specific training needs undertaken (for Eastern Indonesia) where a particular RTC (Ujung Pandang) was instrumental in the survey design, worked with a local University

(UnHas) and will be active in future implementation of special training programmes for that unique area. This represents an excellent example of the intended role of a Regional Training Centre.

RTCs are now providing a training service which is in demand. It is in demand because it has been shown to work; it produces a positive change in job performance after trainees return to their jobs. A useful output (the SDF) is produced as part of the training. The only thing which will stultify this institutional development in future is lack of money to fund RTC training services.

PART THREEOBSERVATIONS RELEVANT FOR FUTURE TRAINING PROJECT EFFORTS.

In contrast to the major successes and innovations of LGT-II Project described in Part Two, are the experiences which, although frustrating and problematic at the time, are important to note as part of the process of "learning" which is the hallmark of the LGT-II approach. The Advisory Team hopes that by making these observations, lessons can be drawn which will be helpful in the design of similar training projects in future. It is widely expected that human resource development projects will increase in number and size over the next few years in Indonesia and elsewhere. Some of the shortcomings of this Project may show others where they can avoid similar mistakes in the future. We have grouped the observations into three categories:

- I. Perceptions of what the project was to achieve
- II. Planning regulations and institutions
- III. The administrative context for training functions in the GOI system.

CHAPTER I

PERCEPTIONS OF WHAT SHOULD AND CAN BE ACHIEVED
IN A GIVEN TIMEFRAME

A. Quantitative results compared to targets

It is clear that the actual quantitative trainee output of the LGT-II project has fallen short of quantitative targets.

In the Advisory Team's view this is a classic case of targets being grossly over-ambitious and misleading. The Evaluation Team has already commented on the history of the quantitative projections (how the task of estimating them was foisted on the KPPMT team at a late stage) and their ultimate irrelevance as an indicator of success.

Two important points emerge here:

1. Ambitious targets are often the result of false assumptions. The Project Document assumed that the "body of knowledge concerning planning and project management technology which reflects the uniqueness of the Indonesian milieu" exists and "has been transferred to the Indonesian system of higher education"*. The fact that there were "ongoing and evolving planning programmes at Indonesian institutions of higher learning" did not in practice mean that what was available was useful and applicable for young, inexperienced, ill-qualified BAPPEDA staff. In practice a university taught TOT I and TOT II groups a generalised approach to various planning concepts. The courses did not guide the future trainers (nor could they guide BAPPEDA trainees) in how to draw up a meaningful plan at Kabupaten level, which economized on the use of scarce data, which involved communication with Dinas agencies and which put forward valid strategic conclusions. Conventional regional planning academic material is conceptual, not procedural in orientation. It would indeed have been surprising if the materials available had reflected "the uniqueness of the Indonesian milieu" when at the time the Project Document was printed, no BAPPEDA Tingkat II formally existed. After 1980, - BAPPEDA TK. II were soon to generate an identifiable, unique and problematic "milieu" of their own. It was that reality which had to be the focus for LGT-II research effort, not material which pre-dated BAPPEDA TK.II in University text books.
2. Quantitative targets are seductive and at the same time immensely dangerous. They imply that someone, somewhere, thought they were feasible. Therefore, if they are not attained, the person charged with achieving them is somehow at fault. The Indonesian government's budgetary system is littered with projects with over-ambitious project start-up targets, and implementation schedules. Generous

* Quotations are from Project Document, page 25.

budgets are provided to finance activities which in practice suffer massive slippage. The SIAP (unspent balances) thus produced, roll on for three years, as a growing reminder to many observers that the Project Manager in question is not achieving his targets. That the LGT-II Project Manager attempted to implement as much as possible of the planned programme he inherited in 1979, 1980 and 1981, is not surprising. He was acting rationally. Project Managers are usually blamed if large SIAP occurs in their Project. Unfortunately, it is rare for project planners (who made totally unrealistic projections) to be similarly brought to account.

The style of implementation over the first few years of the Project came near to undermining the spirit of the Project's objectives (which were oriented towards practical training for BAPPEDAS and institutional change therein). The large number of courses run in the early days suggested that it was really quite straightforward to run a training programme and thereby produce many trainees. Evaluation was (and is) notoriously difficult, particularly if training programmes have few, or vaguely defined, objectives. No evaluation of impact on alumni performance was ever undertaken or planned, so there was nothing to fear from a policy of superficial "spray-on" training. The greater the number of courses, the more favourable the statistics.

This rational perception had a major impact on another type of perception problem.....

B. Perceptions about Quality of Training

It is difficult to describe adequately the deep and fundamental problems of communication that have been faced by the Advisory Team over the last years in discussions with many sides - including Badan Diklat and USAID - about what constituted "effective" training, and what were the essential characteristics of a training experience which was "effective", i.e. that which produced measurable change for the better in trainees' job performance.

The task was made more difficult by the action-packed first few years of the Project. What went on then seemed to be qualitatively satisfactory (at least, there was no evidence at that point to suggest that it was not effective). When the Advisory Team began to suggest that this series of courses (run in 1981 and 1982) might not represent an effective style or pattern of training, this was seen by Badan Diklat as a negative, critical interference from people who had only recently emerged on the scene.

Although many of the suggestions made by the PADCO Team in the interests of improving the quality of the training services provided under LGT-II have been accepted by Badan Diklat, and although the Team has been given total freedom to produce the training materials for LGT-II courses, there remains a suspicion that, ultimately, the Team, Badan Diklat and USAID were not communicating. Some of the indications of this lack of common perception on the nature of "effective" training were:

- > Tendencies in Badan Diklat to want to spread (PMS) implementation too thin, and too fast in order to "show the flag" and spend already-budgeted funds (before quality materials and fully-oriented instructors were available);
- > objections to Trainer-Training and Full-time Trainers in general, because it was deemed that after going through a certain technical training experience, all course alumni were automatically qualified to teach others thereafter;
- > a reluctance to let trainers work in teams during the implementation of a course;
- > suggestions that trained, full-time trainers work in other functional positions (not trainer teams) and do part-time training only as required;
- > objections to the fieldwork portion of the RDPM/PTPD course because it was expensive in terms of instructor time. Its products (KPSs, institutional development of BAPPEDA Tingkat II) were seen by some to be not pertinent to Badan Diklat's function (i.e. running courses);
- > a lingering tendency to believe that Universities can produce effective training with minimal supervision or monitoring;
- > the tendency for there to be policy statements on the need for training needs analysis, job analysis, careful course design, monitoring-evaluation, revision of materials based on feedback,.... but little executive action to carry out those policies;
- > statements to the effect that training materials should be valid (i.e. not need revision) for 15 years;

The Advisory Team believes that their work would have had more lasting impact if senior Badan Diklat and RTC staff had been sent early in the Project's life for UMass-type training, in the elements and nature of a systematic training function. They would have been able to see some systems in action (to prove that even the most advanced organisations follow a pragmatic, iterative, hesitant path of learning-by-error, learning-by-experience in course and materials design, and rely on full-time training staff to implement courses). If Badan Diklat staff had at an early stage experienced well-prepared, participative, skills-oriented training (and seen all the "backroom work" necessary to support it) their appreciation of the Project's approach to training would have been deepened.

We should also point out that if USAID's management of the Project had been more influenced by staff with some experience in the organisation, execution and evaluation of practical training programmes, many of the disputes which arose between the Advisory Team and USAID need not have occurred.

C. Perceptions of Project Objectives and the Reality of (Training) Institution-Building

The varying interpretations of the objectives of the Project over time, have been to some extent covered in Section 3 of the Executive Summary above. The Team wishes to draw attention to the institutional development objective in particular as related to Badan Diklat.

