

NO - PAX - 05217  
ISP - 53996  
10/10/87

COMPREHENSIVE ASSESSMENT OF BKKBN'S EDUCATION  
AND  
TRAINING PROGRAM

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In Cooperation with USAID, Jakarta  
and  
BKKBN Center for Education & Training  
1986

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## ACKNOWLEDGEMENTS

I am indebted to many individuals who have played a significant role in the development of this report. My grateful appreciation goes to the BKKBN officials and staff at the Center and in the Provinces, who willingly gave their time and full support to the assessment team. I thank Dr. Haryono Suyono, BKKBN Chairman, Dr. Santoso Hamijoyo, BKKBN Deputy for Program Manpower Development and Drs. Soetedjo Moeljodihardjo, BKKBN's Deputy for Program Planning and Analysis, for being so kind to give their valuable time answering questions and explaining systems, procedures and policies. The Provincial BKKBN Chairmen and their Training Center's staff deserve special acknowledgment for their personal and official assistance and warm hospitality. Gratitude is expressed to the staff of BKKBN's Center for Education and Training who were most generous in supplying the assessment team with files, records and documents. I thank them, too, for their full cooperation and valuable assistance.

I am deeply grateful to the USAID-Population and Health staff-Dr. Emmanuel Voulgaropoulos, Chief, who gave generously of his time and knowledge; and to Mr. David Denman, Population Advisor, for his guidance and numerous helpful suggestions. I am also grateful to Dr. William P. Fuller, USAID Mission Director, for giving his valuable time for an interview.

I am tremendously indebted to Dr. Carol Carpenter-Yaman, Population Advisor, for giving me the opportunity to conduct this study and for her firm support and valuable assistance. Her thorough and patient editorial assistance in this report is also greatly appreciated.

I am very grateful to Dr. Tomas D'Agnes, BKKBN's Training Advisor and Consultant, Department of Education and Culture, for giving me the opportunity to go back into the field of training and research after two years of academic stagnation. I also thank him for giving willingly his time and the needed knowledge and information about this project.

My grateful appreciation also goes to Riris Nainggolan for her thorough and patient typing assistance on this report.

To the Indonesian assessment consultants with whom I worked to gather data and prepare the analysis. Dr. Iftikar Satalaksana; Dr. Bernadette Setiadi; Dra. Yanti Sugarda; Dra. Ietje Guntur. I give my warm appreciation for their cooperation.

Most of all, to my husband, who always said, "Go ahead, write." His kind understanding and constant encouragement helped a lot in making this report possible.

Finally, to our greatest informants - the BKKBN training participants - the assessment team has been privileged to interview. To them goes my grateful appreciation of their full cooperation.

LINA GUADIZ-PADMOHOEDOJO

## GLOSSARY

A P B D	Anggaran Pembangunan Biaya Daerah	Regional Budget
A P B N	Anggaran Pembangunan Biaya Nasional	State Budget
Balai Diklat		Training Center
BAPPENAS	Badan Pembangunan Perencana Nasional	National Planning Board
B I N A	Biro Pengelolaan Pegawai dan Tenaga Program	Bureau for Personnel and Manpower Management
B L N	Bantuan Luar Negeri	Foreign Aid
BKKBN	Badan Koordinasi Keluarga Berencana Nasional	National Family Planning Coordinating Board
Cabang Balai Diklat		Training Sub-Center
D E N A	Deputi Bidang Pembinaan Ketenagaan	Deputy Manpower Development
DIKLAT	Pendidikan dan Latihan	Training and Education
D I P	Daftar Isi Proyek	List of Approved Projects
D U P	Daftar Usulan Proyek	List of Project Proposals
G O I	Pemerintah Indonesia	Government of Indonesia
I P P A		International Planned Parenthood Association
P I L		Project Implementation Letter
P L K B	Petugas Lapangan Keluarga Berencana	Family Planning Field Workers
PULAP	Pusat Pendidikan dan Latihan Pegawai	Center for Education and Training for Civil Servants
PULNA	Pusat Pendidikan dan Latihan Tenaga Program	Center for Education and Training for Program Personnel
PUSDIKLAT	Pusat Pendidikan dan Latihan	Center for Education and Training
RAKERNAS	Rapat Kerja Nasional	National Workshop
S1	Sarjana Muda	Bachelors Degree
S2	Sarjana Penuh	Masters Degree

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## 1. INTRODUCTION

Since BKKBN's inception in 1970, the training function in support of the family planning program delivery has consistently been given high priority. Realizing the importance of providing adequate quantity of manpower possessing sufficient quality of technical and managerial skills needed to reach the program's social and demographic objectives, BKKBN has given considerable attention to Manpower Development through its training and education program.

A Center for Education and Training (PUSDIKLAT) was incorporated into BKKBN's organizational structure to manage and coordinate the massive training programs conducted at the BKKBN's Central and Provincial training centers. BKKBN is known as having the largest, most extensive training system in support of family planning anywhere in the world. Thirty seven training centers spread throughout 27 provinces staffed by more than 200 professional trainers who train about 60,000 persons per year demonstrate the BKKBN's training magnitude and complexity.

Manpower training needs are met by provision of a number of programs, from short term in-service training through overseas graduate training for more comprehensive knowledge and skills. To manage these training programs the BKKBN's PUSDIKLAT established training management systems to establish procedures and administrative guidelines for planning, implementing and supervising training programs.

A significant percentage of BKKBN budget has been provided by international donors, with a significant portion of these assistance directed towards manpower development. Since 1970, BKKBN's training has been a major focus of support of international donors particularly by the United States Agency for International Development (USAID). After more than a decade of continued financial support by USAID to BKKBN's education and training programs, the USAID and other agencies expressed the need for a comprehensive assessment of these training programs primarily as basis for future planning and direction.

Within this context, the BKKBN Education and Training program has been assessed in its entirety.

## 2. OBJECTIVES AND METHODOLOGY

### 2.1. Objectives of the Comprehensive Assessment

1. To conduct a comprehensive assessment of the Education and Training systems established at the BKKBN for short/long term in-country and overseas training. The systems to be assessed include the recruitment, selection, composition (in term of institution of origin, sex and level), placement, monitoring and assistance of participants during training, follow-up of participants upon completion of training, as well as overall management and administration of the program.
2. To assess the relevance of the training received in terms of the participants employment after training and in terms of the overall goals of the National Family Planning program.
3. To assess the status of institutionalization of the education/training systems within the BKKBN both in terms of its day-to-day operations and in terms of GOI financial support.
4. To assess all current and future funding needs and funding availabilities to the BKKBN Education/Training program.
5. To make recommendations for the near future (FY 87-89) and intermediate future (beyond FY '89) for financial, material and technical support needed for the Education/Training program from USAID and/or other donor resources.

### 2.2. Methodology

The comprehensive assessment of BKKBN's Education and Training program covered the 1972 to 1986 period.

The BKKBN's Training and Education program started in 1971, however the various BKKBN training programs started at different times, resulting in different periods of assessment.

The periods of assessment of BKKBN's training programs are as follows :

- a. Long term Overseas program is divided into two periods :
  - 1972-1982 period when USAID managed the program
  - 1983-1986 period when BKKBN assumed total management of the program

- b. Long Term In-country training program is also divided into two periods :
  - 1973-1983 - the first collaborative project assisted by USAID between the Faculty of Public Health, University of Indonesia and BKKBN, to offer degree training in the field of Public Health.
  - 1983 to present - BKKBN's In-country training expanded to various State Schools and Universities in Indonesia, assisted by USAID.
- c. Short Term Overseas Training program which includes seminars, study tours, workshops and conferences overseas, from 1971 to 1986.
- d. Short Term In-country Training program, which started in 1979 in Java-Bali Islands and was expanded throughout Indonesia in 1981.

#### 2.2.1. Data Collection Procedure

This comprehensive assessment used basically two means of collecting data tailored to the objectives specified in this project, namely : record and literature review, and interview. Literature and record review included reviews of all previous evaluations and assessments of the BKKBN's Education and Training program, including various papers and reports prepared about the program. A review of BKKBN's funding requirements and expected sources, as well as the funding availabilities of donor agencies were also done.

Similarly, interviews using pre-tested questionnaires and guided interview schedules were conducted in Jakarta and a sample of nine provinces in Indonesia.

#### 2.2.2. Respondents

Three types of respondents were interviewed, namely :

1. Training participants of BKKBN long/short term overseas and in-country training programs.
2. Policymakers and administrative officials from the Central and Provincial BKKBN previously and currently involved in Education and Training activities; technical assistants to the training program; and University officials.
3. Donor officials involved with the BKKBN training program.

**Table 1**  
**Samples of Respondents by Types of Training**

TRAINING PROGRAM	NO. OF TARGET	NO. REALIZED	% REALIZATION
Long Term Overseas	50	27	54
Long Term In-country	40	38	95
Short Term Overseas	50	18	36
Short Term In-country	65	43	66
<b>T O T A L</b>	<b>205</b>	<b>126</b>	<b>61</b>
BKKBN/Other Officials	65	58	89

Table 1 shows the target and actual number of respondents interviewed. A sample of 205 training participants representing each type of training (long/short overseas and in-country training) and 65 BKKBN officials including donor officials from Jakarta and the 9 provinces was targeted. However, out of the target of 205 respondents, a total of 126 training participants or 61% , were interviewed, and out of the 65 BKKBN and other officials to be reached, 58 or 89% were interviewed. The low percentage of realization particularly for long term overseas and short term overseas training was due to several reasons. Some BKKBN provinces could not trace the former training participants in their area. Some of BKKBN provinces contacted former training participants through letters, which proved to be an unreliable means to make an appointment for interviews. In some provinces, several of the training participants listed in the area were followed up at their place of work, but they were either out of town or just could not be found. Others were busy with other functions and could not be disturbed.

### 2.2.3. Instruments

Two types of instruments were constructed for the interview. One type was a structured questionnaire and the other was a guided interview schedule. Two pre-tested structured questionnaires were developed, one for the long term in-country and overseas training participants and the other for the

short term in-country and overseas training participants.

Guided interviews were also developed for BKKBN officials, Central and Provincial; technical assistants; and donor officials.

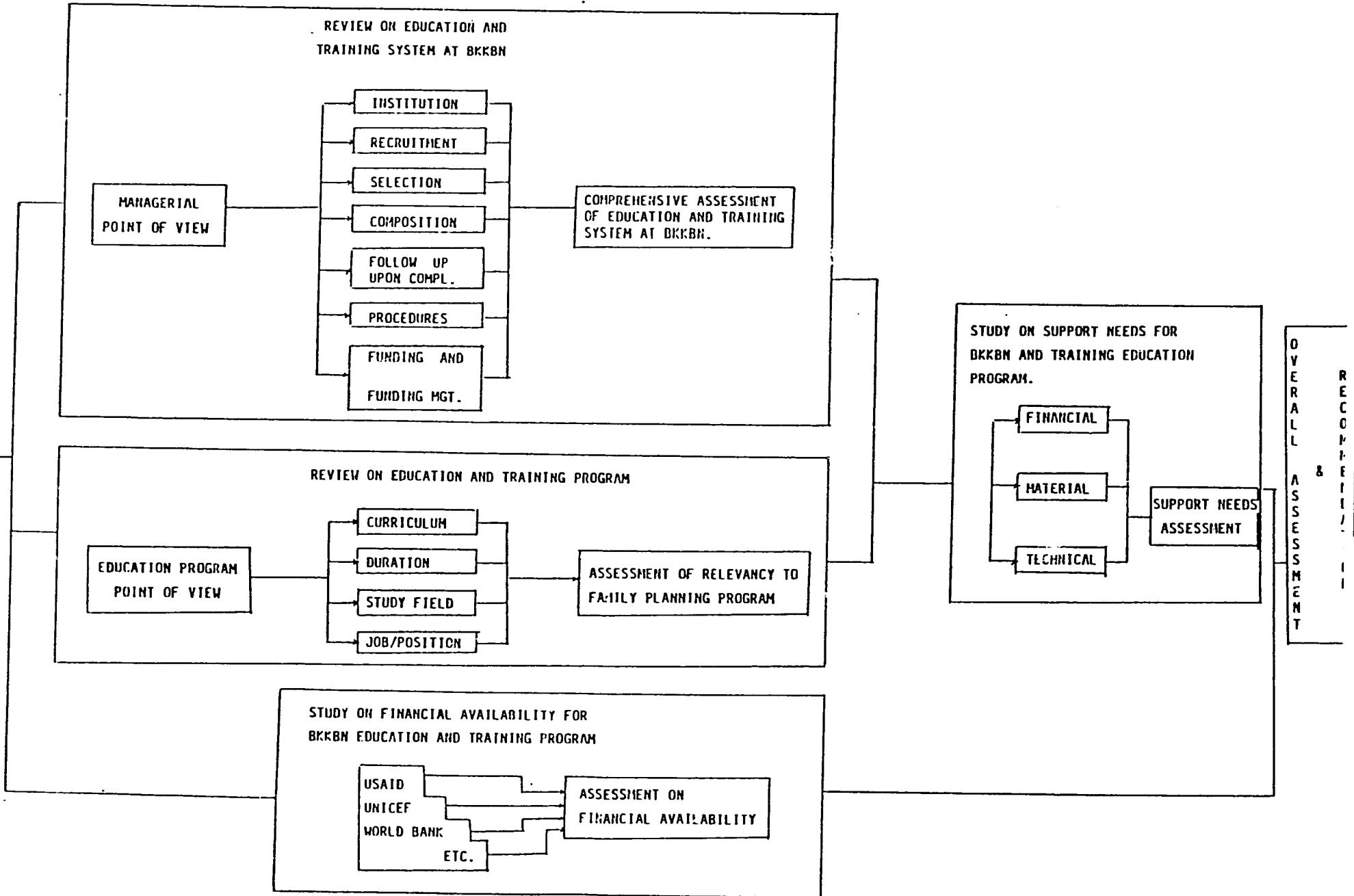
#### 2.2.4. Areas of Study

Interviews were conducted in Jakarta and a sample of nine provinces : (1) West Java; (2) Yogyakarta; (3) Bali; (4) West Sumatra; (5) North-Sumatra; (6) Riau; (7) Lampung; (8) East Nusa Tenggara and (9) West - Nusa Tenggara. These provinces were chosen based on the following guidelines :

1. Presence of long/short term in-country and overseas training participants and/or graduates;
2. Presence of varied training categories, and
3. Representation of BKKBN's phased program implementation strategy.

The framework for the analysis of data tailored to the objectives specified in this project is shown in Figure 1.

ASSESSMENT STUDY



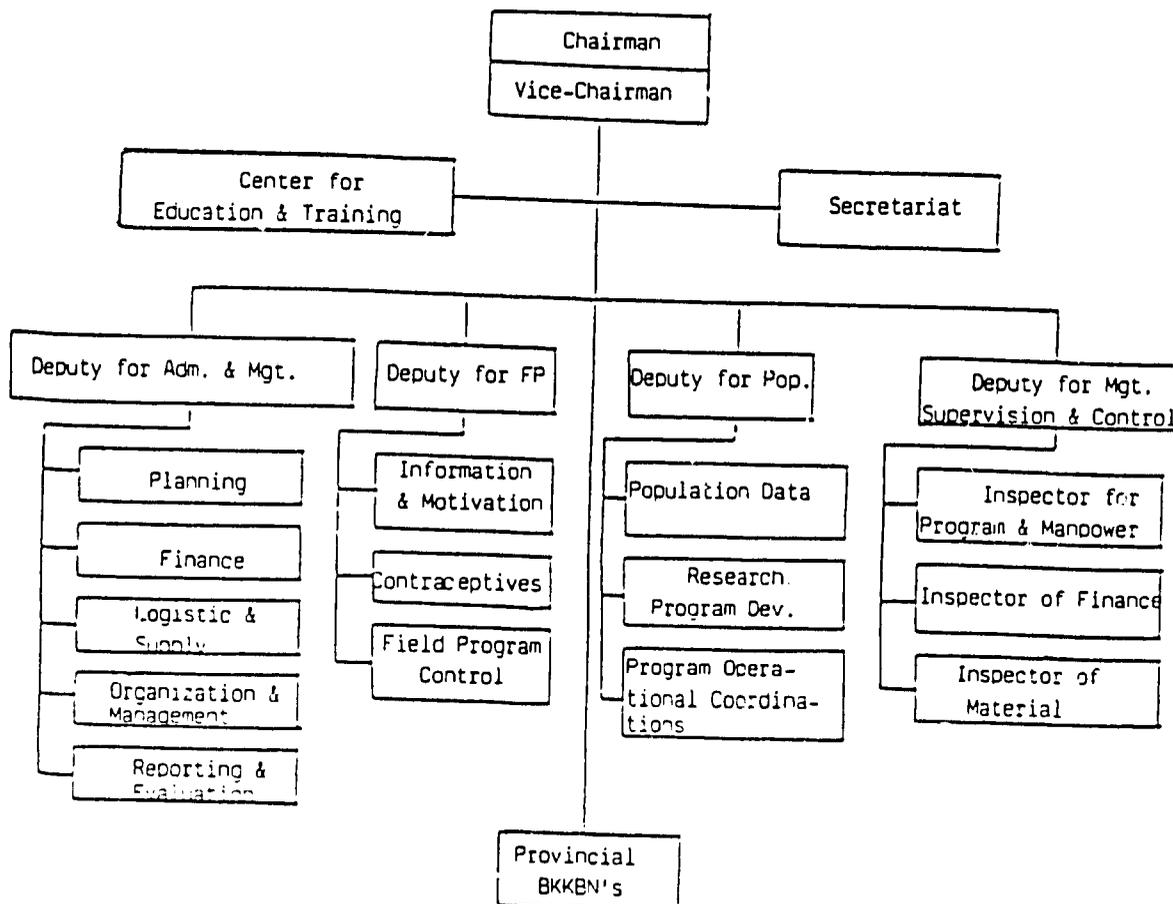
### 3. OVERVIEW OF PUSDIKLAT ORGANIZATION AND TRAINING PROGRAM

#### 3.1. Organizational Structure

Since the early 70's, the BKKBN's PUSDIKLAT has developed, evolved and expanded organizationally along with the BKKBN's expansion and re-organization. It was in 1972 that a Bureau for Education and Training was incorporated into BKKBN's organization structure. This Bureau, along with the Information and Motivation Division and the Contraceptive Service Division, was responsible directly to the Deputy for Program Maintenance. The BKKBN, beginning in 1972 began to coordinate and manage the training activities, but implementation remained with the International Planned Parenthood Association (IPPA) and the Ministry of Health.

