

MANAGING URBAN DEVELOPMENT IN THE REPUBLIC OF INDONESIA:

OBSERVATIONS AND RECOMMENDATIONS

Prepared for

Office of Housing
AGENCY FOR INTERNATIONAL DEVELOPMENT

and

Directorate General
Housing, Building, Planning, and Urban Development
(Cipta Karya)
Ministry of Public Works
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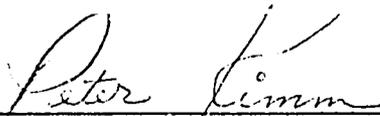
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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
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This study was conducted in 1981 by the National Savings and Loan League under the auspices of the Office of Housing of the Agency for International Development and through funding provided by this office. The purpose of the study was to develop information and make recommendations relating to the training needs of local authorities in Indonesia as they relate to municipal works improvement.

This study was conducted by a team which included John Wasielewski, Housing Officer, Office of Housing, USAID; Dr. Fred Fisher, Director of Program Development, College of Human Development, the Pennsylvania State University; and Denys Race, Director Indonesia, Louis Berger International, Inc.

While the summary findings and recommendations of the report have been discussed with representatives of the Republic of Indonesia, the report is not to be interpreted as an official position of either the Government or the Agency for International Development.

It is hoped, however, that the Republic of Indonesia will find the report and its recommendations useful.



Peter M. Kimm
Director
Office of Housing

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EXECUTIVE SUMMARY

On March 19, 1981, Radinal Mochtar, Director General, Cipta Karya, Ministry of Public Works, The Republic of Indonesia, wrote to Robert Simpson, Acting Director, USAID, Jakarta, Indonesia, requesting assistance in the development of municipal manpower. In his letter he stated:

. . . within the Third Five Year Plan of Indonesia, we are implementing urban development programs which cover such fields as water supply, drainage, solid waste and sewerage in 200 cities, most of which are small cities. You will appreciate that such a large urban development program will necessitate the development of skills for quite a large number of local municipal officers who must be in charge of managing, planning, and supervising the implementation of those national programs.

Director General Mochtar's request for assistance was prompted, initially, by conversations he had with Mr. Peter Kimm, Director, Office of Housing, USAID, Washington, D.C. Mr. Kimm responded by sending a team of specialists to Indonesia in July, 1981 to meet with Mr. Mochtar and others regarding the request.

Given the municipal manpower training needs as expressed by Director General Mochtar and others, and the training resources already available within Indonesia, it is recommended that Cipta Karya, in close cooperation with Dalam Negeri and other appropriate Ministries and Agencies, consider the following action steps to strengthen the capacity of local governments to manage the total municipal works process more effectively.

- (1) Create a working group representing appropriate organizations involved with local government as well as direct representation from local governments to consider the issues and recommendations emanating from this study.
- (2) Initiate a series of executive briefing sessions for chief elected and appointed officials in kotamadyas and kabupatens on the long

range implications of major urban development programs and how local authorities can make the greatest use of these investments in strengthening their communities.

- (3) Develop periodic and routine newsletters and other informational services directed at various levels of officials and staffs within the 200 cities currently involved in or scheduled for major urban development programs.
- (4) Encourage the Ministry of Home Affairs and the Ministry of Finance to initiate a series of short executive development seminars to increase the skills of local policy officials and chief administrators in such areas as strategic program and operations planning, financial planning, and organization development.
- (5) Develop training and administrative materials to assist local authorities in all of the pre-implementation stages of project development and to initiate a process by which these materials can be used effectively by local government officials in the planning and development of municipal works projects and programs.
- (6) Initiate training sessions for various kotamadyas and kabupatens dinas and seksi managers and supervisors on the technical aspects of maintaining and operating various programs being sponsored under Cipta Karya's initiation and direction.
- (7) Initiate management and supervisory development seminars that focus on the management aspects of the duties and responsibilities of those who are leaders in the dinas and seksi.
- (8) Develop short training sessions to be held in local authorities for line personnel on specific technical aspects of public works maintenance and operation.

- (9) Establish a management support center within Cipta Karya where all training activities could be coordinated, materials and information developed and disseminated, trainers trained, action research projects or public works functions carried out, and other activities undertaken that would strengthen the management, operation, and maintenance of local public works.
- (10) Develop internal management and consulting teams to work on-line with local officials and staff in addressing specific management and technical needs.
- (11) Review current training center activities and programs to take full advantage of the excellent staff and facilities now available.
- (12) Provide local governments with technical assistance in the pricing of local services, standards and criteria for program performance, and program operation and delivery.

Given the breadth of the action steps just recommended, it is suggested that any effort to strengthen local government management capability, in line with the content of this report, focus initially on:

- (1) establishing an appropriate working committee of national and local officials to consider the content of the report;
- (2) holding executive sessions for key local officials on urban development programs and their long range consequences;
- (3) developing processes and materials to assist local officials in the planning and development of municipal works programs and projects as well as introducing the use of these processes and materials to as many local authorities as possible - as early as possible in the planning phase of major facilities and program development;

- (4) creating a management support center to assist local governments in the various facets of municipal works planning, implementation, maintenance, and operation; and
- (5) training teams of management consultants who can work directly with local authorities to increase their capacity to manage the whole spectrum of program/facilities planning, development, and ongoing operation.

[Note: This report has been written for different audiences and may contain information that is already common knowledge to some individuals but not to others.]

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I. INTRODUCTION: DEVELOPMENT AND MUNICIPAL MANPOWER NEEDS

On March 19, 1981, Radinal Mochtar, Director General, Cipta Karya,¹ Ministry of Public Works, The Republic of Indonesia, wrote to Robert Simpson, Acting Director, USAID, Jakarta, Indonesia, requesting assistance in the development of municipal manpower. In his letter he stated:

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¹Throughout this report the Indonesian name for Mr. Mochtar's organization will be used. The English translation of Cipta Karya is "Housing, Building Planning and Urban Development."

training and development efforts that are germane to the expressed needs; and a general perspective about development in Indonesia and the role of Cipta Karya in this developmental process. The report will begin with a general discussion of development within Indonesia as a way of putting Cipta Karya's request for assistance into perspective.

A. PROBLEMS AND OPPORTUNITIES: THE CONTEXT OF CHANGE

Indonesia, the world's fifth largest nation, is undergoing rapid and monumental physical, economic, and social changes. In addition to long term loans from major international agencies and various nations, and bilateral grants-in-aid, the Government of Indonesia is investing heavily in a wide range of developmental efforts. These include such diverse undertakings as the construction of major national infrastructures (i.e., highways, bridges, and ports); the development of underpopulated regions of the country through transmigration efforts; and the upgrading of local communities through major urban development projects and the Kampung Improvement Program (KIP). Indonesia's aggressive development efforts have not gone unnoticed in other parts of the world. For example, the Kampung Improvement Program has gained worldwide recognition as a model effort in strengthening the economic and social fabric of neighborhoods, villages, and urban communities through an integrated approach to planning and development.

These changes are not being achieved without immediate and long range problems and concerns. One of the major concerns is the locus of responsibility for development in the long run. The primary thrust for development, even at the kampung level, is still being initiated and directed by the central government and its various ministries. Development in Indonesia is largely a top-down operation, with local governments playing a

minor role in the planning and implementation of major programs. This situation, however, is undergoing change as a result of several divergent forces. These include:

- (1) legislative mandate (Law #5, 1974 concerning basic principles of regional and local administration);
- (2) various ministerial commitments to local capacity building; and
- (3) the sheer necessity to decentralize many functions that have been assumed centrally in the past.

Rapid urbanization of one-time rural communities, the vast physical expanse of the nation, and its rich diversity of cultures will, in the long run, require stronger and more responsive institutions at the provincial and local levels of governance. Unless this strengthening process takes place, the major investments, currently underway and planned under REPELITA III,² could be in jeopardy.

There are a number of fundamental issues involved in strengthening provincial and local governments. First, current attentions and energies are focused, in large measure, on the planning and implementation of capital improvements, development programs, and policies. Consequently, little effort is directed to the ultimate needs of managing, maintaining, and operating once these programs and facilities are in place at the local level.

Second, there is a need to more fully involve provincial and local government officials in the developmental process from the very beginning. While the various ministries currently work closely with their counterparts at the provincial and local levels in program planning and development, the

²REPELITA III (1979-84) is the nation's third five-year plan currently under implementation.

importance of this process cannot be overemphasized. Early and sustained involvement in the planning and implementation of projects not only builds understanding and commitment to these projects at the level in which they are being carried out - it can also develop the capacity of these levels of government to assume responsibilities more quickly for program management, maintenance, and operation.

Finally, there may be differences in the capabilities of local governments to assume responsibilities for many of the development programs and facilities based upon such factors as their size, staff capacity, and current leadership. These differences may suggest an increased role for the provincial governments in the development process.

While current investments by national ministries in regional and local developments are important, they can only lead to frustration if the commitment and capacity to operate and maintain them is lacking in the provinces, kotamadyas, kabupatens, and kecamatans³ where they are taking place. This kind of commitment and capacity can be strengthened by early and sustained involvement of officials and staff in the planning and implementation of programs and facilities targeted for their localities.

It is this concern for the involvement of local governments in the long term operation and maintenance of current development efforts that prompted Radinal Mochtar to initiate discussions with the Office of Housing, USAID, Washington, D.C. Mochtar's concern is well founded since the Ministry in which he operates is a major factor in much of the development currently taking place in Indonesia. The Ministry's 1980-81 budget (595,035,890,000 Rp.) (nearly \$100 million) involves 936 different projects

³See Glossary of Indonesian Terms (Appendix B).

nationwide and represents a doubling of financial commitment to development in just four years. According to Ministry information, the Ministry of Public Works is responsible for 40 percent of the total Government of Indonesia development budget. One USAID program proposal stated that the total Indonesian development budget, including all outside loans and grants, for 1979 was \$1,953 million; however, the 1978-79 carryover was \$1,101 million or over half of the new budget. The Government was not able to carry out its plans for the previous year, another indication of the need for municipal manpower training and development.⁴ In addition to not initiating programs already planned and budgeted, there is the problem of transferring responsibility for capital improvements to local governments once these improvements are completed. According to one Cipta Karya official, 68 completed water projects are still in the hands of the Ministry of Public Works either because local authorities are not willing or prepared to assume the responsibility for their maintenance and operation or Cipta Karya is unwilling to turn them over without assurance that local governments are able to manage them effectively. In either case, this continued involvement increases the responsibilities of Cipta Karya and impacts upon their ability to meet longer range goals under REPELITA III.

The magnitude of the challenge is considerable. Cipta Karya, under REPELITA III (the nation's third five-year development plan), is responsible for implementing the following program improvements:

- Water supply systems in 200 urban areas (to be increased to 400 by 1984 and to ultimately include 1,700 smaller rural communities);

⁴Indonesia, Local Government Training II (LGT II) 497-0308, August, 1980, Agency for International Development, Washington, D.C.

- drainage, solid waste disposal, and sewerage programs in 50 urban areas;
- kampung improvement programs in 200 urban areas; and
- the development of 150,000 housing units.