We have already referred to the difficulties inherent in any institutional development exercise. Faced with the task of institutional development in Badan Diklat (Jakarta) to form a centre capable of planning and managing the total LGT-II training effort, the development of training curricula, course design and training materials, the PADCO Advisory Team has taken all possible steps to achieve this objective in the time permitted. However, we believe that it has not been fully achieved for the following reasons:

1. The substance of the technical training to be provided in the LGT-II Project was alien to the staff in Badan Diklat when the Project started; very few staff at that time had any academic or work background in regional development planning and management.
2. The nature of the training approach (job-oriented; performance-objective based, participative, practical, materials-intensive, requiring full-time trainers) was alien to the Agency. Until that time it had been an administrator of training courses.
3. The former Head of the Agency was preoccupied with other work priorities.
4. The "Counterparts" provided in early days were inexperienced in both the technical RDPM field and the "systematic training" field; they were often called away on routine tasks, and given no material incentive to cooperate with the Advisory Team. Later, formal counterparting of more staff (but no more experienced than the former counterparts) was attempted, then abandoned. Thereafter according to the policy of the Head of Badan Diklat, Advisers were to work on materials development and trainer training; Badan Diklat staff were to undertake other tasks as assigned within Pusdiklat I or to work as trainers, using the materials developed by the Advisers.
5. Badan Diklat was not willing to commit large amounts of scarce staff time to cooperation with the Advisory Team over a prolonged period. Many other priorities were pressing on the Agency, particularly since the new Head wanted to expand its activities and influence. From some officials' perspectives, the LGT-II Project and the Advisory Team were in competition with new planned (curriculum development) initiatives, and not complementary to and supportive of them.

However, if the Agency had committed large numbers of (inexperienced) staff to a counterpart role with the Advisers, it is probable that much less new material would have been developed than has been the case. It is also likely that the institutionalisation of abilities in materials production would have been partially effected by now.

The lessons of the institution-building experience can be summed up as follows:

- > institutional development in the training field takes a long time, considerable effort and will from all sides for it to succeed;
- > it can only take place effectively in an Agency that has some technical background and future obligations in the subject or function in question;
- > there is a direct trade-off between consultant material productivity and institutionalisation of skills in materials production in the Training Agency.

D. Structure and Ordering of Project Inputs.

This factor was an important influence on project performance. Seven major categories of inputs are identified below, and the nature of their impact is described. At the end of each sub-section, a suggestion is made regarding the design of future training projects, based on the LGT-II experience.

1. Grant and Loan Fund Availability

A major problem which dogged the project from the start was that large volumes of money to run courses were available to start training implementation even before the Project was officially "off the mark". The pace of course implementation was high at the beginning, and it preceded instead of succeeding activities such as detailed research into job-definitions, regulations, and feasible planning procedures; proper trainer-training and materials development.

The lesson from this experience is that training projects should "start small" in terms of funding of direct training activity, but "big" on research, curriculum preparation and trainer training.

(2) Advisory Team Presence, Size and Composition

For reasons connected with USAID contractual procedures, the Advisory Team was mobilized only in early 1982, over one year later than scheduled. Course implementation momentum had by that time already been built up. The Advisory Team faced an uphill struggle in bringing the implementation onto a more systematic footing. The Team had no influence on any of the 1980/1, 1981/2, and 1982/3 Project budgets, all of which contained large amounts of funds for training course implementation. These plans were unrelated to capacity for delivery of carefully designed and prepared experimental programmes. The Team's institutional position was undermined because they were seen to be a near irrelevance by the managerial staff of the Agency and the Project Task Force during the first year of their work.

In future training projects, where a consultant team is to play a role, the Project should not start before the Team has been mobilized.

3. Annual Budgets (DIPs)

GOI development budgets (DIPs) are difficult to revise once made; there are many restrictions on the discretionary movement of funds from one sub-head to another even within approved aggregate activity ceilings. This means that it was important for draft budgets to be discussed (in this case between Badan Diklat, USAID and the Advisory Team) before they went forward for final ratification. This discussion would have ensured consistency with implementation capacity, a balance between training and training-support activities, and that detailed calculations of travel, instruction time, fieldwork time, accommodation, and printing/photocopying expenses were consistent with requirements. In the Advisory Team's view this three-way cooperation was never adequately effected, despite explicit statements that the Advisory Team was ready to assist in this regard. Another tenet in budget-making is the need for implementers (in this case the RTCs), to prepare draft DUPs (or at least provide cost information) for Badan Diklat, Jakarta, to ensure that local conditions, distances, travel methods, timing and accommodation cost variations from Jakarta or Java averages were reflected in budgets. This, too, never happened. All budgets were prepared centrally. The result was that gross underestimation of items and misinterpretation of "TORs" (activity descriptions prepared by consultants without adequate Badan Diklat involvement) severely hampered implementation in 1983/4, 1984/5 and 1985/6. The lack of supervision of the then Project Manager resulted in massive backlog of SIAP funds for unimplementable training activities in 1983/4 and woefully little provision of sorely-needed funds for training-support activities (research surveys, materials development, reproduction of materials, purchases of equipment and library supplies) which were recommended by the Evaluation Team that year.

The lesson to be drawn is that the more rigid and inflexible the budget regulations, the more essential it is that full technical consultation and communication takes place before draft budgets are finalised and sent for approval.

4. Counterparts

There were never any standard, regular honoraria paid to official counterparts of the Advisory Team, throughout the life of the Project. This resulted in irregular, tenuous relationships between the counterparts (even when so designated officially) and the Team. There was no financial guarantee or incentive for sustained cooperation which, of necessity, results in missed opportunities for other income-generating work by such staff. The lack of guaranteed honoraria also had the inevitable effect of concentrating staff attention on direct training or fieldwork opportunities (where

honoraria are payable), and away from the immensely important but financially unrewarding activities such as data analysis, reporting, materials preparation, lesson planning and course monitoring.

It is suggested that in any future training project initiatives, designated counterpart staff should receive a substantial monthly honorarium, and have their duties and obligations clearly defined in return. It would be very helpful if the Consultant team could be invited to make suggestions about the final selection of counterparts after a trial period.

5. The PADCO Contract Budget

The PADCO Contract Budget has been subject to several major amendments. The main one - signed in early 1984 - radically altered the level of advisory effort and team composition, to reflect the findings of the Evaluation Report of 1983. Another amendment was sorely needed (and requested by PADCO) when it became apparent in April 1985 that contract funding of adviser travel, administrative support and materials reproduction was inadequate. (It had been expected that Badan Diklat would pay for these items - this did not happen). For reasons that remain unclear, PADCO estimates were never openly discussed with Padco by USAID; an amendment was drawn up which did not reflect requirements, and the process had to be repeated. This process took five months, by which time, no further funds were available to amend the contract and as a result the Team had to terminate its services in November, not December 1985. The consequences were as follows. A course monitoring and evaluation manual was not produced; the Team had inadequate contact with TOT IV; trainer training in the new RDPM/P/TPD fieldwork system was given insufficient attention; a Training Records system was not developed, and a key output (the Implementation Manual for the RDPM/P/TPD course) was produced late.

The lesson from this experience is that if an overrun on a consultant contract budget is anticipated, prompt action by the donor is essential. It should discuss revisions needed with the consultant, and then prepare a revision for client agency approval.

6. USAID Project Officer Support

The Evaluation Team has already pointed out that close, consistent Project Office support to Badan Diklat and the Advisory Team was not provided until mid-1982.

The lesson to draw is that without careful guidance to the client agency and consultant team, particularly at the beginning of a large and difficult project, confusion results, which can gravely affect Project performance for years afterwards. Donor policy on contracting procedures with outside agencies, reimbursement procedures, annual budget review procedures, and regular monitoring of project progress, are all vital issues where the Project Officer should play a major role.

7. Overseas Training Component

We have already pointed out that if the Overseas Training component of the Project had been activated sooner, the technical working relationship between the Advisory Team and Badan Diklat would have been closer. As it was, UMass training did not take place until the last year of the project. No procedure for ex-post assessment of training effectiveness, was ever established.

