PD. ABK-848
94050

A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit:
Mission or AID/W Office USAID/Indonesia
(ES# _____)

B. Was Evaluation Scheduled In Current FY Annual Evaluation Plan?
Yes [X] Slipped [ ] Ad Hoc [ ]
Evaluation Plan Submission Date: FY ____ Q ____

C. Evaluation Timing
Interim [ ] Final [X]
Ex Post [ ] Other [ ]

D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)

Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
497-0328	General Participant Training II	5/83	6/96	$50,000,000	$49,205,417

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director

Action(s) Required	Name of Officer Responsible for Action	Date Action to be Completed
Recommendations (see pp. 5-6)		
1. Execute a 2-year, no cost extension of the PACD (Temporarily on hold. Decision pending.)	S. Grant/ I. Winarto	12/95
2. Pursue the design of a follow-on HRD Project (Completed. Enhanced Credit Program NAD designed and submitted to AID/W in November, 1994)	S. Grant/ J. Carney	11/94
3. Up-date Mission's Country Training Plan	S. Grant/ I. Winarto	06/95
4. Up-date action plans with the OTO	Soewarto (OTO)/ I. Winarto/ S. Grant	06/95
5. Provide OTO with funds for ELT and Academic Counseling Advisors. (In progress, thru HCCs)	Esther (OTO)/ I. Winarto	03/95
6. Collaborate with OTO in Re-entry and Follow-up activities.	S. Grant/ I. Winarto	06/95

Continued next page

(Attach extra sheet if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) January (Day) 17 (Year) 1995

G. Approvals of Evaluation Summary And Action Decisions:

	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
Name (Typed)	Stephen Grant	Mustopadidjaja	Gary Bricker	Joseph P. Carney
Signature	Stephen Grant	[signature]	Gary W Bricker	Joseph P. Carney
Date	1-17-95	—	3-23-95	1/17/95

Continuation

E. Action Decisions Approved by Mission or AID/W Office Director	Name of Officer Responsible for Action	Date Action to be Completed
Recommendations 7. Expand the use of OTO services for managing USAID project related training. (Rejected. Not seen as being practical since OTO already sevicing GOI agencies/departments,and USAID Projects other than GPT II already have contracted with other training providers.)		
8. Mission Director to ensure all USAID Project Officers comply fully with Handbook 10. (Done prior to evaluation. Letter sent September 19, 1993.)	Front Office	09/93
9. Design effective gender strategies (Self imposed action.)	S. Grant/J. Carney/ I. Winarto	06/95
10. Address the continuing need for improving OTO organization and management.	Mustopadidjaja (OTO)/ S. Grant	06/95
11. Continue to explore strategies to extend OTO's services to other GOI departments.	Mustopadidjaja (OTO)/ S. Grant	12/95
12. Reactivate and up-date OTO's resources reference library.	Mustopadidjaja (OTO)	12/95
13. Continue to design and undertake re-entry and follow-on programs.	Mustopadidjaja (OTO)/ S. Grant	06/95

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

The project, which was initiated in 1983, addresses critical deficiencies in Indonesia's high level manpower through overseas training and assists the country establish a training office capable of conducting overseas general participant training programs. In earlier years the Midwestern Universities Consortium For International Activities (MUCIA) and the Harvard Institute For International Development (HIID) provided technical assistance and services. Today support is primarily in the form of placement and monitoring services provided by MUC IA in Ohio. This final evaluation, which was conducted by Creative Associates, assesses the project's impact in providing high level manpower, whether key issues of previous evaluations have been resolved, and recommends how the Mission can access training funds in the future should there be no follow-on project. The three-person evaluation team studied relevant documents and reports and interviewed a wide range of individuals in the U.S. and in Indonesia including 28 returned participants. The major findings and conclusions are:

- Project implementation is on target and it appears that it will achieve the end-of-project status set forth in the logical framework. Remedial action recommended in previous evaluations have essentially been taken.
- USAID has helped the Government of Indonesia (GOI) establish the Office of Overseas Training (OTO), a viable organization which will continue to manage overseas training programs after this project ends. However, OTO would benefit from USAID's technical assistance in certain areas to reinforce the quality of its services. Equally important, USAID should utilize OTO's services for meeting its future participant training needs in every possible way.
- The major fields of training which have been public administration and mangement, agriculture and natural resources, education, industry and health and population have been relevant to GOI and USAID priorities as these priorities have changed through the years.
- Of immediate concern is the need to plan the most effective utilization of the $4.5 million remaining in the project. USAID must also consider continuing needs for overseas training in relation to its current four strategic objectives, and how it will fund and manage such efforts.

Key lessons learned:

- General training projects have proved to be of great value to the USAID through the years and every effort should be made to retain a mechanism for addressing human resource constraints that are not covered in other projects but are critical to achieving its strategic objectives.
- An OTO Pilot Re-entry Study as well as interviews with returnees conducted as part of this evaluation indicate many accomplishments of returned participants. However, benefits of overseas training can be magnified with greater attention to the re-entry process in order to assist returnees to more fully utilize their new knowledge and ideas.

COSTS

I. Evaluation Costs

1. Evaluation Team Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. $)	Source of Funds
1. Tom Moser	Creative Associates International Inc. (CAII)	IQC: HNE-5832-I-00-4016-00 D.O. No.1	$51,512.50 (total amount)	GPT-II Project Evaluation line item
2. Melanie Sanders-Smith	CAII	ditto		
3. Mohammad Buchori	CAII	ditto		

2. Mission/Office Professional Staff Person-Days (Estimate) I. Winarto-25 days; S. Grant -15 days

3. Borrower/Grantee Professional Staff Person-Days (Estimate) 10 days

C

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:	Date This Summary Prepared:	Title And Date Of Full Evaluation Report:
USAID/HIRD/ET	November 30, 1994	General Participant Training II Project

I. PURPOSE OF ACTIVITIES EVALUATED

The General Participant Training Project II (GPT II) was initiated in 1983 with two purposes: to address critical deficiencies in Indonesia's high-level manpower requirements through overseas training that emphasized USAID's priorities; and to assist the Government of Indonesia (GOI) establish a training office capable of managing GOI interests in the conduct of overseas general participant training programs.

USAID/Indonesia has been providing overseas training through its participant training program since 1951. Approximately 13,000 Indonesians have been sponsored by USAID in a variety of short- and long-term programs. While in the earlier years the mission concentrated on participant training within specific development projects, the need became clear by the mid-1960s for overseas training in critical areas outside the more narrow Mission project portfolio. Hence the establishment of general participant training programs which have been part of the USAID program since that time. The major umbrella training project prior to 1983 was General Participant Training (GPT I) which provided overseas training for approximately 1,300 Indonesians between 1967 and 1977. A successor project, Professional Resources Development, continued to help fill the need for non-project related training until 1983 when the current project, GPT II, was initiated. A total of $50 million was allocated to the project, and the current project assistance completion date (PACD) has been extended to June 1996. Approximately $4.5 million remains to be expended over the next two years, with an additional 250 short-term participants estimated to be trained.

Funds were provided for overseas training and for a GOI contract for training services and technical assistance from U.S. institutions. The Midwestern Universities Consortium for International Activities (MUCIA) and the Harvard Institute for International Development (HIID) were selected to provide these functions. In the project's earlier years, the contractors provided technical assistance as well as selection, placement, orientation, ELT, and student monitoring services both in Indonesia and in the United States. HIID participation in the project ended in 1992. Today, support is primarily in the form of placement and monitoring services provided by the MUCIA project support office in Columbus, Ohio.

To carry out the objectives of GPT II as well as to meet other overseas training requirements, the GOI created the National Steering Committee for Overseas Training (NACOT) in 1984 whose purpose was to establish national policies for overseas training. The Office of Overseas Training (OTO) was created in BAPPENAS at the same time to implement policies generated by NACOT.

II. PURPOSE OF EVALUATION

The project has been evaluated twice, first in 1988 and again in 1990. The project paper called for a final evaluation in May/June 1994. To accomplish this, a contract was executed with Creative Associates International, Incorporated. The objectives of the final evaluation were to:

- Assess the project's impact in providing high-level manpower for Indonesia's economic growth;
- Assess whether key issues of the previous evaluations have been adequately resolved; and

- Recommend how the Mission can access training funds, should there be no follow-on umbrella training project, in order to continue to have an effect on upgrading human resources development in Indonesia.

While not explicitly stated in the objectives, it was clearly part of the scope of work that the final evaluation was also to assess the sustainability of OTO as a GOI overseas training facility inasmuch as its establishment was one of the major goals of GPT II.

III. MAJOR EVALUATION FINDINGS

Logframe Status. The evaluation team found that management and implementation of GPT II are generally on target. With 84 percent of the project time now elapsed, all quantifiable targets are at least 90 percent complete. At this point it appears that GPT II will achieve the objectives and reach the end-of-project status set forth in the logical framework.

OTO Institutionalization. Considering that OTO did not exist prior to 1984, a great deal has been accomplished in ten years. There is an ongoing organization that has 27 people assigned to it. Funds have been made available through BAPPENAS each year, a practice that will almost certainly continue so long as external donors continue to support OTO with funds for training programs. OTO has attracted additional donors, most notably the World Bank and the Japanese government (OECF). Together these organizations have committed more than $80 million to OTO through the Professional Human Resources Development Project (PHRD). The first phase of PHRD is concluding, but is expected to lead to a second phase which will assure the continuation of OTO services for at least the next five years. While OTO retains some of the characteristics of an organization set up to carry out a particular mission, it is considered a regular part of BAPPENAS and is treated in the same fashion as any other unit in the agency.

OTO has firmly established a wide range of selection, placement and monitoring services and has also developed a research capability in a variety of training related topics, including the important but neglected area of re-entry and follow-up with participants after return home. OTO has successfully placed 1,138 GPT II participants, with USAID directly processing the other 187. Additionally, OTO has managed 3,000 PHRD and other donor-sponsored trainees over the past ten years.

On the less positive side, OTO's efficiency and effectiveness appear to be hampered by its physical separation into three different buildings in Jakarta. This separation is bound to affect communication and the sense of unity and teamwork generally associated with being together. An additional constraint related to this separation, echoed by several concerned parties, is the tendency for vertical rather than lateral communication within OTO. Each Directorate seems to be largely self-contained and at times appears to be unaware of activities underway in other Directorates, which has occasionally caused confusion within OTO and with other parties with which it works such as USAID.

Relevance and Impact of Training. GPT II training to date has focused on the public sector, with only 12 percent of the participants coming from the private sector. The major fields of training have been: public administration and management (38.9%); agriculture and natural resources (25.4%); education (10.7%); industry (9.7%); health and population (2.6%); and other (12.6%). These fields generally have been relevant to GOI and USAID priorities as these priorities have changed through the years.

The summary of findings in the Pilot Re-Entry Study of OTO Degree Alumni (most of whom were GPT II participants), indicates that a majority of alumni feels their training is generally useful in carrying out their current jobs. However, approximately one-third of those interviewed expressed constraints and resistance to new ideas in the re-entry environment. Despite many accomplishments of returnees, it is clear that benefits of overseas training can be magnified if greater attention were paid to the re-entry

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process of long-term participants. The views contained in the pilot study were for the most part corroborated in the 28 interviews of returnees conducted by the evaluation team.

Other Issues. USAID and OTO have been relatively unsuccessful in meeting their gender targets. In regard to Handbook 10 compliance, improvements are needed in USAID's Participant Training Management System, pre-departure orientation, and its follow-up program with returnees. There are also several USAID projects that have been independently managing participants outside the established process.

Future Directions. The first priority is to plan the effective utilization of the approximately $4.5 million remaining in GPT II employing a variety of options for both technical assistance and training. Beyond GPT II, USAID must consider continuing needs for overseas professional and technical training in relation to its current four strategic objectives, and how it will fund and manage such efforts.

IV. PRINCIPAL RECOMMENDATIONS

The final section of the evaluation report contains the following conclusions and recommendations which flow from the findings:

USAID. USAID can take pride in its role in the successful outcome of this important training project. The purposes have been — or soon will be — achieved. To date, 1,325 participants have benefitted from GPT II, and are for the most part using their newly acquired skills and knowledge for the benefit of their organizations and country as well as for their individual professional and personal enhancement. While it is difficult to prove that significant large-scale institution building has resulted from these efforts, there are large numbers of mid- and high-level officials throughout key organizations of the GOI who studied under the sponsorship of USAID, some of whom were trained under GPT II. These participants are utilizing their skills and ideas which, directly or indirectly, assist USAID in fostering understanding and collaboration in carrying out its strategic objectives. General training projects have proved to be of inestimable value to the Mission and every effort should be made to retain such a mechanism for addressing human resource constraints in Indonesia's development that are not covered in other projects but are critical to achieving its strategic objectives.

USAID has helped OTO to become an established viable organization that will continue for the foreseeable future to manage overseas training programs. While OTO almost certainly will continue after GPT II, it will benefit from USAID technical assistance in certain areas to reinforce the quality of its services. Equally important, USAID should endeavor to utilize OTO's services for meeting its future participant training needs in every possible way.

To continue to contribute to human resource development in Indonesia in the areas of USAID's strategic objectives and to reinforce the sustainability of OTO, USAID should:

- *Execute a 2-year, no-cost extension of the PACD* in order to retain a mechanism for providing training that is important to the achievement of USAID strategic objectives, but is not presently included in the project portfolio. An extension also will allow sufficient time to explore other mechanisms for meeting the Mission's strategic training needs. The USAID Administrator will have to approve a waiver because of the 10-year LOP restriction.

- *Actively pursue the design of a follow-on HRD project* related to USAID's four strategic objectives such as the proposed Enhanced Credit Program. Indonesia appears to be a good country choice for a pilot project given its credit status. Further, human resources development appears to be a suitable activity given the GOI's long-standing record of undertaking loans in this area and the emphasis it places on HRD in its development plan.

- *Assess the current and proposed Mission portfolio* in terms of trained manpower needed to meet strategic objectives, with the possibility of increasing funding for project-related participant training. USAID should update the Country Training Plan based on this assessment. If a manpower expert is needed, USAID might utilize funds remaining in the TA component of GPT II to fund a buy-in to HERNS to conduct such an assessment.
- *Regularly update action plans* in collaboration with OTO to fully utilize the remaining GPT II funds by June 1996, the current PACD. In this connection, USAID should encourage in-country training, which has become a high priority of the GOI. In-country training has the advantages of obviating the need for international travel and English language proficiency, and would quite likely increase the participation of women.

- *Consider providing OTO with TA funds* for ELT and academic counseling advisors. As a lower priority, USAID should also consider financing a contract for a research advisor if the World Bank does not continue to fund this position. OTO should provide qualified counterparts for each advisor as a condition precedent.

- *Collaborate with OTO in re-entry and follow-up* activities with returned participants. HIRD/ET/PTU should encourage OTO to continue taking the lead in following up with the 1,138 GPT II returnees it was responsible for managing, while more diligently developing re-entry and follow-up activities with the thousands of non-GPT II participants who have returned from overseas training in past years.

- *Consider expanding the use of OTO services* for managing USAID project-related training by channeling project-related participant training proposals to OTO through HIRD/ET/PTU. Mechanisms would need to be developed for transferring funds to OTO for training from project accounts.

- *The Mission Director should ensure that all USAID project officers comply fully with Handbook 10* for all participant training sponsored by USAID.

OTO/BAPPENAS. The GOI is to be commended for the progress it has made in establishing the Overseas Training Office over the past ten years. OTO is a viable, functioning entity for managing training services in a wide range of fields and has developed training services that are recognized for their soundness and effectiveness. While OTO is functioning effectively in carrying out its assigned tasks related to the overseas training process, as in any organization, there is always room for improvement. To maintain the quality of its services and increase the likelihood of its sustainability, OTO/BAPPENAS should:

- *Address the continuing need for improving OTO organization and management* to ensure continuity and efficiency in day-to-day operations, given the limited time the Director General of OTO has available for managing OTO and the frequent absences of the directors due to other commitments.

- *Continue to explore strategies for extending its services to other GOI departments* on a fee basis, and develop a more flexible approach for making its services available on an as-needed basis.

- *Reactivate and update its training resources reference library* and documentation center, which is presently in a dormant state, as well as develop an information center to enhance the quality of overseas education and training services.

- *Continue to design and undertake re-entry and follow-up programs* in collaboration with USAID in order to assist returnees more fully utilize their new knowledge and ideas.

V. LESSONS LEARNED

General training projects have proved to be of great value to the USAID through the years and every effort should be made to retain a mechanism for addressing human resource constraints that are not covered in other projects but are critical to achieving its strategic objectives.

An OTO Pilot re-entry Study as well as interviews with returnees conducted as part of this evaluation indicate many accomplishments of returned participants. However, benefits of overseas training can be magnified with greater attention to the re-entry process in order to assist returnees to more fully utilize their new knowledge and ideas.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

1. Copy of full evaluation report.

Part II, Section J:

On **9 June, 1994**, the GPT II Evaluation Team held a debriefing in the USAID Conference Room with the Front Office and representatives from each technical office. The Executive Summary was handed out at the commencement of the meeting.

Apart from comments from Nancy Langworthy (PPS), praising the evaluation, there were no other comments, suggestions for changes or criticisms voiced by any of the attendees at the meeting.

The points summarized by the evaluation team are listed below:

- approx. 90% of planned activities under GPT II have already been completed
- output level: already 92% trainees have been sponsored under GPT II
- log-frame does not need to be changed as PACD of GPT II is imminent
- re-entry problems affect mainly long-term returnees
- more attention needed for re-entry and follow-up
- problems experienced by returnees are not gender specific but more due to ministry from which they originated

On **June 10** and **June 22, 1994**, respectively, a meeting was conducted between USAID/HIRD and OTO to discuss the GPT II Evaluation, among other matters. Following these meetings, the OTO submitted written comments and suggestions for changes to the draft evaluation report, as per the attached. The evaluation team incorporated these into the final report.

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FINAL REPORT

Final Evaluation of the General Participant Training Project II 497-0328

Mochtar Buchori

Tom Moser

Melanie Sanders-Smith

Creative Associates International, Inc.
5301 Wisconsin Avenue, NW, Suite 700
Washington, DC 20015

Contract No. HNE-5832-I-00-4016-00
Delivery Order No. 1

August 1994

ACKNOWLEDGEMENTS

The evaluation team greatly appreciates the assistance of the many individuals in the Government of Indonesia, the U.S. Agency for International Development and the various contractors and consultants associated with the project without whom this report could not have been accomplished.

We especially wish to express our thanks to former and current officials and staffs of the Office of Overseas Training, BAPPENAS, the members of the HIRD/ET/PTU offices in USAID/Indonesia and the short but valuable assistance of the MUCIA OTO/Support Office in Columbus, Ohio.