The target populations, involved in these improvement programs, include ten large urban areas with populations of over 500,000; 40 medium-sized urban areas with populations from 100,000 to 500,000; and 150 areas in the population range of 20,000 to 100,000. In addition to these urban projects, plans are underway to carry out similar capital improvement programs in 300 smaller communities.

As Director General Mochtar has so forcefully stated in his conversations with the Office of Housing, USAID, these major investments must be operated and maintained effectively upon completion or the initial investments will not achieve their intended goals. The long range consequences of not involving local governments in the developmental process and assuring their capacity to operate and maintain capital improvements could deal a serious blow to the overall development plans for Indonesia.

B. GOVERNANCE AND DEVELOPMENT

While Cipta Karya's role is significant in the overall development of programs at the community level, it is somewhat complicated by the formal relationships that exist between local communities and the Ministry of Home Affairs. An understanding of local government structures and the organizational context within which Cipta Karya operates is essential to the development of any long range municipal manpower programs, as requested by Radinal Mochtar and confirmed by so many others in our interviews with key Indonesian officials. The following is a brief overview of Indonesian local government, the Ministry of Home Affairs, Cipta Karya, and how each

of these institutions figures into any long range program for strengthening local government's ability to manage the programs now being planned and implemented, largely through Cipta Karya's leadership and direction.

As stated earlier, REPELITA III calls for major urban or local development schemes, and yet many of these local authorities do not have the capabilities to undertake these projects nor to operate and maintain them once completed. In general, they are undertaken either by PERUMNAS (National Urban Development Corporation) if they involve housing, or the Direktorat Jenderal Cipta Karya (Directorate General of Housing, Building Planning and Urban Development) if they involve the general improvement of community programs and services. These local development schemes generally take place within kabupatens (districts) or kotamadyas (cities), political subdivisions of the provinces which have equal status as political entities. (There are 27 provinces, 243 kabupatens and 54 kotamadyas within Indonesia.) Once the urban development programs are completed it is, theoretically, the responsibility of the kabupatens and kotamadyas to manage, maintain, and operate them. At this time the kabupatens and kotamadyas do not, in general, have the staff and organizational capabilities to successfully assume these responsibilities. Consequently, Cipta Karya continues to be involved in the management, operation, and maintenance of these programs. As mentioned earlier, Cipta Karya has completed 68 water supply projects but has not turned over any of them to local authorities for operation. The ultimate transfer of these responsibilities from Cipta Karya to local authorities, with assurance that the investments will be properly managed and maintained, is at the crux of Mochtar's request for assistance.

As stated earlier, Cipta Karya's role in local development is complicated by the direct relationship that local governments (kabupatens and kotamadyas) have with the Ministry of Home Affairs. Kabupatens and kotamadyas are divisions of the central government and their budgets and projects must be approved by the Ministry of Home Affairs. In addition, the walikotas (mayors of kotamadyas) and bupati (regents of kabupatens), who are the executive heads of these local entities, are appointed by the Ministry of Home Affairs with the concurrence of the local elected councils. While Law #5, 1974 gives greater autonomy to local authorities, these local governments still come under the overall guidance and direction of the Ministry of Home Affairs and it is to this Ministry that local officials primarily look for guidance, direction, and assistance. On the other hand, the Ministry of Home Affairs is not equipped, currently, to provide the technical assistance and training that local authorities need to assume maintenance and operating responsibilities for new infrastructures and programs being developed largely through the efforts of Cipta Karya. The Ministry of Home Affairs is more concerned with the overall governance and administration of local units - and not with the day-to-day maintenance and operation of specific programs and facilities.

To summarize, local government falls within the domain of the Ministry of Home Affairs while Cipta Karya, within the Ministry of Public Works, is responsible for several major program improvements which ultimately become local government responsibilities. There is a need to train local officials and employees in the management, maintenance, and operation of these improvements, but the Ministry of Home Affairs does not provide technical training of the kind needed to assume these responsibilities. On the other hand, Cipta Karya is not responsible for such training nor is it the

primary national agency that local authorities look to for guidance and help in such matters. Consequently, the preparation of local authorities to take over the management, operation, and maintenance of programs being developed by Cipta Karya under REPELITA III is not being addressed by anyone at this time - including the major donors who are underwriting much of the development through long term loans and grants. To the credit of everyone concerned, there is an awareness of the problem and a willingness to work together toward its solution. Radinal Mochtar, Cipta Karya, is taking the lead and appears to have support from various ministries in forging both alliances and programs for action.

1. Bandung Urban Development: A Case in Point

Social and economic developments, as they respond to multi-year plans such as REPELITA III, are never simple, and problems, such as the one just described, are predictable and inevitable. The urban development project for Bandung, a major city of over a million population just east of Jakarta, is an excellent example of the issues involved in managing this complex process. The Bandung project involves all levels of government and an array of financial and organizational entities to achieve its goals. It has five major components: solid waste, sewerage, drainage, sites and services, and a Kampung Improvement Program (KIP), and is funded from a variety of sources. The \$59 million project is underwritten by a \$32.3 million loan from the Asian Development Bank and receives the remainder from a combination of national, provincial, and local funds. The staffing of the project is approximately 50 percent municipal employees (civil service) and the remainder temporary employees (outside the civil service system) for the duration of the project. The project is managed by a team assembled from various levels of government. The overall project manager

is from the central office of Cipta Karya, the deputy project director is the planning director of Bandung kotamadya, the secretary of the project (responsible for internal administration) is from Cipta Karya central, and the sectoral managers (individual program heads) are as follow:

KIP - kotamadya Bandung;

Solid waste - kotamadya Bandung;

Sewerage - Cipta Karya - central;

Drainage - Cipta Karya - provincial;

Project finance director - kotamadya Bandung; and

Housing, PERUMNAS (National Housing Authority).

In addition, the project team must routinely involve other ministries and organizations since many aspects of the project cut across program and agency responsibilities and domains. While the project appears to be operating smoothly at this time, several involved in it, including an Australian consultant assigned to the project by the Asian Development Bank, stated there is a need for management and technical training. Furthermore, the long range management of the project, upon implementation by the kotamadya staff, has not been addressed in any adequate way.

In spite of the complexities and problems involved in urban development projects like the ones underway in Bandung, they represent important opportunities for the development of municipal manpower to ultimately assume responsibility for the management, maintenance, and operation of these improvements. But such opportunities can only be realized if local staffs are brought in early and given significant involvement in project design and implementation. The report will return to these opportunities later when alternatives for training and development are discussed.

C. SUMMARY

The government of Indonesia is undertaking a wide range of economic, social, and physical programs to improve the quality of life for its citizens throughout the country. These efforts include major capital improvement programs in 200 urban areas, with 300 more communities scheduled for comprehensive municipal works programs in the near future. These developments are creating opportunities and challenges that are often beyond the local government's capacities to manage effectively. While the bottom line would appear to be the local government's ability to assume responsibility for maintaining and operating these new facilities and programs once they are completed, the issues involved are much broader. If local governments are to fully understand the opportunities and consequences inherent in major developments within their communities, and to be committed to exercising leadership and responsibility for these developments, their policy and administrative leaders must be involved as early as possible in the planning and implementation processes. It, therefore, becomes important that local governments not only have the knowledge and skills to maintain and operate these improvements once they are on line, but to also have the capacity and the opportunity to participate effectively in the planning and implementation of major development programs. It is within the context of this broader view of development and local capacity building that this report will ultimately address its recommendations.

II. TRAINING: PROGRAMS, FACILITIES, AND PLANS

Since the focus of this report is largely on the training needs of local authorities, as they relate to municipal works improvement, it will be helpful to understand, to some extent, what is already taking place in Indonesia under various sponsorship to address these needs.

There is one thing that can be said with assurance about training programs and activities in Indonesia. Any survey, such as this, is certain to be incomplete. There is a substantial amount of training being conducted to meet the needs of the national government. And, there is more planned. In addition, the various ministries have networks of training centers throughout the country to meet their needs. For example, the Ministry of Public Works has a centralized Center for Education and Training and five regional facilities. In addition, each of the three Directorate Generals has its own network of sectoral training centers and programs. Cipta Karya, the Directorate General which is the primary focus of this report, operates five training facilities throughout the country, some of them specializing in a particular aspect of the organization's mission.⁵

Of particular importance to this study are the facilities and programs operated by the Ministry of Home Affairs, since it is this Ministry that has direct linkage and responsibility to local governments. This Ministry operates five regional training centers and a major facility and program in Jakarta. Although responsible for preservice and in-service training for local authorities, the Ministry is quick to state that it, at present, confines its activities to the top administrative and policy personnel of

⁵See Appendix C for a more complete description of the training programs and facilities operated by the Ministry of Public Works and others.

these authorities. It rarely trains department heads of the local dinas nor provides technical training in such service areas as water, sewer, sanitation, and housing, which is a major concern of this report.

A. THE NATIONAL INSTITUTE OF ADMINISTRATION (LAN)

Another organization with responsibility for public service training and education that could figure into any long range strategy for upgrading municipal manpower is the National Institute of Administration (LAN). LAN has a broad mandate, in terms of service, and operates directly under the supervision of the Office of the President of Indonesia. In addition to research and administrative functions with respect to public service education and training, the National Institute operates an Administrative Staff College for top national officials; a Center for Training and Education for lower level officials to both train and provide guidance and supervision of other training efforts directed at this clientele; and a School of Public Administration, a university-level institution with some 800 students involved in degree education.

B. MULTILATERAL AND BILATERAL EFFORTS

As noted earlier, there is no comprehensive or consolidated record of current and planned training programs. With this in mind, here is a short summary of a number of programs the study team was able to review that are believed to be germane to the needs of local authority public works management. In addition, a summary of training efforts, prepared by Denys Race, Director Indonesia, Louis Berger International Inc., is included as an Appendix of this report.

1. World Bank

Perhaps the most important project is the World Bank's proposed Education XII Program which is a construction industry and manpower development project for the Ministry of Public Works. The tentative figure for the loan is \$50 million. The program is divided into two basic parts: (1) a training program for personnel of the Ministry of Public Works, and (2) a training program for Indonesian contractors and consultants. The training program for the personnel of the Ministry of Public Works does not include those within the provincial public works services nor public works officials and employees in kabupatens and kotamadyas, although it is feasible that the proposed project's scope could be widened to include these personnel.

Another World Bank project (already funded), Urban IV, includes technical assistance to the Kampung Improvement Program (KIP) units established in each city under the mayor to help in the planning and implementation of these programs. The project would be enhanced if the personnel who will manage, operate, and maintain the completed programs were attached to the KIP units in order that they could become thoroughly familiar with the project and be trained for their future duties.

In addition, there are other World Bank efforts, as well as Asian Development Bank programs, directed at local authorities that either have training as an integral part of their efforts or contain the potential for such development. These are detailed briefly in the Denys Race report, Appendix E.

Before leaving the World Bank efforts, mention should be made of the manpower development and training study prepared by a steering committee/working group from the Ministry of Public Works in conjunction with the

proposed Education XII program (January, 1981). While the report alludes to the training needs of public works personnel at the local level (and assumes these needs to be largely congruent with Ministry training needs), it does not identify the extent or character of the local public works training needs that will exist once major projects have been completed, nor does it propose a strategy for meeting these needs.