In future training projects, (overseas) exposure of senior decision makers and counterpart staff to "centres of excellence" in the field in which the Project will operate, should be scheduled early in the life of the Project. Such overseas experience should be the subject of intensive discussion (promoted by the donor) after participants' return to work, with a view to defining and monitoring their action-plans which can assist in the application of lessons learned during the training to the substantive activities of the Project.

CHAPTER II

PLANNING REGULATIONS AND INSTITUTIONS

A. Issues connected with the drafting, promulgation, interpretation and revision of Planning Regulations.

At several points in this Report, the Ministerial Regulation No. 9 of 1982 (which relates to the preparation and content of Five-year and One-year Development Plans) has been mentioned as a document upon which the Advisory Team has attempted to base all pertinent training materials. This has been essential, because training is an exercise in futility, and severely undermines the credibility of those providing it, if instructions to trainees are at variance with established regulations.

However, in studying the above document (which, together with Appendices amounts to a 280 - page tome), and its applications in the Provinces, the Team has reached several conclusions, which it is hoped may be useful to those responsible for preparing similar regulations in future.

- > It appears that, by the end of 1984, copies had reached all Tingkat I BAPPEDAs, and some Tingkat II Pendas (but not necessarily the BAPPEDAs). The conclusion is that distribution was slow, and the number of copies printed inadequate for its target audience.
- > If it had reached a given office, not many staff had read it. If they had read it, few had understood its provisions. Even if it was understood, it appeared that few of its provisions were adhered to at TK II level.
- > It was not easy to read; its layout (headings/subheadings) was sometimes difficult to follow.
- > It was unclear whether it referred to planning at TK.I level, TK. II level or both.
- > It appeared to be more appropriate for Tingkat I planning, because many macro-economic projection and planning techniques (ICOR, Input-Output, regression analysis, linear programming) were suggested which were and still are totally inappropriate for application at Tingkat II level. Even at Tingkat I level, they require a level of expertise, data precision and availability, and technology (i.e. computerisation) only occasionally found at present.
- > The general ordering of planning steps in the PerMen were logical, but the emphasis appeared to be on what the various plan documents should contain, not how BAPPEDAs were to draw them up.

- > One unfortunate possible consequence of the PerMen was that many Tingkat II level Repelitada IV (1984-1989) were drawn up not by BAPPEDAs but by University departments contracted to do so. Whether this was because the BAPPEDAs were over-awed by the PerMen (assuming they had studied it) or simply did not have the capacity to do what they understood to be required, is unclear. However, a golden opportunity for BAPPEDA institutional development was lost in the cases where the contracting-out process occurred.
- > The general impression we had was that the PerMen had been drawn up by centre-oriented academics and technocratic planners, with too little input from the Provincial (and Tingkat II) practitioners who would eventually have to put it into practice.

In Section 5 of the Executive Summary, we make some suggestions about the drafting and ratification of planning regulations. In the design of future training projects, the importance of existing pertinent regulations must be borne in mind. Particularly in Indonesia, they are a major influence on how trainees and their superiors will react to the training provided. If what is introduced in courses is not explicitly related to regulations, the training will have less impact than if it is shown to be either implicit in the regulations, or a guide on how to implement them.

Another lesson for the future is that the Terms of Reference of consultant teams used on training projects should encompass the review, elaboration and clarification of existing pertinent regulations. Job analysts and their counterparts, in the process of drawing up detailed training materials explaining how to execute regulations, will inevitably have to perform such tasks in connection with regulations. These tasks should be reflected in their TOR.

Finally, it should be suggested at an early stage in the Project, that the products of the materials development efforts should be appended to existing regulations as "Guidelines for Implementation" or some similar title. If this were the case, their legitimacy, and therefore trainability, would be markedly enhanced.

B. BAPPEDA Tingkat II - their Status, and Institutional Context.

Much could be written about the problems faced by many BAPPEDA Tingkat II - especially off Java - some five years after the Presidential Decree 27/1980 established them as an entity. We do not propose to deliver a diatribe in this subsection - merely to remind all involved in BAPPEDAs' future development and growth, or those who seek their help and services, that they are still generally weak and in urgent need of support.

A few generalisations can be made:

- > Few BAPPEDA Tingkat II have a full complement of staff, either quantitatively or qualitatively.

- > They are typically poorly equipped and housed; they are seen (by Dinas colleagues) as having low status, modest capabilities and little knowledge about day-to-day issues in the Kabupaten. Their staff appear to lack the technical knowledge of Dinas operations which is needed to make meaningful bilateral or coordination contributions to Kabupaten development.
- > They are short of funds to finance research and monitoring activities;
- > They are painfully dependent on the relationship between the Head of the BAPPEDA and the Bupati, and on the Bupati's attitude towards the role and importance of the BAPPEDA;

Some have argued that the conception of LGT-II was fundamentally wrong, or at least premature, because it is a waste of time to train staff in lame institutions. It is argued that it is better to wait for the BAPPEDAs to "settle down" and for Government policy on their role to emerge more clearly, in the context of decentralisation of development decision-making.

Our own view is that LGT-II is and was a timely effort to boost BAPPEDA capabilities and their role, but that the standard approach to training (giving a random selection of staff courses of a few weeks in various planning concepts, and sending them back to work) would have been meaningless in the supremely difficult current context of BAPPEDA Tingkat II development. Hence the importance attached in this Report to the continuation of the RDPM/PTPD course in its present form. Only this type of training has direct impact on the BAPPEDA's institutional development.

The Head of Badan Diklat has made the point forcibly in several gatherings over the past few years, (and has the backing of his colleague the Director General of Bangda), that much more effort should be made to staff BAPPEDAs well, and to retain staff there once they have been through LGT-II training.

We believe that it is an opportune time to conduct a Manpower survey of BAPPEDA - perhaps parallel to an Evaluation of LGT-II.

In the design of any future training project, the full range of manpower development policy* should be considered at an early stage, since all elements affect performance of staff in their jobs. It may be desirable to expand the proposed project to address such issues.

* Including manpower planning, selection and recruitment policy, personnel administration practices, job definition, performance appraisal, people management practices, career planning.

CHAPTER III

THE ADMINISTRATIVE CONTEXT FOR TRAINING

The PADCO Advisory Team's primary role was to provide technical assistance to Badan Diklat, in order that LGT-II Project outputs could be realised. Accordingly, much of the Team's work has been concerned with regional planning procedures, materials development, trainer-training and course preparation and monitoring. However, from the very start, it was clear that the administrative context for the training function - in the GOI in general, and the Ministry of Home Affairs in particular - was an immensely important factor in shaping the advice of the Team and its practicability. In some cases policies or strategies which from a technical standpoint would be optimal, are unworkable when viewed in the light of administrative factors. If strategies do not take account of the personnel-policy, institutional, budgetary, or managerial conditions in which they are to operate, the strategies are doomed to failure.

We have decided not to elaborate our observations and suggestions regarding administrative issues in this Report, because they are of a detailed nature. They are instead covered in a separate memorandum to the Head of Badan Diklat for his further consideration. The memorandum covers general "macro" issues such as

- > the relationship between training centres and "line" divisions of Departments;
- > the nature of the budgetary mechanism for training;
- > the status and pattern of remuneration of trainers;

Specific cases are identified in the Ministry of Home Affairs/Badan Diklat context, which directly impinged upon Project progress and effectiveness, and upon the capacity of the administrative apparatus to maintain and operate the training machinery put in place through LGT-II. Recommendations are made in the memorandum which cover:

- > Badan Diklat's role in DepDagri;
- > Location of budgets for specialised training;
- > Communication with line agencies;
- > The role of RTCs in future;
- > Trainers in the RTCs;
- > Communication within Badan Diklat.