BASIC PROJECT IDENTIFICATION DATA

1. Country: Indonesia

2. Project Title: General Participant Training II

3. Project Number: 497-0328

4. Project Dates:
   a. First Project Agreement: 1983
   b. Final Obligation Date: FY 1995
   c. Most recent Project Assistance Completion Date (PACD): 30 June 1996

5. Project Funding: (amounts allocated in dollars or dollar equivalents from the following sources)

a. USAID Bilateral Funding (grant and loan)	US$ 50,000,000
b. Other Major Donors	US$ -
c. Host Country Counterpart Funds	US$ 16,700,000
Total	US$ 66,700,000

6. Mode of Implementation: Host country contractor: Mid-Western Universities Consortium for International Activities (MUCIA)

7. Project Designers: Government of Indonesia, USAID/Jakarta, MUCIA, Harvard Institute for International Development (HIID)

8. Responsible Mission Officials:

   a. Mission Director: Charles Weden
   b. HIRD Office Director: Joseph P. Carney
   c. Project Officer: Stephen Grant
   d. Project Manager: Isla Winarto

9. Previous Evaluation(s): March 1988, The Pragma Corporation
   August 1990, TvT Associates

ABBREVIATIONS AND ACRONYMS

ALIGU	American Language Institute/Georgetown University
BAPPENAS	National Development Planning Agency
BELT	Basic English Language Training
BPPT	Agency for Assessment and Application of Technology
CEPA	Comprehensive English Proficiency Assessment
CIDA	Canadian International Development Agency
COPE	Cross-cultural Orientation for Participant Effectiveness
CTP	Country Training Plan
DEPDIKBUD	Department of Education and Culture
EAP	English for Academic Purposes
ELT	English Language Training
EOPS	End-of-Project Status
EPT	English Proficiency Test
GOI	Government of Indonesia
GPT II	General Participant Training, Phase II
HBCU	Historically Black Colleges & Universities
HEDS	Higher Education Development Support
HERNS	Human and Educational Resources Network Support
HIID	Harvard Institute for International Development
HIRD/ET/PTU	Office of Human and Institutional Resources Development, Education and Training Division, Participant Training Unit
HRD	Human Resources Development

MOF	Ministry of Finance
MUCIA	Midwestern Universities Consortium for International Activities
NACOT	National Committee for Overseas Training
NASTOT	National Steering Team for Overseas Training
NGO	Non-Governmental Organization
OECF	Overseas Economic Cooperation Fund (Japan)
OIT	Office of International Training, USAID/Washington
OTISS	Overseas Training Information Services System
OTO	Overseas Training Office
OTO/SO	Overseas Training Office/Support Office (MUCIA)
PACD	Project Activity Completion Date
PHRD	Professional Human Resources Development (World Bank/OECF)
PIET	Partners for International Education and Training
PIL	Project Implementation Letter
PIO/P	Project Implementation Order/Participant
PSC	Personal Services Contractor
PTMS	Participant Training Management System
PTU	Participant Training Unit
PVO	Private Voluntary Organization
TOEFL	Test of English as a Foreign Language
TPA	Academic Aptitude Test
USAID	United States Agency for International Development
USIS	United States Information Service
WID	Women in Development

EXECUTIVE SUMMARY

I. INTRODUCTION

The General Participant Training Project II (GPT II) was initiated in 1983 with two purposes: to address critical deficiencies in Indonesia's high-level manpower requirements through overseas training that emphasized USAID's priorities; and to assist the Government of Indonesia (GOI) establish a training office capable of managing GOI interests in the conduct of overseas general participant training programs.

USAID/Indonesia has been providing overseas training through its participant training program since 1951. Approximately 13,000 Indonesians have been sponsored by USAID in a variety of short- and long-term programs. While in the earlier years the mission concentrated on participant training within specific development projects, the need became clear by the mid-1960s for overseas training in critical areas outside the more narrow Mission project portfolio. Hence the establishment of general participant training programs which have been part of the USAID program since that time. The major umbrella training project prior to 1983 was General Participant Training (GPT I) which provided overseas training for approximately 1,300 Indonesians between 1967 and 1977. A successor project, Professional Resources Development, continued to help fill the need for non-project related training until 1983 when the current project, GPT II, was initiated. A total of $50 million was allocated to the project, and the current project assistance completion date (PACD) has been extended to June 1996. Approximately $4.5 million remains to be expended over the next two years, with an additional 250 short-term participants estimated to be trained.

Funds were provided for overseas training and for a GOI contract for training services and technical assistance from U.S. institutions. The Midwestern Universities Consortium for International Activities (MUCIA) and the Harvard Institute for International Development (HIID) were selected to provide these functions. In the project's earlier years, the contractors provided technical assistance as well as selection, placement, orientation, ELT, and student monitoring services both in Indonesia and in the United States. HIID participation in the project ended in 1992. Today, support is primarily in the form of placement and monitoring services provided by the MUCIA project support office in Columbus, Ohio.

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The project has been evaluated twice, first in 1988 and again in 1990. The project paper called for a final evaluation in May/June 1994. To accomplish this, a contract was executed with Creative Associates International, Incorporated. The objectives of the final evaluation were to:

- Assess the project's impact in providing high-level manpower for Indonesia's economic growth;

- Assess whether key issues of the previous evaluations have been adequately resolved; and

- Recommend how the Mission can access training funds, should there be no follow-on umbrella training project, in order to continue to have an effect on upgrading human resources development in Indonesia.

While not explicitly stated in the objectives, it was clearly part of the scope of work that the final evaluation was also to assess the sustainability of OTO as a GOI overseas training facility inasmuch as its establishment was one of the major goals of GPT II.

II. MAJOR EVALUATION FINDINGS

Logframe Status. The evaluation team found that management and implementation of GPT II are generally on target. With 84 percent of the project time now elapsed, all quantifiable targets are at least 90 percent complete. At this point it appears that GPT II will achieve the objectives and reach the end-of-project status set forth in the logical framework.

OTO Institutionalization. Considering that OTO did not exist prior to 1984, a great deal has been accomplished in ten years. There is an ongoing organization that has 27 people assigned to it. Funds have been made available through BAPPENAS each year, a practice that will almost certainly continue so long as external donors continue to support OTO with funds for training programs. OTO has attracted additional donors, most notably the World Bank and the Japanese government (OECF). Together these organizations have committed more than $80 million to OTO through the Professional Human Resources Development Project (PHRD). The first phase of PHRD is concluding, but is expected to lead to a second phase which will assure the continuation of OTO services for at least the next five years. While OTO retains some of the characteristics of an organization set up to carry out a particular mission, it is considered a regular part of BAPPENAS and is treated in the same fashion as any other unit in the agency.

OTO has firmly established a wide range of selection, placement and monitoring services and has also developed a research capability in a variety of training related topics, including the important but neglected area of re-entry and follow-up with participants after return home. OTO has successfully placed 1,138 GPT II participants, with USAID directly processing the other 187. Additionally, OTO has managed 3,000 PHRD and other donor-sponsored trainees over the past ten years.

On the less positive side, OTO's efficiency and effectiveness appear to be hampered by its physical separation into three different buildings in Jakarta. This separation is bound to affect communication and the sense of unity and teamwork generally associated with being together. An additional constraint related to this separation, echoed by several concerned parties, is the tendency for vertical rather than lateral communication within OTO. Each

Directorate seems to be largely self-contained and at times appears to be unaware of activities underway in other Directorates, which has occasionally caused confusion within OTO and with other parties with which it works such as USAID.

Relevance and Impact of Training. GPT II training to date has focused on the public sector, with only 12 percent of the participants coming from the private sector. The major fields of training have been: public administration and management (38.9%); agriculture and natural resources (25.4%); education (10.7%); industry (9.7%); health and population (2.6%); and other (12.6%). These fields generally have been relevant to GOI and USAID priorities as these priorities have changed through the years.

The summary of findings in the Pilot Re-Entry Study of OTO Degree Alumni (most of whom were GPT II participants), indicates that a majority of alumni feels their training is generally useful in carrying out their current jobs. However, approximately one-third of those interviewed expressed constraints and resistance to new ideas in the re-entry environment. Despite many accomplishments of returnees, it is clear that benefits of overseas training can be magnified if greater attention were paid to the re-entry process of long-term participants. The views contained in the pilot study were for the most part corroborated in the 28 interviews of returnees conducted by the evaluation team.

Other Issues. USAID and OTO have been relatively unsuccessful in meeting their gender targets and even less so regarding placements in HBCUs. In regard to Handbook 10 compliance, improvements are needed in USAID's Participant Training Management System, pre-departure orientation, and its follow-up program with returnees. There are also several USAID projects that have been independently managing participants outside the established process.

Future Directions. The first priority is to plan the effective utilization of the approximately $4.5 million remaining in GPT II employing a variety of options for both technical assistance and training. Beyond GPT II, USAID must consider continuing needs for overseas professional and technical training in relation to its current four strategic objectives, and how it will fund and manage such efforts.

III. CONCLUSIONS AND RECOMMENDATIONS

The final section of the evaluation report contains the following conclusions and recommendations which flow from the findings:

USAID. USAID can take pride in its role in the successful outcome of this important training project. The purposes have been — or soon will be — achieved. To date, 1,325 participants have benefitted from GPT II, and are for the most part using their newly acquired skills and knowledge for the benefit of their organizations and country as well as for their individual professional and personal enhancement. While it is difficult to prove that significant large-scale institution building has resulted from these efforts, there are large numbers of mid- and high-level officials throughout key organizations of the GOI who studied under the sponsorship of USAID, some of whom were trained under GPT II. These

participants are utilizing their skills and ideas which, directly or indirectly, assist USAID in fostering understanding and collaboration in carrying out its strategic objectives. General training projects have proved to be of inestimable value to the Mission and every effort should be made to retain such a mechanism for addressing human resource constraints in Indonesia's development that are not covered in other projects but are critical to achieving its strategic objectives.

USAID has helped OTO to become an established viable organization that will continue for the foreseeable future to manage overseas training programs. While OTO almost certainly will continue after GPT II, it will benefit from USAID technical assistance in certain areas to reinforce the quality of its services. Equally important, USAID should endeavor to utilize OTO's services for meeting its future participant training needs in every possible way.

To continue to contribute to human resource development in Indonesia in the areas of USAID's strategic objectives and to reinforce the sustainability of OTO, USAID should:

- ***Execute a 2-year, no-cost extension of the PACD*** in order to retain a mechanism for providing training that is important to the achievement of USAID strategic objectives, but is not presently included in the project portfolio. An extension also will allow sufficient time to explore other mechanisms for meeting the Mission's strategic training needs. The USAID Administrator will have to approve a waiver because of the 10-year LOP restriction.

- ***Actively pursue the design of a follow-on HRD project*** related to USAID's four strategic objectives such as the proposed Enhanced Credit Program. Indonesia appears to be a good country choice for a pilot project given its credit status. Further, human resources development appears to be a suitable activity given the GOI's long-standing record of undertaking loans in this area and the emphasis it places on HRD in its development plan.

- ***Assess the current and proposed Mission portfolio*** in terms of trained manpower needed to meet strategic objectives, with the possibility of increasing funding for project-related participant training. USAID should update the Country Training Plan based on this assessment. If a manpower expert is needed, USAID might utilize funds remaining in the TA component of GPT II to fund a buy-in to HERNS to conduct such an assessment.

- ***Regularly update action plans*** in collaboration with OTO to fully utilize the remaining GPT II funds by June 1996, the current PACD. In this connection, USAID should encourage in-country training, which has become a high priority of the GOI. In-country training has the advantages of obviating the need for international travel and English language proficiency, and would quite likely increase the participation of women.

- ***Consider providing OTO with TA funds*** for ELT and academic counseling advisors. As a lower priority, USAID should also consider financing a contract for a research

advisor if the World Bank does not continue to fund this position. OTO should provide qualified counterparts for each advisor as a condition precedent.

- ***Collaborate with OTO in re-entry and follow-up*** activities with returned participants. HIRD/ET/PTU should encourage OTO to continue taking the lead in following up with the 1,138 GPT II returnees it was responsible for managing, while more diligently developing re-entry and follow-up activities with the thousands of non-GPT II participants who have returned from overseas training in past years.

- ***Consider expanding the use of OTO services*** for managing USAID project-related training by channeling project-related participant training proposals to OTO through HIRD/ET/PTU. Mechanisms would need to be developed for transferring funds to OTO for training from project accounts.

- ***The Mission Director should ensure that all USAID project officers comply fully with Handbook 10*** for all participant training sponsored by USAID.

OTO/BAPPENAS. The GOI is to be commended for the progress it has made in establishing the Overseas Training Office over the past ten years. OTO is a viable, functioning entity for managing training services in a wide range of fields and has developed training services that are recognized for their soundness and effectiveness. While OTO is functioning effectively in carrying out its assigned tasks related to the overseas training process, as in any organization, there is always room for improvement.

To maintain the quality of its services and increase the likelihood of its sustainability, OTO/BAPPENAS should:

- ***Address the continuing need for improving OTO organization and management*** to ensure continuity and efficiency in day-to-day operations, given the limited time the Director General of OTO has available for managing OTO and the frequent absences of the directors due to other commitments.

- ***Continue to explore strategies for extending its services to other GOI departments*** on a fee basis, and develop a more flexible approach for making its services available on an as-needed basis.

- ***Reactivate and update its training resources reference library*** and documentation center, which is presently in a dormant state, as well as develop an information center to enhance the quality of overseas education and training services.

- ***Continue to design and undertake re-entry and follow-up programs*** in collaboration with USAID in order to assist returnees more fully utilize their new knowledge and ideas.

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I. INTRODUCTION

A. Project Objectives and History

1. Objectives

The General Participant Training Project II (GPT II) was initiated in 1983 with two purposes: to address critical deficiencies in Indonesia's high-level manpower requirements through overseas training that emphasized USAID's priorities; and to assist the Government of Indonesia (GOI) establish a training office capable of managing GOI interests in the conduct of overseas general participant training programs.

2. Background

USAID/Indonesia has been providing overseas training through its participant training program since 1951. Approximately 13,000 Indonesians have been sponsored by USAID in a variety of short- and long-term programs. While in the earlier years, the mission concentrated on participant training within specific development projects, the need became clear by the mid-1960s for overseas training in critical areas outside the more narrow Mission project portfolio. Hence the establishment of general participant training programs which have been part of the USAID program since that time.

The major umbrella training project prior to 1983 was General Participant Training (GPT I) which provided overseas training for approximately 1,300 Indonesians between 1967 and 1977. A successor project, Professional Resources Development, continued to help fill the need for non-project related training until 1983 when the current project, GPT II, was initiated.

Funds were provided in GPT II for overseas training and for a GOI contract for training services and technical assistance from U.S. institutions. The Midwestern Universities Consortium for International Activities (MUCIA) and the Harvard Institute for International Development (HIID) were selected to provide these functions. In the project's earlier years, the contractors provided technical assistance as well as selection, placement, orientation, English language training (ELT), and student monitoring services both in Indonesia and in the United States. HIID participation in the project ended in 1992, and technical assistance in Jakarta from MUCIA has virtually ended. Today, support is primarily in the form of placement and monitoring services provided by the MUCIA project support office in Columbus, Ohio.

To carry out the objectives of GPT II as well as to meet other overseas training requirements, in 1984 the GOI created the National Committee for Overseas Training (NACOT) whose purpose was to establish national policies for overseas training. The Office of Overseas Training (OTO) was created in the National Development Planning Agency (BAPPENAS) at the same time to implement policies generated by NACOT. In 1989 the functions of NACOT were strengthened and its name was changed to National

Steering Team for Overseas Training (NASTOT). OTO's tasks also were redefined to cope with the new requirements of GOI's overseas training policies. In the decree by the State Minister for National Development Planning/Chairman of the National Development Planning Agency (number 076/KET/9/1989, 1 Sept. 1989), it was stipulated that OTO: (1) carry out research needed to develop national policies on overseas training; (2) develop systems for improving the efficiency and effectiveness of overseas training projects throughout the GOI; and (3) administer those overseas training projects assigned to it. More recently, NASTOT and OTO received another decree (No. KEPSIL/KET/8/1993) reactivating a somewhat dormant NASTOT to formulate policies related to overseas training in support of the human resources development envisaged in Repelita VI. OTO was further strengthened by this decree adding another Directorate to its organization and fine-tuning its functions. OTO is currently organized into five Directorates:

- Planning, Selection and Preparation (I);
- Placement Monitoring and Support (II);
- Systems Development, Research, Evaluation and Training Information Services (III);
- Institutional Development and Training Project Reporting (IV); and
- General Administration (V).

GPT II MILESTONES

4/1983	Project Paper
6/1983	Grant Agreement
1984	NACOT and OTO Established
6/1984	OTO Contract with MUCIA/HIID
2/1988	First Project Evaluation
4/1989	OTO Contract with MUCIA
9/1989	NASTOT Created by Decree
8/1990	Second Project Evaluation
4/1992	USAID Audit
4/1993	Pilot Re-entry Study
8/1993	Another Ministerial Decree on NASTOT
5/1994	Tracer Study
6/1994	Final Evaluation
6/1996	PACD

In addition to GPT II, OTO has provided training services to other donors, notably the World Bank, Japan (OECF), Canada (CIDA), and to a lesser degree, The Netherlands. Currently OTO's primary activity is in support of the World Bank/OECF funded Professional Human Resources Development Project (PHRD) which is nearing completion. A World Bank pre-appraisal mission has recently been in Jakarta assessing the feasibility of a Phase II of PHRD and an appraisal mission is scheduled for July.

A total of $50 million was allocated to GPT II and the current project assistance completion date (PACD) has been extended to June 1996. Approximately $4.5 million remains to be expended over the next two years, with an additional 250 short-term participants estimated to be trained by the PACD.

B. Evaluation Design and Scope

The project has been evaluated twice, first in 1988 and again in 1990. Both evaluations focussed on project progress in terms of participant training and institutionalization of OTO/ NASTOT. Further, an audit on participant training, conducted in the Mission in 1992, focussed on GPT II along with three other projects containing large training components. The project paper called for a final evaluation in May/June 1994. To accomplish this, a contract was executed with Creative Associates International, Incorporated (CAII) and a 3-person team was assembled to undertake the evaluation in Indonesia during the proposed time period. Appendix A contains biographical information on the evaluation team members.

The objectives of the final evaluation were to:

- Assess the project's impact in providing high-level manpower for Indonesia's economic growth;
- Assess whether key issues of previous evaluations have been adequately resolved; and
- Recommend how the Mission can access training funds, should there be no follow-on umbrella training project, in order to continue to have an effect on upgrading human resources development in Indonesia.

While not explicitly stated in the objectives, it was clearly part of the scope of work that the final evaluation was also to assess the sustainability of OTO as a GOI overseas training facility inasmuch as its establishment was one of the major goals of GPT II. Appendix B contains the scope of work for the evaluation.

The evaluation team conducted extensive interviews in Indonesia with a wide range of individuals including returned participants; USAID officers; OTO/BAPPENAS officials; representatives of other donors such as the World Bank, Canada, Australia and Japan; and officials of several key ministries involved in overseas training including the Agency for Assessment and Application of Technology (BPPT), Ministry of Finance (MOF), and the Department of Education and Culture (DEPDIKBUD). While most interviewing was conducted in Jakarta, the team spent several days in Bogor, Bandung and Yogyakarta interviewing returnees. Prior to arrival in Jakarta, the Team Leader spent a day in Washington, D.C. discussing the project with USAID employees who had served in Indonesia in past years and had knowledge of GPT II, and one person currently working in the Office of International Training (OIT). He also visited MUCIA in Columbus, Ohio enroute to Jakarta where he interviewed the OTO/Support Office (OTO/SO) staff and conducted telephone interviews with four of the remaining seven long-term GPT II participants still in the United States. Appendix C contains a list of all those interviewed in the evaluation study.

The team obtained insight from the interviews with participants concerning the impact of the training program on a returnee's career development and in a more limited fashion, on the institution. Secondary sources such as the Tracer Study and the Pilot Re-entry Study of OTO Degree Alumni have provided more comprehensive and objective insight into these matters.

C. Economic Context

When GPT II started in 1983, Indonesia was having trouble with its economy: a major concern was that the revenues derived from oil and gas exports began to decline. By 1986, it became clear that Indonesia could no longer rely on oil and gas revenues to finance its routine and development expenditures. The solution adopted by the GOI was to spur non-oil and gas export. A national drive toward this end was organized, but it ran against a major obstacle, namely the rigid grip of the bureaucracy on the industrial sector. To overcome this hurdle, the GOI took a decisive step: de-bureaucratization. Many government regulations that were considered by the public as hampering or debilitating the productivity of the industrial sector were replaced by new regulations that purported to facilitate industrial growth. This effort became known as the de-regulation policy.

The impact of these two policies — deregulation and governmental support for export of non-oil commodities — was immediately felt. Whereas at the end of 1983 the total value of exports of non-oil commodities was $5 billion, at the end of 1988 it rose to $11.5 billion, and by October 1993 it had reached $19.7 billion. This jump in export earnings was primarily the result of increases in efficiency within four industries: plywood, garment, textile, and more lately, leather goods.

In the view of many Indonesian economists, despite these impressive statistics, many firms still operate in an inefficient manner. It is feared that if this situation is not improved, the growth rate of the national economy will be negatively affected. The economy is growing at the rate of 6.3 percent per annum, similar to that of Malaysia and Thailand. If most of the country's firms do not increase their productivity, it is expected that Indonesia soon will be lagging behind these countries in economic growth. It is not improbable that within the next two years Malaysia and Thailand will have economic growth of 7 to 9 percent a year, whereas Indonesia will remain at the present level of 6.3 percent at best.