In BKKBN's reorganization in 1978, PUSDIKLAT was established and was directly responsible to the Chairman and Vice Chairman of BKKBN. (Figure 2)

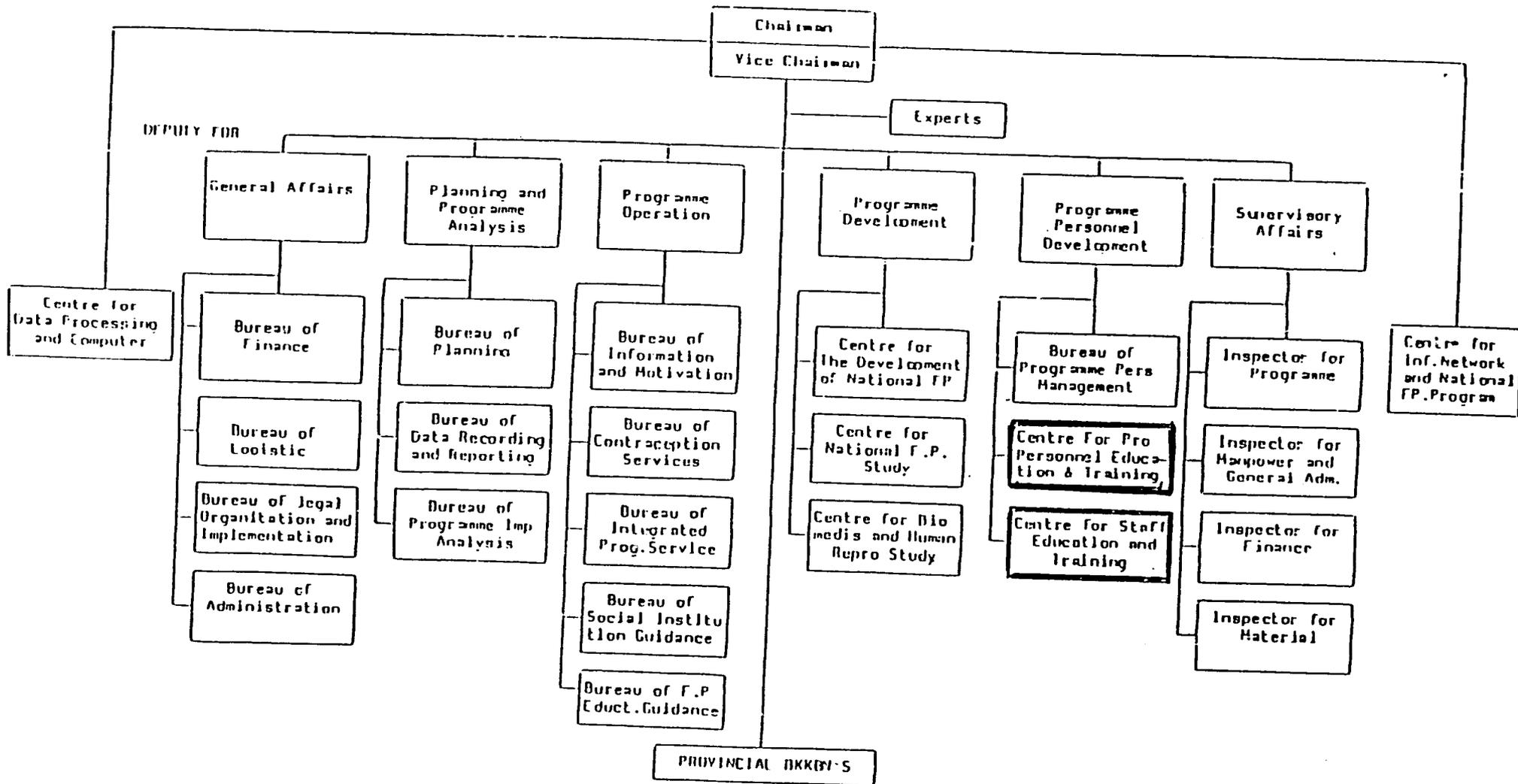
Figure 2  
BKKBN's Organizational Structure : 1978



The Center for Education and Training's advantageous position vis-a-vis the other central level bureaus as well as the provincial training centers, made the center better able to carry out its mandate for total management of BKKBN's training program. The Center for Education and training also provided technical guidance and administrative support to the provincial and sub-provincial Training Centers.

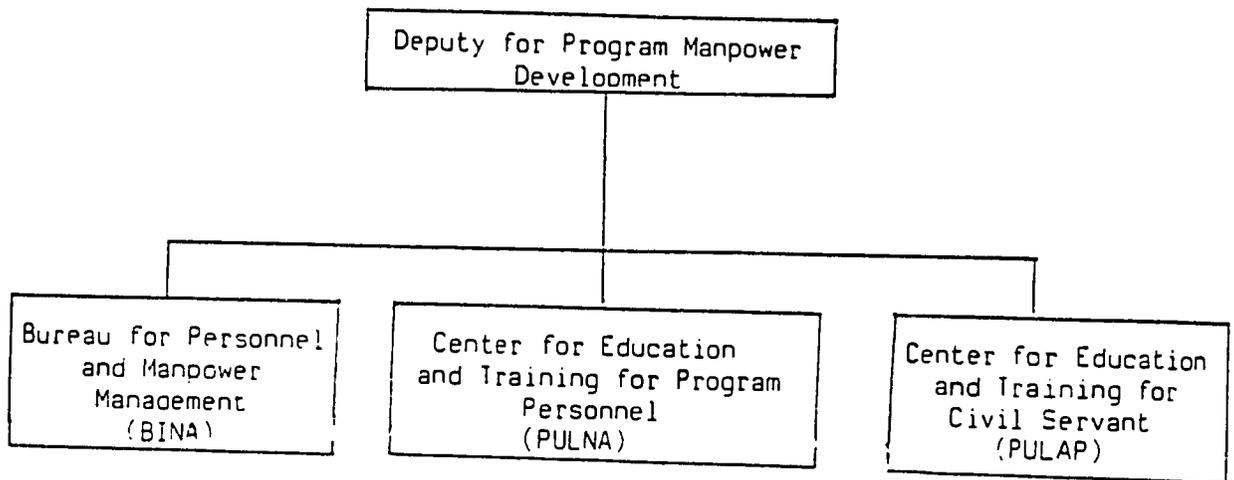
After some years, the organizational structure depicted in Figure 2, presented certain organizational constraints. For one, it made no arrangements for Manpower Development. Moreover, civil servant training from BKKBN personnel was becoming one of the priorities of the organization. The BKKBN's existing organizational structure had difficulty accomodating the increasingly heavy training workload, especially on the provision of graduate training to strengthen manpower in the family planning program. In the BKKBN's reorganization for PELITA IV, the Center for Education and Training was restored to a line agency with responsibility to the Deputy for Program Manpower Development (Figure 3).

Figure 3  
 BKKN's Organizational Structure : 1984



In the BKKBN's second reorganization in 1984, the Center for Education and Training established in 1978 was replaced by two new Centers for Education and Training, one for Civil Servant Personnel and the other for Program related manpower. To date, these two Centers together with the Bureau for Personnel Manpower Management, are directly under the Deputy for Program Manpower Development. A Bureau for Program Manpower Development was created to merge both the quantity function and quality aspect in one Division. (Figure 4)

Figure 4  
Organizational Structure of the Division for  
Program Manpower Development



3.1.1. Bureau for Personnel and Manpower Management

The Bureau for Personnel and Manpower Management is responsible for personnel issues relating to quantity of staff. This Bureau has developed a computerized personnel system to maintain complete personnel files in all current and projected staff which are essential in facilitating salary records and promotions. It also provides the personnel data base for transfer and redeployment of personnel in response to program needs.

3.1.2. The Center for Education and Training for Civil Servants

This Center focuses on training required before a person can officially become a Civil Servant (Latihan Pra-Jabatan), as well as compulsory in-service Public Administration training which must be completed by managerial personnel before they can advance to the next management echelon. There

are five levels of this in-service training with each training program covering 3-4 months duration.

In addition to this function, the Center for Education and Training for Civil Servants is also responsible for managing the long term in-country training program which started in 1973.

### 3.1.3. The Center for Education and Training for Program Personnel

The Center for Education and Training for Program Personnel is responsible for all program related training in support of the National Family Planning Program. This Center implements BKKBN's training policy and is responsible for establishing procedures and administrative guidelines for planning, implementing, supervising and evaluating training programs for about 250 types of personnel trained in 200 training categories at the BKKBN Center and Provincial Training Centers. In addition to these functions, the Center for Education and Training for Program Personnel is also responsible for all long term and short term overseas training as well as short term in-country training for foreigners.

### 3.2. PUSDIKLAT Training Programs

The Manpower training needs of BKKBN and its Implementing Units are met through short term in-country and overseas training and through the provision of graduate level training, in-country and overseas, for more comprehensive knowledge and skills.

#### 3.2.1. Long Term Overseas Training

The Long term Overseas Graduate training has been a major component of BKKBN's manpower development program since 1971. This program was provided by BKKBN in response to the need for more technocrats and managers needed for the National Family Planning Program. The United States Agency for International Development (USAID) is the major donor for overseas graduate training having supported 209 masters and 33 PhD graduates since 1972.

### 3.2.2. Long Term In-country Training

The in-country academic training for BKKBN staff and its Implementing Units started in 1973, with the aim of improving manpower capacity. Since BKKBN's long term in-country training inception in 1973, the United States Agency for International Development (USAID) has been the only donor for this particular type of training program, having supported a total of 156 undergraduate and graduate fellows; 103 Bachelors and 53 Masters.

Previous academic training for BKKBN and non-BKKBN staff was primarily in the field of Public Health through BKKBN's two collaborative Five Year Agreements with the Faculty of Public Health, University of Indonesia. This project supported a total of 77 BKKBN and non-BKKBN staff, 33 Bachelors and 44 Masters.

Majority of the graduates from the previous academic training (1974-1983) were from the Ministry of Health. The reason was that this academic training for BKKBN staff development through BKKBN's two collaborative Five Year Agreements with the Faculty of Public Health, University of Indonesia, was primarily in the field of Public Health, which has as a prerequisite academic background in biological and health sciences. Most BKKBN staff were not eligible for the fellowship because most of them have academic backgrounds in social and behavioural sciences. In response to the BKKBN's staff training needs, the Center for Education and Training developed a Five Year plan for in-country training for BKKBN staff at Grades III and IV levels in fields outside of Public Health. The fellowship was primarily intended for BKKBN staff at Echelon III and IV managerial levels whose academic credentials are not in accordance with their job descriptions. BKKBN adapted its personnel and staffing regulations to Government of Indonesia Civil Service criteria in the early 1980's. The current regulations state that persons at the Echelon III and IV managerial levels must have a minimum of a Grade III GOI Civil Service ranking which currently has as its educational requirement a Sarjana or S1 degree. Many persons in BKKBN recruited before that time who currently hold Echelon III and IV managerial positions still do not have an S1 degree and the lack of this academic credential limits the possibilities for their career advancement, and hence their potential contribution to BKKBN. In most instances these persons will be upgraded from Sarjana Muda (Associates Degree Level) status to that of Sarjana (B.A. Level), or S1, as per Indonesian

academic standards.

### 3.2.3. Short Term Overseas Training

The short term overseas training program has been one of the major training programs of the BKKBN's Overseas Training Division since 1971. Short term overseas training are usually in the form of workshop; training; conferences; seminar; and study tour, funded through BKKBN from several donor agencies, mainly through USAID; WHO; UNICEF; and the World Bank. Between 1971-1983, there were a total of 146 short term overseas participants, with family planning; public health; and administration as the common topics.

### 3.2.4. Short Term In-country Training

Short term in-country training is conducted at the Central and Provincial levels. At present, there are 37 training centers located in the 27 provinces of Indonesia. The three large provinces of Java Island : West Java, Central Java and East Java, have additional sub-provincial Education and Training Centers in strategically situated regencies, to meet the training needs of these densely populated provinces. Funds for building these Education and Training Centers came from World Bank Loan.

Several types of short term in-country training and education are offered at the BKKBN Center for Education and Training and its Training Centers. These are as follows :

1. General Basic (Pre-service) Training - is an initial training on the general orientation of National Family Planning program, intended for family planning service providers who have never been trained about the family planning program. Example : Training of village and sub-district chiefs, community/field workers, community volunteers.
2. Specific Basic Training - is an initial training specially related to a specific task within the Family Planning/program components. It is specially intended for those who are involved in the management and implementation of Family Planning program. This type of training is generally given to BKKBN personnel holding Echelon (Grade) III. Example : Planning course for BKKBN's Division Chiefs and its Implementing Units' staff; Field Operations for Chiefs of Operation Division; Administration Training for Chiefs of Personnel Division.

3. General Technical Training - is an initial or refresher training related to ones functions in the implementation of National Family Planning program. This training is generally given to personnel holding Echelon IV position.  
Example : Contraception training, IEC, financial auditing, personnel training and other activities related to National Family Planning program such as training of contraceptive services section; heads of Education and Motivation sections and others.
4. Special/skill (In-service) Training - is an initial or refresher training for those with a specific technical job.  
Example : training of midwives on IUD insertion, audio visual aid materials, project management and financial administration.
5. General Management Training - is an initial training on general management system which may or not be related to Family Planning program.  
Example : Program management training for Chiefs of BKKBN District level and Chiefs of the Implementing Units are examples of training with special connection with Family Planning program. Those training which has no connection with the family planning program is training required before a person can officially become a civil servant (Latihan Pra-Jabatan) and compulsory in-service public administration training which must be completed by managerial personnel before they can advance to the next management echelon. There are five levels of this in-service training program.

#### 3.2.5. Training of Foreigners in Indonesia

Training of foreigners in Indonesia is one of the activities of the Overseas Training Division. Training records show that during the PELITA III (1979-1984) and the year 1984-1985, a total of 1.009 foreigners were trained in Indonesia on Family Planning and Population program. It is evident that this type of training is also an important activity of the Overseas Training Division.

#### 4. COMPREHENSIVE ASSESSMENT OF PUSDIKLAT SYSTEMS : FINDINGS AND SPECIFIC RECOMMENDATIONS

##### 4.1. Overall Management and Administration

The BKKBN's Centers for Education and Training for Civil Servants (PULAP) and Program Personnel (PULNA) were given the responsibility for managing the in-country training program and the overseas training program, respectively. These Centers are responsible for Education and Training program development and management; training materials and curriculum development; and training program evaluation and follow-up aside from the implementation of short term in-country training programs. These Centers also coordinate and manage training activities conducted at its 37 provincial training centers. Short term in-country training are conducted at the Central and Provincial levels.

Following BKKBN's reorganization in 1984, both Centers assumed total responsibility for selecting participants; improving English language skills (for PULNA); determining Universities and fields of study; securing University acceptances; providing total financial support for participants during training; and monitoring students academically during studies.

Each training center has developed its Standard Operating Procedure Manual which describes the activities of each phase of its training management system including assigned responsibilities and allocations.

A computerized data base program has been developed within PULNA's overseas training management system to assist in various phases of the management system. PULAP's in-country training management system does not have a computerized data base program to date.

##### 4.1.1. Organizational Structure and Staffing Pattern

##### 4.1.1.1. The Center for Education and Training for Civil Servants (PULAP)

This Center focuses on training required before a person can officially become a Civil Servant (Latihan Pra-Jabatan), as well as compulsory in-service Public Administration training which must be completed by managerial

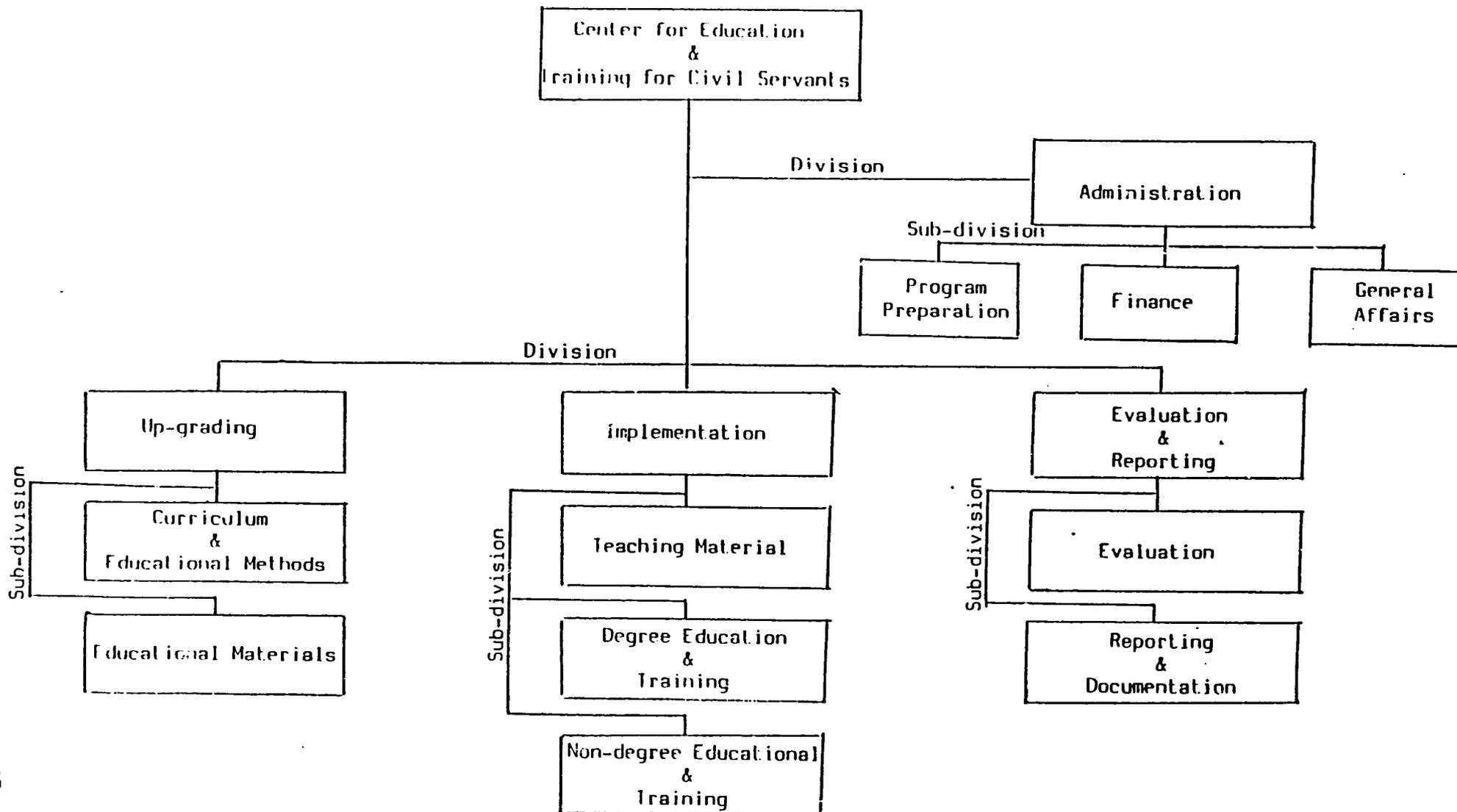
personnel before they can advance to the next management echelon. There are five levels of this in-service training with each training program covering 3-4 months duration.