In fairness to the Ministry of Public Works, the operation and maintenance of water, sewer, sanitation, KIP, and housing programs are ultimately the responsibility of local authorities. The dilemma is in the reluctance of the Ministry to turn over these projects, once completed, because local governments lack the knowledge, skills, and experience to assume full responsibility. The report concerns itself only with the manpower and training needs of the Ministry (and the construction industry) during project planning and implementation and largely ignores the management, operation, and maintenance manpower and training needs once the facilities are built and the programs are in place.

2. USAID

USAID has several training programs underway or planned that could be germane to the needs addressed in this report. Briefly they include:

(A) Local Government Training II (LG II) - Although this project is directed primarily at the development of planning and management skills of provincial (district) and local planning officials and technicians, it also includes some provisions for training dinas and kanwil personnel. Of more importance is the plan to train 70 personnel in a training-of-trainers program. The training-of-trainers is integral to a number of current projects and proposed programs (not just LG II) and will be proposed as one approach to be considered in responding to the needs addressed by this report.

Given the generic nature of at least the core features of training-of-trainer programs, there would appear to be opportunities for collaboration among a number of programs, both funded and planned.

(B) Professional Resource Development I, II and III (III is identified not as PRD III but In-Country Management Development; however, it is an extension of PRD I and II) - PRD III is proposed (but not yet funded) to work with the Ministry of Public Works and one other agency to upgrade capabilities in areas of regional and rural development toward better planning, management, and implementation of projects assisting the rural poor. The project calls for training 38 management trainers in total (18 in the Ministry of Public Works) who will in turn train 5,000 managers in over 300 competency based skill programs. This proposed project builds upon a previous effort (PRD II) which involved the development of a seven-day general management seminar, focusing on skills in decision making, priority setting, coordinating, planning, programming, and budgeting. This seven-day program is to become a major feature in the proposed In-Country Management Development project. The teams scheduled to be trained under this proposed project will be responsible for designing training programs, conducting training, and providing on-site management consultation.

The proposed PRD III represents a potential resource to Cipta Karya and local authorities in developing public works management capabilities although its focus is currently on Ministry personnel and not local managers. Negotiations would be required to alter its focus. Even if the third phase of the Professional Resource Development Program is not funded, the seven-day management program (which is packaged in such a way that trainers can be trained to replicate it effectively) represents a valuable resource in training local public works management personnel.

(C) Finally, USAID is involved in a provincial area development program (also up for refunding) that focuses on upgrading rural development programs, activities and functions. While less is known about the potential this program represents to upgrade municipal manpower according to the terms of this request, it should be given consideration as a possible resource.

3. Harvard University and the Ministry of Finance

The Ministry of Finance is involved in a program with Harvard University which could be useful in meeting the training needs of local authorities. The project includes a three-week seminar on various aspects of urban finance and has included selected kotamadya officials in one of the two sessions already offered in Indonesia. In conjunction with this program, the Ministry is hoping to establish an Institute for Urban Policy Analysis, perhaps in cooperation with the Institute of Technology at Bandung.

Finally, the Ministry of Finance expressed a desire to work with Cipta Karya, the Ministry of Home Affairs, and local authorities in upgrading municipal manpower to manage, maintain, and operate the major developments now underway through the efforts of the Directorate General of Cipta Karya. The Ministry recognizes this as an important and pressing need in the long run development of the country.

4. United Nations Development Programme (UNDP)

Two current UNDP projects are of interest to the municipal manpower needs as expressed by Directorate General Mochtar and both projects are under the sponsorship and auspices of Cipta Karya. The first project is aimed at obtaining a better distribution of population and a more

appropriate and equitable allocation of development resources. The immediate objectives of the project are to:

- (1) formulate a National Urban Development Strategy;
- (2) identify and provide insights into the key urban issues faced by Indonesia;
- (3) establish guidelines for the allocation of funds to urban areas and for the preparation of investment programs for urban centers;
- (4) strengthen the institutions responsible for overall urban development and provide them with the mechanisms and procedures these require to implement the proposed strategy; and
- (5) adapt and develop the information system to respond to the need for constant updating and implementation of a national urban policy.⁶

While the project is not focused directly upon the manpower development needs which are at the core of this study, the development of a National Urban Development Strategy can hardly ignore the rapidly growing manpower needs resulting from massive infusions of local programs and activities through the efforts of various Ministries and multilateral and bilateral organizations.

The other UNDP project of relevance is a modest effort (compared to the projects just outlined) that focuses upon Kampung improvements in small/medium towns in central Java. Since Kampung improvement is such an important aspect of Cipta Karya's efforts at overall urban development and creates both management problems and opportunities at the local level, this

⁶From UNDP Project Document #INS/78/059/A/01/56, Urban Development Policy, February, 1981, Directorate of City and Regional Planning, Department of Public Works, Government of Indonesia.

project could be seen as an active learning laboratory for the development of training and educational materials for similar sized communities, many of which Cipta Karya is scheduled to be working in under REPELITA III and IV.

5. Other Efforts

There are, no doubt, other efforts which are being undertaken or planned which have relevance to the municipal manpower needs generated by the rapid development of water, sewer, sanitation, housing, and other local development programs. While it may be impossible to know about them all, or to link directly with many of them for political and practical reasons, it behooves any organization that gets involved in responding to the needs expressed in this study to seek out and forge appropriate alliances when possible. The task to be undertaken is enormous, the resources limited, and the challenge one of seeking, to the extent possible, leverage and capitalization through the efforts of others. It is a matter of thinking and acting strategically, rather than tactically, in the evolvement of a plan of action.

III. MUNICIPAL MANPOWER DEVELOPMENT: OBSERVATIONS FOR CONSIDERATION

In the course of interviewing many officials and visiting a number of local authorities and training centers, the consulting team formed some opinions that may be helpful in gaining a better perspective on the overall needs of municipal manpower as expressed by Director General Mochtar and confirmed by many others.⁷ Before these observations are stated, it is important to keep the following in mind.

- (1) The consulting team is viewing the situation through a particular set of cultural filters that may distort the relevance of their observations in relating to the Indonesian situation. What seems logical or illogical from the team's perspective may be quite different from the perspective of those in the host country.
- (2) Training, which is the essence of this report, is not the panacea for organizational and community problem solving. It can be a major contributor to enhancing the quality of individual and organizational performance but it must also be weighed against the needs for, and the contributions of, such inputs as increased resources, structural and procedural changes, improved communications, and other aspects of task performance. Training is only one of many resources the manager has available to increase the effectiveness of his or her organization. On the other hand, training, when considered and employed in its broadest context, can enhance the contribution of other managerial strategies and approaches to problem solving. Given this, the report will take

⁷See Appendix F for a discussion of comments obtained in field interviews.

an expansive view of training as it can enhance the overall management of organizations and tasks.

With these qualifications, here are some observations to consider in the development of a training strategy to address municipal manpower needs within the context of Cipta Karya's concerns.

(A) The effective integration of complex urban development programs requires a high degree of involvement and interaction among individuals and organizations, each of which has certain responsibilities that address only part of the problem. Comprehensive development involving a variety of social, economic, and political goals is complex business. In order to achieve these multiple, and often competing, goals there is a need for constant communication and understanding among the agencies and individuals involved. The staff of Jogjakarta kotamadya expressed the need for this kind of communication within their own organization as well as the need to work together as a team. The walikota in Jogjakarta appears to have forged a strong and effective working relationship across the various dinas. This experience could be instructive in assisting other agencies and authorities in understanding how to work more effectively toward integrated development. In addition, effective development requires close coordination and collaboration between agencies of the national government and other levels of government.

(B) Although Cipta Karya currently involves local governments and other agencies, such as Dalam Negeri, Finance, and Bappenas, in the planning and implementation of projects, this involvement needs to be increased and strengthened in order to assure greater understanding and commitment at the local level. The same kind of involvement is needed within local authorities as they plan and develop new program and policy opportunities. On one

occasion, it was learned that key staff personnel in a large kotamadya had not even been briefed on the initiation of a major urban development program for their community, let alone involved in the planning process. Early involvement of key local government officials (in addition to the walikota and bupati) would be helpful in building understanding and commitment among those who will ultimately be responsible for project operation and maintenance.

(C) The successful integration of urban developments, as exemplified by KIP, hold promise in the long term development of organizations and communities. The experience of planning and implementing Kampung Improvement Programs is a valuable training tool for building stronger local authority management capabilities and could be a catalyst for local staff development.

(D) Not enough thought is being given to the long term consequences of establishing programs and developing facilities at the local level. This includes not only the operation and maintenance of facilities but the economic demands, manpower requirements, and other administrative concerns resulting from development. In discussions with local officials it was apparent that many have given little thought to how their organizations and communities will maintain and operate the current investments underway in physical improvements (infrastructures) and social programs. Part of the responsibility for the lack of long range planning can, and should be, assessed to those institutions providing the financial resources. They have often ignored requirements to develop appropriate staff, organizational structures, and financial systems to assure the long term viability of their investments. For example, local improvements, such as water supply systems, should not be committed without a requirement for property

reassessment and new rate structures to reflect the improved property values and the cost of operating and maintaining the new system. Again it should be stressed that early involvement of key local officials in the planning and implementation of major projects in their communities would do much to enhance not only their understanding of the many implications of development but their commitment to maximizing the potential benefits.

(E) There is a need for greater interaction and sharing of experiences between local governments. A number of local authorities have undertaken, or are undertaking, major development programs and the potential for others to learn from these experiences is substantial. These learnings can extend from a greater appreciation for the strategic planning process required in carrying out complex interagency programs to the simple maintenance of Kampung walkways that are subject to periodic erosion or base material failure.

(F) There is a shortage of trained technical and administrative personnel to assume responsibilities for the operation and maintenance of projects currently underway in many of the Indonesian kabupaten and kotamadyas. With one or two exceptions, the kotamadyas and kabupaten visited are either not prepared, or are unwilling, to assume operating and maintenance responsibilities for major urban projects. In Denpasar, there is an effort underway to build a local staff capability to undertake maintenance and operating responsibilities for the water system, but it will be some time before the transfer can take place. As mentioned earlier, there are 68 water projects already completed but still in the hands of the Ministry of Public Works because local authorities are not prepared to assume the responsibility for their operation and maintenance (or, perhaps,

Cipta Karya is unwilling to turn over these investments without the local capability to manage them effectively).

(G) Maintenance of equipment and infrastructure developments appears to be given low priority in some of the communities visited. This may result from a variety of factors (i.e. lack of a significant reward structure for those involved in maintenance activities, lack of equipment and other resources, technical and managerial know-how, and managerial leadership). In one community, the public works garage and yard were in shambles. It was obvious that major equipment investments had been made in the city by some agency, but the investments were being sacrificed from lack of management and maintenance. It also appeared that the equipment available was not in proportion to the requirements of the authorities, suggesting the need for greater discretion in the purchase of capital goods.