It is believed that increased productivity of Indonesian firms generally depends on two things: increasing its cadres of high-level manpower, especially within the private sector, and further de-bureaucratization within government offices, especially those which have direct control on the conduct of non-oil industries. Most Indonesian social scientists strongly believe that the role of the private sector will become more and more important for Indonesia's development in the future. In all aspects of national development, the GOI will have to cooperate more closely with the private sector. The time is over when government alone can solve the problems confronting the nation. In this regard, most government offices are much less efficient at the managerial level than the private sector.

It is within this economic context that GPT II has been implemented. The question that has to be considered carefully is how this project should be handled in its remaining two years to maximize the success it has achieved so far. In this regard, it is important to take account of prevailing opinion within the Indonesian society that maintains that 1995 to 2003 will be a decisive period for Indonesia's future. The types of democracy and economy that will ultimately emerge within Indonesian society will depend upon the choices that will be made during these decisive years by the GOI and the Indonesian private sector to solve their problems and to work harmoniously toward the mutual goal of increasing the country's prosperity. Every effort should be made by USAID, in close collaboration with BAPPENAS/OTO, to ensure that the remaining years of GPT II contribute to an improved relationship and rapport between the public and private sectors.

II. EVALUATION FINDINGS

A. Logical Framework Status

The evaluation team found that management and implementation of GPT II are generally on target. With 84 percent of the project time now elapsed, all quantifiable targets are at least 90 percent complete. At this point it appears that GPT II will achieve the objectives and reach the end-of-project status (EOPS) set forth in the logical framework.[1] In this regard, the logframe has been a useful tool for monitoring and reporting on the progress of GPT II, and the project management has adhered to it.

The current logframe, however, is of limited value in evaluating the impact of the training and the sustainability of OTO. The purpose-level indicator for training only addresses a pre-condition to impact (returning to an important position), and does not address whether any development impact occurs as a result of returning to an important position. Further, promotion is not a good indicator of impact in the GOI bureaucracy that tends to reward seniority over education. In terms of promotions, overseas training can have a ***negative impact, at least for the short-term,*** since participants lose seniority while they are away for long-term training. Generally, it is difficult to establish indicators that are meaningful in determining whether an institution, sector or country are impacted as a result of a training intervention. It is equally difficult to quantify or objectively measure training impact.

In regard to measuring sustainability, the logframe addresses only the status of OTO operations at the PACD and includes no indicators for assessing whether it will continue after project assistance is completed. Useful indicators for measuring sustainability might be the breadth and depth of funding, status within the GOI, or managerial structure and capability of the office.

All this said, the team does ***not*** feel that the logframe should be amended solely to improve the purpose-level indicators. It would be beneficial only to amend it if USAID were certain that the necessary impact and sustainability data would be collected and analyzed, thus allowing monitoring and evaluation of the indicators. However, regarding future participant training, USAID should give more attention to developing more useful and measurable impact indicators at the design stage.

Below is the current logframe for GPT II, with a comparison of expected and actual achievements to date. The first two columns are taken directly from the 1988 version of the logframe but do not reflect subsequent changes in budget line item categories or amounts.

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[1]The logframe is a USAID document used to design projects, summarizing program or sector goals, project purposes, outputs, and inputs. It is also used by the Mission to evaluate projects and is the basis of the Semi-Annual Portfolio Implementation Review (SAPIR).

PROJECT DESIGN SUMMARY - LOGICAL FRAMEWORK

NARRATIVE SUMMARY	TARGET STATUS		CURRENT STATUS MAY 1994	
Project Purpose Expand the manpower capability of ministries, universities and private non-profit organizations to implement development programs effectively.	1. Participants have returned to important assignments. 2. An overseas training unit is placing Indonesian participants and supporting them, through the resources of various donors.		1. 1,325 (92%) have returned; As per Pilot Study, approx. 40% have been promoted since training; 25% reported returning to no position, and long-term trainees lost seniority while in training. 2. OTO continues to place and support participants for USAID, World Bank/OECF, and CIDA.	
Outputs GOI personnel trained overseas in short-term technical and long-term graduate degree programs. OTO is operating (officially) in identification, placement, processing and management of GPT II participants; assisting with delivery of improved ELT services in Indonesia.	1. PhD 140 MA/MS 644 ST 657 Total 1,441 2. OTO, with a staff of approximately 27 professionals, operating under four divisions: training needs assessment, orientation and processing, operational research/evaluation, management/reports.		1. PhD 130 - 93% MA/MS 583 - 91% ST 612 - 93% Total 1,325 - 92% 2. OTO has a staff of 27, operating with five directorates: (I) Planning, Selection, Preparation; (II) Placement, Monitoring and Implementation Support; (III) Research, System Development, and OTISS; (IV) Institutional Development and Training Project Reporting; (V) General Administration.	
Inputs	USAID (as originally allocated)[2]	GOI	USAID (as expended)[2]	GOI
1. Participant Training (Other Training, ELT, Travel)	$41,543,000	$12,861,000	$37,071,867	14,044,000
2. Technical Assistance	4,473,000		7,572,689	
3. OTO Support	1,000,000	3,839,000	397,383	2,405,000
4. Evaluation/Audit	150,000		148,630	
5. Contingency/inflation	2,834,000			
TOTAL	$50,000,000	$16,700,000	$45,190,569 90%	$16,449,000 98%

[2]Amounts evolved from original allocations through budget modifications and amendments agreed upon mutually between OTO and USAID.

B. Previous Evaluation Recommendations

The first GPT II evaluation in February 1988, stressed the importance of OTO's institutionalization as a formal GOI unit with its own personnel and budget. It also emphasized the importance of upgrading the professional level of the staff and hiring deputy directors to assure continuity in the frequent absences of the top officials. The report further noted the importance of re-entry and follow-up activities with returning participants, and also stated that OTO needed to improve its ability to market its services to other potential users. With respect to USAID, the report recommended that the Mission should increase its funding to enable OTO to continue operations, that USAID should continue to support a contract with a U.S.-based GPT II support office to handle participant monitoring and reporting, and that funds should also be made available for technical assistance to OTO in Jakarta for ELT and academic placement services. The report further recommended that USAID "set aside" a portion of GPT II funds to pursue its own interests in such areas as the private sector, women and HBCUs.

OTO actively pursued the above recommendations. OTO is more institutionalized than it was six years ago but is still a non-structural body attached to BAPPENAS. Staff has been upgraded somewhat but more improvement is still needed, and some higher level staff positions remain to be filled. Nor has a separate budget become a reality. Re-entry and follow-up activities are underway under the current tracer and impact evaluation study. OTO has not been very successful in marketing its services to other government departments but this may be more a function of the GOI bureaucratic environment than a failing of OTO. USAID provided ample additional funds ($21 million) to GPT II and "set asides" were provided as recommended. MUCIA/HIID continued to provide U.S. support services. Progress was underway, albeit unevenly, in nearly all these areas during the 1988-1990 period when the second evaluation took place.

The August 1990 evaluation report stressed the critical importance of USAID and OTO immediately undertaking a financial analysis of the project to determine the amount of funds available for future use. Secondly, it urged OTO to install financial management controls that would ensure that there would be no overall cost overruns. It also recommended that GPT II targets be realigned to focus more closely on GOI priority areas. The report further recommended that USAID continue supporting the institutional development of OTO and suggested areas in need of attention. It also suggested that the academic aptitude (TPA) process needed refining and that the size of the candidate pool needed enlarging.

The financial issues were addressed and OTO today seems to have effective financial controls that are working well. While USAID did not formally redefine its focus in GPT II, in 1993 it began to re-align its fields of study to reflect new USAID strategic objectives, which are compatible with GOI priorities. OTO has narrowed its areas of training in recent years to management; policy analysis and planning at central and local levels; and the environment. As mentioned above, USAID has, in fact, continued to

support OTO over the past four years and executed a no-cost extension of the PACD to 30 June 1996 to allow adequate time to utilize the remaining funds in GPT II.

The TPA process and the candidate pool are subjects of continuing concern to OTO but no dramatic changes have been introduced over the past four years.

C. OTO Institutionalization

1. Sustainability

Considering that OTO did not exist prior to 1984, a great deal has been accomplished in ten years. There is an ongoing organization that has 27 people assigned to it (see Appendix D for the most recent organization chart of OTO). Funds have been made available at a stable level through BAPPENAS each year, a practice that will almost certainly continue so long as external donors continue to support OTO with funds for training programs. As mentioned above, there have been several formal GOI decrees strengthening OTO's role as a major implementation unit for overseas training as well as serving as a policy analysis unit of NASTOT, the overall steering and coordinating committee for the GOI's overseas training activities.

OTO has also achieved its objective of attracting additional donors, notably the World Bank and Japan through its Overseas Economic Cooperation Fund (OECF). Together these organizations have committed approximately $80 million to OTO through the Professional Human Resources Development Project (PHRD). This major activity also provides substantial funds both to the Ministry of Finance and to BPPT in pursuit of their overseas training activities apart from OTO. The first phase of PHRD is concluding, but is expected to lead to a second phase which will assure the continuation of OTO services for at least the next five years.

2. Efficiency and Effectiveness

OTO has firmly established a wide range of selection, placement and monitoring services and has also developed a research capability in a variety of training related topics, including the important but neglected area of re-entry and follow-up with participants after return home. OTO has successfully placed 1,138 USAID-sponsored trainees, which represents 86 percent of total GPT II participants. Additionally, OTO has managed 3,000 other donor-sponsored trainees (mainly PHRD) over the past ten years. The following table describes the make up of various donor projects.

TOTAL PARTICIPANTS MANAGED BY OTO
1984-1994

	World Bank	OECF	CIDA	USAID	Total
PhD	58	25	12	124	219
MA/MS	313	202	51	564	1,130
Non-Degree	608	1,654	87	450	2,799
TOTAL	979	1,881	150	1,138	4,148

OTO has developed a wide range of training-related services in such areas as training needs analysis, selection of candidates [Tes Potensi Akademik (TPA)], English language training programs (BELT, EAP 1 and 2), pre-departure orientation programs (COPE), and effective academic placement, monitoring and reporting services. Re-entry/follow up and evaluation activities have been initiated and many overseas-related research studies have been undertaken. Many of these activities are recognized in Indonesia and abroad as contributing to the effectiveness and efficiency of overseas training.

Preeminent among OTO's accomplishments is the TPA which has become a major governing device in the selection process for overseas academic scholarships. TPA is being used by other organizations for such purposes as selecting students for overseas training and for places in local higher education institutions. Over 40,000 Indonesians have taken the test, which is given twice a year in several locations of the country.

OTO's English language program, which has developed into an integral part of the selection and pre-departure process, also is recognized for its efficiency and effectiveness in preparing candidates for overseas studies. OTO's pre-departure orientation program, COPE, also appears to be generally well regarded, but not as highly as TPA and ELT.

OTO has initiated re-entry activities which have for the most part been neglected world wide in participant training programs, including that of USAID/Indonesia. One such activity was a study of the impact of overseas training after returnees had been home more than ten years, while the other focussed on re-entry issues one to two years after return. The findings from such studies have helped OTO initiate some modest follow-up activities. A major re-entry impact evaluation study funded by GPT II is now underway.

Further, OTO has developed an innovative short-term training model that consists of three phases. The first phase deals with pre-departure preparation including subject-matter orientation focussing on problem-solving action planning. The second phase is the overseas training itself which includes problem formulation, lectures, workshops, case studies, visits and/or internships. The third phase is re-entry to Indonesia which consists of several steps: (1) a workshop where returnees submit their draft action plans; (2) implementation of the action plan in the work environment; and (3) a follow-up workshop where the participants' experience in implementing their plans is reviewed. The cycle usually takes up to nine months. OTO reports that the impact of this model

has already been felt in several institutions where it has been applied. A more formal evaluation of the short-term training model is in progress. See Appendix E for a diagram of this short-term training cycle.

There is another innovative activity in the early design stage at OTO. This concerns the development of an interactive overseas training data base, OTISS, for the use of program planners, participants in training, returnees, sponsoring institutions and other parties interested in virtually any aspect of overseas training, including information on such matters as overseas training facilities and re-entry employment opportunities. There is a computer simulation model of OTISS and OTO is seeking funding for further development.

OTO's research efforts have been ongoing for many years and its Research Directorate is currently implementing an ambitious research agenda, primarily prompted by the PHRD project. The agenda includes studying the impact of current GOI policies on the effectiveness of overseas training, and ways of strengthening the government's systems and procedures to improve its ability to conduct efficient and effective overseas training programs. Twelve research topics have been developed since April 1990, of which four have been completed in previous fiscal years:

- Socio-Cultural Constraints to Women's Participation in Overseas Training;
- Overseas Training Needs Analysis and Planning for Repelita VI;
- Marketing Potential and Institutional Development of the TPA; and
- Re-Entry Evaluation of OTO Degree Training (Pilot Study).

OTO has carried out other research activities beyond the World Bank agenda. Since 1988, studies have been made to inform overseas universities about Indonesian grading practices in higher education. OTO also sponsored a research study in 1989, "Re-Entry Evaluation of Degree Program Returnees," which despite its limited number of respondents, was useful to OTO in better understanding the re-entry process. An impact study was also undertaken of returned USAID participants by the economics faculty of the University of Indonesia which added further to OTO's understanding of re-entry issues. An English language training survey was undertaken in 1991 that provides useful data on 54 ELT centers in Indonesia.

In 1989, OTO began to focus its overseas training program in certain priority fields rather than to continue to provide training in virtually any area of a candidate's interest. These priority areas include mid- and senior-level managerial training; policy analysis and planning capability at the central as well as provincial and local levels of the public service; and training in a wide variety of skills needed in the environment and natural resource conservation areas to help ensure sustainability of Indonesia's flourishing development activities.

While OTO retains some of the characteristics of an organization set up to carry out a particular mission, it is considered an integral part of BAPPENAS and

receives financial and managerial support in the same fashion as other units in the agency. Indeed, the GOI has nearly completed its commitment of $16.7 million in local costs under GPT II.

3. Efficiency and Effectiveness Issues

On the less positive side, OTO's efficiency and effectiveness appear to be hampered by its physical separation into three different buildings in Jakarta. Directorates I and II are housed together in Jalan Proklamasi, Directorate III is in Jalan Taman Sunda Kelapa, and Directorates IV and V are in BAPPENAS headquarters in Jalan Taman Surapati. This separation is bound to affect communication and the sense of unity and teamwork generally associated with being together. An additional constraint related to this separation, echoed by several concerned parties, is the tendency for vertical rather than lateral communication within OTO. Each Directorate seems to be largely self-contained and at times appears to be unaware of activities underway in other Directorates, which has occasionally caused confusion within OTO and with other parties with which it works such as USAID.

In regard to the efficiency and effectiveness of its operations, OTO has received considerable external technical assistance through the years. The U.S. academic counseling advisor funded by GPT II and the ELT advisor had completed their contracts by the time of the evaluation. Based on their end-of-tour reports and an interview with the latter, it is evident that training counterparts was a major objective of their work, but met with mixed results. There was more success in the ELT area, but the OTO staff member who has developed into a first-class counterpart to the expatriate ELT advisor plans to leave for PhD training in Australia in the near future. However, despite these constraints, there are a sufficient number of experienced and competent OTO staff members, particularly in the placement and monitoring process to enable OTO to function for the most part in an efficient and effective manner. Whether OTO can maintain the high quality it has established over the years in its ELT and academic placement programs without external technical assistance is unknown at this point. (Nor is it clear how the research program will maintain its momentum without its World Bank-funded research advisor who is scheduled to leave her post in June 1994.) While candidates have had access to information on U.S. universities this was primarily due to the efforts of the expatriate academic counseling advisor, help from USIS, and advice from the OTO/SO in Columbus, Ohio. There appears to be far less access to reliable information on third country training institutions and universities. There is little evidence that university catalogs or fields of study files have been regularly updated by OTO for either U.S. or third country training facilities.

4. "Marketing" OTO Services

It was originally conceived that OTO would expand its outreach to include overseas training for other GOI ministries and departments. While ministries with major overseas training programs such as BPPT and the Ministry of Finance (MOF) have their own

overseas training operations, there has been use of OTO's services by other governmental units, especially with regard to the use of TPA. However, greatly expanded use of OTO's services appears to be constrained by normal "bureaucratic turf" issues as well as effective mechanisms for collecting fees for services.

5. Effectiveness of MUCIA

MUCIA, through its OTO/SO, appears to be doing a fully satisfactory job during this phase- down period of GPT II. For that matter, its performance over the life of the project has been good, particularly after it shifted its lead institution from the University of Wisconsin to Ohio State University in 1988.

MUCIA's participant fee per month for both short- and long-term training is $206 which is on the low end of the scale compared to other training contractors.

OTO/SO has established an effective and efficient student monitoring system including a wide range of computer applications, regular phone contact, newsletters, a 24-hour toll free phone line and regularly scheduled visits by OTO/SO counselors to their students. The system is designed to monitor students' academic progress and/or problems, provide personal and professional counseling, administer student allowances, and promote professional networking through newsletters, directories and attendance at professional meeting.

OTO/SO's relationship and communication with OTO/Jakarta which appear effective, is based primarily on continuous fax exchanges. OTO/SO also closely monitors the financial status of GPT II participant programs, reporting monthly and quarterly both to OTO and HIRD/ET/PTU on expenditures, balances, and projections. This reporting system has helped assure that available funds are sufficient to meet current and projected expenses, ensuring that the financial problems of the late 1980s do not repeat themselves.

D. Participant Training

1. Relevance of GPT II to GOI and USAID Priorities

Over 1,300 participants have been trained under GPT II over the past eleven years and an another 250 short-term participants are proposed for the next two years. GPT II training to date has focused on the public sector, with only 12 percent of the participants coming from the private sector. The major fields of training under GPT II are:

- Public administration and management (38.9%)
- Agriculture and natural resources (25.4%)
- Education (10.7%)

- Industry (9.7%)
- Health and population (2.6%)
- Other (12.6%)

The GOI ministries with the largest numbers of GPT II trainees are: Finance, Home Affairs, Agriculture, Industry, Forestry, Public Works, Mines and Energy, Trade, Health, and Education. See Appendix F for a full set of training statistics.

With respect to GOI human resource priorities, it has only been since 1990 that NASTOT has mandated that OTO focus its fields of training more closely to reflect those of the GOI. Currently GOI priorities are stipulated in the *Rancangan Rencana Pembangunan Lima Tahun Keenam* — Design of the Sixth Five-Year Development Plan or REPELITA VI — and include the following four indicators of progress during this period:

- increase of national income;
- improvement in the distribution of income;
- development in the industrial and service sectors; and
- stabilization of the national economy.

In terms of USAID priorities, HIRD has generally assured that individual training programs fall within the purview of USAID strategic objectives as they have changed from time to time over the past decade. Clearly, USAID will insist that the short-term training envisaged with remaining GPT II funds relates directly to one or more of the current strategic objectives, which are:

- development of a more competitive, participatory economy;
- improved health and reduced fertility;
- reduced rate of degradation of natural resources and the environment; and
- increased effectiveness of key institutions in supporting citizen's rights and civic participation.

2. Impact of Training

The summary of findings in the Pilot Re-Entry Study of OTO Degree Alumni[3] indicates that a majority of alumni feel that their training is generally useful in carrying out their current jobs, especially in developing policy, problem solving, conducting research, preparing technical reports and teaching. Yet, approximately one-third of the sample reported lower levels of training relevance in their jobs upon return. In addition, more than one-third of the sample reported some resistance by their colleagues and superiors to the new ideas and initiatives proposed by alumni. A considerable number of returnees reported a wide range of other constraints including a lack of qualified staff,

[3]This 1993 study covered a sample of 100 of the 772 degree participants who had returned home, a majority of whom were GPT II funded.

bureaucratic policies and procedures, low pay and limited access to technical information. The lack of career planning and frequent job rotation were cited as roadblocks in the re-entry process with one-fourth of the survey sample who had occupied GOI Echelon positions before training finding themselves without formal positions upon their return.

