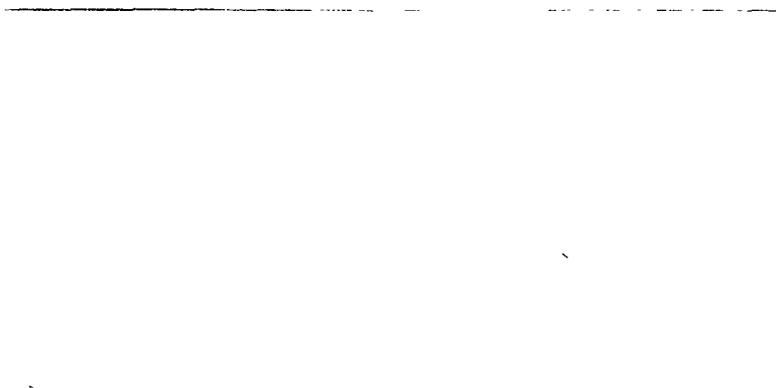


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Human and Educational Resources Network Support
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TRAINING FOR RESULTS

Report of Services to USAID/Indonesia

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Prepared by
Barbara Howald, World Learning Inc.
Jeanne Moulton, Aguirre International
Sean Tate, World Learning Inc.

The HERNS Project

United States Agency for International Development
Center for Human Capacity Development
Aguirre International • InfoStructure Inc. • World Learning, Inc.
4630 Montgomery Avenue, Suite 600
Bethesda, Maryland 20814 USA

Table of Contents

Acknowledgements	4
Executive Summary	5
Introduction	10
Background	10
Purpose of the report	10
Methodology of this study	10
Organization of the report	13
Strategic Objective #1: Sustained economic growth in the transition from economic development assistance to development cooperation	14
Agribusiness Development Project (ADP)	14
Trade Implementation Policy Program (TIP)	16
Economic Law and Improved Procurement Systems (ELIPS)	17
Transition Assistance for Growth Support (TAGS)	18
What help will programs need during the next five to eight years?	19
Strategic Objective #2: Improved health and reduced fertility	20
What are the training activities leading to Program Outcomes?	20
How do programs address human capacity constraints?	22
How is training linked to other resources?	24
How does training contribute to strengthening institutions?	24
What help will programs need during the next five to eight years?	26
Strategic Objective #3: Decentralized and Strengthened Natural Resources Management	29
What are the training activities leading to Program Outcomes?	29
How does training address human capacity constraints?	31
How is training linked to other resources?	31
How does training contribute to strengthening of institutions?	31
What help will programs need during the next five to eight years?	32
Strategic Objective #4: Strengthened Urban Environmental Management	33
What are the training activities leading to Program Outcomes?	33
How does training address human capacity constraints?	34
How are training activities linked to other resources?	35
How does training contribute to the strengthening of institutions?	35
What help will programs need during the next five to eight years?	36
Strategic Objective #5: Increased Effectiveness of Selected Institutions Which Promote Democracy .	37
What help will programs need during the next five to eight years?	37
Implications for Mission Training Support	38
Required Training Management Support	38
Recapitulation of SO, RP teams' expressed needs for support	38

Options for organizing training support	39
Options analysis for mission training support through transition	40
Country training plan	42
Conclusions and Recommendations	44
Conclusions	44
Recommendations	46
Annex 1	48
Annex 2: Linking training to strategic objectives	49
Annex 3: Purpose and Scope of Training Activities in SO#2	50
Annex 4	53
Annex 5: Sources of Information for this Study	54

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Executive Summary

Purpose of the report

The overall purpose of the study and this report is to help the Mission analyze how training activities will best be managed during the transition phase. The Human and Education Resource Network Support (HERNS) project consulting team was asked to help USAID/Indonesia to:

- Assess skilled human resource constraints that can be addressed realistically during the transition within each of the five strategic objectives
- Work with each SO team to tentatively identify specific training programs within the SO which meet those human resource needs
- Recommend new and effective training modalities within a reorganized USAID Mission that is embarking upon a transition phase, to effectively and expeditiously meet those training needs.

Analytical framework

In analyzing the extent to which Results Package teams think strategically about training, this report uses a framework developed by HERNS allowing one to trace the links in the Results Package strategy among four levels of results:

- Training Level Results (Learning Objectives)
- Intermediate Results (Individual or Group Performance)
- Intermediate Results (Performance at the Institutional Level)
- Highest Level Results (the Results Package).

The framework also helps to distinguish the *strategic* functions of managing the results of training from the *tactical and operational* functions of managing training activity. It helps to pinpoint the kind of strategic support Results Package teams need and the kinds of operational support they require. Derived from this framework, the following questions guided the analysis of each Results Package team's training strategies:

- How does training address human capacity constraints?
- How are training activities linked to other resources?
- How does training contribute to the strengthening of institutions?

Conclusions

The conclusions are summarized in relation to the five Strategic Objectives. We present them under three headings:

- Managing the strategic functions of training
- Suggestions to RP teams for better tracking in-country training activities and their results
- Managing the operational functions of training.

Managing the strategic functions of training

Overall, the Results Package teams are managing the strategic functions of training well. Most training activities directly address human capacity constraints related to program objectives. These include simple skills training for hundreds of service providers and workers at the district and village levels; they also include more sophisticated training for policy analysts and managers at the provincial and central levels of ministries and in private sector organizations. Training activities are linked strategically with other resources, particularly technical assistance, which often entails training. And training is a critical component of building the key institutions and organizations in the sectors targeted by Program Objectives.

Several trends appear to contribute to the strategic effectiveness of training activities:

- Increasingly, training takes place in Indonesia, and often at or near the site where trainees work or live. This proximity helps ensure the relevance of training to performance.
- The human capacity constraints at high and middle levels have been reduced over USAID's 40 years of support to Indonesia. Thus, in-country training activities today benefit from the support of decision-makers and managers in these institutions whose direction supports the skills provided to lower-level workers.
- Aware that USAID's support has a foreseeable end in Indonesia, several RP teams are concentrating on building a sustainable capacity for training within ministries. Thus, these key institutions will be able to continue training trainers, developing training curricula and materials, and supporting the application of new skills and knowledge on the job.

Because the primary locus of training has moved in-country, some technical training issues are arising that cross Strategic Objective teams.

- Distance learning technologies have become a keen interest in a number of ministries, including the Ministry of Health and the Ministry of Industry and Trade, in both of which USAID has program outcomes. The introduction of the Internet in Indonesia and easy access to satellite communications suggest that opportunities for spreading training more broadly and rapidly are here now. The JHPIEGO activity in this area might be a model for programs in other sectors.
- Programs in family planning, health, agribusiness, natural resources management, urban environment management, and democracy all rely in part on NGOs to implement training and other activities. Thus, training NGOs in how to sustain their activities beyond the period of support from USAID merits attention in each of these SO's.

It does not appear that Strategic Objective teams share with each other information and experience in these training-related areas. It might be a useful function of PPS to organize opportunities for sharing and for exploring available support from USAID/Global.

Need for better tracking of training and performance

The most prominent area in which Results Packages reveal need for improvement is tracking the links between training and performance.

Different offices require information on training for different purposes. Some require information on the scheduling and costs of training for the purposes of planning and budgeting. Most training plans provide information for these purposes: they lay out information in terms of how many people will be trained, when, where, and at what cost. They do not explain how training contributes to results.

Results Package teams, however, need information on how training is affecting individual performance-reducing human capacity constraints. Achieving program level results depends on these individual-level and institutional-level results. A simple table can be used in planning and in monitoring to track the relationship between training and performance. An illustrative table is provided in Annex 2.

In the following section on recommendations, we make specific suggestions for tracking the links between training and performance.

Managing the operational functions of training

The reduced volume of U.S. participant training, the decreasing number of contractors, and the tendency of USAID/Indonesia to closely package technical assistance with training, point to the adequacy of current Mission structures to cover both operational and strategic aspects of training management. The Participant Training Unit (PTU) should be able to continue handling operational matters, even though its staff will be smaller than it is now, and Results Package teams and contractors are able to implement and monitor strategic matters.

Requirements for a single training contractor in order to assure quality standards and ADS 253 compliance may be waived for transition missions, and WE BELIEVE THIS WAIVER IS APPROPRIATE HERE.

The challenge for this mission is to build on existing strengths in its PTU and contractors to institutionalize training management "best practices" of both the strategic and operational order. The only procedure for which the PTU lacks resources is placing trainees in U.S. universities and other institutions. We see little, if any, need for this procedure in coming years. Options for taking on this responsibility should be explored by RP teams with the view that U.S.-based contractors would take on the placement function, should it be required.

Finally, the PTU maintains a database on all US and third-country participant trainees (PTMS). PTMS is used in R4 reporting, as feedback to the RP teams as to confirmation of completed training, and whereabouts, including promotions, change in position, etc. of returned participants. PTMS data is used by auditors, by U.S. universities who are interested in verifying the list of their alumni, by visiting USG officials including the Deputy Secretary of Trade in identifying returned participants in commercial fields, and to put together the guest list for President Clinton's 1994 Economic Speech. PTMS produces graphic reports which are used in Mission presentations and briefings. As a team, we raise the question of what other uses (i.e., results tracking) USAID might make of the data.

Recommendations

For the RP teams, including contractors

- **Monitor training in terms of results.** Use a table such as that in Annex 2 to monitor how training results in improved performance of key individuals and institutions. The Mission staff members of the RP teams should work with contractors to prepare a table that is specific to their own objectives, and the contractor should complete the table on a regular basis, perhaps as part of the annual work plan.
- **Develop better indicators of individual performance.** Indicators of progress expressed in numbers of groups or individuals trained should usually appear at the "input" or "program support" level of a Results Framework. At intermediate or "institutional development" levels of the framework, indicators should be expressed in terms of the improved performance on-the-job of those trained. Each training related indicator at the "input" level should have a corresponding indicator at the "institution-building" level. These intermediate level indicators link training to program-level indicators by demonstrating how training improves individual and institutional performance and capacity. (Some specific examples of these two levels of indicators are discussed in the section above on Strategic Objective #2.)

The figure in Annex 1 illustrates the relationship between training-related indicators and performance-related indicators. This figure also shows that the responsibility for tracking links between training and performance is the contractor's. The Results Package team leader should be kept regularly informed of how training has affected performance.

- **Make use of training agreements.** ADS 253 requires that missions enter into a formal training agreement for each training event with the trainee, his or her employer, the training contractor, and training providers. Though this requirement can be waived, we suggest that the RP teams do require that the training providers share a written list of learning objectives for each event with these stakeholders. This helps ensure that training is related to the trainee's job and that it is reinforced on the job.
- **Make better use of PTMS data.** ADS 253 requires the Mission to use PTMS to track in-country training activity. Use the PTMS data not only to meet the requirements for information of other USAID offices (numbers of trainees, numbers of female trainees, placements at Historically Black Colleges and Universities, and so on), but also to serve the purposes of RP teams. Determine information requirements through consultations with all those who furnish and use data on training, in-country as well as overseas. Format various PTMS reports for specific purposes, making sure that each report serves the purposes of those who receive it and does not burden them with data irrelevant to those purposes.
- **Take over the participant trainee placement functions.** The PTU will no longer have assistance from a contractor in the United States to place participant trainees in U.S. institutions. Thus, any new activities contracted under Results Packages which envision US-based training should contain provisions for placement services to be provided by the contractor.

- **Initiate workshops that pertain to training issues that cross Strategic Objectives.** We found some such cross-sectoral interests in the areas of institutionalizing training within ministries, using distance learning, and sustaining NGOs. The RP teams should take responsibility for calling these issues to the attention of the PTU, which can organize resources.

For the PTU

- **Manage training support operations.** Continue to carry out the operational functions of training as described in this report. Do not seek support from a contractor to carry out these functions. Based on the Mission's transition away from development assistance, request that the Mission waive the ADS requirement to contract for this support.
- **Rename the office.** Rename this office the "Training Support Team" and keep it within the Program Office.
- **Determine who should manage the returnee database.** Within USAID and beyond, determine the interest in and uses for the database on returned participant trainees. Based on findings, decide who (government, embassy, or other) should maintain the database during and after this USAID transition phase.
- **Assist SO and RP teams in strategic training support.** Follow through on requests from SO or RP teams to organize cross-sectoral workshops on common training issues (see the recommendation for RP teams). Explore resources available through USAID/Global.