The lesson for others (Governments, Donors, Consultants) who embark on a Project to create a training delivery system is clear. The administrative and budgetary context is a primary - perhaps the primary-factor affecting Project viability, and the operability of the delivery system after the "Project" ends. Any Project design or training strategy which assumes that the administrative background is of little technical importance, is bound to run into difficulties if the administrative context is in any way similar to that of Indonesia.

APPENDIX ADEFINITIONS/ASSUMPTIONS FOR STATISTICS USED THROUGHOUT THIS REPORT

1. TRAINEE DAYS

6 Days per week
26 Days per month

2. YEAR OF IMPLEMENTATION

Fiscal year in which implementation began

3. Covers Implementation Begun by 15 December 1985 Only

4. Instructors are considered "National" level whether posted in Jakarta or in RTCs.

5. DATI I includes all Provinces and Special Regions

6. DATI II includes Kabupaten, Kotamadya and Kota Administratif (though Kota administratif are technically not DATI II).

A. 1. TRAINEE DAYS BY PROGRAM, BY YEAR

Program	Trainee days by Program, by year of Implementation*						Total Trainee days
	1980/1	1981/2	1982/3	1983/4	1984/5	1985/6	
RDPM	-	-	7,722	-	32,184	31,128	71,034
Management,	-	-	162	870	2,166	8,028	11,226
Training of Trainers	4,680	8,592	6,396	702	-	6,370	26,740
Specialized /Supplementary	-	8,660	4,680	2,112	4,160	2,044	21,656
Short Courses	1,688	4,136	16,218	1,080	-	-	23,122
TOTAL:	6,368	21,388	35,178	4,764	38,510	47,570	153,778

* Does not include advanced degree training

A. 2. TRAINEES, BY PROGRAM, BY LEVEL OF GOVERNMENT

PROGRAM	NATIONAL	DATI I	DATI II	TOTAL
RDPM	-	37	337	374
Management	97	142	702	941
Training of Trainers*	222	-	-	222
Specialized/Supplementary	10	441	59	510
Short Courses	-	112	1090	1,202
Advanced degree	11	-	-	11
TOTAL:	340	732	2,188	3,260

* See note p. re overlap of trainer groups trained

A. 3. TRAINEES, DATI I AND DATI II
BY PROGRAM, BY AGENCY (BAPPEDA OR OTHER)

PROGRAM	DATI I		DATI II		TOTAL	
	BAPPEDA	Other	BAPPEDA	Other	BAPPEDA	Other
RDPM	37	-	415	643	452	643
Management	76	66	231	471	307	537
Training of Trainers	-	-	-	-	-	-
Specialized/Supplementary	323	118	59	-	382	118
Short Courses	112	-	823	267	935	267
Advanced degree	-	-	-	-	-	-
TOTAL:	548	184	1,528	1,381	2,076	1,565

A. 4. TRAINEE DAYS BY COURSE, BY LEVEL OF GOVERNMENT,
BY AGENCY (BAPPEDA OR OTHER)

PROGRAM	DATI I		DATI II		TOTAL	
	BAPPEDA	Other	BAPPEDA	Other	BAPPEDA	Other
I. RDPM						
A. RDPM	5,824	-	61,798	-	67,622	-
B. Panel.	16	-	158	316	174	316
C. Orient.	-	-	-	2,922	-	2,922
SUB-TOTAL:	5,840	-	61,956	3,238	67,796	3,238
II. MANAGEMENT						
A. Management Skills Training	-	-	-	-	-	-
B. PMS	900	792	2,772	5,652	3,672	6,444
C. TOT-PMS	12	-	-	-	12	-
SUB-TOTAL:	912	792	2,772	5,652	3,684	6,444
III. TRAINING OF TRAINERS	-	-	-	-	-	-
IV. SPECIALIZED/SUPPLEMENTARY						
A. Statistics /Research	-	-	1,224	-	1,224	-
B. Land Use Planning	2,548	-	1,300	-	3,848	-
C. Planning Techniques	988	-	-	-	988	-

A. 4. TRAINEE DAYS BY COURSE, BY LEVEL OF GOVERNMENT,
BY AGENCY (BAPPEDA OR OTHER)

4.2.

PROGRAM	DATI I		DATI II		TOTAL	
	BAPPEDA	Other	BAPPEDA	Other	BAPPEDA	Other
D. Administration Planning	10,140	-	-	-	10,140	-
E. Project Evaluation Techniques	696	1,416	-	-	696	1,416
F. Social Planning	1,300	-	-	-	1,300	-
G. Economic Planning	1,300	-	-	-	1,300	-
H. Labor Force Planning	624	-	-	-	624	-
SUB-TOTAL:	17,596	1,416	2,524	-	20,120	1,416
V. SHORT COURSES						
A. Short Course in Development Planning, TK.I.	5,824	-	-	-	5,824	-
B. Short Course in Development Planning TK.II.	-	-	14,274	-	14,274	-

A. 4. TRAINEE DAYS BY COURSE, BY LEVEL OF GOVERNMENT,
BY AGENCY (BAPPEDA OR OTHER)

4.3.

PROGRAM	DATI I		DATI II		TOTAL	
	BAPPEDA	Other	BAPPEDA	Other	BAPPEDA	Other
C. Panel Discussion*	-	-	180	360	180	360
D. Orientation Course*	-	-	-	2,484	-	2,484
SUB-TOTAL:	5,824	-	14,454	2,844	20,278	2,844
TOTAL All Programs	30,172	2,208	81,706	11,734	111,878	13,942
	32,380		934,440		125,820	

* Non RDPM Related version

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1980/1981

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PJ-SAT	TK I	TK II	JLH			
Jakarta	Latihan Singkat Perencanaan Pembangunan	2 bulan	Jakarta	1	1980/81	-	29		29	BAPPEDA TK.I	Kepala Bidang	Universitas Indonesia
	Diskusi Panel	1 minggu	Wonosobo	1	1980/81			30	30	Bupati Walikotamadya, Ketua BAPPEDA TK.II	Bupati, Ketua Walikotamadya BAPPEDA TK.II	Badan Diklat Jakarta
Yogya-karta	Latihan Calon Instruktur RTC (TOT I)	12 bulan	Yogyakarta	1	1980/81	15			15	Nasional (untuk RTC Yogyakarta)	Calon Instruktur	Universitas Gajah Mada

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1981/1982

LGT-II

	NAMA KURSUS	WAKTU PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA			ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JADATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)	
						PUSAT	TK I	TK II				
Jakarta	Latihan Singkat Perencanaan Pembangunan	2 bulan	Jakarta	1	1981/82		41		41	BAPPEDA TK.I	Kepala Bidang	Universitas Indonesia
	Latihan Data	6 minggu	Jakarta	1	1981/82			34	34	BAPPEDA Dati II	Kepala Seksi	Biro Pusat Statistik, USAID
	Latihan Tata Guna Tanah	2 bulan	Jakarta	1	1981/82		19		19	BAPPEDA TK.II	Kepala Seksi	IPB Bogor
	Latihan Teknik Perencanaan	2 bulan	Bandung	1	1981/82		19		19	BAPPEDA TK.I	Kepala Seksi	ITB Bandung
Yogya-karta	Kursus Orientasi Pembangunan Daerah	2 minggu	Yogyakarta	3	1980/81				86	Dati II, Non BAPPEDA Instansi	Kepala Instansi	RTC Yogyakarta
	Latihan Perencanaan Administrasi	6 bulan	Yogyakarta	1	1981/82		35		35	BAPPEDA TK.II	Sekretaris . BAPPEDA TK.II	Universitas Gajah Mada
	Latihan Calon Pelatih II (TOT II)	12 bulan	Yogyakarta	1	1981/82	15			15	Nasional (untuk RTC Medan)	Calon Instruktur	Universitas Gajah Mada
	Kursus Bahasa Inggris	3 bulan	Yogyakarta	2	1981/82	30			30	Nasional (untuk RTC Yogya, Medan)	Calon Instruktur	IKIP
Medan	Diskusi Panel	1 minggu	Medan	1	1981/82			60	60	Bupati, Walikota, Camat, BAPPEDA TK.II	Kepala Daerah, Ketua BAPPEDA	Badan Diklat Jakarta
Ujung Pandang	Latihan Singkat BAPPEDA Dati II	3 minggu	Ujung Pandang	1	1981/82			34		BAPPEDA TK.II	Kepala Staff Bidang	Kepala Bidang BAPPEDA TK.II