(H) There appears to be no shortage of training programs, both on-line and planned, to serve the needs of various governmental agencies in Indonesia. There is, however, a shortage of information about these programs, and a potential for greater coordination and collaboration among training efforts. Better communication, coordination, and collaboration could lead to greater efficiency and effectiveness in the planning and implementation of training. For example, the World Bank, the Asian Development Bank, UNDP, UNICEF, USAID, a number of other bilateral efforts, private universities such as Harvard and the University of Birmingham, and no doubt many more organizations offer training efforts to serve specific needs, many of them similar to those explored in conjunction with this report. Unfortunately, there is little coordination or collaboration among these efforts and this leads not only to inefficiencies but to missed opportunities for increased contributions. For example, a number of

organizations are sponsoring training-of-trainers programs. The opportunities for these specialized efforts to be consolidated seem considerable, not to mention the opportunities for these trainers to work with and support each other once trained.

(I) Most training facilities we visited appear to be operating at much less than capacity indicating that increased training opportunities could be offered at decreasing costs (assumes certain constant fixed costs). Some program proposals now pending call for new facilities and new facilities carry with them ongoing financial requirements for operation and maintenance. It would be prudent to take full advantage of current facilities, staff, and programs, rather than incur additional future costs through the construction of new facilities.

(J) There is a need to make greater use of on-the-job training and other experiential approaches and rely less upon traditional methods of instruction such as the lecture. Many programs being carried out in the field, such as the Kampung Improvement Program, offer unique opportunities for on-the-job learning. Community development, the construction of new facilities, and their operation and maintenance can best be learned on the job with a balanced mix of theory and practice. Most individuals learn best by doing. The programs being developed and implemented through Cipta Karya at the local level are ideal for creating and carrying out action training experiences.

(K) There is a need for standards and criteria to be established for emerging program and service areas. On more than one occasion, it was said by local officials that they need standards by which they can measure current efforts and determine future goals. For example, the person in charge of solid waste collection and disposal in Denpasar said, "We operate a very

traditional system and I would like to know what modern methods we might use to upgrade our program. We need to know what the standards are for improvement."

IV. TRAINING: A FRAMEWORK FOR DEVELOPMENT

Based upon the previous observations, the report will set forth a series of recommended action steps. Before these are outlined, however, it will be helpful to put into perspective training and development, as it will be considered within this report.

Training, when broadly defined, can be a powerful management strategy. Training and development, for the purposes of this document, is defined as a process of assisting individuals and organizations to achieve a high level of efficiency (conservation of scarce resources), effectiveness (task achievement), and self-sufficiency (freedom from external dependency and control). While this process is typically viewed as a fringe activity within most agencies, and not as a management strategy, the position taken within this report is one that defines training and development as an integral cost of doing business. This approach is particularly relevant to local authorities in Indonesia where the capability of operating major investments is not always equal to the task. When one defines training and development in such broad terms, it is helpful to consider the process within a conceptual framework, or structure. The framework, within which recommendations will be made for strengthening Indonesian municipal manpower, is based upon two dimensions. The first is an approach to training and development and the second, a categorization of the recipients of the training and development.

The training approach will include:

- (A) the dissemination of knowledge and information;
- (B) skill development;
- (C) attitude and behavioral changes; and
- (D) structural improvements to support the first three approaches.

The initial three categories follow a widely accepted approach to learning objectives and the final one is a recognition that certain improvements in organizational structures, procedures, and processes may be essential in meeting training and development needs.

The other dimension of the framework identifies the recipients of the training and development. They will include:

- (a) policy and chief administrative personnel (bupatis/walikotas/ secretaries/heads of local elected bodies);
- (b) mid-management personnel (dinas and seksi heads);
- (c) line employees of public works, public enterprise, KIP, and other functional departments responsible for carrying out developments initiated by Cipta Karya; and
- (d) organizations to serve and support the training of various constituents.

The following diagram shows how these two dimensions interact.

		<u>Training Approaches</u>			
		Knowledge and Information	Skill Development	Attitude/ Behavior	Structural Improvements
		(a)	(b)	(c)	(d)
<u>Constituencies</u>	(A) Policy and Chief Administrative Personnel	Aa	Ab	Ac	Ad
	(B) Mid-Management Personnel	Ba	Bb	Bc	Bd
	(C) Line Personnel	Ca	Cb	Cc	Cd
	(D) Support Organizations	Da	Db	Dc	Dd

Here is an example of how the model, or framework, is used to address the needs of municipal manpower development as expressed by Director General Moochtar and others. One of Moochtar's interests is to motivate local leaders about the opportunities available to their communities as a result of major development programs. Using the diagram on the previous page, efforts to achieve such a goal would fall into Aa, Ac, and Ad. The motivation of local leaders regarding development opportunities will require:

- (1) the dissemination of knowledge and information (Aa) about opportunities available to local communities through Cipta Karya-initiated programs;
- (2) attitudinal and behavioral changes (action) on the part of local officials to take advantage of the investments (Ac); and
- (3) certain changes in organizational structures or procedures to support information dissemination and the change of attitudes (Ad).

The latter, for example, might include a greater role for the City Mayor's Association in working with Cipta Karya to meet these goals.

The intent of training and development is to be comprehensive in its purview and impact. It should not only involve all agencies and personnel who are pertinent to the development process but do so as early as possible, when appropriate. Training and development activities should also be problem and opportunity oriented, practical in their application, and designed to build the capacity of organizations and individuals to work more effectively and efficiently. For these reasons, an emphasis will be placed on learning by doing.

V. RECOMMENDED ACTION STEPS

The following action steps are recommended for consideration by Cipta Karya, and other appropriate agencies, to help prepare local authorities to more effectively manage, operate, and maintain public works facilities and programs. The recommendations are set forth according to the model described on page 28 of this report. Some recommendations will meet more than one objective and will be identified accordingly. No effort is made to either cost out the recommendations or suggest appropriate timetables, although the final chapter will outline the consultant's perceptions about an initial course of action. Some recommendations require little or no outside resources and could be undertaken almost immediately; others will require substantial resources and time to implement.

A. Dd SUPPORT ORGANIZATIONS (Structural Improvements)⁸

Cipta Karya should take the initiative to establish a working group from its own organization, Dalam Negeri, the Ministry of Finance, Bappenas, LAN, the Mayor's Association, and other appropriate organizations to address the issues covered in this report, including:

- (1) how to best utilize the training resources already available to local governments through these organizations;
- (2) the roles that each organization should perform in any concerted effort to increase the capacity of local governments in the planning, implementation, and management of municipal works projects and programs;

⁸Each recommendation will be identified by constituency group and training approach based upon the model on page 28 of this report. In some cases, the recommendation will serve more than one constituency need and include more than one training approach. In these cases they have been so identified.

- (3) an overall strategy for increasing local government's capacity to manage the development processes more effectively; and
- (4) determination of the resources required to carry out such a program.

[All other recommendations in this report are designed to support this initial recommendation and to provide alternative actions for consideration.]

- B. Aa POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Knowledge and Information)
Ac POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Attitude/Behavior)

Cipta Karya, in collaboration with Dalam Negeri and working through its training centers, should consider initiating a series of regional executive briefing sessions (1 to 2 days) for bupati, walikotas, secretaries, and other appropriate officials on major urban development programs and their long range implications for kotamadyas and kabupaten. These sessions should:

- (1) highlight experiences to date with such programs as KIP, integrated urban development programs, and solid waste disposal;
- (2) emphasize various ways that local authorities can capitalize on the investments being made in their communities; and
- (3) spell out financial and operational strategies for the maintenance and continuation of programs initiated under central government direction.

- C. Aa POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Knowledge and Information)
Ba MID-MANAGEMENT PERSONNEL (Knowledge and Information)
Ca LINE PERSONNEL (Knowledge and Information)

Consideration should be given to the initiation of periodic and routine newsletters and other informational services directed at various levels of officials and staff within the 200 cities who are currently

involved in or scheduled for major urban development programs. These written materials could:

- (1) highlight program activities in various kotamadyas and kabupatens;
- (2) provide access for the Ministry and its various directorate generals to communicate information and ideas to officials and staff members in communities where they are involved in program planning and implementation;
- (3) present simple training materials and designs that could be self-administered by local officials;
- (4) provide checklists to help local government officials and staff assess specific programs against certain standards;
- (5) encourage the initiation of peer exchanges of information and ideas about specific programs and tasks; and
- (6) carry out a wide range of activities that lend themselves to this type of routine periodic written communication.

(This approach has precedent in the newsletters that major local government associations in the United States and Europe have used so effectively over the years to build the capabilities of local governments and their officials.) While these newsletters could be issued from various Ministries or organizations, like LAN and the Mayor's Association, it would be important to coordinate them. One possible approach would be to prepare them at one of the Cipta Karya training centers (probably Bandung) with an editorial advisory committee serving the Center from each of the targeted constituent groups. The overall intent of the newsletters would be to provide a consistent flow of information and ideas to various officials about the management, operation, and maintenance of local facilities and programs. (See accompanying newsletters and Management Information reports from the

International City Management Association and other organizations for further ideas and elaboration of this approach.)

D. Ab POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Skill Development)

The Ministry of Home Affairs and the Ministry of Finance should consider initiating a series of short executive development seminars to increase the skills of local policy officials and chief administrators in such areas as: strategic program and operations planning; financial planning; and current approaches to organization development. These seminars should involve well-known and respected trainers or practitioners in each area to be covered; be approximately two and one-half to three days in length; include cognitive (knowledge) and experiential (task) learning events; and be held in locations appropriate to the status of the participants. A series could be planned in cooperation with a planning/steering committee of local officials (based upon their perceived needs) and scheduled every six to eight months. Each session should involve no more than 20 to 30 officials to be selected on a regional basis. One intent of regional conferences would be to build a network of relationships to encourage peer interaction and the exchange of practical ideas and information.

E. Ab POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Skill Development)
Ad POLICY AND CHIEF ADMINISTRATIVE PERSONNEL (Structural Improve-
ments)

In addition to the residential training sessions for policy and chief administrative personnel outlined in recommendation D, the appropriate Ministries should consider developing training and administrative materials to assist local authorities in all of the pre-implementation stages of project development. These materials would cover problem identification,

needs assessment, the development of alternative approaches to problem solving, the establishment of priorities, and the determination of necessary resources to carry out selected options. These materials should be as free from the need of outside specialists as possible in their use by local officials. They should also be designed to assure that local leaders can develop a quality plan through the active involvement of all those who should be concerned with the long range planning process in their particular locality. In the beginning it may be necessary to train trainers to work with local policy and management personnel in the use of these materials but after the initial planning cycle, local officials should be able to carry out these processes largely on their own. These materials could include:

- (1) step-by-step procedures for strategic planning;
- (2) short films or other audio-visual materials describing the approach, perhaps showing how another community has used them;
- (3) diagnostic questionnaires;
- (4) pointers on how to address specific tasks within the strategic planning process; and
- (5) whatever else would be helpful to a local decision making group in carrying out an effective planning and implementation program.

These materials, with some modification, could also be adapted to assist dinas heads at the local level in the development of their yearly program and budget statements.

- F. Ba MID-MANAGEMENT PERSONNEL (Knowledge and Information)
Bb MID-MANAGEMENT PERSONNEL (Skill Development)
Bc MID-MANAGEMENT PERSONNEL (Attitude/Behavior)

Cipta Karya should consider the initiation of more training sessions for various kotamadyas and kabupatens dinas (department) and seksi

(section) managers and supervisors on the technical aspects of maintaining and operating various programs being sponsored under Cipta Karya's initiation and direction. These sessions, three to five days in duration, should:

- (1) provide information and knowledge about specific programs and the long range implications of these programs to their organizations and communities;
- (2) involve the participants in identifying critical issues in the operation and maintenance of specific programs in their communities and determine feasible alternatives for resolution (this kind of issue identification and problem solving session can also help build managerial skills if designed and carried out effectively); and
- (3) build a support group among participants that can be sustained beyond the workshops as the participants return to their respective communities.