Introduction

Background

Two developments lead to this analytic study. One is the reengineering of USAID's planning and management procedures. The other is the agency's decision to make the transition during the next five to eight years in Indonesia from development assistance to development cooperation.

- USAID's re-engineering exercise requires all missions and central bureaus to determine specific Strategic Objectives and, within those, Program Outcomes, and to design a Results Package of resources to meet each Program Outcome. Within the Results Package, all resources, including training, must be strategically linked to the Outcome. The effect of re-engineering is to eliminate training activities that do not link directly to Results Packages.
- The decision to move during the next five to eight years from development assistance to development cooperation in Indonesia implies a considerable reduction in the Mission's program, budget, and staffing. It also affects the objectives and strategies of new activities, which must have a relatively short-term horizon.

The refocusing of training activities and the transition to development cooperation and phase-out have implications for the management of training throughout the mission.

Purpose of the report

The overall purpose of our study and this report is to help the Mission analyze how training activities will best be managed during the transition phase. The Human and Education Resource Network Support (HERNS) project consulting team was asked to help USAID/Indonesia to:

- Assess skilled human resource constraints that can be addressed realistically during the transition within each of the five strategic objectives
- Work with each SO team to tentatively identify specific training programs within the SO which meet those human resource needs
- Recommend new and effective training modalities within a reorganized USAID Mission that is embarking upon a transition phase, to effectively and expeditiously meet those training needs.

Methodology of this study

To conduct this study, the Mission requested that the HERNS project, funded by the Office of Human Capacity Development in the Global Bureau, send a team to work with the five Strategic Objective teams. Three HERNS consultants worked in Jakarta from April 15 to 29 on this assignment. We met regularly with the Human Capacity Development office in Planning and Program Support (PPS/HCD). We discussed with key members of the five Strategic Objective teams (the five team leaders and ten

Results Package team leaders and members) the content of their programs and training activities. We met with eight contractors to find out about the planning and management of training at the implementation level. We also reviewed program and project documents that were available.

Toward the end of the second week, we presented our preliminary findings to the PPS/HCD in the form of a draft report, and we held a debriefing with the Mission director and Strategic Objective team leaders.

This report incorporates the feedback from PPS/HCD on the draft report and from the Mission staff in our debriefing.

Analytical framework

In analyzing the extent to which Results Package teams think strategically about training, we used a framework developed by the HERNS staff and used with other Missions to realign their training activities. This framework is depicted on the following page. The framework allows us to trace the links in the Results Package strategy among four levels of results:

- Training Level Results (Learning Objectives)
- Intermediate Results (Individual or Group Performance)
- Intermediate Results (Performance at the Institutional Level)
- Highest Level Results (the Results Package).

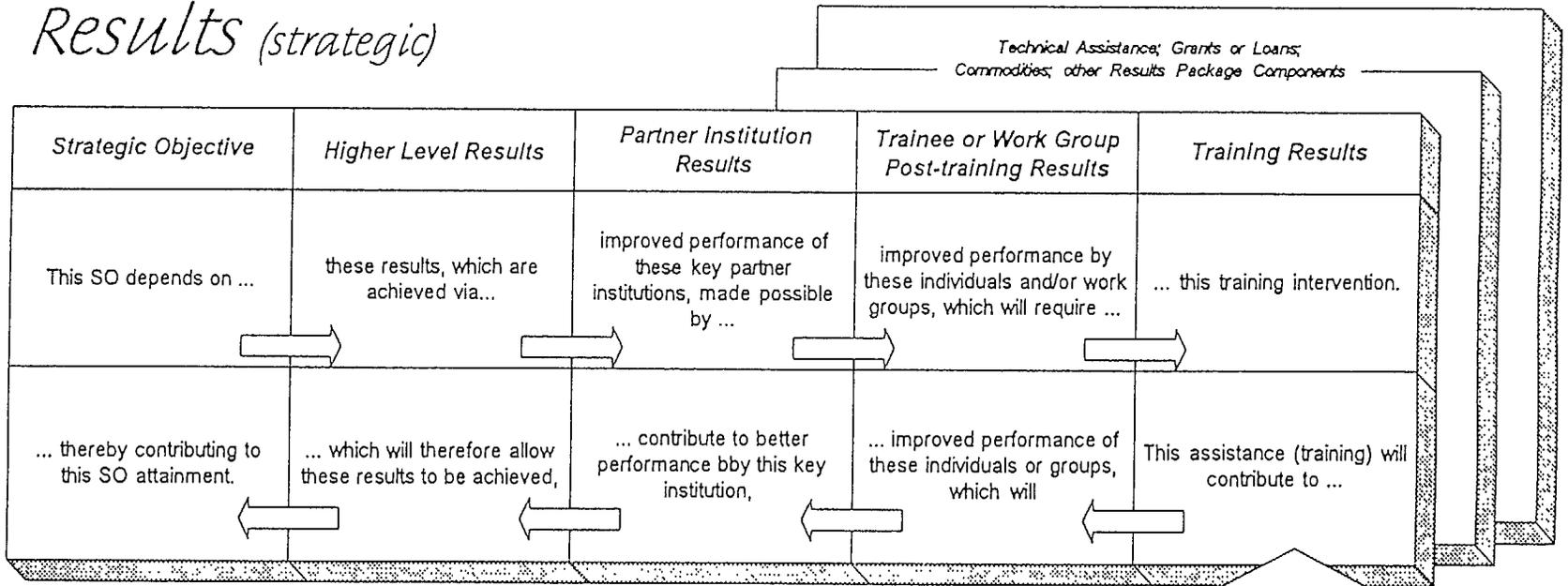
The framework also helps us to distinguish the *strategic* functions of managing the results of training from the *operational* functions of managing training activity. It helps us pinpoint the kind of strategic support Results Package teams need and the kinds of operational support they require.

Derived from this framework, the following questions guided us in our analysis of each Results Package team's training strategies:

- How does training address human capacity constraints?
- How are training activities linked to other resources?
- How does training contribute to the strengthening of institutions?

Training and Development Linkages

Managing Training Results (strategic)



Managing Training Activity (operational)

Hypothesis: Following the best practices of training design, implementation and monitoring/evaluation will make effective training interventions possible, contributing to training for results

Organization of the report

Following this introductory section, the report consists of three sections. In the first section, we offer our own analysis, based on discussions and document review, of how training addresses human capacity constraints, how it is linked to other resources in the Results Packages, and how it contributes to strengthening partner institutions.

This section is organized by the Mission's Strategic Objectives:

- #1: Sustained economic growth in the transition from economic development assistance to development cooperation
- #2: Improved health and reduced fertility
- #3: Decentralized and strengthened natural resources management
- #4: Strengthened urban environment management
- #5: Increased effectiveness of selected institutions which support democracy.

The second section considers the implications of Results Package teams' needs and the Mission's transition from development assistance for changes in PPS/HCD.

The final section consists of conclusions and recommendations.

Strategic Objective #1: Sustained economic growth in the transition from economic development assistance to development cooperation

The results package aimed at achieving Strategic Objective #1 (SO1) is not typical of that of other results packages. First, the resources in this package include some project activities no longer central to USAID's global strategic objectives, most notably in the agriculture sector. Second, all current activities are scheduled to end within the next two years. The only new activity, Transition Assistance for Growth Support (TAGS), is being created to complete the phase-out of USAID in Indonesia. Its objectives and strategy are designed in recognition of USAID's departure from Indonesia within the decade.

Taking into account these features of the SO1 results package, it would not be useful to analyze the strategic links between training activities of the Results Package and the SO per se. Instead, we will look at the strategic links between a few selected program outcomes within the SO and related training activities.

Of the program outcomes related to SO1 that extend beyond 1997, three have significant training activities. Each of these clusters of training activities was designed in the context of a former project:

- Agribusiness Development Project (ADP),
- Trade Implementation Policy Program (TIP)
- Economic Law and Improved Procurement Systems (ELIPS).

We will look at how each of these training components has linked strategically to a program objective. Finally, we will look at the new Results Package, TAGS.

Agribusiness Development Project (ADP)

The aim of the Agribusiness Development project is to help Indonesia market agricultural products more broadly. The strategy used toward this end has been to strengthen the agribusiness sector by building the capacity of both its public and private institutions and strengthening the working relationship among these institutions.

How does training address human capacity constraints?

Training is "demand-driven": all training activities are designed to respond to requests from partner institutions. In the early project days, the contractor team (DAI) responded to requests for training simply by sending ministry staff to the courses (mostly in the U.S.) they requested. Eventually, the contractor began to custom-design training activities or carefully select training activities to meet defined learning objectives. The content of training has ranged from the very technical (ISO 9000 procedures) to more conceptual and managerial (planning environmentally-sound projects).

In 1995, the project implemented three regional study tours, three U.S. study tours, 18 study tours in Indonesia; it offered 22 workshops (often in "best practices" for associations); six people participated in workshops organized elsewhere in the region, and two participated in workshops organized in the U.S. Most trainees are selected by the Project Implementation Unit (representatives of USAID, ministries, and the contractor). In a few cases, USAID has arranged for U.S. participant training through the GPT II project to answer ministry requests that fell outside the project's objectives. All training is short-term, with none lasting longer than three weeks. These activities include classroom training and study tours in Indonesia, the region, the U.S. and, once, in Chile. Increasingly, training takes place in Indonesia. The events that seem most successful usually combined both classroom training and study tours.

The contractor has taken measures to link training to job performance. Prior to training, the contractor team briefs participants and manages all logistics, including any requirements for documentation by PPS/HCD. Subsequent to a training activity, the trainees must write a report and make oral presentations to USAID as well as debrief the contractor. The organization that provided training also furnishes a written report. Neither the contractor nor the partner institutions have done systematic follow-on studies on the careers of those who received training.

How are training activities linked to other resources?

Through U.S. technical assistance contracts with other organizations to conduct formal training courses, they have helped to align training with the technical assistance they provide on the job. When requests for training did not reflect well-conceived learning objectives, the technical assistants have helped partner institutions better define learning objectives, designed training activities to meet those objectives, and helped trainees apply their learning on the job. Technical assistants have an intimate perception of the human resource constraints within that institution and the results of each training activity in addressing those constraints.

How does training contribute to strengthening institutions?

The ADP has worked with three institutions in the agribusiness sector: the agencies of agribusiness within the ministries of agriculture and industry, and the trade/producer associations of private agribusiness enterprises (considering the group of associations to be an "institution"). Although the project has provided resources to these agencies, it has not yet conducted strategic planning exercises to strengthen them. The agribusiness agency in the Ministry of Industry and Trade has shown no interest in formal strategic planning. Its counterpart agency in Agriculture, however, has requested help in strategic planning, and the contractor plans to bring in short-term technical assistance to respond to this request. The contractor has made some efforts to help trade/producer associations do strategic (business) plans, but without much success.

Short of collaboration in formal strategic planning activities, however, the project has used training and technical assistance to build the capacity of the agribusiness sector through these agencies. Training events, in addition to meeting learning objectives, have contributed significantly to the objective of strengthening the relationship between the three institutions in the agribusiness sector. This happens when representatives of these sectors "bond" through sharing learning experiences. Also, training has given individuals skills and knowledge related to their professional responsibilities.

Trade Implementation Policy Program (TIP)

This activity has become part of a larger component of the results package of SO 1: Agriculture and Rural Sector Support Program (ARSSP). The TIP project was designed to increase the capacity of the Ministry of Trade (which was merged with the Ministry of Industry in December 1995) to analyze and make recommendations on trade policy issues.

How does training address human capacity constraints?

The ministry recognized the need for this capacity when deregulation turned the ministry's function from primarily one of regulating trade to one of facilitating it. The project's strategy has been to train mid-level professionals in policy analysis and related skills and to provide long-term technical assistance in five areas: international negotiations, domestic trade, foreign trade, tracking, and management information systems.