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DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1982/1983

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Jakarta	Latihan Singkat Perencanaan Pembangunan	2 bulan	Jakarta	1	1982/83		42		42	BAPPEDA TK.I	Kepala Bidang	Universitas Indonesia
	Management Skills Seminar	1 minggu	Cipanas	1	1982/83	27			27	Nasional, Badan Diklat	Staff Management Badan Diklat	USAID
	Latihan Calon Pelatih III (TOT III)	9 bulan	Jakarta	1	1982/83	16			16	Nasional (untuk Ujung Pandang)	Calon Instruktur	Universitas Indonesia/ Badan Diklat Pusat/PADCO
	Pendidikan Pasca Sarjana Bidang Perencanaan	12 bulan	Jakarta	1	1982/83	7			7	Nasional	Bermacam-macam	ITS, IIS
	Lokakarya Kebutuhan Latihan BAPPEDA	1 bulan	Jakarta + Kerja Lapangan	1	1981/82	10			10	Nasional	Peneliti Universitas, Ciptakarya Bangda	PADCO
	Latihan di Luar Negeri	14 hari	Bermacam-macam	1	1981/82	1			1	Nasional	Pinpro	-
	Lokakarya Evaluasi Kursus Latihan	1 bulan	Jakarta + Kerja Lapangan	1	1981/82	17			17	Nasional (untuk RTC Ujung Pandang).	Instruktur Alumni TOT-III	PADCO
Yogyakarta	Latihan Umum (PTPD)	9 bulan	Yogyakarta	1	1982/83		3	30	33	BAPPEDA TK.II BAPPEDA TK.I	Kepala Bidang TK. II, Staf Bidang TK.I	RTC Yogyakarta

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1982/1983

LGT-II

	NAMA KURSUS	LAMA PEN- DIDIKAN	LOKASI PEN- DIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU- SAT	TK I	TK II	JLH			
Yogya- karta	Latihan Perencanaan Administrasi	3 bulan	Yogyakarta	2	1982/83		60		60	BAPPEDA TK.II	Sekretaris BAPPEDA TK.II	Universitas Gajah Mada
	Latihan Orientasi	2 minggu	Yogyakarta	1	1982/83			31	31	Dati II, Non- BAPPEDA Instansi	Kepala Instansi	RTC Yogya- karta
	Peningkatan Keterampilan Pelatih	3 bulan	Yogyakarta	1	1981/82	25			25	Nasional	Instruktur Badan Diklat	PADCO
Lain (Admin. by Jakarta)	Latihan Singkat BAPPEDA DATI II	3 minggu	Palembang, Tanjung- karang, Samarinda, Ujung- Pandang, Banda Aceh, Yogyakarta	1	1982/83			759	759	BAPPEDA TK.II	Kepala Staf Bidang	Kepala Bi- dang, BAPPEDA Tingkat II

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DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1983/1984

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAJUAN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Jakarta	Latihan Singkat Perencanaan Pembangunan daerah buat Pelatih	3 minggu	Jakarta	2	1983/84	39			39	Nasional, Badan Diklat	Instruktur Badan Diklat	PADCO
	PMS pilot workshop	1 minggu	Jakarta	1	1983/84	7			7	Nasional, Badan Diklat	Instruktur Badan Diklat	PADCO
	PMS workshop	2 minggu	Jakarta	1	1983/84	20	1		20	Nasional, Badan Diklat (15), Departemen Dalam Negeri (4), LAN (1), DKI (1)	Instruktur Badan Diklat dan lain-lain	PADCO
	Latihan PMS	2 minggu	Cibubur	1	1983/84	24			24	BAPPEDA TK.I Dinas Lain TK.I	Managemen BAPPEDA, Dinas Tingkat.I.	Badan Diklat Pusat
	Latihan PMS	2 minggu	Jakarta	1	1983/84	8	17		25	Nasional, Badan Diklat (6), DepDagri (2), Dati I (17)	Instruktur Badan Diklat, Staf Setjen, Bangdes, Managemen BAPPEDA dan Dinas Tingkat I	Badan Diklat Pusat
Yogyakarta	Latihan Teknik Penilaian Proyek	2 minggu	Yogyakarta	4	1981/82				116	BAPPEDA, Biro Pembangunan Tingkat I	Kepala Sub.Bid Ekonomi, Biro Pembangunan	Badan Diklat Pusat

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DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

1983/1984

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Yogya-karta	Kursus Orientasi Non BAPPEDA	2 minggu	Yogyakarta	3	1981/82			90	90	Dati II, Instansi Non-BAPPEDA	Kepala Instansi	RTC Yogya-karta
Medan	Latihan Teknik Penilaian Proyek	2 minggu	Medan	2	1982/83		60		60	BAPPEDA, Biro Pembangunan TK.I; Dinas-dinas TK.I	Kepala Sub-Bidang BAPPEDA; Staf Instansi lain	RTC Medan
Ujung Pandang	Pasca Sarjana Bidang Perencanaan	12 bulan	Ujung Pandang	-	1982/83	4			4	Badan Diklat Jakarta	Staf Badan Diklat	Universitas Hasanuddin

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DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

7

1984/1985

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGGARAN PER LOKASI	TAHUN ANGGARAN PER ANGGARAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MAHA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Jakarta	Latihan PMS	2 minggu	Bukittinggi	1	1981/82			30	36	BAPPEDA, Dinas-dinas Tingkat II	Kepala Bidang Wakil Ketua BAPPEDA Kepala Dinas	Badan Diklat Jakarta, RTC Bukittinggi.
	Latihan Tata Guna Tanah	2 bulan	Bogor	1	1982/83		5	25	30	BAPPEDA TK.I TK.II	Staf BAPPEDA	IPB Bogor
	Latihan PMS	2 minggu	Jakarta	3	1984/85	7	58	14	79	BAPPEDA, Biro Pembangunan, Dinas-Dinas Tingkat I	Kepala Bidang, Wakil Ketua; Kepala Biro, Kepala Dinas	Badan Diklat Jakarta
Yogyakarta	Latihan Perencanaan Sosial	2 bulan	Yogyakarta	1	1981/82		25		25	BAPPEDA TK.I	Kepala Seksi	Universitas Gajah Mada
	Latihan Perencanaan Ekonomi	2 bulan	Yogyakarta	1	1981/82		25		25	BAPPEDA TK.I	Kepala Seksi	Universitas Gajah Mada
	Latihan Umum (PTPD)	9 bulan	Yogyakarta	2	1982/83		9	60	69	BAPPEDA TK.I, TK.II	Kepala Bidang TK.II, Kelapa Seksi TK.I	RTC Yogyakarta
	Kursus Orientasi Pembangunan Daerah	6 hari	Yogyakarta	3	1982/83			105	105	Dati II Instansi Non-BAPPEDA	Kepala Bagian, Kepala Dinas	RTC Yogyakarta
	Diskusi Panel	2 hari	Yogyakarta	2	1982/83		2	42	44	BAPPEDA TK.I; Penda TK.II	Kepala Daerah, Ketua BAPPEDA TK.II	RTC Yogyakarta.