These sessions would focus primarily on the technical aspects of various public works operations (the "nuts and bolts" of operating and maintaining a specific facility or service). They could be held regionally and scheduled every three to six months, based upon needs. It is recommended the sessions be hosted by cities that are involved in the operation of the facility or service to be covered by the training session. For example, Denpasar could host a session on water works maintenance and operation; Bandung, on the initiation and implementation of kampung improvements; and other cities on programs in which they are experiencing either management and operational problems or successes.

G. Bb MID-MANAGEMENT PERSONNEL (Skill Development)

In addition to the technical training outlined above, Cipta Karya, in cooperation with the Ministry of Home Affairs or LAN, should consider initiating management and supervisory development seminars that focus on the management aspects of the duties and responsibilities of those who are leaders of the dinas and seksi. There are programs of this type available that could be adapted for use with these specific audiences. For example, the seven-day seminar being offered by USAID's Professional Resources Development Program and other workshops planned in the In-Country Management Development proposal could be valuable resources for developing mid-management personnel.

Besides residential management and supervisory development seminars, consideration should be given to the development of correspondence programs - or group training materials - that can be self-administered by management teams in individual cities and organizations. These group materials could include reading materials on specific management topics such as budgeting, project planning, or employee evaluation and a set of structural tasks to be carried out by the team, based upon the situation in their own dinas or seksi. These tasks, for example, might include a checklist of items to consider in carrying out a specific management (supervisory) task or procedures to be followed in setting up a particular managerial process (e.g. program evaluation). These kinds of training approaches have been employed for many years by management teams in smaller communities in the United States that are relatively isolated and do not have educational or training opportunities readily available.

H. Cb LINE PERSONNEL (Skill Development)

Cipta Karya should consider developing a series of short (1/2 to 1 day) training sessions to be held on-site on specific technical aspects of public works maintenance and operations. These should be based upon specific needs as identified by dinas and seksi heads. For example, they might cover such issues as public works yard maintenance; equipment maintenance; repair or replacement of damaged drainage pipes; and the proper use of basic equipment and materials.

Such technical training could be carried out in a variety of ways but it should always involve practical, on-the-job application, based upon specific needs and problems experienced by a public works operation. The training could be offered by roving teams of trainers who are knowledgeable in the subject areas and skilled in training line personnel to perform specific tasks more effectively.

The training could also be offered through audio-visual presentations that are graphically explicit in the steps to be followed in performing any particular task. They would be made available to local authority supervisory personnel who are trained to use the materials in working with their line personnel.

I. Da SUPPORT ORGANIZATIONS (Knowledge and Information)
Db SUPPORT ORGANIZATIONS (Skill Development)
Dc SUPPORT ORGANIZATIONS (Attitude/Behavior)

In order to support the development of these programs and activities, Cipta Karya should consider establishing a management support center where:

- (1) all training activities could be coordinated;
- (2) materials and information could be developed and disseminated;
- (3) trainers could be trained;

- (4) experiments on various alternatives to public works functions could be demonstrated and tested;
- (5) consultation teams could be trained and directed to work directly with local governments on various aspects of managing, maintaining, and operating municipal programs and facilities; and
- (6) various other activities related to public works management, operation, and maintenance could be carried out.

Such a support center could be the central training and development activity for Cipta Karya, designed to focus on the major program areas experienced by Cipta Karya in working with local authorities. Its primary responsibility would be to provide a continuous flow of information, training materials, and on-line experiments for local government officials and personnel.

One possible location for such a center would be Bandung. Bandung has several advantages:

- (1) it is close to Jakarta and easy to reach from all parts of Indonesia;
- (2) it is the current location of the major Cipta Karya training facility and staff, and also serves as a Technical Cooperative among Developing Countries (TCDC) training center for housing, building, planning, and urban development;
- (3) the major technical university of Indonesia is located in Bandung and could offer many services to the center; and
- (4) the kotamadya has a major urban development project underway that could be utilized in a variety of ways to support the center.

For example, the Bandung urban development project could be used to:

- (1) develop audio-visual training materials for line personnel as outlined in the previous recommendation;

- (2) experiment with various approaches to specific problems that could be reported to other local authorities and officials; and
- (3) provide on-the-job training experiences in specific tasks for personnel from other parts of the country.

The intent of the center would be to emphasize the importance of learning by doing at all levels of the municipal operation.

- J. Da SUPPORT ORGANIZATIONS (Knowledge and Information)
- Db SUPPORT ORGANIZATIONS (Skill Development)
- Dc SUPPORT ORGANIZATIONS (Attitude/Behavior)
- Dd SUPPORT ORGANIZATIONS (Structural Improvements)

Another longer range program to be considered by Cipta Karya is the development of internal management and technical consulting teams to work on-line with local officials and staff in addressing specific management and technical needs. These teams should be: recruited from local authorities whenever possible; trained in both the technical aspects of specific public works functions and consultation and training processes; and moved back into line agency responsibilities at the kotamadya and kabupaten level after two or three years of consultation experience. At that time they would still be considered part-time members of the consultation team process and called upon occasionally to give assistance to other authorities. In conversations with the project manager for Cipta Karya's water supply and sanitation programs in Denpasar, he indicated he is currently working to prepare local technicians and managers to assume full responsibility for the facilities under his supervision. He also indicated an interest in being considered for the role of consultant as outlined above, if it becomes a consideration within an overall municipal manpower development program.

One way to more fully describe this proposed role and how it could be implemented is to suggest a training approach to prepare those who would be

selected, initially, to become involved. (See the following "Proposed Design for Training Local Technical and Management Consultants" for more details on how such a program might be developed.)

A PROPOSED DESIGN

FOR TRAINING LOCAL TECHNICAL AND MANAGEMENT CONSULTANTS

OBJECTIVE: To train a core group of technical and management consultants who would carry out a wide range of technical assistant efforts to strengthen the management capacity of local governments.

STEP I.

Select up to 24 local authority or Ministry of Public Works personnel (number based upon budget and availability of qualified people) who are currently performing managerial or technical duties in the areas of water, sanitation, sewerage, housing, and KIP.

STEP II.

Prepare them through a six- to eight-month practical training program which focuses on the two major areas of concern - the technical aspects of public works and training and consultation skills.

STEP III.

Upon returning to Indonesia, assign them to work out of the support center, recommended earlier, but to be based geographically around Indonesia in teams of two or three to work directly with local authorities. They would spend their time developing training designs and programs that could be offered to public works personnel on-line (many of these designs and programs should be developed during the out-of-country program when they are being trained in training and consultation skills) and in consulting with local officials on problems being encountered in the management, maintenance, and operation of water, sewage, sanitation, housing, and KIP facilities and programs.

STEP IV.

Finally, have this initial group of technical and management consultants identify and train their replacements.

The bulk of the training in Step II should take place in cities in other countries where there are high quality public works programs managed by individuals who would be willing to act as mentors to the trainees. About two-thirds of the training would be conducted on-line in these cities. Trainees would work directly with a public works counterpart and be instructed in all aspects of the functions they would be responsible for consulting on when they returned to Indonesia. The mentors could be rewarded for their contribution with an opportunity to go to Indonesia after the training is completed to work with the trainees for a short period of time.

The rest of the six- to eight-month training program would be devoted to developing training and consultation skills. This part of the program could be based at a university or training facility in the host country. The university or training facility could also be responsible for administering the overall program and arranging group visits to associations or facilities that could provide unique insights into the role of such consultants. For example, if the training was located in the United States, the trainees could meet with the staffs of such organizations as American Public Works Association, the International City Management Association, and visit one or two cities where unusual and effective approaches are being taken to public works functions. The overall program should be very practical in its orientation and concentrate on providing knowledge and skill development that will make the trainers effective in helping others solve problems on the job.

K. Dd SUPPORT ORGANIZATIONS (Structural Improvements)

Cipta Karya should consider an in-depth review of its training center activities and programs to take full advantage of the excellent staff and facilities they have available. Such a review should consider ways to maximize the resources available and coordinate activities of the various centers so they can assist each other in the development of training materials, the design of learning experiences, and the implementation of program activities. Maximizing the use of current facilities will cut the overall cost of individual programs since overhead costs should remain relatively constant. Through better coordination and cooperation, the centers could determine who can best assume responsibilities for developing specific training materials to be made available to instructors throughout the system.

In conjunction with revising their own training programs and facilities, Cipta Karya should consider tapping training programs that are being offered through other organizations, as long as they meet the needs and objectives of Cipta Karya. For example, the Ministry of Home Affairs, the Ministry of Finance, USAID, Harvard University, UNDP, UNICEF, and other organizations are offering programs that could be potential resources to Cipta Karya and its training centers and staffs.

L. Da SUPPORT ORGANIZATIONS (Knowledge and Information)
Dc SUPPORT ORGANIZATIONS (Attitude/Behavior)

Cipta Karya should consider providing technical assistance to local authorities in: (1) pricing structures for local services; (2) standards and criteria for program performance; and (3) alternative approaches to program operation and delivery. Such technical assistance would serve to inform local officials about what is possible and to motivate them to manage their facilities and services more effectively.

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VI. CONCLUSION

The recommendations that have been set forth in this report are designed to institutionalize certain processes to provide ongoing assistance to local authorities in the management, operation, and maintenance of public works-associated facilities and programs. The challenge of supporting and upgrading municipal manpower requirements is formidable. Any effort undertaken should be done in such a way that maximum leverage can be realized. For example, the report has not addressed the opportunities that might be available through the national television and radio networks. They represent potentially valuable resources for reaching local officials and highlighting the needs of local governments and the activities they are undertaking to develop their communities. Perhaps a weekly one-half to one hour television program that focuses on local authorities and their programs and activities could be developed.

There are, of course, many more ways in which the training and development needs of local governments can be met. This report merely opens the door for further discussion of these important issues.

VII. SUGGESTED COURSE OF ACTION

The recommendations, outlined in Chapter V, are designed to initiate an institutionalization of capacity building within local authorities. The effects of such a process are obviously long range although certain steps can be taken in the short run to create direction and momentum toward strengthening local governments' capacity to manage more effectively.

Two things are important to keep in mind regarding the recommendations. First, the task of strengthening local governments, particularly within the context of an ambitious REPELITA III, is formidable. The suggested actions, outlined in this report, will only scratch the surface in building capacity at the local level. Second, not all of the recommendations outlined previously may be appropriate for a variety of reasons. Some may be inappropriate to the Indonesian culture or unrealistic within available resources; others may be based upon faulty assumptions. It is important to know that these recommendations are offered in a spirit of enquiry and not as judgements about the current state of affairs within Cipta Karya, other national agencies, or local governments. The development efforts underway in Indonesia are impressive and exciting, by any standards.

With these caveats in mind, here are some final thoughts regarding the recommendations. They are designed to: (1) achieve an orderly beginning; and (2) establish a good foundation for longer range capacity building efforts in local authorities.