In addition to this function, PULAP is also responsible for managing the long term in-country training program which started in 1973.

PULAP has four divisions and ten sub-divisions, with a total of 44 personnel (Figure 5). The four main divisions of this Center are : Administration Division; Up-grading Division; Training Implementation Division and the Evaluation and Reporting Division. The functions and responsibilities of each division and sub-division are well-defined and documented in a Manual entitled : Decisions by Chairman of the National Family Planning Coordination Board, No. 65/HK-010/D4/1984 regarding organization and responsibilities.

It was noted that for the numerous Family Planning/Population training programs conducted annually at the Central level, the BKKBN Center for Education and Training has no master trainers responsible for planning, implementing and evaluating the training programs. It was also observed that the Chiefs of Divisions were actively involved in the various types of operational activities such as planning and conducting the training programs; preparing educational material as well as conducting research, which were beyond their managerial and administrative functions and seemed to distract them from their assigned duties. This problem was also observed in PULNA. These observations lead to the general finding that there appears to be rethinking of the role of BKKBN's PUSDIKLAT activities. That is, should the officials serving in PULAP and PULNA be implementors or co-ordinators of training ? If PULAP and PULNA personnel are to continue to assume both roles, then staffing commensurate with responsibilities should be assigned to the Center.

Figure 5  
 The Organizational Structure of BKKBN's Center  
 for Education and Training for Civil Servants  
 (PULAP)

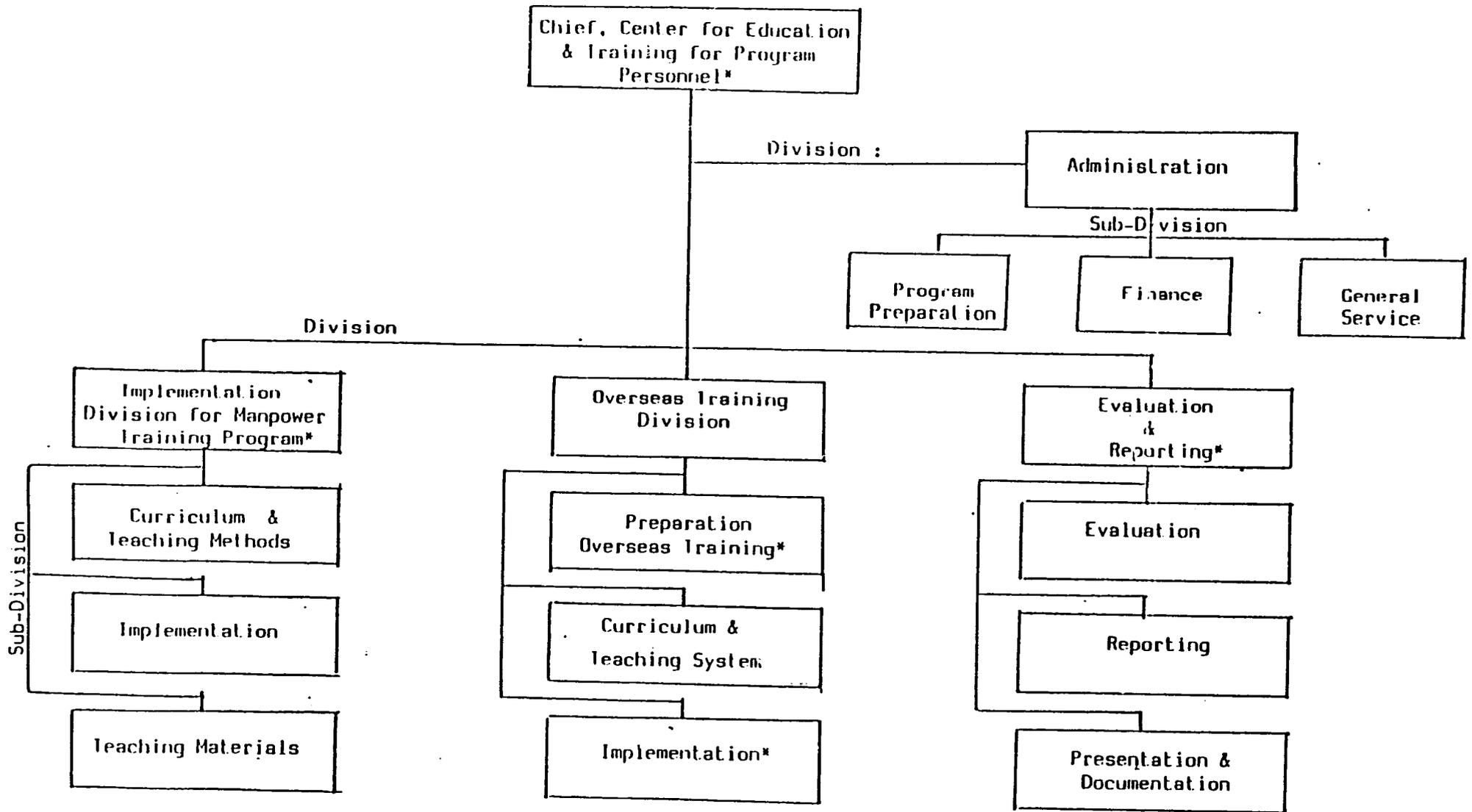


#### 4.1.1.2. The Center for Education and Training for Program Personnel (PULNA)

The Center for Education and Training for Program Personnel is responsible for all program related training in support of the National Family Planning program. This Center implements BKKBN's training policy and is responsible for establishing procedures and administrative guidelines for planning, implementing, supervising and evaluating training programs for about 250 types of personnel trained in 200 training categories at the BKKBN Center and Provincial Training Centers. In addition to these functions the Center for Education and Training for Program Personnel is also responsible for all long term and short term overseas training as well as short term in-country training for foreigners.

All these administrative and operational functions are managed and implemented by the Center's four main Divisions namely : (1) Administration Division; (2) Implementation Division; (3) Evaluation and Reporting Division; and (4) Overseas Training Division. (Figure 6)

Figure 6  
Organizational Structure of BKKBN's Center for  
Education & Training for Program Personnel



\* Structural positions are vacant as of August, 1986

#### 4.1.1.2.1. Long Term Overseas Training

PULNA was given responsibility for managing the overseas training program. In BKKBN's 1984 reorganization, an overseas training division was established, which holds day-to-day responsibility for project management.

The management and implementation of BKKBN's overseas training system is done by full-time staff personnel, including a Division Chief for overseas training and three (3) staff persons. USAID provided a full time training advisor from 1982-1984 to assist BKKBN in developing and operationalizing this system and a training consultant who worked directly with the overseas training staff in all operational aspects of the system. From 1984-1986, the USAID Training Advisor was on a part time basis while the training consultant worked full time for overseas training. Commencing in August 1986, a new full time USAID Training Advisor has been provided to assist both overseas (1/3 time) and in-country training (2/3 time).

A review of the overseas training division organizational structure and staffing revealed quantitative staffing deficiencies. The position of Chief, PULNA, has now been vacant since March 1986. In addition, two Division Chiefs are currently enrolled in long term overseas training program, and two sub-division Chiefs are on leave.

According to the final report of the former training consultant, the persons who have been filling these positions temporarily have done a commendable job, however, their responsibilities in the coming months will greatly increase given the activities scheduled to be administered by other centers.

#### 4.1.1.3. Recommendations for Management and Administration

1. There is a need to rectify current quantitative staffing deficiencies, particularly in PULNA.
2. There is an urgent need for the immediate replacement of Chief of PULNA vacated since March, 1986. To date, the staff of PULNA are doing commendable job, but they expressed the need for a leader, whom they can go to for advice and guidance.

3. Assignment to position of Chiefs of Divisions of both PULAP and PULNA should be based on appropriate educational background, capabilities, knowledge and expertise.
4. There is need for one staff at the Overseas Training Division who can take over the technical job done by the previous USAID Consultant. He/She should be articulate in English language; familiar with US Universities and can deal with staff of US University Admissions and Departments.
5. At least one staff at the Overseas Training Division should be permanently assigned to manage the training program of foreigners to Indonesia. The staff must have a working knowledge of training and good command of the English language. Language capability is imperative in view of the nature and scope of the responsibilities to be assumed.
6. The new USAID Training Advisor for BKKBN's Education and Training program should spend more time in PULAP than in PULNA to assist in the management of the various in-country training programs.
7. Master Trainers should be hired both in PULNA and PULAP, to take charge of training conducted at the Central level, if BKKBN-PUSDIKLAT continues to implement as well as co-ordinate training.

#### 4.1.2. BKKBN PUSDIKLAT Planning

For systematic and standardized planning, the BKKBN developed planning guidelines and procedures for National Family Planning program. Planning is done annually, which usually starts in April of every year and every five years (Figure 7). The BKKBN planning system, as described by the Deputy of BKKBN's Planning Bureau, is multidirectional; top-down, bottom-up and horizontal.

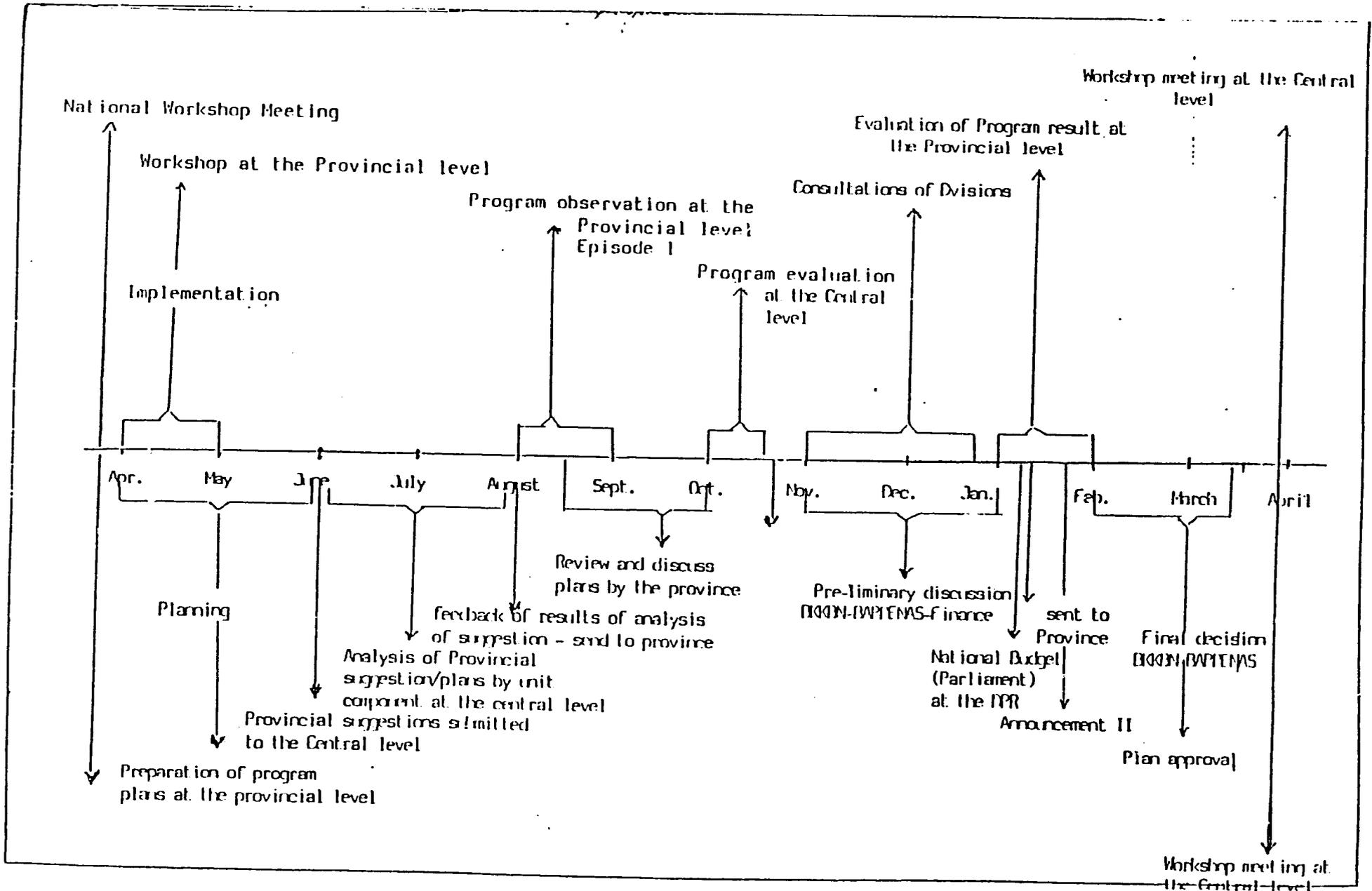
##### Top-Down Planning

BKKBN operates within an annual planning and budgeting process that is largely top-down and standardized for all the provinces and center components. Guidelines, targets, and budgets are determined by the Center for the provinces; by the provinces for the regencies; and by the regencies for the sub-districts, the lowest level of formal planning and implementation. According to the Deputy of Planning, one main reason for this process is that most funding comes from the Central Government, with local revenue very limited.

The system in which decisions are made in an entirely top-down fashion limits the opportunity of each province to meet its specific priority training needs. Interviews with BKKBN Provincial officials and community leaders revealed that while yearly plans and budgets, including types of training activities to be implemented and targeted number of trainees are mainly gathered from the lowest level of the community, most of the time the plans approved at the top level were not their priority training needs. The gap between the training felt needs and the approved plans in some provinces evidently reflect the top-down planning process.

The bottom-up planning in the Family Planning program including its training components, may be described as an extensive process of information exchange through meetings in which ideas from one level are discussed with higher decision making levels. Briefly, this process works as follows : The process starts from the sub-village meetings composed of Village Family Planning team; Village Chief (Lurah); representatives from the Family Planning fieldworkers and other Village officials. Recommendation or DUP (Daftar Usulan Proyek) for future program funding are prepared and passed

Figure 7  
BKKBN'S PLANNING AND BUDGETING PROCESS



into the sub-district (Kecamatan) level.

The importance of these meetings cannot be overemphasized. Frequent meetings among and at all levels for information exchange, planning and problem solving is perhaps one mechanism that harnesses people's participation in program planning and implementation.

### Horizontal Planning

Program planning, including planning of training and educational activities, is integrated with other regional programs and with the Government sectors in the region. The family planning training needs of these sectors in the region are discussed and approved for the DUP (Project Proposed List).

Although planning with other government sectors is a successful aspect of the family planning program, most BKKBN personnel at all levels generally emphasize the need for PUSDIKLAT to improve its horizontal planning network, particularly with BKKBN's Bureaus and Divisions, even further. It was also observed that a less developed area of horizontal linkage which needs to be developed is with the Indonesian private sector.

It has been demonstrated in the past that the private sector can be an effective partner in the overall Indonesian family planning system. For several years it has been recognized that in large urban areas, fertility control through family planning has not worked well and application of the successful village family planning approach in the urban areas has proven difficult. It was also revealed that the existing BKKBN system of clinics, fieldworkers and volunteers developed in the Village Family Planning program was not reaching the majority of urban women. BKKBN was encouraged by USAID to ask a private foundation to develop semi-commercial family planning clinics as an experiment in new ways of service delivery. Private physicians and midwives were activated to increase their participation in family planning services. Information, education, and communication campaigns were expanded and fees for services are being tried. All these factors should contribute to increased acceptor prevalence rates in Jakarta. However, a review of the various activities and the process by which they occurred makes it clear that development of a comprehensive urban strategy for Indonesian cities still lacks sufficient support, which point to the need for BKKBN to take a strong stand as a facilitator and initiator.

#### 4.1.2.1. Recommendations

1. Although, in general, planning with other government sectors is a successful aspect of BKKBN's Family Planning Program, many of the BKKBN personnel at all levels generally recommend the need for PUSDIKLAI to strengthen its horizontal planning network with the BKKBN's Bureaus and Divisions, the Provincial Centers and the Institutions with which it collaborates.
2. Since BKKBN has initiated working with the private sector in the Urban Fertility Control Program, PUSDIKLAI may consider making plans to develop horizontal linkage with the Indonesian private sector in the near future.

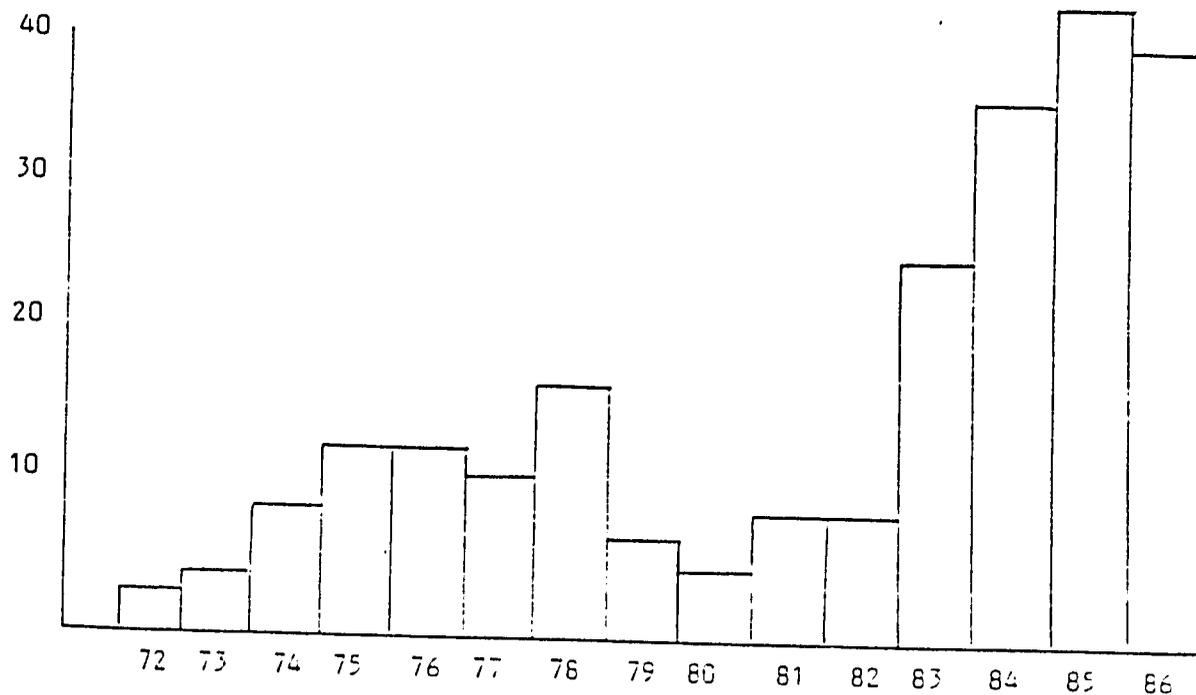
4.2. Long Term Overseas Training

4.2.1. Descriptive Overview : 1972-1986

Long term overseas training has been a major component of BKKBN's manpower development program since 1971. This program was provided by BKKBN in response to the need for more technocrats and managers needed for the National Family Planning Program. The United States Agency for International Development (USAID) is the major donor for overseas graduate training having supported a total of 242 fellows since 1972.