However, despite these constraints, alumni interviewed in the pilot study and by the evaluation team offered many examples of training utilization in their work. Not only were there substantial improvements in their work skills as a result of their training, but a majority of alumni is also actively involved in a variety of networking activities such as conferences and workshops and professional contacts with colleagues. Also, many have published books and articles in professional journals, and have prepared teaching materials.

These preliminary findings indicate positive impact from the overseas training experience as well as constraints in the re-entry process. Many alumni in the survey sample offered suggestions to OTO in supporting re-entry, including further training opportunities, assistance with employing organizations concerning re-entry issues, sponsoring attendance at international seminars, organizing an alumni association with regular meetings, and providing a variety of information services, e.g., library, materials, and alumni directories.

While substantial impact is being obtained from GPT II, it is clear from the sample survey that benefits can be magnified with more effort placed on the re-entry process of long-term returnees. Similar data are not available for short-term returnees. However, the OTO short-term training cycle has been designed to facilitate re-entry and it is suspected that there are far fewer re-entry constraints for participants in this category.

Twenty-eight GPT II returnees were interviewed primarily to assess training impact. The returnees interviewed were chosen at random in Jakarta, Bogor, Bandung, and Yogyakarta areas. Since the mid-term evaluation was conducted in 1989, it was decided to include a larger proportion of returnees from the 1990 to 1994 period. It was also decided to include a larger sample of women to assist the evaluators concentrate on gender issues. As it turned out, nine women were interviewed. Twenty of the interviewees were long-term participants and eight had undergone short-term programs. Twenty-two were from the public sector and 6 were private sector returnees.

In essence, the interviews support the findings in the pilot study. While virtually all those interviewed expressed satisfaction with their overseas training experience, many indicated constraints in utilizing their newly acquired skills and ideas, in similar fashion to the responses in the pilot study. Appendix G is a summary of the team's interviews, along with two short stories about returnees.

Phase II of the Re-Entry Study funded by GPT II should provide more insight into re-entry and suggest measures for the GOI, USAID and other donors in creating a more supportive environment for returnees to more fully utilize their training.

a. Individual Impact

Based on the Re-Entry Study and the interviews, it appears that most returnees have assumed positions without promotion or salary increase. While overseas training is helpful in career development in the public service, it is not in itself a determining factor for promotions. Indeed, there were several people interviewed who indicated that their two or three years absence to study abroad had a negative impact on the speed of their promotion process.

Despite the lack of promotions or salary increases, none of the respondents regretted the overseas experience inasmuch as the training has given them much in the way of improved skills, knowledge and attitudes and has added to their self-confidence and sense of purpose in life. A broader perspective and the American work ethic were cited as important traits acquired in the United States that are being applied to the work environment at home.

Participants also indicated that, despite the lack reward from their employing organizations, they have gained esteem in their profession and added to their personal income. Interviewees cited government and private sector consulting and university teaching as personally satisfying rewards of their training. One female participant who received a Masters degree in mass communications is using her new skills in her volunteer work with NGOs and high schools in drug abuse and AIDS prevention. She has the confidence and ability to develop curriculum and train, thus multiplying the benefits of her training.

b. Institutional Impact

While there are many indications of impact on the individual's work through direct application of new skills and ideas and transference to colleagues, supervisors, and subordinates, it must be remembered that GPT II was designed as a scholarship program in which individuals would develop professional skills and capabilities, generally in the fields of their choice. It was not designed as an institution-building project and hence did not seek critical masses in any particular institution, field or sector.

However, quite likely there have been many instances of institutional impact among GPT II participants. Indeed there were several reported in the interviews. For example, a female participant who obtained a Masters degree in accounting returned to her university at a time that it was expanding. As of result of her new technical and management skills, as well as the added confidence her U.S. experience gave her, she became the head of the accounting department in the economics faculty. Her supervisor who had known her before as well as after the training, stated that she has not only grown professionally as a result of her training, but she has a significant impact on the faculty and, more broadly, on the university.

c. National Impact

Although the total number of GPT II participants is impressive, when viewed as an individual scholarship program, it constitutes a very small percentage of overall national human resource needs.

However, GPT II certainly has met its primary objective of "providing high level manpower for Indonesia's economic growth." Beyond the individual returnee's tangible impact in a particular position, there is bound to be a more intangible and transcending positive impact these successful returnees have in the larger sense of Indonesia's growth and development, as well as the contribution these individuals make to supporting USAID strategic objectives in Indonesia-U.S. cooperation and understanding.

Indeed there are as many as eight ministerial level returnees among USAID participants, three of whom were trained under GPT I. The benefits to the United States of having such highly placed individuals as returnees extend beyond their professional growth and development and clearly have broader institutional and national impact.

LONG-TERM IMPACT OF TRAINING

Of the 41 Cabinet Ministers in 1994, 8 or 20 percent have received some USAID-funded training (although not GPT II) in the United States:

- Saadilah Mursjid, MPA
  State Minister Cabinent Secretary
  Harvard University, MPA, 1972
- Dr. IR Sjarifudin Baharsjah
  Minister of Agriculture
  University of Kentucky, MS, 1965
- Prof. Dr. Sujudi
  Minister of Health
  GW University, Non-Degree, 1957
- Ir. Radinal Mochtar
  Minister of Public Works
  University of Kentucky (Reg Plan), 1961
  American University (Urban Dev), 1968
- Dr. J. Sudrajat Djiwandono
  Governor, Bank of Indonesia
  Boston University, MA/PhD, 1980
- Prof. Dr. Ibrahim Hasan
  State Minister for Food
  Syracuse University, MBA, 1965
  GW University (Dev Plan), 1978
- Dr. Haryono Suyono
  State Minister for Population
  University of Chicago, PhD, 1972
- Ir. E. Sanjoto Sastrowardojo
  State Minister for Investment
  Syracuse University, MS, 1962

3. Gender Considerations

Of the 1,138 GPT II participants handled by OTO, 204 have been women, representing 18 percent of the total. USAID has directly managed another 187 participants with better results, ***viz.*** 62 women or 33 percent. Combined, the total female participation is 20 percent of the total GPT II project. The following table describes the role of women in the OTO program. Refer to the table in section II.C.2 for the total number of participants sponsored by each donor.

Female Participation of OTO Trainees
1984-1994

	World Bank		OECF		CIDA		USAID GPT II		Total Women	
PhD	5	9%	4	16%	2	17%	14	11%	25	11%
MA/MA	67	21%	42	21%	16	31%	94	17%	219	19%
Non-Degree	140	23%	67	4%	17	20%	96	21%	320	11%
TOTAL	212	22%	113	6%	35	23%	204	18%	564	14%

While there has been a slight upward trend in the rate of female participation, the current rate falls short of the 30 percent target in the USAID Mission Participant Training Order, much less the 40 percent envisaged for 1994. USAID and OTO are sensitive to this failing and intend to enlarge the number of women who receive short-term training over the remaining two years of the project.

Both USAID and the GOI seem to have a clear understanding of the critical role of women as participants and stakeholders in Indonesia's economic and social development. For a predominately Moslem country, Indonesia indeed appears to be very progressive in committing itself to equality and full participation of women in all aspects of life. Yet there are major constraints that limit the full participation of women in overseas training. Family responsibility traditionally falls to women making it difficult for them to be overseas for extended periods. Studies have shown that the social and cultural expectations of women, which are strongly reinforced in Indonesian society, are often incompatible with a women's desire to study abroad and fulfill her educational and professional aspirations.

This situation, however, varies from one profession to another. In areas where the participation of women has been socially acknowledged — education, health, social services, law, business management — the desire of women to go abroad is equally strong as that of men. In areas where female participation is still looked upon with some reservation — engineering, forestry, mining, fishery — the will among women to go abroad to pursue advanced education is still weak. Within the Department of Forestry, for instance, women accept clerical positions without protest or question, even in cases where they have formal education in forestry.

The disproportionately low number of women in some sectors indeed limits the number of potential female training candidates. In sectors where women's presence has been firmly acknowledged, USAID can expect higher female participation rates, particularly in long-term training. However, USAID should consider lowering its targets in sectors where the presence of men is still dominant and should focus on short-term training opportunities for women.

The gender situation in Indonesian society is changing gradually. For example, the presence of women within the forestry sub-sector has continuously changed since the late 1980s. According to sources within forestry, since 1987 the ratio of female students within the School of Forestry at Bogor Institute of Agriculture has been steadily improving. It is estimated that women now comprise 40 percent of the students. In time these women will move into professional work and hopefully into graduate studies.

OTO appears to be committed to increasing women participation in overseas training and is considering strategies to improve their numbers. These measures include:

- encouraging women to take their families with them;
- arranging tandem study programs for spouses as well;
- increasing the age limits for women who tend to be older when ready to go abroad; and
- increasing the flow of information to overseas training sponsors, emphasizing the importance of more women candidates.

Alternative academic training programs are being explored by OTO that encourage further study in Indonesia with shorter overseas periods. Greater use of short-term overseas and in-country training programs are also being considered.

On USAID's part, it has designated a Women in Development (WID) Officer and has established a standing WID committee with representatives from technical offices. It has also drafted a WID action plan and has included targets for female participation in the most recent Country Training Plan. USAID also requires all projects to report semi-annually on female participation. Hopefully, these efforts will lead to an increase in the participation of females in future programs.

4. HBCUs

Placement of GPT II participants in Historically Black Colleges and Universities (HBCUs) has been a dismal failure. To the best of our knowledge, only one participant attended a member institution for degree training over the past ten years and three attended for 1-month programs. The reasons given for this situation have been repeated many times and in many countries: HBCUs are perceived as second class institutions, thus are virtually never among the top choices of GPT II candidates who are responsible for selecting their prospective colleges and universities; fields of training in HBCUs are weak and/or limited at the graduate level restricting choices even if candidates were to seek out HBCUs; and, even in short-term programs, training choices are limited. Even where suitable programs exist in HBCUs, there is limited information about them at OTO in term of catalogues and brochures.

A 5-person GOI team visited ten HBCUs this past January on an assessment mission that was arranged by MUCIA in conjunction with the National Association for Equal Opportunities (NAFEO) in Washington, DC. The report of the team, which has been submitted to USAID, describes the relative strengths of the institutions visited but does not include an action plan to activate greater use of HBCUs in the OTO placement process.

However, this being said, there is little evidence of success in increasing the use of HBCUs in GPT II. Since there are no new starts planned for long-term training under GPT II, efforts should be stepped up to utilize HBCUs in the proposed short-term training programs currently being planned with remaining GPT II funds.

5. Compliance with Handbook 10

OTO and OTO/SO appear to be in full compliance with USAID's Handbook 10, which serves as the major framework for the participant training process. With several exceptions — pre-departure orientation, follow-up, and PTMS — HIRD/ET/PTU is also in compliance with Handbook 10. However, there has been a practice in certain USAID technical offices to handle (non-GPT II) overseas training outside of Handbook 10, the Mission Training Order and HIRD/ET/PTU. While the exact number of cases in not known, there reportedly have been at least two hundred participants sent by the Mission without the knowledge of HIRD/ET/PTU over the past several years. There are several problems created by this practice: (a) the participant may or may not be covered by health and accident insurance; (b) there is no way of knowing whether minimal standards are being met in such areas as pre-departure orientation, medical clearance, English language testing, and payment of international travel; and (c) the participant will not be in the PTMS system, reducing the likelihood that they will be included in Mission or USAID-wide reporting for Congressional and other important purposes, or in any type of follow-up activity.

HIRD has been trying to encourage compliance with Handbook 10. Over the last year they have conducted two seminars and many meetings with USAID project officers and contractors to promote the use of Handbook 10. The seminars were followed by a memo from the Mission Director reinforcing the need for compliance. However, more aggressive enforcement still appears to be required. While we recognize the reasons project officers are reluctant in adhering to all aspects of Handbook 10, there are good reasons for its provisions and it should be incumbent on USAID to adhere to it.

a. Pre-departure Orientation

HIRD/ET/PTU is responsible for conducting pre-departure orientation for all USAID participants, including those under GPT II. Participants who go through the PTU's orientation appear to be well briefed on the visa and medical procedures, U.S. travel arrangements, travel advances, maintenance allowances and other such administrative and logistical matters. However, there is very little cross-cultural or academic pre-departure orientation also called for in Handbook 10. While the kind of administrative orientation conducted by PTU is essential, it is not sufficient to meet participants' pre-departure requirements.

As presently constituted, PTU is not equipped to provide such orientation, but HIRD/ET should explore other resources available within the Mission. It might also consider enrolling its project participants in COPE sessions conducted by OTO on a fee basis or similar cross-cultural programs available in Indonesia.

b. Follow-Up

Follow-up is another area where the Mission falls short in its compliance with Handbook 10, as was noted in the 1990 GPT II evaluation and 1992 audit of Mission training. Lack of progress in this area is not due to a lack of guidance; a representative from Washington's Office of International Training (OIT) drafted a follow-up strategy in December 1992, detailing an implementation plan and a budget. The Mission responded by appointing a follow-up officer and is supporting OTO's research on re-entry and follow-up. However, USAID has virtually no contact with its 13,000 returned participants, which the evaluation team finds disappointing considering the attention that has been placed on re-entry and follow-up in recent years. Minimally, certificates of achievement should be awarded in a forum that allows appropriate public recognition for all USAID participants. Awards ceremonies are no longer held by the Mission and there are numerous participants who have never received a certificate. Additionally, less than 25 percent respond to the follow-up questionnaires administered by USAID and little effort has been made to increase the response rate.

Handbook 10 stipulates that a Mission is only responsible for providing follow-up activities to those trained in the past three years. At a minimum, HIRD/ET/PTU should ensure that all participants receive certificates, and report on their training programs and efforts to apply training. HIRD/ET/PTU should consider revising the two questionnaires currently used, giving consideration to the length, language, and the intended use of the results. Only data that will be tabulated, analyzed and used for reporting or planning should be collected through the questionnaires. It would be efficient and effective to collaborate with OTO in collecting follow-up data with regard to GPT II returnees.

Indeed, OTO has shown more progress than USAID in providing follow-up activities to the 4,148 participants they have managed, of which 1,138 were GPT II. In addition to the studies on re-entry and follow-up, OTO publishes a quarterly newsletter (SIMPUL), has developed an active re-entry program for short-term participants, conducts workshops for alumni, and maintains a re-entry data base. Given OTO's demonstrated interest and capability in follow-up, USAID should consider providing OTO with additional support to implement its follow-up program for GPT II and other participants that OTO manages. There might be need for modest funding of some activities such as returned participant workshops and seminars that could be met from remaining GPT II funds.

USAID might consider supporting OTO's efforts in developing OTISS which, in concept, would include information on re-entry employment opportunities for not only for sponsored students, but also for the thousands of privately financed Indonesians who return each year from study abroad. While supporting this effort would be a deviation from the traditional GPT II program, such a clearinghouse might provide OTO with a tool of far-reaching value to the country in terms of matching its overseas trained manpower with the country's priority needs. The Research Directorate is working on the preliminary design but is hampered by shortage of experienced personnel to assign to OTISS so progress is slow.

These efforts of OTO do not absolve USAID of its responsibility to maintain follow-up relationships with returned participants, especially those not funded under GPT II. Without an effective follow-up program, USAID cannot assess the impact of the training and is missing an important opportunity to leverage the heavy investment it has made in HRD in Indonesia.

c. PTMS

USAID's Participant Training Management System (PTMS) contains over 11,000 participant files, including GPT II trainees and USAID's project-related training dating back to the 1950s. It is not, however, used to its fullest capacity, with only a limited number of data fields entered and few reports are produced. In addition, it is not regularly updated nor fully capable of entering data from evaluation questionnaires.

The system currently used in the Mission is not compatible with the OTO and USAID/Washington data management systems, requiring each party to enter much of the same data on each participant. At a minimum, the Mission's system should be compatible with USAID/Washington's. The first step towards establishing compatibility has been taken, with PTMS Version 6.2 installed in the Mission's computer. The next step is to convert the data from the existing system, an effort that will require assistance from USAID's Data Management Center. A final step is to train all PTU staff how to enter data and access reports from the system. Training can be obtained through the HERNS project, and should result in a more efficient and useful system.

E. Future Directions for USAID

Issues raised in the previous sections of this report relate to the achievements and constraints of OTO and the training of project participants. This section focuses on issues that are internal to USAID.

The evaluation team was tasked with exploring two specific concerns related to future USAID/Indonesia resources development:

- 1994-1996: What can be done to take full advantage of funds available to GPT II? Of particular concern are the funds that were obligated to GPT II in 1988 and have yet to be expended, but of equal importance is expenditure of all project funds before GPT II ends in 1996.

- Beyond 1996: After GPT II ends, how can USAID continue to address the on-going human resource development challenges facing Indonesia within the framework of the Mission's strategic objectives? This includes training managed through the HIRD office as well as other technical offices in USAID.

In the sections that follow, each question is examined in terms of the related issues and the ideas for addressing them.

1. 1994-1996

At the commencement of the team's evaluation, a major concern within USAID was the financial status of GPT II. The team found that GPT II is on target financially, with USAID expenditures and host country contributions ahead of schedule. As of 31 March 1994, 84 percent of the project time had elapsed, with 91 percent of the project LOP funds (grant and loan) expended and 98 percent of host country contributions met.[4]

A table below summarizes the financial situation of GPT II as of 3 June 1994. Numbers and letters appearing in parentheses in the text correspond to the columns and rows in the table.

As of 2 June 1994, of the $50 million (1-r) originally allocated for the LOP, $4 million (5-o) currently remains of the grant funds, and GPT II is expecting a final grant obligation of $500,000 (1-q) in 1995. The loan portion of the agreement is now complete, of which $21 million (1-n) was used for the project and $294,584 (1-q) was withdrawn from GPT II.[5]

While overall project spending is on target, spending in some categories is behind schedule. For example, virtually all of the money obligated for "participant training"[6] has been expended (5-d and 5-k). However, only about 50 percent (5-b) of funds allocated for "other training" have been used to date.[7] This line item was added to the budget well into the project, so less time has been available to expend these funds.

Of the $4 million (5-g) currently in the pipeline, $1.6 million is money that was obligated in 1988, but not yet expended. Because of the "age" of the funds, they are potential candidates for de-obligation either through USAID/Washington's "rescission" procedures or the M account. The 1994 Appropriations Act required that USAID worldwide rescind certain funds that were obligated between 1987 and 1990,[8] but have yet to be spent. This year USAID was able to justify keeping the old money based on

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[4]Offices of Finance and Program and Project Support, USAID/Jakarta Quarterly Report of Operations and Project Status, March 31, 1994.

[5]In late 1993, $294,584 of loan funds were de-obligated. This was due to the U.S. "M account" legislation, which requires that certain funds obligated — but not expended — for more than 5 years may be withdrawn from the project.

[6]Obligations to date for "participant training" include $15,980,116 in grant funds and $15,129,161 in loan funds. This is for overseas long-term academic or short-term technical training managed completely by OTO and MUCIA. These are primarily non-funded Project Implementation Orders for Participants (PIO/Ps).

[7]"Other training" (formerly known as "special concerns") activities are primarily funded PIO/Ps. Current obligations for other training include $5,315,148 (1-b) in grant and $4,908 (2-i) in loan funds. Of the grant funds, $2,390,637 (4-b + 4-i) has been expended, leaving $2,929,419 (5-b + 5-i) or roughly 50 percent.

[8]There are no unliquidated funds for 1987 or 1989. The pipeline for 1988 is $1.6 million and $21,000 for 1990.