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DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

LGT-II

1984/1985

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER [LOKASI]	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						FU-SAT	TK I	TK II	JLH			
Yogya-karta	Latihan Calon Pelatih PMS	3 minggu	Yogyakarta	1	1984/85	23			23	Nasional	Instruktur RTC	Badan Diklat Jakarta; PADCO
Medan	Latihan Umum (PTPD)	9 bulan	Medan	1	1982/83		4	26	30	BAPPEDA TK.II TK.I	Kepala Dinas TK. II; Kepala Seksi TK.I.	RTC Medan
	Kursus Orientasi Pembangunan Daerah	6 hari	Medan	3	1982/83			51	51	Dati II Instansi Non-BAPPEDA	Kepala Bagian, Kepala Dinas	RTC Medan
	Diskusi Panel	2 hari	Medan	1	1982/83		6	15	21	BAPPEDA Dati II; Penda, BAPPEDA Dati I	Kepala Daerah, Ketua Dewan, Ketua BAPPEDA TK.II Kepala Bidang BAPPEDA TK.I	RTC Medan
Ujung Pandang	Latihan Umum (PTPD)	9 bulan	Ujung Pandang	1	1983/84		5	27	32	BAPPEDA TK.II, BAPPEDA TK.I	Kepala Bidang BAPPEDA II; Kepala Seksi BAPPEDA I.	RTC Ujung Pandang
	Diskusi Panel	2 hari	Ujung Pandang	1	1982/83			30	30	Penda, BAPPEDA TK.II	Ketua Dewan, Ketua BAPPEDA TK.II	RTC Ujung Pandang
	Kursus Orientasi Pembangunan Daerah	6 hari	Ujung Pandang	2	1983/84			68	68	Dati II, Instansi Non-BAPPEDA	Kepala Bagian, Kepala Dinas	RTC Ujung Pandang

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DATA DASAR TENTANG KURSUS LATIHAN BAHAN DIKLAT, DAN MERURUT TAHUN PELAKSANAAN

1984/1985

LGT-II

Ujung
Pandang

NAMA KURSUS	LAMA PEN- DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
					PU- SAT	TK I	TK II	JLH			
Latihan PMS	2 minggu	Ujung Pandang	1	1983/84	6		31	37	Dati II; BAPPE- DA Bagian Pem- bangunan, Dinas-Dinas Nasional: RTC	Kepala Bidang, BAPPEDA, Kepala Bagian Pembangun an, Kepala Dinas	RTC Ujung Pandang

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

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1985/1986

LGT-11

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGGARAN PER ANGGARAN PER LOKASI	TAHUN ANGGARAN PER ANGGARAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MAHA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Jakarta	Latihan Luar Negeri	3 bulan	Amerika Serikat	2	1982/83, PIL	14	15		29	Instansi Latihan, DepDagri Tingkat Nasional, Propinsi	Manajer program Latihan	UMass
	TOT Perencanaan Tenaga Kerja	2 minggu	Jakarta	1	1985/86	10	27		37	Nasional, Badan Diklat Staff; BAPPEDA DATI I	Instruktur, staf Badan Diklat; Staf BAPPEDA TK.I	Departemen Tenaga Kerja
	Latihan Perencanaan Tenaga Kerja	2 minggu	Jakarta	1	1985/86		25		25	BAPPEDA TK.I	Staf BAPPEDA	DepNaKer
	Latihan Perencanaan Tata Ruang	2 bulan	Bogor	1	1982/83		25		25	BAPPEDA DATI I	Kepala Bidang	IPB Bogor
	Latihan PMS	2 minggu	Jakarta	2	1983/84		6	64	70	BAPPEDA TK.II, TK.I; Bag. Pembangunan, Dinas-Dinas	Kepala Bidang BAPPEDA TK.II, staf BAPPEDA TK.I, Kepala Bagian, Kepala Dinas	DiklatProp. Jakarta
Yogyakarta	Latihan Umum (PTPD)	5 bulan	Yogyakarta	2	revisi		7	62	69	BAPPEDA TK. II, TK.I	Kepala Bidang, TK.II Staf Bidang TK.I	RTC Yogyakarta
	Diskusi Panel	2 hari	Yogyakarta	2	PIL			64	64	Pemda TK.II, BAPPEDA TK.II	Bupati, Ketua Dewan, Ketua BAPPEDA	RTC Yogyakarta
	Kursus Orientasi Pembangunan Daerah	6 hari	Yogyakarta	3	PIL			88	88	BAPPEDA, Bagian Pembangunan, Dinas TK.II	Kabid. BAPPEDA, Kabag, Kadis.	RTC Yogyakarta

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DDN MENURUT TAHUN PELAKSANAAN

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1985/1986

LGT-II

	NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
						PU-SAT	TK I	TK II	JLH			
Yogya-karta	Latihan untuk Pelatih (TOT IV)	4 bulan	Yogyakarta	1	1982/83	25			25	Nasional; Calon Instruktur	Calon Instruktur Bukittinggi dll.	RTC Yogya-karta/Bina swadaya
	Latihan PMS	2 minggu	Yogyakarta	2	1985/86		2	70	72	BAPPEDA, Bagian Pembangunan, Dinas TK.II	Kepala Bidang, Bagian, Dinas	RTC Yogya-karta
Medan	Latihan Umum (PTPD)	9 bulan	Medan	1	1983/84			30	30	BAPPEDA TK.II	Kepala Bidang	RTC Medan
	Latihan Umum (PTPD)	5 bulan	Medan	2	1-84/85 1-82/83			67	67	BAPPEDA TK.II	Kepala Bidang	RTC Medan
	Diskusi Panel	2 hari	Medan	3	2-83/84 1-revisi			44	44	Penda Dati II, BAPPEDA Dati II	Kepala Daerah, Ketua Dewan, Ketua BAPPEDA	RTC Medan
	Kursus Orientasi Pembangunan Daerah	6 hari	Medan	3	2-83/84			97	97	BAPPEDA, Bagian Pembangunan, Dinas TK.II	Kepala Bidang, Bagian, Dinas	RTC Medan
	Latihan PMS	2 minggu	Medan	2	1983/84		4	66	70	Dati II; BAPPEDA, Bagian Pembangunan, Dinas /Kanwil	Kepala Bidang, Bagian, Dinas/ Kanwil	RTC Ujung-Pandang, Badan Diklat Jakarta
Ujung Pandang	Latihan PMS	2 minggu	Ujung Pandang	1	1983/84		2	33	35	idem	idem	idem

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

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1985/1986

LGT-II

Ujung
Pandang

NAMA KURSUS	LAMA PEN-DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER [LOKASI]	TAHUN ANGGARAN PER ANKIKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
					FU-SAT	TK I	TK II	JLH			
Latihan Umum (PTPD)	5 bulan	Ujung Pandang	1	1982/83			35	35	BAPPEDA TK.II	Kepala Bidang	RTC. Ujung Pandang
Diskusi Panel	2 hari	Ujung Pandang	1	revisi				42	Penda Dati II, BAPPEDA Dati II	Bupati, Ketua Dewan, Ketua BAPPEDA	RTC Ujung Pandang
Kursus Orientasi Pembangunan Daerah	6 hari	Ujung Pandang	2	1982/83			78	78	BAPPEDA, Bagian Pembangunan, Dinas TK.II	Kepala Bidang, Bagian, Dinas	RTC Ujung Pandang

DATA DASAR TENTANG KURSUS LATIHAN BADAN DIKLAT, DON MENURUT TAHUN PELAKSANAAN

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1985/1986

LGT-II

NAMA KURSUS	LAMA PEN- DIDIKAN	LOKASI PENDIDIKAN	JUMLAH ANGKATAN PER LOKASI	TAHUN ANGGARAN PER ANGKATAN	JUMLAH PESERTA				ASAL PESERTA: NASIONAL, DATI I, DATI II, DAN INSTANSI MANA	JABATAN PESERTA	ASAL INSTRUKTOR (INSTANSI)
					PU- SAT	TK I	TK II	JLH			
Lain- lain Latihan PMS	2 minggu	Jayapura	2	1-83/84 1-propinsi			61	61	Dati II; BAPPEDA Bagian Pembangun an, Dinas/Kanwil	Kepala Bidang, Bagian, Dinas/ Kawil	Badan Diklat/ DikProp.
idem	idem	Banjarbaru	2	1983/84		4	43	47	idem	idem	idem
idem	idem	Kupang	2	1983/84		6	64	70	idem	idem	idem
idem	idem	Semarang	2	1983/84		6	64	70	idem	idem	idem
idem	idem	Surabaya	2	1983/84		4	65	69	idem	idem	idem
idem	idem	Bandung	2	1983/84		5	65	70	idem	idem	idem
idem	idem	Palembang	1	1983/84		2	33	35	idem	idem	idem
idem	idem	Padang	2	1983/84		5	65	70	idem	idem	idem