In the 4 year period, from 1983-1986, 142 people were sent for graduate training overseas, more than the number sent abroad in the previous 10 year period. The dramatic increase in the number of participants sent abroad annually is shown in Figure 8. This indicates that BKKBN's policy decision to accelerate its overseas graduate training is being realized.

Figure 8  
Annual Number of Participants for Overseas  
Graduate Training, 1972-1986



The institution of origin of participants of BKKBN's overseas graduate training program from 1983-1985 is compared with those from 1972-1982 in Figure 9 and Table 2 to reflect policy decisions made by BKKBN in 1982. Participants originating from BKKBN accounted from 43% of all persons sent overseas in 1983-1986, as compared to only 14% from 1972-1982.

Figure 9  
Distribution of Overseas Training Participants by  
Institution of Origin

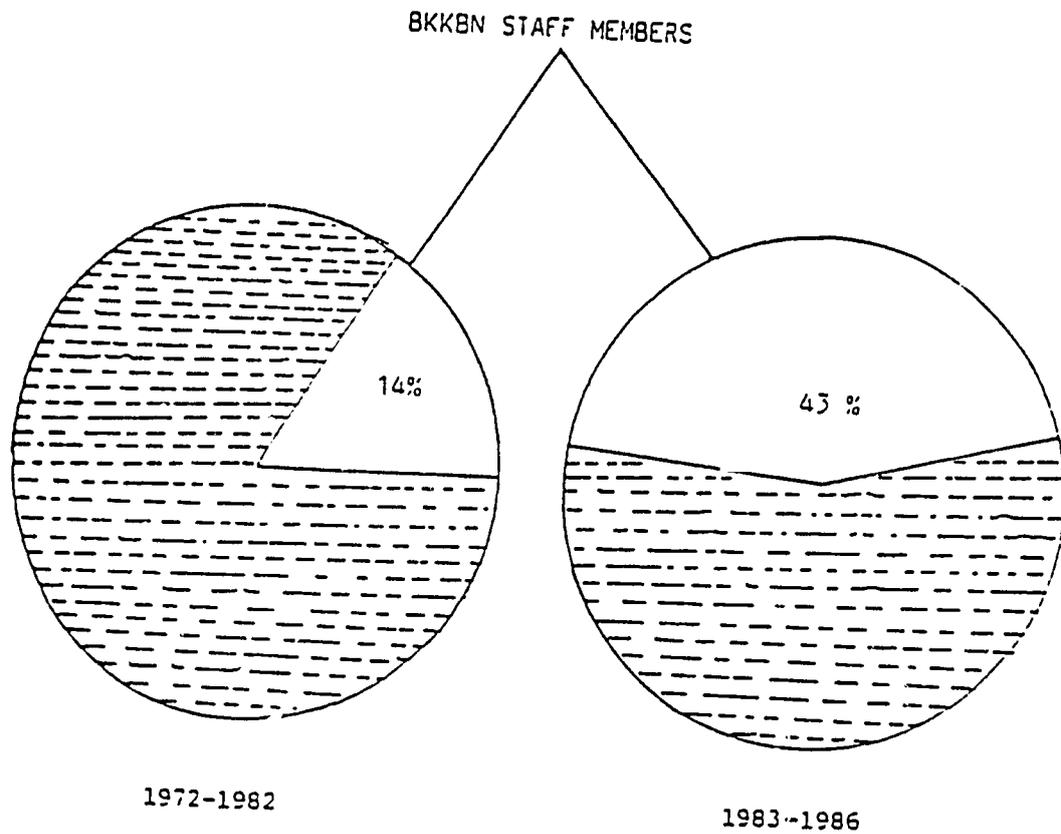
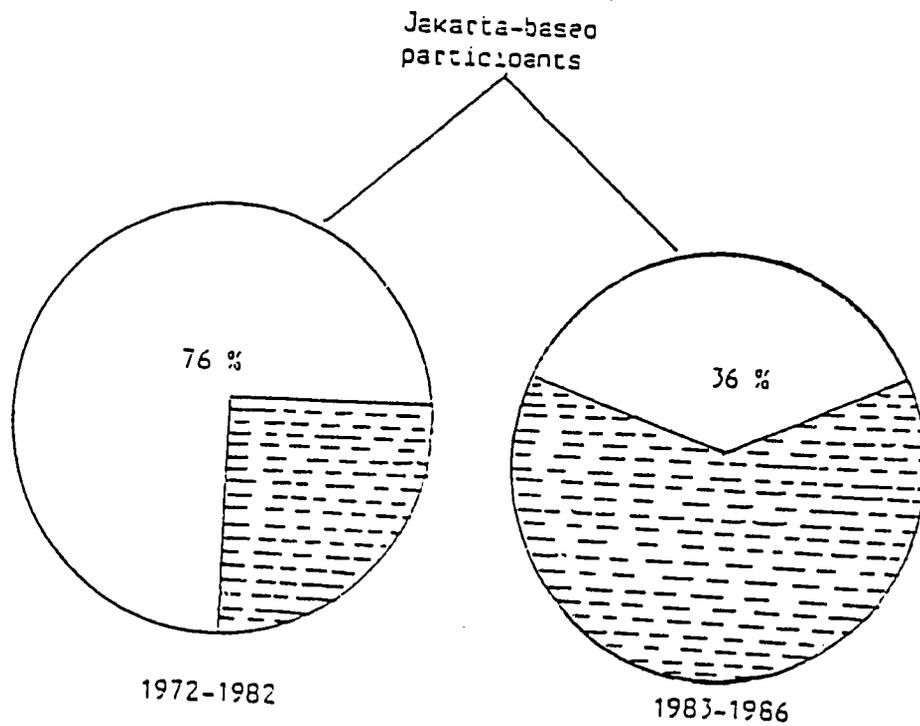


Table 2  
 Distribution of USAID/BKKBN Long-Term Overseas  
 Training Participant by Institution of Origin,  
 1972-1986

<u>1972-1982</u>		<u>1983-1986</u>
14	BKKBN	60
18	Central Bureau of Statistics	7
12	Demographic Institute/University of Indonesia	-
8	Demographic Institutes (UNLAM, UNHAS, UNSRAT, UGM, UNSRI, UNPAD)	5
14	Faculty of Public Health/University of Indonesia	8
5	Faculty of Medicine/Univ. of Udayana	-
1	Faculty of Medicine/Univ. of Airlangga	6
-	Faculty of Medicine/Univ. of Diponegoro	2
-	Faculty of Medicine/Univ. of Gajah Mada	3
1	Faculty of Medicine/Univ. of North Sumatra	1
1	Faculty of Medicine/Univ. of Hasanuddin	-
5	Faculty of Medicine/Univ. of Indonesia	1
-	Faculty of Medicine/Univ. of Andalas	1
11	Department of Health	14
-	Department of Information	4
-	Department of Agriculture	4
-	Department of Religion	2
1	Department of Social Services	1
-	Department of Population & Environmental Life	1
-	Department of Education & Culture	1
-	Department of Defense	3
1	Armed Forces	6
5	Teachers Training Institutes (Malang, Medan, Bandung, Jakarta, Ujung Pandang, Semarang, Banda Aceh)	5
2	Other Universities (ITB, UI, UKI, UNPAD)	4
1	BAPPENAS	-
-	Other Private Agencies (IPPA, ZPG)	3
100	T O T A L	142

In 1983-1986 period, the BKKBN Center for Education and Training has given priority to participants from the provinces, as shown in Table 3 and Figure 10. During the 1972-1982 period, 76 percent of all people sent abroad came from either the BKKBN Central or from DKI Jakarta. During this period, non-Jakarta based participants represented only 10 provinces. During the 1983-1986 period however, that situation was reversed. Only 36 percent of participants originated from Jakarta, while the others represented 24 of Indonesia's 26 other provinces, again in accordance with the 1982 policy guidelines for long term overseas training.

Figure 10  
Percentage of Overseas Graduate Training Participants  
Originating from Jakarta, 1972-1982 and 1983-1986



**Table 3**  
**Geographic Distribution of Long-Term Overseas Training**  
**Participants Funded Through USAID, by Province**

<u>1972-1982</u>		<u>1983-1986</u>
(91)	Java - Bali	(102)
68	BKKBN Central	40
8	DKI Jakarta	17
3	West Java	12
1	Central Java	9
1	Yogyakarta	6
5	East Java	15
5	Bali	3
(9)	Outer Islands I	(27)
-	Aceh	3
2	North Sumatra	4
-	West Sumatra	4
1	South Sumatra	3
-	Lampung	2
-	West Nusa Tenggara	4
1	North Sulawesi	2
4	South Sulawesi	1
-	West Kalimantan	2
1	South Kalimantan	2
-	Outer Islands II	(13)
-	Bengkulu	3
-	East Nusa Tenggara	1
-	Timur-timur	2
-	Central Sulawesi	2
-	Central Kalimantan	1
-	Jambi	3
-	Riau	1
<hr/> 100	T O T A L	<hr/> 142

Table 4  
Distribution of USAID/BKKBN Long Term Overseas  
Training Participant by Field of Study

<u>1972-1982</u>	<u>FIELD OF STUDY</u>	<u>1983-1986</u>
(9)	<u>ADMINISTRATION &amp; MANAGEMENT</u>	(60)
7	Public Administration	38
4	Health Administration	16
2	Population Planning	6
(32)	<u>POPULATION &amp; FAMILY PLANNING</u>	(17)
14	Population/Family Planning	12
12	Demography	4
5	Population Education	-
1	Reproductive Biology	1
(40)	<u>PUBLIC HEALTH SCIENCES</u>	(32)
5	Maternal & Child Health	9
1	Nutrition	2
1	Environmental Health	4
15	Statistics	6
3	Epidemiology	6
5	Community Development	-
10	Health Education	5
(1)	<u>EDUCATION &amp; COMMUNICATION</u>	(24)
-	Educational Communications	8
-	Educational Psychology & Technology	1
-	Educational Administration	1
-	Instructional Design Development/Evaluation	4
1	Communications	9
-	Non-Formal Adult Education	1
(18)	<u>OTHERS</u>	(9)
8	Economics	-
8	Sociology	5
1	Computer Sciences	3
1	Library Science	-
1	Social Work	1
<u>100</u>	<u>T O T A L</u>	<u>142</u>

The distribution of participants by field of study is shown in Table 4. It can be noted that the emphasis on training has shifted from the population sciences to management sciences. Between 1972 and 1982, only 9 persons had been sent for graduate training in the management sciences. From 1983-1986, that number increased significantly to 60. The population sciences were still well represented, but with much greater emphasis given to graduate training in education and communication during the 1983-1986 period. In 1972-1982, only 1 was sent for graduate training in communication and education science. However, between 1983-1986 that number increased to 24.

#### 4.2.2. Long Term Overseas Training Management Systems

In BKKBN's 1984 reorganization, an overseas training division was established within PUSDIKLAT's PULNA, which implemented and managed the day-to-day activities.

A training management system was developed to meet the administrative demands of selecting and processing the projected yearly numbers of participants. The overseas training management system has eleven phases of activities and a corresponding time schedule. The schedule shown below is applicable to those participants who will begin graduate studies in September 1986. These phases and their schedules are as follows :

<u>ACTIVITIES</u>	<u>TIME</u>
1. Determination of training priorities	Sept. 1 - Nov. 30
2. Candidate Recruitment	Dec. 1 - May 31
3. Participant Selection	June 1 - Aug. 15
4. Intensive English Language Training	Sept. 15 - Jan. 15
5. University Application	July 15 - Dec. 15
6. Governmental Authorization	Jan. 1 - May 31
7. University Acceptance	Jan. 1 - April 30
8. Departure	May 1 - June 15
9. Pre-academic orientation and English language program	June 15 - Aug. 15
10. Financial support and academic monitoring	Sept. 1 - June 30
11. Evaluation and Placement	Sept. 1 - June 30
	upon return to Indonesia

##### 4.2.2.1. Recruitment System for Overseas Training

The BKKBN's recruitment system is described as an open recruitment system where candidates are not limited to BKKBN's staff personnel but also to its Implementing Units.

The recruitment schedule for long term overseas training candidates starts in December of every year. The procedure is as follows :

PULNA sends a letter of announcement simultaneously to BKKBN program compo-

nents and Bureaus at the Central level and to BKKBN provinces. Similarly, the BKKBN provinces send the letter of announcement to its Divisions and to the Implementing Units at the provincial level. From the provincial level, the announcement is sent to the District or Kabupaten level.

Interviews with BKKBN's long term training participants revealed numerous complaints of late announcement of fellowship program especially at the provincial and district levels. Short notice gives very limited time to prepare documents required for the fellowship application. This situation seemed to discourage a lot of interested and qualified applicants to join the training program.

Further findings revealed that fellowship announcement rarely reach the district level. Many of the long term training participants from the district level revealed that it was through their own initiative that they succeeded in securing a training fellowship. Most of them either inquired for study opportunities or sought assistance directly from the BKKBN provincial level.

One training participant advised potential participants to be more aggressive and active in searching for study opportunities.

#### 4.2.2.2. Candidate Selection for Long Term Overseas Training

The BKKBN's Manpower Development Program set policies regarding selection of training candidates for all types of BKKBN's training program. Selection policy for long term overseas training revealed formal and qualitative criteria which included : (1) work experience for at least five years; (2) holding managerial position; (3) good performance rating for two consecutive years; (4) age not more than 40 years for Masters degree and not more than 45 years for Doctoral degree; and (5) relevance of training to candidates daily work and functions. In addition to these criteria. English language proficiency is a basic requirement.

Other guidelines for selection of long term overseas training candidates are :

1. Proportion - Equal proportion of long term overseas training participants

from BKKBN and its Implementing Units, has been the aim of BKKBN's Center for Education and Training. Since 1983, BKKBN has increased the proportion of BKKBN staff for long term overseas training, resulting in more or less equal proportion between BKKBN and its Implementing Units.

2. Experience- BKKBN gives priority to the senior staff who have experience in Family Planning Program management. However, this does not exclude the young and the less experienced, provided they possess the following qualifications : (1) High I.Q.; (2) High TOEFL score; (3) Management experience not necessarily in the field of Family Planning, with potential of being future manager or administrator.
3. Equal Opportunity - Long term overseas training opportunity is open not only to BKKBN staff but also to BKKBN's Implementing Units and other Government Institutions. Equal distribution is based on the : (a) need of Implementing Units; (b) need of the Province; (c) need of the Profession.
4. Field of Study/Area of Specialization - The field of study to be chosen by the overseas training participant should be relevant to candidates' daily work and function.

The requirement for achievement in English seemed to be one of the barriers for many qualified and potential candidates. In interviews with former long term overseas training participants, it was revealed that many of their colleagues whom they considered qualified for the program did not qualify because they failed in the TOEFL (Test of English as a Foreign Language) examination. In response to this need, the BKKBN Overseas Training Division developed an English language training strategy to help strengthen English language proficiency. Its purpose is to improve the English language skills to facilitate University acceptance. This strategy has helped expand the goal of potential candidates for overseas training and enabled BKKBN to meet the quantitative and qualitative overseas training targets set for REPELITA IV.

It was noted, however, that achievement of adequate TOEFL scores does not guarantee a participant's success in completing a graduate program. Furthermore, teaching exclusively for the TOEFL leaves the participants with insufficient written and spoken English skills needed to function in a graduate academic environment at the US Universities. While this negative

feedback from former graduates may have discouraged many otherwise qualified staff. there is some evidence that other potential participants enroll in English training courses at their own expense to increase their TOEFL scores and improve the chances of their selection.

Another area of concern in the recruitment and selection of qualified candidates is the uncertainty of most graduates to have their position back after training. This problem is most serious among long term training participants both overseas and in-country. Interviews with former training participants revealed that many participants were transferred to a new post and others were given no official designation as yet. It was found that returning graduates have to wait for 6 months to two years to have an official assignment.

In addition, long term overseas training is considered by most potential candidates, particularly in the medical personnel, as a barrier to career development. Interviews with medical personnel who were sent for long term overseas training revealed that joining the long term training program limits the attainment of credit points. For medical personnel, for example, credit points which are essential for promotion, can be increased through : (1) attendance of scientific seminars, workshops and conferences; (2) Publication of scientific papers and (3) community service. Being absent longer than one year hampers professional credit point increase.

#### 4.2.2.3. Monitoring System

Monitoring of overseas training participants is done by requiring participants to submit academic progress report at the end of each semester. In some cases, participants were visited by BKKBN officials and the Training Advisor to determine the participants' condition and academic progress. Other participants were followed up through overseas calls.

#### 4.2.2.4 Placement of BKKBN Training Graduates

One important area of concern in the BKKBN's training program is the placement of the training graduates. It was observed that many of those who completed their education did not have any guarantee of being returned to their previous post.

1983-1985," prepared by Dr. D'Agnes, Training Advisor. The system allows BKKBN to make direct payment for living allowances, tuition and fees, and other academic expenses during training. A Bank letter of commitment (L/COM) mechanism was developed with the assistance from the USAID/Jakarta, Office Finance for financial management purposes. Citibank/Jakarta was designated as the approved applicant authorized to make disbursements based upon certified payment instructions issued by BKKBN and USAID. Within 3 days of submission of authorized requests, payments are made by International and domestic telex transfer in Indonesia rupiah and US dollars, demand drafts, and travellers cheques.