GPT II SUMMARY FINANCIAL REPORT BY PROJECT ELEMENT
as of 6/2/94

	DESCRIPTION	OBLIGATIONS TO DATE	EARMARKS TO DATE	COMMITMENTS TO DATE	EXPENDITURES TO DATE	PIPELINE
GRANT		1	2	3	4	5
a	Technical Assistance	5,655,966	5,481,507	5,470,902	5,040,549	615,417
b	Other Training	5,315,148	2,806,180	2,794,161	2,385,729	2,929,419
c	ELT	661,289	661,289	661,289	661,289	0
d	Partic Training - OTO	15,980,116	15,980,116	15,980,116	15,760,593	219,523
e	Evaluation/Audit	270,088	205,328	148,630	148,630	121,458
f	Travel	129,031	0	0	0	129,031
g	GRANT TOTAL	28,011,638	25,134,420	25,055,098	23,996,790	4,014,848
LOAN						
h	Technical Assistance	2,532,140	2,532,140	2,532,140	2,532,140	0
i	Other Training	4,908	4,908	4,908	4,908	0
j	ELT	2,234,725	2,234,725	2,234,725	2,234,725	0
k	Partic Training - OTO	15,129,161	15,129,161	15,129,161	15,129,161	0
l	Travel	895,462	895,462	895,462	895,462	0
m	OTO Support	397,383	397,383	397,383	397,383	0
n	LOAN TOTAL	21,193,779	21,193,779	21,193,779	21,193,779	0
o	TOTAL GRANT & LOAN	49,205,417	46,328,199	46,248,877	45,190,569	4,014,848
p	+ 1993 loan de-obligation	294,583			294,583	
q	+ 1995 grant obligation	500,000				500,000
r	FINAL GRAND TOTAL	$50,000,000	$46,328,199	$46,248,877	$45,480,848	$4,514,848

Notes:

Allocation: $50 million was originally approved in grant and loan funds for the LOP. Breakdown not shown above.

Obligation: Since the project is incrementally funded, not all the allocated funds are obligated upfont.
To date, $49.2 million has been obligated, $294,583 was de-obligated, and $500,000 is expected to be obligated in 1995.

Earmark: Amount reserved for a specific activity.

Commitment: Exact amount specified through a PIO/P or PIO/T or PIL.

Expenditure: Amount actually disbursed or expended for the activity.

Pipeline: Unliquidated or unexpended funds; obligation minus expenditures equals pipeline.

their importance in addressing USAID strategic objectives. Thus, no funds were withdrawn this year from GPT II due to the rescission. However, if not spent this year, the 1988 money (now totalling $1.6 million) could be targeted during the next rescission.

There was also some concern among USAID project management that some of the old money might be lost due to "M" account legislation. This legislation permits certain funds to be withdrawn (merged and returned to the U.S. Treasury) from the project when the funds are five years old (i.e., have been obligated for more than five years). Despite confusion within USAID on this matter, no GPT II funds were subject to the M account in 1994.

a. Programming Options

There are new opportunities and challenges with the funds that remain in GPT II. The funds set aside to be managed by OTO ("participant training") are virtually gone although there are plans to shift funds from other line items. About 50 percent of the "other training" funds remain which were reserved for USAID special concerns such as women, the private sector, invitational travel, and other short-term training in direct support of the Mission's strategic objectives.

Since USAID cannot assume that the PACD for GPT II will be extended again, it should expend these funds before the project is completed in 1996, taking the following suggested actions:

- Give priority attention to the proposals currently under consideration that have been submitted by GOI ministries and agencies. As appropriate, turn over the proposals to OTO for processing, taking advantage of their proven systems and their contractor's (MUCIA) good reputation for placement and monitoring.

- Strongly encourage OTO to initiate additional requests for short-term training in the United States, Indonesia, or another Asian country. This will allow project objectives to be met while USAID continues to support the efforts of OTO.

- USAID should buy-in to USAID/Washington's contract with Partners for International Education and Training if there are requests beyond OTO workload capacity. PIET can program large numbers of trainees in relatively short periods of time, accessing the best training programs in the United States.

Of the $4 million (5-g) remaining in the current pipeline, over $600,000 (5-b) is now obligated for the line item "technical assistance." USAID should commit TA funds for:

- Continuation of the PSC GPT II project manager and part-time ELT coordinator at USAID, as well as the academic counseling and ELT advisors at OTO. Possibly the research advisor at OTO should also be supported, however, this position should be funded only if the World Bank does not provide it. OTO should assign

full-time, qualified counterparts who will be able to provide these technical services after a year or two without the need for further expatriate support.

- The second phase of the re-entry study.

- A buy-in to USAID/Washington's project, Human and Educational Resources Network Support (HERNS) for assistance in generating follow-up activities with USAID or OTO, for PTMS training, and for assistance in assessing GOI training needs in relationship to USAID strategic objectives.

USAID should also monitor OTO's progress in developing OTISS. It might prove to be worth supporting if (a) the GOI gets firmly behind it by providing adequate direction for its development and management, and (b) TA is not available elsewhere.

b. Policies and Practices

There are three current bottle-necks in using remaining GPT II funds for short-term training: inadequate or irrelevant proposals, the English language requirement, and payment of international travel.

Soliciting Proposals. The first problem involves proposals that are generated outside the established GPT II system. Proposals that come through OTO's system and USAID technical offices are generally appropriate; however, those that come directly from GOI ministries, universities, or NGOs often do not explicitly address one of USAID's four strategic objectives or do not make provisions for international travel. Likewise, many proposals are submitted without the endorsement of the relevant GOI ministry, university, NGO or PVO. For such reasons, the proposals are denied or returned for necessary changes.

In regards to proposals expected to come through USAID technical officers, there is some reluctance on the part of USAID technical offices to take advantage of GPT II because of perceived difficulties with the approval process. For example, some technical officers consider it an extra burden to write justifications on how the training meets a strategic objective. This issue, combined with the English language requirement and international travel policy, prevents many proposals from moving forward, limiting the potential contribution GPT II can make to USAID projects and the Mission's strategic objectives.

To ensure improved solicitation of proposals HIRD/ET should:

- Use the OTO system for soliciting proposals as much as possible, and encourage OTO to actively market the training opportunities to relevant GOI ministries, departments, universities, and NGOs.

- Continue to strengthen marketing of GPT II to USAID technical offices. HIRD/ET should expand its efforts through personal contact to USAID technical officers. HIRD/ET should follow-up on their outreach efforts and facilitate the process.

English Language Requirement. Another factor that substantially reduces the number of short-term candidates is the requirement that they pass an English proficiency examination. This is not a new issue, but is more critical for short-term training since GPT II does not offer ELT for these programs. Only about 15 percent of candidates pass the English Proficiency Test (ALIGU/EPT) and 40 to 50 percent pass the Comprehensive English Proficiency Assessment (ALIGU/CEPA). It is not known how many do not apply because they do not wish to be tested, either because they fear failure or are offended by the requirement because of their status or English language capability.

In the past few years, USAID/Washington has made changes that address these constraints: development of a shorter exam (CEPA) used for programs that do not require a high level of English proficiency, and potential waivers for national policy leaders and those who have received a degree from a university in an English-speaking country within the last ten years. These waivers may now be approved by the USAID Mission Director rather than being sent to Washington for review.

- When marketing GPT II, HIRD/ET and OTO should inform potential sponsors of the new, easier exam, as well as the potential for waivers, where appropriate. Many USAID and GOI officials assume that all candidates must take the ALIGU/EPT or TOEFL exams, which are much longer and more difficult to pass than ALIGU/CEPA.

- Provide interpreters for groups of non or limited English-speaking participants, eliminating the need for tests or waivers. This will not work in every case, but should be sufficient in such programs as observational tours.

International Travel. The most critical obstacle in approving short-term training proposals in GPT II is that the sponsoring organization is required to pay international travel. Under the current GPT II project agreement, there is no budget for international travel and no "blanket waiver." While international travel costs may not be a serious deterrent for the for-profit private sector, it is often difficult for GOI ministries to quickly identify funds for short-term training, and NGOs and PVOs simply do not have sufficient funds.

USAID project officers cite the international travel issue as a main reason they do not take advantage of GPT II training opportunities. Money is often not in the project budgets to cover travel costs and it is difficult to access the funds of counterpart ministries or NGOs, especially in the short planning period normally associated with short-term training. There are numerous examples, however, of counterpart agencies able and willing to fund travel for short-term training, as is evidenced by the fact that over 600 participants have gone for training under GPT II.

There is a provision in Handbook 10 for the Mission Director to waive international travel. This can be done on a case-by-case basis or a "blanket waiver" that would cover all training under a project. Most USAID technical officers would prefer the blanket waiver because it would be more efficient, but Mission leadership is conservative in its use of waivers for international travel. However, waivers are not completely out of the question, as several have been approved for NGO participants. Some suggestions for dealing with the international travel issue are:

- Provide guidance to USAID offices, GOI ministries, universities and NGOs on how to access funds for travel, offering ideas of strategies that have been successful with previous short-term programs.

- Place more emphasis on training programs conducted in Indonesia. In-country training not only avoids the international travel constraint, but also the English language issue and is likely to increase the participation of women.

- Plan now for next year. If the GOI has sufficient time to plan and budget for short-courses, it is more likely to fund international travel.

- When all attempts to obtain international travel funds from sponsors have failed, encourage the Mission Director to approve individual waivers, especially those that will help USAID reach its strategic objectives and GPT II targets.

c. USAID Financial Management of GPT

There are improved monitoring systems within OTO and MUCIA, and thus the problems identified in the 1990 evaluation regarding financial management of GPT II have been resolved.

There are, however, financial issues pertaining to USAID that have surfaced since the 1990 evaluation, mostly relating to recent pressure from Washington to return "old money" to the U.S. treasury. Funds can be de-obligated through the "M" account or through the 1994 Appropriations Act, as discussed above. While no funds were de-obligated in 1994, they must be spent soon to protect them from a potential 1995 rescission. There are several explanations for why there are grant funds remaining from 1988 and 1990 obligations. The primary reason appears to be that USAID has not paid enough attention to the "first in, first out" (FIFO) method of accounting.

It is important that GPT II project staff work closely with USAID's Office of Finance to ensure that no funds are unnecessarily de-obligated in the future. This will require that USAID project management staff keep fully abreast of the financial processes and status. The suggested plan of action includes:

- The GPT II project officer and project manager should work closely with the project accountant, paying attention to the FIFO method of accounting. Whenever possible, the oldest funds should be used first.

- HIRD/ET/PTU and the Offices of Finance and Program and Project Support should review the unliquidated pipeline at least quarterly. The project officer should take responsibility for resolving any serious financial problems with senior Office of Finance personnel.

- Seek guidance from the Office of Finance when questions or concerns arise. Likewise the Office of Finance should provide more analysis and highlight any potential problems they see in the financial reports. This will in turn allow USAID staff to provide clear and accurate financial information to OTO.

2. Beyond 1996

There is a continuing need for overseas professional and technical training for the foreseeable future despite Indonesia's growing capacity to provide higher education in-country. The population expansion and rapid economic growth in recent years far outpaces the expansion of higher education facilities in the country. Thousands of Indonesians will continue to study abroad, e.g., there are approximately 25,000 in the United States at any one time, more than 90 percent of whom are self-financed. While GOI and donor-sponsored overseas training quite likely provide less than 10 percent of Indonesians in higher education abroad, the impact on the country far exceeds their numbers because of the care that has gone into their selection and placement process by the GOI and respective donors. These sponsored programs are increasingly focused on critical areas of the country's economic development and play a significant role in preparing cadres of qualified personnel to deal with Indonesia's dynamic growth and development in both the public and private sector.

The GOI clearly recognizes the continuing need for sponsored overseas training which is reflected in Repelita VI and the establishment and upgrading of such entities as NASTOT and OTO/BAPPENAS to deal with these issues. One of the major objectives of the GOI's Long Term Development-II and the Sixth Five-Year Development Plan is to improve the quality of Indonesia's human resources necessary to achieve its economic development goals. Within this context, education, health, and creation of employment opportunities are considered as the most important elements of human resource development. During this period educational and training activities should be made responsive to the dynamics of development and the demands of the labor market. It is stated further in Repelita VI that educational activities should also be aimed at increasing the conceptual, technical, and managerial capability of the Indonesian people.

Such major donors as the World Bank and the Japanese government recognize this need by continuing to provide loans for large-scale overseas training programs such as PHRD which will be entering a second phase in the near future. USAID has been a major supporter of overseas training for over 40 years under its various participant training programs. While the Mission has to focus on fewer objectives, it recognizes that its goal of sustainable development requires continued investments in human resources development. USAID's strategy is to assist Indonesia obtain sustainable development in

the areas of health, economic growth, environment and democracy, which will be the major thrust of its project portfolio over the next several years.

It is incumbent on USAID to assess the professional human resources needed in these areas to ensure the success and sustainability of its project efforts. In this connection, a recent survey was undertaken by USAID/Washington in which feedback was obtained from nine Missions on their views of the economic growth strategy statement. The Missions consulted with a cross-section of counterparts in their respective countries including host government officials, business people, NGOs, academicians, and various other groups. It is notable that ***"investing in people"*** was cited as the most important priority in five of the seven countries — including Indonesia — responding to the request to prioritize economic growth strategies. The most frequently cited criteria used to prioritize goals included:

> ***...the need to invest in education/training in order to achieve goals of expanding access and opportunities and strengthening markets.***[9]

While this recognition of the need to invest in human resources development was restricted to the economic growth strategy in this survey, it is suspected that similar responses would be obtained in relation to the three other strategic objectives. With GPT II ending in 1996, USAID/Indonesia must determine its role in facing the human resource challenges in its strategic objectives, with or without a general training project.

a. Continuation of General Training

The evaluation team recognizes the need for USAID to focus in a limited number of areas and downsize its overall level of effort, but suspects that the proposed project portfolio inadequately addresses the human resource dimension in the target areas. We strongly urge USAID to consider the ramifications of a development assistance program in Indonesia without a general participant training mechanism. Without a such a project, USAID will be limited in its ability to:

- Contribute to sustainable development through strengthened HRD capacities and institutional development. While technical assistance eventually expires, participants remain to contribute to the nation's development and often multiply the impact of their training by training their colleagues.

- Maximize the comparative advantage the U.S. has in degree training. It is widely held that USAID's investment in HRD has probably produced the greatest return of any investment in Indonesia. While this is often said of many developing countries, Indonesia and the U.S. have obtained maximum benefits partly due to the extremely high return rate (99.7%) of participants.

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[9]An Overview: Feedback from Field Consultations on USAID's Economic Growth Strategy, USAID/Washington, March 1994.

- Influence policy makers and private sector business people in the most dynamic economic region in the world.

Since the mid-1960s USAID has benefitted from a flexible overseas training mechanism to support its evolving USAID objectives, filling gaps that projects cannot address. From April 1993 to April 1994, for example, GPT II funded 70 new participant "starts" for virtually every technical office in USAID/Jakarta. Further, USAID project requests for GPT II training total $727,100 in 1994 and $407,100 in 1995. A general training project is particularly important in addressing two of the strategic objectives that are relatively new fields: the environment and democracy. To the best of our knowledge, there are few skilled managers, policy analysts or decision makers who have adequate training in these areas. A third strategic objective — population — is not scheduled to have a bilateral project after 1995 so there will be no mechanism for participant training in this critical area unless it is provided by a centrally funded USAID/Washington Global Bureau project.

If there were to be another general training project, it should have a considerably narrower focus than GPT II and its predecessors. While it is difficult to achieve major impact on institutional development from the umbrella training approach, the possibility of impact beyond a participant's personal and professional growth is enhanced by targeting certain institutions in specific sectors. For example, the higher education sector, which is not included in the Mission's proposed portfolio after the HEDS project ends in 1996, would greatly benefit from overseas training opportunities in areas that relate directly to USAID's strategic objectives, e.g., public policy and planning in the environment or population sector. A limited general training project for university faculty would have a great multiplier effect, thus supplementing USAID's efforts in its targeted sectors.

Although USAID is working under an increasingly tight budget and has tentatively determined not to fund a GPT III, a recent proposal from USAID/Washington re-opens the possibility of a general training project. The proposed Enhanced Credit Program described in the 14 May 1994 cable (State 128871) might provide an excellent mechanism for a continuation of a general participant training program geared to USAID's strategic objectives. If such a program receives Congressional approval next year, it quite likely would be of interest to the GOI as a way of obtaining U.S. training at a reasonable cost. As for USAID it would provide a means of continuing to provide human resources development in its program portfolio at a fraction of the cost involved under normal grant and loan procedures. Participating Missions would obtain significant leverage under the proposed program inasmuch as USAID would be required to commit only the true or "subsidy cost" of the credit. This would be determined by estimating claims and factoring fees. Such assessments would be made annually on a country-by-country basis. As a frame of reference, the "subsidy cost" of the long-standing Housing Investment Guarantee (HIG) program has averaged between 12 and 18 percent depending on the countries involved. If experience under the proposed Enhanced Credit Program proves to be similar to that of the HIG, USAID would need to commit only $1.00 for every $6.00 to $9.00 available to the GOI.

The GOI has negotiated loans with USAID, the World Bank, and the Japanese OECF for overseas training in the past and would quite likely welcome entering into a credit guarantee with USAID to expand it overseas training capacity, so long as the loan terms are favorable. Reportedly, Indonesia would be a good country to serve as one of the pilot countries for the program because of its comparatively good credit rating.

As an interim measure, USAID should consider a no-cost extension of the PACD for GPT II. The evaluation team is concerned that it might be short-sighted to terminate the only mechanism for future training of individuals not associated with projects, but whose training would be important to attainment of USAID's overall strategic objectives. An extension would allow time to pursue the Enhanced Credit Program and/or explore other mechanisms for providing general participant training. It is recognized that the project is already in its eleventh year and that a waiver would be required from the USAID Administrator.

b. Training without a General Training Project

Of USAID's ten projects with PACDs after 1996, only three[10] have plans for training, according to the 1993 Country Training Plan. As the project-related training estimates now appear in the CTP, only 50 participants are expected to study in the United States and 43 in third countries in 1997, which reflects a dramatic downward trend in project training from earlier years. The evaluation team suspects there are or will be significant unmet human resource requirements related to the target areas. In reviewing the portfolio, USAID should consider the following measures for continued training without a general training project:

- Amend project agreements in the current portfolio to increase the training budgets, or add training where it does not now exist. Even though all technical offices profess a strong interest in further training, few projects contain training. In part, this is when they were originally designed, it was assumed that GPT II could fund the required training and therefore no provision was made for training.

- Include training in all new project designs. Any new project funded by USAID/Indonesia should include either in-country, third country, or U.S. training or a combination thereof. Project designs should include a training needs assessment and project review committees should include a representative from HIRD/ET.

- Determine the extent to which the Mission can access centrally funded projects with training components, especially for the Mission's population program that will have no bilateral project after 1995.

[10]According to the 1993 Country Training Plan, USAID has three projects that plan to conduct training after 1996: Municipal Finance, Private Provision of Urban Services (PURSE), and Agribusiness.

c. Management of Future USAID-Funded Training

USAID should take satisfaction in its predominant role in encouraging and fostering the development of OTO, which has become a viable entity with the skill and experience necessary to manage large-scale overseas training programs. Given USAID's investment in this development, it would behoove the Mission to continue utilizing OTO services to the extent possible, including project-related training. Means should be explored that would enable USAID project officers, through HIRD/ET, to access and fund relevant OTO services such as pre-departure preparation, placement, monitoring and follow-up. Perhaps this could be done within the framework of the GPT II project agreement. The GOI hopefully would continue to subsidize OTO's local costs as it presently does through its annual budget process. If OTO's somewhat rigid processing cycle is incompatible in some areas with USAID project-related training, HIRD/ET/PTU and OTO should devise means of removing the constraints. For example, the TPA or ELT might not be appropriate in all cases, but OTO placement, monitoring, and re-entry services might still be utilized.

While OTO's primary emphasis in the past has been on general training, its policies could be made more flexible to accommodate the requirements of project-related training. USAID was instrumental in creating this overseas training facility that now performs its assigned tasks effectively, and should continue to support OTO in every possible way.

In priority order, the team suggests the following options for management of USAID training.

- Enter into an agreement with OTO to manage pre-departure, monitoring and follow-up functions for all future USAID projects with training components. HIRD/ET/PTU would continue to be responsible for processing documents and providing guidance on Handbook 10 regulations.