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APPENDIX C

GLOSSARYLevels of Government

Dati I or Tingkat I
or TK.I
Propinsi

Daerah Tingkat I. The first level of autonomous local government. (Equivalent to Propinsi - Province, of which there are 27, which is an administrative sub-division of Indonesia)

Dati II or Tingkat II
or TK.II
Kotamadya
Kabupaten

Daerah Tingkat II The second level of autonomous local government. (Equivalent to the administrative sub-divisions Kotamadya (urban area) and Kabupaten (predominantly rural area). Kabupaten may also be called "Districts"). There are 54 Kotamadya and 241 Kabupaten in Indonesia at present.

Kecamatan

Administrative sub-division of a Kabupaten or Kotamadya (may be called "Sub-District")

Desa

Village

Key Officials.

Gubernur

Governor. In his administrative capacity, the Representative of the President in a Province, also acts as Head of the Local Government.

Bupati

Represents the Governor in a Kabupaten; also acts as Head of the Local Government.

Camat

Administrative Head of a Kecamatan.

Institutions.

BAPPEDA

Badan Perencanaan Pembangunan Daerah,
Regional Planning Board.

Bappemka/ Bappemko	Now obsolete acronyms for Kotamadya (urban) and Kabupaten (Rural) Planning Boards.
Kanwil	<u>Kantor Wilayah</u> = Regional Office of a Central Government Ministry can be at Provincial or Kabupaten level - reports vertically to Jakarta; coordinates with Governor.
Dinas	A technical agency of the local government, at either Dati I or Dati II level. Reports to Governor or Bupati as Head of the local government.
DPRD	<u>Dewan Perwakilan Rakyat Daerah</u> Local Peoples' assembly. Exist at TK. I and TK. II levels.
LKMD	Village Development Committee
Bangda	<u>Direktorat Jenderal Pembangunan Daerah</u> Directorate General of Regional Development in the Ministry of Home Affairs.
Bangdes	<u>Direktorat Jenderal Pembangunan Desa</u> Directorate General of Village Development.
<u>Training Institutions.</u>	
Badan Diklat	<u>Badan Pendidikan dan Latihan</u> Education and Training Agency of the Ministry of Home Affairs.
PusDiklatwil	<u>Pusat Pendidikan dan Latihan Wilayah</u> Regional Training Centres. (See Organisation Chart at Appendix E)
Selaputda	<u>Sekolah Lanjutan Pendidikan Staf Tingkat Menengah - Tingkat Dua.</u> Regional Training Schools (Intermediate level) for training local Government Tingkat II staff. (Now defunct, converted into Regional Training Centres).

PusdiklatProp

Pusat Pendidikan dan Latihan Propinsi
(Provincial Training Centres). Routine training courses there are not directly funded by Badan diklat, but by the Provincial Government. However, they came under Badan Diklat as far as technical advice, training policy, standards and syllabi are concerned.

Planning and Financial Terms

Repelitada
(Dati I or II)

Rencana Pembangunan Daerah Lima Tahun
Five-Year Development Plan (for a Province or Kabupaten/Kotamadya)

Repetada
(Dati I or II)

Rencana Pembangunan Tahunan Daerah
(Annual) Development Budget (for a Province or Kabupaten/Kotamadya).

APBN

Anggaran Pendapatan dan Belanja Nasional
Annual Development Budget - National level.

APBD (Dati I or II)

Anggaran Pendapatan dan Belanja Daerah.
Annual Development Budget for a Province or a Kotamadya/Kabupaten.

DIP(DA)

Daftar Isian Proyek (Daerah)
(Local Government) Development Budget for a Project.

DUP(DA)

Daftar Usulan Proyek (Daerah)
(Local Government) Draft Budget for a Development Project.

PDP

Provincial Development Programme.
(USAID-financed, working through Bangda).

APPENDIX D

PADCO ADVISORY TEAM MEMBERSTeam Leaders:

Joseph E. Arington (Nov.1981 - Jan. 1984)	Regional Planner
David A. Watson (Feb.1984 - Dec. 1985)	Training Specialist (1983-84)

Deputy Team Leaders

Stuart Holle (1981-83)	Regional Planner (Yogyakarta RTC)
Richard A. Cooper (1984-85)	Information Systems Specialist (1981-84)

Advisory Team Members Badan Diklat Jakarta

Colin H. Bacon (1982-83)	Economist
Helen A Cruz (1982-85)	Research Specialist
Tatta Essas (1985)	Graphic Artist
Ismid Hadad (1983-84)	Curriculum Development Specialist
James Mangan (1981-85)	Training Systems and Curriculum Development Specialist
Robert Rice (1983-84)	Regional Planner/Economist
M Shabar (1983-84)	Graphic Artist
Soesiladi (1982-85)	Management and Administrative Training Specialist

Yogyakarta RTC

Nancy R Bergau (1984-85) (1982-83)	Media/Materials Design Specialist (Badan Diklat Jakarta)
David Hopkins (1984-85)	Regional Planner
Soewadji (1984-85)	RTC Training Adviser

Medan RTC

Victor Bottini (1983-84)
(1984)

RTC Training Adviser
(Yogyakarta RTC)

H. Raja Roesli (1983-85)

RTC Training Adviser

Ujung Pandang RTC

James Schiller (1983-85)

RTC Training Adviser

Short-term Advisers

Ian Green (1983-84)

Regional Planner

Barbara Martin Schiller
(1985)

Rural Poverty Research Specialist

Daniel Moulton (1985)