Bookkeeping mechanism for reserving and disbursing funds have been computerized, producing monthly financial reports on each of the three L/COMs now in use. By assuming overall responsibility for overseas training and making payments directly from Jakarta, the expense of intermediate contracting fees was eliminated. BKKBN was successful in reducing its training costs and thereby allowed the BKKBN to increase the number of persons sent abroad.

#### 4.2.2.6. Recommendations

1. An area of concern in the recruitment and selection of qualified candidates for long term overseas is the uncertainty of having the candidates' position back after training. It was also found that graduates have to wait for more than 6 months to have an official assignment. To encourage more qualified candidates join the long term overseas training, it is recommended that BKKBN and its Implementing Units should establish a policy and implementation guidelines which assure graduates of placement after graduation.
2. PULNA should look deeper into the cause of late announcement of fellowship program and the reasons for not reaching the District level.

4.3. BKKBN Long Term In country Training

4.3.1. Descriptive Overview : 1973-1986

Long term in country training has been one of the major components of BKKBN's Manpower Development system since 1973. The USAID has been the only donor agency supporting this training program since 1973, having supported 103 Bachelors (S1) and 53 Masters (S2) (Table 6).

Table 6  
Distribution of BKKBN's Long Term In-country  
Training Participants, by Degree Program, 1974-1986

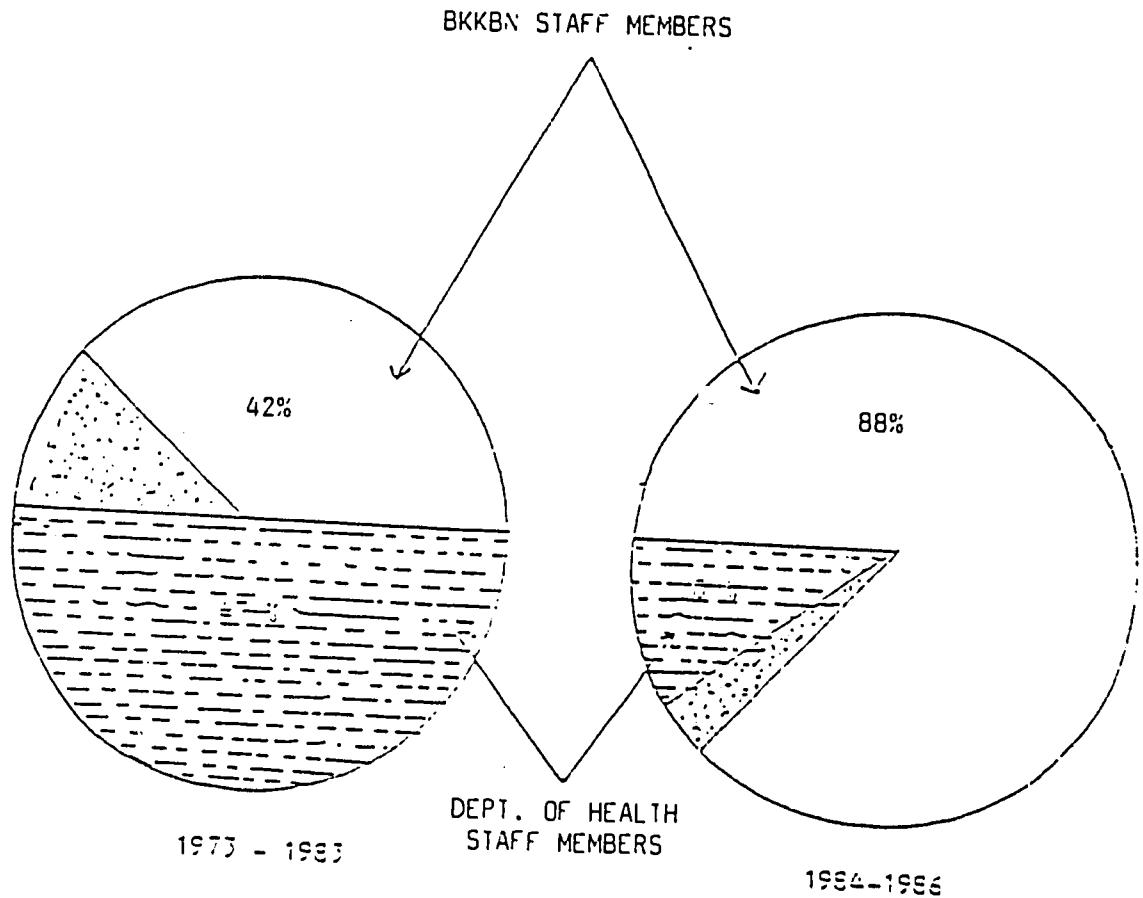
P R O G R A M	Y E A R		T O T A L
	1974 - 1983	1984 - 1986	
Bachelors (S1)	33	70	103
Masters (S2)	44	9	53
T O T A L	77	79	156

The School of Public Health, University of Indoensia, was the first educational institution to assist BKKBN in its long term in-country training program. This collaborative project which has been in existence since 1973, has the aim of assisting BKKBN and its Implementing Units improve its manpower capacity. During the BKKBN's two collaborative five year agreements with the Faculty of Public Health, University of Indonesia from 1973-1983, a total of 77 family planning and population specialists graduated from the School of Public Health, 33 Bachelors (S1) and 44 Masters (S2).

Beginning in 1984, BKKBN expanded enrollment at other State Schools and Universities throughout Indonesia to allow more BKKBN staff to gain academic credentials required for their civil service position. In 1984-1986, BKKBN with USAID assistance has supported a total of 79 long term in-country training participants, 70 Bachelors (S1) and 9 Masters (S2). In 1986, another 34-S1 students, 6-S2 students and 1-S3 students, are planned to commence studies. Data on these students are not complete at this time.

Comparison of results of BKKBN's long term in-country training program from 1973-1983 with 1984-1986 revealed significant increase of graduates from BKKBN in 1984-1986 and a significant decrease of participants from the Department of Health as shown in Figure 11. Participants from BKKBN accounted for 88 percent of all persons sponsored by BKKBN for graduate and undergraduate training in 1984-1986, as compared to 42 percent from 1973-1983.

Figure 11  
Percentage of BKKBN Staff Members sent for  
In-country training, 1973-1983 and 1984-1986



**Table 7**  
**Distribution of Long Term In-country Training**  
**Participants by Institution of Origin**

1974-1983		INSTITUTION	1984-1986*	
Bachelors Degree (S1)	Masters Degree (S2)		Bachelors Degree (S1)	Masters Degree (S2)
2	2	BKKBN Central	13	3
14	16	BKKBN Province	50	4
14	18	Ministry of Health	7	1
-	2	Universities	-	1
2	2	Dept. of Defense/Armed Forces	-	-
-	3	Muhammadiyah	-	-
1	1	Others	-	-
33	44	T O T A L	70	9

\* Excluding 41 students planned for 1986

As shown in Table 7, many of the BKKBN's training graduates came from the Ministry of Health during the 1974-1983 period. The reason was that previous academic training for BKKBN staff development through BKKBN's two collaborative Five Year agreements with the Faculty of Public Health, University of Indonesia, was primarily in the field of Public Health, which most BKKBN staff were not eligible for, because of their academic backgrounds in social and behavioural sciences. Realizing the limitations of the training program during this period, PUSDIKLAT developed a Five Year plan for in-country training in 1984, by offering academic training at the S1 and S2 levels for BKKBN staff at Grades III and IV levels, to gain the academic credentials required for their Civil Service position.

The significant increase of participants from BKKBN in 1984-1986 period, as shown in Table 7 reflects the Five Year plan objectives for in-country training in 1984.

Table 8 shows the distribution of long term in-country training participants by University/School. As mentioned earlier between 1974 and 1983, all the 77 BKKBN and non-BKKBN staff sent for long term in-country training attended the School of Public Health, University of Indonesia. Beginning in 1984, BKKBN expanded enrollment at other State Schools and Universities throughout Indonesia, allowing training participants to choose their schools and fields of study, other than Public Health. It was the intention of BKKBN to provide these staff with educational opportunities for their career advancement.

Table 8 shows the various schools and universities attended by BKKBN training participants during the 1984-1986 period. Many of the BKKBN training participants were enrolled in various schools/universities in Bandung with the University of Islam Nusantara having the most number of enrolees. Jakarta came next with 16 BKKBN staff enrolled at Jakarta Universities and Schools; followed by Yogyakarta; Malang; Bali and East Java.

There were 10 training participants whose schools and or/universities were not indicated due to incomplete recording.

**Table 8**  
**Distribution of USAID/BKKBN Long Term In-country**  
**Training Participants, by University/School**  
**1974-1986**

1974-1983		INSTITUTION/SCHOOL	1984-1986 <sup>b</sup>	
S1	S2		S1	S2
-	-	<u>Jakarta</u>	(10)	(6)
-	-	University of Indonesia	-	-
33	44	School of Public Health	3	5
-	-	College of Law	1	-
-	-	Faculty of Economy	1	-
-	-	University of Krisnadwipayana	1	-
-	-	University of 17 Agustus	2	-
-	-	School of Administration	2	-
-	-	Teachers Training Institutes	-	1
-	-	<u>Bandung</u>	(21)	-
-	-	University Islam Nusantara	16	-
-	-	School of Social Welfare (STKS)	3	-
-	-	College of Administration (STIA)	1	-
-	-	Pasundan University	1	-
-	-	<u>Yogyakarta</u>	(7)	(2)
-	-	University of Gajah Mada	2	2
-	-	University of Jasa Badra	3	-
-	-	IAIN - Yogyakarta	2	-
-	-	<u>Malang</u>	(9)	(1)
-	-	University of Brawijaya	4	-
-	-	University of Widya Gama	1	-
-	-	University of Madura	1	-
-	-	Teachers Training Institute (IKIP)	1	1
-	-	University of Jasa Badra	3	-
-	-	<u>Bali</u>	(6)	-
-	-	University of Udayana	6	-
-	-	<u>East Java</u>	(4)	-
-	-	University of Darul Ulama (Jombang, East Java)	3	-
-	-	University of Airlangga	1	-
-	-	<u>South Kalimantan</u>	(1)	-
-	-	IAIN, Banjarmasin	1	-
-	-	<u>Padang</u>	(1)	-
-	-	Teachers Training Institute (IKIP)	1	-
-	-	Not recorded <sup>a</sup>	10	-
33	44	T O T A L	70	9

<sup>a</sup> Unknown due to incomplete recording

<sup>b</sup> Excluding 41 students planned for 1986

The distribution of participants by field of study is shown in Table 9. With the BKKBN's new 1984 training guideline which is to offer academic training at the undergraduate and graduate levels (S1 and S2) in the fields outside of Public Health, the emphasis on training has shifted from Public Health to various areas such as Education, Economics, Law, Public Administration and Social Welfare. It is interesting to note that Education majors had a wide range of major fields of specialization including English and Pancasila Moral Education.

**Table 9**  
**Distribution of USAID/BKKBN Long Term In-country**  
**Training Participants by Field of Study**

1973-1983		FIELD OF STUDY	1984-1986	
S1	S2		S1	S2
33	44	Public Health	7	7
-	-	Education	17	2
-	-	Economics	10	-
-	-	Law	8	-
-	-	Public Administration	7	-
-	-	Social Welfare	6	-
-	-	Religion	4	-
-	-	Social Politics	3	-
-	-	Communication	3	-
-	-	Library Science	1	-
-	-	Finance Management	1	-
-	-	Biology	1	-
-	-	Anthropology	1	-
-	-	English	1	-
33	44	T O T A L	70	9

Table 10  
Distribution of USAID/BKKBN Long Term In-country  
Training Participants by Province

1974-1983		P R O V I N C E	1984-1986	
S1	S2		S1	S2
(12)	(35)	Java - Bali	(57)	(8)
-	-	BKKBN Central	-	-
7	13	DKI Jakarta	18	3
2	9	West Java	10	1
1	2	Central Java	5	-
-	4	Yogyakarta	5	3
2	5	East Java	11	1
-	2	Bali	8	-
(11)	(7)	Outer Islands I	(11)	-
-	2	North Sumatra	-	-
1	3	West Sumatra	1	-
2	-	South Sumatra	5	-
6	-	Lampung	2	-
-	1	East Nusa Tenggara	-	-
-	1	North Sulawesi	-	-
1	-	South Sulawesi	-	-
1	-	South Kalimantan	3	-
(10)	(2)	Outer Islands II	(2)	(1)
5	-	Bengkulu	-	-
-	1	West Nusa Tenggara	-	-
-	-	Riau	2	-
3	1	Jambi	-	-
1	-	Central Sulawesi	-	-
1	-	West Sulawesi	-	-
-	-	Maluku	-	1
33	44	T O T A L	70	9

In 1974-1983, long term in-country training participants originated from all parts of Indonesia. However, it can be noted from Table 10, that the majority came from the Islands of Java and Bali with Jakarta having the most number of training participants, followed by West Java, and East Java. The same pattern could be observed during the 1984-1986 period. Non-Jakarta based participants represented 19 provinces during the 1974-1983 period, while in 1984-1986 period the number of provinces represented was reduced to 12.

Table 11  
 Distribution of USAID/BKKBN Long Term In-country  
 Training Participants by Sex

1974-1983		S E X	1984-1986	
S1	S2		S1	S2
23	27	Male	No record on this item	
10	17	Female	-	-
33	44	T O T A L	-	-

Table 11 shows that majority (65%) of the School of Public Health, University of Indonesia graduates were male during the period 1974-1983. Comparison could not be done with period 1984-1986 because this item was not included in the record.

#### 4.3.2. Long Term In-country Training Management

A training management system was developed by PULAP to meet the administrative demands of selecting and processing the yearly numbers of training participants.

The long term in-country training management system has seven activities. These activities are :

<u>ACTIVITIES</u>	<u>T I M E</u>
1. Candidates Recruitment	December 1
2. Candidates Selection	March 1 - March 31
3. University Application	April 1 - April 30
4. University Acceptance	June 30
5. Academic Training	August - June
6. Financial Support & Academic Training	August - June
7. Placement	June

##### 4.3.2.1. Recruitment System

The procedure for recruitment is similar to that of long term overseas training recruitment system. Problems encountered during recruitment of long term in-country candidates were similar to problems met by long term overseas training participants. (Refer to Section 4.2.2.1)

##### 4.3.2.2. Selection System

Selection criteria for long term in-country training are basically the same as those of long term overseas training. They are :

1. Length of service - Long term in-country training candidates should have worked with BKKBN for at least 5 years, with the status of full-time government employee.
2. Position - In the selection of candidates for Bachelors Degree program, priority is given to those who hold structural position at Echelon IV managerial level, and has not reached rank III/a. For candidates of Masters Degree program (S2), priority is given to BKKBN personnel holding

structural position at echelon III managerial levels.

3. Performance Rating - Performance rating should be good for two consecutive years.
4. Age - Candidates of long term in-country training program (S2) should not be more than 45 years old.

Problems in the selection of in-country training candidates were quite the same as overseas long term training with the exception of the requirement for the achievement in English, as a barrier to many qualified and potential candidates. The major areas of concern were the fear of losing one's position and career interruptions for senior staff.

#### 4.3.2.3. Monitoring System

Monitoring of BKKBN's training participants is usually done during and immediately after completion of training/education. The monitoring system for long term in-country training participants is done by requiring participants to submit academic progress report (Laporan Bea Siswa) at the end of each semester to the Chief of PULAP/Chief of BKKBN Province. The report includes the program and field of study enrolled in, total amount of money received within a semester; subjects enrolled in; problems encountered and recommendations. A copy of academic registration form signed by the Academic Advisor is attached at the back of the report.

Upon completion of the training program, the participants are required to submit a report on their academic performance to the Chief of PULAP/Chiefs of BKKBN Province, not later than one month after training.

Interviews with former participants and PULAP's staff members involved in the program as well as review of records revealed some problems and a few deviations from PULAP's monitoring procedure and policy. It was found that some training participants during training at one time or another did not submit Academic Semester report, but PULAP rarely did any action to follow them up or call it to their attention. Moreover, some BKKBN province staff members sent for training submitted their report directly to BKKBN province, but not to BKKBN Central, while a few reported to both offices.

This problem of non-compliance was more serious among the non-BKKBN staff members, who rarely submitted their semester reports to their respective institutions, and to BKKBN Central.

PULAP has no means of knowing whether the training participants have completed their training or not except through the student's report.

#### 4.3.2.4 Financial Management

Payments by BKKBN for living allowance, tuition and other fees, are done in cash through the Bank (BNI'46).

In Jakarta, payments were made in cash to individual trainees for transportation, allowance and book allowance. Students come to PULAP once a month to collect their monthly allowance from the treasurer. For payments of tuition fees to training institutions, the Treasurer of PULAP revealed that in most cases the payment of tuition was made through the individual trainee and the receipts from the University are obtained from the trainee upon his settlement of the payment with the University.

For trainees in the provinces, payments of tuition fees were made by the BKKBN PULAP to their respective schools and universities through the Bank of Negara Indonesia 1946, with the exception of STKS-Bandung which has made by Treasurer himself in Bandung. Receipts of payments from the training institutions were sent by institutions upon receiving payment from the Center for Education and Training. Payment of other fees, such as the monthly allowance, transportation allowance and book allowance, were made through the Bank Negara Indonesia 1946.

The system described above was found to be inadequate when the USAID/ Finance conducted a Voucher Verification for PIL no. 37-81 on January 31, 1985. The purpose of the verification was to review PUSDIKLAT local costs project records to determine if the project financial system and disbursement record are adequate and if costs incurred are allowable and internal control properly maintained. In conclusion, it was determined that (1) the accounting and reporting requirements per PIL no. 37-81 were not complied with; (2) internal control was not functioning well; (3) in some cases the receipts from the training institutions for payment of tuition were not available in project

files and (4) the BKKBN Bureau of Finance (Biro Keuangan) does not perform control on accounting system and internal control maintained by PUSDIKLAT. Discussion with the USAID Project Officer revealed there is still some confusion in the expenditure reporting of this PIL as of August 1986 which may indicate that the financial management system for in-country training is still not adequate.