The contractor (Nathan Associates, Inc.) has paid considerable attention to what needs to be done to reduce the ministry's human resource constraints. It has used three strategies to do so. (1) Courses have been offered at several levels of the bureaucracy, thus increasing the depth of staff sharing common knowledge throughout the ministry. (2) Courses have been offered at provincial as well as central offices, thus increasing the breadth of staff with common knowledge. (3) A training-of-trainers program has begun to replace U.S. training expertise with in-house expertise. This combination of activities, though planned somewhat ad hoc, has effectively resulted in a training strategy that supports the program objective.

The training component of this project has evolved from a one-year training program in policy analysis (modeled on the Young Professionals training program in the Ministry of Finance) for one cohort, to a more complex set of activities aimed at sustaining the benefits of the training that has been provided and strengthening the capacity of the ministry to continue to offer training. The initial program in 1991 consisted of a year-long course for mid-level people who attended a class held at the ministry taught by a U.S. professor, four hours each week. In addition, weekly seminars were held for a selected group of more senior people, and a more elementary "study group" was offered to more junior individuals. Learning objectives in the general area of micro economics were set by the teachers. In collaboration with USAID, the contractor has added training courses to respond to the ministry's interests and to reflect its own judgement of what courses will strengthen the ministry's capacity for policy analysis. In addition to offering the year-long courses again in subsequent years, it offered a series of short-term courses related to the ministry's needed areas of expertise. In order to create a broader base of skills and knowledge, the contractor designed and offered a short course for staff at the province level. Participants in each course are selected by the ministry based on their level of responsibility and education.

How are training activities linked to other resources?

As in the Agribusiness Development Project, this project closely coordinated training and technical assistance. In this case, the five technical assistants (who were brought in to do what had begun as a training project) devote 25 percent of their time to teaching within the ministry. No significant resources other than technical assistance in training and policy analysis have been provided.

How does training contribute to strengthening institutions?

In late 1994, the minister asked the project to help build the ministry's capacity to provide its own training. In response, the contractor designed a one-year course to train trainers in the short province-level course. To date, 23 instructors have been credentialed to teach this course, and half of those have actually taught it. With help from the project training staff, this group of instructors is now designing a second short course.

At the same time, the contractor is helping to develop the capacity of the ministry's training center as an institutional base for these courses and for others the ministry decides to create. This includes providing Indonesian and local expatriate expertise in curriculum development and instructional design. The contractor has also responded to opportunities that have resulted in (1) the likelihood of a permanent center in Indonesia to teach conflict-resolution skills and (2) on-the-job training in survey skills.

Nearly all training activities have been directed to people within the ministry. The one exception is a training event for women seen by the contractor and USAID as "rising stars" in this and other ministries. The project used the resources of the GPT II project on a US study tour of management practices for policy-makers.

The project benefitted during most of its years from a close working relationship with senior ministry officials, including the minister. This facilitated the linking of training and capacity building.

Economic Law and Improved Procurement Systems (ELIPS)

This project was designed to help reduce the costs and risks of entering into private business transactions in Indonesia, reduce barriers to entry and mobility of private investment, and provide a fairer and more efficient procurement process by the government. The project's strategy entails four components: developing the body of economic law, creating a legal information system (on CD-ROM), improving the government's procurement process, and strengthening legal training. The project's training activities were built into the four components and ranged from data entry skills training to writing government code and teaching law at universities. The latter comprised the most complex training activity and is the main subject of the following discussion.

How has the project addressed human capacity constraints?

Although the initial training strategy of this component appears to have been to upgrade a broad range of skills among the leadership of the law school at the University of Indonesia by providing 20 person/years of training in the U.S., the unanticipated turnover of that leadership required an alternative strategy.

The strategy actually implemented was to provide a range of legal training courses to faculty at law schools throughout the country, focusing on the seven strongest (of 16) public schools. This included:

- Using long- and short-term U.S. technical assistance to teach semester courses to about 100 law faculty and one- to two-day workshops in various subjects to another 1,600.
- Pairing junior faculty from other Jakarta and provincial universities with senior faculty at the

University of Indonesia, using the latter both to train these teachers and to write teaching materials that their proteges can take back to their universities and share.

- Sending 10 faculty to U.S. law schools for master's degrees in law and other selected faculty to U.S. law schools for short (one to five month) courses.
- Sending 10 to 12 top-level faculty to U.S. universities for two weeks to conduct specific library research projects.

How has training contributed to strengthening institutions?

The intended result of this strategy is a sound knowledge of economic law and how to teach it among core faculty at the University of Indonesia law school and most of the other seven strong law schools. This would give the country the capacity to teach knowledge of a body of law that did not exist before this project. As we have described, events external to the project caused a shift in training strategy. The resulting strategy encompassed not only the University of Indonesia law school faculty, but another 27 law schools throughout the country (with more focus on seven of those). The target broadened when the contractor (Checchi and Company Consulting, Inc.) recognized that the upgraded capacity of the University faculty would probably not cascade efficiently to other universities. Thus, although the institutional capacity of the University law school may not have been strengthened to the extent originally intended, the broader objective of the project--strengthening the country's capacity in economic law, may have been even better served.

How are training activities linked to other resources?

In the three components of the project outside of the legal training component, technical training was used strategically to complement technical assistance and material resources provided to build a CD-ROM library.

Though not planned, the legal training technical assistant supplemented training with the creation of teaching materials. In order to facilitate the spread of teaching competency to law schools around the country, he asked those whom the project trained in economic law to produce teaching materials for their courses. He also had seven books developed to accompany some of the workshops given in-country.

The low level of English-language skill among law faculty made it difficult to send many for U.S. training. The adjustment to the training strategy that increased the amount of in-country training also addressed this language problem. An added benefit is the books and teaching materials in Indonesian that might not have been available through a strategy with considerably less in-country training.

Transition Assistance for Growth Support (TAGS)

The SO1 team is now designing its Strategic Framework for the Mission's final years of activity in the area of economic growth. The objectives, which are still in a draft stage and await full approval, call for continual opening of foreign trade and investment, increasing competition within the Indonesian economy, and supporting economic reforms.

The general strategy for moving toward these objectives is to fund institutions and organizations in the country's sectors of economic growth for activities that help them participate in policy dialogues on economic reforms. In particular, funded institutions will be encouraged to develop activities in which they bring U.S. institutional sources of expertise into the dialogue. This would be through major scheduled events as well as through ongoing partnerships through various channels of communication.

Neither technical assistance nor training, in their traditional forms, appear to be part of this strategy. Yet, because the events and the partnerships will presumably contribute to developing the intellectual and competence capacity of Indonesian organizations, the functions of training and education need to be considered in the development of a Results Package.

- What kind of events are most likely to result in Indonesian and U.S. experts learning from each other? What is the instructional agenda? How can participants be selected who are likely to share and listen? What is the most conducive format(s) for exchange of ideas and information?
- What ongoing communication channels are most effective for continuing dialogue? What Indonesian policies may encourage or inhibit the use of electronic channels such as the Internet? Which Indonesian and which U.S. organizations are most likely to foster and sustain dialogue? What role can the mass media play in bilateral dialogue?
- What are the cost-effectiveness trade-offs? How often and under what circumstances is face-to-face meeting worth the extra expense of bringing people together?

These kinds of "learning" issues might not be considered at the Strategic Framework level in most results packages. But in this case, they seem central to the strategy itself.

What help will programs need during the next five to eight years?

Improving strategic functions

Because all activities except TAGS will end within two years, the Strategic Objective team will not need support in strategic functions of training, unless TAGS requires technical assistance in the design of learning activities, as described just above.

Support for operational functions

The ADP project will need assistance in processing participants in overseas study tours. The work plan calls for a study tour for five people to Australia, 1-10 people somewhere in Asia, and 1-15 people to the United States. The U.S. study tour will be in cooperation with USDA and USFDA, so no placement services will be required. In addition, the project plans to send 10 people to a course in an Asian country.

The ELIPS project still has trainees in the U.S.; their re-entry will need processing support. The project anticipates sending 5-7 people this year and 5-7 next year to the United States for library upgrading.

The TAGS project is expected to have a contractor who could manage its international activities, inclusive of in-region and possibly any short term U.S. training.

Strategic Objective #2: Improved health and reduced fertility

Strategic Objective #2 is "improved health and reduced fertility." This overall objective is specified in terms of four separate though related program outcomes:

- Institutionalized use and quality of family planning services
- Increased use and quality of STD/HIV/AIDS prevention programs and policies
- Increased use and quality of integrated reproductive health services (in demonstration areas)
- Sustainable financing of health and family planning services.

What are the training activities leading to Program Outcomes?

Because each of these outcomes pertains to "use and quality" of services,¹ training service providers constitute a significant component of the Results Package for each of these programs. Training serves other outcomes as well, as we describe below.

Family Planning

The Results Package is comprised of over a dozen separate activities, among which four general kinds of training take place:

- Training managers and clinical staff to improve the quality of service
- Training increased numbers of service providers in order to extend clinical and non-clinical services, particularly in use of long-term methods and in hard-to-reach areas
- Training information-provision units to use an established communications methodology (the "P Process") to develop and evaluate information, education and communication strategies
- Training policy makers in formulating policies and developing strategies for their application.

HIV/AIDS prevention programs and policy

The Results Package is to be implemented through a new HIV/AIDS Prevention Project (HAPP), which builds on the foundation of a series of activities at much lower funding levels (EPOCHS and AIDSCAP I). Training activities in this Results Package are focused on:

- Giving policy makers, focusing on the Ministry of Health's Division of Communicable Disease Control, the knowledge, skills, and opportunities they need to formulate sound HIV/AIDS prevention policies and strategies for their implementation

¹Meeting the health sector financing objective entails the training of service providers in both clinical and entrepreneurial skills.

- Training government and private organizations that provide related information, ranging from individual counseling to mass media channels in information, education, and communication (IEC) materials development methods
- Training clinical workers, public and private, at demonstration sites in STD and HIV/AIDS detection and treatment
- Training NGOs and private businesses in promoting the use of condoms and making them available.

Integrated reproductive health care services

The Results Package integrates various reproductive health interventions with the aim of developing sustainable models of integrated services. Training activities are focused on:

- Training midwives in essential maternal health care, life-saving skills, and post-partum family planning through a variety of training approaches
- Educating policy makers in reproductive health policy formulation.

Sustainable financing of health and family planning services

This Results Package is designed to develop a model for a managed health care policy and program, and to increase utilization of family planning in the private sector. Training includes the following:

- Education of Ministry of Health officials in the concept of managed health care and in a particular managed care model that is proving well suited to Indonesia
- Training of private sector midwives in family planning, entrepreneurial and managed care concepts that will help them establish private family planning and other practices in the context of managed care programs²
- Informing ministry officials and community-level leaders of changes in the health care sector that will take place as a result of the policy that shifts more of the burden of financing health care from the public sector to the private sector
- Training of family planning NGO managers and staff in strategic planning and financial sustainability.

In sum, training activities are an integral part of the Results Packages of each of the four program objectives in this Strategic Objective.

²Recent government policy will put doctors and midwives into the private sector after three years of "contract" government salaries.

How do programs address human capacity constraints?

In each of the four results packages, the largest share of training is aimed at clinical service providers--in family planning, communicable diseases, maternal health--and more general service providers. In particular, provincial and district-level clinic workers and midwives benefit from training. Also, training addresses the inadequate skills of non-clinical workers, particularly information provided through individual and mass media channels, trainers, and policy analysts.

Family planning

The family planning program objective builds on 25 years of USAID support to Indonesia in this area. Hundreds of individuals in the sector have been trained; many of these are at the highest levels of the government's family planning agency (BKKBN), and many others are at middle levels. Therefore, the human resource constraints at these levels have been significantly reduced over the years. In addition, Indonesian universities now have the capacity to train professionals in this area, although some constraints persist, such as in training for survey, research and analysis. The current USAID program benefits from the fruits of these years of support to Indonesia. The main human resource constraints that it addresses today are at middle and lower levels of health care providers, reaching down to the level of field workers and village volunteers. At these levels, capacity varies throughout the regions and districts of the country.

The primary element of USAID's strategy is to improve the quality and increase the use of family planning services through development and strengthening of a national clinical training network (described more fully on page [18]).