University of Massachusetts
Training Programme Director

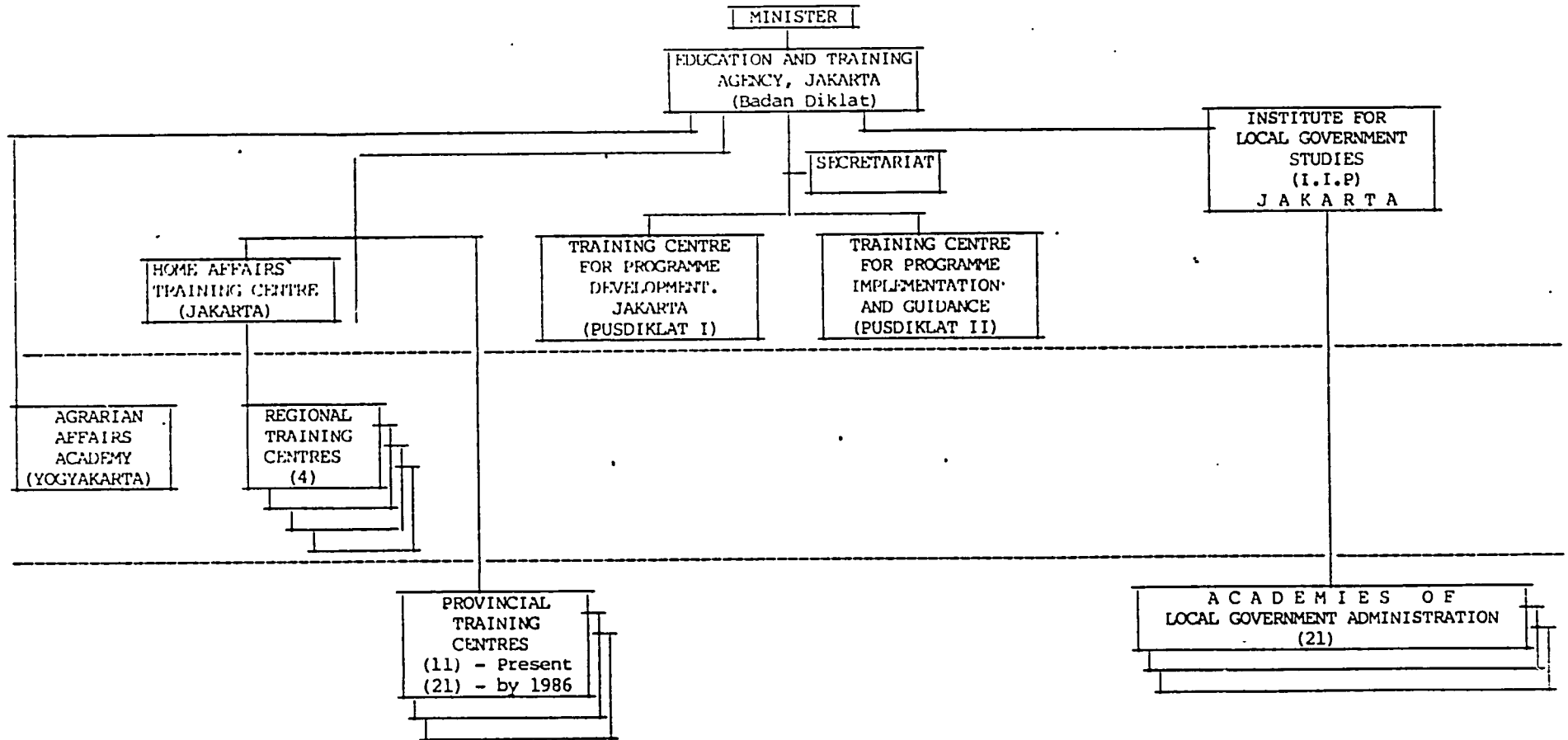
Terry Schmidt (1983-84)

Project Management Systems
Specialist

Alton Straughan (1983)

Training Specialist (Yogyakarta RTC)

ORGANIZATION AND TRAINING FUNCTION
OF THE MINISTRY OF HOME AFFAIRS



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APPENDIX F

REGIONAL TRAINING CENTRES' COVERAGE
(As laid down in Ministerial Decree No. 59 of 1984)

NO.	REGIONAL TRAINING CENTRES	PROVINCES COVERED
1.	1. BUKITTINGGI	1. Aceh 2. Sumatera Utara* ** 3. Sumatera Barat* 4. Riau 5. Jambi 6. Bengkulu
2.	2. BANDUNG***	1. Sumatera Selatan* 2. Lampung 3. DKI Jakarta* 4. Jawa Barat* 5. Kalimantan Barat 6. Kalimantan Tengah
3.	3. YOGYAKARTA	1. D.I. Yogyakarta 2. Jawa Tengah* 3. Jawa Timur* 4. Kalimantan Selatan* 5. Kalimantan Timur 6. Bali* 7. Nusa Tenggara Barat 8. Nusa Tenggara Timur* 9. Timor Timur
4.	4. UJUNG PANDANG	1. Sulawesi Utara 2. Sulawesi Tengah 3. Sulawesi Tenggara 4. Sulawesi Selatan 5. Maluku 6. Irian Jaya*

* Denotes Province with a Provincial Training Centre, as laid down in Ministerial Decree No. 64 of 1984.

** This Provincial Centre has LGT-II materials and instructors in place. (in Medan)

*** Bandung has no installed capacity to run LGT-II type courses at present.

APPENDIX G

NAMES OF SENIOR BADAN DIKLAT STAFF
CONNECTED WITH LGT-II

JAKARTA

Head of Badan Diklat	Drs. H. Sumitro Maskun
Secretary of Badan diklat	Drs. Kuswandi
Head of Pusdiklat I	Drs. Sarwoto Kertodipuro
Head of Pusdiklat II	Drs. J.B. Santoso
Project Manager LGT-II (1980/1 - 1983/4) (1984/5 - 1985/6)	Drs. Arief Djamaluddin Drs. Swasana Saman
Head of Programmes	Drs. Munar Nawawi

YOGYAKARTA RTC

Director	Drs. M.T. Sudartha
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MEDAN RTC

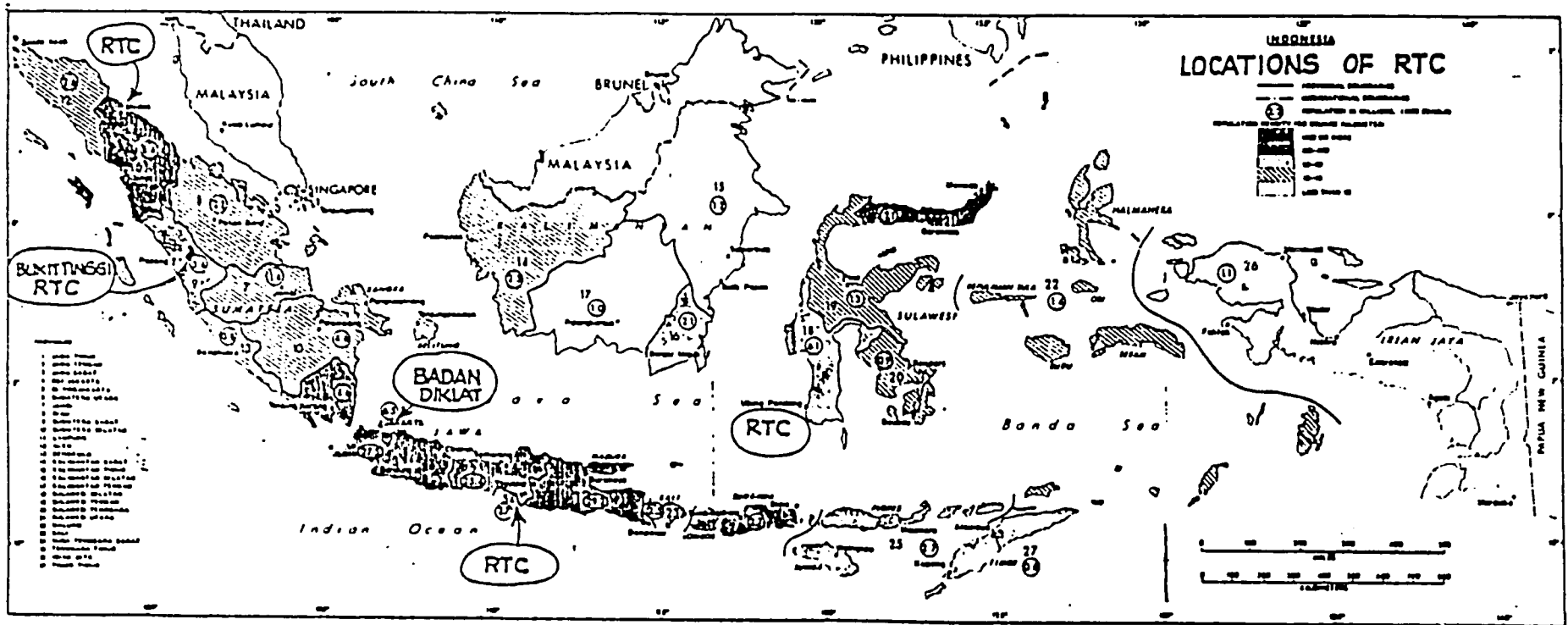
Director (1981-84)	Drs. Syamsir Hutagalung
Director (1984-) (PusdikProp)	Drs. Madridi Nasution

UJUNG PANDANG RTC

Director	Drs. Abdul Aziz Gaffar
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BUKITTINGGI RTC

Director	Drs. M. Hasbi
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APPENDIX H