Ex-Ante Evaluation

Southeast Asia Division 1, Southeast Asia and Pacific Department

Japan International Cooperation Agency

1. Basic Information

(1) Country: The Republic of Indonesia

(2) Project Site/Target Area: Indonesia, Japan

(3) Project: Strengthening Apparatus Management and Development Project

Loan Agreement: August 29, 2025

2. Background and Necessity of the Project

(1) Current State and Issues of the Human Resource Development Sector and the Project's Position in the Republic of Indonesia

Leading up to the 100th anniversary of its independence in 2045, the Government of the Republic of Indonesia (hereinafter "Indonesia") has set "equitable development" and "strengthening national resilience and governance" as the pillars of its Vision 2045, and is strengthening the capabilities of civil servants with the aim of improving the administrative capabilities of central and local governments. The agenda of the National Middle Term Development Plan (hereinafter "RPJMN 2020-2024"), includes "improving the quality of human resources," "strengthening the stability of public services," and "reducing regional disparities and ensuring equality," with the aim of balanced development by improving the capabilities of civil servants.

RPJMN 2020-2024 notes issues with governance in Indonesia, such as (1) lack of capabilities and gaps in education levels among civil servants in rural areas outside Java, (2) immature system construction resulting in overlapping functions between Ministries and Agencies, (3) increased complaints arising from delays and lack of transparency in procedures, and (4) persistent fraud and corruption. Also, given the problems with expanding public services to least developed regions (Referring to target areas for priority development programs designated by executing agencies. This includes the 3T regions defined by Presidential Decree, of Terdepan (border regions), Tertinggal (undeveloped regions), and Terluar (outer periphery regions). The same applies hereinafter.) mainly in regional areas in eastern Indonesia such as Papua, East Nusa Tenggara, and the Maluku Islands, there is a need to formulate and promote a human resource development program that focuses on the improvement of the practical capabilities of civil servants including in these regions.

The Strengthening Apparatus Management and Development Project (hereinafter “the Project”) aims to resolve these issues by promoting the efficient identification and allocation and training of highly specialized civil servants, through the improvement of national civil servant capacity building and the human resource management system, and the implementation of practical capacity building training, and the Project is positioned as part of the nationwide human resource development project in Indonesia.

(2) Japan and JICA’s Policy in the Human Resource Development Sector and the Project’s Position

Japan’s Country Assistance Policy for the Republic of Indonesia (September 2017) mentions assistance for the training of civil servants and the improvement of administrative functions in the priority areas of “assistance for enhancing international competitiveness,” and “assistance for realizing social safety and justice through balanced growth.” Also, the JICA Country Analysis Paper for the Republic of Indonesia (May 2018) states the aim of supporting the improvement of central and local civil servant capabilities through the provision of opportunities to acquire knowledge and higher education, and the reduction of regional disparities through the training of local civil servants. JICA has also formulated the “Medium-Term Plan for Accepting International Students” (FY 2023-2026) aimed at the continuous cultivation of pro Japanese and knowledgeable human resources, citing the future initiative of promoting the formation of international student programs through new loan assistance. The project is in line with these policies as it will contribute to strengthening the capabilities of the civil servants responsible for Indonesia’s development.

Since 1991, JICA has contributed to the improvement of the administrative capabilities of both central and local governments in Indonesia through loan assistance such as the “Professional Human Resource Development” (I-IV) and technical cooperation, supporting human resource development through degree programs and short-term training for Indonesian central and local civil servants (policy planning and planning officials). The expectation on the Indonesian side is that by strengthening the practical training of more civil servants by utilizing the knowledge and lessons learned from past human resource development cooperation from Japan and networks with Japanese universities and local governments, this will continue to support human resource development and person-to-person exchanges between the two countries.