#### 4.3.2.5. Recommendations

1. Majority of the USAID/BKKBN long term in-country training participants who were interviewed expressed satisfaction with their monthly allowance, provided by USAID/BKKBN, which appears to be commensurate with their needs, except for the amount allowed for books. Considering the scarcity of books and references in Indonesia, it would serve well to provide a more generous allowance for this purpose.
2. There is need to review the monthly allowance allocation for training participants studying in Jakarta and training participants studying in the provinces. Considering the high cost of living in most big cities such as Jakarta, higher monthly allowance should be granted to Jakarta students than those studying in the provinces.
3. PULAP's bookkeeping mechanism for reserving and disbursing funds needs to be computerized, allowing BKKBN to produce monthly financial reports on each PIL.
4. PULAP should create some ways and means to follow up training participants who do not comply with the requirement of submitting academic progress report periodically.
5. BKKBN Province should be given the responsibility to follow up the training participants, both from BKKBN and Implementing Units in their regions. This is more practical and economical arrangement, instead of BKKBN PUSDIKLAT staff, going to the provinces for follow up, as suggested.
6. Data from the student's semestral academic report, including problems met by students during study and their recommendations, should be utilized by PUSDIKLAT for future planning and program management.

#### 4.4. Short Term Overseas Training

##### 4.4.1. Overview : 1971-1984

The short term overseas training program has been one of the major training programs of the BKKBN's Overseas Training Division, since 1971. BKKBN's short term overseas training is usually in the form of workshops, training, conferences, seminars, and study tours, funded through BKKBN from several donor agencies, mainly USAID, WHO, UNICEF, and the WORLD BANK. Between 1971-1983, there were a total of 146 short term overseas participants, with family planning, public health, and administration as the common topics.

Data on short term overseas training for 1984-1986 period were not available. This may be a reflection of the new BAPPENAS guidelines released in 1984 which prohibit the use of loan funds for training less than three months. It should be noted that most of the BKKBN's short term overseas training opportunities are less than three months in duration. In chapter 7 of this report, it can be seen that USAID had allocated a total of US\$ 213,000 in loan funds for short term overseas training for 1984 to 1989 period, but with the BAPPENAS new regulation, this amount remained unused.

Table 12  
Fields of Study of BKKBN's Short Term Overseas Training Activities  
by types of Training Activities, 1971-1984

FIELD OF STUDY	TOTAL ACTIVITIES		TOTAL PARTICIPANTS	
	1971-1979	1980-1984	1971-1979	1980-1984
<u>I. Workshop</u>	(14)	(9)	(47)	(21)
1. Demography Population	3	-	13	-
2. Family Planning	8	2	27	8
3. Adm. & Management	3	4	7	8
4. Public Health	-	1	-	2
5. Others	-	2	-	2
<u>II. Training &amp; Courses</u>	(8)	(9)	(11)	(29)
1. Statistics	1	2	2	8
2. Family Planning	4	2	5	6
3. Adm. & Management	1	2	2	5
4. Public Health	2	1	2	5
5. Communication	-	1	-	3
6. Others	-	1	-	2
<u>III. Seminar, Congress, Conference</u>	(6)	(2)	(27)	(2)
1. Demography Population	2	-	2	-
2. Public Health	3	-	23	-
3. Communication	-	1	-	1
4. Family Planning	1	-	2	-
5. Others	-	1	-	1
<u>IV. Study Tour</u>	(3)	(2)	(3)	(7)
1. Family Planning	1	1	1	5
2. Public Health	2	-	2	-
3. Others	-	1	-	2
<b>T O T A L</b>	<b>31</b>	<b>22</b>	<b>88</b>	<b>59</b>

Table 12 shows the fields of study attended by BKKBN's short term overseas training participants, from 1971-1983 period. Family planning marked the most common field of study; followed by Public Health; Administration and Management; and Demography.

Table 13  
Distribution of BKKBN's Short Term Overseas Training  
Participants by Institutional Origin, 1971-1984

INSTITUTION	1971-1979	1980-1984
BKKBN	(53)	(39)
Central Provinces	28 25	22 17
Departments :	(14)	(3)
Department of Health	8	3
Department of Information	4	-
Department of Education	2	-
Universities :	(12)	(3)
University of Indonesia	4	2
University of Gajah Mada	1	-
University of Diponegoro	1	-
University of Airlangga	1	-
University of Udayana	1	-
University of Sriwijaya	1	-
IKIP Bandung	1	-
Institute of Agriculture (Bogor)	1	-
University of Andalas	1	1
Armed Forces	(2)	(1)
Others	(10)	(9)
T O T A L	91	55

Between 1971-1984, majority of the training participants sent for short term training came from BKKBN (Central and Provincial levels), followed by the State Departments like the Department of Health, Department of Information and Department of Education, and the State Universities.

It can also be noted from Table 13 that the number of training participants sent for short term overseas training decreased significantly in 1980-84. However, there was no change in the institutions that benefited from this type of training program, with BKKBN still having the most number of training participants, followed by the State Departments and Universities.

#### 4.4.2. Selection System

Selection criteria for short term overseas training participants are as follows :

1. Experience - BKKBN gives priority to those who have experience in Family Planning program management.
2. Proportion - Since 1983, BKKBN has continuously tried to increase the proportion of its staff attending short term overseas training on rotation basis or by levels so that all staff, especially program managers, can join the program.
3. Type of Training - Relevance of training to candidates' daily work and function.
4. English Language Proficiency - Short term overseas training candidates should pass the English language test given by BKKBN/Donor Agency.
5. Performance Rating - Performance rating for one year should be GOOD in all evaluation categories.

#### 4.5. Short Term In-country Training

##### 4.5.1. Overview

Short term training programs conducted by BKKBN are held either in BKKBN's Training Centers, Central and Provincial, or at more peripheral field levels for village based field workers.

A variety of training programs are offered annually at the BKKBN Center. Some of the training programs are :

- Basic training for trainers
- Training for Chiefs of Education & Motivation Sections
- Training on Recording & Reporting System
- Training for Project Heads at the Central/Provincial levels
- Training on Audio Visual Aids for trainers
- Media production training

At the BKKBN Provincial training centers, on the other hand, more than 100 varieties of training programs are offered annually. In brief, these training programs are categorized as follows :

##### 1. Family Planning Training

- Training for physicians in management of National Family Planning Program
- Training for midwives in contraceptive delivery and IUD insertion
- Training for reporting and recording staff in Family Planning clinics
- Family planning fieldworker training
- Family planning fieldworker supervisor training
- Training for village volunteer contraceptive distributors
- Training fieldworkers in Integrated Family Planning/Nutrition Program
- Training for District level Department of Information officials in Family Planning.

##### 2. Population Training

- Teacher training in family planning education
- Training for community leaders
- Training for primary school principals

### 3. Refresher Training

- Re-training in various routine training areas of the family planning categories.

The BKKBN Center for Education and Training also collaborates with other Institutions to offer short term courses to meet the training needs of BKKBN staff. Some of the short term training courses are :

<u>TRAINING</u>	<u>INSTITUTIONS</u>
Personnel Management	State Administration Institute (LAN)
Supervisory Management	Management Institute, Faculty of Economy, University of Indonesia
Computer	Widyaloka
Journalism	Interstudy
Secretarial Course	Indonesia College
English Language Course	Indonesia-American English Language Association (PPIA)
Demography	Institute of Demography, Faculty of Economy, University of Indonesia.

The records show an increasing demand for training from 1969 (PELIITA I) to 1984 (PELIITA III).

Table 14  
Number of Short Term Training Activities for BKKBN Staff  
1969-1984

PELIITA/YEAR	NO. OF BKKBN TRAINEE	% INCREASE
PELIITA I (1969-1974)	37,614	
PELIITA II (1974-1979)	76,689	104%
PELIITA III (1979-1984)	168,741	120%
<b>T O T A L</b>	<b>283,044</b>	

During PELIITA III, there were more than 250 different categories of trainees representing BKKBN and nearly 60 agencies, both governmental and

private which constitute BKKBN's Implementing Units. Also during this period, 200 training courses were conducted by BKKBN, 40 of which were routine. These courses were offered at almost all of the 37 training centers.

#### 4.5.2. Short Term In-country Training Management

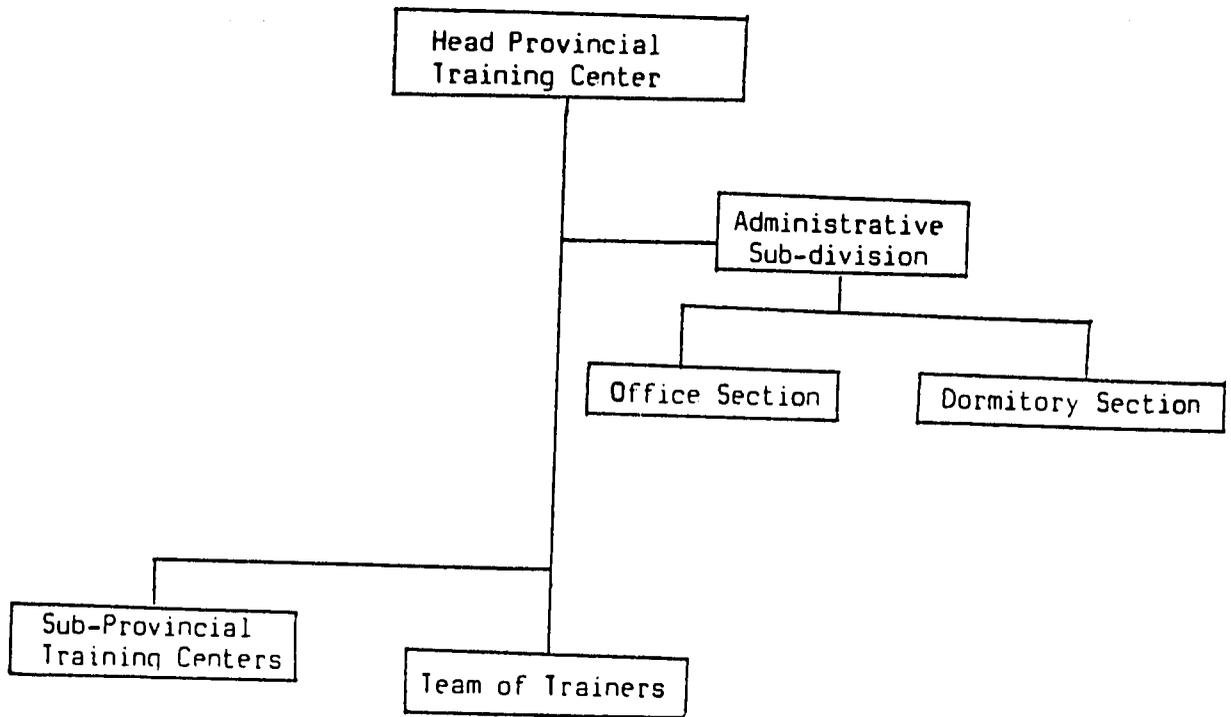
The BKKBN's PULNA has established a training management system concerning short term in-country training conducted either at its centers or in collaboration with other agencies. The PULNA establishes procedures and administrative guidelines for planning, implementing, supervising and evaluating training programs. For routine training categories, standard curriculum are developed at the Central BKKBN and are distributed to the provincial training centers.

##### 4.5.2.1. Training Centers

The BKKBN has thirty seven training centers spread throughout 27 provinces of Indonesia, with each training center having about 5-6 professional trainers headed by a chief. These trainers have a minimum bachelors level education and usually possess backgrounds in the social, political and health sciences. Trainers have to attend BKKBN's basic training for trainers course offered at the BKKBN's Central Training facility within 1-6 months of commencing training responsibility. The six week trainers course covers technical areas related to curriculum design, instructional materials development, teaching methodologies and educational research and evaluation.

All the provincial training centers are supervised by their respective provincial BKKBN offices in administrative affairs while the educational component is controlled by the center for education and training (BKKBN Central PUSDIKLAT). Figure 12.

Figure 12  
 Organization Structure of Provincial  
 Training Center



4.5.2.2. Candidate Selection for Short Term In-country Training

One of the aims of short term in-country training, in an effort to improve BKKBA staff's daily work performance, is the development of potential managers. Priority is given to those who have high motivation to increase their knowledge and skills.

Announcement of short term in-country training programs is done on a rotation basis so that all components at the Central and Provincial levels are able to join the program.

The type of training to be attended by the training candidates should be relevant to their daily work and function, and in accordance with the need of the sending agency.

#### 4.5.2.2. Training Curriculum

Standard curricula are developed at the Central BKKBN and distributed to the Provincial Training Centers. A review and analysis of training syllabus/design explicitly and or implicitly revealed the following : In general, the nature of the training designs at the provincial training center are within the scope of the National Family Planning program goals. From all indications, they are supportive of the efforts to achieve the over-all program goals and training objectives.

The training plan consisted of the justifications for the need of undertaking the training, the objectives, outline of the course content, methodology, course duration and administrative requirements. By and large, the data suggest the need for clearly stated objectives that are achievable and in measurable terms. Specific and measurable objectives are imperative to facilitate the evaluation of the training course in terms of its immediate effects during training, and in terms of its effect in the actual job performance of the training participants.

Moreover, not one of the training designs have explicitly indicated what to observe or look for after the training as a manifestation of the trainee's application on the job of the knowledge and skills acquired from the training.

A closer look of these training courses revealed a dearth of information that pertains to the effects of training on the actual job performance of those who have undergone training. Most of the available data have to do with the training program and its immediate results.

Too often, the training programs rely on lectures which are better suited to a more literate audience, with several years of formal education. For effective training of village workers and community informal leaders, teaching methods that encourage trainee participation, including small group discussion, question and answer methods, demonstration and field practice, have to be commonly utilized.

## RECOMMENDATIONS

1. BKKBN PUSDIKLAT needs to strengthen its training evaluation system, particularly for qualitative evaluation of short term in country training programs.
2. There is need for standard evaluation indicators and topics for each type of training course to measure the efficacy of short term in-country training programs in terms of the job performance of the trainee.
3. Technical assistance on research and evaluation is needed to assist in instituting a Training Evaluation System, by establishing the criteria and guides in assessing family planning training courses, identifying the evaluation indicators, developing the evaluation tools and setting up the evaluation structure.

#### 4.6. Training of Foreigners in Indonesia

##### 4.6.1. Overview : 1979-1985

Since the beginning of PELITA III (1979-1980), the Indonesian Government has provided training for foreign personnel in the field of Population and Family Planning. There has been a growing number of requests to study the family planning program in Indonesia. Requests have come from Bangladesh, Colombo, Egypt, and other ASEAN countries. In 1980 and 1981, the training of 270 Bangladesh family planning personnel was undertaken in 9 groups. By the end of PELITA III and the year 1984-1985, there were a total of 1,009 foreigners trained in Indonesia on family planning and population program. This type of training is considered by BKKBN to be an important activity of the Overseas Training Division.

Table 15  
Number of Foreigners Trained in Indonesia on  
Family Planning Program from 1979-1985

<u>TYPES OF ACTIVITIES</u>	<u>PELITA III</u>	<u>1984-1985</u>	<u>TOTAL</u>
Training	360	23	383
Seminar, Conference and Workshops	173	195	368
Study Tour	164	94	258
T O T A L	797	212	1009

From 1979-1985, actual training of foreigners in Indonesia was the most important activity in terms of numbers, mainly because of the USAID supported training of Bangladesh Thana family planning officers in Indonesia. Seminars, conferences and workshops had the second highest number of participants, followed by study tours.

The USAID has been the major source of funding for training of foreigners in Indonesia since 1979 and for study tours. This is shown in Table 15.

Table 16  
 Distribution of Foreign Training Participants in Indonesia  
 By Donor Agencies from 1979-1985

SPONSOR AGENCIES	TRAINING	SEMINAR/ CONFERENCE	OBSERVATION/ STUDY TOUR	TOTAL
USAID	340	-	79	419
ASEAN	-	184	-	184
UNITED NATIONS	-	-	48	91
EAST-WEST CENTER, HAWAII	-	17	14	31
JICA	-	-	13	13
GOVERNMENT OF INDONESIA	43	-	-	43
POPULATION COUNCIL	-	-	11	11
WORLD BANK	-	-	10	10
ICOMP	-	-	3	3
OTHERS	-	124	80	204
<b>T O T A L</b>	<b>383</b>	<b>368</b>	<b>258</b>	<b>1009</b>

Table 16 shows the distribution of foreign training participants to Indonesia by Donor Agencies from 1979-1985.

The five major donor agencies supporting foreign training in Indonesia since 1979 were : USAID, ASEAN, United Nations, The Government of Indonesia, and East-West Center, Hawaii. The USAID topped the list of donor agencies by having supported a total of 419 foreign training participants to Indonesia since 1979; followed by ASEAN, with 184 foreign participants; United Nations with 91 fellows; the Government of Indonesia, with 43 training fellows and the East-West Center, Hawaii, with 31 fellows.

A closer look at this training program revealed that there was no definite staff assigned to manage this particular program. Most of the time, it was the Chiefs of Divisions or sub-divisions, whoever was available, who planned and implemented the training program. It is also interesting to note that a training curriculum is developed only when request for training is made by countries and/or donor agencies.

#### 4.6.2. Recommendations

1. As an on-going concern, at least one staff should be permanently assigned to manage the training of foreigners in Indonesia. The staff must have a working knowledge of training and good command of the English language. This is imperative in view of the nature and scope of the responsibilities to be assumed.
2. There is a need to systematize training for foreigners. Ad hoc arrangement is too disruptive. The Division of Overseas Training should develop a standard training course on different aspects of family planning program for foreigners, to be held at least three times a year on a regular basis. These training programs should be advertised and announced to all countries and donor agencies concerned. A course fee should be required for each participant to support training operating costs.

## 5. RELEVANCE OF TRAINING

Data on the relevance of the training received in terms of participants' employment after training and in terms of the overall goals of the National Family Planning program, were gathered through interviews and review of a previous study on the evaluation of long term in-country and overseas training program during 1972-1986 period.

An evaluation study on the relevance of BKKBN's training participants' field of study in terms of their employment before and after training and in terms of the overall goals of the National Family Planning Program, was conducted by BKKBN in 1986. Data were obtained from questionnaires mailed to all the 308 BKKBN long term in-country and overseas training participants from 1972-1986. Only half the participants responded. As this study did not use sampling method, the results may be biased by the limited number of respondents.

The study revealed the following findings :

1. Relevance of training received in terms of the participants' employment and function before training and in terms of the overall goals of the National Family Planning program : the majority (91%) of the total 107 respondents said that the kind of training they attended was relevant in terms of their employment before training. A greater percentage (98%) of respondents said that their training was relevant to the overall goals of the National Family Planning program.
2. That there were as many as 35 fields of study chosen by the training participants. The five most common areas of study were in the field of (1) education; (2) health; (3) population & demography; (4) communication and (5) administration. These fields of study were chosen by the training participants based on the following reasons : (1) Job/work demand or requirement; (2) Professional interest; (3) Work experience; (4) Availability of training/study opportunity; (5) Advice from the Academic Advisor; (6) Orientation given concerning fields of study; (7) Private reasons (place, climate, etc.)
3. As to the relevance of the fields of study in terms of the graduate's employment after training, the majority (92%) said that the fields of study chosen were relevant to their main work and responsibilities.