STEP I.

Cipta Karya should take the lead in establishing a working group to consider the information and recommendations set forth in this report.

This group should include representatives of the major ministries and directorate generals that work directly with local governments (e.g. Cipta Karya, Dalam Negeri, Bappadas, Finance) as well as representatives of local governments directly. Their responsibilities should include:

- (1) a review of the specific recommendations of this report;
- (2) modifying, adding to, or deleting from, this report as they deem advisable based upon their experience and perspective;
- (3) determining where certain responsibilities for local government capacity building, as defined in this report, should be located (e.g. executive development - Dalam Negeri; technical training - Cipta Karya);
- (4) developing a proposed plan of action to strengthen the management capabilities of local governments as they relate to municipal works functions (it should include timetables, resource requirements, approaches, and other appropriate details);
- (5) consider ways in which their efforts as a working group concerned with local government capacity building can be given favorable support at all levels of government - at the top, where resources are ultimately allocated, and at the bottom, where those who are to benefit from the capacity building will be directly involved.

This final task in Step I is perhaps the most challenging. Ideally, those who are to be the recipients of any developmental efforts, whether the efforts are capital improvements or organization and individual improvement, should be involved directly in the planning and design of such efforts as an integral part of the developmental process. While this is not always possible, the importance of this direct involvement should not be overlooked.

[The following tasks clearly represent the bias of the consultant and, in some ways, deny the process recommended in Step I. Whenever someone recommends an interactive planning process, as in Step I, and then sets forth specific actions, as will be those which follow, he/she speaks with forked tongue.]

STEP II.

Assuming the importance of involving local officials early in the planning of municipal works projects and programs (to get their input and to develop understanding and commitment), two program activities should be undertaken:

- (1) executive sessions of key local officials on urban development programs and their long range implications (addressing, among other issues, Mochtar's concern that municipal works development be viewed as an opportunity for further local development) (Chapter V, Recommendation D);
- (2) the development of processes and materials that can aid the municipal works planning process at the local level, to include: process guides - practical manuals that outline steps to be taken in the planning process (e.g. how to assess needs, determine priorities, etc.); suggestions on who should be involved in what aspects of the planning process and how to gain meaningful participation; audio-visual materials that highlight the approach including, if possible, a case study of how one or more Indonesian communities have used the process successfully; diagnostic instruments and checklists that can aid the participants in gathering information about their community and its needs; and training materials that can be used to train various individuals who are to

be involved in the local planning effort. To the extent possible, these materials should be self-administering and task-oriented.

The development of these materials should be undertaken in close coordination with USAID's Local Government I and II training programs to assure that there is no overlap or duplication of effort. Finally, these materials should be initially developed and field tested around the needs of local government capacity building as it relates specifically to municipal works planning, implementation, maintenance, operation, and management. In this way, a general process can be developed to be used in various communities in their long range planning needs and specific data can be gathered, along with the creation and testing of materials, to undertake a comprehensive management development effort as it relates specifically to municipal works.

While there will be some alterations required in the materials in order to go from the more specific capacity building needs associated with municipal works management to the more general community planning process, the approach is sufficiently generic to achieve both goals. For example, they require steps in:

- (1) orienting those who are to be involved in the process (both consultant and client);
- (2) establishing a working relationship for initial planning;
- (3) data gathering;
- (4) data analysis;
- (5) the identification of problems and opportunities to be addressed through local capacity building;
- (6) consideration of alternative approaches to meeting needs;
- (7) establishing priorities;

- (8) program design;
- (9) resource determination;
- (10) implementation;
- (11) evaluation and feedback; and
- (12) redesign.

The development of these processes and supporting materials may, initially, require the involvement of an expatriate team or it could be carried out within the context of one or more of the training and development programs currently underway or planned in Indonesia. For example, several projects have either involved training of trainers, or plan to, and these might be tapped for members of the initial program development team.

The development of these planning and management materials would follow the steps just outlined and should be carried out in one or more representative communities. For example, the project development team should work with on-line personnel at various levels within local government to determine their learning needs based upon: (1) the problems they are encountering, and (2) the opportunities they would like to take advantage of within their organization and community as they relate to municipal works management and operation. From this needs assessment, the development team, in collaboration with local officials and appropriate others, would begin to identify alternative approaches to capacity building, set some priorities, and move into the design stage. In addition to (1) developing processes and materials to assist local long range planning efforts and (2) determining local government capacity building (training) needs in municipal works management and operation, this task also lays the groundwork for Step III.

STEP III.

From the information obtained in Step II, Cipta Karya and other appropriate agencies, could initiate the development of the municipal works management support center.

Once again, this step will involve a two-tiered or phased process. At one level, Cipta Karya should put together the management support center as outlined in Chapter V, Recommendation I. In concert with developing the center, Cipta Karya should initiate the training of special management consultant teams (Chapter V, Recommendation J) to work directly with local governments. They would work in close affiliation with the management support center. These teams are seen as analagous to the barefoot doctor concept initiated by the People's Republic of China a number of years ago. These individuals would be "barefoot management consultants" - a new category of specialists to aid in carrying out the development process in Indonesia. Their training and subsequent efforts should be designed in such a way that they become a major focus to the work implemented by the management resource center. Their efforts would include: gathering on-line data on management problems; writing case study materials; designing practical training interventions; and compiling alternative solutions to basic problems and recording them for training purposes in other communities, to mention just a few specific examples.

STEP IV.

The final step, initially, would be to consolidate the above efforts and put them on-line. From the implementation of Steps I, II, and III should flow the other recommended actions aimed at increasing the capacity of municipal works mid-management and line level personnel.

It is recognized that these suggested implementing steps are still not very specific but there is an underlying rationale. The action research process I have used as the basis for my approach to capacity building in Indonesia tends to write its own specificity as it unfolds, making presumptuous and premature any detailed plans at this time. On the other hand, it has been appropriate for me to suggest what I believe to be important outcomes of the process. It legitimizes my role as a participant in the discussion, while stressing the importance of any final effort being "home grown."

APPENDIX A

LIST OF INTERVIEWS CONDUCTED IN CONJUNCTION WITH
CIPTA KARYA, MINISTRY OF PUBLIC WORKS PROJECT
AND OFFICE OF HOUSING, USAID
JULY, 1981

<u>Date</u>	<u>Person</u>	<u>Position</u>	<u>Agency</u>
July 7, 1981	Robert Simpson	Acting Director	USAID Indonesia Mission
July 7	Raymond Cohen	Head, Office of Programs	USAID
July 7	Karl Baidwin	Public Administration Advisor	USAID
July 8	Hendropranoto Suselo	Head, Planning & Programming Division; Directorate General of Housing, Building Planning & Urban Development	Cipta Karya
July 8	Radinal Moochtar	Director General	Cipta Karya
July 8	Jerry Tartar	Staff, Professional Resources Development Program	USAID
July 9	Atar Bibero	Director General, Regional Development	Ministry of Home Affairs
July 9	Dr. J. B. Kristiadi	Director, State Wealth Management	Ministry of Finance
July 9	Marzuki Usman	Director, Financial Institutions; Director General of Domestic Monetary Affairs	Ministry of Finance
July 10	Dr. Tojiman Sidikprawiro	Director, Training	Ministry of Home Affairs
July 10	Dr. Nagy V. Hanna	Programs Officer	World Bank
July 13	Djauhari Sumintardja	Chief, Subdirector of Documentation, Analysis & Information; Director of Building Research	Ministry of Public Works, Bandung
July 13	Mr. Suharja	Chief of Planning Board & Deputy Project Director	Urban Development Project, Bandung Kotamadya
July 13	Mrs. Jutikni	Planner	Bandung Urban Development Project

<u>Date</u>	<u>Person</u>	<u>Position</u>	<u>Agency</u>
July 14	Abdullah Nasution	Head, Medan Regional Training Center	Ministry of Public Works
July 14	A. S. Rangkuti	Walikota	Medan Kotamadya
July 14	Karnold Pohan	Chief of Planning Board	Medan Kotamadya
July 15	B. Nasution	Director of Personnel Dinas	Medan Kotamadya
July 15	Yahya Haranap	Head of Planning Public Works Dinas	Medan
July 16	Suyati Titiek	Project Manager, Building Information Center & Director of Training Center	Cipta Karya, Jogjakarta
July 16	Kol Sugiarto (Meeting also involved members of his staff including secretary of the kotamadya and members from economic affairs, social development, manpower, health & water works enterprise)	Walikota	Jogjakarta Kotamadya
July 16	Messrs. Iskak and Damar	Staff Members	Ministry of Public Works Training Center, Jogjakarta
July 16	Mr. Sidarda	Project Manager	Rural Housing Project, Jogjakarta
July 17	Mr. Sumanto (Meeting also involved members of his staff including secretary, development officer and members from health, public works, village development, social welfare & education)	Bupati	Klatan Kabupaten
July 18	Mashadi Ridwan	Head	Cipta Karya Training Center, Denpasar
July 18	Mr. Rochyat	Project Manager	Water Supply Project, Denpasar

<u>Date</u>	<u>Person</u>	<u>Position</u>	<u>Agency</u>
July 18	Mr. Weytra	Head	Planning Documentation & Information Center, Cipta Karya, Denpasar
July 20	Dr. I. Gusti Nqurah Wardana (Meeting also involved various members of his staff)	Walikota	Denpasar
July 22	Radinal Mochtar Hendropranato Suselo	Director General Head, Planning & Programming Division; Directorate General of Housing, Building Planning & Urban Development	Cipta Karya Cipta Karya
	Mr. Ruslar	Director of Urban & Regional Planning	Cipta Karya, Jakarta
July 22	Dr. S. Tiakradipura	Director of Training, Posdiklat	Ministry of Public Works
July 22	Haedor Ali	Head, Data & Statistics Center	Ministry of Public Works
July 22	Jan W. Swietering	Assistant Resident Representative	United Nations Development Programme
July 23	Antonius Mintonogo	Director of Education & Training Center	National Institute of Administration (LAN)
July 23	Mr. Biaypun	Secretary	City Mayor's Association
July 24	Mr. Suswari	Head, Training for Urban & Regional Planning	Cipta Karya

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APPENDIX B

GLOSSARY OF INDONESIAN TERMS

Bupati - Chief executive and head of kabupaten region

Camat - Chief executive of kecamatan

Daerah - Autonomous region or area at province, kabupaten, or kotamadya level

Dalam Negeri - Ministry of Home Affairs

Desa - Village

Dinas - Line agency of province, kabupaten, or kotamadya

Gubernur - Governor, chief executive and head of province region

INPRES Funds - Subsidy to local governments

Kabupaten - Autonomous level of government immediately below the province, comprised primarily of rural areas

KANWIL (Kantor Wilayah) - Vertical offices of the central government operating at provincial and kabupaten/kotamadya levels

Kecamatan - Administrative division of kabupaten or kotamadya

Kotamadya - Autonomous city, an urban area government immediately below the province, at same level as kabupaten

REPELITA - Five-year development plan

Seksi - A sub-unit of a dinas

TK I (Tingkat Satu) - Provincial autonomous level of government

TK II (Tingkat Dua) - Autonomous levels of government immediately below province (kabupaten and kotamadya)

Walikota - Chief executive and head of kotamadya region (city)

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APPENDIX C

MINISTRY OF PUBLIC WORKS TRAINING PROGRAMS AND FACILITIES

The following description of the training organization of the Ministry of Public Works (MPW) is derived from the January 1981 MPW Manpower Development and Training Study.