(3) Other Donor’s Activities

Regarding human resource development programs funded by loans to Indonesia, the World Bank has provided international and overseas Master's programs focused on maritime issues and the Asian Infrastructure Investment Bank has supported short-term training in Indonesia in the field of irrigation. Countries such as the Netherlands, Australia and China are also supporting long-term training aimed at obtaining overseas Master's degrees as part of grant-funded human resource development programs.

3. Project Description

(1) Project Description

(i) Project Objective

The project aims to strengthen organizational capacity and promote administrative reforms contributing to national development and contributing to the achievement of the RPJMN and the continued development of human resource exchanges between Japan and Indonesia by implementing capacity building training in Indonesia and overseas, mainly in Japan, and by supporting the establishment of a capacity development and human resource management system.

(ii) Project Components

A) Capacity Building Training

Domestic and overseas capacity building training aimed at the development of administrative capabilities. In addition to civil servants involved in development policy and planning, this training also targets civil servants responsible for accounting and procurement, etc. related to the implementation of various development policies and plans. The anticipated content of the training is as shown below. (it is anticipated that a total of approximately 7,240 people will participate.)

(a) Overseas training

- Training is expected to be implemented by universities and other research institutions, private companies, public organizations, and local governments and related organizations, etc.
- In principle, training will be carried out in Japan, given the project aim of developing human resource exchanges between Japan and Indonesia through the development of human resources with knowledge about Japan. However, this does not prevent the possibility of short-term training in a third country where there is a

need due to partnerships with the Japanese companies or universities that will receive the trainees. Regarding participation in international conferences (see 6 below), this is not anticipated to prevent participation and presentations in international conferences outside of Japan that meet certain objective conditions regarding the organizers, main speakers, sponsors and themes, etc., with the assumption that participants will be making some form of presentation.

- Training will focus on the three priority fields of (1) fields related to national land and economic resilience (infrastructure, disaster prevention, green economy, tourism, etc.), (2) fields related to FOIP/AOIP (ASEAN outlook on the Indo-Pacific) (international politics, maritime security, etc.), and (3) fields related to digitalization and innovation (smart cities, private sector collaboration, etc.). Training is also anticipated to include cross-cutting fields such as development planning, human rights, social inclusion, and procurement and accounting, etc.
- The anticipated key participants, implementation period and number of participants for each training are shown in the table below.

No.	Name of Training	Anticipated Key Participants	Anticipated Implementation Period	Anticipated No. of Participants
1	Short-term training	Participants from Ministries and Agencies matching the field of training	2 weeks	1,500
2	Short-term training for civil servants in least developed regions	Civil servants in least developed regions	2 weeks	150
3	Linkage training through Japan-Indonesia university collaboration	Civil servants from the National Development Planning Agency, University staff	Indonesia: 1 week Japan: 2 weeks	200

4	Practical on-the-job training	Civil servants in all Ministries, Agencies and local governments	Up to 3 months	150
5	Academic on-the-job training	Civil servants in all Ministries, Agencies and local governments	Up to 5 months	170
6	Participation in international conferences	Civil servants in all Ministries, Agencies and local governments	1 week	100
7	Follow-up with participants in the Indonesian Professional Human Resource Development Project (during training)	Participants in the Indonesian Professional Human Resource Development Project	2 weeks	180
8	Follow-up with participants in the Indonesian Professional Human Resource Development Project (after training)	Participants in the Indonesian Professional Human Resource Development Project	Up to 3 months	50
9	Action plan implementation assistance training	Determined based on the results of monitoring by the Center for Planners Development, Education and Training	1 week	140
Total				2,640

(b) Domestic training

- Short-term training is expected to be implemented by the National Public Procurement Agency Training Center and language training by language training centers affiliated with Indonesian universities.
- Training fields are expected to be those fields essential for improving the capacity of civil servants specially involved in accounting and procurement, etc., in the implementation of various development policies and plans.
- The anticipated key participants, implementation period and number of participants for each training are shown in the table below.