Only 8 percent of the respondents said that their fields of study were not relevant to their daily work and responsibility. The fields of study were considered relevant by the participants because of the following reasons :

- a. The fields of study support the graduates' daily work and function (51%);
  - b. They help in research activities (19%);
  - c. They support education and training administration (11%);
  - d. They support organization and administration function (10%);
  - e. They support planning activities (3%);
4. As to the relevance of training received in terms of the goal of National Family Planning program, a great majority (98%) expressed relevance of their training in relation to National Family Planning program. The reasons were that the training :
- a. Supported research activity in Family Planning (7%);
  - b. Added to one's self-confidence (7%);
  - c. Supported activities related to planning implementation, and evaluation of Family Planning program (6%);
  - d. Supported activities related to the management and administration of Family Planning program (5%);
  - e. Assisted in the daily duties related to Family Planning program (not specified) (63%).

Table 17  
 Relevance of Long Term In-country/Overseas Training Participants'  
 Field of Study with Their Position before and after Training

PRESENT POSITION	FIELD OF STUDY	LT IN-COUNTRY		LT OVERSEAS		TOTAL	
		NO.	%	No	%	No.	%
Same position as before training	Relevant	9	32.1	11	40.7	20	36
Same position before training	Not relevant	-	-	-	-	-	-
Transferred to a new position after training	Relevant	9	32.1	8	29.6	17	31
Transferred to a new position after training	Not relevant	3	10.7	2	7.4	5	9
Floating/No. definite position		7	25.1	6	22.2	13	24
T O T A L		28	100	27	100	55	100

Source : Interviews with 28 long term in-country and 27 long term overseas training participants, 1986.

Relevance of field of study was also analyzed based on the present position of the training participants as gathered from the interviews. The findings indicate general relevance of long term training participants fields of study with their present job position (Table 17). However, there were 5 out of 55 or 9% whose field of study was not relevant to their present position. The proportion of long term in-country training respondents whose fields of study was not relevant to their present position was slightly greater than the proportion of overseas participants. To cite some cases found during the interviews:

1. A Chief of BKKBN (Central level) was sent to take MS Communication in 1978; after training completion, he was assigned Head of the Finance Division;
2. A BKKBN Chief of Curriculum Sub-Division was sent for a short term training in Curriculum Development. Undoubtedly the course was very relevant to his former position, but after training he was designated

as Chief of the Administration Division in one of the BKKBN's provincial offices.

3. A training center trainer was sent for a short term training in Demography for 3 months, only to be transferred as Chief, Administration Sub-Unit.

These cases were clearly the exception. The BKKBN has noted that while relevance of previous training to job occupation is always sought after, some management posts are deliberately made available for cadets with different training backgrounds. It was emphasized further that the smooth implementation of the current BKKBN's "pengkaderan" (cultivation of managerial leaders) and career planning sometimes require mobility from job to job (e.g. from "IEC" to "Integration") or even from work to work (e.g. from "IEC" to "Training", or "Reporting").

In general, this assessment concludes that the BKKBN training system has been able to manage this key aspect of training, relevancy to job position, very well.

## 6. STATUS OF INSTITUTIONALIZATION

### 6.1. PULNA's Overseas Training Program

In 1982, BKKBN assumed total management of the overseas graduate training. Prior to this, between 1972-1982, the overseas training program was managed by USAID, Jakarta Office using the Project Implementation Order. During this period, all transactions related to training such as determination of Universities and fields of study, University applications, payments of tuition and school fees, and provision of monthly stipend, were sub-contracted to an intermediate contractor through USAID's Office of International Training in Washington D.C.. BKKBN had only to submit names to USAID for processing.

Following BKKBN's reorganization in 1984, AID Loan no. 497-Q-069, Project Q270, was managed by the Division for Overseas Training within the BKKBN's PULNA. Under this USAID loan, PULNA with the assistance of USAID Training Advisor, developed a training management system to meet the administrative demand of selecting and processing the projected yearly number of participants.

USAID also provided a training specialist who worked directly with BKKBN staff in all operational aspects of the system. These technical consultants trained PULNA's staff in performing their day to day responsibilities. The consultants together with PULNA's staff, implemented the new training management system such as selecting participants, upgrading English language skill of potential candidates, selecting Universities, securing Universities acceptances, preparing participants' application for BAPPENAS and other Government agencies, arranging US Visa and ticket, and providing total financial support for participant during training.

After four years of assuming total management of the overseas graduate training, an evaluation report conducted by Dr. Tom D'Agnes on BKKBN's Experience of AID Loan no. 497-Q-069, dated June, 1984, revealed substantial savings on costs, which has allowed BKKBN to increase the number of person sent abroad.

Furthermore, PULNA's capacity to manage and administer its own long term overseas training program has been successfully institutionalized

within BKKBN. In fact, PULNA's overseas training program has become a unique training model which other Government Institutions are looking at for advice regarding the administration of their own training activities.

In 1986, both the training advisor and a training specialist have completed their assignments. Although the PULNA's staff are adequately competent to continue the day-to-day operations within PULNA, some staff believed that a technical consultant is still needed to provide assistance in securing University acceptance and in determining US Universities.

PULNA's financial situation is also another issue to consider before one can conclude if PULNA can manage its overseas training program without assistance from Donor Agencies. It is worthwhile to note that since 1972, the bulk of external assistance for long term overseas training has come from USAID.

Considering the GOI's decreasing budget allocation for PUSDIKLAT (see page 73), it could be seen that PULNA's overseas training would be too much for GOI to support. The problem would be more serious if donor agencies reduced or stopped their financial support. It is evidently clear that PULNA needs the assistance of Donor agencies to support its overseas training program.

#### 6.2. PULAP's In Country Training Program

PULAP assumed management of the in-country training program in 1984, adopting a new training management system. After two years of managing its long term in-country training, it is rather too soon to conclude whether PULAP is in a better position to manage its long term in-country training program. Unlike PULNA, PULAP assumed management of long term in country training program without technical assistance from donor agencies. Moreover, PULAP did not have a computerized data base program which PULNA has had since 1984.

Considering these limitations, it can be concluded that PULAP needs assistance both technical and material, to be able to institutionalize its capacity to manage and administer its long term in-country training program.

7. BKKBN'S PUSDIKLAT CURRENT AND FUTURE FUNDING NEEDS AND AVAIL- ABILITIES

7.1. Overview

The BKKBN's Center of Education and Training gets its funding from different sources. These are : (a) National Government; (b) Donor Govern- ments such as the United States, through USAID; and (c) Intergovernmental Agencies such as the United Nations Funds for Population Activities (UNFPA) and the World Bank.

The National Government of Indonesia has been a crucial source of funding for its own population program including its education and training program. The government fundings come from two sources; State Budget (APBN) and Regional Budget (APBD). Aside from government funding, the International Donor Agencies provide significant percentage of this budget.

Since PELITA I, the budget for Family Planning Program has significantly increased with the International Donor Agencies providing significant per- centage of this budget. The United States Agency for International Develop- ment (USAID) remains the largest single donor, with training and education as a major focus. The percentage contribution from donor resources has drama- tically decreased while the Government of Indonesia's share significantly increased from PELITA I to III, as reflected in Figure 13.

Figure 13  
Trend of BKKBN Budget from GOI and Foreign Aids  
During PELITA I-III

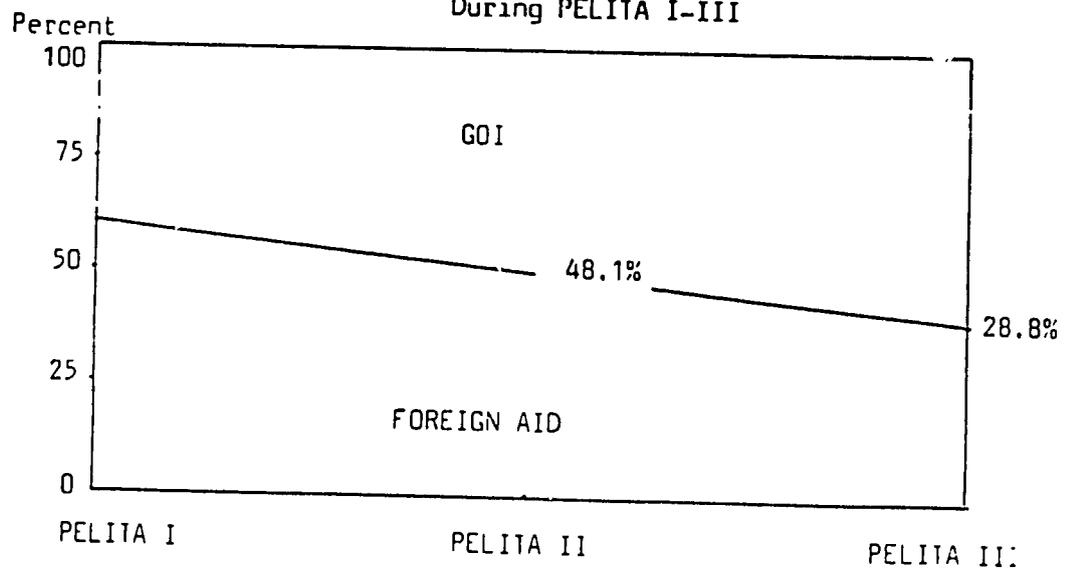


Table 18  
GOI's Budget Allocation for PUSDIKLAT based on  
BKKBN's Budget from 1979-1986

PELITA	YEAR	TOTAL BUDGET	PUSDIKLAT BUDGET ALLOCATION	
			TOTAL	%
III	1979/1980	18.125.222.000	1.194.930.000 <sup>a</sup>	6.59
	1980/1981	35.238.523.000	2.262.761.000	6.42
	1981/1982	44.878.165.273	3.220.129.000	7.18
	1982/1983	48.360.185.000	3.475.056.000 <sup>a</sup>	7.18
	1983/1984	48.007.323.000	2.431.510.000	5.06
IV	1984/1985	53.420.457.650	2.768.555.000	4.57
	1985/1986	55.346.543.500	2.216.887.900	4.01

<sup>a</sup>Inconsistent with data in Table 19 taken from same source.

Source: Family Planning Education and Training DIP Project, 1979-1986  
Foreign Aid Financial Report, Bureau of Finance, January, 1984

Table 18 shows the Government of Indonesia's budget allocation for PUSDIKLAT from 1979-1986. It can be noted that PUSDIKLAT budget allocation from the Government decreased from 5.06% in 1983/1984 (end of PELITA III) to 4.01% in 1985/1986 (second year of PELITA IV). Moreover, the quantitative amount in 1985/1986 is the lowest amount available since 1979/1980, the beginning of PELITA III. In effect, this situation has reduced the number of training activities, particularly in the Provincial Training Centers. Training activities conducted annually at the Provincial Training Centers decreased significantly from 20-30 training in 1983 to 3-5 training in 1986. This dramatic decrease in the number of training activities, in effect, leaves many of the Provincial Training Centers and their training staff underutilized. There is some evidence that DIKLAT Trainers are deployed in other areas where they can be more usefully employed.

**Table 19**  
**BKKBN's Center for Education and Training Budget and**  
**Sources of Funds, 1979-1984**  
(000 Rupiah)

FUNDING SOURCE	Y E A R					T O T A L
	1979-1980	1980-1981	1981-1982	1982-1983	1983-1984	
National Government	1.188.164 <sup>a</sup>	2.262.761	3.220.129	3.535.083 <sup>a</sup>	2.431.510	12.638.127
Foreign Aids	283.656.31	1.630.045.11	3.682.083.87	3.049.235.75	1.002.025.05	9.617.046.09
<b>T O T A L</b>	<b>1.472.300.31</b>	<b>3.892.806.11</b>	<b>6.872.212.87</b>	<b>6.584.318.75</b>	<b>3.433.535.05</b>	<b>22.255.173.0</b>

<sup>a</sup>These figures are inconsistent with data provided in Table 18 from same source.

Source : Family Planning Education and Training DIP Project, 1979-1984  
Foreign Aid Financial Report Bureau of Financial, January, 1984.

Table 19 shows the BKKBN's Education and Training program funds in PELITA III - 1979-1984. It is clear that until 1982-1983 both GOI and donor funds increased annually, with the amount of National Government funds being a little larger than foreign funds. In 1983-1984, there was a drop in both.

Unavailability of PUSDIKLAI's financial records and summary of annual financial report was a major constraint in determining PUSDIKLAI's funding availabilities. Also some financial reports were found to be inconsistent, such as illustrated in Table 18 and 19 above. Thus, the assessment objective of determining current funding availabilities to the BKKBN PUSDIKLAI's Education/Training program could be fully met, particularly in regard to GOI financing. The BKKBN PUSDIKLAI staff stated that the training programs currently being implemented need to be continued in the future. However, as the planning cycle was still in process during this assessment period, clear data on future GOI funding availability were not available. This assessment recommends that the GOI future funding contribution for PUSDIKLAI should at least be maintained at the FY '85 level to allow the objectives set for PELITA IV.

7.2. USAID Current Funding Availabilities

The USAID has made available a total of US\$ 6.645.000 to BKKBN's PUSDIKLAT under Project 497-0327. for the 1983-1989 period. These projects are divided into three loans and a grant : Loan 497-Q-082; Loan no. 497-Q-077A. and Loan 497-U-081.

Loan no. 497-Q-082 committed US\$ 2.495.000 for BKKBN's overseas long term and short term training. Table 20 shows the activities supported by this loan and the budget amount for each activity.

Table 20  
USAID Current Funding Availabilities to BKKBN PUSDIKLAT  
Under Project 497-0327; Loan 497-Q-082; 1984-1989

Beneficiary	Source of Funds	Time Period	Activity	Budget Amount
BKKBN and Implementing Units	Loan 497-Q-082	1985-1989	Graduate studies abroad : 4 PhD; 63 Masters	2.245.000
	"-	1984-1989	Short term training abroad : 30 participants	213.000
	"-	1984-1989	Contingency with Bank charges	37.000
Sub-total				2.495.000

Loan 497-Q-077A committed a total of US\$ 1,400,000 to support in-country training for 1984-1988 period. The activities supported by this loan and the budget allocated for each activity are shown in Table 21

Table 21  
 USAID Current Funding Availabilities to BKKBN PUSDIKLAT  
 Under Project 497-0327. Loan 497-Q-077A, 1984-1988

Beneficiary	Source of Funds	Time Period	Activity	Budget Amount
BKKBN and Implementing Units	Loan no. 497-Q-077A	1984-1988	Long term in-country training	US\$ 564,619
	"	1986-1987	Short term in-country training (50 staff)	44,524
	"	1985	Manpower Development Planning Workshop	11,944
	"	1986-1987	Distance Learning program	221,725
	"	1986	Computerization of in-country training	24,485
	"	1986-1987	Manpower Development program	317,217
	"	1986-1987	Feasibility study for Institutional Development	16,149
	"	1986-1988	Contingency	119,334
			Sub-total	1,400,000

A Grant of US\$ 250,000 was made available to BKKBN's PUSDIKLAT to provide expatriate technical assistance to Center for Education and Training during the 1985-1988 period.

**Table 22**  
**USAID Current Funding Availabilities to Educational Institutions**  
**Under Project 497-0327, Loan 497-U-081, 1984-1988**

Beneficiary	Source of Funds	Time Period	Activity	Budget Amount
Educational Institutions	Loan 497-U-081	1984-1988	Overseas Graduate study for school of Public Health Faculty : 8 PhD and 20 Masters	US\$ 1,370,000
	- " -	1984-1988	Overseas Graduate study for Demographic Institute Faculty : 4 PhD and 3 Masters	595,000
	- " -	1984-1988	In-country Graduate study for School of Public Health	275,000
	- " -	1983-1985	For BKBN Staff : 7 (S1), 3 (S2)	
	- " -	1986-1988	For School Public Health staff : 15 (S2)	
	- " -	1985	Technical Assistance in School Public Health Curriculum Development	150,000
	- " -	1984	Core School Public Health Library Materials	45,000
	- " -	1984-1988	Contingency and Banking Charges	65,000
<b>Sub-total</b>				<b>US\$ 2,500,000</b>

Loan 497-U-081 committed a total of US\$ 2,500,000 to support graduate training of faculty members from various educational institution for 1984-1988 period. The activities and their corresponding budget are shown in Table 22 .

7.3. USAID Proposed Near Future Funding Availabilities: 1989-1992

The USAID is currently considering phasing down the number of BKKBN participants supported by USAID from an average of 27 per year in 1983-1986 to 20 in 1987; to 15 in 1988 and 15 in 1989. Funds for thirty Masters Degree participants departing in 1988 and 1989 are being requested. USAID will encourage BKKBN to focus on management (including financial); administration; and other areas needed for the expanded urban and private sector program. USAID is considering ways and means to increase the relevance of in-country training. A feasibility study currently under development will examine Degree Programs at Indonesian Universities which could be of relevance to BKKBN staff.

In addition to long term academic training, USAID is considering providing funds for technical training more directly relevant to family planning. Such training includes :

- Upgrading training for 5000 Ministry of Health Midwives in utilizing new types of contraceptives; and
- Special training for 500 village family planning field workers for male vasectomy education and counselling.

USAID is currently considering the following breakdown of costs :

- Long term international training	US\$1,100,000
- Midwives upgrading	250,000
- Village family planning field workers vasectomy counselling	50,000
- International technical assistance and invitational travel	300,000
<b>T O T A L</b>	<b>US\$1,700,000</b>

These program ideas and funding availabilities are currently tentative, pending thorough discussion with BKKBN counterparts and reestimation of costs associated with overseas and in-country training. Funds for in-country degree training for participants commencing in 1987 and additional funds for the distance learning for family planning field workers will be from the excess Rupiah (due to devaluation) previously programmed for in-country training in Loan 497-Q-077A (Table 21).

#### 7.4. World Bank Current and Future Funding Availabilities

##### 7.4.1. Project World Bank (PELITA 1V)

The following activities will be implemented during the five year time period (1984-1989) covered by World Bank - Project for BKKBN's Center for Education and Training.