Another important element for reducing current constraints is improving the training provided to field workers and their supervisors, and private and village midwives, and improving the skills of those already providing service. This is done through the BKKBN and NGOs to provide services through service delivery facilities such as district-level hospitals, health centers and a network of private clinics.

While the USAID program concentrates efforts at this level, it is not addressing the constraints that remain in the capacity to conduct technical research in this area. Foreign assistance in that area will have to come from elsewhere.

STD/HIV/AIDS

Indonesia's capacity to prevent HIV/AIDS is not nearly as developed as its capacity to promote family planning. Human resource constraints exist at the highest levels of the ministry of health and throughout the system. Yet, because of the government's sensitivity to religion- and society-based attitudes toward condom use, the program's strategy, including its training activities, must increase knowledge about and change attitudes toward HIV/AIDS prevention within the health care sector as well as among at-risk populations. The program is sharply focused on selected cities (North Jakarta, Surabaya and Manado) as demonstration areas and on target groups (sex workers, their clients, clients' wives, and youth). This strategy has a "training" dimension, insofar as the processes and results of these limited locations and groups provide learning opportunities for policy makers and implementors involved with subsequent activities. There will also be considerable training for outreach workers in behavior modification.

To educate Indonesian policy makers, the program will support study tours in other Asian countries and periodic visits to demonstration sites. All other training will be in-country, based on the development of systems and models that can be replicated for particular functions and targets. For example, skills training workshops in the production of media materials will be developed and then offered to train private and public media organizations. Similarly, a model counseling skills workshops will be developed and then adapted to specific needs.

Reproductive health

The program addresses human capacity constraints identified through a comprehensive study of maternal health care. Those constraints are primarily among health care service providers--government and private midwives and other health care providers in clinics and hospitals--who lack skills and knowledge to provide quality care to women of childbearing age, and in particular, pregnant women and new mothers.

The skills that health care providers lack include the ability to diagnose and treat maternal and neonatal complications: more qualified individuals need to master treatment skills, and less qualified individuals need to recognize problems and refer mothers to those who can appropriately care for them. Knowledge and skills are also lacking in more basic skills such as prevention of anemia and other illnesses through micronutrient supplements. Finally, the system is constrained at organizational and managerial levels of both government and private services. The program addresses all of these constraints.

With limited resources, the maternal health program restricts its activities to three pilot districts in the province of South Kalimantan. In addition, it addresses the managerial constraints of the Ministry of Health (DEPKES) and of the National Midwives Association (IBI). A primary concern is to help those institutions develop an integrated set of maternal care services and to coordinate training among those services.

Sustainable financing of health and family planning

While the major constraint addressed by this program is the financial constraints on the government to provide health care services to all Indonesians, some human capacity constraints are also addressed. These are the need for mid-level Ministry of Health staff to analyze options in managed care; for doctors and midwives to establish private practices or find employment in the private sector; and the need for communities, businesses, and individuals to learn how to access health care services through managed care programs.

The program is addressing these human resource constraints through several targeted training activities. Mid-level Ministry of Health staff have been sent to short-term training courses in the United States in managed care. Doctors are being taught rational drug-use practices and entrepreneurial skills they are likely to need to practice in the private sector. Organizations that provide information are being employed to conduct a massive social marketing campaign in the availability and use of managed care programs; they are being trained, as necessary, to participate in this campaign. The health care financing activities are limited to one district, Klaten, in Central Java, which is the pilot location of the USAID program. In family planning, private sector doctors and midwives are being trained in clinical and entrepreneurial skills.

How is training linked to other resources?

In the family planning, HIV/AIDS, and reproductive health care programs, training and technical assistance comprise the largest share of resources, and they are closely integrated.

Family planning

Throughout the family planning program, technical assistance and in-country training are closely linked. These links are described in the subsequent paragraphs on building institutional capacity.

AIDS/STD

As in the family planning program, training is linked with technical assistance, especially through in-country training. USAID will also supply the funds the ministry and other organizations will need to produce and disseminate IEC materials. The program makes use of the resources of the ministry's own health care network (clinics and hospitals) to offer prevention and treatment services. Many condoms will also be furnished through other government and private sources.

Reproductive health

Again, technical assistance and training are coordinated throughout the program. Equipment and supplies are furnished to training and referral sites. The program also makes use of resources in other aspects of USAID's support to the health and family planning sectors. For example, the National Clinical Training Network is used to impart clinical skills in maternal care, and the IEC methods taught to family planning services are being adapted to spread information about maternal health.

Sustainable financing of health and family planning

Though critical to the success of the strategy, the training activities of the health care financing program are less prominent than those in the other health and family planning programs. They support a larger set of resources in the Results Package that includes technical assistance in formulating health finance policy and in actually financing the initial activities in the private sector. Training, as one component in the program, is clearly linked strategically to the objectives of these political, organizing, and financing mechanisms.

How does training contribute to strengthening institutions?

Each of the four programs uses training as a means of building key institutions in the sector.

Family Planning

The family planning program strengthens the National Family Planning Coordinating Board at every level of the institution, and it builds the capacity of a network of NGOs working at the local level. This support is provided entirely through closely linked technical assistance and in-country training activities.

Three institutional support activities stand out:

- The National Clinical Training Network: In order to improve quality of services, the program provides a tightly integrated package of technical assistance and training to the BKKBN to build a National Clinical Training Network. The training network coordinates its activities through all of the key institutions in the sector: the training arms of both the BKKBN and DEPKES (Ministry of Health) as well as the professional organizations of ob/gyn doctors (POGI) and midwives (IBI). The primary purpose of this network is to improve the quality of service provided by clinical workers. The strategy for this is to continually train trainers and service providers through a hierarchical network of training operations, directed by two centers of highly professional trainers. These centers have developed training procedures, standards, protocols, curricula, and instructional methods that ensure a high-quality cascade system of training, from the provincial to the district level.
- Provincial BKKBN branches and NGOs: In order to build a self-sustaining system of public and private service-delivery points, the program supports the development of a five-year strategy of increasing the capacity of many local agencies to provide services.
- Information, education, and communication (IEC) activities: To support the critical component of motivating and counseling, the program continues support to a bureau of BKKBN to develop IEC materials and methods. This support is linked institutionally with the topmost level of the National Clinical Training Network through its advanced training courses.

HIV/AIDS

HAPP must coordinate a number of key players in the health care center in order to meet its objectives. In some of these, such as clinics, it must add to their skills those needed to prevent and treat STDs (including HIV/AIDS). In such cases, capacity building is limited to training in new knowledge and skills. But in other cases, training will contribute to more extensive capacity building, such as the capacity of the ministry's CDC unit to formulate and implement policy. The other effort, in which technical assistance and training are coordinated, is at the local level--the program's demonstration sites.

The program does not provide for any long-term training. Instead, building on existing capacity, the program will be managed from within the CDC unit by a team of ministry staff and Indonesia and U.S. technical assistants. This should allow for significant on-the-job training at this level. In addition, both ministry staff and technical assistants will learn from the program's demonstration sites. They presumably will use the acquired knowledge and skills to build capacity at other locations.

Reproductive health

The program builds institutional capacity of two key institutions within the sector: district-level maternal health care training centers of DEPKES, and the national midwives association (IBI). The training centers are only in the pilot area of South Kalimantan. In-country training (usually at the training centers) contributes to this strengthening effort. While a concerted effort will be made to strengthen the organizational capacity of the IBI as a key institution providing professional support to midwives, USAID does not expect that this organization will be fully capable of extensive support when the program ends. Through collaboration with the National Clinical Training Network, this program also adds to the capacity of that institution.

Sustainable financing of health and family planning

To date, the health care financing is limited to strengthening capacity of key agencies and organizations in Klaten and building up the health-policy-analysis unit of the ministry. Training activities, while limited now, however, will require much more attention to management and quality control issues once this pilot project is extended to broader areas of the country. In addition, other institutions will need new skills. Banks and other financial institutions, for example, are ready to participate in managed care programs. To do so on a large scale will require some skills training throughout these organizations. Family planning training for private sector providers is helping to strengthen professional organizations such as IDI--the Indonesian Doctors Association, and IBI.

What help will programs need during the next five to eight years?

As we have discussed, USAID and its partner institutions in population and health benefit from many years of work together. Strategically linking training activities to other components of a Results Package has become standard procedure. In-country training is optimized as a means of providing skills and knowledge and in building the institutional capacity to provide these on a continuing basis.

In spite of dwindling resources, USAID staff working toward this Strategic Objective have also managed to ensure that training provided by numerous centrally funded activities is strategically integrated into the overall program.

Improving strategic functions

We would suggest modifications in three areas:

- **Developing indicators related to training.** In the "Transition Plan: Principal Objectives and Indicators" (mid-April version) indicators related to training are not clearly linked to indicators or individual or institutional performance. Training-related indicators appear at the Direct Program Support level:
 - "Field worker **orientation/training conducted**"
 - "STD/HIV **training** for health care **provided**"
 - "**Midwives trained** in essential maternal health care"

These are input indicators, not results indicators, because training is a form of development assistance. These inputs produce results (increased knowledge, skills and attitudes) at the trainee level, allowing them, as members of a larger group, to perform better:

- "field workers **counseling** women in long-term family planning methods"
- "village clinic workers (for example) **competent in diagnosing** STDs"
- " midwives **practicing** essential maternal health care"

These are results indicators at the "Organizational" level ("organization" meaning institution, or type of workers, or department within a larger entity), which describe performance results: what the "Organization is supposed to be doing better thanks to USAID interventions. These then contribute to higher level results, and on up the chain.

In the Results Framework, the *links between each level of result*, especially the performance improvements at the organizational level, are very important in the planning and monitoring of training. However, placing training input indicators in the same lists with organizational results indicators mixes the two types. While both need to be tracked, the difference between the two should be clear for both RP managers and their contractors; training contributes to, but is not the same as, organizational level results.

- **Tracking training activities.** To facilitate our study, the Strategic Objective team compiled data on training activities during the past year, present year, and future four years. We have consolidated these data in a single table (see Annex 2). We have also revised the table to include room for information on the purpose of the various training activities. This information (once it is provided by contractors) could help the Results Package teams monitor the links between training and performance: the table indicates the skills in which individuals are being trained and suggests what kinds of performance should be monitored as a result.
- **Training NGOs in skills needed to become independent of USAID support.** NGOs play a critical role in the strategies of three of these four programs (health sector financing is the exception). The sustainability of USAID's efforts will depend heavily on the capacity of these NGOs to continue their work beyond the life of USAID's support. The Pathfinder activity of the family planning program has a well-articulated strategy for strengthening NGOs through training and technical assistance that gradually diminishes. The NGO partners in the reproductive health care and HIV/AIDS programs should be encouraged to benefit from this strategy as well.

We also noted that the Results Packages related to at least three of the four programs employ a strategy of pilot projects or demonstration areas. Long-term plans call for these activities to be adapted and adopted in other areas. This strategy requires careful consideration of the best processes for transferring knowledge and expertise from the demonstration area to other areas--processes that are not automatic and can, if poorly designed and managed, result in the failure to extend good programs beyond pilot areas.

Support for operational functions

These programs will require a lower level of operational support during the coming years than they have in previous years since limited overseas training is envisioned. The Strategic Objective team anticipates the following approximate numbers of persons participating in training activities outside of Indonesia. Annex 3 provides more detail on these numbers.

	Asia	U.S.
1996	157	21
1997	27	0
1998	23	0

Results Package teams will require help in processing short-term, overseas training, including English-language testing, when required. No long-term training is envisioned and training in the United States does not require placement assistance.

One issue of operational support remains. The health financing program strategy calls for educating more ministry officials in managed care--a course which, to date, has been given at UCLA. Without the contractual mechanism to process this training, the SO team must find another means. The RP team leader has suggested that one option is to give the Ministry of Health and OTO responsibility for deciding the best way to provide this training. The MOH would pay from PIL funds; USAID would not pay directly. This would not only relieve USAID's administrative burden, but would also encourage the Ministry to plan for and procure its own training resources, whether from UCLA or elsewhere.