- A second choice would be for HIRD/ET/PTU to manage training in all projects. PTU would serve as the coordinating office and provide all pre and post-training support. PTU could process PIO/Ps through the long-established USAID/ Washington's OIT procedures for placement and monitoring support.

- As a last resort, if neither of the above options worked, rely on individual project contractors to manage the selection, placement, and monitoring of participants. Again, USAID would rely on HIRD/ET for processing USAID documents and providing guidance on Handbook 10 regulations, but the contractor would manage all other aspects of the training.

The future staffing requirements of PTU will largely depend on the magnitude of future participant training and which of the above three management options is chosen. Based on the current modest estimates for project-related training after 1996, it probably would be necessary to retain three participant training specialists under either of the first two

options. However, if the third option is chosen, two specialists and one secretary should suffice. On the other hand, if a new general participant training project is developed or if the training element in current and future projects is substantially increased, a larger PTU staff obviously will be needed.

These projections have been performed on the assumption that in the future the training office will still have certain responsibilities such as: updating and maintaining PTMS; reporting; responding to internal and external requests for training statistics; interpreting Handbook 10 regulations including English language testing policy, medical examination requirements, and waivers; liaising with the Consulate for visa issues and referrals; and conducing at least a minimal follow-on program. In addition, there is a certain amount of counseling that takes place with participants who directly call USAID regarding academic or family problems, and the frequent cable, fax, or e-mail communication between USAID and training providers and contractors.

III. CONCLUSIONS AND RECOMMENDATIONS

A. USAID

1. Conclusions

USAID can take pride in its role in the successful outcome of this important training project. The purposes have been — or soon will be — achieved. To date, 1,325 participants have benefitted from GPT II, and are for the most part using their newly acquired skills and knowledge for the benefit of their organizations and country as well as for their individual professional and personal enhancement. While it is difficult to prove that significant large-scale institution building has resulted from these efforts, there are large numbers of mid- and high-level officials throughout key organizations of the GOI who studied under the sponsorship of USAID, some of whom were trained under GPT II. These participants are utilizing their skills and ideas which, directly or indirectly, assist USAID in fostering understanding and collaboration in carrying out its strategic objectives. General training projects have proved to be of inestimable value to the Mission and every effort should be made to retain such a mechanism for addressing human resource constraints in Indonesia's development that are not covered in other projects but are critical to achieving its strategic objectives.

USAID has helped OTO to become an established viable organization that will continue for the foreseeable future to manage overseas training programs. While OTO almost certainly will continue after GPT II, it will benefit from USAID technical assistance in certain areas to reinforce the quality of its services. Equally important, USAID should endeavor to utilize OTO's services for meeting its future participant training needs in every possible way.

2. Recommendations

To continue to contribute to human resource development in Indonesia in the areas of USAID's strategic objectives and to reinforce the sustainability of OTO, USAID should:

- ***Execute a 2-year, no-cost extension of the PACD*** in order to retain a mechanism for providing training that is important to the achievement of USAID strategic objectives, but is not presently included in the project portfolio. An extension also will allow sufficient time to explore other mechanisms for meeting the Mission's strategic training needs. The USAID Administrator will have to approve a waiver because of the 10-year LOP restriction.

- ***Actively pursue the design of a follow-on HRD project*** related to USAID's four strategic objectives such as the proposed Enhanced Credit Program. Indonesia appears to be a good country choice for a pilot project given its credit status. Further, human resources development appears to be a suitable activity given the

GOI's long-standing record of undertaking loans in this area and the emphasis it places on HRD in its development plan.

- ***Assess the current and proposed Mission portfolio*** in terms of trained manpower needed to meet strategic objectives, with the possibility of increasing funding for project-related participant training. USAID should update the Country Training Plan based on this assessment. If a manpower expert is needed, USAID might utilize funds remaining in the TA component of GPT II to fund a buy-in to HERNS to conduct such an assessment.

- ***Regularly update action plans*** in collaboration with OTO to fully utilize the remaining GPT II funds by June 1996, the current PACD. In this connection, USAID should encourage in-country training, which has become a high priority of the GOI. In-country training has the advantages of obviating the need for international travel and English language proficiency, and would quite likely increase the participation of women.

- ***Consider providing OTO with TA funds*** for ELT and academic counseling advisors. As a lower priority, USAID should also consider financing a contract for a research advisor if the World Bank does not continue to fund this position. OTO should provide qualified counterparts for each advisor as a condition precedent.

- ***Collaborate with OTO in re-entry and follow-up*** activities with returned participants. HIRD/ET/PTU should encourage OTO to continue taking the lead in following up with the 1,138 GPT II returnees it was responsible for managing, while more diligently developing re-entry and follow-up activities with the thousands of non-GPT II participants who have returned from overseas training in past years.

- ***Consider expanding the use of OTO services*** for managing USAID project-related training by channeling project-related participant training proposals to OTO through HIRD/ET/PTU. Mechanisms would need to be developed for transferring funds to OTO for training from project accounts.

- ***The Mission Director should ensure that all USAID project officers comply fully with Handbook 10*** for all participant training sponsored by USAID.

B. OTO/BAPPENAS

1. Conclusions

The GOI is to be commended for the progress it has made in establishing the Overseas Training Office over the past ten years. OTO is a viable, functioning entity for managing training services in a wide range of fields and has developed training services that are recognized for their soundness and effectiveness. While OTO is functioning effectively in carrying out its assigned tasks related to the overseas training process, as in any organization, there is always room for improvement.

2. Recommendations

To maintain the quality of its services and increase the likelihood of its sustainability, OTO/BAPPENAS should:

- ***Address the continuing need for improving OTO organization and management*** to ensure continuity and efficiency in day-to-day operations, given the limited time the Director General of OTO has available for managing OTO and the frequent absences of the directors due to other commitments.

- ***Continue to explore strategies for extending its services to other GOI departments*** on a fee basis, and develop a more flexible approach for making its services available on an as-needed basis.

- ***Reactivate and update its training resources reference library*** and documentation center, which is presently in a dormant state, as well as develop an information center to enhance the quality of overseas education and training services.

- ***Continue to design and undertake re-entry and follow-up programs*** in collaboration with USAID in order to assist returnees more fully utilize their new knowledge and ideas.

APPENDIX A

EVALUATION TEAM MEMBERS

Thomas A. Moser, Team Leader, served in a wide range of USAID positions in Washington, DC, Southeast Asia, and Africa over a 33-year career until retirement in 1983. Since that time, he has undertaken a variety of project design and evaluation studies as a consultant, with special emphasis on human resource and institution-building activities.

Mochtar Buchori, Education Specialist, is a retired Indonesian government official, with his last position being Deputy Chairman, the Indonesian Institute of Sciences, popularly known as LIPI. He is currently rector of an Islamic teachers training institution, IKIP, and also a columnist with the ***Jakarta Post,*** a Jakarta English language newspaper, and with ***AMANAH,*** a bi-weekly magazine.

Melanie Sanders-Smith, Project Management Specialist, has been active in international development over the past ten years. She served three years as an HRD division director for a contractor with responsibilities for USAID participant training projects in Asia, Africa, Latin American and the Caribbean. Over the past six years she has conducted evaluations of USAID training projects.

APPENDIX B

EVALUATION SCOPE OF WORK

FINAL PROJECT EVALUATION
GENERAL PARTICIPANT TRAINING II PROJECT

BACKGROUND:

Original Project Agreement signed:	June 2, 1983
Original PACD:	April 30, 1990
Current PACD:	June 30, 1996
Total LOP Budget:	$50 million ($28.5 million grant $21.5 million loan)
Project Officer:	Stephen Grant, HIRD/ET
Project Manager:	Isla Winarto, HIRD/ET/PTU
Indonesia Counterpart:	Dr. Mustopadidjaja A.R. Director, Overseas Training Office (OTO)

The GPT-II Project, which was originally approved in 1983, was intended to provide funds for overseas long- and short-term training for Indonesian government and private sector personnel (defined as private universities and private voluntary non-profit organizations). Its objective is also to establish a national Overseas Training Office capable of managing and placing all general participant programs.

The project has been evaluated twice. The second evaluation, conducted in 1990, was to assess the progress of the project, with recommendations for additional participant training activities.

Recently a planned participant training project with a private sector business management perspective, was cancelled. Therefore, to continue support for participants in training (who would have been picked up under the planned project), the GPT-II Project was extended until June 30, 1996.

The U.S. based contractor managing and monitoring participants is the Midwest Universities Consortium for International Activities (MUCIA), located in Columbus, Ohio.

The total number of participants to date, funded by the GPT-II Project, is 1,290 (251 female or 19% and 1039 male or 81%).

ARTICLE I. TITLE

GENERAL PARTICIPANT TRAINING (GPT) - II

ARTICLE II - OBJECTIVE

1. To assess the project impact in providing high-level manpower for Indonesia's economic growth.

2. To assess whether key issues of the previous evaluations have been adequately resolved.

3. To recommend how the Mission can access training funds, should there be no follow-on umbrella training project, to continue to have an effect on upgrading human resources development in Indonesia.

ARTICLE III. STATEMENT OF WORK

The Contractor shall conduct an evaluation which addresses the following areas:

A. The Overseas Training Office

a. What is OTO's SUSTAINABILITY now that USAID has decreased its "collaboration" with regard to nomination, selection and placement of participants?

b. What are OTO's SUSTAINABILITY and credibility in the eyes of other donor agencies who rely on OTO for selection, placement and monitoring of their participants?

c. What are OTO's EFFICIENCY and EFFECTIVENESS as a agency providing guidance and services in the eyes of other Indonesian government agencies such as Ministry of Home Affairs, BPPT (Indonesian Agency for the Assessment and Application of Technology), etc.?

d. What are OTO's institutional weaknesses and strengths in the areas of participant selection, placement, English language training, Academic Potential Test, pre-departure orientation, monitoring and research?

e. How successful was the training of local OTO personnel by the placement officers and English language advisor funded by USAID. Were effective policies and procedures developed for channeling information and facilitating participant access to the counselling systems for non-U.S. placements and were fields of study files regularly updated?

f. What recommendations can be made to enable OTO to more actively and EFFECTIVELY "market" its services to other donor agencies and Indonesian government offices?

g. Assess the institutionalization of regular GOI budget support for SUSTAINING and IMPACTING on OTO's operation, and host-country contribution to the project.

h. Assess the overall effectiveness of USAID's U.S. based contractor, MUCIA, in the placement, monitoring, and reporting of USAID-funded participants.

B. Participant Training

a. Assess the RELEVANCE of GPT II training in relation to the country's manpower needs and priorities.

b. The previous evaluation indicated that in 1989 "...women accounted for 34% of program beneficiaries." However, our current records show that only 19% (female) had the opportunity to study abroad under this project. Why the decline? What direction can be given to raise FEMALE PARTICIPATION in any future participant training project?

c. To the extent possible, indicate the IMPACT of both long-term academic and short-term non-academic training under GPT II.

d. There is a Congressional as well as a White House Executive Order that directs A.I.D.-funded projects to send 10% (Agency wide) of its participants to Historically Black Colleges and Universities (HBCU). To date, OTO has placed only one participant at an HBCU. What recommendation or strategy can be outlined to increase participant enrollment in HBCUs?

e. The future. In the event that declining funds might not permit a follow-on umbrella participant training project in 1996, what are the evaluation team's recommendations regarding:

1. the Mission's role in facing future human resource development challenges without a participant training project, in light of the four stated strategic objectives (population; environment; democracy; economic growth). To date, GPT II has helped serve the most recent agency priorities but how to continue serving in these areas in future without a general training project?

2. mission management of participant training in other projects;

3. possible extension (amending) of GPT-II;

4. access to central A.I.D. (i.e., HERNS) or other funds for participant training;

5. role for OTO, other training contractors, and other donors to play in carrying out participant training tasks.

f. After examination of the mission's current reporting on participant training (e.g., SAPIR, PRISM):

1. suggest improvements, especially in terms of measuring impact

2. examine the extent to which project management has adhered to the current logframe

g. Evaluate the preparation of participants through English language training and orientation programs and other related areas.

h. Assess whether follow-on activities are being carried out in accordance with Agency policy and are adequately documented.

i. Determine the level to which GPT II has benefitted other technical offices within the Mission.

j. Analyze the extent to which this project conforms to the most recent OIT guidelines on participant training.

ARTICLE IV. REPORT

The team will provide:

- an oral briefing to the Mission on progress and preliminary findings, at a date to be arranged, but approximately midway through the evaluation.
- an exit briefing to the Mission; date to be arranged, on/about last day in country.
- a briefing for the host country; date to be arranged, on/about last day in country.
- a written evaluation report and evaluation summary; 30 days after leaving Indonesia.

The following sections must be included in the evaluation report prepared by the team:

1. Executive Summary. Elements to be covered:

   - Purpose of activity evaluated.
   - Purpose of the evaluation and methodology used.
   - Findings and conclusions.
   - Principal recommendations only. Minor issues are to be presented separately in a memo.
   - Clear and succinctly stated LESSONS LEARNED, both regarding future project design implications and broad action implications.

2. Project Identification Data Sheet. (Mission will provide)

3. Table of Contents.

4. Body of the Report.

   Usually 30 - 40 pages, including sections on:
   - purpose and study questions.
   - the economic, political, and social context of the project.
   - team composition and study methods (1 page maximum).
   - evidence/findings of the study concerning the evaluation questions.
   - succinctly stated conclusions drawn from the findings (including lessons learned).
   - recommendations based on the study findings and conclusions

5. APPENDICES contain:
   - a copy of the evaluation scope of work.
   - the most current logframe.
   - a list of documents consulted and individuals and agencies contacted.
   - more detailed discussions of methodological or technical issues, as appropriate.

The team is expected to prepare and submit a draft report to the Mission before its departure from Indonesia. The major findings of the evaluation will be presented in a debriefing session with OTO and USAID before the team's departure.

Twenty copies of the final report should be completed and submitted in hard copy and floppy disk (IBM compatible) to the Mission within 30 days of the date the evaluation team disbands.

APPENDIX C

PERSONS INTERVIEWED

Government of Indonesia

Ir. Dipo Alam	Director, Directorate III, OTO
Etty Bazergan	ELT Officer, Directorate I, OTO
Ron Archer	Management and Education Consultant, BPPT/REDECON
Meily Djohar	Placement Officer, Directorate II, OTO
Laurel Elmer	Research Advisor, Directorate III, OTO
Asim Gunarwan	Director, Directorate II, OTO
M. Affan Hasan	Director, Directorate I, OTO
Benny Hoed	Executive Secretary, National Steering Team for Overseas Training
James Liegland	Institutional Development Consultant, OTO/IPA
Ismail Mohammad	Director, Directorate IV, OTO
AR Mustopadidjaya	Director General, OTO/BAPPENAS
Asyraf Nazir	Placement Officer, Directorate II, OTO
Asyraf Purwanto	Placement Officer, Directorate II, OTO
Edy Purwanto	Selection Officer, Directorate I, OTO
R. Sembiring	Head, Subdirectorate for Academic Staff Development, Ministry of Education and Culture
Christiono Soebroto	Directorate III, OTO
Soewarto	Director, Directorate V, OTO
Agus Sudrajad	Staff, Directorate II
Widjanarko	Project Director, PHRD, Ministry of Finance
Claire Wilbur	ELT Advisor (former), OTO
	Working Group, Training Analysis, OTO

USAID

Adwyana	Project Manager, Office of Agro-Enterprise and Environment, USAID/Indonesia
Donna Brazier	Chief, Budget and Accounting, USAID/Indonesia
Ethel Brooks	OIT, USAID/Washington
Joseph P. Carney	Director, HIRD, USAID/Indonesia
Ketut Djati	Project Manager, Office of Agro-Enterprise and Environment
Ken Farr	Chief, Family Planning Division, USAID/Indonesia
William M. Frej	Director, Office of Private Enterprise Development, USAID/Indonesia
Stephen Grant	Chief, Education and Training, USAID/Indonesia
Gartini Isa	Project Manager, Office of Community and Civic Participation and former GPT II Project Manager, USAID/Indonesia
Graham Kerr	Rural Development Officer, CDIE, USAID/Washington
Tendy Mainardi	Project Manager, Office of Community and Civic Participation, USAID/Indonesia

Cecily Mango	Project Development Officer, PPS, USAID/Indonesia
Virgil Miedema	Director, Office of Program and Policy Support, USAID/Indonesia
Vivikka Molldrem	Deputy Director, USAID/Indonesia
Malcolm Purvis	Director, Economic Policy and Support Office, USAID/Indonesia
Tim Riedler	Legal Advisor, USAID/Indonesia
Norman Rifkin	LAC/DR/EHR, USAID/Washington and former HIRD Director, USAID/Indonesia
Nancy Langworthy	Institutional Analyst, PPS, USAID/Indonesia
Indra Notohadinegoro	PTMS Specialist, PTU, USAID/Indonesia
Lee Anne Ross	Indonesian Desk Officer, Asia Bureau, USAID/Washington
Mimi Santika	Project Manager, Office of Community and Civic Participation
Diana Sigit Simandjuntak	GPT Project Accountant, Office of Finance, USAID/Indonesia
Johannes Soebroto	USAID Training Officer (retired), USAID/Indonesia
Barbara Spaid	Chief, Health Division, USAID/Indonesia
Titiek Subardi	Training Coordinator, Participant Training Unit, USAID/Indonesia
Robert Thurston	Rural Development Officer, CDIE, USAID/Washington
Sally Tjitroprajitno-	Training Processor, Participant Training Unit, USAID/Indonesia
Jo-Anne Vaughn	English Language Tester, USAID/Indonesia
Jan Waworuntu	Project Manager, Office of Community and Civic Participation
Agus Widianto	Project Manager, Office of Agro-Enterprise and Environment
Isla Winarto	GPT II Project Manager, USAID/Indonesia

OTO/Support Office (MUCIA)

Peter Bouton	Director, Indonesian Programs
James L. Dury	Associate Project Coordinator
Neil Johnson	Assistant Programmer
Donald G. McCloud	Senior Associate Executive Director

Other Donors

Francisca Indarsiani	Program Officer, Canadian Embassy
Ghislaine Larouche	Director, General Training Program, CIDA
Yang Muttalib	Programme Officer, UNICEF
Allison Sudradjat	Second Secretary, Australian International Development Assistance Bureau (AIDAB)
Tsugiya Ogura	Project Management Consultant, Japanese-Indonesia Science and Technology Forum (JIF), PHRD Project

GPT II Returned Participants

Acmad Asdie	Head, Division of International Medicine, Sardjito Hospital
Fanani Hamzah	Researcher, Balai Industri
Johannes Hatmoko	Lecturer, Atma Jaya University
Komar	Head, Sub-Directorate for Technical Cooperation, Dep't of Forestry
Anag Kristanto	Department of Agriculture and Fisheries

Machfud	Researcher, Balai Tekstil
Abdul Manaf	Sub-Director, Population Statistics, Municipal Government
Zani Murnia	Directorate General for Political Affairs, Ministry of Foreign Affairs
Arfian Muslim	Assistant Project Officer, Export Support Board, Dep't of Trade
Jang Mutalib	Program Officer, UNICEF
Prayitno	Chief, Section Leather Industry, Agency for Industrial R&D
Tri Heru Prihadi	Department of Agriculture and Fisheries
Lily Rosyana	Head, Foreign Aid, Department of Trade
Astini Salihima	Staff, Balai Tekstil
Iman Santoso	Researcher, Balai Tekstil
Titien Saraswati	Lecturer, Department of Architecture, YKPN University
Mia Sicawati	Forest Coordinator, Rimbawan Muda Indonesia
Dukut Sularsasa	Head, Lab for Animal Genetics, Gadjah Mada University
Suwardi Sumadiwangsa	Staff, R&D Center for Forestry Products, Department of Forestry
Wiryanto Sumaryo	Textile Researcher, Balai Tekstil
Rudy Supangkat	Chief, Division of Public Relations, Ministry of Information
Harry Susanto	Staff, Technology Development, BPPT
Robertus Triweko	Head, Civil Engineering, University of Parahyangan
Abdul Wahid	Staff, Ministry of Industry and Mines
Achmad Waryanto	Staff, Bina Marga, Department of Public Works
Tan Tjoen Widjaja	Assistant Project Manager, Johnson and Johnson
Retno Windrati	Editor, Ministry of Information
Fransisca Yudianti	Head, Department of Accounting, Santa Dharma University