The organization responsible for the training function of MPW consists of a central coordinating body called the "Pusat Pendidikan dan Latihan" (Pusdiklat) or Center for Education and Training, which is structurally placed in direct line relationship under the Office of the Minister, although its day to day supervision is performed by the MPW Secretary General. The Pusdiklat exercises administrative and supervisory control over a central training center (Bidang Diklat Tatalaksana), five regional training centers (Diklats Wilayah), and three Sectoral Training Units of each Directorate General (Bidang Diklat Bina Marga, Pengairan, and Cipta Karya). This training network is further augmented by training sections within some directorates such as Direktorat Teknik Penyehatan or DSE, Direktorat Perumahan, Direktorat Penyelidikan Masalah Tanah dan Jalan, Direktorat Penyelidikan Masalah Air, Direktorat Penyelidikan Masalah Bangunan, Prosida's Pusat Latihan Audio-Visual, and Pusat Pembinaan Peralatan (Pusbinal).

The MPW training network is characterized by various interrelationships and operational activities. Direct managerial control is exercised by Pusdiklat over Bidang Diklat Tatalaksana and the five regional training centers (Diklats Wilayah). With respect to the other training centers, Pusdiklat's control in actual practice diminishes in degree; that is, supervision is confined to a reporting relationship covering program monitoring and training documentation activities. This situation is conceivably due to the fact that Pusdiklat has practically no power over their budgets; yet, even if Pusdiklat were to have such power, its closer supervision of the sectoral training centers would be hampered by the sheer magnitude of the span of control vis-a-vis Pusdiklat's present staff capability.

The regional training centers, or Diklats Wilayah, obtain most of the funds they need from Pusdiklat. In some instances they also receive special funds from certain Directorates General to implement special training programs. The sectoral training centers on the other hand are funded directly by their respective Directorate General. Managerial control and accountability therefore tend to be exercised more by the Directorate General other than by Pusdiklat. This situation is more pronounced in the case of training sections structured in some directorates.

The Bidang Diklat Tatalaksana, considered the training component of Pusdiklat, is located in Jakarta. It implements training programs that are Ministry-wide in scope (such as general management courses), or benefiting essential support services and specific needs of central staff.

In the case of Sectoral Training Units, the Bidang Diklat Bina Marga implements its own training activities principally geared toward the specific needs of the Directorate General of Bina Marga and the provincial (DPUP) Bina Marga operations. Its headquarters is located in Jakarta although it is developing a major training center in Bandung (presently under renovation). Both Bidang Diklat Pengairan and Bidang Diklat Cipta Karya rely mainly on the Pusdiklat and its subsidiary regional training centers for course implementation of their training needs. However, Bidang Diklat Cipta Karya maintains under its auspices some training facilities of its own, such as that of Werdhapura in Denpasar Bali (one classroom of 30-trainee capacity and dormitory accommodations for 40 to 80 trainees); Buddoka in Ujung Pandang (one classroom of 25-trainee capacity and dormitory accommodations for 24 trainees); Pusido Bukit Tinggi in Gulai Bancah Bukit Tinggi (one classroom of 30-trainee capacity); and the DSE training center in Pejompongan, Jakarta (three classrooms and one laboratory for a total trainee capacity of 100).

It should be emphasized that Pusdiklat, especially its subordinate regional training centers, has inevitably directed its efforts toward the increasing training needs of DPUP rather than toward those of MPW central or project staff. This commitment constitutes a major axis in the analytical framework for assessing MPW's training capability to cope with the projected training load derived from the demand/supply analysis of MPW's manpower requirements and training needs.

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APPENDIX D

PROJECT PHOTOGRAPHS

Bandung Kampung Improvement Program

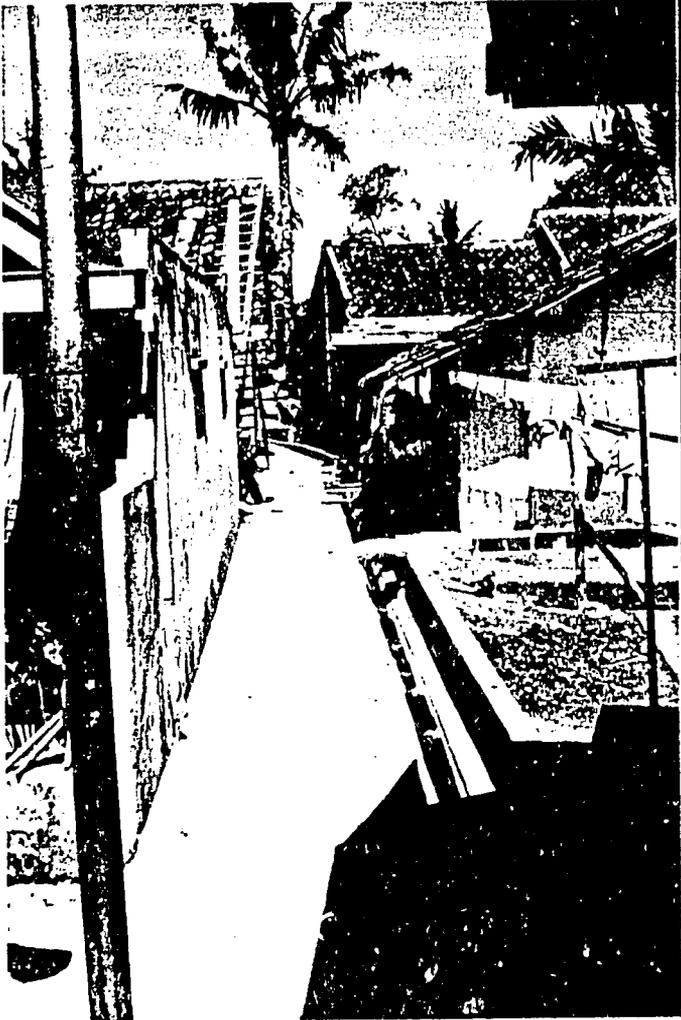


Emergency cartway (also note solid waste containers).



Building with sign is a bath, washing, and toilet facility to be used by several families (note plantings - part of beautification effort).

Bandung Kampung Improvement Program



← Walkway and draining improvement.

Prior to improvement. →



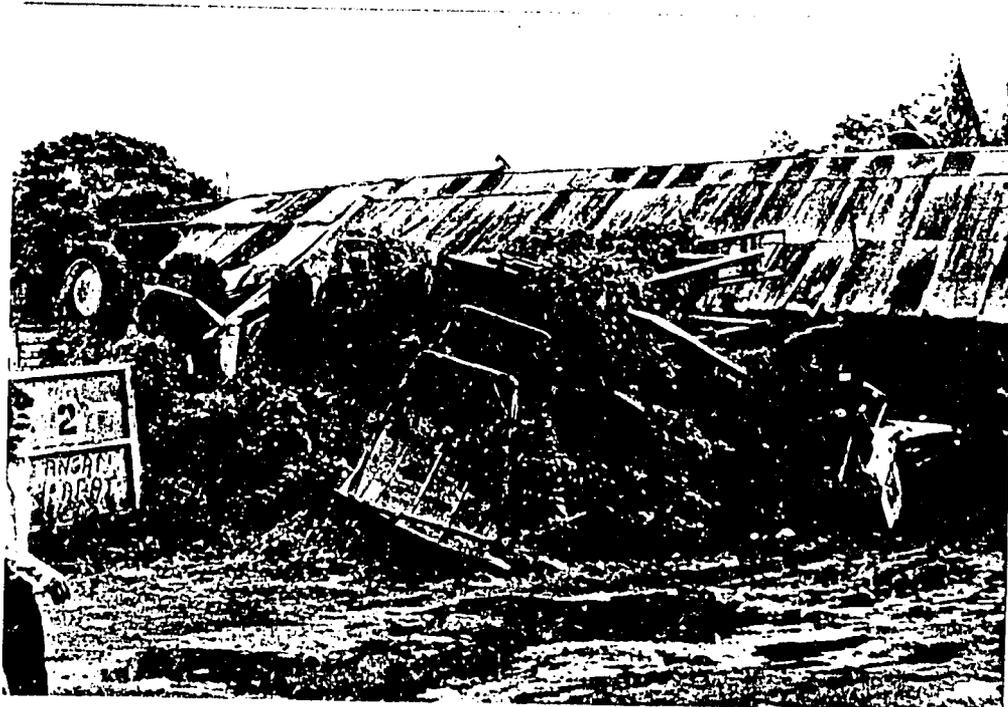
Medan Public Works

Facility and Equipment



Medan Public Works

Facility and Equipment



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APPENDIX E

SUMMARY OF TRAINING PROGRAMS

Prepared by

Denys Race
Louis Berger International Inc.

Many of the projects being undertaken by Government Departments have a training element but this training effort is generally aimed at the Ministry or Provincial level personnel. Whilst many of the projects include reference to operation and maintenance personnel it appears that little, if any, training is being given to the personnel at the local government level who should be those responsible for the management, operation and maintenance of completed urban development projects.

In obtaining a clear picture of the current situation one is hampered by the fact that no one appears to have established consolidated details of the training efforts being undertaken by the various Departments and Agencies. It would be extremely useful to the overall Indonesian personnel development program if a study was made of all development programs currently being undertaken or proposed in order that an overall training strategy could be developed. This would require the close cooperation of all Government Departments and Agencies and of all multilateral and bilateral funding Agencies.

To give some indication of the complexity of the situation the following incomplete list indicates projects which have training elements to a greater or lesser extent.

USAID

- (1) Local Government Training II. Project is aimed at training planning personnel at the Provincial and local government level.
- (2) Professional Resources Development I. Project is aimed through training at strengthening three Government agencies - Bappenas, Department of Finance and LAN.
- (3) Professional Resources Development II. Project is aimed through training to increase the effectiveness of the Department of

Agriculture and the Department of Education and Culture in assisting the rural poor.

- (4) In-Country Management Development. Project will provide training to increase the management capabilities of the Department of Public Works and the Department of Manpower and Transmigration.

World Bank

- (5) Urban IV. One aspect of this project is the kampung improvement program (KIP) which includes the establishment of KIP units which, in time, will gain sufficient knowledge to take over the KIP programs.
- (6) Urban V. This proposed project is for the improvement of urban services and infrastructure improvements in East Java cities.
- (7) Education XII. This proposed project is to provide training programs for the construction industry and Department of Public Works personnel.
- (8) Water Supply III. Urban and rural water systems in East Java.
- (9) Jakarta Sewerage I. Improvement of the Jakarta sewerage system.
- (10) Highways V. Included a project to establish the training needs of the construction industry which led to a project to provide advisors to assist contractors and consultants.
- (11) Irrigation XVI. Includes the operation and maintenance of canal systems. Includes also a study of the training needs of the Department of water resources development.
- (12) Irrigation XVII. Includes the improvement of provincial operation and maintenance through training.