Strategic Objective #3: Decentralized and Strengthened Natural Resources Management

The successful management of the rich natural resources of Indonesia is a key element in the Government's current strategy for achieving high economic growth through greater reliance on diversified exports. There is, however, growing pressure on these resources and there are serious threats to the government's strategy from increasing air and water pollution, loss of biodiversity, forest degradation and deforestation, and degradation of water and soil resources. An Indonesia Environmental Assessment and Strategic Action Plan was completed in 1995 by USAID, working with the World Resources Institute. This assessment identified priority activities to mitigate the negative environmental impacts that threaten Indonesia.

Working from the environmental assessment and previous experience, the USAID/Indonesia strategic objective for rural environmental management is to assist the Government of Indonesia (GOI) to decentralize and strengthen natural resource management. Success in achieving this objective is linked to the following program outcomes:

- Greater stakeholder participation in decisions about the planning, management, use, and monitoring of natural resources
- Increased conservation and pollution reduction by natural resource-based industries
- Improved policy development and implementation
- Strengthened institutional capacity for biodiversity conservation.

What are the training activities leading to Program Outcomes?

While this objective and these performance outcomes appear firmly established, the planning of many of the actual activities related to them was still in a transition stage during our visit. Beyond 1996, the majority of activities under this strategic objective will be financed through one umbrella activity: the Natural Resources Management II (NRM II) activity. This activity is to succeed a NRM I activity that is just concluding. It is anticipated that funding for the new activity would last eight to ten years. Five general sub-activities would be covered. These sub-activities and their related training and skills development components are:

Forests and Protected Areas Management

This will require the training of protected area management personnel and the training of local government, nongovernmental intermediaries and community resource managers in techniques to promote the adoption of sustainable land use.

Coastal Resources Management

Training and skills development will be required through local community training in mapping methodologies, community development, mangrove planning and management, advocacy, fund raising, and environmental impacts of coastal construction; skill development for local personnel in management, marketing, and entrepreneurship, if required, to expand livelihood options; training for locally-based groups on ICAD planning and management processes, participatory methods and techniques; skills and techniques required for devolution of essential natural resource management decision-making authorities to provincial and district administrators; identification and analysis of policy, regulatory, legal and administration reforms required to promote community-based coastal management, sustainable use of marine resources, and removal of policy distortions; development of analytic and modeling tools to estimate environmental, economic and social consequences of policy options; on-site resource use conflict management; and women's participation and leadership.

Biodiversity Conservation Institutional Management

Training and skills development will focus on the development of analytic and modeling tools to estimate environmental, economic and social consequences of policy options; organization management, resource development and growth; project development, management and funding; acquisition, management, analysis and presentation of natural resources management information to increase the impact of information on natural resources management decision-making and public perception of environmental issues; on-site resource use conflict management; environmental impact assessment, public hearings; facilitation of resource user stakeholder meetings; team-building methodologies; ecology and gender analysis; and women's participation and leadership.

Environmental Quality Management

The geographical foci for efforts in this area will be East and West Kalimantan, South Sulawesi and other sites to be determined. Training will cover technical skills related to pollution mitigation techniques; development of region-based environmental impact assessment protocols; environmental quality monitoring and investigation; environmental management systems and environmental audit concepts; region-based environmental impact assessment protocols; and conflict management.

Agricultural Resources Management

Efforts in this area were previously approved and funded under other agreements between USAID and the Government of Indonesia Agriculture and Rural Sector Support Program (ARSSP), including funds provided by USAID through The World Bank in a co-financing agreement for the Indonesia Integrated Pest Management Project and the Strengthening Institutional Development Project (SID).

This will require the training of Pest Observers, Field Extension Workers, farmers and farmer trainers; agroecosystems analysis in integrated pest management; development of education and training programs for farmers, NGO field staff, consumers and provincial-level regulatory officials on alternative pest management technology development; consumer education on pesticide-related risk to personal and environmental health; intellectual property rights as related to plant variety protection and plant biotechnology patents and biosafety for agricultural biotechnology.

Although many of the activities for NRM II are still being planned or negotiated, it is clear that long-term participant training would be limited during the next five years. The Coastal Resources Management sub-activity, (related to PO 3.1) plans to send only one or possibly two persons overseas for long-term training during the next five years. The forestry sub-activity (PO 3.1) does not anticipate sending anyone for long-term overseas training but short-term study is a possibility. Most of the training planned for this strategic objective would be done "in-country." The plans for the Biodiversity Conservation Institutional Management efforts do not include overseas training. IPM estimates that 250,000 farmers will go through its Farmer Field Schools (FFS), learning how to independently deal with rice pests without the use of pesticides.

How does training address human capacity constraints?

The training programs planned directly address specific human resource constraints. The principal constraint related to this strategic objective is the loss of subsistence and livelihood options by millions of rural forest and coastal dwellers as a result of environmental damage. The consequences of the loss of these options include undervalued resources that encourage the private sector to harvest beyond the regenerative capacities of forest and coastal ecosystems, an inadequate system of centrally administered natural resource management policies, and an uneven development process that continues to marginalize the poor.

Under the rubric of the Forest and Protected Areas Management activity, in-country training is planned for protected area management personnel, and the training of local government, NGO personnel and community resource managers to promote the adoption of sustainable land use. The Coastal Resources Management effort plans a wide variety of skills development and training efforts including local community training in mapping methodologies, community development, mangrove planning and management, advocacy and fund raising. The Agricultural Resources Management activity includes the training of Pest Observers, Field Extension Workers, farmer and farmer trainers and the development of education and training programs for farmers, NGO field staff, consumers and provincial-level regulatory officials on pest-management technology development. The Biodiversity Conservation Institutional Development activity will, through a cooperative agreement with USAID's Biodiversity Support Program (BSP), provide grants to local NGOs for local biodiversity conservation enterprise efforts, conflict resolution, policy analysis and training programs. BSP also plans to provide direct training to local NGOs who will assist in biodiversity conservation activities.

How is training linked to other resources?

The training activities are strategically linked to a variety of technical assistance resources. For example, the Biodiversity Support Program will supply a number of grants to finance training and skills development. In the Coastal Resources Management activity, USAID will supply grants for on-site training and administration projects. Technical assistance will also be provided to the Biodiversity Conservation Institutional Development activity through the Biodiversity Support Program (BSP).

How does training contribute to strengthening of institutions?

RP team members and contractors view the strategic value of training as producing not only skilled individuals but also strengthening the organizations through which training and skills development

programs are conducted. IPM training programs, for example, do far more than assist rice farmers to eliminate pests from their rice paddies without pesticides.. They also directly lead to strategic development thinking at the local level and environmental management and advocacy efforts at the local level through NGOs and community organizations. IPM strategically plans how training centers should disappear once they are no longer necessary.

What help will programs need during the next five to eight years?

This review of the training activities planned under Strategic Objective 3 leads us to the following conclusions on what help the Results Package teams might use in the future:

- Plans indicate only a few persons will be sent overseas for long-term participant training during the next five years as related to this Strategic Objective, thus placing little strain on the PTU. ADS mandates, however, that these in-country training programs be entered into the database of the Mission and USAID, and updated regularly.
- Care should also be taken to express indicators for training as "performance indicators" but only at the appropriate level. For example, under P.O.3.3.3, one Unit of Measure for the Program Outcome "Improved Policy Development and Implementation" is "Number of women in workshops, seminars, training programs." The most important point regarding this example is that no obvious training indicator is even required at the Program Outcome level. Since the indicator statement itself is "Increased women leaders in all aspects of natural resources management," a unit of measure that is more appropriately linked with the indicator might be "the number of women from specific, named organizations who are in key leadership positions in those organizations."

Strategic Objective #4: Strengthened Urban Environmental Management

The Strategic Objective comprises three program objectives:

- Adoption of new policies and practices to facilitate decentralized financing of urban environmental infrastructure
- Wider adoption of improved practices in urban environmental infrastructure service provision
- Adoption by government and industry of policies and procedures to reduce industrial damage to the environment and promote cost-effective use of clean, renewable energy.

What are the training activities leading to Program Outcomes?

The training activities in the Results Package related to each program objective are handled by contractors working exclusively on that objective:

Urban services financing

The Municipal Finance Project (PACD 9/98), contracted through Research Triangle Institute (RTI), covers training for urban managers in planning of urban services financing mechanisms.

Public-private partnerships

The PURSE Project (PACD 9/98), contracted through Chemonics International, covers training in public-private partnerships (PPP) for urban managers. The training addresses a concept new to Indonesia, that of public-private financing, and how to put it into practice. This covers the concept of the public-private partnership, the infrastructure project life cycle, financial and risk analysis and the negotiation and preparation of contracts.

Urban environmental care

At the time of the consultancy, the third program was being split into two sub-outcomes: energy and industry. Training under this PO is being addressed through the centrally-funded Energy Training Program (ETP) working with its contractor, Institute of International Education (IIE), and through the Natural Resources Management project.

- **Energy:** While the World Bank's support for energy sector restructuring in Indonesia focuses on power generation, USAID support focuses on improving efficiencies in energy distribution, where a) the bulk of all energy costs are located, and b) where USAID's competitive advantage in TA and training can make the largest impact. The transition from the central government's role as prime buyer and distributor of energy in Indonesia requires skills upgrading for energy producers as well as the purchasing utilities.

- **Industry:** Within this RP, the NRM project includes ICIP (Indonesia Cleaner Industrial Production). It seeks to promote clean industrial production practices through demonstration activity in factories in three sectors, so far. It also provides technical assistance to selected industries in these sectors. Through mid-1997 ICIP will focus on voluntary industrial audits. In the design stage, the CLEAN/Industrial activity will focus on energy audits and technical assistance for pollution abatement policy formulation.

How does training address human capacity constraints?

Overcoming human capacity constraints is critical to the strategy of each program.

Urban services financing

The importance of correcting human resource constraints in the achievement of the Program Outcome 4.1 is clear. Not only are the current municipal and provincial Level II human capacity needs being addressed through the Urban Management Training Program (UMTP), but the future capacity to assure required competencies is being addressed through both the institutionalization of UMTP and efforts to integrate urban finance studies in the nationwide system of schools of planning. The latter effort encompasses an effort to involve the World Bank, given the long term nature of the effort and the relatively short remaining time for USAID in Indonesia.

The training design is based squarely on a "strategic" analysis of the competency standards required, and pointedly covers not just the technical content but strategic skills for municipal managers --analysis, team work, decision-making-- required in making local environmental financing policy decisions.

Public-private partnerships (PPP)

Because PPP is new, the project seeks to help mayors and their technical and financial deputies to develop the "PPP mind set"; that is, it helps municipal decision-makers, who are mainly technicians and engineers, to manage the entire process of developing all aspects of a project, rather than focussing mainly on the technical aspects. Short term US study tours have been used to introduce the concepts and promote buy-in to the concepts of PPP. Detailed skill building via the PPP program takes place in-country.

Urban environmental care (energy and industry)

The energy RP seeks to increase the share of renewable energy technologies installed by independent power producers created as a result of PLN privatization and decentralization. Training for PLN managers (for the most part technicians/engineers in management positions) focuses on developing financial skills rather than on strengthening technical performance. Courses sponsored under ETP include "Electric Power Restructuring and Reform" and "Private Power Project Financing."

The RP provides technical assistance, analytical support, training, demonstrations and information services promoting voluntary adoption by polluting industries of CP systems and technologies. Seminars present concepts of clean industrial production for both GOI and industrial leaders. Training helps firms to meet GOI emissions targets, policies which have been supported by USAID technical assistance.

How are training activities linked to other resources?

In all of the RP, training is closely linked to the provision of technical assistance. The training in the public-private partnerships framework (PO 4.2) for the appraisal and approval of privately financed urban infrastructure projects complements project technical assistance in policy reform, and together have made possible demonstration "financing deals" in several cities (3-4 have been concluded, and another half-dozen are in negotiations.) The widespread training which is expected to occur, once the demonstration activities have been promoted to other municipalities, will be carried out through the same channels as the UMTTP courses--the PPP course is one of the modules in the collection of courses which is being institutionalized in this manner.

How does training contribute to the strengthening of institutions?

Training contributes broadly to achieving program objectives.