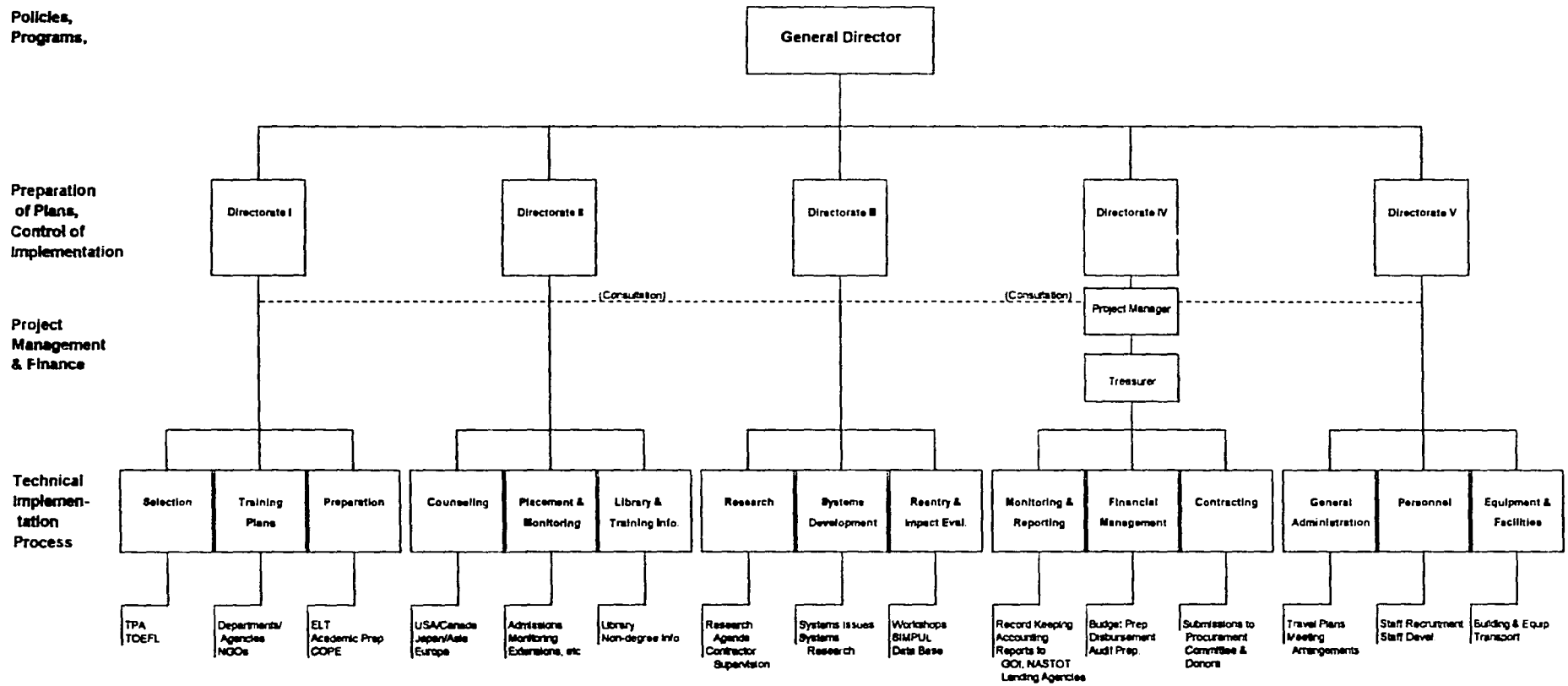
GPT II Participants in Training

Tridoryo Kisumastanto	Ph.D. Agricultural Economics, Auburn University
Wijaya Sumitro	MBA International Business and Finance, New York University
Wahyu Sumpeno	MSIA/Business Carnegie Mellon University
Jacking Wijaya	MS, American Graduate School for International Business

APPENDIX D

OTO ORGANIZATIONAL CHART

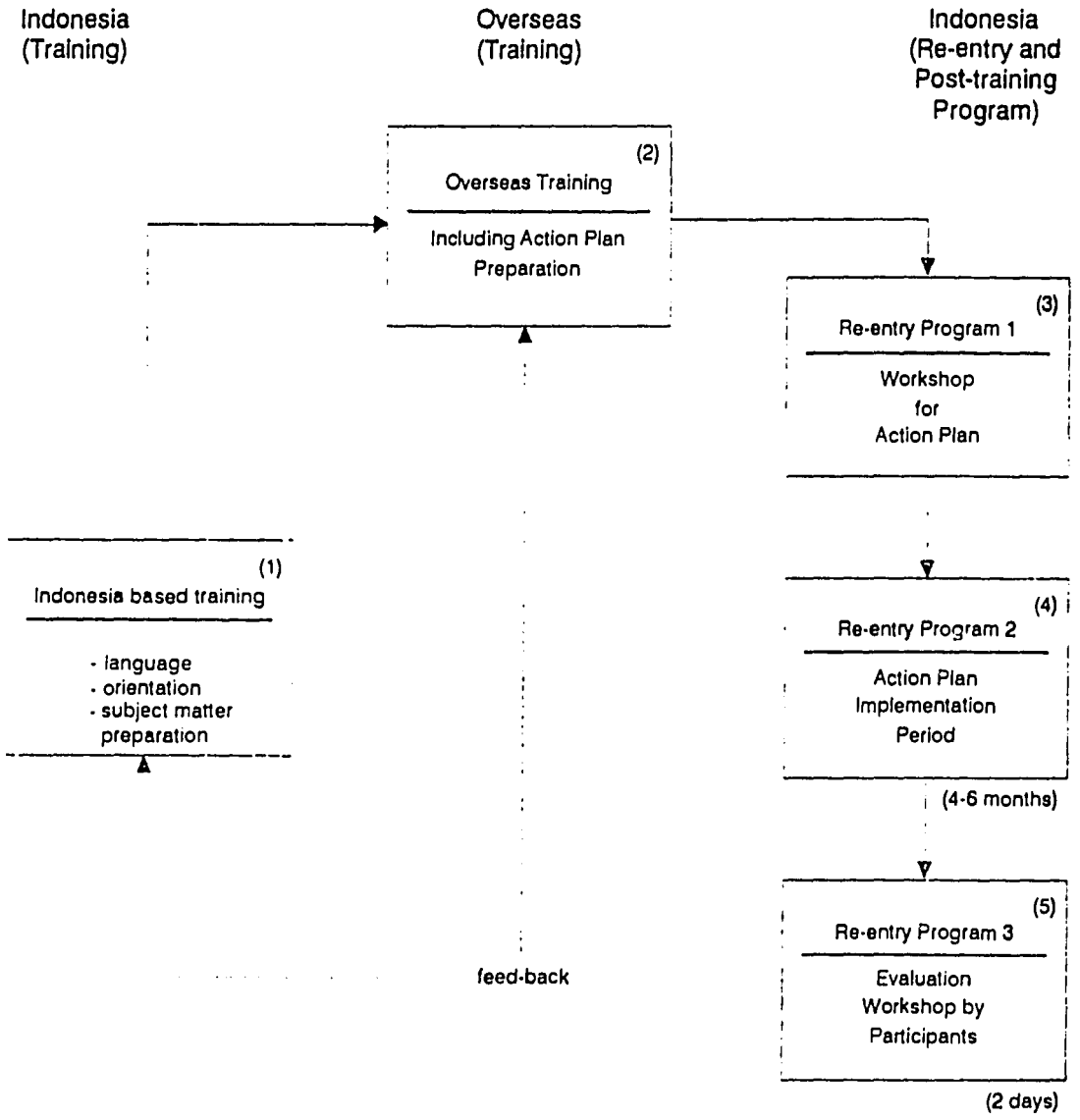
FIGURE 4
OTO ORGANIZATION AND MANAGEMENT



APPENDIX E

OTO SHORT-TERM TRAINING CYCLE

O T O
NON - DEGREE
TRAINING CYCLE



Notes :

1. If necessary, the cooperating overseas institution staff will conduct the Indonesia-based program.
2. (English) Language Training usually needs 3 months time.
3. At step (3) the participants will be assisted by Indonesian resources persons
4. At step (4) and (5) the participants will be assisted a staff from the overseas institution and Indonesian resources persons.
5. At step (5) a workshop will be organized to received feed-back from the returned participants and explore alternative improvements on the non-degree training program.

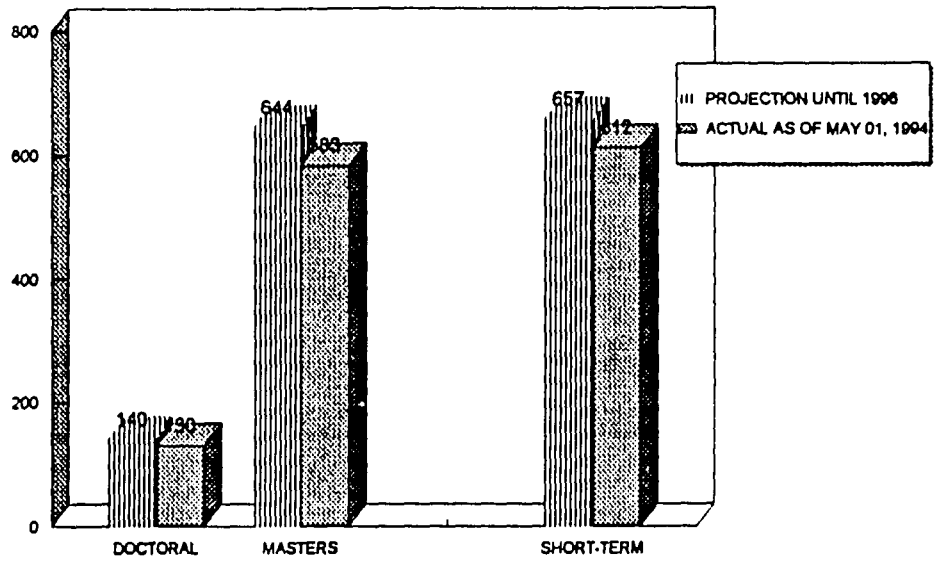
APPENDIX F

USAID TRAINING STATISTICS

GPT-II/0328 PROJECT
USAID/JAKARTA - INDONESIA

	DOCTORAL	MASTERS	SHORT-TERM	*TOTAL*
PROJECTION UNTIL 1996	140	644	657	***1441***
ACTUAL (NEW STARTS) AS OF MAY 01, 1994	130	583	612	***1325***
RETURNED PARTICIPANTS AS OF MAY 01, 1994*	111	567	610	***1288***

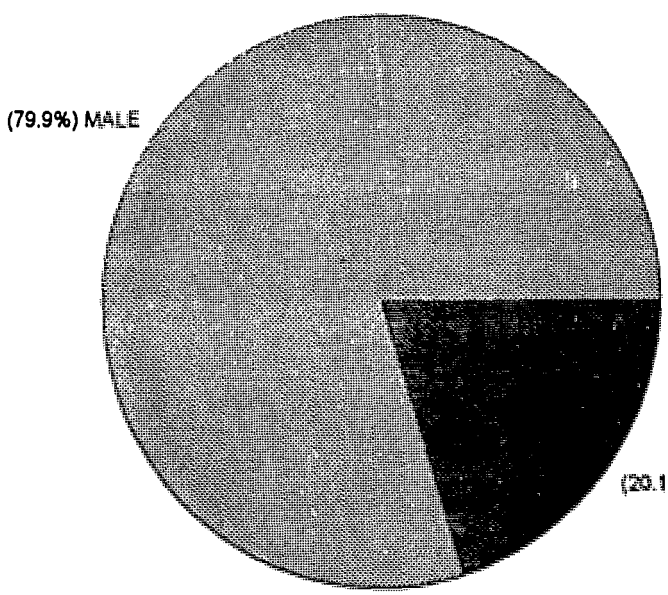
Notes
- * including 21 participants or 3% who did not complete their academic training
- 97% rate of return



USAID/HRD-PTU gpt2b 26/27/94

GPT-II/0328 Project
NUMBER OF PARTICIPANTS BY GENDER
FY/83 - FY/94 (April 30, 1994)

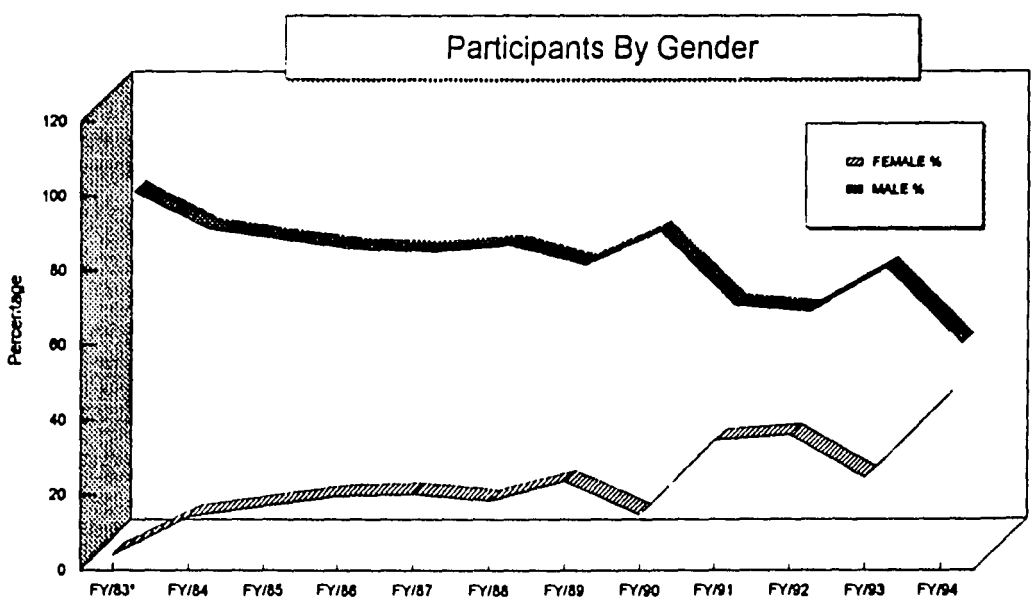
MALE	1059
FEMALE	266
TOTAL	1325



USAID/HIRD-PTU:gpt2gen:05/23/94

USAID/Jakarta - INDONESIA
GPT-II PARTICIPANTS (New Starts)
FY/1983 - FY/1994 (as of April 30, 1994)

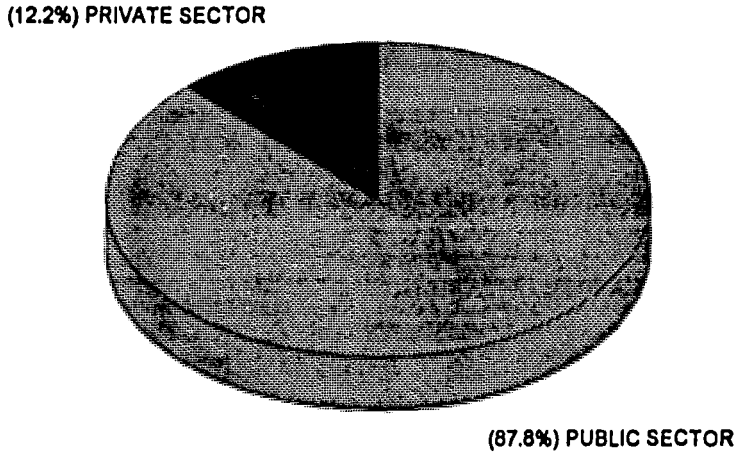
FISCAL YEAR	TOTAL	SUB-TOTAL Female	SUB-TOTAL Male	SHORT-TERM Female	SHORT-TERM Male	MASTERS Female	MASTERS Male	DOCTORAL Female	DOCTORAL Male	FEMALE %	MALE %
FY/83*	*48*	2	46	1	0	1	22	0	24	4	96
FY/84	*21*	3	18	3	9	0	6	0	3	14	86
FY/85	*141*	24	117	15	49	7	46	2	22	17	83
FY/86	*142*	28	114	18	60	9	29	1	25	20	80
FY/87	*178*	36	142	25	62	5	60	6	20	20	80
FY/88	*233*	43	190	11	22	30	162	2	6	18	82
FY/89	*198*	47	151	6	47	38	99	3	5	24	76
FY/90	*209*	31	178	21	144	10	30	0	4	15	85
FY/91	*26*	9	17	5	11	4	6	0	0	35	65
FY/92	*47*	17	30	7	24	9	5	1	1	36	64
FY/93	*53*	13	40	9	34	2	3	2	3	25	75
FY/94	*29*	13	16	13	16	0	0	0	0	45	55
TOTAL	*1325*	266	1059	*134*	*478*	*115*	*468*	*17*	*113*		
Percentage	→	20%	80%								



* includes those transferred from other projects funded by USAID

GPT-II/0328 Project
DISTRIBUTION OF PARTICIPANTS BY SECTORS
FY/83 - FY/94 (April 30, 1994)

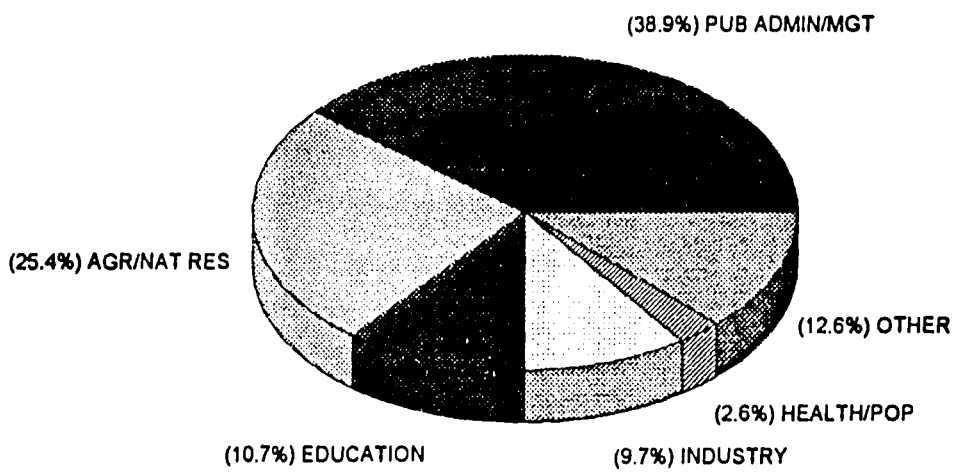
PUBLIC SECTOR	**1163**
PRIVATE SECTOR	**162**
T O T A L	**1325**



USAID/HRD-PTU:gpt2sec:05/23/94

GPT-II/0328 Project
DISTRIBUTION OF FIVE MAJOR FIELDS
FY/83 - FY/94 (April 30, 1994)

PUB ADMIN/MGT	516
AGR/NAT RES	336
EDUCATION	142
INDUSTRY	129
HEALTH/POP	35
OTHER	167
TOTAL	1325



USAID/HIRD-PTU gpt2maj 05/23/94

GPT-II/0328 Project
GOI Ministries with Largest Numbers of Participants
FY/83 - FY/94 (April 30, 1994)