No.	Name of Training	Anticipated Key Participants	Anticipated Implementation Period	Anticipated No. of Participants
1	Short-term training	Civil servants in all Ministries, Agencies and local governments	2 weeks	2,400
2	Qualification acquisition assistance	Civil servants in all Ministries, Agencies and local governments	1 week	40
3	English language training	Civil servants in all Ministries, Agencies and local governments	6 months	840
4	Japanese language training	Participants in the Indonesian Professional Human Resource Development Project	2 months	180
5	Basic English training	Civil servants in least developed regions	2 weeks	300
6	Action plan implementation assistance training	Determined based on the results of monitoring by the Center for Planners Development, Education and Training	1 week	840
Total				4,600

B) System Building

Assistance for the enrichment of the administrative office management and capacity development platform system content. To enrich the Smart ASN platform system (which began software operation in 2022), with its various functions such as personnel information management, salary information management, online training, performance management and organizational information, etc., software assistance and capacity building training will be provided by consultants and engineers, contributing to the development and management of content (domestic competitive tenders)

C) Consulting Services:

Assistance for the procurement of local consultants and engineers, assistance for the detailed planning and implementation of programs, project/financial management, database management, evaluations and impact studies, etc. (short list method)

(iii) Project Beneficiaries (Target Group)

A) Direct Beneficiaries:

A total of approximately 7,240 people from the following target groups are expected to benefit from participation in short-term training.

(a) Central and local government civil servants (excluding (b). Assuming about 40% of the former, and 60% of the latter)

(b) Civil servants in least developed regions

(c) In terms of private sector personnel, local consultants in non-construction fields with strong ties to the government

B) Final Beneficiaries: Indonesian citizens who receive administrative services

(2) Total Project Cost

Estimated Project Costs/Estimated Assistance (Requested amount: JPY7,048 million, Total project cost: JPY8,375 million, Loan amount: JPY7,048 million)

(3) Project Implementation Schedule (Cooperation Period)

Scheduled for August 2025 to March 2032 (total of 80 months). The project completion will be when all training is completed (March t 2032).

(4) Project Implementation Structure

1) Borrower: The Government of the Republic of Indonesia

2) Guarantor: None

3) Executing Agencies: Ministry of National Development Planning

(hereinafter “BAPPENAS”)

4) Operation and Maintenance System: A steering committee established within BAPPENAS will formulate management policy, etc. Under this steering committee, a Project Implementation Unit will be established within the Center for Human Resources Empowerment, Education, and Training in Development Planning (hereinafter “CREATE-PLAN“) to manage the Project. The National Institutions and Bureaucratic Reform Bureau (Dit.ANTB) within BAPPENAS will operate and maintain the integrated and centralized Smart ASN as a civil servant management and capacity development platform system. CREATE-PLAN has many years of experience with ODA loan projects, so there are no major concerns regarding the project implementation structure and CREATE-PLAN is also anticipated to work closely with the National Institutions and Bureaucratic Reform Bureau in this Ministry.

(5) Cooperation and Sharing of Roles with Other Projects and Donors

1) Japan’s Assistance Activities

So far, JICA has provided a total of five ODA loans to the human resource development sector in Indonesia.

In particular, the loan assistance “Professional Human Resource Development Project” (I-IV) and technical cooperation has assisted human resource development through degree programs and short-term training aimed at the Indonesian central government and local government civil servants (policy planning and planning officials), contributing to the improvement of the administrative capabilities of central and local governments.

Loan assistance “Professional Human Resource Development Project” (III) and (IV) in particular were aimed at local government planners and financial officials, to contribute to the improvement of administrative capabilities in response to decentralization. Approximately 2,500 people have studied abroad (mainly in Japan) to obtain degrees and 2,000 have taken short-term training courses through the loan assistance “Professional Human Resource Development Project” (I-IV), for a total of 4,500 people. Approximately 80 to 90 people were accepted per year for study abroad to obtain degrees or short-term training, prior to the tightening of travel restrictions due to the spread of COVID-19.