Urban services financing

The UMTTP was organized to overcome weaknesses in urban finance training, judged to be a major constraint to the success of decentralization of urban finance efforts, and also to overcome habitual critiques of "project-related" training benefits being unsustainable. (That is, when the *project*, rather than a permanent ministry structure, is the anchor for training activity, courses and programs created during the project tend to be abandoned when it ends.) Perhaps because UMTTP is housed within the ministry, the national training coordinator has described the focus of the program in relation to the GOI Sixth Five Year Plan, rather than as an activity solely related to USAID's Program outcomes. Training objectives and targets are nevertheless covered in the annual work plans submitted to USAID.

The program, which targets over 200 municipalities, with priority given to 38 medium-size cities, has become mandatory for all municipal planners and mayors, and is being integrated into the syllabi of three universities' programs, and within the ministry's own employee training system, on a course by course basis. The development of the courses themselves is being institutionalized, as well, with the entire development cycle of needs assessment, design, testing, training of trainers and trainee feedback loops.

The level of complementary US training is low, given the focus on developing local capacity, and will remain low - about five people per year. Long term training is not envisioned (despite the substantial impact which US- trained professionals have had on policy development). Short term training in the US, especially observation/study tours, has been used, though study tours will be limited in the future to mid-level managers given the lower perceived rate of return of Director General-level study tours. At this level, it becomes politically more difficult to design a study tour as a learning experience linked to performance improvement.

Public-private partnerships

As noted above, the PPP program is being developed, tested and institutionalized within the Ministry of Home Affairs-mandated training package. Local consulting firms were hired to work with the project to develop the course content and materials; carry out a training of trainers central government officials, deliver several pilot programs with local policy makers and the project committee. Finally, the revised

program will be rolled out on a national basis to local government officials.

Energy

USAID seeks to build the institutional capacity of PLN through technical assistance to implement policies, frameworks and financial mechanisms supporting power sector restructuring and effective privatization. USAID also supports an ETP Alumni Association, which is part of a national network of energy and environment professionals. It provides electronic linking capabilities, data and information sources, as well as professional enhancement seminars. The momentum created through USAID-sponsored training and technical assistance can be sustained, in part, through such professional networking.

Industry

In addition to strengthening each assisted firm's environmental monitoring and control capacity, this RP also contributes to strengthening local consulting firms' ability to provide training and other services to industrial firms to meet pollution abatement regulations.

What help will programs need during the next five to eight years?

Support for strategic functions

Because the energy section of this RP currently receives support through the centrally-funded Energy Training Program, in training needs assessment, training program development and delivery, as well as with its ETP Alumni Association, no additional support is required.

Other RP's under this SO did not express the need for assistance with strategic functions.

Support for operational functions

US training placement support will be required for all but the Chemonics and ETP trainees, which cover this function. However, all US and third-country trainees will continue to require processing assistance.

A request for flexibility in English language requirements was made from the Energy RP, which noted that, were the English test limited functionally to energy-related content rather than being geared to generalists, more people in this sector would have been cleared for participant training.

Strategic Objective #5: Increased Effectiveness of Selected Institutions Which Promote Democracy

How does training address human capacity constraints? How is it related strategically to other resources in the Results Package? How does training contribute to the strengthening of institutions?

SO5, with one Results Package within it, functions quite differently from all other SO's, in that the sole stated resource in the RP is "funds." Grants (under the current project SDI) fund a negotiated collection of outcomes or outputs at the grantee level, such as "number of campaigns addressing women's issues," or "number of independent articles about grantee NGO activities reported in the Indonesian media - articles can be favorable or not." This funding of outcomes is quite different than the previous approach of funding (under the outgoing project SID) on-going activities of selected NGOs. In this sense, SO5 is currently the only fully "re-engineered" of the five Mission SO's. Therefore, training as an input used to improve partner institutional performance is not an element specifically managed under this Results Package. The grantees are left to decide a) whether human resource constraints are an issue in their ability to attain results, and b) whether and how to use training to address human resource constraints. The grantees are contracted for certain results within the USAID results framework, and not to simply strengthen the grantees' capacity to "strategically" manage their activities. While USAID program and grant managers judge the links between inputs and outputs/results at the grant proposal stage, the focus moves quickly to the attainment of outputs and grant financial management, and away from the management of inputs. SO5 result tracking systems track outputs--not inputs to the grantee.

Under Program Outcome 5.3: "Enhanced capacity, reliability and responsiveness of selected NGOs," participation in training programs is used as a measurement for indicator 5.3.3: "strengthened management and planning capabilities of grantee NGOs." In this case, numbers of staff trained is assumed by RP managers to mean "trained successfully, and applying the skills" and is targeted most often to the ability of the NGO staff to comply with USAID grant management requirements. Normally, numbers of staff trained as used with this indicator are considered output measures, and do not therefore describe a true result of training--showing increased capacity. "NGOs having complete documented and operating management systems..." as listed in SO5 tracking tables is a sufficient descriptive measure by itself.

For FY 1996, SO5 anticipates fewer than five US training actions, among these sending two GOI employees to a US-based advocacy training course, based on a GOI request. Such an activity does not strictly link to any of the program outcomes listed under this SO, though RP management notes that while the activity may not contribute in any large way to changing GOI perspective, neither will it impact negatively on progress toward SO attainment. No long term US training is currently planned; one request for funding of long term training was recently considered, but has since been withdrawn.

What help will programs need during the next five to eight years?

Little or no assistance, apart from processing participants for US or regional training, is anticipated by SO5 and RP managers.

Implications for Mission Training Support

In this section we present a standard list of training management functions which shows both the strategic and operational aspects and recap the support that the SO and RP team members noted that they would continue to need. We then inventory the *givens* under which the Mission will operate in the “transition” years to come, and lay out several scenarios for Mission training support, noting advantages and disadvantages of each possibility. Finally, we present our recommendations, based on the information currently available. It should be noted, however, that this consultancy was not intended as a comprehensive review of Mission training management practices, which would have entailed more detailed estimations of training processing volume, as well as a detailed analysis of PPS/HCD current and future expected performance. Nevertheless, we can point to general training support needs given the data available at this time, and overlay this with the current and future staffing patterns of the PPS/HCD.

Required Training Management Support

“Training for results” requires attention to both the strategic and operational aspects of training management. The following is a recapitulation of standard training management functions:

Training Management Functions	
<i>Strategic Functions</i>	<ul style="list-style-type: none"> - Assure organizational “analyses” to furnish institutional competency standards and determine the general need for “training” activity - Undertake training needs analyses to furnish scope of training (specific needs of targeted trainees) - Develop a) training objectives and program outlines and b) plans for application of training to further organizational capacity - Monitor a) training activity--quality control, b) application of skills to job, and c) effect on institution
<i>Operational Functions</i>	<ul style="list-style-type: none"> - Consolidate annual overseas training numbers, dates - Monitor compliance with ADS, communicate with AID/W (\$, gender, HBCU) - Prepare funding documents and track expenditures for SO, RP management uses - Administer processes for visa, medical, language testing and training, admissions tests, insurance, travel, allowances - Communicate with US-based placement services - Maintain returnee database - Administration for trainees in Indonesia sponsored by other USAID missions

Recapitulation of SO, RP teams’ expressed needs for support

We asked each SO and RP team, as well as contractors, whether and what kind of support would be needed in both strategic and operational aspects.

Strategic support

- No SO or RP teams expressed the need for additional support in linking training activities to SO results, but said they would consider using additional guidance materials if available and easy to use.
- Mission-wide, interest was expressed in help developing appropriate quantitative and qualitative training indicators.

Operational support

- All SO team members, with the exception of SO#2, felt that the absence of US-based training placement support could safely be handled by the technical contractors within each RP. Placement support was a concern for cases where there is no technical contractor either in Jakarta or in the US, as with some centrally funded activity managed by the Mission.
- All SO teams acknowledged the need for continued support for processing of participants for US and third-country training.
- Many SO team members expressed a desire for more flexibility in programming and monitoring than what ADS 253 appears to allow.

Options for organizing training support

We have noted the following givens, and made assumptions about the conditions under which the Mission will organize training support through the transition period. As is the case throughout the Mission and the Agency, the challenge is how to do more, or at least the same, with fewer resources.

- No new funds are expected to be available for training support activity, either in the Mission or through Global Bureau.
- As of September 1997,³ the PIET (Partners in International Education and Training--the US-based placement contractor) support contract for US placement and monitoring of trainees will come to an end. In its place, a new G/HCD mechanism called Global Training for Development, which requires Mission to contract for services, will be awarded. This is the "single training contractor" concept described in ADS 253.
- Most current RP contracts, however, do not cover placement of trainees in US training programs. [Some do, however, such as Chemonics.]

³ Originally scheduled to come to a close in September 1996, the current contract has been extended by one year.

- There is an overwhelming trend towards in-country training, due in no small measure to the desire to “institutionalize” HCD activity, as well as to the determination that long term investments are not required for the results currently envisioned.
- The only umbrella Mission training project is coming to a close in June 1996, and will not be renewed. All SO teams are aware that all training funds must be generated out of the SO activities.
- Current training and education staff will decrease immediately by one USDH and one PSC; the PPS/HCD staff will probably decrease through attrition by two additional slots over the next three years.
- Opinions of SO team members that no new structures need to be created for training support, nor should new funds be allotted towards this.
- ADS 253 requires a single training contractor to cover all Mission training activity, to be used across SO’s, in order to assure uniform quality of training and training services. However, this requirement may be waived under certain circumstances, including the Mission being in “transition” status.

Options analysis for mission training support through transition

Preliminary discussion points for the main options which have so far been put forward.

Option 1: ADS-mandated single contractor; contractor hires current PPS/HCD staff; contract covers both strategic and operational

Advantages: Compliance with ADS 253 (though waiver of this requirement is possible in transition missions). Learning curve for contractor is low because PPS/HCD has processing skills and USAID/I’s participant training institutional memory.

Disadvantages: PPS/HCD staff need to develop strategic skills. No funding available. Multiple current training contracts would have to be terminated.

Option 2: ADS-mandated single contractor with completely new staff; contract covers both strategic and operational

Advantages: compliance with ADS 253 (though waiver of this requirement is possible in transition missions).

Disadvantages: PPS/HCD’s “institutional memory” is lost, learning curve for new personnel is high. No funding available.

Option 3: GO/OTO takes over all processing; Mission assures strategic management

Advantages: Language, testing and travel administration capabilities exist. Agency and Mission value promoting and developing local capacity to undertake development management activity.

Disadvantages: Current OTO management capabilities have been questioned by Mission staff. Moreover, OTO serves only a relatively small number of training clients. Some participant training processing functions (for example, PIO/P's and visa requests forms) can currently be legally signed by USDH personnel only.

Option 4: RP contractors manage all aspects of training, including processing and strategic management

Advantages: RP's contractor staffs have demonstrated capacity to manage the strategic aspects of programming training, working with RP teams.

Disadvantages: US placement and monitoring support is not currently in most contracts (though it is in at least one contract - Chemonics). Adding this to all Mission contracts would take valuable Contracts Office and contractor time. However, given the low volume of US training over the life of most Mission contract, contractor may be persuaded to provide this service without contract amendments. If this is the case, Mission would need to provide guidance to such contractors in placement regulations and data exchange. The same issues noted above (in option 3) regarding USDH involvement.

Option 5. Use current PPS/HCD for operational management; RP team and contractors for strategic management

Advantages: Current PPS/HCD staff have all required skills, systems and contacts to continue local processing and tracking functions (including PTMS) for US and third-country training, as well as to support participants in Indonesia sponsored by other USAID missions. RP teams and contractors have demonstrated capacity to strategically manage training inputs. PPS can provide oversight of strategic planning and monitoring.

Guidance on both strategic and operational issues, best practices, etc., is available and can be provided to RP teams and their contractors, sometimes through PPS, or from AID/W core sources (such as RF-Net, PRISM successor, HCD/HETS, HERNS, training services of centrally funded technical activities, for example: Costal Resources Management, which SO#3 already uses).

Disadvantages: US placement will not be covered unless RP contractors are willing to add this responsibility; even if contract amendments are not required, a certain amount of negotiating on this count will be necessary.

We recommend that the Mission choose Option 5. The volume of US training, the decreasing number of contractors, and the tendency of USAID in Indonesia to closely package technical assistance with training--all point to the adequacy of current Mission structures to cover both operational and strategic aspects of training management. Requirements for a single training contractor in order to assure quality standards and ADS 253 compliance may be waived in the case of transition missions; we agree that using scarce Mission funds for a new structure in this transition phase is not appropriate or required.