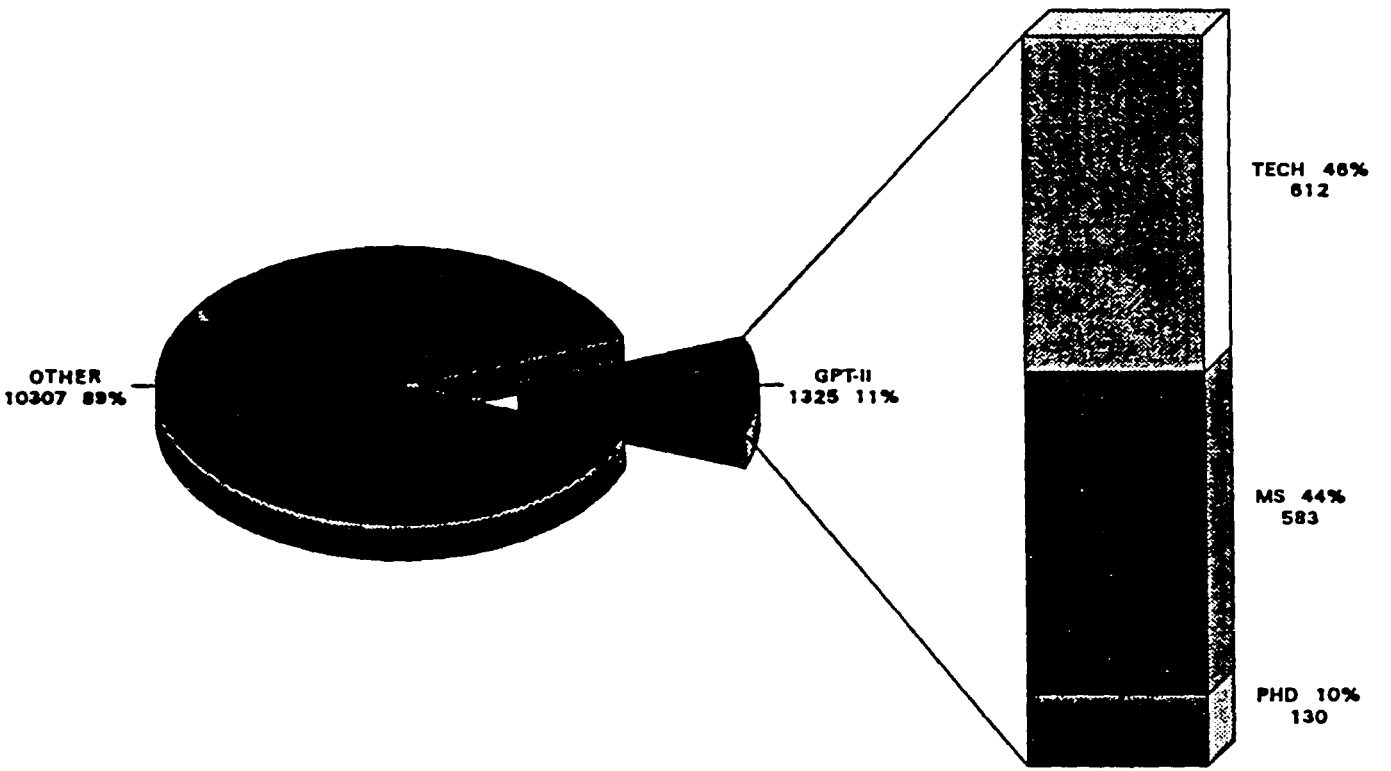
Ministry	Number of Participants	Percentage of Total
1. Finance	142	23%
2. Home Affairs	103	17%
3. Agriculture	84	14%
4. Industry	48	8%
5. Forestry	48	8%
6. Public Works	45	7%
7. Mines & Energy	44	7%
8. Trade	39	6%
9. Health	36	6%
10. Education	29	5%
Total	**618**	**100%**

Non-Departemental Agencies & High Offices with Largest Numbers of Participants

	Number of Participants	Percentage of Total
1. BAPPENAS (National Development Planning Board)	48	34%
2. LIPI (Indonesian Institute of Sciences)	26	18%
3. BPPT (Agency for Assessment & Application of Technology)	17	12%
4. LAN (State Institute of Administration)	16	11%
5. Biro Pusat Statistik (Central Bureau of Statistics)	14	10%
6. BATAN (National Atomic Energy Agency)	7	5%
7. Attorney General	6	4%
8. BPK (Supreme Audit Board)	4	3%
9. LAPAN (National Institute of Aeronotics & Space)	4	3%
10. LEMHANAS (National Defense Agency)	1	1%
Total	**143**	**100%**

USAID/HRD-PTU/gpt2gol:05/23/94

COMPARISON STATISTICS
GPT-II/0328 WITH OTHER PROJECTS
TYPE OF TRAINING



PARTICIPANT DATA 1951 - FY/1994 (as of MAY 01, 1994)
USAID/HIRD-PTU, JAKARTA - INDONESIA
TYPE:05/01/94

APPENDIX G

INTERVIEWS WITH RETURNEES

This appendix contains selected notes from the interviews conducted by Mochtar Buchori, PhD, a member of the evaluation team. What is particularly interesting is Dr. Buchori's insight as an Indonesian intellectual as well as a U.S.-trained academician into the U.S. training and re-entry experiences of the returnees he interviewed. His perspective in these matters is quite likely closer to the "real world" context on Indonesia than that of an expatriate interviewer.

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INTERVIEWS WITH RETURNEES

Twenty-eight returnees were interviewed during this evaluation study. Three interviewees did not show up at the agreed upon time and place. These twenty-eight interviewees were interviewed in Jakarta (12 persons), Bogor (4 persons), Bandung (6 persons), and Yogyakarta (6 persons).

Program Relevance. On the whole, interviewees stated that the programs they undertook were relevant to their jobs. It became quite evident during interviews that short-term programs can be as relevant as long-term ones. In one case, for instance, the program lasted only eight days. The participant was sent to attend an Asia-Pacific seminar on mangrove management, organized by UNDP and ESCAP. This particular participant was a member of an NGO, and the main concern of her organization is improvement in the management of the Indonesian forests, especially where they touch upon the people living at the outskirts of those forests. Before her participation in this seminar, she had some basic ideas about forest management issues, but her understanding of this field was significantly broadened and enlightened by the discussion that took place at the seminar. She heard stories about forest management problems originating from countries outside Indonesia and attempts to solve them were quite instructive.

Only in one case did an interviewee state that the program was not relevant. It was a short-term program (twelve days), and the participant was not given enough time to prepare herself in advance. And the program turned out to be a large gathering of people, where formalities counted more than substantive discussions.

In the case of long-term training, few interviewees complained about the relevance of their program. In two cases the participants stated that they virtually developed the nucleus of their programs. They had a very clear idea of what they wanted to study in the USA, formulated their ideas, presented their ideas to the advisors, and together they refined the programs to ensure the most relevant results in relation to their job requirements at home. There was one case, however, where the participant indicated his study of environmental engineering was too narrowly focused for his broadened responsibilities upon return home and thus, not as relevant as it could have been.

Program Impact. Two questions were asked about impact of the program: (1) program impact on the participants as individuals; and (2) program impact on their respective institutions.

Nearly all interviewees mentioned that the impact of the program had been very positive to them personally. But when it comes to impact on the institution, the situation became different. Participants in short-term programs mentioned that their training helped them very much in improving work methods and conditions within their offices. In these cases, the most frequently mentioned factor was the combination of theory and practice in the various programs that the participants took part in. This is the unique feature of the short-term programs in the eyes of the participants. Several interviewees mentioned that short-term

programs like the ones they participated are especially good for government officials at the fourth and third echelons. Short-term programs are not suitable for government officials from the second and first echelons. One participant criticized GPT II that they preferred an echelon II official to participate in a workshop program for three weeks.

Participants of long-term programs reported in general that they did not expect to be able to influence their institutions immediately upon their return. They felt that it takes one to two years before they can have a say in directing the development of their offices. Generally, long-term study has created an intellectual and cultural gap between the participants and their home office. They feel that they have become different persons, while their office remain stagnant in their eyes.

Assistance in re-entry is a real need for participants of long-term programs. The difficult question that has to be dealt with is how to help them come to terms with the conditions that exist in their office without losing their enthusiasm for professional and institutional modernization.

Re-Entry. Asked about the problem(s) they faced upon returning from their programs, the interviewees gave three kinds of response: no problems, some problems, and quite "heavy problems".

Interviewees on short-terms programs reported that for the most part they faced few problems when they returned to their offices after completion of their program.

Interviewees with masters degrees in general reported that they had some re-entry problems, but that these problems were, or could be solved after awhile. They also reported that they were able to regain their former positions within the bureaucracy fairly soon after return. This fairly smooth re-entry of interviewees with master degrees was reported by participants who work at departments of forestry and agriculture (land water fishery), and at one private university with a solid academic reputation. It is noted that within the Indonesian bureaucracy these two departments have been known as "progressive" or "dynamic" bureaucracies, with good personnel at the third echelon. Belonging in this same category are also Department of Public Works and Department of Health. Regarding the private university, it is also considered to be a progressive institution that welcomes innovation and new ideas.

Two interviewees, both participants of long-term programs, have reported that they encountered quite serious problems upon their return from USA. One participant was a lecturer at a private university, and the other an official from one department in Jakarta. Both are academic successes. The government official from one department has earned his PhD, while the lecturer has earned her masters degree, and is now pursuing a PhD at an Australian university. These two interviewees reported they have encountered considerable resistance in their working environments. They think a major reason for this situation is jealousy from some of their colleagues. The lecturer reported further, that in addition to jealousy there is also the resistance from her senior colleagues. She claims that her environment has been very conservative from the very beginning and not receptive to change.

The department official held an echelon-III position prior to his departure to the USA. He knew from the beginning that he would lose this position. What really hurt him was the fact that he was treated as an alien by his former environment upon re-entry. Even one year after return from the USA there was no signs that he would be reinstated to a position at least similar to his old one. He decided to do something about it, and he engaged himself in teaching at various universities in Jakarta, including the Universitas Indonesia, at the S-2 level. This situation lasted for several months, until one day his boss — an echelon-II position holder — called him and told him that from now on he is to work directly under him. He still has no position with an echelon, but he feels that he is no longer treated like dust.

Gender. In general the interviewed returnees think that women still suffer from slight discrimination within Indonesian society, and within the bureaucracy in particular. This is more the result of cultural conditions in Indonesia rather than political or bureaucratic prejudice against women in general. The guiding principle in this regard is that the role of women within the Indonesian household is considered much more important than that of men. If a man goes abroad for two years to take up advanced study, he will be missed by his family, but his absence will not disrupt daily routine. It is different with women. If a woman goes away even for one month, family life is immediately disrupted.

Another cultural bias is that within the government bureaucracy women are usually looked upon as fit primarily for positions within the administration, not within technical positions. But this cultural bias does not preclude women from getting promotions within the hierarchy, as long as they are able to demonstrate their capability. This means in practice that women can become director generals or even secretary generals within the government bureaucracy, but the requirements that have to meet are much higher than those for men.

Final Remarks. The successes that have been achieved by the interviewees are of varying degrees. There are interviewees who clearly show very high degree of success, and there also those who even after an extended stay in the United States have achieved only a nominal success.

An important factor seems to be the psychological readiness of a participant to undertake an intellectual and cultural journey. A second factor seems to be the solidness of the academic preparation a participant has received at the initial academic institution. A third factor seems to be the 'cultural flexibility' of a participant.

Is it possible to gauge these three factors among candidates, especially on the case of long-term programs? This is a question which is no longer relevant for GPT II, but still very relevant as far as Indonesia is concerned, with regard to upcoming projects dealing with the development of Indonesia's human resources. To a large extent, the continuing transformation of the Indonesian society and the Indonesian culture depends upon returnees with a high degree of academic and cultural success.

A YOUNG MAN WITH A MATURE MIND

I was about fifteen minutes late for the appointment. I had trouble finding the elevator leading to this office. So I decided to use the elevator. At the fifth floor I came at *a cul de sac*. I changed to a service elevator, and I came at the back end of the office.
I had to wait for about fifteen minutes. When he finally came out to greet me, I was surprised by his appearance. He is a young man, in his late twenties. He does not look at all like a government official. He looks more like a young executive in a private company. He wore shirt and tie, and not the usual safari dress with the KORPRI insignia on his chest. In fact, the whole office does not look like a government office either. It is very clean, the interior is very tastefully done. It looks and feels like a big conglomerate office.

He escorted me to the small conference room, and he asked me what I want for refreshment. This is private business office, not a government office, I said to myself. By the way, for some time now safari dress has been looked upon as a symbol of a life style which demands service, while shirt and tie a symbol of the opposite: a life style which renders service. For profit, of course.

He was aware of the purpose of my visit. And he was really prepared for the interview. He had with him a number of brochures about his office: the history, its functions, its programs, its accomplishments, etc.

I asked him the standard questions: the program that he was participating as a recipient of GPT-II grant, the relevance of the program for his present work, whether he personally benefits from the program, whether the program has had any impact on his office, his comments on the implementation of the program, etc., etc.

He listened to each of my questions attentively, and gave his replies thoughtfully. Taken together, his answers boiled down to explaining what the program was that he was participating in USA, how it is related to his work in this office, and what kinds of benefits both he personally and his office have gained from the program. And as a bonus, he voluntarily explained at length the national problem that his office has been trying to solve.

His office is called Export Support Board of Indonesia, an autonomous body within the Department of Trade. Its function is to assist medium and small sized exporters and producers of non-oil commodities increase their competitiveness in the international market. It was founded in 1986, using a loan provided by the World Bank. In 1992, when the loan was used up, it has been operating with government funds provided by the Department of Trade.

His program in GPT-II was a short-term one, a program that lasted for 15 days. He visited the World Trade Institute in New York for a short training in Export Market Entry Strategies. The course consisted of theory and practice, in which the participants were introduced to

the real world of export operations. They visited buyers and sellers of certain commodities, observed how transactions were made, and received explanations concerning the deals they witnessed.

Most interesting to him was the role that culture has played in the business dealings. Native New Yorkers did their business in a different way than traders from Lebanon. And he was told by his instructors that before moving into any business negotiations, we must be aware of the cultural characteristics and customs of our counterpart. Do not move into any negotiation without knowing the cultural character of your counterpart. To him this was a very important lesson. He never thought of this before.

Equally important were the instructions about custom regulations. Most of Indonesian exporters are not sufficiently literate about his issue. They export their goods without proper knowledge of how their goods will be treated both by the Indonesian custom and by custom of the importing country.

Another important lesson he learned at this Institute was the importance of dealing directly with the buyer, and bypassing the middlemen as much as possible. This is something that many medium and small sized producers and exporters do not take into serious account. Many of them still operate through brokers which mean that their profit from the business interactions will be reduced. He went on and on, talking about the problems of pricing, getting credits from the banks, and the systemic relationships between production, financing, and marketing.

I was really impressed by his sincerity in viewing his job, and his enthusiasm for the short program that he participated. I asked him –this is outside the official interview guide I received from my team leader– where he got all this enthusiasm from, and how he copes with the basic problem of making both ends meet, a problem encountered by a very big portion of government officials.

He smiled understandingly, and said: "It is like this, *Bapak!* This is a government office, but we are not government officials in the ordinary sense of the term. We have no NIP number --employee registration number–, for one thing, and we are not salaried on the basis of the existing government regulation concerning government officials. Some of us are paid from special funds from the Department of Trade, and some others are actually employees of private companies on loan to this office. But all of us who join this office are fully aware of the importance of increasing the knowledge and skill of our medium and small sized entrepreneurs. We consider this office not merely as a place where we make our living. To us this is a place through which we try to give our contribution to reach a more respectable existence of our national economy."

I was just dumbfounded to hear all this explanation. I did not suspect that in this young man there is so much idealism. I have become accustomed to look upon Indonesian young men as a generation which is primarily interested in personal wealth. I also did not suspect in the slightest that such a short program can generate so much meaning and energy.

I looked at my watch, and realized that it is time to run for the next interview. I thanked him, and hurriedly left his office. He escorted me to the right elevator.

A HIDDEN ANGER

When I talked to her on the phone, she did not give the slightest indication that deep inside her she is an angry young professional. She talked to me in a mixture of *Bahasa Indonesia* and Javanese language, and she sounded very relaxed and pleasant. She agreed to my request that the interview be moved forward to 9:00 am instead of 1:00 pm as scheduled.

I have learned from the data sheet provided to me that she is an architect, has an MS degree from one university in the Midwest, USA, and that she is now lecturing at a private university. At first I had no idea how good or how bad this private university is, but a friend of mine informed me that it is a well organized system, and that it has been expanding rapidly. He has been teaching there himself as a part-time instructor.

When I met her the following morning, I still had no inkling about her emotional condition. She was very alive during the interview. I had only to stimulate her with one small question, and she would give a very rich response. She told me about her study in the USA, the selection process she went through before she was granted the scholarship, the pre-departure preparation she received prior to the departure for USA, how enjoyable her study and stay was in the USA, and how frustrating the re-entry process was for her.

She has a hearing problem which cannot be entirely overcome by wearing a hearing aid. She cannot distinguish consonants at the end of a word. The words 'when' and 'where', 'then' and 'there', 'green' and 'greet' sound the same to her. For this reason she thinks she will never be able to make the 600 score on her TOEFL. For the same reason she never applied for admission at universities with big names in the USA. She was content and happy when she was accepted at the University of Colorado at Denver.

She feels that her stay at this university has changed her completely. She feels that she not only has made significant progress in her academic life, but she has made big progress as well in her personal life. She has become less inhibitive psychologically, and she can now express herself more spontaneously. Her self-confidence has increased considerably, and she has also become capable of handling controversial matters in a more objective way. She has been very much influenced by the way her professors guided her in her study. She has also experienced how extensive reading has broadened her intellectual horizon, and how contemplative reading has led her to new wisdom. She has become so eager to change her school as quickly as possible. She has realized how outdated her institution back home actually is.

She stay at this university for 25 months. Upon returning home, she received exactly the same teaching assignment as the one before she left for the USA. To her, this is a clear indication that her institution does not appreciate at all the academic achievement she has made while studying in the USA. Her attempts to modernize her courses were also thwarted. And every other attempt she made to introduce innovations in her institution was also consistently and solidly blocked. And she feels that this is all caused by the fact that in her institution she does not belong to the group of seniors yet. She is only 40. And what

is 40 in an institution and country where seniority, and not knowledgeability and wisdom, is deemed so important?

Slowly she has began to realize that she is the only person in the whole institution with a MS degree from an accredited university in the USA, and silently she has become a target of envy and jealously. She was furious and frustrated. But it has become clear to her that there is nothing she could do to defeat this conservatism of the seniors by herself. She has to make a front, and a brigade of the young. She began to make a campaign in various campuses within the city about the importance of reforming and rejuvenating universities. She persuaded her colleagues, especially, to actively look for scholarships, and go abroad to get advanced higher education. In short, she began to rebel systematically and systemically against the existing condition. She refuses to capitulate to conservatism and decadence.

The campaign begins to bear fruits. At the moment two of her colleagues, all female, are studying abroad for their master degrees. She herself received a scholarship from AIDAB, and since February 1993 she has studied at Melbourne University for her PhD. And because of the solid academic basis she received at the University of Colorado her study at Melbourne University has gone very smoothly thus far.

A the moment she is doing her field research for her doctoral dissertation. She will go back to Melbourne at the end of July this year, and she expects to receive her PhD by the end of 1995. Since she is a government official seconded to her present institution, she does not have to go back to the same institution upon completion of her PhD. She was told by her boss at the local Office for the Coordination of Private Institutions of Higher Education (KOPERTIS), that she has to begin to look for another institution, a more respectable one, for her future placement and career building.

It was revealed during the interview that she is a daughter of a couple with relatively advanced education prior to World War II. Her father was a graduate of a Dutch senior high school, the Algemene Middelbare School (the AMS), and was an official of the then State Railways (the Staats Spoorwegen), and her mother was an official at the then PTT, the state's company for postal, telephone and telegraph services. Both these offices were very famous for their high discipline. She told me that it was her parents who taught her the basic concepts of discipline, perfection, and responsibility. She feels that these three values have been the source of her dynamics, energy, perseverance, but also of her impatience and anger towards things imperfect and conservatism.

It was also revealed that in Melbourne she has been appointed Secretary General of the local club of Javanese Cultural Association, and that she is the primary performer of classical Javanese dances. This shows that she has superfluous energy and time that exceeds the demands of her study.

The interview took place in a room which is supposed to be a reception room. It was so noisy, however, with people coming in and out all the time. But I noticed this only after the interview was over. During the interview this whole noise and unruliness escaped my attention. I was busy taking notes while enjoying her whole expose which was full of *elan* and charm.

I wished her success, thanked her, left the room, and proceeded toward my car. She escorted me to my car, and bid me a *bon voyage* in very proper Javanese (*nDerekaken Sugeng*!).

APPENDIX H

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