Asian Development Bank

- (13) Small Towns Kampung Improvement. Proposed project for kampung improvements in Central Java.
- (14) Medan Urban Development. Proposed project for improvement of water supply, solid waste management and drainage.
- (15) Semarang Water Supply. Proposed project for the augmentation of water supply and distribution.
- (16) Rural Water Supply Sector. Proposed project for the provision of water supply systems in about 400 sub-district towns throughout Indonesia.
- (17) Sixth Road. Includes improvement of rural roads in Central and East Java.

UNDP

- (18) Small Towns Kampung Improvement. Preparation of proposals for kampung improvement.
- (19) Indonesian Consultancy Development. Aimed at strengthening the Indonesian Consultancy Development Project.
- (20) Mandor Training Program. This proposed project for financing is aimed at training the foremen of labour sub-contractors but could perhaps be adapted to include local authority foremen.

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APPENDIX F

NEEDS: THE VIEW FROM JAKARTA AND THE FIELD

The report has stated repeatedly that the need for municipal manpower training exists. The need is particularly critical within those dinas (kotamadya and kabupaten functional departments) that must concern themselves with the management, operation, and maintenance of water, sewer sanitation, KIP, housing, and other urban development efforts being planned and implemented through Cipta Karya. In support of the recommendations made in this report it would be helpful to review the needs as expressed by those individuals who were interviewed in Jakarta, Bandung, Medan, Jogjakarta, and Denpasar.

Director General Mochtar's views about the needs have already been expressed. More specifically, he would like to "sensitize local officials to the opportunities afforded their communities by the public works improvements and how to manage these opportunities effectively." The urban development projects and public works improvements being carried out under Cipta Karya can be the leverage for further development, both social and economic, for these communities, but the opportunities must be seized and capitalized upon. They won't emerge on their own.

Those to be involved in any manpower development efforts, according to Mochtar, should include: (1) the walikota or bupati, his secretary and the chairman of the local elected council; (2) the directors of the various dinas who are involved directly in the management, operation, and maintenance of the public works improvements (public works, planning, finance, revenue, and health); and (3) staff members of those functional dinas.

The top leadership (first category) should be briefed on the importance of the improvements to their communities (policy sessions); the dinas heads (second category) on both the management and the technical aspects of

operation and maintenance; and the staff (third category) on the day-to-day operational and maintenance functions.

Atar Sibero, Director General, Regional Development, Ministry of Home Affairs, agreed with Mochtar but indicated that recruitment of competent staff at the local level is often difficult and that the current level of competence within kotamadyas and kabupatens varies greatly, thus complicating the training response.

Both Kristiadi (Director of State Wealth Management) and Usman (Director of Financial Institutions, Ministry of Finance) were clear about the need for municipal manpower development, as expressed by Mochtar, and their support of any efforts to address these needs. Since the Ministry of Finance has made "soft loans" to local governments for improvements, they are concerned about the long range implications of ineffective management of their investments. Usman, in regard to training, stated that the universities' role and involvement in municipal manpower development should be strengthened, particularly in the training of specialists, e.g. public works engineers, sanitation specialists.

Dr. Tojiman Sidikprawiro, Director of Training, Ministry of Home Affairs, would welcome management and technical training in the 200 urban areas targeted for improvements by Cipta Karya under REPELITA III. He believes the top employees of the local public enterprise (water supply), public works, and those dinas heads who work closely with these functions, should be the primary target of any manpower development effort.

Walikota Rangkuti, Medan, would like to see financial management training as the top priority for his city. Those to be trained would include the dinas directors and staff of revenue, markets, and general administration (secretary). The second priority in Medan would be training

of mid-management personnel (dinas directors and section heads) in both the management and technical aspects of their jobs. He mentioned the following dinas as important to include in this type of training: public works, building, planning, sanitation, fire protection, transportation, and equipment maintenance. Medan has just completed negotiations for an \$80 million urban development program with the Asian Development Bank and Cipta Karya but, according to the mayor, the loan program does not include any funds for training those local personnel who will be responsible for operating and maintaining the projects once they are completed.

Walikota Sugiarto, Jogjakarta, and his staff, although involved in a number of training programs offered by Cipta Karya, believe that more management training is needed. They specifically requested training in an integrated approach to social and economic development. As they indicated, development cuts across all of the dinas operations and it is important their leaders understand the development process so they can work more closely in meeting the overall needs of the community. When asked how many persons would be included in such a training effort in Jogjakarta, they said about 40 dinas and seksi directors whom they consider to be their key management staff. According to the kotamadya secretary, over 20 staff members have already been trained by Cipta Karya in several courses on development. These individuals have assumed leadership roles in program development and implementation within the kotamadya.

Other officials, who were interviewed, also expressed the need for municipal manpower training and, by and large, their comments were similar to those stated above. There was one other interview that is significant to this discussion and that was with the staff director of the City Mayor's Association. He had just recently received a questionnaire from the

International Union of Local Authorities (IULA), The Hague, Netherlands, requesting information on the training needs of local governments in Indonesia. The total questionnaire and response is presented to indicate: (1) the areas of training IULA believes important; and (2) the priorities the Mayor's Association puts on these training needs from the perspective of Indonesian local governments.

The information contained in the City Mayor's Association's response to the IULA questionnaire is significant for two reasons:

- (1) it is data that was formulated prior to, and in isolation of, the interview and is, therefore, less biased; and
- (2) the Association represents a potential resource for involvement in any long range municipal manpower development strategy.

IULA QUESTIONNAIRE ON LOCAL GOVERNMENT TRAINING NEEDS

Priority Ranking - Throughout this questionnaire please indicate priorities on the following scale:

- | | | |
|---------------|---|----------|
| top priority | - | 5 points |
| high priority | - | 3 points |
| low priority | - | 1 point |
| no priority | - | 0 points |

(And please be realistic: it is not possible for everything to have top priority!)

Priority
ranking

1. Persons to be trained

Basic pre-service and junior in-service training for local government must in every country be the responsibility of local agencies in the country itself. IULA's role must necessarily be limited to helping to serve senior decision makers to do their work better by enriching their existing experience and widening the horizons through contact with fellow experts in other parts of the world. Within these limits, what are the groups that should be given priority for training of this kind?

- (a) Representatives? (elected or appointed councillors, mayors, etc.)

(3)

	<u>Priority ranking</u>
(b) Professional generalists? (city managers, town clerks, chief executives, etc.)	(5)
(c) Professional specialists? (accountants, architects, planners, etc.)	(3)
(d) Supervisory staff? (officials in central or regional offices concerned to control local government)	(0)
(e) Trainers? (lecturers at institutes of public administration, training officers, etc.)	(5)
(f) Others? Specify:	(3)
2. <u>Subject areas for training</u>	
Which of the following main heads of local government activity requires most attention?	
(a) General administration? (management)	(5)
(b) Financial management and planning?	(5)
(c) Physical (town-and-country) planning?	(3)
(d) Social services? (e.g. education, welfare, young people)	(3)
(e) Economic services? (e.g. construction, transport, markets, utilities)	(3)
(f) Public safety? (e.g. police, fire brigade, public health inspection, etc.)	(5)
(g) Environmental services? (e.g. sewage, control of pollution, conservation)	(3)
(h) Others? Specify:	(0)
3. <u>Topics</u>	
Within the main subject areas mentioned in section 2, which topics should have priority?	
(a) <u>General Administration/Management</u>	
(1) Inter-governmental relations? (central-regional-local)	(5)
(2) Management structures?	(3)
(3) Management techniques?	(5)
(4) Personnel management/staff relations?	(3)
(5) Communication processes?	(3)
(6) Citizen participation?	(5)

Priority
ranking

- (b) Financial Management and Planning
- (1) Revenue-sources and collection? (5)
 - (2) Expenditure-recurrent/capital? (5)
 - (3) Budget processes? (3)
 - (4) Short, medium and long-term planning? (3)
 - (5) Controls-procedures, supervision, audit? (3)
- (c) Physical Planning
- (1) Planning for urban areas? (5)
 - (2) Planning for suburban areas? (3)
 - (3) Planning for rural areas? (3)
 - (4) Comprehensive regional planning? (3)
 - (5) Control and supervision? (1)
 - (6) Special problems? (e.g. traffic, inner city decay, squatters, others) (5)
- (d) Social Services
- (1) Education? (primary, secondary, higher, vocational, special) (1)
 - (2) Social welfare? (old people, youth, handicapped, unemployed, others) (5)
 - (3) Employment? (5)
 - (4) Housing/Shelter? (3)
 - (5) Recreation? (3)
- (e) Economic Services
- (1) Construction? (roads, bridges, public buildings, housing) (0)
 - (2) Transport? (railways, trams, buses, ferries, etc.) (5)
 - (3) Markets? (wholesale, retail, rural assembly, auctions) (3)
 - (4) Utilities? (water, electricity, gas) (3)
 - (5) Tourism? (1)
- (f) Public Safety
- (1) Police? (law & order, traffic, juveniles, drugs) (0)
 - (2) Fire, ambulance, etc.? (5)
 - (3) Public health inspection? (0)
 - (4) Traffic control? (0)
- (g) Environmental Services
- (1) Refuse collection and disposal? (5)
 - (2) Water supply and sewage? (5)
 - (3) Pollution control-air, water, noise? (3)
 - (4) Conservation, landscapes, nature reserves? (1)

4. Nature of training

Senior decision-maker; cannot be spared from their posts for very long, but if they want to broaden their horizon they must observe practices in other countries at first hand and for sufficient length of time to be able to assess their relevance for their own situations and problems. What should be the duration, content and venue of the programmes arranged by IULA?

(a) Duration

- | | |
|-----------------------|-----|
| (1) One week or less? | (0) |
| (2) Up to 2 weeks? | (5) |
| (3) 2 - 4 weeks? | (5) |
| (4) 5 - 8 weeks? | (3) |
| (5) Over 8 weeks? | (1) |

(b) Content

- | | |
|---------------------------------|-----|
| (1) Mainly lectures? | (3) |
| (2) Mainly practical exercises? | (5) |
| (3) Mainly on-site visits? | (5) |
| (4) Mainly discussions? | (3) |

(c) Venue

- | | |
|--|-----|
| (1) In or near the home country? | (3) |
| (2) In the same continent? | (5) |
| (3) In economically developed countries? | (0) |
| (4) In less developed countries? | (3) |

5. Financing of courses

IULA, as a private non-profit making union of local authorities tries to run its training programmes at cost, without profit and without loss. International travel, translation costs, hotel accommodation and so on are expensive, however, so most participants will need financial support, either from their employers or from international technical assistance agencies.

(a) How many fellows would your country/agency be willing to send for training, if suitable courses are offered?

- | | |
|-------------------------------|-----|
| (1) 1 - 2 persons each year? | (1) |
| (2) 3 - 5 persons each year? | (3) |
| (3) Over 5 persons each year? | (5) |

(b) How would you expect the participation of such persons to be financed?

- | | |
|---|-----|
| (1) By U.N. Development Programme fellowships? | (5) |
| (2) By European Economic Community fellowships? | (1) |

	<u>Priority ranking</u>
(3) By Netherlands Government fellowships?	(5)
(4) By other technical assistance funds? Specify:	(1)
(5) By own national development funds?	(0)
(6) By participants' employing authorities?	(0)
(7) By participant personally?	(0)