We feel that the current PPS/HCD staffing level is adequate to cover the operational management requirements over the next three to five years; however, this is a general opinion and not a recommendation, in light of the inability of the RP teams to project much further than shown in the table the numbers of US and third-country trainees to be processed during this period. We do not think that the staffing is excessive, given the increases in in-country training, and the need to provide contractors guidance on ADS 253 issues. The table below indicates both available numbers of trainees and numbers of PPS/HCD staff.

<i>USAID/Indonesia Training and PPS/HCD Projections (partial)</i>							
	<i>FY '95</i>	<i>FY '96</i>		<i>FY '97</i>		<i>FY '98</i>	
		<i>US</i>	<i>TC</i>	<i>US</i>	<i>TC</i>	<i>US</i>	<i>TC</i>
SO # 1		7	5	15	10	0	0
SO # 2		21	157	0	27	0	23
SO # 3 ⁴		n/a	2	n/a	n/a	n/a	n/a
SO # 4 ⁵		40	3	9	n/a	5	n/a
SO # 5		2	0	n/a	n/a	n/a	n/a
Total	388	(incomplete)		(incomplete)		(incomplete)	
Estimated PTU staffing levels (planned decreases through reassignment, contract completion, retirement, etc.)							
All levels	5	5		4		3	

Country training plan

The purpose of a country training plan

The purpose of a country training plan is to coordinate the timing, the processing, the budgeting and placement of participant trainees. ADS 253 requires that the entity responsible for training (HCDM, SO teams or contractors) “develop an annual training plan that coordinates the training activities of SO teams and contains a mission-wide cost containment plan or strategy.”

In practice, the purpose of the training plan to PPS is not so much to coordinate activity, but rather to assist the PPS/HCD to forecast levels of support it will be required to provide in the course of a year. When the bulk of US training was degree training which required long lead times, this was an

⁴ Figures available reflect CRM activity only.

⁵ Figures available reflect PURSE, ETP and UMTF activity only.

indispensable planning tool. With the bulk of US training now non-degree programs, shorter lead times are required. The coordination utility of the plans is less of an issue now that the GPT II project has come to a close, and SO and RP teams and their contractors count less on the training unit to coordinate training.

Cost containment issues

Cost containment issues are more acute when the portfolio of Mission training events is heavier on the US and third-country than on in-country activity; cost differences are enormous. Given that the vast majority of USAID Indonesia training activity (indeed, its major focus) is on in-country activity, the cost containment issues are less those of US versus in-country, and more concerning how best to be as cost efficient as possible across Results Packages involving training. RP managers should know when training in separate RP's is similar, or is supplied by the same providers, or when technical synergies are possible from the combination of training activities. The habit of sharing information among RP team members, and among contractors is an essential one. Data is available through PTMS showing where Mission monies have been spent, as well as the costs of programs, which is good input to RP managers interested in learning from other Mission training experience.

Training plan format

Individual training managers at the contractor level also have their own operational planning tools for in-country training as well as US/TC training. These tend to be much more detailed, tailored to the more detailed management tasks at the contractor level. Coordination among contractors and RP team members is important, however, and common tools for sharing training information so that the links between training programs, and between training and TA, are clear and can be coordinated.

For these reasons, we recommend that a) the *Mission* Training Plan be limited to annual or semi-annual tallies of US and third-country training projections; b) RP team contractors use common or similar activity/program training plans so that they can coordinate not just their actions, but coordinate the expected results of training.

Conclusions and Recommendations

The conclusions and recommendations derived from the preceding analysis are offered here.

Conclusions

In this section, we summarize the conclusions discussed in relation to each of the five Strategic Objectives. We present them under three headings:

- Managing the strategic functions of training
- Suggestions to RP teams for better tracking in-country training activities and their results
- Managing the operational functions of training.

Managing the strategic functions of training

Overall, the Results Package teams are managing the strategic functions of training well. Most training activities directly address human capacity constraints related to program objectives. These include simple skills training for hundreds of service providers and workers at the district and village levels; they also include more sophisticated training for policy analysts and managers at the provincial and central levels of ministries and in private sector organizations. Training activities are linked strategically with other resources, particularly technical assistance, which often entails training. And training is a critical component of building the key institutions and organizations in the sectors targeted by Program Objectives.

Several trends appear to contribute to the strategic effectiveness of training activities:

- Increasingly, training takes place in Indonesia, and often at or near the site where trainees work or live. This proximity helps ensure the relevance of training to performance.
- The human capacity constraints at high and middle levels have been reduced over USAID's 40 years of support to Indonesia. Thus, in-country training activities today benefit from the support of decision-makers and managers in these institutions whose direction supports the skills provided to lower-level workers.
- Aware that USAID's support has a foreseeable end in Indonesia, several RP teams are concentrating on building a sustainable capacity for training within ministries. Thus, these key institutions will be able to continue training trainers, developing training curricula and materials, and supporting the application of new skills and knowledge on the job.

Because the primary locus of training has moved in-country, some technical training issues are arising that cross Strategic Objective teams.

- Distance learning technologies have become a keen interest of a number of ministries, including the Ministry of Health and the Ministry of Industry and Trade, in both of which USAID has program outcomes. The introduction of the Internet in Indonesia and easy access to satellite

communications suggest that opportunities for spreading training more broadly and rapidly are here now. The JHPIEGO activity in this area might be a model for programs in other sectors.

- Programs in family planning, health, agribusiness, natural resources management, urban environment management, and democracy all rely in part on NGOs to implement training and other activities. Thus, training NGOs in how to sustain their activities beyond the period of support from USAID merits attention in each of these SO's.

It does not appear that Strategic Objective teams share with each other information and experience in these training-related areas. It might be a useful function of PPS to organize opportunities for sharing and for exploring available support from USAID/Global.

Need for better tracking of training and performance

The most prominent area in which Results Packages reveal need for improvement is tracking the links between training and performance.

Different offices require information on training for different purposes. Some require information on the scheduling and costs of training for the purposes of planning and budgeting. Most training plans provide information for these purposes: they lay out information in terms of how many people will be trained, when, where, and at what cost. They do not explain how training contributes to results.

Results Package teams, however, need information on how training is affecting individual performance--reducing human capacity constraints. Achieving program level results depends on these individual-level and institutional-level results. A simple table can be used in planning and in monitoring to track the relationship between training and performance. An illustrative table is provided in Annex 2.

In the following section on recommendations, we make specific suggestions for tracking the links between training and performance.

Managing the operational functions of training

The reduced volume of U.S. participant training, the decreasing number of contractors, and the tendency of USAID/Indonesia to closely package technical assistance with training, point to the adequacy of current Mission structures to cover both operational and strategic aspects of training management. The PTU should be able to continue handling operational matters, even though its staff will be smaller than it is now, and Results Package teams and contractors are able to implement and monitor strategic matters.

Requirements for a single training contractor in order to assure quality standards and ADS 253 compliance may be waived for transition missions, and WE BELIEVE THIS WAIVER IS APPROPRIATE HERE.

The challenge for this mission is to build on existing strengths in its PTU and contractors to institutionalize training management "best practices" of both the strategic and operational order. The only procedure for which the PTU lacks resources is placing trainees in U.S. universities and other institutions. We see little, if any, need for this procedure in coming years. Options for taking on this

responsibility should be explored by RP teams with the view that U.S.-based contractors would take on the placement function, should it be required.

Finally, the PTU maintains a database on all US and third-country participant trainees (PTMS). PTMS is used in R4 reporting, as feedback to the RP teams as to confirmation of completed training, and whereabouts, including promotions, change in position, etc. of returned participants. PTMS data is used by auditors, by U.S. universities who are interested in verifying the list of their alumni, by visiting USG officials including the Deputy Secretary of Trade in identifying returned participants in commercial fields, and to put together the guest list for President Clinton's 1994 Economic Speech. PTMS produces graphic reports which is used in Mission presentations and briefings. As a team, we raise the question of what other uses (i.e., results tracking) USAID might make of the data.

Recommendations

From the preceding conclusions, we offer the following recommendations.

For the RP teams, including contractors

- **Monitor training in terms of results.** Use a table such as that in Annex 2 to monitor how training results in improved performance of key individuals and institutions. The Mission staff members of the RP teams should work with contractors to prepare a table that is specific to their own objectives, and the contractor should complete the table on a regular basis, perhaps as part of the annual work plan.
- **Develop better indicators of individual performance.** Indicators of progress expressed in numbers of groups or individuals trained should usually appear at the "input" or "program support" level of a Results Framework. At intermediate or "institutional development" levels of the framework, indicators should be expressed in terms of the improved performance on-the-job of those trained. Each training related indicator at the "input" level should have a corresponding indicator at the "institution-building" level. These intermediate level indicators link training to program-level indicators by demonstrating how training improves individual and institutional performance and capacity. (Some specific examples of these two levels of indicators are discussed in the section above on Strategic Objective #2.)

The figure in Annex 1 illustrates the relationship between training-related indicators and performance-related indicators. This figure also shows that the responsibility for tracking links between training and performance is the contractor's. The Results Package team leader should be kept regularly informed of how training has affected performance.

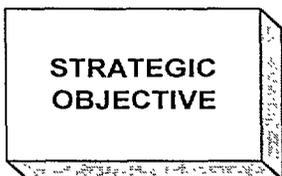
- **Make use of training agreements.** ADS 253 requires that missions enter into a formal training agreement for each training event with the trainee, his or her employer, the training contractor, and training providers. Though this requirement can be waived, we suggest that the RP teams do require that the training providers share a written list of learning objectives for each event with these stakeholders. This helps ensure that training is related to the trainee's job and that it is reinforced on the job.

- **Make better use of PTMS data.** ADS 253 requires the Mission to use PTMS to track in-country training activity. Use the PTMS data not only to meet the requirements for information of other USAID offices (numbers of trainees, numbers of female trainees, placements at Historically Black Colleges and Universities, and so on), but also to serve the purposes of RP teams. Determine information requirements through consultations with all those who furnish and use data on training, in-country as well as overseas. Format various PTMS reports for specific purposes, making sure that each report serves the purposes of those who receive it and does not burden them with data irrelevant to those purposes.
- **Take over the participant trainee placement functions.** The PTU will no longer have assistance from a contractor in the United States to place participant trainees in U.S. institutions. Thus, any new activities contracted under Results Packages which envision US-based training should contain provisions for placement services to be provided by the contractor.
- **Initiate workshops that pertain to training issues that cross Strategic Objectives.** We found some such cross-sectoral interests in the areas of institutionalizing training within ministries, using distance learning, and sustaining NGOs. The RP teams should take responsibility for calling these issues to the attention of the PTU, which can organize resources.

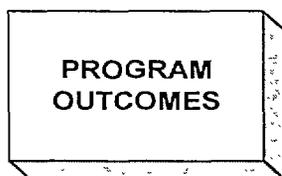
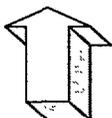
For the PTU

- **Manage training support operations.** Continue to carry out the operational functions of training as described in this report. Do not seek support from a contractor to carry out these functions. Based on the Mission's transition away from development assistance, request that the Mission waive the ADS requirement to contract for this support.
- **Rename the office.** Rename this office the "Training Support Team" and keep it within the Program Office.
- **Determine who should manage the returnee database.** Within USAID and beyond, determine the interest in and uses for the database on returned participant trainees. Based on findings, decide who (government, embassy, or other) should maintain the database during and after this USAID transition phase.
- **Assist SO and RP teams in strategic training support.** Follow through on requests from SO or RP teams to organize cross-sectoral workshops on common training issues (see the recommendation for RP teams). Explore resources available through USAID/Global.

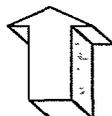
TRAINING RESULTS CHAIN



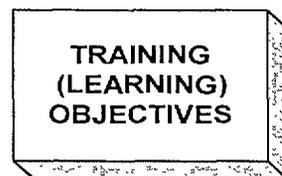
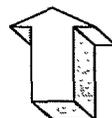
Contribution of training to attainment of SO is not explicitly tracked, since training is only one of many inputs



Contribution of training to attainment of PO is not explicitly tracked, though it may be apparent that training has contributed to it, through wording of indicators (referring to knowledge, skill or attitude)



Contractors (program managers in the absence of contractors) and partner institutions track the contribution of training to organizational performance; specifically, the application of new skills to work. Indicator refers to improved personal or group performance.