1. The construction of a new training and research center in Jakarta of about 9,610 m<sup>2</sup> (sufficient for 150 trainers at one time) consisting of an auditorium (900 m<sup>2</sup>), a training center (7,510 m<sup>2</sup>) including class rooms, training management facilities, dormitories, dining room, kitchens and support facilities such as furnishings, office equipment, audio visual equipment and vehicles.
2. Purchasing 170 new minibuses for 37 training center at central, provincial and sub-provincial, which is divided into three years plan, i.e. 22 vehicles in 1985/1986, 63 vehicles in 1986/1987 and 85 vehicles in 1987/1988.
3. Training for trainers and personnel management staffs :
  - 3.1. Long term overseas graduate level training for 41 training center trainers, which is divided into two year plan, i.e. 20 persons in 1986/1987, and 21 persons in 1987/1988.
  - 3.2. Long term in-country graduate level training for 46 trainers and personnel management staff at local universities, which is divided into a two year plan, i.e., 21 persons in 1986/1987 and 25 persons 1987/1988.
4. Technical Assistance :

The project will provide about 198 man-months of consultant services for curriculum development and educational technology for experiential training, development of training techniques for trainers, media educational technology, monitoring and evaluation and program management training. The technical assistance will be divided into two categories i.e. 75 man-months of local assistance and 123 man-months of foreign technical assistance.

7.5. UNICEF Current and Future Funding Availabilities

UNICEF is another agency providing BKKBN's Center for Education and Training financial and material assistance. UNICEF has committed a total of Rp. 36,881,900 and Rp. 25,520,500 for 1985-1986 and 1986-1987 periods, respectively, for training.

JOINT PROJECT BKKBN - UNICEF

1985-1986

1. Training Family Planning Trainers: Provincial level:	
22 persons from 11 provinces	Rp. 19,709,200
10 trainees from the center	Rp. 10,270,300
2. Development Training :	
3 provinces - 10 persons - 3 trainees	Rp. 6,902,400
	<hr/>
T O T A L	Rp. 36,881,900

1986-1987

1. Family planning trainers' training - 4 provinces :	
20 persons	Rp. 18,123,000
Supervision	Rp. 1,660,000
2. Development training (21) provinces	Rp. 5,737,500
	<hr/>
T O T A L	Rp. 25,520,500

## 8. RECOMMENDATIONS FOR FUTURE FUNDING

### 8.1. Near Future (FY 87-89)

This comprehensive assessment of BKKBN's PUSDIKLAT Education and Training programs identified several future funding needs. These are :

#### Financial Support

1. BKKBN should request donor support for the continuation of its long term overseas training program. However, it is proposed that training fellowships should be granted only for specialized courses relevant to the National Family Planning goals, which Indonesian Universities are not capable to offer, e.g. computer sciences; financial management; administration.
2. While overseas graduate training should be continued, donor agencies should also direct significant portion of its future funding for Masters level training in Indonesia.
3. Donor Agencies should continue its commitment to support faculty and program development at Indonesia's Educational Institutions where graduates can serve as Manpower resource for BKKBN and for the National Family Planning program.

#### Technical Support

1. Technical assistance should be provided to BKKBN through donor agencies' support, to assist in instituting a Training Evaluation System in BKKBN's Training Center. The technical assistant will assist the Center to establish criteria and guides in assessing short term in-country family planning training courses; identify the evaluation indicators, and develop training programs' evaluation tools.
2. The present USAID Consultant's contract is to 1988. The need for continued assistance in strengthening in-country beyond 1988 is foreseen.

#### Material Support

1. BKKBN should request donor support for the establishment of a computerized data base program (to assist in various phases) of PULAP's long term in-country training management system. A computer should be purchased for this PULAP effort.

2. BKKBN PUSDIKLAT needs office equipment such as filing cabinets for record filing, typewriters, photocopy machine in PULNA, office tables and calculators.

## 8.2. Intermediate Future (Beyond FY '89)

Urban fertility control, the development of semi-commercial family planning clinics in the near future, and the role of private sector in the family planning system, are currently the major issues which the BKKBN is considering to support and expand in the future. With this new urban family planning program and emphasis on the private sector, the BKKBN Center for Education and Training will face new future training needs. A new training needs assessment should be conducted to estimate the types and magnitude of training needed.

There will be a need to train private family planning providers, e.g. private physicians and private midwives and the need to re-train fieldworkers for more urban - specific roles. There is also a need for a new training needs assessment for this particular target group to identify areas of training.

All these future training needs require funding support either from the Government or from Donor Agencies.

## 9. SUMMARY OF FINDINGS

The BKKBN has established perhaps the most comprehensive Education and Training system in the world for a national family planning program. The short and long term training needs of thousands of different personnel, from the lowest level village worker to the highest managerial officers are assessed, and training programs commensurate with the needs are planned and implemented. The preceding text should give the reader a flavor of the complexity of the systems. Summarized below are a selection of findings this author believes should be highlighted. In general, the author concludes that the training systems established are functioning well; any shortcomings noted should be considered in context of the magnitude of the task and the desire of BKKBN to further improve an effective training system.

### 9.1. Management and Administration

#### 9.1.1. Training Management System: Overview

1. BKKBN has the largest and most comprehensive training system in support of a national family planning program in the world. More than 250 types of personnel, in 200 training categories are offered training annually at BKKBN's 37 training centers spread throughout the 27 provinces of Indonesia. In spite of Indonesia's geographic size and cultural diversity. BKKBN's PUSDIKLAT has successfully handled the problem of magnitude and diversity through its training management system. Staffing patterns, planning and budgeting cycles, training program preparation, implementation and evaluation are all uniform and systematized. General curricular guidelines have been established for routine training categories.

2. BKKBN has an extensive academic degree training program in support of family planning. Almost 400 participants have received Bachelors, Masters, and Doctoral training, overseas and in-country, from BKKBN and its implementing units. With PULNA's new management system developed in 1982, the number of overseas training participants and the quality of participants selected have increased significantly. In the three year period, from 1983-1985, the number of graduates from overseas was more than the number sent abroad in the previous 10 year period.
  
3. The development and implementation of Standard Operating Procedures and computerized data base program have substantially strengthened the management capabilities particularly within PULNA. A training management system developed by PULNA in 1982 with USAID technical assistance has successfully demonstrated an effective management system with a realistic implementation plan.

#### 9.1.2. Planning and Budgeting Process

1. BKKBN's PUSDIKLAT's annual planning and budgeting process is largely top-down and standardized for all the provinces and the center's components. While PUSDIKLAT's yearly plan and budget are mainly based on information gathered from the lowest level of the community up to the Center, decisions are mainly top down. In effect, this system limits opportunities for variations from the general

plan, a problem that has led to a gap between community felt needs and the approved plan in most provinces.

2. Most BKKBN personnel at all levels generally emphasize the need for PUSDIKLAT to strengthen its horizontal relationships even further. This is a reflection of some problems of coordination with BKKBN's Bureaus and Divisions; with the Provincial Centers; and with the Institutions with which it collaborates. Furthermore, a less developed area of horizontal linkage which PUSDIKLAT needs to develop is with the Indonesian private sector.

#### 9.1.3. Financial Management

1. By assuming overall responsibility for overseas training and handling all aspects (recruitment, selection, payments and so forth) from Jakarta, BKKBN was successful in reducing its training costs and thereby enabled the BKKBN to send substantially more participants for training than in previous years when USAID's Office of International Training handled the program.
2. A computerized data based program in PULNA has successfully contributed to systematic recording and reporting of academic as well as financial matters. PULNA has the financial mechanism which allows BKKBN to make direct payment for students' academic expenses. Bookkeeping mechanisms for reserving and disbursing funds have been computerized, allowing BKKBN to produce monthly financial reports. PULAP does,

not have a computerized data base program for use in administering its financial matters to date. PULAP's financial records were found inadequate in a USAID voucher verification of the long term in-country training program. Also, PULAP's records were found deficient in recording basic data about participants, for example, participants' fields of study and degree objective

#### 9.1.4. Staffing

1. There are current quantitative staffing deficiencies both at PULNA and PULAP. Due to this situation, PUSDIKLAT's Chiefs or Divisions were found to be actively involved in the various types of operational activities such as planning and conducting the training programs; preparing educational materials and conducting research. These activities are beyond their managerial and administrative functions and seem to distract them from their assigned duties.
2. A review of PUSDIKLAT's staff educational background revealed very few staff with B.S. education background, needed by the Center considering the nature of its activities.
3. The position of Chief, PULNA has been vacant since March, 1986, and several structural positions both in PULNA and PULAP, are vacant to date. These vacancies have put a burden on the remaining staff who are making a valient effort to keep the training systems functioning.

## 9.2. Recruitment and Selection System

1. There is a problem of late announcement of the long term in-country/overseas training fellowship program, particularly at the provincial and district levels. This problem has discouraged many potential and qualified applicants from joining the program.
2. Announcement of training opportunities in some provinces does not reach the district level.
3. The requirement for achievement in English seems to be one of the major barriers for many otherwise qualified staff to join the overseas training program.
4. Although BKKBN top officials consider training as a form of reward to its staff, many of the qualified candidates were reluctant to join the training program for fear of losing one's position.

## 9.3. Monitoring System

1. For long term overseas and in-country training participants, the monitoring was basically done through the students' academic reporting every quarter. However, some non-compliance of long term in-country training participants with the requirement of submitting quarterly academic reports was found, but follow-up action by PUSDIKLAT was inadequate.
2. PULAP has no means of knowing whether or not participants have completed their training except through the students' report.

3. After training, PUSDIKLAT seldom follows-up former training participants concerning their activities thereby losing a trained resource.

#### 9.4. Placement System

1. A major concern in BKKBN's long term training program is the placement of training graduates. The majority of those who completed their education did not have any guarantee of being returned to their previous post or to a more appropriate position. This was not a problem among short term training participants.
2. Reassignment of returning long term training graduates to a new post took at least six months and sometimes upto two years. The problem of non-guarantee of placement immediately after graduation discouraged many potential and qualified candidates to avail themselves of training opportunities.

#### 9.5. Composition

##### Long Term Overseas Training:

1. The percentage of BKKBN staff among the participants trained overseas increased significantly from 14% in 1972-1982 to 43% in 1983-1986.
2. Training in management and administration was given high priority in 1983-1986. Emphasis on training has shifted from the population sciences to management sciences.
3. Non-Jakarta based participants increased significantly from the 1972-1982 period to 1983-1986 period.

### Long Term In-Country Training:

1. The percentage of BKKBN staff participating in long term in-country training increased significantly from 42% in 1973-1983 period to 88% in 1984-1986 period.
2. Non-Jakarta based participants represented 18 provinces during the 1974-1983 period, while in the 1984-86 period, the number of provinces represented was reduced to 12.
3. In 1974-1983 period, all the long term training participants attended the School of Public Health, University of Indonesia. Beginning in 1984, BKKBN broadened the field of study from public health to a variety of social and behavioral sciences, thereby increasing the number of participants and expanding enrollment to a number of other state schools and universities throughout Indonesia.

### Short Term Overseas Training:

1. Between 1971-1983, the majority of all people sent abroad for short term training came from BKKBN, followed by State Universities and the Department of Health.
2. During the 1971-1983 period, family planning was the most common field of study followed by Public Health; Administration and Management; and Demography.
3. Data on short term overseas training for 1984-1986 period were not available. Perhaps, due to the new Bappenas guidelines issued in 1984 (which prohibit the use of loan funds for training of less than 3 months' duration) no short term training took place.

#### 9.6. Training of Foreigners in Indonesia

1. By the end of Repelita III and the year 1984-1985, there were a total of 1,009 foreigners trained in Indonesia on the Indonesian national family planning and population program.
2. From 1979-1985, actual training of foreigners in Indonesia was the most important activity in terms of numbers; seminars, conferences and workshops had the second highest number of participants, followed by study tours.
3. A closer look at this training program revealed that there is no definite staff assigned to manage this particular program. Furthermore, training curriculum is developed only when request for training is made by countries and/or donor agencies.

#### 9.7. Relevance of Training

The findings indicate general relevance of long term training participants' fields of study to their present employment and to the overall goals of the National Family Planning Program. However, there were several training participants whose fields of study were not relevant to their present position. There was a slightly higher proportion among the long term in-country training participants whose fields of study were not relevant to their present employment.

In general, this assessment concludes that the BKKBN training system has been able to manage this key aspect of training, relevancy to job position, very well.

## 9.8. Status of Institutionalization

1. PULNA's capacity to manage and administer its own long term overseas training program has been successfully institutionalized within BKKBN. Institutionalization of PULNA's new training management system has led to significant cost saving, as well as institutional development at the PUSDIKLAT. In fact, PULNA's overseas training program has become a unique training model which other Government Institutions are looking at for advice regarding the administration of their own training activities. While PULNA's staff are adequately competent to continue the day-to-day operation within PULNA, it still needs the assistance of a technical consultant, particularly in securing University acceptance abroad and in determining U.S. Universities.
2. Considering the GOI's decreasing budget allocation for PUSDIKLAT, PULNA's training program needs continued financial assistance from donor agencies.
3. PULAP, on the other hand, assumed total management of the in-country training program in 1984, adopting a new training management system. However, PULAP seems to need more technical assistance in institutionalizing its new training management system as well as institutional development at the Center.

## 9.9. Funding Needs and Availabilities

1. PUSDIKLAT's long term in-country and overseas training programs rely heavily on foreign assistance. In the past years, BKKBN records show significant decrease in percentage of foreign aid contribution to the total PUSDIKLAT budget. Moreover, GOI budget allocation for,

Training and Education has also decreased. In effect, this situation has reduced the number of training activities in the Provincial Training Centers.

2. The USAID has been the major funding donor for PUSDIKLAT's long term academic training programs since 1971.
3. Unavailability of PUSDIKLAT's financial records and summary of annual financial report was a major constraint in determining PUSDIKLAT's funding availabilities. Some financial reports were found; however, there was inconsistency in the recording of total funds among BKKEN's Bureaus concerned and the funding of donors.

## 10. SUMMARY OF MAJOR RECOMMENDATIONS

Throughout the text, a number of specific recommendations are offered to improve further the various systems described. Listed below are a few recommendations which are generalizable to most of the systems studied. The recommendations given are offered in the spirit of tremendous admiration for the work already accomplished by the PUSDIKLAT and in hopes that certain modifications suggested can further improve the BKKBN PUSDIKLAT's fine efforts.

### 10.1. Management and Administration

#### 10.1.1. Planning and Budgeting Process

1. While planning with other government sectors is a successful aspect of BKKBN's family planning program, many of the BKKBN personnel at all levels generally recommend the need for PUSDIKLAT to strengthen its horizontal planning network even further with the BKKBN's Bureaus and Divisions, with the Provincial Centers, and with the other institutions with which it collaborates.
2. Since BKKBN has initiated working with the private sector in the Urban Fertility Control Program, PUSDIKLAT may consider making plans to develop and strengthen horizontal linkage with the Indonesian private sector in the near future. With the new concept raised by the BKKBN Chairman of making the private sector a partner in the overall Indonesian family planning system, BKKEN PUSDIKLAT should start planning strategies to meet future training needs related to this new direction. This new

concept also implies the need for a new training needs assessment to determine future types of training and future funding needs.

#### 10.1.2. Management

1. Systems, both financial and administrative, need to be strengthened in PULAP. Urgent attention must be given to streamlining and computerizing the financial and administrative data related to the in-country long term participant training program.
2. BKKBN PUSDIKLAT needs to strengthen its training evaluation system particularly to provide qualitative data on its short term in-country training programs.

#### 10.1.3. Staffing

1. There is a need to rectify current quantitative staffing deficiencies, particularly at PULNA.
2. There is an urgent need for the immediate replacement of Chief of PULNA, vacant since March 1986.
3. There is a need to clarify the role of PUSDIKLAT either as implementor or coordinator of training or both. If PUSDIKLAT is to continue to assume both roles, then staffing commensurate with responsibilities should be assigned to the Center. For example, Master trainers should be hired both in PULNA and PULAP to take charge of training conducted at the Central level.

4. At least one staff of the Overseas Training Division should be permanently assigned to manage the training program of foreigners in Indonesia. The staff must have a working knowledge of training and good command of the English language. Language capability is imperative in view of the nature and scope of the responsibilities to be assumed.

10.2. Recruitment and Selection System

1. To encourage more qualified candidates to join the long term overseas training program, BKKBN and its Implementing Units should come out with a policy to assure graduates of placement after graduation.
2. PUSDIKLAT should look deeper into the cause of late announcement of fellowship program and the reasons for not reaching the District level.

10.3. Monitoring System

1. PULAP should develop strategies to follow-up training participants who do not comply with the requirement of submitting academic progress reports periodically.
2. PUSDIKLAT should delegate to the BKKBN Provincial Training Centers the responsibility of following up training participants who are studying in their area. This is a more practical and economical arrangement than BKKBN Central PUSDIKLAT staff going to the Provinces for follow-up, as suggested by some of the central staff.

10.4. Placement System

1. There is need for a high level policy on the expeditious placement of returning graduates. The BKKBN, its implementing units, and major donor agencies of BKKBN's training programs should establish a policy to assure graduates of timely placement after graduation.

10.5. Training of Foreigners in Indonesia

1. There is a need to systematize the training of foreigners in Indonesia. The Division of Overseas Training should develop a standard training course in different aspects of the Indonesian National Family Planning Program for foreigners, to be held at least three times a year on a regular basis. These training programs should be advertised and announced to all countries and donor agencies concerned. A course fee should be required for each participant to support training operating costs. Moreover, at least one BKKBN staff should be permanently assigned to manage the training of foreigners in Indonesia. The staff must have a working knowledge of training and good command of the English language. This is imperative in view of the nature and scope of the responsibilities to be assumed.

10.6. Status of Institutionalization

1. USAID should continue to give technical assistance to PULNA's long term overseas training program in the area of management and in matters dealing with securing University acceptance abroad.
2. Donor agencies should provide technical assistance to PULAP's long term in-country training program.

3. A computerized data base program should be developed within PULAP's long term in-country training management system to strengthen it.

10.7. Recommendations for Future Funding

1. BKKBN should request donor support for the continuation of its long term overseas training program. However, training fellowships should be granted only for highly specialized courses relevant to the National Family Planning goals, which Indonesian universities are not capable to offer.
2. While overseas graduate training should be continued, donor agencies should also direct a significant portion of their future funding for Masters level training in Indonesia.
3. Donor agencies should continue their commitment to support faculty and program development at Indonesia's Educational Institutions.
4. The BKKBN's new program attention includes more emphases on the urban population and increasing the participation of the private sector, as individuals and communities assume responsibility for managing their own fertility. With these new emphases, increasing attention should be given to training for private sector partners in this endeavor, as well as attention to training in the latest techniques of marketing, communications, and management of commercial enterprises for social purposes. PUSDIKLAT needs to anticipate the manpower needs for this new phase of BKKBN activity.

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