2) Other Donors’ Assistance Activities: Assistance has been provided to

Indonesia's human resource development programs by the World Bank, the Netherlands, Australia, and China, etc. (See 2. (3)).

(6) Environmental and Social Considerations

1) Environmental and Social Considerations

(i) Category: C

(ii) Reason for Categorization: The Project falls under Category C of the JICA Guidelines for Environmental and Social Considerations (enacted in April 2010), as the Project is deemed to have minimal adverse effects on the environment.

(iii) Environmental Permit: N/A.

(iv) Anti-Pollution Measures: N/A.

(v) The Natural Environment: N/A.

(vi) The Social Environment: N/A.

(vii) Other/Monitoring: Training participants will be followed up with and human resources will be utilized after their return and networks will be formed and maintained, from the perspective of the sustainability and self-reliance of training effects. Specifically, the Project will confirm the extent to which the participants of short-term training, in which lecturers are invited from Japan or Indonesia as part of capacity-building training, have actually implemented the action plans and other reports that they prepared as outcomes of their training. Participants will also be encouraged to network through the holding of regular alumni gatherings by the executing agencies.

(7) Cross-Cutting Issues: Great care will be taken to ensure that reasonable consideration is given to persons with disabilities for participation in training and placement after training,

(8) Gender Category:

[Not applicable] ■ GI (Gender mainstreaming needs assessment and analysis)

<Reason for Categorization> Although gender mainstreaming needs were investigated and confirmed for the Project, no indicators were established for specific initiatives that contribute to gender equality and women empowerment.

(9) Other Important Issues: N/A.

4. Target Outcomes

(1) Quantitative Effects

Indicator	Baseline (2025)	Target (2034) [2 years after completion]
Completion rate of short-term training held in Japan	-	95%
Completion rate of short-term training held in Indonesia	-	95%
Percentage of training participants from local governments	-	60%
Percentage of training participants from least developed regions	-	10%
Percentage of academic on-the-job training participants who contributed to international journals	-	15%
Percentage of action plans implementations proposed by training participants	-	50%
Percentage of curriculum developed to enhance the capacity of civil servants	-	100%
Percentage of administrative agencies utilizing administrative management/capacity development platforms	-	80%
Number of policy documents prepared for the training of civil servants	-	2

(2) Qualitative Effects: Improving the operational capabilities of participants, improving the administrative capabilities and efficiency of the affiliated organizations of participants, achieving priority development goals through improved administrative capabilities, and realizing continuous person-to-person exchanges between Japan and Indonesia.

(3) Internal Rate of Return: Not calculated, given that this is a training project.

5. Preconditions/External Factors

(1) Preconditions: The continued development and use of the administrative management and capacity development platform system (currently known as “Smart ASN”) within the Indonesian government.

(2) External Factors: N/A.

6. Lessons Learned from Past Projects and Application to the Project

Lessons learned from the loan assistance “Professional Human Resource Development Project” included not only the importance of increasing training opportunities, but also the importance of follow-up on training participants, the utilization of human resources after they return home, and the formation and maintenance of networks from the perspectives of the sustainability and self-reliance of training efforts.

In the Project, the executing agency will follow up, while considering the assignment of participants to appropriate departments and occupations following the completion of training, and reflecting the results of training in project plans, etc.

7. Evaluation Results

The Project is in line with the development issues and policies of Indonesia and the cooperation policies and analysis of Japan and JICA, and will contribute to national development by improving governance capabilities among civil servant, while also strengthening relations between Japan and Indonesia through the promotion of person-to-person exchange, and it is considered that it will contribute to efforts towards SDGs Goal 17 (Partnership). As such, it is highly necessary to assist in the implementation of the Project.

8. Plan for Future Evaluation

(1) Indicators to be Used for Future Evaluation

As shown in 4.

(2) Timing of the Next Evaluation

One year after project completion (Ex-post Evaluation)

END

Attachment: Strengthening Apparatus Management and Development Project Map

Attachment

Strengthening Apparatus Management and Development Project Map

Source: JICA Library