Contractors and training providers track the successful completion of training programs by participants through measuring the acquisition of skills, knowledge or attitudes. Numbers of training completions are useful as results indicators only to the extent that the rate of change or "coverage" of people needing trained is important. Otherwise, numbers are purely input/output measures.

Annex 2: Linking training to strategic objectives

Sample Strategic Objective: Increased agricultural productivity due to better natural resource management

HIGHEST LEVEL RESULTS (intended impact)		INTERMEDIATE RESULTS		
Key Intermediate Result	Intermediate Results	Improved performance of institution (primary expected change)	Improved performance of trainee (expected application of training)	Increased capacity of trainee (knowledge, skills, attitudes)
Natural resource management techniques understood and adopted by rural populations Local populations have better access to improved natural resource management practices	Local farmers have better access to technicians	Better and more training regularly provided by technicians to farmers	Technicians qualified in NRM technologies and adult training techniques	Technicians able to plan, implement and carry out farmer training sessions
	Increased number of NRM technologies being tested and validated	Increased number of NRM technologies being developed	Researchers regularly corresponding with colleagues in similar conditions in development of technologies	Researchers familiar with NRM techniques for similar conditions
		Traditional technologies and prevalent NRM practices evaluated	Technicians able to carry out RRA exercise	Technicians able to plan out RRA exercise
TIMETABLE				
5 years (short term) 7-9 years (academic)	3 years (short term) 5-7 years (academic)	2 years (short term) 4-5 years (academic)	6 months (short term) 2-4 years (academic)	Upon completion of training

2/9

Annex 3: Purpose and Scope of Training Activities in SO#2

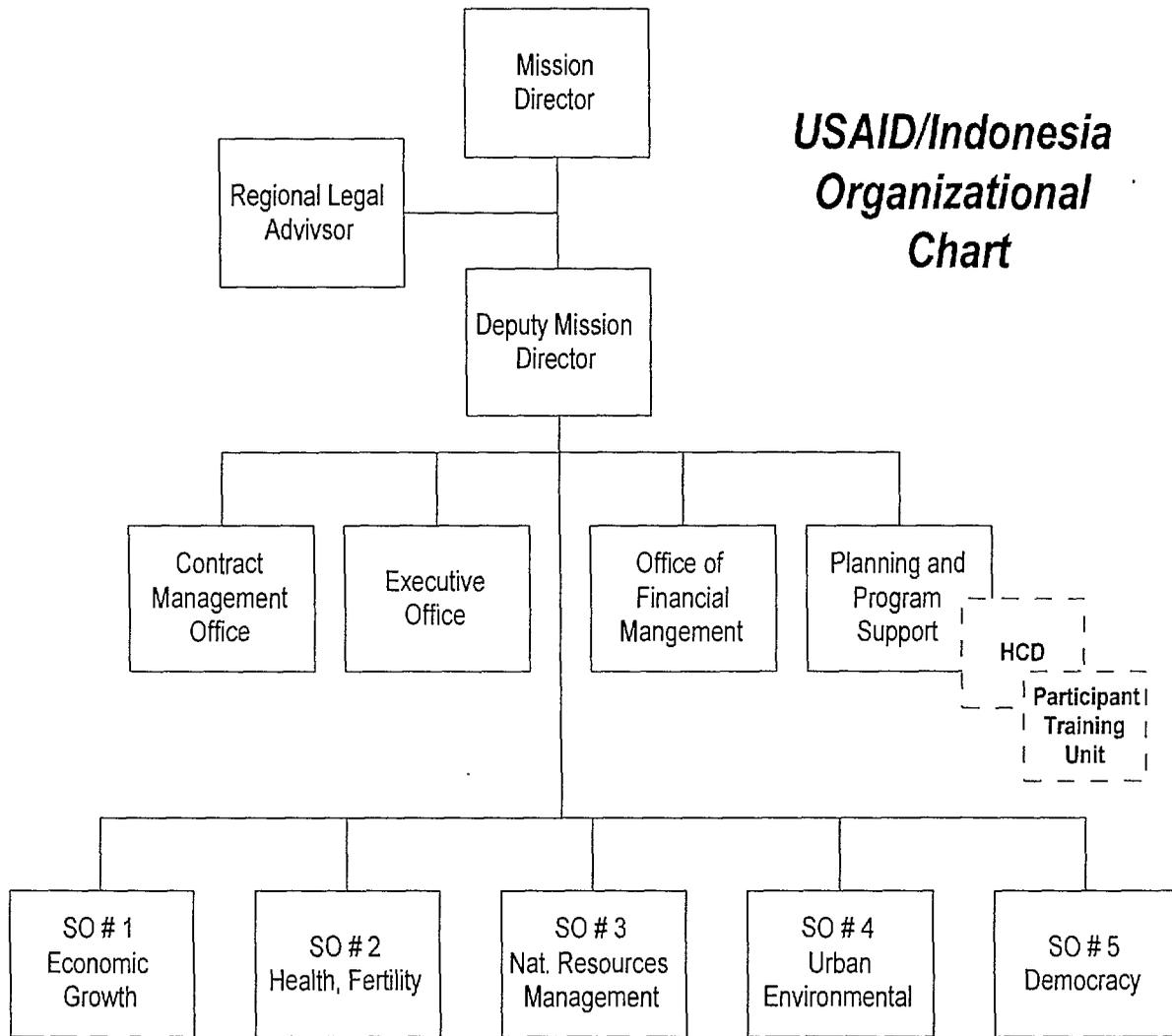
(This table does not have complete information on the purposes of training activities.)

Contractor	Training theme/trainees	Location	Estimated number					
			95	96	97	98	99	00
JHPIEGO	Clinical skills	Indonesia (I)	17					
	F.U. clinical skills	Jakarta	26					
	F.U. clinical skills	Surabaya	20					
	Advanced training skills	Indonesia	19					
	Consult meet: Developing NCTN	Indonesia	38					
	Coordination meeting PTC	Indonesia	35					
	Seminar cont. ed. /Village MW	Indonesia	50					
	Evaluation training workshop	Indonesia	25					
	CBT seminar for Fac. of Medicine	Indonesia	75					
	Clinical Infection Prevention	USA	3					
JHU/PCS	Non-clinical	Indonesia	239	150	115	60	30	30
	Non-clinical	Asia		30				
	Non-clinical	USA	1					
RAND	Non-clinical	Indonesia	24					
	Non-clinical	USA	7					
CEDPA	Non-clinical	Indonesia		60				
PROFIT	Non-clinical	Indonesia	314					
Pathfinder	Clinical	Indonesia	268	5,502	2,961	2,137	1,215	
	Non-clinical	Indonesia	206,099	48,846	51,299	17,856	4,118	
MotherCare	Midwives in LSS skills	Indonesia		160	140			
	Monitoring MCH program	Indonesia		185				
	GP doctors in ob/gyn	Indonesia		2				
	Doctors in ob/neonatal	Indonesia		50				
	RTI laboratory testing	Indonesia		3				
	IBI national in org. dev.	Indonesia		35				
	IBI provincial in continuing educ.	Indonesia		12				
	IBI provincial in peer review	Indonesia		50				
	IBI provincial in fundraising	Indonesia		17				
	IBI provincial in MIS systems	Indonesia			17			
	Dist. hospital staff in blood transfusion	Indonesia			2			
	Dist. health off. staff in management	Indonesia			9			
Health management	USA			1				

Contractor	Training theme/trainees	Location	Estimated number						
			95	96	97	98	99	00	
HAPP	Nat STD case mgmt guidelines	Indonesia		40					
	Study tour/internship	Indonesia		15	10	10			
	Nat. policy assessment, strat. planning	Indonesia		20	20	20	20	20	
	Modeling: AIDS, Minerva, AIM	Indonesia		20	10				
	Nat. conferences, workshops	Indonesia		20	10	10		10	10
	Radio/TV in AIDS prevention	Indonesia				20			
	Print media in AIDS prevention	Surab./Manad.			10	10			
	HCWs in new STD diag./treatment	Indonesia				30	30		
	Lab upgrading	Jak/Sura/Manad				30	30		
	STD/AIDS project mgrs in:	Indonesia			16				
	TOT in HIV/AIDS prevention	Indonesia			20				
	TOT	Surabaya				45			
	TOT	Manado				45			
	BCC (nat. level)	Indonesia			15				
	Counseling skills	Indonesia				15			
	(Nat level) in condom soc. marketing	Indonesia			20	20	20		
	NGO/outreach workers in condom social marketing	Jak/Sura/Mana				40	40	40	
	Sales forces in condom soc. mkt.	Jak/Sura/Mana			30	30	30	30	30
	Evaluation methodology	Jakarta			20				
	I.A.s orientation in HIV/AIDS	Jak/Sura/Mana			45				
	Management skills	Indonesia			30	15	15		
	HIV/AIDS subproject design	Indonesia			45				
	Annual coordinating seminars	Indonesia			40	40	40	40	40
	Proj. coord. (STD, condom, BCC)	Indonesia			30	30	30	30	30
	I.A.s in lessons learned	Indonesia					30		
	STD management	Thailand		1					
	Intl. conf. on AIDS	Thailand		5					
	TOT in HIV/AIDS prevention	Thailand			4				
	IEC message/material dev	Thailand			3				
	Comm strat & techniques	Thailand			3				
	HIV/AIDS policy study	Thailand			20	20	20		
	Intl. conference on AIDS	Canada			3				
	Intl. conference on AIDS	Philippines				3			
Intl. conference on AIDS	Asia						3	3	
Counseling STD skills	Asia			10	4				
Enter-education									

Contractor	Training theme/trainees	Location	Estimated number					
			95	96	97	98	99	00
SID	Non-clinical	Surabaya	40					
	Non-clinical	Asia	21					
	Clinical	Asia	1					
	Non-clinical	USA	2					
	Clinical	USA	2					
AIDSCAP	Journalists in IEC	Indonesia	10					
	IEC	Asia	2					
Health Sector Financing	Regulatory personnel	Indonesia		45	45			
	Family doctors/JPKM	Indonesia		60	60			
	Social marketing	Indonesia			40			
	Managed care	USA		13				

-52-



5/22/
96

Annex 5: Sources of Information for this Study

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LIST OF INDIVIDUALS INTERVIEWED

Strategic Objective 1 Team	Aji, Firman Norris, Mary Purvis, Malcolm Verhelst, Johannes
Strategic Objective 2 Team	Boedihardjo, Sri Carney, Joe Curtin, Leslie Dakan, Lana Kurniawati, Ratna Spaid, Barbara
Strategic Objective 3 Team	Nakastuma, Alfred Stoner, Ben Widianto, Agus Widjaja, Gunawan Yates, Andrea
Strategic Objective 4 Team	Alexander, Tim Leigland, Jim Kolker, Joel Setianto, Edi
Strategic Objective 5 Team	Brown, Allan Johnson, Mark Rendon-Labadan, Maria
Office of the Director	Moldrem, Vivikka Turner, Karen
Program and Project Support Office	Bricker, Gary Curtin, Andrew
PPS/Participant Training Unit	Grant, Stephen Kusdarman, Noalina Notohadinegoro, Indra Simatupang, Catherine Soebardi, Titiek Sutanto, Dian Tjitroprajitno, Rosaline Winarto, Isla
Other USAID/Indonesia USAID/Washington	Yvonne Hubbard, Consultant Ethel Brooks, G/HCD/FSTA Carol Pierstorff, G/ETP
Contractor Personnel	
Bailey, Laura	TIPP, Nathan Associates
Chalon, Trevor	Agriculture Policy Analysis, Research and Training Program
Dilts, Russell	IPM, FAO
Fletcher, Joe	ABD, Development Alternatives, Inc.
Musante, Paul	NGO Support, World Education Inc.
Soetojo, Hana	MFP, Urban Management Training Project
Thompson, Cliff	ELIPS, Checchi and Company Consulting, Inc.
Vogel, Russell	JHPIEGO